



PERMANENT VOTERS LIST **STUDY**

June 2013

June 10, 2013

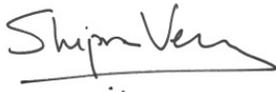
The Honourable Daryl Reid
Speaker of the Legislative Assembly
Room 244, Legislative Building
Winnipeg, Manitoba
R3C 0V8

Dear Mr. Speaker:

I have the honour of submitting to you the "Permanent Voters List Study." This report is submitted pursuant to Section 3(1) of Schedule B of Bill 33, *The Elections Amendment Act*, which directs the Chief Electoral Officer to examine whether a permanent voters list should be established and, if so, how it should be created and maintained.

The legislation requires that a report be made to the speaker within one year of the Act coming into force. The act came into force on June 14, 2012.

Respectfully yours,



Shipra Verma, CA
Deputy Chief Electoral Officer

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Introduction

On June 14, 2012, Bill 33, *The Elections Amendment Act*, received Royal Assent and came into force. *The Elections Amendment Act* required Elections Manitoba to examine whether a permanent voters list should be established in the province of Manitoba and prepare a report on its findings. *The Elections Amendment Act* states as follows:

3(1) Within one year, after this section comes into force, the Chief Electoral Officer must:

(a) examine whether a permanent voters list should be established for the purposes of The Elections Act and, if so, how the list should be created and what methods should be used to keep it as complete and up-to-date as possible, and

(b) after consulting with the advisory committee under section 200 of the Act, make a report to the Speaker about the matter, which may include recommendations for amendments to the Act.

3(2) The Speaker may extend the reporting period in subsection (1).

In preparing this report, Elections Manitoba conducted research, surveyed other jurisdictions and consulted with the Advisory Committee regarding the implementation of a permanent voters list. The report is divided into five sections:

- **Section 1** provides a brief historical account of voter registration in Canada and Manitoba, profiling specifically the movement from enumeration towards a permanent voters list.
- **Section 2** outlines the guiding principles of a voters list, explores the benefits and challenges of enumeration and a permanent voters list and discusses evaluation methods to ensure a high quality voters list.
- **Section 3** explores the methodology and resources required to create a permanent voters list within Manitoba.
- **Section 4** addresses the specific requirements for ongoing maintenance of a permanent voters list within Manitoba.
- **Section 5** recommends amendments to *The Elections Act*, identifies items for consensus and describes the foundational elements required to adopt this new method of voter registration.

Executive summary

The purpose of this study is to examine whether a permanent voters list should be established for Manitoba. In this study, Elections Manitoba compares two processes of voter registration: enumeration and a permanent voters list. We outline the benefits and challenges of each process, introduce the guiding principles of a voters list and present the methodology and resources required to create and maintain a permanent voters list.

The voters list plays a key role in the democratic process, helping to ensure that elections are conducted in a manner that is fair and convenient for voters. Over time, Canada has experienced a movement from enumeration to a permanent voters list as a method of facilitating voter registration. Now, all but three jurisdictions in Canada – Saskatchewan, Manitoba and Yukon – support voter registration through a permanent voters list.

Regardless of the process used to create a voters list, the following guiding principles must be upheld:

1. A voters list must be established and maintained with integrity to ensure trust and confidence in the system.
2. The process surrounding voter registration must be easily accessible.
3. The rights of voters must be upheld at all times.
4. A voters list must be of high quality, specifically the information contained in the list must meet high standards of currency, accuracy and completeness.
5. Voter information must be private and secure.
6. Sources of voter information must be reliable.

In exploring enumeration and a permanent voters list, it was determined that both methods have benefits and challenges. While enumeration can be viewed as highly effective in informing voters of an upcoming election and producing a high quality voters list, a permanent voters list may be seen as a more efficient method of supporting voter registration. While enumeration is a finite event occurring once in an election calendar, there must be an ongoing investment and commitment with a permanent voters list.

For every election, benchmarks are set to measure the quality of the voters list. The goal of achieving a high quality voters list must be balanced against the cost, regardless of the method used. In comparing enumeration and a permanent voters list, it was determined that both processes can meet the needs of producing a high quality voters list. The ongoing costs of a permanent voters list were found to be slightly less than those of enumeration. However, a permanent voters list requires a significant initial investment.

In examining the creation of a permanent voters list, it was determined that several foundational items would be required. These elements include the methodology, consistency in address formats, information security practices and partnerships with reliable data sources.

In addition, it is recommended that a final enumeration be conducted to form the basis of a permanent voters list. During this enumeration, additional information would need to be collected, namely date of birth and gender, to establish a unique identifier for each voter. From this enumeration, a voter database would be built to house voter information which would then be linked to a supporting address database. Together the two separate databases would generate a voters list. The accuracy of the voters list depends on consistency in addressing standards, specifically street names and address format. The current lack of consistency creates challenges.

To keep the voters list current and complete, secondary data sources such as federal, provincial and municipal agencies would be required to provide voter information updates on a regular basis. This would entail the development of a partnership strategy to address information sharing, reporting requirements and confidentiality. Voters would also be given the opportunity to update their information as needed.

To support this process, a project-specific IT strategy would need to be developed. The strategy would address the business and system requirements, infrastructure, resources and security. It is recommended that the software solution be built rather than purchased or adapted for use.

A permanent voters list would also require specific communication and operational initiatives to ensure awareness and effectiveness of the system.

Clear processes and procedures surrounding the ongoing maintenance of a permanent voters list would be necessary. In addition, specific processes to support set date elections, other elections and boundary changes would be required. These processes would include targeted revision and incorporating swear-ons onto the voters list.

The creation and maintenance of a permanent voters list is a considerable undertaking, requiring adequate resources and a thorough plan to ensure a high quality voters list.

Consensus would be required on the guiding principles and implementation plan. Legislative amendments would be required to implement a permanent voters list.

Conclusions of the study

Given the time and resources, Elections Manitoba is well-positioned to implement a permanent voters list. We estimate that it would take four years following the next General Election to complete all the initiatives required to establish a permanent voters list for Manitoba. Therefore, a timely decision is crucial to moving forward.

Consultation process with Advisory Committee

To fulfill the requirements of the legislation, Elections Manitoba consulted with *The Elections Act* Advisory Committee in preparing this report. The Advisory Committee met on two occasions. On September 19, 2012, the committee reviewed the draft outline of the report. This initial meeting provided consensus on the approach that would be used and offered the opportunity for the political parties to raise questions and concerns to Elections Manitoba. At the committee's second meeting, on April 23, 2013, discussion took place on the work completed to date, including the guiding principles of a voters list, the benefits and challenges of enumeration and a permanent voters list, and the methodology for creation and maintenance. Overall, the consultation process proved to be very beneficial.

Section 1

Historical context

1. Historical context

1.1 Introduction

A voters list is often referred to as the cornerstone of democracy. A dependable voters list contributes to a successful election, as it makes the voting process accessible and seamless for voters. The two methods of compiling a voters list – through enumeration and through a permanent voters list – have been debated extensively for decades. Regardless of the method used, a reliable voters list is necessary to support and maintain the integrity of the electoral process.

A voters list is often referred to as the cornerstone of democracy.

1.2 History of voter registration in Canada

The Canadian Constitution states, "*Every citizen of Canada has the right to vote in an election of members of the House of Commons or of a legislative assembly and to be qualified for membership therein.*" To facilitate this right, a voters list is used to record eligible voters and indicate whether or not they exercise their right to vote. The voters list is also used to confirm that each voter only votes once during an election.

The existence of the voters list has a long history in Canada, dating back to the late 1800s. Since 1917, door-to-door enumeration in Canada has served to collect voters' information and remind them of upcoming elections. The creation of a national permanent register of voters was first proposed in the 1930s, although not acted upon until much later. In 1929, British Columbia became the first Canadian jurisdiction to use a permanent voters list.

