

**Getting Out The Vote: Outreach Strategies to Increase Engagement
and Participation In the 2018 City of Vancouver Election**

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Executive Summary

Introduction

The prolonged decline of voter turnout in Canada, as well as other democratic nations, is a topic of interest and concern among academics, civic organizations, and governments. As Dalton (2008) notes, public participation in politics is “broadly considered to be a defining element of democratic citizenship” and voting is widely considered to be one of the foundational activities of a democracy (p. 78). Common arguments advanced by scholars whose works support increasing political participation, are that higher-rates of participation increases the representativeness of government bodies, and by extension their perceived legitimacy and citizen support for political decisions (Bennett & Resnick, 1990; Michels, 2011; Nakhaie, 2006; Verba, 1967).

Municipal elections are held in the city of Vancouver every four years with residents voting to elect one Mayor and 10 City Councillors; six Park Board Commissioners; and nine School Board Trustees. After declining between the 2002 and 2008 elections, voter turnout in Vancouver has increased from a low of 31% in 2008 to 43.4% in the 2014 election (City of Vancouver, 2014). The higher level of turnout in 2014 correlates with an increase in public outreach leading up to the election, and the Election Office has received direction to further expand outreach programming for 2018. A key driver for expanding outreach is the report released by the Independent Election Task Force established by City Council, which identified continuing to increase voter engagement and turnout as priority actions for the Election Office (Independent Election Task Force, 2017, p. 7).

The purpose of this project is to examine how public outreach programs can be used to increase political participation. The research question is: How can the City of Vancouver use public outreach to increase citizen engagement and participation in the 2018 civic election? Findings and recommendations will be used by the Election Office, to develop a strategic outreach plan with activities to address barriers to voting and increase voter participation in time for the election on October 20.

Methodology and Methods

This project combines various research methods and data sources in order to better understand voter behaviour and barriers to voting. Research was conducted in three phases starting with a literature review of academic and government studies to get a comprehensive overview of topics that are important to the research question, including studies of political engagement, voter behaviour, and factors known to affect voter turnout.

The second phase involved the analysis of demographic data and socioeconomic indicators for Vancouver’s 23 local areas, and comparisons to voter turnout in the 2014 election to look for correlations. Finally, jurisdictional scans of other government election agencies were conducted to identify smart practices used in election outreach programs. Data for the jurisdictional scans

was collected through interviews with outreach program managers at Elections Canada, Elections BC, City of Toronto, and City of San Francisco; and by reviewing program documents.

Key Findings

Findings from the literature review, analysis of demographic data, and jurisdictional scan were complimentary in identifying key barriers to voting, underrepresented populations with low rates of participation, and methods for increasing voter participation through outreach.

A notable finding from the literature review was the lack of a universal theory or model of voter behaviour that can be applied to increase participation in elections. The literature review demonstrated that voter behavior is influenced by a range of social, economic, and physical factors that need to be addressed in order to change voter behaviour in different populations. The review of factors that affect voter participation identified key barriers including lack of knowledge and information, socioeconomic factors, negative attitudes towards the political system, and physical access barriers.

A finding of concern identified in the literature review and analysis of demographic data is that low voter turnout tends to be disproportionately concentrated among certain populations. Comparisons of demographic data and socioeconomic indicators for Vancouver's 23 local areas to voter turnout in the 2014 election showed lower rates of turnout in areas with:

- high proportions of young adults (18-34);
- Indigenous peoples;
- new citizens;
- people who do not speak English;
- people who have low incomes or are homeless;
- renters; and
- people who are socially isolated.

The same analysis showed turnout was higher in neighbourhoods with older populations, as well as areas with higher household incomes and education levels.

The jurisdictional scans provided insight into smart practices for increasing participation in elections. A core set of outreach activities were identified, including consulting with community organizations and service providers to identify barriers; increasing the availability of information and positive social cues to vote by sending outreach staff to events; and forming partnerships with community and non-profit organizations to increase the distribution of information to people in underrepresented groups.

