



**ELECTIONS BC**

1995

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1996

**ANNUAL REPORT**



Address:  
3800 Govt  
Centre  
Victoria  
BC  
V8V 1X4  
Location:  
3800 Victoria  
Avenue

Phone: 5305  
1-800-661-8683  
Fax: 578  
ElectionsBC@gems3.gov  
bc.ca

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November 1997

The Honourable Dale Lovick  
Speaker of the Legislative Assembly  
Parliament Buildings  
Victoria, British Columbia  
V8V 1X4

Honourable Speaker:

Pursuant to section 13(1)(a) of the *Election Act*, I have the honour to present the Annual Report of the Chief Electoral Officer to the Legislative Assembly.

This is the first Annual Report of the Chief Electoral Officer submitted under the *Election Act* since its coming into force on September 1, 1995, and covers the period of September 1, 1995 to December 31, 1996.

Respectfully submitted,

Robert A. Patterson  
Chief Electoral Officer

# TABLE OF CONTENTS

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<b>Chief Electoral Officer's Message</b>	1
<b>About Elections BC</b>	4
Elections BC's Mandate	5
What Do We Do Between Elections?	5
Business Cycle	7
Organization Structure	9
<b>Activities During the Reporting Period</b>	10
Business Plan	10
Implementation of the <i>Election Act</i>	11
Election Advisory Committee	12
1996 General Election	12
Political Entity Registration	13
Implementation of <i>Recall and Initiative Act</i> Amendments	13
Initiative Petitions	14
Conference of Canadian Election Officials	17
Consultations with Elections Canada	18
Council on Governmental Ethics Laws (COGEL)	18
Legislative Interns	19
Liquor Referendum	19
Presentation from the Ombudsman	20
Special Visitors	20
The Gambia - A United Nations Mission	20
Other Activities	21

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## **Appendices**

A. Registered Political Parties as of December 31, 1996	23
B. Registered Constituency Associations as of December 31, 1996	24
C. Elections BC Expenditures/Budgeted Appropriation	28
D. Summary of Expenditures - 1996 Provincial General Election	29
E. Initiative Petition Financing Reports	30
F. Initiative Petition Registered Advertising Sponsors	33
G. Leadership Contestants' Financing Reports	34
New Democratic Party of B.C.	
The Family Coalition Party of B.C.	
H. Minutes of the Meetings of the Election Advisory Committee	37
I. Regulations of the Chief Electoral Officer	50
J. Orders of the Chief Electoral Officer	52

# CHIEF ELECTORAL OFFICER'S MESSAGE

This is the first Annual Report of the Chief Electoral Officer to the Legislative Assembly since the coming into force of the new *Election Act* on September 1, 1995. The Act, for the first time, established the Chief Electoral Officer as an officer of the Legislature. It was my honour to be appointed as British Columbia's first Chief Electoral Officer under this new legislation on April 30, 1996, the same day on which this Province's 36<sup>th</sup> general election was called.



I am very pleased to have this opportunity to outline some of the major challenges presented to, and met with distinction by, the employees of Elections British Columbia as a result of unprecedented electoral reform for the Province and the implementation of initiative and recall legislation.

Many functions Elections BC is responsible for were already required under previous legislation. However, electoral reforms have fundamentally altered the scope of these functions, added responsibilities and introduced a significant number of new processes to administer.

In order to cope with the added workload of the new legislation, staffing had to be supplemented by secondments from the Ministry of Attorney General, the Ministry of Municipal Affairs and Housing and the Office of the Auditor General. I am grateful to the officials in those ministries and office for agreeing to our requests for assistance, and for the outstanding work which we received. Temporary staff were hired to meet the peak personnel requirements for voter registration campaigns, the conduct of the provincial general election, and the review of annual financial reports.

The prime mandate of the Office is the impartial management of fair elections in accordance with the provisions of our electoral legislation by ensuring that the public and electoral participants are aware of their

rights and responsibilities. Additionally, the *Election Act* demands an electoral system that is far more open, fair and accessible than ever before, yet establishes more regulation and control than participants have ever had to work within.

Since the adoption of the *Canadian Charter of Rights and Freedoms*, citizens have themselves become increasingly aware of the full extent of the meaning of the right to vote as guaranteed by section 3 of the Charter. This continually results in new challenges to provide the greatest possible access to the electoral process for all, whether it be voters (in-province, away, mobility-restricted, non-English speaking, etc.), potential candidates for election, or their volunteers.

This reporting period has been an extremely active period of transition, moving from an electoral scheme of the 1920s to one which acknowledges today's technologies and mobile lifestyle and provides for future advancements in electoral administration.

Some decisions have been difficult to make, knowing that they would negatively affect some individuals and organizations. However, the Office faces expectations to enforce the legislation, and the penalties spelled out in the legislation leave limited room for granting exemptions. Our aim is to encourage compliance and provide all assistance possible to facilitate that compliance.

The experience of the May 1996 provincial general election identified the need to fine-tune the legislation. Consultations and advice will be sought from the Election Advisory Committee, and a package of recommendations for legislative amendments will be developed for consideration by the Legislative Assembly.

Despite the controversies and court challenges that the new legislation has generated, as Chief Electoral Officer of British Columbia my main concern is, and will continue to be, facilitating as many opportunities as possible to enable eligible voters to access their ballot. Additionally, it is as important to work in a non-partisan fashion with officials of all registered political parties and constituency associations to ensure that they are knowledgeable of, and able to follow, the provisions outlined in the legislation.

I hope this report will provide the reader with an understanding of our mandate, the business changes and challenges we have faced, and the other activities that help us serve British Columbians.

I wish to acknowledge the efforts of all candidates, financial agents, auditors, volunteers and administrators of political parties and constituency associations whose cooperation is essential for all of us to meet the test set before us by the *Election Act*.

I also wish to thank the staff of the Office, who have demonstrated their innovative spirit, dedication and professionalism to facilitate the democratic process.

A handwritten signature in black ink, appearing to read 'R. A. Patterson', with a horizontal line underneath.

Robert A. Patterson  
Chief Electoral Officer

# ABOUT ELECTIONS BC



**ELECTIONS BC**  
Province of British Columbia

Prior to the coming into force of the *Election Act* on September 1, 1995, Elections BC was a branch of the Ministry of Attorney General. Although the current status of the Office of the Chief Electoral Officer as an independent office of the Legislature is considered an appropriate model based on Canadian standards, it should be noted that the need for independence was recognized and respected long before it was enshrined in legislation. British Columbians have much to be proud of in that the work of Elections BC has been conducted impartially and free of political interference for many years.

The mission of Elections BC is:

**“To serve the people of British Columbia by ensuring the effective and impartial administration of the electoral process.”**

Elections British Columbia’s guiding principles are:

- upholding the democratic rights of British Columbians which are enshrined in the *Charter of Rights and Freedoms*. These include:
  - the right to vote
  - the right to representation
  - the right to political participation
- respecting the rule of law;
- impartially administering the electoral process; and
- working with integrity, openness and transparency.

The organization prides itself in having dedicated staff, operating with fairness and equity, and respecting individual differences and individual rights. Elections BC places high value on honesty, knowledge, and professionalism.



## **Elections BC's Mandate**

Elections BC obtains its formal mandate from the following statutes:

- *Election Act*
- *Recall and Initiative Act*
- *Constitution Act*
- *Referendum Act*
- *Constitutional Amendment Approval Act*
- *Electoral Boundaries Commission Act*
- *Electoral Districts Act*
- *Financial Disclosure Act*
- *Income Tax Act*

The mandate of the Chief Electoral Officer is to administer the provincial electoral process in a fair and impartial manner. This includes the conduct of all provincial elections, referendums, plebiscites and initiative votes. The Office registers political parties and constituency associations, and administers the laws associated with campaign financing. Elections BC is also responsible for the administration of the *Recall and Initiative Act*.

## **What Do We Do Between Elections?**

The staff of Elections BC are frequently asked “What do you do between elections?” In some ways, it may be a measure of success that the public takes it for granted that when an election is called the mechanism is in place to ensure its efficient administration. However, changes to legislation in recent years, including the passage of the *Recall and Initiative Act*, have resulted in a much broader role for Elections BC and have raised its public profile. The on-going activities are numerous, and encompass a broad range of areas.

The Office must be ready at all times to conduct any electoral event and to receive applications for and to process petitions for initiatives and the recall of Members of the Legislative Assembly. Much of the time between

electoral events is consumed with the extensive planning and preparation needed to ensure readiness.