The creation of a national permanent voters list was examined federally in 1968, and again in 1986. Social and demographic shifts, such as the growing prevalence of two-income households and reluctance to open the door to strangers, were making it increasingly difficult to reach voters at home.

In November of 1991, as part of its extensive review of election issues, The Royal Commission on Electoral Reform and Party Financing examined the feasibility of establishing a permanent register of electors for federal elections in Canada. The commission recommended that a permanent voters list be established and maintained within each province and territory using data collected within each jurisdiction. It was also recommended that Information Technology (IT), such as software programs and database management systems, be established to create and maintain a permanent voters list.

In 1991, The Royal Commission examined the feasibility of establishing a permanent register of electors for federal elections.

In 1993, Elections Canada established a Register of Electors Steering Committee to discuss the creation of a permanent register of voters. The Steering Committee assigned a project team to undertake research to assess the feasibility of this model of voter registration. In March of 1996, the findings of the project team were presented to the House of Commons Standing Committee on Procedure and House Affairs. The team's assessment was that the creation of a permanent voters list was both feasible and cost-effective. The Standing Committee supported the team's proposed approach and worked with them to prepare a report that included draft legislation for the implementation of the permanent voters list.

It was recommended that one final enumeration take place prior to the election, and that the birthdates of voters be collected to identify each voter individually. In 1997, the National Register of Electors was officially established following a final enumeration. In 2000, the National Register of Electors was first used to support a federal general election.

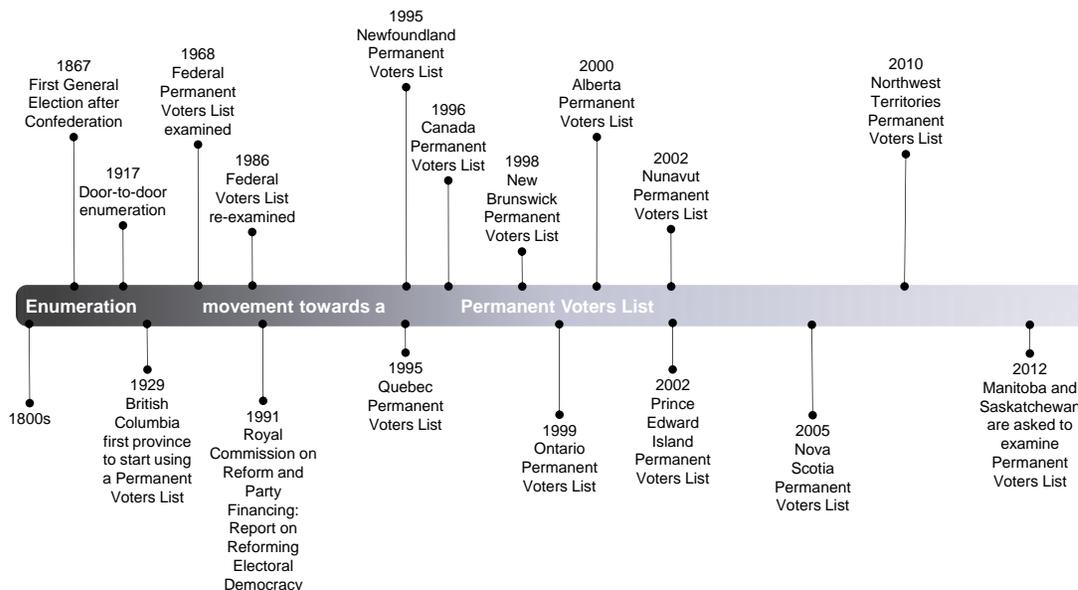
As with Elections Canada, many jurisdictions across Canada experienced a lapse of time from the date of their legislation allowing for a permanent list of voters to the actual implementation of a permanent voters list. During this time the offices were in the process of creating the strategies, standards, infrastructure and software necessary to roll out the project. Most jurisdictions also conducted one final enumeration which became the basis for their permanent register.

Although all but three Canadian jurisdictions have implemented a permanent voters list, they continue to supplement the process with varying methods of targeted revision and data validation. Currently, the three jurisdictions that continue to compile voters lists solely through enumeration are Saskatchewan, Manitoba, and Yukon. Both Elections Saskatchewan and Elections Manitoba were asked to examine a permanent voters list for their respective jurisdictions in 2012.

The following timeline provides a visual depiction of the history of voter registration in Canada and when legislation was changed in jurisdictions to allow for a permanent voters list.

All but three Canadian jurisdictions have implemented a permanent voters list.

Figure 1 – History of voter registration



1.3 History of voter registration in Manitoba

Manitoba held its first provincial general election on December 27, 1870 and participated in its first federal general election in 1872.

1931-1990

From 1931 until 1990, door-to-door enumeration was common practice for creating voters lists within urban areas of Manitoba. In rural areas, however, the enumeration process was conducted differently. During this period, enumerators in rural areas used municipal voters lists and obtained voter information from other sources. Enumerators were only required to go door-to-door to complete the voters list if necessary. Voters lists were also posted publicly so that voters could see if their names were on the list.

Since 1931, door-to-door enumeration has been common practice for creating voters lists within urban areas of Manitoba.

1990-2007

In 1990, enumerators in rural Manitoba began using door-to door enumeration to compile a voters list. The practice of supplementing information for enumerators with municipal voters lists continued during this period and still takes place in rural areas of Manitoba.

In 1995, in response to growing concerns over the security and privacy of personal information, legislation was passed that discontinued the practice of public posting of voters lists.

In 1995, due to the timing of its upcoming election, the City of Winnipeg asked to use the voters list from the last provincial election. By using the list, Winnipeg was able to reduce the cost of registering voters by 83%. Building upon this success, the then Department of Urban Affairs commissioned a report to assess the feasibility of establishing a permanent voters list for Manitoba that could be used for elections at all three levels of government: municipal, provincial, and federal. The report, prepared by KPMG in 1997, outlined the potential efficiencies that could be achieved through cooperation and sharing of resources by the three levels of government for the purposes of voter registration. One key recommendation from this report was to develop a coordinated electoral geographic information system (GIS) strategy for Manitoba. This recommendation remains valid in the context of the current report.

In Elections Manitoba's 1995 annual report it was noted that the existing enumeration system was found to fulfill the basic requirements of a voters list.

In 1997, *The Local Authority Election Act* was changed to allow Winnipeg and all the other municipalities in Manitoba to maintain their own permanent voters lists. The legislation enabled the City of Winnipeg and other Manitoba municipalities to partner with other organizations, including Elections Canada, to avoid duplication of efforts, and reduce costs. It is important to note that, at the time of writing this report, Manitoba is one of two provinces in Canada that does not provide motor vehicle registration data to Elections Canada. As such, the information that local municipalities have access to is different than in other provinces.

Elections Manitoba's annual report for the 36th General Election in 1995 included a comparison of a permanent voters list to enumeration. It was noted in the report that the cost of enumeration in Manitoba was the lowest in Canada for the preparation of a voters list. While the existing enumeration system was also found to fulfill the basic requirements of a voters list, at that time the data was not stored electronically, which limited any re-use. Specific recommendations were made to enhance the system, including electronic storage.

Electronic storage of the voters list was first introduced in Manitoba as a pilot project during a by-election in 1998. For the 37th General Election in 1999, a province-wide voters list was created through enumeration and stored electronically in Manitoba for the first time. At that time, the importance of an address database was also recognized.

2008-present

In 2008, new legislation was passed that allowed for enumeration to take place prior to the call of the election. Enumeration was held outside the election period, beginning 75 days before election day and increasing in duration from 14 days to 33 days. The new legislation also required Elections Manitoba to prepare an address database to assist in conducting enumeration.