Options to Consider and Recommendations

This report proposes recommendations for expanding the City of Vancouver's election outreach program in 2018. Recommendations are informed by the smart practices identified in the literature review and jurisdictional scans of other election outreach programs. Recommendations were also selected based on their alignment with the Election Offices' objectives to:

- provide accessible and timely election information and services to citizens;
- increase overall voter turnout by improving engagement with low voting communities and demographics;
- reduce barriers for voters with disabilities; and
- be strategic, data driven and innovative (personal communication, 2017).

Key Recommendations

- Develop a project plan to implement the recommendations in this report that includes project timeline, required staff and roles, budget and other required resources.
- Conduct focus groups with City of Vancouver advisory committees and survey local community organizations ahead of the election to improve engagement and collect recommendations for reducing barriers to voting.
- Hire a team of culturally diverse and multilingual outreach staff to attend community events to register voters; educate residents on the roles and responsibilities of the City of Vancouver and elected officials; promote the City's Plan Your Vote tool; and distribute information on how to vote.
- Work with community organizations to increase election awareness, voter registration, and the distribution of informational materials.
- Conduct targeted outreach to populations with low voter turnout, including young adults (18-34); Indigenous peoples; new citizens; people who do not speak English; people who have low incomes or are homeless; persons with disabilities; renters; and people who are socially isolated.
- Consider paid partnerships with organizations that have experience engaging people in low voting demographics like Civix, Check Your Head, and Samara.
- Pilot service agreements with community organizations to run peer based outreach programs targeted to communities that are harder to reach through traditional outreach channels due to trust issues, as well as cultural and language barriers.
- Increase outreach in neighbourhoods that had the lowest rates of voter turnout in the 2014 election: Downtown, Renfrew-Collingwood, Victoria-Fraserview, Marpole, Oakridge, and Strathcona.

- Hire a company to conduct a scientifically valid post-election survey that is representative of Vancouver residents, to better understand reasons for electors voting or not voting; voter experience and satisfaction with the voting process; barriers that are preventing people from voting; and knowledge of the election and sources of information.

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1.0 Introduction

The City of Vancouver is granted authority to hold municipal elections every four years by the Province of British Columbia through the *Municipal Elections Act* and Vancouver Charter. Vancouver has a population of 631,486 residents and approximately 440,000 registered voters (Statistics Canada, 2017), who are eligible to vote to elect one Mayor and 10 City Councillors; six Park Board Commissioners; and nine School Board Trustees.

Voter turnout in the 2014 election was 43.4%, the largest turnout since 2002, when 50% of Vancouver residents voted (Chan, 2014, para. 11). Voter participation in the 2014 election was considered to be successful when looked at in comparison to turnout levels in other years. Voter participation declined between the 2002 and 2008 Vancouver elections, with the lowest turnout in 2008 at 31%, as shown in Appendix 1. The higher level of turnout in 2014 correlates with a number of new strategies implemented by staff aimed at increasing voter turnout, including increasing public outreach; however, no data is available to measure the direct impact of specific initiatives.

Staff in the City's Election Office have received direction from City Council to expand the public outreach program for the municipal election in 2018. The direction comes in part from a report released by the Independent Election Task Force established by City Council in 2016, which identified continuing to increase voter engagement and turnout as priority actions for staff (Independent Election Task Force, 2017, p. 7). As recommended in the report, a new election outreach lead position has been created. The outreach lead is responsible for developing an outreach strategy for the 2018 election and fostering partnerships with local community organizations to "inform all potential voters about the role of local government and the many opportunities to vote, as well as, engage with traditionally low voting communities in Vancouver" (Hagiwara, 2017, p. 4).

This report uses academic research and jurisdictional scans of other government election agencies, to identify smart practices of successful voter outreach campaigns. Research findings will assist in developing an outreach strategy that the election outreach lead can implement to increase public awareness of the election, provide citizens with the information they need to make an informed decision about voting; and, by extension of expanding public outreach, support the goal of increasing voter turnout.

