

Office of the Chief Electoral Officer  
Commissioner for Legislative Standards

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ANNUAL PERFORMANCE REPORT

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2018-2019



2018-2019



## MESSAGE FROM THE CHIEF ELECTORAL OFFICER / COMMISSIONER FOR LEGISLATIVE STANDARDS

It is with pleasure that I present the 2018-19 Annual Performance Report for the Office of the Chief Electoral Officer (OCEO) and the Commissioner for Legislative Standards (CLS).

The OCEO, or Elections Newfoundland and Labrador (ENL), is responsible for exercising general direction and supervision over the administrative conduct of elections and for enforcing fairness, impartiality and compliance with the **Elections Act, 1991**.

The Commissioner for Legislative Standards is responsible for the Conflict of Interest provisions under the **House of Assembly Act** (Part II – Conflict of Interest) and the Code of Conduct provisions of the **House of Assembly Accountability, Integrity and Administration Act** (Part V). The Commissioner is also responsible for hearing the appeals of public office holders under the **Conflict of Interest Act, 1995**. The Commissioner may provide advice and offer recommendations to members of the House of Assembly in the filing of their annual disclosure statements, and is responsible for reporting to the Speaker annually on the affairs of the Commissioner.

This is a report of our progress and achievements for the fiscal year ending March 31, 2019. It was prepared under my direction in accordance with the **House of Assembly Accountability, Integrity and Administration Act**, based on the requirements for a Category 3 entity as per the **Transparency and Accountability Act**. I am accountable for the results reported in this document.

Sincerely,



**Bruce Chaulk**  
Chief Electoral Officer  
Commissioner for Legislative Standards



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**SECTION A**

***Office of the Chief Electoral Officer***





**OVERVIEW**

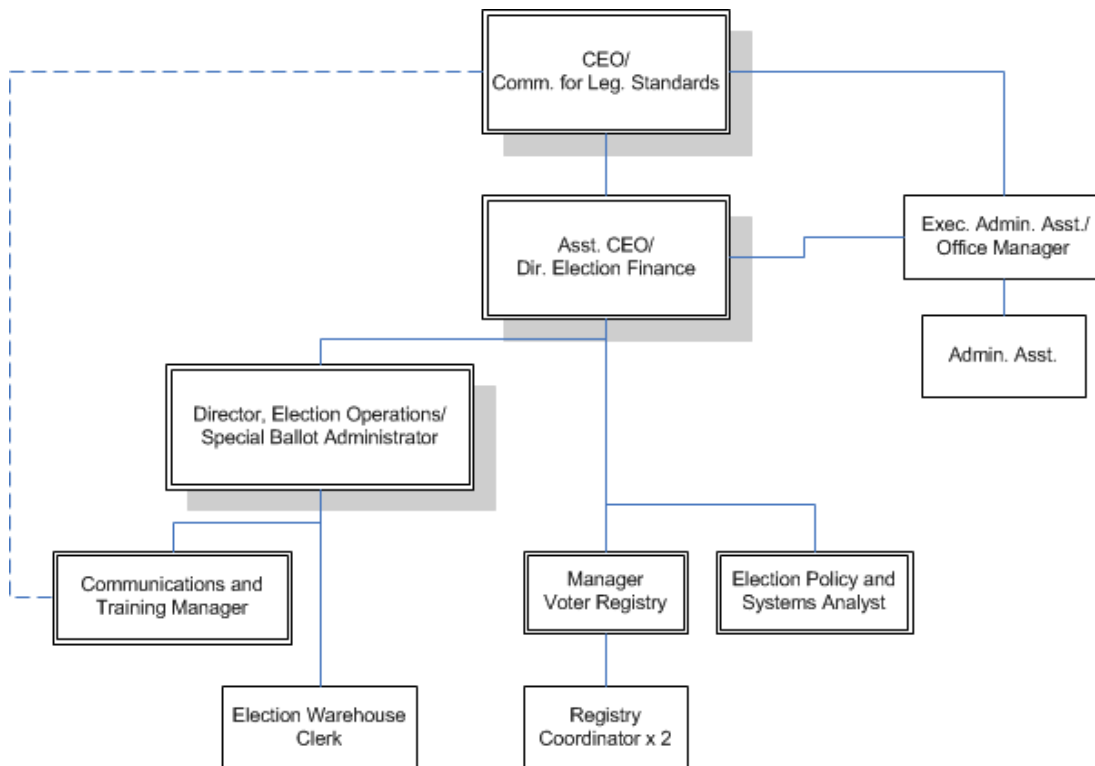
The Office of the Chief Electoral Officer (OCEO) is a non-partisan office responsible for the conduct of provincial elections, by-elections and plebiscites. OCEO is accountable to the House of Assembly and to the people of Newfoundland and Labrador.