In 2008, new legislation was passed that allowed for enumeration to take place prior to the call of the election.

1.4 Role of the voters list

The voters list plays an important role for many stakeholders during and after an election. These stakeholders, which include voters, election officials, political entities, the general public, and other jurisdictions, benefit from the voters list in many ways:

- **Voters** benefit from the voters list since it creates a more seamless voting experience. Currently, a person's eligibility to vote in Manitoba is confirmed by asking three questions during the enumeration process:

- Are you 18 years of age by voting day?
- Are you a Canadian citizen?
- Have you resided in Manitoba for 6 months before election day?

If a person answers "yes" to each of these questions, his or her name is placed on the voters list and he or she is confirmed as being eligible to vote in a provincial election.

The voters list plays an important role for many stakeholders.

- **Election officials** benefit from the voters list since it creates a more efficient voting process. If a person's name is on the voters list, election officials are able to quickly and easily administer a ballot. In the event that a person's name is not on the voters list, an election official must ask the individual to sign an oath, confirming that he or she is eligible to vote. The individual must also present acceptable identification before he or she receives a ballot.
- **Political entities** benefit from the voters list as a means to communicate with voters. The voters list is also used to establish the limits on advertising and campaign spending by political parties and candidates during an election, thereby ensuring a level playing field. It is critical that the voters list be accurate and reliable in order to properly estimate these limits. Ensuring equity in election spending is a benefit to both political entities and the general public.
- **The general public** also benefits from the voters list as a means of calculating voter turnout in an election. Thus, the voters list provides Elections Manitoba and other stakeholders with a measure of voter engagement and can be used to identify trends that will help to improve engagement in future elections.
- **Other jurisdictions** benefit from the voters list since it is often shared at both the federal and municipal levels to provide updates to their voters lists. Regardless of the process used – enumeration or a permanent voters list – all Canadian jurisdictions, including Manitoba, share their voter information with Elections Canada.

1.5 Role of the address database

Almost all jurisdictions in Canada maintain an address database as part of their permanent voters list. The address database houses all the civic addresses in the jurisdiction, grouped by electoral division. While voter information can change over time, addresses generally do not, with the exception of new residences.

In 2008, Elections Manitoba was mandated to create and maintain an address database to assist in conducting enumeration. This database was first used in the 40th provincial general election in 2011, and is now being evaluated and improved. One major concern is that there is no standardization of addresses throughout the province, especially in rural areas. This creates a lack of consistency in the address database. In recent years, Elections Manitoba has been approached by other agencies in the province that are also working towards standardizing address records. Elections Manitoba is supportive and willing to work with these agencies to find a solution to this challenge.

The address database houses civic addresses in Manitoba and was first used in 2011.

1.6 Summary

Jurisdictions across Canada have seen the voter registration process evolve. The trend has been towards a permanent voters list supplemented with targeted revision. While Manitoba has continued to enumerate, investments have been made in technology to make voter registration more efficient.

Section 2

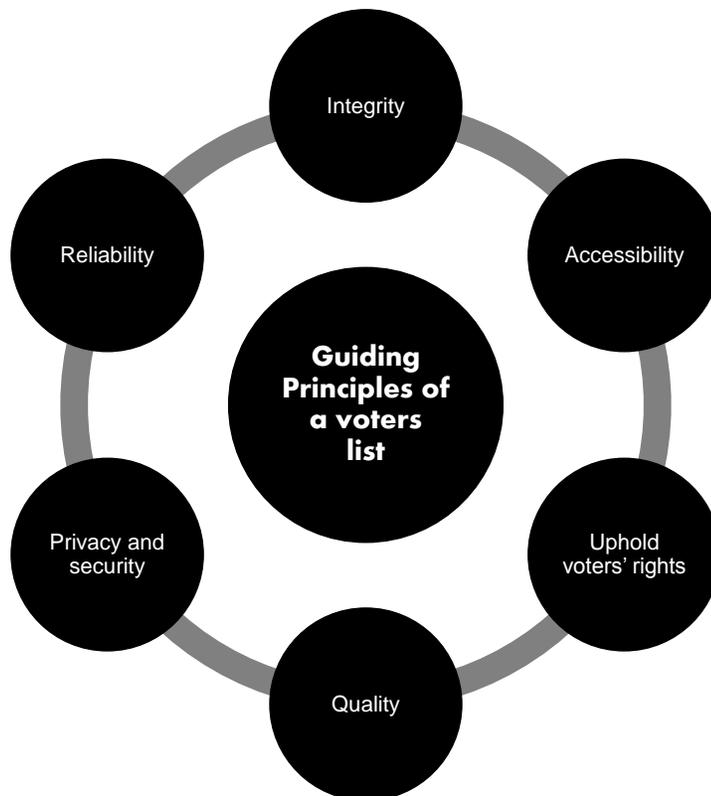
Overview of a voters list for Manitoba

2. Overview of a voters list for Manitoba

2.1 Guiding Principles of a voters list

Whether a voters list is created through enumeration or through a permanent voters list, several guiding principles should direct the voter registration process. The following guiding principles have been developed by Elections Manitoba based on research and the organization's own experience conducting elections.

Figure 2 – Guiding Principles



The guiding principles are explained below:

1. **A voters list should be established and maintained with integrity.** Trust and confidence in the process of creating a voters list must be preserved to ensure that voters, political stakeholders, election administrators and the general public believe that an election is being conducted in as fair a manner as possible. A voters list, therefore, should maintain the fairness and transparency of the election process, and allow every eligible voter the opportunity to exercise his or her right to vote.

The guiding principles should direct the voter registration process.

2. **The process surrounding voter registration must be accessible.** While the responsibility for voter registration lies with election administrators, voters must be able to easily register at any time before, during or after elections.
3. **The rights of voters must be upheld at all times.** Individuals who are eligible to vote must be granted the right to opt out. There is no obligation for a voter to participate in an election if he or she chooses not to.
4. **A voters list must be of high quality.** The information contained in the list must be as current, accurate and complete as possible. The overall quality of a voters list should be maintained and, where necessary, enhanced in a cost-effective manner.
 - a) Currency refers to whether or not an individual still resides at the address on the voters list.
 - b) Accuracy refers to the spelling of an individual's legal name and address.
 - c) Completeness refers to the number of eligible voters recorded on a voters list, as compared to the actual number of eligible voters.
5. **Voter information must be private and secure.** Paramount to creating and maintaining a voters list is the privacy of all voters' personal information. Voters must be confident that their information will be used for election purposes only, as governed by *The Elections Act*.
6. **Sources of voter information must be reliable.** A voters list is only as reliable as the data collected. To compile a voters list through enumeration, data is obtained directly from voters. For a permanent voters list, reliable and secure data sources would need to be accessed through cost-effective partnerships augmented with targeted revision.

2.2 Benefits and challenges of enumeration

Although there are many benefits of enumeration, there are also challenges. These challenges – socio-economic and technological – have been studied widely by academics, election administrators, and research institutions for many years. For Elections Manitoba, the key benefits and challenges of enumeration are listed below.

Timely data and access to voters

Enumeration allows for voter information to be collected in “real time.” However, the process is dependent on the voter's availability and willingness to provide their information. Challenges faced by enumerators include voters who are busy, not home, or not prepared to open their doors. In addition, enumerators may have difficulty accessing voters in multi-family dwellings and some communities. When enumerators face challenges in accessing voters, they will return on multiple occasions – morning, afternoon, or evening. Once multiple attempts have proven unsuccessful, enumerators will then leave “*Sorry I missed you*” cards at voters' doors. Although time-consuming, enumeration has proven to be successful.

Enumeration allows for voter information to be collected in “real time.”