Elections BC maintains an on-going voter registration program and undertakes a variety of activities to ensure the currency and accuracy of the provincial Voters List. Approximately 350,000 transactions are performed on the provincial Voters List system annually. This includes new voter registrations, deletions, changes of name and address changes. In most Canadian jurisdictions, 90 to 95 percent of eligible individuals register to vote. Twenty to 25 percent of the population change their place of residence in any year, resulting in considerable on-going changes to our records.

Individuals can register to vote in person at any Government Agent or Elections BC office, or can request registration forms in the mail. Address updates can be made by telephone. Consensual information sharing programs, such as British Columbia's "Motor Voter Program", in which address changes to drivers' license records are provided to Elections BC, enhance the currency of the provincial Voters List. The Chief Electoral Officer may authorize persons to act as agents for obtaining or updating voter registrations, and in this regard arrangements have been made with registered political parties and registered constituency associations to perform such an agent function. Periodic registration drives are also conducted to ensure ease of access to voter registration and to raise public awareness of voter registration opportunities.

As an extension of the work of electoral boundaries commissions, Elections BC creates and maintains a geographic framework to ensure that the electoral process is conducted in accordance with the electoral boundaries established by the *Electoral Districts Act*. A comprehensive "street index" is maintained to allow staff to quickly determine the electoral district and voting area of any registered voter. This is essential in election planning activities to ensure that appropriate and accessible voting locations are selected to meet the needs of all voters.

Elections BC is responsible for providing voter education materials and information to the public regarding the electoral process, and a wide variety of guides and brochures are developed and maintained. The

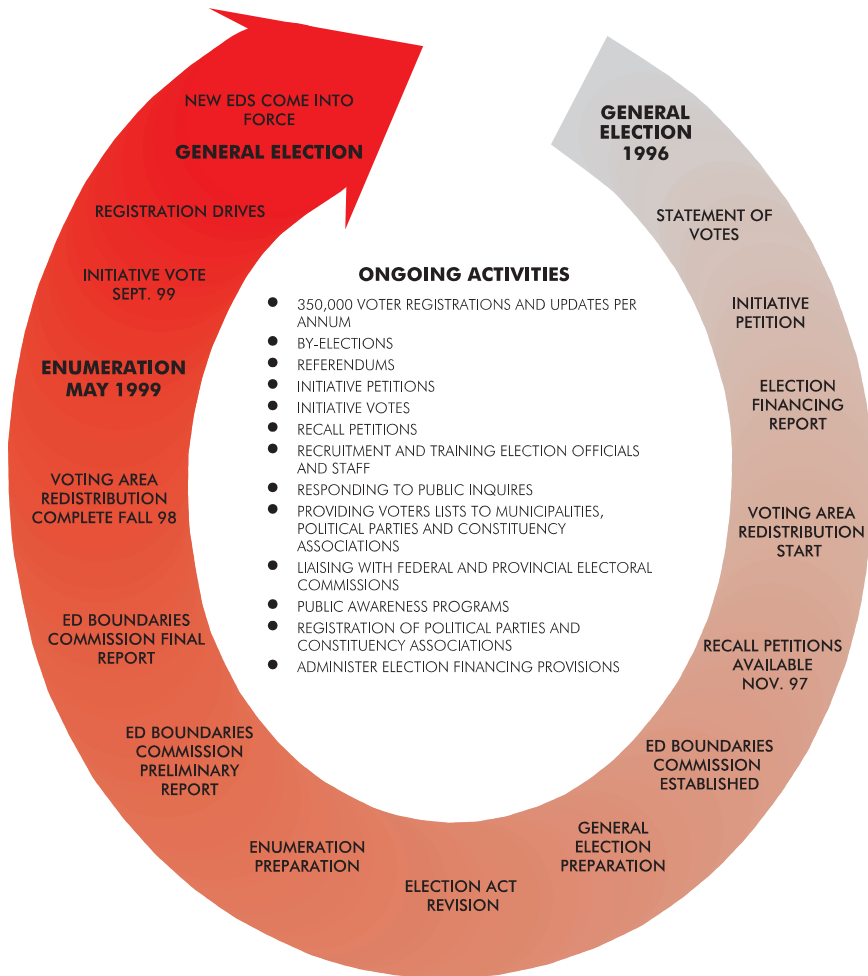
communications efforts of the Office include the translation of many forms and informational materials into a variety of languages.

The Chief Electoral Officer now has the authority to appoint District Electoral Officers, who are responsible for the conduct of electoral events in each of the 75 electoral districts. Under the previous Act, these appointments were made by Orders in Council. The independence of electoral administrators is an important feature of transparent and impartial electoral administration. As an independent officer of the Legislature, the Chief Electoral Officer must ensure that key election officials are impartial. Under the current legislation, District Electoral Officers are prohibited from engaging in partisan activities, such as being members of a political party or contributing to an election campaign, while they hold positions as election officials.

British Columbia has the most extensive voting opportunities of any Canadian jurisdiction. As a result, considerable training and documentation is required. Training sessions for District Electoral Officers are held annually, and considerable effort is invested in developing and maintaining plain language manuals, forms and guides to ensure consistent application of legislation.

Political parties and constituency associations must register with Elections BC in order to access certain benefits under the *Election Act*. Registration information must be kept up-to-date, and documentation is developed and maintained to assist these organizations in meeting the requirements of the Act. All registered entities must file annual financing reports, which are reviewed by Elections BC staff for compliance. All candidates, leadership contestants, and independent election advertisers must also file disclosure reports with Elections BC.

# ELECTIONS BRITISH COLUMBIA BUSINESS CYCLE



## **Business Cycle**

The business cycle chart on page 8 highlights the legislated events which may occur during the period commencing with the issue of writs for the 1996 provincial general election, and ending with the issue of writs for the next general election. The duration of a Legislative Assembly's term is established by the *Constitution Act* as a period of five years from return of the writs of the preceding general election.

## **Organization Structure**

Elections BC is the name used by the Office of the Chief Electoral Officer. The organization has six offices province-wide, and through a protocol agreement also offers voter registration services through all Government Agent locations.

With changes to the *Election Act* and the *Recall and Initiative Act*, Elections BC gained new responsibilities and needed to revise old ways of doing business. In anticipation of these changes, a Communications division was added, and division responsibilities were modified throughout the organization. Following implementation of the *Election Act*, a Finance and Administration division was also added. Services previously contracted to the B.C. Systems Corporation became the responsibility of Elections BC with the conversion of four B.C.S.C. positions to Elections BC. These changes, and the increased expectations and needs of our clients, have necessitated a review of our organizational structure. Such a review commenced in December 1996.

# ACTIVITIES DURING THE REPORTING PERIOD

## Business Plan

Elections BC recognized the need to effectively manage the implementation and administration of new electoral laws and processes, and to meet the challenge of its expanded mandate. Consequently, a comprehensive Business Plan was developed by the management team in January 1996.

The plan identified five major goals for the organization. They are:

- position the organization to meet its new mandate
- maintain a high state of electoral event readiness
- increase public awareness of the electoral process
- establish and attain appropriate and achievable benchmarks of organizational performance, and
- manage change effectively to optimize organizational performance.

The Business Plan has been an invaluable tool, and will be revised annually. Future plans include the development and integration of additional measurement tools.

## **Implementation of the *Election Act***

Upon coming into force, the *Election Act* not only brought significant change to electoral administration and procedures, but also tremendous changes to the way Elections BC conducted its business.

The Chief Electoral Officer was selected by a multi-party Special Committee of the Legislative Assembly. The recommendation of the Special Committee was unanimously approved by the Legislative Assembly on April 25, 1996.

To ensure that Elections BC was positioned to administer the anticipated general election, all policies and procedures were reviewed, and all existing written materials, such as forms, guides, brochures, training materials and operating manuals, were amended or replaced to reflect the new legislation. Numerous training sessions were conducted for staff and appointed officials.

An information flyer entitled 'The Rules Have Changed' was distributed to all households in the Province to introduce the new provisions of the Act. Coupled with newspaper, radio and television advertising, the information campaign ensured that all British Columbians were aware of the new laws.

A new division was created to administer political entity registration and the election financing provisions of the Act. Political parties and constituency associations were registered, and information materials were developed to assist them in meeting the requirements of the Act.

The new legislation provided the opportunity for Elections BC to use other sources of data to update voter registration records. Known as the "Motor Voter Program", a system of receiving address updates from drivers' licence records linked to registered voter files generated over 250,000 updates during its first year. A similar system in the United States has proven to be one of the most effective ways to maintain a current Voters List.

## **Election Advisory Committee**

The Election Advisory Committee is established by the *Election Act* to advise the Chief Electoral Officer on the functioning of the Act, particularly regarding the election financing provisions of the legislation.