OCEO is responsible for ensuring fairness, impartiality and compliance with all aspects of the **Elections Act, 1991** (the “Act”).

In addition to the responsibilities associated with provincial elections, OCEO works cooperatively with federal, provincial and municipal governments in the sharing of information relative to the maintenance of an accurate, comprehensive and up-to-date permanent list of electors. These initiatives are supplemented by promotional activities aimed at encouraging voter registration.

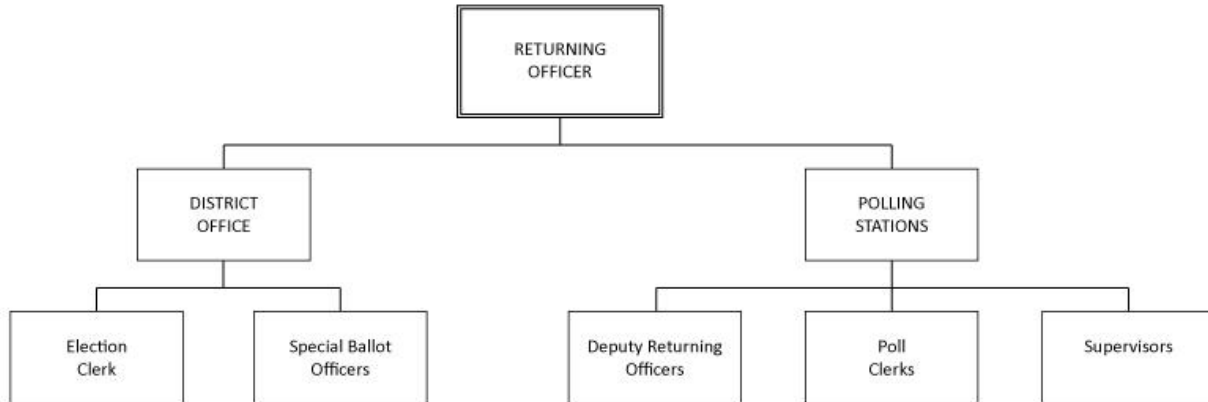
OCEO’s relatively small permanent staff is dependent on and appreciative of the work contributed by a large number of temporary office employees and electoral field staff employed before, during and after electoral events.

OCEO employs 11 permanent staff members. Of these positions, six are women and five are men.



This core group is supplemented by a significant number of temporary office employees and electoral field staff during election events. During a Provincial General Election, OCEO is responsible for hiring and training over 4,000 temporary employees from 40 electoral districts throughout Newfoundland and

Labrador. The contributions of these temporary employees before, during, and after electoral events are invaluable to OCEO. The organizational chart below outlines the staffing requirements of a sample district Returning Office. In addition to the core Returning Office staff, Returning Officers have the responsibility of hiring and training people to work in the polls in their districts. Some districts have as many as 55 polls for which to recruit and train staff.



For the fiscal year ending March 31, 2019 the program expenditures for the office were \$1,581,982 (refer to Appendix A for detailed program expenditures).

OCEO is located at 39 Hallett Crescent in St. John’s. The telephone number is 729-7987 (1-877-729-7987 toll-free) and the fax number is 729-0679. The Elections Newfoundland and Labrador website ([www.elections.gov.nl.ca](http://www.elections.gov.nl.ca)) provides information about the functions of OCEO, information for electors about the voting process, electoral district information and district maps, as well as election and election finance reporting.