Accessibility and information for voters

Door-to-door enumeration is perhaps the most convenient method of registration for the voters themselves because enumerators visit voters in their homes. This face-to-face interaction provides enumerators with an opportunity to inform voters of an upcoming election, while providing them with the information they need to participate. This advantage of enumeration is often cited by researchers, academics, and political stakeholders. More recently, though, the importance of this benefit has lessened due to the emergence of new media and technology resources that can be used to connect with voters. The process of enumeration is no longer the sole avenue for voter information.

Face-to-face interaction provides enumerators with an opportunity to inform voters of an upcoming election.

Furthermore, the cost of enumeration will continue to escalate as the tariff that sets the rate of pay for enumerators rises over time. Elections Manitoba can offset these costs by engaging voters through targeted community outreach and public awareness as appropriate. As well, the organization can leverage other media to engage and inform voters.

Employment

When an election takes place, enumeration provides employment to over 3,000 people. Although the jobs created are temporary, this employment is still beneficial for the economy. However, there are often challenges when trying to recruit, train, and retain such a significant number of temporary elections staff. Although leave of absence legislation is in place to allow individuals to participate in the enumeration process, it is still difficult to attract sufficient enumerators. The process also requires a significant amount of time and financial resources from Elections Manitoba.

There are often challenges when trying to recruit, train, and retain a significant number of temporary elections staff.

The challenges associated with recruiting enumerators during elections have been widely discussed by election administrators for many years. Specifically, these challenges were identified in the 1991 report of the Royal Commission on Electoral Reform and Party Financing.

During the provincial election of 2011, there were recruitment challenges associated with the longer enumeration period and the fact that much of the process took place in the summer months.

Safety of enumerators

The benefits of face-to-face communication between enumerators and voters must be weighed against safety and liability concerns. Often, enumerators venture into unknown neighborhoods and unpredictable weather conditions. Some measures taken in Manitoba to improve personal safety for staff include deploying enumerators in pairs, if necessary, and alerting law enforcement officials when enumeration is taking place. More recent initiatives have included setting specific hours of work, and supplying staff with distress alarms and cell phones.

The benefits of face-to-face communication between enumerators and voters must be weighed against safety and liability concerns.

Although Elections Manitoba will continue to focus on safety initiatives for election staff, it is not possible to completely eliminate all safety concerns.

Security and privacy

Societal shifts have caused people to be reluctant to open their doors and to share their personal information with unknown individuals. In addition, many voters are concerned about the security and privacy of their information once it has been collected. As a result, some eligible voters opt out of providing their information to enumerators.

It is extremely important to comply with and respect the privacy concerns of individuals.

Once voter information has been collected, it is extremely important to comply with and respect the privacy concerns of individuals and to maintain voter information in a secure manner. Although enumeration is conducted by individuals who have a mandate to maintain confidentiality, it is not possible to know whether all staff follows this mandate consistently. Given the large workforce required to enumerate, there is a risk of information leakage and loss.

As technology continues to evolve, it is critical that Elections Manitoba ensures that the privacy and security requirements of voters lists continue to be met.

Summary of benefits and challenges for enumeration

Although Elections Manitoba has been able to overcome the many challenges of enumeration, these challenges have grown in recent years. To summarize the potential benefits of the process: Enumeration produces a “snapshot” of the population, allows for timely communication with voters, and provides work for approximately 3,000 people during an election. Challenges include recruiting a sufficient workforce, difficulties in finding voters at home and/or willing to open their doors, escalating costs, safety concerns and maintaining privacy and security of the information collected.

2.3 Benefits and challenges of a permanent voters list

As with enumeration, there are both benefits and challenges associated with a permanent voters list. These are presented below.

Accessibility and information for voters

Creating a permanent voters list may afford opportunities to reach voters through alternative methods.

A permanent voters list does not involve in-person contact with voters. If this method were adopted, Elections Manitoba would need to explore other approaches to creating awareness and encouraging participation among voters. In recent years, Elections Manitoba has leveraged the web and social media to engage voters. Further commitment to public awareness, school programs, and other educational outreach initiatives would help to reinforce the rights of voters and encourage voting. Creating a permanent voters list may afford opportunities for Elections Manitoba to reach voters through alternative methods, such as targeted revision, voter mail-outs and non-traditional media.

Voters’ expectations and attitudes are also changing. In the 40th General Election, some voters raised concerns and questions about the efficiency of enumeration as a method of voter registration.

Data collection

Although there are multiple sources of data that can be used to compile the voters list, not every source is equally reliable. If there are errors in the data maintained by these sources, these errors can be transferred to the permanent voters list.

Critical to a permanent voters list is the ability to establish strategic partnerships with reliable data source providers.

It is important to note that the reliance on technology, rather than human contact, can result in faster and more frequent updating of voter information. Critical to this process is the ability for Elections Manitoba to establish strategic partnerships with reliable data source providers while at the same time striving to maintain high standards of accuracy and consistency.

Even with robust standards and IT processes in place, the dependence on secondary data sources, as opposed to the primary source – the voters themselves – removes a measure of control over the quality of the data collected.

Use of data for communication

As noted earlier, one of the roles of a voters list is to allow political stakeholders to have timely communication with voters. A permanent voters list may make it possible for this to happen earlier in the election calendar. The same applies to Elections Manitoba in its efforts to reach voters. However, additional voter information initiatives may be required to compensate for the lack of in-person communication and to educate voters about the registration process.

One of the roles of a voters list is to allow political stakeholders to have timely communication with voters.

Use of data for research

Since a permanent voters list contains demographic data which is continually updated and validated, Elections Manitoba can use the information for predictive modeling and analyzing trends. As technology advances, Elections Manitoba will have better data analysis at its disposal and, with it the ability to more selectively target specific areas of the population. This information could also support the public education mandate of Elections Manitoba.

Security and privacy

The security of a voters list, whether compiled through enumeration or by maintaining a permanent voters list, is a top priority. As society continues to become more connected through different forms of technology, the privacy of personal information is increasingly at risk. Accordingly, many voters may be concerned about their information being maintained in a database. All jurisdictions surveyed reinforced the importance of managing a secure and private database.

When a voters list is compiled through fewer sources it is easier to ensure information will remain private, safe and secure.

In Manitoba, Section 95(1) of *The Elections Act* states that the voters list can only be used for election purposes. Consequently, security measures must be rigorous, with only authorized personnel allowed to access and transmit data and then, only in an encrypted format.

When a voters list is compiled through fewer sources, with high levels of security, it is easier to ensure that voter information will remain private, safe and secure.

Resources to implement and maintain

Significant financial and human resources must be in place to design, create and maintain a permanent voters list effectively. Although the initial costs of creating a permanent voters list are considerable, the experiences of other jurisdictions have shown that ongoing maintenance costs are less than that of enumeration. Without the timing and process fully determined at this stage, the costs to create a permanent voters list are estimated using the best assumptions.

Although the initial costs of creating a permanent voters list are considerable, the ongoing maintenance costs are less than that of enumeration.

Summary of benefits and challenges of a permanent voters list

Although there are challenges in creating and maintaining a permanent voters list, the experiences reported by other jurisdictions suggest that these challenges would be manageable.

While it is difficult to predict the accuracy, currency and completeness that would be achieved with a permanent voters list, there are several benefits to this method. They include earlier opportunities for contact with voters, tighter controls over data collection and storage, long-term cost savings, and the ability to more effectively analyze and validate data on an ongoing basis. Challenges include the reliance on secondary data, the lack of face-to-face contact with voters, and the initial cost to create the permanent voters list.

The quality of a voters list is measured by its accuracy, currency and completeness.