The Committee is comprised of the Chief Electoral Officer, who is the chair, two representatives of each registered political party that is represented in the Legislative Assembly, and one representative of each additional registered political party that had candidates in at least one half of all electoral districts in the immediately preceding general election.

The *Election Act* requires that the minutes of Election Advisory Committee meetings be included in the annual report of the Chief Electoral Officer. The minutes of the meetings held on August 22, 1995, November 29, 1995, and January 29, 1996 are included as Appendices to this report.

## **1996 General Election**

The Thirty-Fifth Legislative Assembly of the Province of British Columbia was dissolved on Tuesday, April 30, 1996, and Writs of election were issued on that date ordering that a provincial general election be held on Tuesday, May 28, 1996.

In 29 days, 75 district electoral offices were established, approximately 30,000 temporary officials were hired, over 52,000 telephone calls were received on our toll-free information line, 175,383 new voter registrations were received, and an additional 94,703 updates were made to the Voters List.

When nominations closed on May 15, 1996, there were 513 candidates (an increase of 196 over the 1991 total). Four candidates subsequently withdrew.

On General Voting Day, 1,592,655 voters, or 71.50% of registered voters, turned out to vote at the 7,124 voting stations around the Province.



After Final Count, an automatic judicial recount was ordered in the Okanagan-Boundary electoral district where only 33 votes separated the first and second place candidates. The judicial recount narrowed the win to 27 votes.

Detailed voting area results can be found in the *36th Provincial General Election Statement of Votes*. More information regarding the administration of the 1996 provincial general election and detailed election financing reports can be found in the *Report of the Chief Electoral Officer on the 36th Provincial General Election*.

## **Political Entity Registration**

Under the provisions of the *Election Act*, political parties must be registered in order to have the party name appear on the ballot, incur election expenses, or issue income tax receipts for political contributions. Constituency associations must be registered in order to make a political contribution or transfer funds to a political party or candidate. As of December 31, 1996, there were 18 registered political parties and 142 registered constituency associations. A listing of all registered political entities is included as an Appendix to this report.

## **Implementation of Recall and Initiative Act Amendments**

The *Recall and Initiative Act* came into force on February 24, 1995, and was subsequently amended effective September 1, 1995 to contain similar financing and communications provisions to those in the *Election Act*. These amendments required the revision of several forms and guides, and a review of procedures to ensure the legislated requirements were met.

## Initiative Petitions

Since the *Recall and Initiative Act* came into force, four initiative petitions have been approved in principle by Elections BC. Three petitions were issued, and the fourth initiative was withdrawn by the proponent prior to the issue date. Only one petition was returned to the Chief Electoral Officer, but it did not contain sufficient signatures to meet the threshold established by the *Recall and Initiative Act*.

Overviews of the four initiatives follow. Summaries of the initiative petition financing reports and a listing of registered initiative petition advertising sponsors are included as an Appendix to this report.

### **Petition 195001 - An Act to Balance the Budget and Retire Provincial Debt**

Proponent: Thomas McArthur

Opponent(s): None registered

Date petition issued: November 20, 1995

#### **Summary of the draft Bill:**

“The purpose of the draft Bill is to require the Government of British Columbia to balance annual revenues and expenditures and to eliminate the provincial debt. Under the proposed legislation, it would not be permissible to budget higher expenditures than revenues and reducing expenditures must take precedence over higher taxation to keep expenditures from exceeding revenues. Commencing in the 1998-1999 fiscal year, the Bill would establish a provincial debt retirement schedule to retire the debt by the end of the 2022 - 2023 fiscal year by 20 percent incrementally in 5-year segments. The Bill sets a minimum annual debt retirement level. It requires that any fiscal year surplus must be applied to the provincial debt. It also requires that the Minister of Finance and Corporate Relations include a report on the status of the provincial debt retirement in annual budget estimates. The Bill also requires the Auditor General to issue a similar annual report and the Minister to issue a report every three months on the status of the annual budget.”

### **Outcome of the petition:**

The petition was not returned by the proponent by the deadline of February 19, 1996.

### **Petition I95002 - An Act to Remove School Tax Levies from Residential Properties**

Proponent: Terry Milne

Opponent(s): None registered

Date Petition Issued: December 11, 1995

### **Summary of the draft Bill:**

“Section 135 of the *School Act* (SBC 1989) Chapter 61 allows the Minister of Finance and Corporate Relations to determine the amount of school taxes to be raised by levies on taxable land and improvements, and allows the Lieutenant Governor in Council to determine taxation rates to be applied in each school district.

The purpose of the initiative draft Bill is to remove school taxes from residential property tax levies throughout the Province of British Columbia. This removal would take effect within one year of the proclamation of the Act.”

### **Outcome of the petition:**

The petition was not returned by the proponent by the deadline of March 11, 1996.

### **Petition I95003 -**

#### **An Act Regarding Pensions for Members of the Legislative Assembly**

Proponent: Patrick D. Finnigan

Opponent(s): None registered

Date petition issued: Not issued. The petition was scheduled for issue on December 11, 1995, but was withdrawn by the proponent on October 30, 1995.

#### **Summary of the draft Bill:**

“The purpose of the initiative draft Bill is to terminate the existing pension plan for Members of the Legislative Assembly as prescribed by the *Legislative Assembly Allowances and Pension Act* (RSBC 1979) Chapter 228, replace it with a voluntary plan, and alter the basis for calculation of their pensions. The draft Bill will apply to all Members who are not, at the time of proclamation of this legislation, entitled to a pension under the existing plan.

The Government of the Province of British Columbia will match either 5 percent of a Member’s basic salary, or a sum equal to the amount contributed by that Member to a Registered Retirement Savings Plan, whichever is lower.”

#### **Outcome of the petition:**

The petition was withdrawn by the proponent on October 30, 1995.

### **Petition I96001 -**

#### **An Act to Prohibit the Hunting of Bears**

Proponent: Paul George

Opponent group: Wildlife Management Alliance

Date petition issued: September 9, 1996

#### **Summary of the draft Bill:**

“The purpose of the initiative draft Bill is to amend the *Wildlife Act* to prohibit the hunting of bears, including grizzly bears, black bears and all sub-species or colour variations of those species. Exceptions are

provided for persons conducting scientific research with a valid permit, persons who kill, injure or capture a bear that threatens imminent harm to a person or persons, and for any aboriginal person hunting for cultural or sustenance purposes. The Act would make it an offence to hunt bears, sell or traffic bears, bear parts or derivative products for that purpose. The Act would impose penalties from \$25,000 to \$500,000 and jail terms of up to one year for offences.”

### **Outcome of the petition:**

The petition was returned to the Chief Electoral Officer on December 9, 1996. The petition contained 88,357 signatures, and therefore failed as 222,272 valid signatures were required.

## **Conference of Canadian Election Officials**

The annual Conference of Canadian Election Officials is attended by Chief Electoral Officers, their deputies and senior staff from all Canadian electoral jurisdictions. The conference provides a forum for election administrators to discuss electoral law, ways to better meet the needs of our clients and new approaches in electoral administration. The Conference also supports annual workshops to facilitate the sharing of ideas and innovations, and personnel exchanges to provide professional development opportunities and a transfer of knowledge and expertise between jurisdictions.

The Chief Electoral Officer attended the 1996 annual Conference of Canadian Election Officials held from July 22 to July 25, 1996 in Yellowknife, Northwest Territories.

Some of the highlights of the conference were presentations from Elections Manitoba, Elections BC and Elections Canada on applying new technologies to voter registration, voting, and the provision of information to voters, the public and political parties. Elections Canada made a presentation on international electoral activities, and Elections Saskatchewan and Elections Prince Edward Island presented two approaches to developing a new *Elections Act*.

An election financing workshop held in Toronto in April 1996 was attended by the Chief Electoral Officer and the Manager of Election Finances. The Manager of Registration Operations participated in a personnel exchange for three weeks in September and October, 1996 to assist Elections Canada in development of the framework for the National Register of Electors project.

## **Consultations with Elections Canada**

During 1996, Elections BC entered into preliminary discussions with Elections Canada regarding the sharing of resources and data. The intent is to find efficiencies and economies through a shared approach to many common issues, such as Voters List maintenance, voting area boundaries and voting place selection. While each jurisdiction has different legislation and unique challenges, there are many areas of electoral administration where a common approach between jurisdictions will save money and improve service to the public.

## **Council on Governmental Ethics Laws (COGEL)**

COGEL is an international professional organization which focuses on governmental ethics, electoral administration, conflict of interest legislation, lobbying, campaign financing and freedom of information issues. Conferences are held annually.

The Chief Electoral Officer was a panel member at the 17<sup>th</sup> annual conference of the Council on Governmental Ethics Laws (COGEL) held in Washington, D.C. on September 20, 1995.