**ROLE AND MANDATE**

In accordance with the **Elections Act, 1991**, it is the duty of the Chief Electoral Officer to:

- a) exercise general direction and supervision over the administrative conduct of elections and to enforce on the part of election officers fairness, impartiality and compliance with the Act;
- b) issue to election officers those instructions that he or she considers necessary to ensure effective execution of the Act; and,
- c) perform all other duties that are imposed by him or her by or under the Act.

## **LINES OF BUSINESS**

OCEO provides the following lines of business in carrying out its mandate.

### ***Facilitating the Right to Vote***

Every Canadian Citizen who is 18 years of age or older and is a resident of Newfoundland and Labrador has the right to vote. OCEO facilitates this right by communicating to electors how, when and where to vote: 'how' encompasses the various voting methods available; 'when' details the dates and deadlines that apply to those voting methods; and, 'where' relates to the locations where voting is available. OCEO works to ensure our headquarters and field staff are well trained in electoral processes and procedures so the electorate will have the best possible election experience.

### ***Administration of Electoral Events and Operations***

Preparation for an election is a continuous process consisting of diverse and numerous types of duties and responsibilities, including:

- hiring election field and headquarters staff;
- designing and delivering training;
- preparing and printing voters lists and electoral district maps;
- responding to and incorporating feedback from stakeholders;
- organization and planning of administrative and legislated electoral events, such as opening district offices throughout the province, Special Ballot voting, the issuance of the election writ, the nomination deadline, advance poll voting, voting in Personal Care Homes and Hospitals, election results and election day;
- procurement and maintenance of supplies for main office and satellite offices;
- coordination and delivery of supplies throughout all parts of Newfoundland and Labrador (factoring in geographical and weather challenges); and,
- maintenance of communication channels with internal and external stakeholders, including Voter Information Cards, advertising and outreach campaigns.

### ***Preparation and Delivery of Election Training***

The staff at OCEO is responsible for designing and delivering election training to all field staff required for the electoral event. In the case of a general election, training is delivered to approximately 160 Returning Officers, Election Clerks and Special Ballot Officers.

OCEO typically holds multiple training sessions over the course of several weeks in the lead up to an election. The content is developed in-house and is delivered and facilitated by core OCEO staff members. The OCEO updates this training as internal processes are modified to make the delivery of a voting event more efficient.

Designing and delivering such a large training package also requires that the staff at OCEO stay up to date on adult learning principles, training and facilitation techniques. This is achieved through continuous training for internal staff and participation in interjurisdictional groups on new and innovative electoral training techniques and practices.

### ***Delivery of Effective Public Relations and Communications***

Information pertinent to an electoral event must be communicated to the public clearly and in a timely manner.

For a general election, OCEO typically launches three campaigns for advertising: 'Are you on the Voters List', Special Ballots, and General Election Information. These campaigns include print, radio and online advertising, as well as householder mail-outs and an addressed Voter Information Card that is distributed to over 350,000 registered voters in the province. Twitter is also used to relay messages to the public.

Public notices and public service announcements, information brochures, news releases and media kits are also a few of the tools used to inform key stakeholders about our processes.

In terms of outreach, OCEO works with public interest groups and community groups in an effort to better meet their needs. For example, OCEO was engaged by the Coalition of Persons with Disabilities to collaborate on improving the accessibility of election information and resources. Presentations are also given to other similar community groups to explain what accessible resources are available to electors.

Finally, OCEO's website ([www.elections.gov.nl.ca](http://www.elections.gov.nl.ca)) is an effective tool in the communication of up-to-date information pertaining to our business operation.

### ***Maintenance of Voters List and Electoral Boundaries***

The Voter Registry maintains voter and geographic data necessary to ensure a continued state of readiness for elections, by-elections, plebiscites and/or boundary redistribution.

The exchange of information with federal, provincial and municipal governments and the continuous updating of both voter and geographic data are key functions of the Registry and the production and maintenance of the Permanent List of Electors.

In addition, the Registry provides a range of services to Newfoundlanders and Labradorians during and between electoral events through maintenance of voter and address data; implementation of voting area boundary adjustments; managing address resolution and collection; and responding to information requests and ensuring safeguarding of data.