2.4 Measuring the quality of a voters list

The quality of a voters list, as outlined in the guiding principles on pages 15 and 16, is measured by its accuracy, currency and completeness. Since voter registration methods differ among provinces and territories, it is not feasible to compare voters list quality across jurisdictions. Currency, accuracy, and completeness are measured and evaluated differently within each jurisdiction, and some jurisdictions do not track this data in detail.

Since 2003, Elections Manitoba has engaged Prairie Research Associates to conduct surveys to assess the quality of the voters lists. In the first survey, the sample size was considerably smaller than those following the elections of 2007 and 2011. As well, it is important to note that the survey for 2003 was conducted almost two years after the election. The 2007 and 2011 surveys, on the other hand, were both conducted approximately six months after the election.

In establishing quality benchmarks for a voters list, Elections Manitoba considered the survey data from the last three elections, along with the lessons learned from other jurisdictions that had moved to a permanent voters list. Currently, for each benchmark, Elections Manitoba maintains an acceptable variance of +/- 5%. Although the desired goal is to maintain or exceed the results of the past, this may not always be possible with a permanent voters list. Consequently, these benchmarks and variance levels would be revisited over time.

Benchmark for currency of voters lists

	2011	2007	2003
Lived at address	94.7%	90.8%	79.9%
Moved	4.9%	8.8%	18.8%
Deceased	0.3%	0.4%	1.3%
Total	100%	100%	100%

At present, the benchmark for currency of the voters list is 90% +/- 5%. Research from other jurisdictions suggests that currency with a permanent voters list is more likely to be at the lower end of this range.

Benchmark for accuracy of voters lists

	2011	2007	2003
Correct	94.2%	93.3%	88.3%
Incorrect	5.8%	6.7%	11.7%
• Inaccuracies in name	3.5%	3.1%	5.3%
• Inaccuracies in mailing address	1.4%	2.0%	5.4%
• Inaccuracies in residential address	1.9%	2.8%	3.8%

Overall, the benchmark for accuracy of the voters list is 92% +/-5%.

Benchmark for completeness of voters lists

To determine the benchmark and variance for completeness, voters list data is reviewed against the most recent population census and is adjusted for mobility, citizenship, and age. The results over the last three elections are shown in Table 3:

	2011	2007	2003
Manitoba	87.3%	85.7%	87.1%
Electoral divisions within Winnipeg	87.0%	83.6%	85.6%
Electoral divisions outside Winnipeg	87.7%	88.4%	89.0%

Overall, the benchmark for Manitoba for completeness of the voters list is 90% +/-5%.

Benchmarking and variance metrics for completeness of voters lists are assessed province-wide and also comparatively between Winnipeg and non-Winnipeg electoral divisions.

2.5 Cost of a voters list

In comparing the merits of enumeration and a permanent voters list, cost is a significant consideration. With enumeration, the largest proportion of the cost is the tariff paid to enumerators, and a significant cost driver is the number of enumeration days.

Historical costs of enumeration

Table 4 shows the costs of enumeration, along with the number of voters and enumeration days, for the last three elections. These costs include Returning Officer and Assistant Returning Officer fees.

	2003	2007	2011
Number of Voters (people)	702,572	687,834	710,590
Enumeration Expenditures (\$CDN)	1,372,105	1,670,608	2,799,046
Enumeration Days	14	14	33

Note: The higher costs in 2011 were due to a longer enumeration period: 33 days as opposed to 14 days in 2007 and 2003. See Appendix for details supporting these expenses.

Costs of enumeration vs. permanent voters list

In attempting to compare the cost of enumeration with a permanent voters list for Manitoba, Elections Manitoba gathered financial data from other jurisdictions. Despite these efforts, it was not possible to make an adequate comparison, since the different Canadian jurisdictions do not classify their costs in a consistent manner.

Tables 5 and 6 outline estimated expenditures for enumeration and for a permanent voters list and are based on current rates.

Table 5 shows the estimated enumeration costs for the next general election. As the election calendar for a permanent voters list is unknown at this point, neither table includes Returning Officer and Assistant Returning Officer fees.

Table 5: Summary of enumeration expenditures – pre-writ field costs	
Enumeration Expenditures	Projected
Enumeration Officials – Fees	\$1,540,103
Enumeration Officials – Training Fees	\$128,426
Enumeration Officials – Travel	\$248,212
Total Enumeration Expenditures	\$1,916,741
Days of Enumeration	22

Table 6 shows estimated costs for the ongoing maintenance of a permanent voters list. These projections do not include the initial costs to create a permanent voters list.

Table 6: Summary of permanent voters list expenditures	
Permanent Voters List Expenditures	Projected
Permanent Voters List – Maintenance Cost	\$180,000
Permanent Voters List – Staffing Cost (4 – 5 full time equivalent staff)	\$1,200,000
Temporary elections staff to support voter services for an electoral event	\$150,000
Total Permanent Voters List Expenditures over a four year cycle	\$1,530,000

Based on current rates, the estimated cost to create the permanent voters list database would range from \$800,000 to \$1,000,000.

For both enumeration and a permanent voters list, targeted revision is also required. The cost of revision is assumed to be similar under both methods and is therefore excluded in the analysis.

2.6 Summary and implications for Elections Manitoba

Through the insights gained from comparing methods of voter registration, it can be concluded that both enumeration and a permanent voters list have challenges. The costs of enumeration are expected to increase for each election due to ongoing increases in the tariff. Although enumeration provides high quality voter information and intangible benefits for voters, such as face-to-face contact with election staff, it is a more expensive and labour-intensive approach when used as the sole method for collecting voter information.

A permanent voters list, on the other hand, leverages technology to provide a seamless voting experience during an election. To be successful, a permanent voters list requires ongoing commitment and investment. Although there are substantial costs to creating a permanent voters list initially, the costs to maintain the list are not expected to increase at the same rate as enumeration. A permanent voters list, coupled with targeted revision and other communication methods, could foster voter awareness and provide a high quality voters list to ensure a fair electoral process.

To be successful, a permanent voters list requires ongoing commitment and investment.

The following presents a side-by-side comparison of enumeration and a permanent voters list, and identifies the way in which each process of collecting voter information aligns with the guiding principles for creating a voters list.

The circles in the table represent the extent to which each method aligns with the guiding principles. The more a circle is shaded, the closer the alignment of that method to the principle.

Figure 3 – Guiding Principles for a voters list

Legend

ALIGNMENT	○	◐	◑	◒	●
	Low				High

Guiding Principles for Creating a Voters List	Enumeration	Comments	Permanent Voters List	Comments
1. Integrity	◑	• The enumeration process covers the full province to include eligible voters	◑	• Depends on permanent voters list processes established to ensure eligible voters are captured
2. Accessibility	●	• Enumerators visit every household	●	• Voters are reached through targeted revision and public awareness initiatives before and after elections
3. Uphold voters' rights	◑	• Allows voters to opt out by declining to be enumerated	◑	• Allows voters to opt out through a process to be excluded from the permanent voters list
4. Quality				
Accuracy	◑	• Relies on enumerators and data entry staff to spell voters' names and addresses correctly	◑	• Relies on credible data sources to supply voter information correctly and on internal processes to validate information
Completeness	◑	• Depends on voter willingness to be enumerated	◑	• Depends on the completeness of data sources
Currency	◑	• Is collected close to election time	◑	• Depends on updates to voter information from data sources
Cost effectiveness	◑	• Depends on the tariff rates which rise over time	◑	• Significant upfront costs to create a permanent voters list, but maintenance costs for list decrease as more voters are registered
5. Privacy and security	◑	• Depends on enumerators maintaining confidentiality and IT systems remaining secure	◑	• Depends on security standards being maintained
6. Reliability	●	• The primary source is the voter so information is reliable	◑	• Depends on reliable data from sources coupled with targeted revision and updates directly from voters.