The conference included a presentation entitled "Adventures with FOIA" by Terry Anderson, author and former hostage in Iran, and a case study by Rupert Borgsmiller, Assistant Director of Campaign Financing, Illinois State Board of Elections, on computer-assisted administration of the law. Professor Stephen Ansolabehere, Department of Political Science, Massachusetts Institute of Technology in Boston, Robert A. Patterson, Chief Electoral Officer of British Columbia; and Paul Dacey, Assistant Commissioner, Development and Research, Australian Election

Commission, made a joint presentation on increasing voter turnout at elections.

The Chief Electoral Officer attended the 18<sup>th</sup> annual conference in Philadelphia, PA, from December 8 to 11, 1996 at which he was elected to the Council's Steering Committee for a three year term. Presentations were on a variety of topics, including democratization of election reform, electronic filing of election financing reports and multi-lingual voter education materials. The keynote speaker was Dick Thornburgh, former Attorney General of the United States and Under-Secretary-General of the United Nations.

## **Legislative Interns**

Elections BC supports the legislative intern program by making a presentation to the interns each year as part of their orientation. In February 1996, the Chief Electoral Officer and Deputy Chief Electoral Officer met with the interns to discuss the *Election Act*, the *Recall and Initiative Act*, and the business cycle of Elections BC. As many legislative interns have an interest in political science, they are an informed and enthusiastic audience.

## **Liquor Referendum**

Elections BC is occasionally asked by the Liquor Control and Licensing Branch of the Ministry of Attorney General to conduct a referendum where the General Manager of that Branch considers it necessary to determine the views of residents in liquor licensing decisions.

A referendum is ordinarily conducted at the applicant's expense, with Elections BC providing administrative services in the form of establishing voting procedures, locating and staffing a voting location, administering the voting and counting the ballots.

In June 1996, Elections BC administered a referendum to assess support by residents for a neighbourhood pub license in the Powell River area.

## **Presentation from the Ombudsman**

In light of Election BC's new status as an Office of the Legislature, in October 1995 the Chief Electoral Officer invited Ombudsman Dulcie McCallum to make a presentation to Elections BC staff on the principle of administrative fairness. Ms. McCallum described the processes and standards that have been adopted by the office of the Ombudsman to ensure that the rights of individuals who deal with that office are protected, and that they are well served. Using examples from her experience as Ombudsman, Ms. McCallum described the impact of administrative fairness on clients and staff, and explained how Elections BC could evaluate its own internal systems to ensure administrative fairness for its clients. A checklist was provided to the staff to assist in the evaluation, and it has proven to be an invaluable tool. Elections BC continues to review and modify procedures to ensure administrative fairness is in place throughout our business.

## **Special Visitors**

During the reporting period, the Office of the Chief Electoral Officer was visited by a number of election administrators and representatives of all its client groups. In January 1996, Colin Barry, Deputy Electoral Commissioner of the Victoria State Electoral Office in Australia, met with Elections BC staff to discuss electoral administration and voter registration issues. Canada's Chief Electoral Officer, Jean-Pierre Kingsley, met with the Chief Electoral Officer in February 1996 to discuss opportunities for partnership and cooperation between the two offices.

## **The Gambia - A United Nations Mission**

In September 1996, the Chief Electoral Officer participated on a four person assessment team representing the United Nations in The Gambia. The role of this UN mission was to determine the probability of the conduct of a free and fair Presidential election.

Canadian election administrators are often asked to participate on election observation missions, pre-election assessment teams or as



technical advisors to emerging democracies in development of electoral systems. Requests for participants come from the Foreign Affairs Ministry through Elections Canada, the United Nations, and a number of non-governmental organizations such as the Carter Center and the International Foundation for Election Systems.

Electoral missions serve a number of purposes. They may provide guidance and support in the development of electoral procedures, assist in the training of election officials, or observe the voting and counting of ballots. Although their presence may deter manipulation and fraud by the electoral authorities and participants, the primary purpose of any mission is to demonstrate support for a free and fair electoral process.

## **Other Activities**

During the reporting period, a number of other activities were undertaken by the staff of Elections BC. Sixteen staff members attended project management training, and regular weekly workshops were commenced to ensure staff were informed of the activities of each division.

A web site was established for Elections BC, which contains many of the guides and brochures regularly requested by our clients. The web site was used extensively during the general election to ensure information was available in a timely fashion.

The Office worked closely with the Institute of Chartered Accountants of B.C. to develop guidelines for individuals acting as financial agents or auditors to candidates, political parties and constituency associations.

# **APPENDICES**

## **Appendix A**

### **Registered Political Parties as of December 31, 1996**

Alliance of Concerned Taxpayers  
B.C. Conservative Party  
B.C. First Alliance Association  
British Columbia Liberal Party  
British Columbia Social Credit Party  
Communist Party of British Columbia  
Enterprise Party of BC  
Green Party Political Association of British Columbia  
Labour Welfare Party  
Natural Law Party  
New Democratic Party of B.C.  
Party of Citizens Who Have Decided To Think For Themselves  
And Be Their Own Politicians  
Progressive Democratic Alliance  
Reform Party of British Columbia  
The Family Coalition Party of BC  
United British Columbia Association  
United Citizens Party  
Western Canada Concept Party of B.C.

## **Appendix B**

### **Registered Constituency Associations as of December 31, 1996**

Abbotsford Family Coalition Party Constituency Association

Abbotsford NDP Constituency Association

Alberni NDP Constituency Association

Bulkley Valley-Stikine NDP Constituency Association

Burnaby-Edmonds NDP Constituency Association

Burnaby-Edmonds Social Credit Constituency Association

Burnaby-Willingdon NDP Constituency Association

Burnaby-Willingdon Social Credit Constituency Association

Burnaby North NDP Constituency Association

Burnaby North Social Credit Constituency Association

Cariboo North NDP Constituency Association

Cariboo North Reform Party of BC Constituency Association

Cariboo South NDP Constituency Association

Cariboo South Reform Party of BC Constituency Association

Chilliwack NDP Constituency Association

Columbia River-Revelstoke NDP Constituency Association

Comox Valley NDP Constituency Association

Comox Valley Reform Party of BC Constituency Association

Coquitlam-Maillardville NDP Constituency Association

Cowichan-Ladysmith NDP Constituency Association

Delta North Family Coalition Party Constituency Association

Delta North NDP Constituency Association

Delta North Social Credit Constituency Association

Delta South Family Coalition Party Constituency Association

Delta South NDP Constituency Association

Delta South Reform Party of BC Constituency Association

Delta South Social Credit Constituency Association

Esquimalt-Metchosin NDP Constituency Association

Fort Langley-Aldergrove NDP Constituency Association

Kamloops-North Thompson NDP Constituency Association

Kamloops-North Thompson Reform Party of BC Constituency Association

Kamloops-North Thompson Social Credit Constituency Association

Kamloops NDP Constituency Association

Kamloops Reform Party of BC Constituency Association

## **Registered Constituency Associations as of December 31, 1996 (continued)**

Kamloops Social Credit Constituency Association  
Kootenay NDP Constituency Association  
Kootenay Social Credit Constituency Association  
  
Langley NDP Constituency Association  
Langley Reform Party of BC Constituency Association  
Langley Social Credit Constituency Association  
  
Malahat-Juan de Fuca NDP Constituency Association  
Maple Ridge-Pitt Meadows NDP Constituency Association  
Matsqui Family Coalition Party Constituency Association  
Matsqui NDP Constituency Association  
Mission-Kent NDP Constituency Association  
  
Nanaimo Family Coalition Party Constituency Association  
Nanaimo NDP Constituency Association  
Nelson-Creston Family Coalition Party Constituency Association  
Nelson-Creston Green Party Constituency Association  
Nelson-Creston NDP Constituency Association  
New Westminster NDP Constituency Association  
New Westminster Social Credit Constituency Association  
North Coast NDP Constituency Association  
North Island NDP Constituency Association  
North Vancouver-Lonsdale NDP Constituency Association  
North Vancouver-Lonsdale Social Credit Constituency Association  
North Vancouver-Seymour NDP Constituency Association  
  
Oak Bay-Gordon Head Family Coalition Party Constituency Association  
Oak Bay-Gordon Head NDP Constituency Association  
Oak Bay-Gordon Head Reform Party of BC Constituency Association  
Okanagan-Boundary NDP Constituency Association  
Okanagan-Boundary Social Credit Constituency Association  
Okanagan-East NDP Constituency Association  
Okanagan-Penticton Green Party Constituency Association  
Okanagan-Penticton NDP Constituency Association  
Okanagan-Vernon NDP Constituency Association  
Okanagan West NDP Constituency Association  
Okanagan West Social Credit Constituency Association  
  