1.1 Background and Problem Definition

Increasing voter knowledge, reducing barriers, and reaching people in diverse communities are key election goals that have been referenced in recent reports to the City. The Engaged City Task Force report stated that increasing electoral engagement among young people, newcomers and new immigrants is foundational to creating a truly engaged city (2014, p. 31); while the Healthy City Strategy lists increasing voter engagement as an important component of community connectedness (2015, p. 11). Members of the Independent Election Task Force also made a number of recommendations related to voter engagement and outreach that are discussed in more detail later in this section.

1.1.1 Review of Election Outreach Campaigns for 2011 and 2014 Vancouver Elections

The outreach strategy for the 2011 Vancouver election included community wide engagement to increase overall voter turnout, with a targeted focus on increasing youth participation. The objectives for the outreach strategy were:

- increase voter turnout above the average 30%;
- encourage participation of youth between the ages of 20-30 in the municipal election;
- register 1,500 new voters; and
- support city wide outreach efforts as part of the overall outreach strategy from the Elections Office (Personal communication, 2017).

In order to achieve the outreach objectives staff attended events, distributed information in high-traffic public spaces, and ran a series of community information events where staff presented an overview of the voting process and the responsibilities of municipal government. There were two distinct phases to the outreach. The first phase ran from the beginning of September into the first week of October and focused primarily on advance voter registrations (Personal communication, 2017). The second phase ran from late October until Election Day on November 19th and focused on giving eligible first time voters information on what to expect at polling stations and ways to get informed (Personal communication, 2017).

The City of Vancouver's election outreach program increased significantly in 2014, with staff implementing several new strategies and initiatives aimed at increasing voter engagement and turnout. New initiatives in 2014 included:

- making voting convenient and easy for voters by introducing a "Vote Anywhere" model;
- increasing voting opportunities by providing more advance voting hours and locations and providing conveniently located voting places on election day;
- enhancing access for persons with disabilities and seniors;
- engaging voters by providing easy to access election information and online tools to assist in voting, as well as implementing innovative communication and social media strategies; and
- strengthening the delivery of the election by enhancing the election official recruitment process, increasing the focus on youth recruitment, and through state-of-the art technology and equipment (MacKenzie, 2014, p. 5).

To help inform as many electors as possible outreach staff developed a list of 280 civic and community organizations that were enlisted to help distribute informational materials. Two months before the election groups on the list were sent posters and postcards with voting dates and information to distribute through their networks (MacKenzie, 2014, p. 16).

Informational materials were also distributed at community celebrations and cultural events. A team of culturally diverse outreach workers attended 33 events in the two months before the election, to raise awareness and increase peoples' knowledge of important voter information including registration, the different ways to vote, eligibility requirements, and how to use the new Plan Your Vote tool (MacKenzie, 2014, p. 19). Outreach workers attended a range of events across the city to engage with diverse groups, including community days in different neighbourhoods, farmers markets, homelessness action week, neighbourhood house activities, events on university campuses, and giving out information around transit hubs (p. 19).

Voter turnout in the 2014 election increased from 34.6% in 2011 to 43.4% (McKenzie, 2015, p.2) While it is not possible to measure the effects of each new initiative implemented in 2014 on voter turnout individually, increased outreach is credited in part for the higher rates of participation. Beyond the new initiatives, the Chief Election Officer acknowledged in the final report that there are factors which affect voter turnout that are beyond the influence of election staff, including how electors feel about the candidates running for office, as well as levels of voter fatigue and apathy (McKenzie, p. 5).

1.1.2 Planning For Outreach in the 2018 Vancouver Election

An Independent Election Task Force was established by Council in 2016, with a mandate to recommend changes “concerning the delivery of municipal elections in the city of Vancouver that will lead to improved public confidence in the electoral processes at the municipal level and increase voter engagement – with a key goal being to increase voter turnout to at least 60% by 2025” (Independent Election Task Force, n.d., How We Work). A key deliverable of the Task Force was to bring citizens' perspectives to the implementation of the six measures of public confidence and voter engagement they identified, which are:

- political equality;
- representation of diverse viewpoints;
- accountability of elected representatives;
- voter satisfaction;
- voter political knowledge; and
- voter turnout (Independent Election Task Force, 2017, p. 9).