Whichever approach is adopted for a voters list, it must meet the guiding principles and the benchmarks for currency, accuracy and completeness in a cost-effective manner.

Section 3

Creation of a permanent voters list for Manitoba

3. Creation of a permanent voters list for Manitoba

3.1 Introduction

This section outlines the specific foundational elements required for the creation of a permanent voters list, including IT infrastructure, an address database, security provisions and partnerships with data source providers. A detailed methodology is proposed for collecting information from voters and secondary sources, as well as the process for validating and matching the data. Human and financial resources required to build the IT infrastructure and systems, develop a software solution, implement and manage new processes, and communicate with stakeholders are identified. Specific operational and communications initiatives to promote stakeholder confidence and awareness of the system are described.

3.2 Use of voters lists from other jurisdictions

In undertaking this analysis, Elections Manitoba conducted primary and secondary research on creating a permanent voters list through surveying other jurisdictions, examining the National Register of Electors (NROE) and reviewing the existing literature. Information was also gathered on the underlying systems and processes required to support the NROE, maintained by Elections Canada, and other jurisdictions' permanent voters lists.

By surveying other Canadian jurisdictions that have moved to a permanent voters list, Elections Manitoba gained a better understanding of the rationale and methodology of each jurisdiction in establishing a permanent voters list.

From the research, it was determined that while the National Register of Electors cannot be used as a sole source of information for the permanent voters list, it can serve as one input. There are two main reasons why the NROE cannot be the only source for Manitoba. One is the difference in data matching criteria and the other is the difference in voter qualifications. In Manitoba, a voter must be a resident of the province for at least six months before election day to vote in a provincial election, while this is not a requirement for voting in a federal election. This finding is not unique to Manitoba but is consistent across all Canadian jurisdictions. Similarly, municipal data has limitations, as residency requirements for municipalities differ from those for provincial elections.

These inconsistencies illustrate the difficulty of adapting permanent voters lists from other jurisdictions to meet provincial requirements. All the jurisdictions surveyed indicated that a significant amount of effort was required to validate, cleanse and update voter information. This suggests that it would be more efficient to gather information at the provincial level. As well, the technology required to support a voters list must be compatible with existing addressing and other election systems used at the provincial level.

The survey of jurisdictions proved to be very informative and a good basis for the development of an approach to creating a permanent voters list for Manitoba.

The National Register of Electors cannot be used as a sole source of information. This finding is not unique to Manitoba but is consistent across all Canadian jurisdictions.

3.3 Methodology

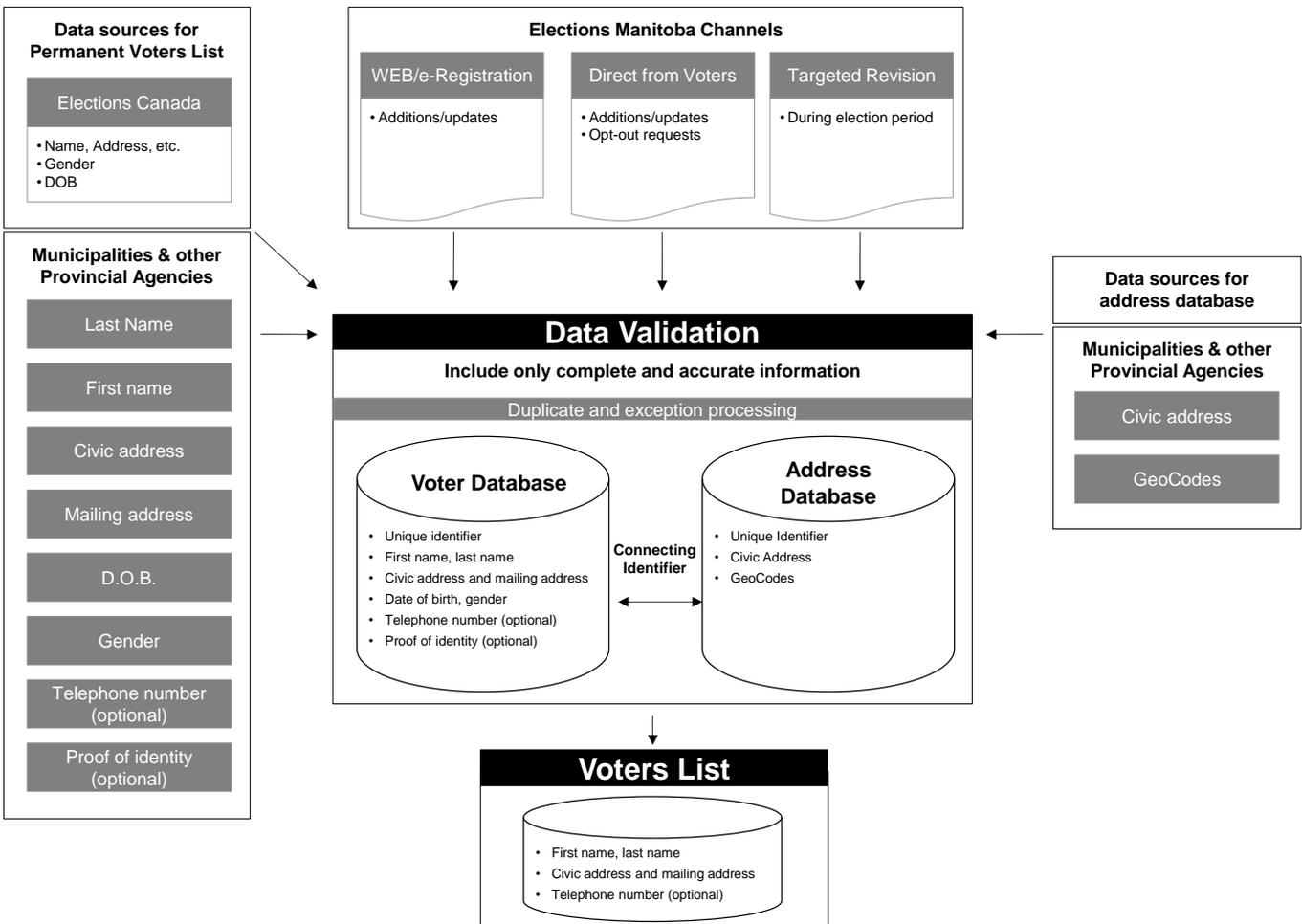
A permanent voters list is dependent on the accuracy of its data and its ability to connect a voter in Manitoba to his or her correct address in a timely fashion. The information compiled to support a permanent voters list must, therefore, include specific demographic information about a voter to make this connection.

A final enumeration would need to be conducted to establish the foundation for the permanent voters list. In this enumeration, information collected from a voter should include legal name, civic and mailing address, date of birth, gender and telephone number. While the current legislation does not provide for requesting date of birth or gender, the ability to collect this information would allow for each voter to have a unique identifier associated with his or her name on the list.

The information diagram shown below illustrates the various data elements, interfaces, and data sources which support voter and address information within a permanent voters list. Critical to a high quality voters list is a thorough data validation process to ensure that Elections Manitoba uses the most up-to-date and accurate information.

A final enumeration would need to be conducted to establish the foundation for the permanent voters list.

Figure 4 – Permanent voters list information diagram



As mentioned, the National Register of Electors would be used as an input source to supplement the data collected through enumeration. Other sources, such as municipal and provincial agencies, would also contribute voter information. In order to collect this information, Elections Manitoba would need to form partnerships with these data sources that include information-sharing agreements and schedules for updates.

Voter information received from data sources would need to go through extensive data validation processes which include data cleansing, data matching, duplication and exception processing, and data archiving. These processes would ensure that the permanent voters list is as current, accurate, and complete as possible.

Voter information received from data sources would need to go through extensive data validation processes.