***Adherence to Election Finance Provisions***

The Election Finance area provides education, guidance and assistance to candidates and political parties with respect to the Election Finance provisions of Part III of the **Elections Act, 1991**.

**HIGHLIGHTS AND ACCOMPLISHMENTS**

The following highlights and accomplishments were achieved during the 2018-19 reporting period:

- Successfully administered two by-elections: one in the electoral district of Windsor Lake (September 20, 2018) and the other in the electoral district of Topsail-Paradise (January 24, 2019).
- Hosted provincial, territorial and federal partners in St. John’s for the Canadian Conference of Canadian Election Officials (July 2018).
- Completed a full form review, revised forms and updated materials required for the training of election field staff and the 2019 General Election.
- Appointed several new Returning Officers and Election Clerks.
- Implemented a new operational procedure for Advance Poll voting (Registration Tables).
- Implemented technological and procedural improvements to Advance Poll processing during the 2018-19 cycle, which resulted in significant efficiency gains.
- Received and began processing an application for the registration of a new provincial political party, known as the NL Alliance.

**REPORT ON PERFORMANCE**

ISSUE 1: PREPAREDNESS	
Objective #2	
By March 31, 2019, the Office of the Chief Electoral Officer will have completed a revision of election training materials, including curriculum, in anticipation of delivering election training in the summer of 2019.	
Indicators	Actual Performance
<p>Reviewed training objectives and curriculum for appropriate updates and revisions for election training.</p>	<ul style="list-style-type: none"> <li>• Beginning in the fall of 2018, the OCEO began developing a training plan for the 2019 General Election, which included training objectives and desired outcomes, priority training topics and logistics for the training sessions.</li> <li>• Training handbooks for both Returning Officers &amp; Election Clerks and Deputy Returning Officers &amp; Poll Clerks were completely revised with an eye to providing more clarity to the instructions. Updates were also required as a result of the form and envelope review process that took place in 2017-18.</li> <li>• Supplementary training tools were also redeveloped to support the training handbooks, namely three Quick Reference Guides for poll workers (large, colourful step-by-step illustrations of the voting process and closing procedures for the polling stations).</li> <li>• New tool kits were developed for polling site Supervisors, containing process checklists and supplies for use on polling day.</li> </ul>

<p>Revised training activities for Returning Officers, Election Clerks and Special Ballot Officers to reflect the review of objectives and curriculum, for the 2019 Provincial General Election.</p>	<ul style="list-style-type: none"> <li>• Training activities were revised and planned in accordance with the training priorities that were identified during the review of training objectives.</li> <li>• Training content was customized to accommodate the new training dates and training schedule, with an eye to focusing on new procedures and reviewing procedures that had not changed since 2015.</li> </ul>
<p>Objective #3</p>	
<p><i>By March 31, 2020, the Office of the Chief Electoral Officer will have commenced the process of reviewing and evaluating components of the 2019 Provincial General Election.</i></p>	

<p><b>ISSUE 2: MAINTENANCE</b></p>	
<p>Annual Objective</p>	
<p><i>By March 31, 2019, the Office of the Chief Electoral Officer will have maintained the Voter Registry to ensure readiness for elections and by-elections, and will report on this objective each year in the planning cycle.</i></p>	
<p><b>Indicators</b></p>	<p><b>Actual Performance</b></p>
<p>Maintained the permanent list of electors.</p>	<ul style="list-style-type: none"> <li>• New data was incorporated from: provincial municipalities; municipal engineering departments (which included new or updated street names and civic numbers); and Vital Statistics (which included deceased persons and legal name changes).</li> <li>• During the 2018-19 reporting period, the Voter Registry division made over 20,000 updates to the permanent List of Electors as a result of information sharing agreements.</li> </ul>
<p>Apportioned population to polling divisions within established electoral districts.</p>	<ul style="list-style-type: none"> <li>• During the 2018-19 reporting period, work was completed by the OCEO to apportion polling divisions based on the number of registered electors in order to better prepare for and administer future electoral events.</li> </ul>
<p>Explored options for future developments and improvements to electoral management systems.</p>	<ul style="list-style-type: none"> <li>• The OCEO continued to explore potential technological and process improvements that could be utilized for comprehensive and efficient election management through its collaboration with other jurisdictions.</li> </ul>

## **OPPORTUNITIES AND CHALLENGES**

The OCEO continues to be active in its partnerships with other electoral offices across the country. Staff members from the office have the ability to exchange ideas with other jurisdictions and this presents the opportunity to explore improvements to election materials and processes.