In their report the Task Force recommended that the City undertake the following actions to increase voter turnout:

- invest in additional elections outreach resources to develop partnerships and align strategies to deploy the Plan Your Vote tool with civic groups throughout the city;
- implement post-election polling to better understand the effectiveness of the different voter engagement tactics and tools; and

- increase positive voting cues by equipping non-partisan civic groups to use their existing networks to augment overall positive voting cues throughout the City (Hagiwara, 2017, p. 5).

After the Independent Election Task Force presented their recommendations to Council on January 24, 2017, staff were directed to review the report recommendations and report back to Council with an assessment. The staff response to the Task Force's recommendations related to outreach, included committing to hire a dedicated outreach lead who will be responsible for designing and managing a program to inform all potential voters about the role of the City of Vancouver, the many opportunities to vote, and directly engage with traditionally low voting communities (Hagiwara, 2017, p. 4). Additionally the outreach lead is responsible for developing partnerships, increasing positive voting cues, and implementing the City's first post-election survey to gather feedback on voter behaviour and experience (Hagiwara, 2017, pgs. 5 & 6).

In addition to the activities outlined in the report to Council, there are a number of departmental objectives for 2018 that election outreach activities are expected to align with, including:

- providing accessible and timely election information and services to citizens;
- increase overall voter turnout by improving engagement with low voting communities and demographics;
- reduce barriers for voters with disabilities; and
- be strategic, data driven and innovative (J. Nelson, Personal communication, 2017).

1.2 Problem Definition

The general problem this report addresses is lower than desired citizen participation in Vancouver's civic elections. While voter turnout has been increasing since the election in 2008, staff need to build on the innovative work done during past elections in order to work towards the voter turnout goal of at least 60% by 2025 (Independent Election Task Force, 2017, p. 7). To support continued increases in turnout, election staff need to continue working to identify and remove barriers and engage citizens across the city's diverse demographics.

Numerous scholars consider finding ways to improve the voting process and increase participation in elections important goals for maintaining healthy democratic systems (Bennett & Resnick, 1990; Michels, 2011; Nakhaie, 2006; Verba, 1967). Common arguments advanced by scholars whose work supports increasing political participation are that higher-rates of participation increases government legitimacy and citizen support for political decisions.

Gludovatz (2012) writes that high-rates of non-voting affect the political system, as the views of the most partisan citizens become overrepresented and gain unequal levels of influence to advance policies that favour narrow interests (p. 13). This view argues that in a system requiring votes for elected officials to maintain power, the needs of groups with lower-levels of participation can become underrepresented in political decision making.

Based on the theoretical foundation that high-levels of political participation are important for the functioning of healthy and representative democracies, this report uses research and data analysis to identify election outreach smart practices and recommendations for increasing elector participation in the 2018 Vancouver election.

1.3 Project Client

This report is being produced for the Election Office, in the City Clerks Department at the City of Vancouver. The client for this project is Rosemary Hagiwara, Deputy Chief Election Officer, who is responsible for ensuring that elections are conducted in accordance with the governing Vancouver Charter and Election By-law (MacKenzie, 2015, p. 3).

Municipal elections in Vancouver are governed by provincial legislation and some changes to the election process that have the potential to increase participation, including online voting, extending voting rights to permanent residents, and electoral reform, cannot be implemented without permission from the Government of British Columbia. Focusing on the election in 2018, this report limits its recommendations for outreach activities to those that are within the current jurisdiction of the City of Vancouver to implement.

1.4 Project Objective and Research Question

The objective of this project is to examine political participation and voter engagement through public outreach campaigns, in order to develop recommendations for a Vancouver-specific outreach strategy with activities that can be implemented in time for the 2018 civic election on October 20. The research question addressed in this report is: How can the City of Vancouver use public outreach to increase citizen engagement and participation in the 2018 civic election?

1.5 Organization of Report

This report starts with a review of academic research on theories and models of voter behaviour. The literature review is followed by analysis of demographic profiles and social indicators in different neighbourhoods across the city that are compared to voter turnout in the 2014 election. The third section of the report includes four jurisdictional scans of election outreach programs run by government election agencies, including an analysis of patterns of effectiveness. In the final section, insights from the literature review, demographic analysis, and jurisdictional scans are used to inform recommendations for the Election Office to include in the 2018 voter outreach strategy.