Further, to support its mandate to inform voters, Elections Manitoba would need to offer additional channels for voters to update their information. These could include in-person contact with Elections Manitoba staff, online e-registration and targeted revision during the election period.

Address database

To fulfill its function, a permanent voters list must correctly link a voter to an address. Used in conjunction with the voter database, the address database would match a voter to a specific address within an electoral division. The address database currently maintained by Elections Manitoba is a repository of residential (civic) addresses, and is integrated with a Geographic Information System (GIS). The GIS system provides a mapping layer that identifies the geographical location of each address.

A permanent voters list must correctly link a voter to an address.

In order for proper validation to take place, the information captured and stored in the address database must accurately correspond to the GIS layer. Consistent addressing standards, including street names and address format, allow for the validation and matching process to function efficiently. A complete provincial road network that is maintained on an ongoing basis would also be required to support the address database and, in turn, ensure the accuracy of the permanent voters list.

Consistent addressing standards, including street names and address format, allow for the validation and matching process to function efficiently.

Security

Data security must be factored into the design and implementation of an information technology solution. Creating and implementing effective security policies would help to reduce potential concerns pertaining to security of voter information. As with any system that stores personal information, individuals should have confidence in the security and integrity of the system. A strong focus on security initiatives would help to ensure that voter information is managed in compliance with existing security and privacy policies. Further, it is imperative that the information contained in the database for a permanent voters list is not shared with unauthorized stakeholders, and is only used as outlined in legislation.

Overall, protecting the data in the permanent voters list and its complementary systems can be done by adopting the widely used C-I-A benchmark for information systems security. This benchmark focuses on the three core goals of data security: confidentiality, integrity and availability. These goals are outlined below:

- **Confidentiality** pertains to the secrecy of the information held within the databases. Only authorized stakeholders will be allowed to access the data compiled and maintained for the permanent voters list.
- **Integrity** pertains to preventing unauthorized access to or changes to the voter information.
- **Availability** pertains to the concept that information contained within the database should be accessible and available to all authorized stakeholders.

3.4 Partnerships with data sources

To ensure a high quality voters list, partnerships with credible information sources should be established to collect and validate voter and address information. A partnership strategy would first be developed to establish selection criteria for these sources and to determine core components for any partnership agreements, including reporting and confidentiality requirements. Based on the strategy, Elections Manitoba would identify those federal, provincial and/or municipal agencies that maintain voter information which would benefit the permanent voters list.

The partners identified for information sharing are likely to include such agencies as Elections Canada, City of Winnipeg, Vital Statistics, and Manitoba Public Insurance.

Partners are likely to include such agencies as Elections Canada, City of Winnipeg, Vital Statistics, and Manitoba Public Insurance.

3.5 Resources required

Information Technology

As part of establishing a permanent voters list for Manitoba, a project-specific IT plan would need to be developed. The plan should identify the business and system requirements, describe the IT infrastructure, allow for the building and integration of such ancillary components as online/e-registration, and outline security features to protect voter information.

It is extremely important to understand, in detail, the benefits and challenges associated with buying versus building software solutions for managing and maintaining voter information. From its survey of Canadian jurisdictions that maintain a permanent voters list, Elections Manitoba found that each one built a customized software solution specific to its requirements for a permanent voters list. They found that significant customizations would have been required to use an existing “off the shelf” software solution. Early adopters of a permanent voters list also noted that the software solution and supporting infrastructure should be adaptable to accommodate advances in technology and changes in legislation.

Elections Manitoba concluded that the same would hold true for Manitoba. Any existing software solution would require customization and development in order to operate effectively and meet the specific needs of the organization. Building a custom solution would best support a permanent voters list for Manitoba and leverage investments already made in existing election systems.

The design and creation of a customized software solution is not an easy task. Elections Manitoba would require significant time and resources to build a software solution that upholds the quality of a permanent voters list.

Building a custom software solution would best support a permanent voters list for Manitoba.

Human Resources

Human resources are another significant consideration for the creation and maintenance of a permanent voters list. Specifically, Elections Manitoba would require additional staff to manage and maintain the voter information database, address database, and applicable self-service portals and infrastructure. In addition to staffing resource requirements for IT, Elections Manitoba requires resources to communicate a permanent voters list initiative to stakeholders, and to incorporate the supporting processes into Election Manitoba operations.

Additional staff would be required to manage and maintain the permanent voters list.

Operational considerations of a permanent voters list

As part of the implementation of a permanent voters list, specific communication and operational initiatives would need to be identified, along with appropriate training programs, to ensure awareness and effectiveness of the process. Proper planning on these fronts will minimize resistance and confusion on the part of stakeholders, both internally and externally. Voter awareness and accessibility, as outlined in the guiding principles, are critical success factors for creating a high quality voters list.

Key messages to convey to stakeholders include the purpose and benefits of a permanent voters list, methods and opportunities for updates/registration, compliance with legislation, and security of the permanent voters list. Communication of these messages with stakeholders would be a core activity. If conducted effectively, communication initiatives would help to promote awareness of the new policies and processes required for implementing a permanent voters list.

Training is another important consideration for implementing a permanent voters list and would be required at all levels. From headquarters staff to Returning Officers (ROs), Assistant Returning Officers (AROs) and field staff, election officials would need to understand how the permanent voters list impacts their duties.

Communication initiatives would help to promote awareness of the new policies and processes required for implementing a permanent voters list.

3.6 Summary

This section has identified the foundational elements necessary for the creation of the permanent voters list, as well as the proposed methodology and the resources required to support it.

Following one final enumeration, Elections Manitoba would begin to develop partnerships with data sources, design and build the IT infrastructure and software solution, and integrate the voter database with the address database. As the address database relies on an integrated GIS strategy, a well-maintained Manitoba road network and the standardization of address formats across the province, Elections Manitoba would also undertake work in these areas.

Based on the experience of other jurisdictions, a customized software solution is recommended over the adaptation of an existing off-the-shelf package. A custom solution would allow for better integration with existing election systems, leading to greater efficiencies.

The movement towards a permanent voters list requires Elections Manitoba to have adequate resources to support IT development, communication, operational processes, and training. Full integration of a permanent voters list into the electoral process will require careful planning and execution.

Section 4

Maintenance of a permanent voters list for Manitoba

4. Maintenance of a permanent voters list for Manitoba

4.1 Introduction

Maintenance of the permanent voters list would be supported by scheduled updates to the data, provided by both voters and secondary data sources, revisions to the address database and upgrades to the supporting infrastructure. As well, events such as elections and boundary changes need to be taken into account in the maintenance of a permanent voters list. The following section presents an overview of these considerations and other initiatives pertaining to the maintenance of a permanent voters list.

4.2 Regular ongoing maintenance

As the permanent voters list would be continuously updated through primary and secondary data sources, significant efforts would be required to develop systems for validating, matching and updating records.

Although processes that support voter updates would be automated, it is important to note that there would still be manual intervention required. Because the data would be provided by multiple data sources whose records are not updated uniformly, a data matching process would be carried out to correct errors, eliminate duplicate records and ensure overall consistency. Further, the lack of address standards and data inaccuracies due to system and/or human error would require manual processing.

Voter information would be continuously updated. Significant efforts would be required to develop systems for validating, matching and updating records.

Data partnerships

Once the data partnership agreements are in place, changes in legislation, technology, or business practices may impact the data provided to support the permanent voters list. With this in mind, Elections Manitoba would ensure that relationships with secondary data sources are managed effectively, and that the information provided by each partner is accurate and reliable on an ongoing basis.

Information Technology

In order to maintain the voter database and the address database, Elections Manitoba would need to ensure it has the appropriate resources in place, both in terms of IT infrastructure and staffing. Staff would require an understanding of how to modify the software in the event of a change to voters list formats or legislation. The organization would require an ongoing commitment to and investment in evolving security initiatives, maintenance of system documentation and quality assurance.