An ongoing challenge for the OCEO is that the office must be in a state of continued readiness because elections or by-elections can be called at any time. Though the call of a by-election has the potential to hinder progress on planned improvements to processes and procedures, by-elections also provide the opportunity to explore and implement new ideas and processes on a smaller scale.

The OCEO has also identified an increasing trend of Advance Poll voting in Newfoundland and Labrador. As the volume of voting during Advance Poll days increases, it challenges the available resources and timelines of deliverables within an election calendar. The OCEO has responded to this challenge with the introduction of more efficient and innovative business processes supplemented by technological solutions to meet the current trend. The OCEO will continue to explore alternative solutions to meet anticipated future demand as the Advance Voting trend continues to grow.



**SECTION B**

***Commissioner for Legislative Standards***



## OVERVIEW

The Commissioner for Legislative Standards is an officer of the House of Assembly appointed by the House (section 34 of the **House of Assembly Act**). The Office of the Commissioner for Legislative Standards has traditionally been held by the same individual who holds the position of Chief Electoral Officer.

In addition to the responsibilities assigned under the **House of Assembly Act** and the **House of Assembly Accountability, Integrity and Administration Act**, the Commissioner is also responsible for hearing the appeals of public office holders under the **Conflict of Interest Act, 1995**.

The Commissioner's office is located at 39 Hallett Crescent in St. John's. The telephone number is 729-0714 (1-877-729-7987 toll-free) and the fax number is 729-0679.

## ROLE AND MANDATE

Under the **House of Assembly Act** (Part II – Conflict of Interest), the Commissioner is responsible for the enforcement of the Conflict of Interest provisions of the Act as they pertain to current Members of the House of Assembly (MHAs) and former MHAs.

On April 1 of each year, every elected MHA is required to file disclosure statements with the Commissioner. After doing so, the Commissioner prepares public disclosure statements for each member which are then made available for viewing by the public.

The Commissioner provides advice to members regarding whether or not steps need to be taken to ensure their obligations under legislation are fulfilled. The Commissioner is required to provide opinions, make recommendations or conduct inquiries on matters pertaining to the obligations of members under Part II of the **House of Assembly Act** or under the Code of Conduct provisions of Part V of the **House of Assembly Accountability, Integrity and Administration Act**.

As an officer of the House of Assembly, the Commissioner must report annually on the affairs of the office to the Speaker of the House of Assembly, who then presents the report to the House. The mandate of the Commissioner for Legislative Standards is to ensure that the Conflict of Interest legislation is followed by all members.

## LINES OF BUSINESS

The Commissioner for Legislative Standards provides the following lines of business in carrying out his mandate.

### *Inquiries*

The Commissioner for Legislative Standards may conduct inquiries to determine whether a member has failed to fulfill an obligation under the Conflict of Interest provisions of the **House of Assembly Act** or the Code of Conduct provisions of the **House of Assembly Accountability, Integrity and Administration Act**.

### *Disclosure Statements*

Within 60 days of his or her election or appointment, before the second April 1 following this date and before each April 1 thereafter, every elected member and appointed minister is required to file with the Commissioner a disclosure statement in a form determined by the Commissioner. This must be a full statement of the member's private interests other than certain personal property identified under subparagraph 20(a)(iv) of the **House of Assembly Act**.

The Commissioner then prepares a public disclosure statement for each member, which is submitted to the member for review and is then placed on file at the Commissioner's office and made available to the public for inspection during normal business hours.

During this process, the Commissioner may provide advice, give an opinion and/or make recommendations to members to ensure they have fulfilled the member's disclosure obligations under the Act.