Parksville-Qualicum NDP Constituency Association  
Peace River North NDP Constituency Association  
Peace River North Social Credit Constituency Association

## **Registered Constituency Associations as of December 31, 1996 (continued)**

Peace River South NDP Constituency Association  
Peace River South Reform Party of BC Constituency Association  
Peace River South Social Credit Constituency Association  
Port Coquitlam NDP Constituency Association  
Port Moody-Burnaby Mountain NDP Constituency Association  
Powell River-Sunshine Coast NDP Constituency Association  
Prince George-Mount Robson NDP Constituency Association  
Prince George-Omineca NDP Constituency Association  
Prince George North NDP Constituency Association

Richmond-Steveston NDP Constituency Association  
Richmond-Steveston Social Credit Constituency Association  
Richmond Centre NDP Constituency Association  
Richmond Centre Social Credit Constituency Association  
Richmond East NDP Constituency Association  
Richmond East Social Credit Constituency Association  
Rossland-Trail Green Party Constituency Association  
Rossland-Trail NDP Constituency Association

Saanich North and the Islands NDP Constituency Association  
Saanich South BC Liberal Constituency Association  
Saanich South NDP Constituency Association  
Shuswap NDP Constituency Association  
Shuswap Reform Party of BC Constituency Association  
Shuswap Social Credit Constituency Association  
Skeena NDP Constituency Association  
Skeena Social Credit Constituency Association  
Surrey-Cloverdale Family Coalition Party Constituency Association  
Surrey-Cloverdale Green Party Constituency Association  
Surrey-Cloverdale NDP Constituency Association  
Surrey-Green Timbers NDP Constituency Association  
Surrey-Newton Family Coalition Party Constituency Association  
Surrey-Newton NDP Constituency Association  
Surrey-Whalley Family Coalition Party Constituency Association  
Surrey-Whalley NDP Constituency Association  
Surrey-Whalley Reform Party of BC Constituency Association  
Surrey-White Rock Family Coalition Party Constituency Association  
Surrey-White Rock NDP Constituency Association

## **Registered Constituency Associations as of December 31, 1996 (continued)**

Vancouver-Burrard Family Coalition Party Constituency Association  
Vancouver-Burrard NDP Constituency Association  
Vancouver-Burrard Social Credit Constituency Association  
Vancouver-Fraserview NDP Constituency Association  
Vancouver-Hastings NDP Constituency Association  
Vancouver-Hastings Social Credit Constituency Association  
Vancouver-Kensington Family Coalition Party Constituency Association  
Vancouver-Kensington NDP Constituency Association  
Vancouver-Kensington Social Credit Constituency Association  
Vancouver-Kingsway NDP Constituency Association  
Vancouver-Kingsway Social Credit Constituency Association  
Vancouver-Langara NDP Constituency Association  
Vancouver-Langara Social Credit Constituency Association  
Vancouver-Little Mountain NDP Constituency Association  
Vancouver-Little Mountain Social Credit Constituency Association  
Vancouver-Mount Pleasant NDP Constituency Association  
Vancouver-Mount Pleasant Social Credit Constituency Association  
Vancouver-Point Grey Family Coalition Party Constituency Association  
Vancouver-Point Grey NDP Constituency Association  
Vancouver-Point Grey Social Credit Constituency Association  
Vancouver- uilchena Family Coalition Party Constituency Association  
Vancouver- uilchena Green Party Constituency Association  
Vancouver- uilchena NDP Constituency Association  
Vancouver- uilchena Social Credit Constituency Association  
Victoria-Beacon Hill Green Party Constituency Association  
Victoria-Beacon Hill NDP Constituency Association  
Victoria-Hillside NDP Constituency Association

West Vancouver-Capilano Family Coalition Party Constituency Association  
West Vancouver-Capilano NDP Constituency Association  
West Vancouver-Capilano Social Credit Constituency Association  
West Vancouver-Garibaldi NDP Constituency Association  
West Vancouver-Garibaldi Reform Party of BC Constituency Association  
West Vancouver-Garibaldi Social Credit Constituency Association

Yale-Lillooet NDP Constituency Association  
Yale-Lillooet Social Credit Constituency Association

## Appendix C

### Elections BC Expenditures/ Budgeted Appropriation

#### 1995/96 Expenditures<sup>1</sup>

	\$
Salaries and Benefits	1,723,517
Operating Costs	4,261,616
Asset Acquisitions	1,345,981
Other Expenditures	3,750
<b>Total 1995/96 Expenditures</b>	<b>7,334,864</b>

#### 1996/97 Budgeted Appropriation<sup>2</sup>

	\$
Salaries and Benefits	2,260,000
Operating Costs	1,477,000
Asset Acquisitions	30,000
Other Expenditures (includes 1996 General Election)	20,200,000
<b>Total 1996/97 Budgeted Appropriation</b>	<b>23,967,000</b>

1 From 1995/96 Public Accounts

2 From 1996/97 Estimates



## Appendix D

### Summary of Expenses 1996 Provincial General Election

#### District Electoral Offices:

	\$
District Electoral Officer Fees	629,475
Deputy District Electoral Officer Fees	486,604
Support Staff Salaries	1,137,708
Travel Expenses	80,783
Office Rent	435,806
General Office Expenses	661,909
Advertising	87,802
Voting Place Rental	416,283
Voting Official Fees	4,657,183
Ballot Printing	298,196

#### Voter Registration:

Registration Centre Rentals	96,930
Support Staff Salaries and Travel	1,219,277
Government Agent Fees and Travel Expenses	125,709
General Office Expenses	54,207

#### Administration:

Salaries	713,618
Professional Services	212,060
Travel/Transportation	15,678
Postage/Freight/Courier	40,810
Telecommunications	59,449
Building Occupancy (Temporary)	37,757
Advertising	1,812,858
General Office Expense	32,997
Data Processing	394,264
Information Technology	227,086
Materiels and Supplies	509,500
Voter List Printing	237,701
Voter Notice Printing	98,198
Voter Notice Postage	794,678

**Total Cost of 1996 Provincial General Election** 15,574,526

**Cost Per Registered Voter:** \$6.99

## Appendix E

### Initiative Petition Financing Reports

	<b>Petition I95001</b> <b>Thomas McArthur</b> <b>(Proponent)</b>	<b>Petition I95002</b> <b>Terry Milne</b> <b>(Proponent)</b>
	\$	\$
<b>Income</b>		
<b>Initiative Contributions</b>		
Individuals	70	-
Corporations	-	-
Unincorporated Businesses	-	-
Trade Unions	-	-
Non-Profit Organizations	-	-
Other Contributors	-	-
Anonymous	-	-
<b>Total Initiative Contributions</b>	<u>70</u>	<u>-</u>
Fundraising Income	-	-
<b>Total Income</b>	<u><u>70</u></u>	<u><u>-</u></u>
<b>Expenses</b>		
<b>Initiative Expenses</b>		
Bank Charges	-	-
Conventions and Meetings	-	-
Fundraising Functions	-	-
Furniture and Equipment	-	-
Media Advertising	-	-
Newsletters to Membership	-	-
Office Rental, Insurance and Utilities	-	-
Office Supplies	94	-
Postage	-	-
Professional Services	190	-
Research and Polling	-	-
Salaries and Benefits	-	-
Signs and Brochures	-	-
Social Functions	-	-
Telecommunications	669	-
Travel	29	-
Other	-	-
<b>Total Initiative Expenses</b>	<u>982</u>	<u>-</u>
<b>Initiative Expense Limit</b>	<u>503,411</u>	<u>503,603</u>
<b>Initiative Expenses Not Subject to Limit</b>	<u>-</u>	<u>-</u>
<b>Initiative Expenses Subject to Limit</b>	<u><u>982</u></u>	<u><u>-</u></u>

## Initiative Petition Financing Reports (continued)

	<b>Petition I95003*</b> <b>Patrick D. Finnigan</b> <b>(Proponent)</b>	<b>Petition I96001</b> <b>Paul George</b> <b>(Proponent)</b>
	\$	\$
<b>Income</b>		
<b>Initiative Contributions</b>		
Individuals	-	7,581
Corporations	-	-
Unincorporated Businesses	-	-
Trade Unions	-	-
Non-Profit Organizations	-	47,573
Other Contributors	-	-
Anonymous	-	2,642
<b>Total Initiative Contributions</b>	-	<u>57,796</u>
Fundraising Income	-	-
<b>Total Income</b>	-	<u><u>57,796</u></u>
<b>Expenses</b>		
<b>Initiative Expenses</b>		
Bank Charges	-	24
Conventions and Meetings	-	459
Fundraising Functions	-	235
Furniture and Equipment	-	-
Media Advertising	-	1,588
Newsletters to Membership	-	2,558
Office Rental, Insurance and Utilities	-	770
Office Supplies	-	5,234
Postage	-	11,020
Professional Services	-	-
Research and Polling	-	-
Salaries and Benefits	-	28,840
Signs and Brochures	-	-
Social Functions	-	-
Telecommunications	-	4,699
Travel	-	688
Other	-	2,278
<b>Total Initiative Expenses</b>	-	<u>58,393</u>
<b>Initiative Expense Limit</b>	-	<u>558,889</u>
<b>Initiative Expenses Not Subject to Limit</b>	-	<u>113</u>
<b>Initiative Expenses Subject to Limit</b>	-	<u><u>58,280</u></u>

\*The application was withdrawn before the petition was issued.