Communication with stakeholders

In keeping with its public information mandate, Elections Manitoba would continue to inform stakeholders about the electoral process. New communication initiatives would be developed to create awareness of the permanent voters list and educate voters about how to update their information.

Communication methods outside an election may include updating the website and establishing e-registration/web-based applications that are accessible to voters at any time.

In addition to broad communication initiatives directed at voters, political stakeholders, and the general public, the organization would also continue to develop and deliver targeted outreach programs. As per the legislation, these programs would focus on those groups most likely to experience difficulty in exercising their democratic rights.

4.3 Event-driven maintenance

There are three types of events that would require specific processes for updates to the permanent voters list:

Set date elections

During set date elections, Elections Manitoba would undertake targeted revision activities to reach voters in areas of high mobility and new developments. There would also be a peak in voter-initiated updates. Elections Manitoba would require resources to serve voters and validate voter information before it forms part of the voters list for the set date election.

Another way the list would be updated is through swears-ons, those voters who produce identification and take an oath at the voting place. These voters would be added to the list when they swear-on but would not be validated until after the election.

Communication methods during an election may include voter mail-outs, the creation of an election information centre, and alternative media to promote awareness and encourage voter registration.

Other elections

All the activities within the set date election would apply for other elections. However, since the timing of other elections is unknown, the quality of the voters list would be dependent on the last scheduled update. Additional processes may need to be implemented to enhance the quality of the voters list.

Boundary changes

There are currently 57 provincial electoral divisions in Manitoba. Boundaries are reviewed every 10 years by the Electoral Divisions Boundaries Commission to ensure that they continue to support the principle of effective representation. The boundaries were last reviewed in 2008 and, at that time, 56 of the 57 boundaries were changed. In 2018, the Commission will meet again to review the electoral divisions, and make adjustments to the boundaries as needed. Elections Manitoba's GIS system will facilitate the allocation of addresses into new divisions, as required.

Elections Manitoba would undertake targeted revision activities to reach voters in areas of high mobility and new developments.

Another way the list would be updated is through swears-ons.

4.4 Measuring the quality of the voters list

Elections Manitoba would undertake expanded quality and evaluation initiatives, as needed, to ensure adherence to the guiding principles. The benchmarking goals for accuracy, currency and completeness would provide indicators of the quality of the voters list and deviation outside expected variances would be investigated. As the quality of the voters list is measured and assessed, recommendations may be made to improve or change processes and procedures in order to ensure the permanent voters list meets or exceeds the benchmarks outlined in Section 2.

Elections Manitoba would undertake expanded quality and evaluation initiatives, as needed, to ensure adherence to the guiding principles.

4.5 Summary

Public confidence in the democratic process relies on the capacity of the electoral system to perform efficiently, reliably, transparently, and in a timely fashion. Clear processes and procedures surrounding the ongoing maintenance of voter information and the address database is critical to a high quality voter list.

As with the creation, sound strategies, adequate resources and effective execution are needed to maintain a permanent voters list.

Section 5

Recommendations

5. Recommendations

The following section summarizes the legislative amendments recommended to implement a permanent voters list, along with items for consensus and foundational elements. A timely decision regarding the movement to a permanent voters list for Manitoba is required.

A timely decision regarding the movement to a permanent voters list for Manitoba is required.

5.1 Consensus

As a first step, Elections Manitoba would seek consensus on the guiding principles and methodology as outlined in this report. One forum for consensus could be consultation with the Advisory Committee established under section 200 of *The Elections Act*. The CEO already seeks the advice of the Advisory Committee with respect to format and wording of the voters list.

5.2 Legislative amendments

If a permanent voters list is adopted, the following legislative amendments to *The Elections Act* would be recommended prior to the 41st General Election:

- A provision to give the Chief Electoral Officer the authority to create and maintain a permanent voters list.
- New provisions and changes to enumeration and related sections to account for the creation and maintenance of a permanent voters list.
- A provision for the Chief Electoral Officer to enter into agreements with any source of voter information considered to be reliable, including the following:
 - Federal agencies, such as Elections Canada and Citizenship and Immigration
 - Provincial agencies such as Vital Statistics and Manitoba Public Insurance
 - Municipalities, such as the City of Winnipeg and rural municipalities
- A provision to allow for targeted revision.
- An adjustment to the election calendar to reflect the elimination of enumeration and accommodate targeted revision.
- A provision to change the timing of production and delivery of the preliminary, revised and final voter lists.
- A provision to facilitate opting out of the voters list to support the guiding principle of upholding voters' rights.

- Addition of date of birth and gender to the information to be collected from voters. This information would allow for data matching in the voter database.
- A provision to exclude birthdate and gender in the printing and distribution of the voters list to align with the guiding principle of privacy and security. This provision is consistent with other jurisdictions.

Amendments may also be required to *The Election Financing Act* with respect to establishing spending limits for political entities.

5.3 Foundational elements

As stated previously, adoption of a permanent voters list is a fundamental shift in the process of voter registration. A voters list is a critical component of the democratic process and such a shift must be approached with due consideration to time, investment, and collaboration among stakeholders.

Current processes and systems would need to be adjusted to collect the additional information of date of birth and gender in a final enumeration. This final enumeration would be the foundation for the permanent voters list.

As with most projects implemented by Elections Manitoba, further research would be conducted on best practices in developing the strategy for creation and maintenance of the permanent voters list.

As outlined previously, plans would be created for the establishment of data partnerships, the design and building of the voter database, and the procedures and policies to support a high quality voters list. Once the permanent voters list is created, ongoing maintenance would be required to update, validate and review the performance. The performance review may point to improvements required to ensure the quality of the voters list is maintained. Permanent resources would need to be in place to perform the maintenance and implement any improvements identified.

5.4 Implementation roadmap

The following high-level roadmap outlines the steps required to support the creation and maintenance of a permanent voters list.

Figure 5 – High level implementation roadmap

	41 st General Election	Year 1	Year 2	Year 3	Year 4
Consensus • Guiding principles and methodology	█				
Legislative amendments	█				
Final enumeration	█				
Foundational elements • Strategies for implementation • Data partnerships • Develop policies, procedures, and standards • Design and build IT system		█	█	█	
Resources • Recruit and maintain resources to create and maintain database		█	█	█	█
Maintenance • Ongoing maintenance, validation and exception processing				█	█
Communication to stakeholders	█		█	█	█
Quality Assessment • Assess data against pre-established standards for quality				█	█

5.5 Summary

Once consensus is reached on the guiding principles and methodology, a series of legislative amendments would be required to allow for the procedural changes.

Appendix

Appendix – Costs of enumeration

Summary of Enumeration Expenditures – Pre-Writ Field Costs		
Enumeration Expenditures	40th GE	41st GE: Projected
Returning Officer – Enumeration Fee	\$370,500	\$245,810
Returning Officer – Name Fee	\$106,589	\$111,126
Assistant Returning Officer – Enumeration Fee	\$326,040	\$216,313
Enumeration Officials – Fee	\$1,634,659	\$1,540,103
Enumeration Officials – Training Fee	\$123,182	\$128,426
Enumeration Officials – Travel	\$238,077	\$248,212
Total Enumeration Expenditures	\$2,799,046	\$2,489,990
Days of Enumeration	33	22

Acknowledgements

Elections Manitoba would like to thank the Chief Electoral Officers and staff at the other Canadian jurisdictions who shared their experience, provided advice, answered our many questions, and gave their insights into the creation and maintenance of a permanent voters list.

Elections Manitoba would also like to acknowledge the Advisory Committee and other participants who gave details surrounding the historical context and perspective on the needs for Manitoba.

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