### *Annual Reporting*

The Commissioner reports annually upon the affairs of his/her office to the Speaker who presents the report to the House of Assembly.

## HIGHLIGHTS AND ACCOMPLISHMENTS

The following highlights and accomplishments were achieved during the 2018-19 reporting period:

- Hosted the 2018 Canadian Conflict of Interest Network Conference in St. John's (September 2018).
- Issued five public reports under the **House of Assembly Accountability, Integrity and Administration Act**.
- Issued one public report under the **House of Assembly Act**.

**REPORT ON PERFORMANCE**

**Issue: Compliance with Legislation**

The Commissioner for Legislative Standards is assigned responsibility for investigating and conducting inquiries (if necessary) to determine whether a member has failed to fulfill any obligation under the Code of Conduct. The Commissioner is also responsible for reporting recommendations to the House regarding appropriate sanctions similar to the ones that are available for breached Conflict of Interest duties in Part II of the **House of Assembly Act**.

Therefore, the primary issue for the Commissioner for Legislative Standards is ‘Ensuring compliance with Legislation’.

The same objective and indicators identified in this report apply to the entire 2017-20 planning cycle for the Commissioner for Legislative Standards.

<b>ISSUE: COMPLIANCE WITH LEGISLATION</b>	
Annual Objective	
<i>By March 31, 2019, the Commissioner for Legislative Standards will have facilitated member compliance with legislative requirements regarding annual disclosure statements.</i>	
Provided support to members, as necessary.	The Commissioner provided the members with the forms and guidelines necessary to prepare their disclosure statements.
Reviewed annual disclosure statements.	The Commissioner reviewed disclosure statements for all members relating to the reporting period. The review process of members’ filings can take considerable time as it involves back and forth communication between the members and the Commissioner.
Provided advice to members, as necessary.	The Commissioner provided advice, on a confidential basis, to members on issues as they arose.
Responded to inquiries and/or complaints, as necessary.	The Commissioner responded to inquiries and/or complaints, as received from members, in a timely and confidential manner.



## **APPENDIX A**

### **Financial Statements**

Please note that although the following statement is labeled “Office of the Chief Electoral Officer”, it includes the financial information for the Commissions for Legislative Standards.

*Expenditure and revenue figures included in this document are based on public information provided in the Report on the Program Expenditures and Revenues of the Consolidated Revenue Fund for Fiscal Year Ended 31 March 2019*





**FINANCIAL STATEMENTS: APRIL 1, 2017 – MARCH 31, 2019**

	Actual	Estimates	
		Amended	Original
	\$	\$	\$
OFFICE OF THE CHIEF ELECTORAL OFFICER			
OFFICE OF THE CHIEF ELECTORAL OFFICER			
<i>CURRENT</i>			
<b>3.1.01. OFFICE OF THE CHIEF ELECTORAL OFFICER</b>			
01. Salaries	1,005,811	1,007,500	989,800
Operating Accounts:			
<i>Employee Benefits</i>	640	700	4,500
<i>Transportation and Communications</i>	56,037	60,200	56,900
<i>Supplies</i>	33,545	39,400	15,000
<i>Professional Services</i>	110,895	110,900	33,000
<i>Purchased Services</i>	266,128	273,300	246,800
<i>Property, Furnishings and Equipment</i>	68,241	68,300	73,800
02. Operating Accounts	535,486	552,800	430,000
10. Grants and Subsidies	64,263	64,300	46,900
	<u>1,605,560</u>	<u>1,624,600</u>	<u>1,466,700</u>
02. Revenue - Provincial	(23,578)	(30,800)	(30,800)
<b>Total: Office of the Chief Electoral Officer</b>	<u>1,581,982</u>	<u>1,593,800</u>	<u>1,435,900</u>
TOTAL: OFFICE OF THE CHIEF ELECTORAL OFFICER	<u>1,581,982</u>	<u>1,593,800</u>	<u>1,435,900</u>
TOTAL: OFFICE OF THE CHIEF ELECTORAL OFFICER	<u>1,581,982</u>	<u>1,593,800</u>	<u>1,435,900</u>