## Initiative Petition Financing Reports (continued)

**Petition I96001**  
**Wildlife Management Alliance**  
**(Opponent Group)**  
\$

### Income

<b>Initiative Contributions</b>	
Individuals	245
Corporations	-
Unincorporated Businesses	-
Trade Unions	-
Non-Profit Organizations	2,728
Other Contributors	-
Anonymous	-
<b>Total Initiative Contributions</b>	<u>2,973</u>
Fundraising Income	-
<b>Total Income</b>	<u><u>2,973</u></u>

### Expenses

<b>Initiative Expenses</b>	
Bank Charges	-
Conventions and Meetings	666
Fundraising Functions	-
Furniture and Equipment	208
Media Advertising	9,279
Newsletters to Membership	3,256
Office Rental, Insurance and Utilities	-
Office Supplies	148
Postage	5,909
Professional Services	15,124
Research and Polling	164
Salaries and Benefits	12,551
Signs and Brochures	2,917
Social Functions	-
Telecommunications	-
Travel	188
Other	-
<b>Total Initiative Expenses</b>	<u><u>50,410</u></u>
<b>Initiative Expense Limit</b>	<u><u>558,889</u></u>
<b>Initiative Expenses Not Subject to Limit</b>	<u><u>27,116</u></u>
<b>Initiative Expenses Subject to Limit</b>	<u><u>23,294</u></u>

## Appendix F

### Initiative Petition Registered Advertising Sponsors

<b>Initiative Petition</b>	<b>Number of Registered Advertising Sponsors</b>
195001 - An Act to balance the budget and retire provincial debt	0
195002 - An Act to remove school tax levies from residential properties	0
195003 - An Act regarding pensions for Members of the Legislative Assembly	0
196001 - An Act to prohibit the hunting of bears (see disclosure information below)	4

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#### **196001 - An Act to prohibit the hunting of bears**

<b>Registered Advertising Sponsor</b>	<b>Value of Initiative Advertising Sponsored</b>
East Kootenay Hunters' Association	less than \$500
Ecocentre of Nelson	less than \$500
Western Canada Wilderness Committee	less than \$500
World Society for the Protection of Animals - Canada	less than \$500

## Appendix G

### Leadership Contestants' Financing Reports

	<b>Jack McDonald*</b> <b>NDP</b> <b>Feb. 17, 1996</b> \$	<b>Glen Clark</b> <b>NDP</b> <b>Feb. 17, 1996</b> \$
<b>Income</b>		
<b>Political Contributions</b>		
Individuals	-	49,355
Corporations	-	14,753
Unincorporated Businesses	-	-
Trade Unions	-	64,004
Non-Profit Organizations	-	-
Other Contributors	-	13,049
Anonymous	-	1,182
<b>Total Political Contributions</b>	-	<u>142,343</u>
Fundraising Income	-	310
<b>Total Income</b>	-	<u><u>142,653</u></u>
<b>Expenses</b>		
<b>Leadership Contestant Expenses</b>		
Bank Charges	-	32
Leadership Contestant's Personal Expenses	-	2,669
Conventions and Meetings	-	11,275
Fundraising Functions	-	-
Furniture and Equipment	-	6,878
Media Advertising	-	3,724
Newsletters to Membership	-	1,262
Office Rental, Insurance and Utilities	-	5,594
Office Supplies	-	1,286
Postage	-	4,428
Professional Services	-	-
Research and Polling	-	-
Salaries and Benefits	-	37,707
Signs and Brochures	-	8,598
Social Functions	-	8,417
Telecommunications	-	6,962
Travel	-	12,148
Other	-	31,317
<b>Total Leadership Contestant Expenses</b>	-	<u><u>142,297</u></u>

\*Jack McDonald was relieved by the Supreme Court of British Columbia of the obligation to file a leadership contestant financing report and did not file a report.

## Leadership Contestants' Financing Reports (continued)

	<b>Corky Evans NDP Feb. 17, 1996</b>	<b>Donovan Kuehn NDP Feb. 17, 1996</b>
	\$	\$
<b>Income</b>		
<b>Political Contributions</b>		
Individuals	13,357	865
Corporations	4,354	-
Unincorporated Businesses	-	-
Trade Unions	450	-
Non-Profit Organizations	-	200
Other Contributors	7,928	6,163
Anonymous	-	58
<b>Total Political Contributions</b>	26,089	7,286
Fundraising Income	-	1,474
<b>Total Income</b>	26,089	8,760
<b>Expenses</b>		
<b>Leadership Contestant Expenses</b>		
Bank Charges	49	80
Leadership Contestant's Personal Expenses	2,500	887
Conventions and Meetings	1,253	-
Fundraising Functions	-	-
Furniture and Equipment	518	-
Media Advertising	367	139
Newsletters to Membership	-	-
Office Rental, Insurance and Utilities	150	-
Office Supplies	2,063	41
Postage	206	-
Professional Services	-	-
Research and Polling	-	-
Salaries and Benefits	3,524	-
Signs and Brochures	3,052	849
Social Functions	601	48
Telecommunications	1,643	184
Travel	7,928	5,663
Other	5,477	1,206
<b>Total Leadership Contestant Expenses</b>	29,331	9,097

## Leadership Contestants' Financing Reports (continued)

	<b>Joan Smallwood NDP Feb. 17, 1996</b>	<b>Heather Stillwell The Family Coalition Party of British Columbia Oct. 19, 1996</b>
	\$	\$
<b>Income</b>		
<b>Political Contributions</b>		
Individuals	9,415	-
Corporations	-	-
Unincorporated Businesses	-	-
Trade Unions	1,695	-
Non-Profit Organizations	180	-
Other Contributors	9,560	-
Anonymous	145	-
<b>Total Political Contributions</b>	20,995	-
Fundraising Income	-	-
<b>Total Income</b>	20,995	-
<b>Expenses</b>		
<b>Leadership Contestant Expenses</b>		
Bank Charges	20	-
Leadership Contestant's Personal Expenses	-	-
Conventions and Meetings	-	-
Fundraising Functions	-	-
Furniture and Equipment	-	-
Media Advertising	1,000	-
Newsletters to Membership	-	-
Office Rental, Insurance and Utilities	900	-
Office Supplies	503	-
Postage	688	-
Professional Services	-	-
Research and Polling	-	-
Salaries and Benefits	1,500	-
Signs and Brochures	2,422	-
Social Functions	-	-
Telecommunications	1,682	-
Travel	9,140	-
Other	3,390	-
<b>Total Leadership Contestant Expenses</b>	21,245	-



## **Appendix H**

### **Minutes of the Meeting of the Election Advisory Committee August 22, 1995**

#### **Welcome and Introductions:**

Chair Robert Patterson called the meeting to order and welcomed the members of the Committee. The Committee members, as well as Elections BC's representatives, introduced themselves.

The following documents were distributed:

- the Agenda
- the *Election Act - 1995*, with sections 14, 15 and 16 dealing with the establishment and role of the Committee
- Order in Council 1008/1995 concerning political contribution regulations under The *Income Tax Act*
- a draft of an election financing regulation under the *Election Act*
- an organizational chart of Elections BC
- an expense claim and tariff of fees, with notes on travel status and expense claims
- an address lists of Elections BC's Voter Registry Coordinators and Registrars of Voters
- a draft of a new F200 - Application for Registration as a Provincial Voter.

Robert Patterson then reviewed the agenda and addressed the role of Election Advisory Committee as prescribed by the *Election Act-1995*. He noted that meetings can be initiated by Committee Members. By consensus, it was determined that a Committee membership list would be compiled based on data contained in the representatives' respective appointment forms. The list will consist of name, business address, telephone and fax numbers.

With regard to the role of the Committee, its attention was directed to section 16 of the *Election Act-1995*, with particular mention of the advisory nature of the Committee and that the Chief Electoral Officer is required to consult with the Committee, however, the Chief Electoral Officer is in no way bound to recommendations by the Committee.

The Committee agreed that there would be no formal votes and that it would be guided by consensus.

### **Agendas and Minutes of Meetings:**

In advance of each meeting, the office of the Chief Electoral Officer will canvass the members for topics of discussion to be included on subsequent agendas.

Section 15(4) of the *Election Act* prescribes that minutes of the Committee's meetings be made public. A copy will be forwarded to each member of the Committee, who will, in turn, distribute them throughout their Parties as they deem appropriate.

A copy will also be sent to their respective Party headquarters, to the offices of other registered political parties not represented on the Committee and to each independent MLA. Also, the Minutes will be open to public inspection at the office of the Chief Electoral Officer (Elections BC).

The Minutes will be a record of issues discussed; in particular the outcome of discussions.

### **Structure of Elections British Columbia:**

To facilitate future discussions of the Committee with respect to services provided by Elections BC, Synneva Leonard, Acting Deputy Chief Electoral Officer, outlined Elections BC's operational and administrative structure and functions.

### **Alternates:**

The Committee agreed that members would ensure the office of the Chief Electoral Officer would be advised if an alternate is to attend a meeting in

place of an appointed Committee member. No formal list of alternates will be prepared.

### **Observers:**

As a Committee policy, meetings will be closed. There may be exceptions made to this policy, however, to permit someone other than a Committee member or Elections BC staff to attend.

### **Reimbursement of Expenses:**

Synneva Leonard advised the Committee members regarding procedures for reimbursement of expenses as per Elections BC's Tariff of Fees. The rates in the Tariff are equivalent to government rates set for Group 1 employees.

### **Regulations pursuant to Section 283:**

Robert Patterson reviewed section 283 of the *Election Act-1995*, which gives the Chief Electoral Officer authority to make regulations in the areas addressed by that section. It was noted that section 16(1)(e) requires that the Election Advisory Committee review the substance of any proposed regulations before they are brought into force. For regulations to be proposed pursuant to section 283 (j) thru (m), which address election financing, Elections BC will review the current practises of other Canadian jurisdictions and subsequently bring recommendations back to the Committee.

As a matter of procedure, proposed Regulations will be circulated prior to subsequent Committee meetings.

### **Election Financing Regulation:**

An election financing regulation proposed for implementation September 1, 1995 was presented. It will require that candidates at an election must include with election financing reports the place in the Province where the financial records relating to their campaigns are kept, and advise the Chief Electoral Officer within 30 days of any change of location.

## **Political Contribution Regulations:**

For the information of the members, the new Political Contribution Regulation, effective September 1, 1995, pursuant to section 8.1 of the *Income Tax Act*, was reviewed. The new Regulation addresses information which must be included on income tax receipts, what makes a receipt invalid, requirements for distribution and retention of receipts, transfer of tax credits between spouses, and definitions of what portions of conference and convention fees constitute political contributions, i.e. that portion of a fee that covers food and/or accommodation is not a political contribution.

## **Political Party and Constituency Association Registration Process:**

Elections BC's role is to assist parties and their constituency associations to comply with the registration and financial requirements. Discussions clarifying the registration process brought to the forefront the role of candidates' official agents and financial agents at an election. It is mandatory that each candidate have a financial agent. Candidates themselves, however, may act as their own financial agents.

It was confirmed that unregistered constituency associations cannot issue tax receipts for money received nor can they incur election expenses or make a political contribution; that money received by a registered political party may be given to an unregistered constituency association and recorded as a party expense; and that an unregistered constituency association could not undertake election advertising by registering as an election advertising sponsor as the advertising could be an expense equivalent to an election expense which is prohibited by section 194 (1).

## **Standing Nominations:**

Under section 57 of the *Election Act*, the Chief Electoral Officer will accept Standing Nominations at any time up to and including the fifth day after a Writ is issued. Standing Nominations will then be forwarded to the respective District Electoral Officers. All political parties will be advised as soon as standing nomination packages are available.

### **Political Party and Constituency Association Election Finance Training:**

An offer was made to all political parties that staff from Elections BC would be available to provide training for party representatives on any aspects of the new *Election Act*. Committee members were asked to have their Parties advise Elections BC if they wished to accept the offer and to advise of specific issues they would like addressed in training sessions for political parties.

### **District Electoral Officer Training:**

Elections BC advised of plans to undertake a major training program this fall for its District Electoral Officers and their Deputies.

### **Handling of Applications for Registration as a Provincial Voter (F200) by Political Parties and Constituency Associations:**

A draft of a re-worked F200 was presented. This form no longer contains fields to capture 'occupation' or a witness's signature. Following a discussion on the issue of requesting a voter's Social Insurance Number, with the concurrence of the Freedom of Information and Protection of Privacy Commissioner, a unique personal identifier will be created by capturing only the last six digits of the number. A notation on the protection of personal privacy has been added to the F200 regarding the restricted access to the Voters List under the *Election Act*.

The members were made aware that during debate on *Bill 28 - Election Act*, concern was expressed regarding quality control measures surrounding the completion and tracking of voter registration forms which would be provided to registered political parties and constituency associations.

A general discussion followed on alternatives for distribution and quality control measures. It was determined that the implementation of this program should recognize that different Parties have different structures, therefore 'tailored' programs will be required.

Forms will be supplied on request and accepted only outside of a Writ period to allow Elections BC's registration operations an opportunity to process them for inclusion on the preliminary list.

The Committee members were cautioned that access to the Voters List is restricted to electoral purposes. They were further advised that municipalities and Elections Canada have access to the list for electoral administration purposes.

Political parties and constituency associations have an obligation to the public to protect the use of the Voters Lists in their possession. The individual who signs a declaration on behalf of their organization and the organization are responsible for restricting access to it. There are significant penalties for non-compliance.

The Act also provides that, for the purpose of tracing unauthorized use of Voters Lists, the Chief Electoral Officer may have fictitious voter information included in a Voters List.

### **Next Meeting:**

The Committee will reconvene in late October or early November at a location on the Lower Mainland.

## **Minutes of the Meeting of the Election Advisory Committee November 29, 1995**

### **Administration:**

Chair Robert Patterson called the meeting to order. He welcomed the Committee members who were present, and asked the attendees to introduce themselves.

Mr. Patterson pointed out that only one clarifying amendment had been made to the draft Minutes of the August 22, 1995 Meeting which had been circulated among the representatives.

Mr. Patterson further informed the representatives present that he had been asked to raise a question regarding standards for Elections British Columbia's voter identification cards. A discussion followed on the value and utility of voter ID cards as perceived by British Columbia's registered voters. Ken Maskell informed the Committee that the voter ID card has been Elections BC policy since 1989. He added that a high percentage of registered voters bring these cards to their voting places. Their intended use, however, is to generate address change data for Elections BC, which these cards do with a high degree of success. The consensus of the Committee was that Elections BC should maintain the voter ID card program in its current form.

### **Election Financing Regulations:**

Elections BC staff noted that their forms design efforts have been 'event-driven', having started with those for candidates, shifted to those for annual reporting, and currently are focused on those for party leadership contests. The end of 1995 is Elections BC's target to have most in 'final form'.

Mr. Gold distributed and led a discussion on 'Notes to Election Financing Forms' and a handout containing 14 draft forms. He suggested that the representatives take the draft forms to their auditors and financial agents for their comments. Also, in the future, Elections BC will develop packages of related forms and send them also to the parties for their comments.

The following points were addressed during discussions: Prime rate is specifically the prime rate of the principal banker of the Province at the time a loan was obtained. Personal expenses of party leadership contestants are required to be disclosed, however, at this time the format for disclosure has not been determined. Prohibited contributions must be returned to the contributor or remitted to the Chief Electoral Officer. Registration is imperative for the transference of funds between constituency associations and political parties.

Ms. Wilson pointed out that during a Writ period, transfers between registered organizations should not be election expenses. This will be addressed by Regulation.

### **Voter Registration by Parties and F200 Distribution:**

Mr. Maskell distributed and spoke to the guide, "Instructions for Registration of Voters by Political Parties and Constituency Association", noting that it was designed for use by individuals actually involved in voter registration. He underscored that the *Election Act* allows voter registration application cards to be issued only to registered political parties and registered constituency associations. Parties with unregistered constituency associations can 'delegate' cards to them, however, the responsibility for the cards remains with the party.

Day 3 of the election cycle is the deadline for the return of completed registration forms to Elections BC.

Mr. Maskell discussed the issue of confidentiality of personal voter information. A confidentiality clause in the brochure states that this data is collected and utilized for electoral purposes only.

Mr. Maskell was asked about integration of municipal and provincial Voters Lists. He said that a number of municipalities use the provincial list as a preliminary list. Others also use Elections BC's registration forms and share their data with Elections BC. Municipal voters, however, cannot assume automatic provincial registration because procedures differ between municipalities.



## **Nomination Procedures:**

Ms. Johnson told the Committee Elections BC is currently preparing packages for both 'standing' nominations and 'classic or ordinary' nominations. In addition to the nomination forms, each package will include a Guide to the *Election Act* and a Guide for Candidates. A Candidate's Kit is also being prepared for nominees/candidates who file nomination papers. These kits will be customized with a street index and map for the candidate's respective electoral district.

Ms. Johnson pointed out that for purposes of election finance and communications, a candidate is someone who plans to file nomination papers. But, for purposes of nomination and voting, a candidate is one who has filed nomination papers and has received a Certificate of Candidacy.

Ms. Johnson stressed that 'standing' and 'classic' nominations are two separate and distinct procedures and that there is no opportunity for cross-over between them.

## **General Discussions:**

A number of issues with regard to the election financing provisions in the *Election Act* were brought forward by Committee members. It was requested that the Chief Electoral Office broadly share responses to questions from political parties in this regard if the responses would be seen as policy decisions or advisory opinions.

Elections BC was asked if it would provide a Voters List which included telephone numbers. Elections BC staff replied that to do so would be contrary to the spirit of the privacy provisions of the *Freedom of Information and Protection of Privacy Act*.

Telephone number information is collected only for the purpose of confirming, at the time voter information is entered into the provincial Voters List system (PVLS), personal voter information. However, telephone numbers are not entered into PVLS. To enter, store and maintain current telephone numbers in PVLS is not practical as voters do not have individual telephone numbers. Additionally, there would be considerable

costs associated with the capture, storage and maintenance of the data for which Elections BC does not have an ongoing requirement.

**Next Meeting:**

The next meeting is anticipated to be called for late January 1996, once more in a location on the Lower Mainland. The agenda will include a briefing on the voter registration drive slated for early February 1996, which will include a direct mail piece delivered to all households in British Columbia on the new electoral legislation. Also included will be a review of year-end reporting forms.

## **Minutes of the Meeting of the Election Advisory Committee January 29, 1996**

### **Administration:**

Chair Robert Patterson called the meeting to order. He welcomed the Committee members and following a short discussion it was agreed that no taping of proceedings would be permitted as this could inhibit discussions.

Mr. Patterson noted that no formal agenda had been prepared as the subject matter of the meeting, review of election financing forms, had been stated in the notice of meeting.

### **Draft Minutes:**

Draft minutes of the Committee's November 29, 1995 meeting were distributed, with a request to bring any errors and omissions to the attention of Elections BC staff by February 15, 1996.

### **Financial Forms:**

Mr. Gold presented packages of forms for political party and constituency association annual financial reporting and for leadership contestant financing reporting. He noted that the forms contained in all three packages were similar, in particular the annual financial reports for political parties and constituency associations.

He clarified section 180(6), saying only that transfers of money must be reported, and not transfers of property or provision of services.

Mr. Gold noted that a 'Guide for Financial Agents' is being prepared and should be available in a short time.

He reviewed the contents of each form and instruction page, received the Committee's comments and noted suggested amendments.

The Chief Electoral Office will accept computer printouts of data that meet the reporting requirements of the forms, provided that the format of the printouts have been pre-approved by the Chief Electoral Office and

the official form is attached as a 'header'. If a solemn declaration is required, it must be attached as well.

Preferred-rate Loans - The amount of a political contribution is the difference between the interest amount payable based on the actual rate charged and the higher amount that would be payable based on the prime rate of the provincial banker (CIBC) to the Province (s.181(2)). Mr. Gold will research what information is available on the prime rate.

### **Guide for Leadership Contestants:**

Ms. Johnson presented the Guide and noted that it contained sections on how to complete the forms leadership contestants are required to file under section 211 of the *Election Act*, a series of questions and answers, and an overview of the relevant legislation. This Guide is expected to be ready for distribution the first week in February.

### **Proposed Regulation:**

Mr. Patterson presented a proposed Election Financing Regulation, 'Election expenses not to be included for election expenses limit', pursuant to section 203(1)(i). The intent of the Regulation is to clarify that transfers under section 180(6) are not to be included when calculating expenses subject to expense limits. The Committee approved the Regulation.

### **Standing Nominations:**

Ms. Johnson informed the Committee that Standing Nomination forms are available and being distributed to those who had requested them. She pointed out that the *Financial Disclosure Act* form and the 'Guide for Candidates' will follow as soon as possible.

### **Candidates' Kits:**

Ms. Johnson also noted that Candidates' Kits, which will include the *Election Act*, 'Guide for Scrutineers', a reproducible form for appointing scrutineers, as well as a street index and maps specific to the candidate's respective electoral district, would be available to individuals filing Standing Nominations. Individuals filing Regular Nominations will

receive their kits when they file their nomination documents with their District Electoral Officers.

**Next Meeting:**

The meeting scheduled for Thursday, February 22, 1996 at 203 - 815 Hornby Street, Vancouver was cancelled. At this time, a subsequent meeting date has not been set.

## Appendix I

### Regulations of the Chief Electoral Officer

Under the authority of section 283 of the *Election Act*, the following Regulations were made by the Chief Electoral Officer.

Regulation Number	Date	Regulation
371/95	Aug. 30, 1995	Reports under section 209 must include place in British Columbia where financial records in relation to the report are maintained.
421/95	Oct. 11, 1995	Prescribes form for application for registration as a voter.
34/96	Feb. 05, 1996	Transfers referred to in section 180(6) are not to be included in calculating amounts subject to election expenses limit for the purposes of section 203(1)(i).
53/96	Feb. 27, 1996	Prescribes form for leadership contestant financing reports.
54/96	Feb. 29, 1996	Prescribes form for annual financial reports of registered political parties and registered constituency associations.
103/96	Apr. 23, 1996	Repeals section 3 of B.C. Reg. 371/95, prescribes form for election financing reports by candidates, requires the inclusion of the place in British Columbia where the financial records in relation to a report are maintained. Prescribes form for election financing reports of registered political parties and registered constituency associations.

Regulation Number	Date	Regulation
129/96	May 02, 1996	Excludes “hamburger polls” from opinion surveys for the purposes of the <i>Election Act</i> .
135/96	May 09, 1996	B.C. Reg. 371/95 amended to exempt specific communication costs from inclusion in election expenses limits.
138/96	May 27, 1996	B.C. Reg. 371/95 amended to prescribe specific election expenses as personal election expenses of candidates.
139/96	May 28, 1996	Amendment of forms in Schedules 1 and 2 of B.C. Reg. 371/95.

## Appendix J

### Orders of the Chief Electoral Officer

Section 280 of the *Election Act* establishes the authority of the Chief Electoral Officer to make specific or general orders. Thirteen orders were made by the Chief Electoral Officer during 1996. The full text of the orders can be found in the *Report of the Chief Electoral Officer on the 36<sup>th</sup> General Election*.

Order Number	Date	Order
ORD001/96	May 08, 1996	Nomination documents accepted without solemn declaration required under section 53(3)(d). Extension granted to one candidate to file solemn declaration.
ORD002/96	May 17, 1996	Certification envelope to remain unopened and a new ballot issued to a voter.
ORD003/96	May 17, 1996	Extensions granted to seven registered constituency associations in relation to the deadline for filing their annual financial reports.
ORD004/96	May 21, 1996	Nomination documents accepted without signed consent of nominee. Extensions granted to five candidates to file consents.
ORD005/96	May 21, 1996	Nomination documents accepted without solemn declarations required under section 54(3)(d). Extensions granted to four candidates to file solemn declarations.
ORD006/96	May 21, 1996	Nomination documents accepted without signed consent of auditor. Extension granted to one candidate to file consent.
ORD007/96	May 21, 1996	Nomination documents accepted with ineligible person appointed as auditor. Extension granted to one candidate to appoint an auditor.



Order Number	Date	Order
ORD008/96	May 27, 1996	Certification envelopes used in error at a specific advance voting location to be opened and considered at initial count.
ORD009/96	May 27, 1996	Extension granted to one leadership contestant for filing leadership contestant financing report.
ORD010/96	Aug. 19, 1996	Extension granted to one candidate and one registered constituency association for filing an election financing report.
ORD011/96	Aug. 26, 1996	Extensions granted to nine candidates and two political parties for filing election financing reports.
ORD012/96	Sept. 30, 1996	Extensions granted to three candidates for filing election financing reports and auditors' reports.
ORD013/96	Sept. 30, 1996	Extensions granted to two election advertising sponsors for filing disclosure reports.