2.0 Literature Review

This literature review is focused on academic studies on the topics of political engagement, voter behaviour, and factors known to affect voter turnout. The aim is to present a broad overview of these topics by examining academic literature from industrialized democracies including Canada, the United States, and the United Kingdom. The review is organized by concepts and theoretical frameworks of voter behaviour, followed by factors that affect voter behaviour, and finally the demographic and social determinants of political participation.

Concepts and theories of voter behaviour are broadly classified into rational and non-rational factors that affect voting. The rational theories of voter behaviour considered are: rational choice, political efficacy, voter knowledge, and social capital theory. Non-rational factors that affect voting include norms of citizenship and civic duty, and expressive voting theory.

The section on factors that affect voting looks at studies and surveys of both voters and non-voters that have identified factors shown to have an influence on voter intention and turnout. The final section considers studies that have identified correlations between socio-demographic factors and voting behaviour.

Published journal articles were identified by searching key terms in databases including: Cambridge University Press; Hathi Trust; JSTOR; Sage Journals; Summon 2.0 database; Taylor and Francis Online; and Wiley Online Library. The keywords searched for were: political participation; voter behaviour; voter turnout; voter engagement; political efficacy; political knowledge; barriers to voting; voter and non-voter characteristics. In addition to journal articles the literature review also includes information from surveys conducted by Elections Canada and two studies of voters in Vancouver.

For the literature review the author found a diversity of theories related to voter behaviour, which position voter decisions as dynamic and influenced by a range of social, demographic, and political factors. The author did not find one universal model of voter behaviour, but noted a variety of theories and models that include a spectrum of factors.

2.1 Concepts and Theoretical Frameworks

2.1.1 Rational Choice Model

Standard rational choice explanations of voter participation focus on the costs and benefits of voting to an individual, predicting that a person will decide to vote if the expected benefits from voting exceed the costs (Downs, 1957). In the standard account of this theory “benefit from voting equals the utility difference between the preferred candidate and the alternative, multiplied by the likelihood of being the pivotal vote” (Downs 1957; Tullock 1968; as cited in Gerber and Rogers, 2009, p. 180).

In a survey of non-voters Pammett and LeDuc (2003) operationalized rational choice theory on measures of civic duty, competitiveness of the race, personal importance of voting, and the effect of these factors on how people perceived the value of their vote (p. 22). The survey results

showed a correlation between how valuable people felt their vote was and voting, with two thirds of non-voters reporting feeling that their vote would make “little or no difference in their local constituency” (p. 41).

Thinking of voters as rational actors underscores the importance of understanding peoples’ orientation to the political system and their political choices. For instance, if a person views all political parties as being the same, or a race as not competitive between candidates, they are less likely to vote because both of these orientations will decrease motivation to vote versus taking part in a competing activity.

2.1.2 Political Efficacy

Political efficacy fits within rational conceptions voter behaviour and as defined by Campbell, Gurin, & Miller (1954) is “the feeling that individual political action does have, or can have, an impact upon the political process” (p. 187). The traits associated with political efficacy are categorized as being internally or externally driven, with the concept of internal efficacy capturing feelings of being able to affect political change through skills and knowledge and a sense of duty towards voting (Lambert, Curtis, Kay, & Brown, 1988; Dalton, 2008), while external efficacy is used to look at how people feel about the responsiveness of the political system and the likelihood that they will get the results they want from voting (Southwell & Everest, 1998).

Studies have confirmed that efficacy is a strong predictor of political participation, including people feeling knowledgeable about the political system, understanding the voting process, and being able to achieve a desired result by voting (Lambert, Curtis, Kay, & Brown, 1988; Southwell & Everest, 1998). A study by Pammett and LeDuc (2003) looked at the effects of political efficacy on voting and found that among Canadian voters in the 2000 federal election people were “less likely to cast a ballot if they feel they have no influence over government actions, do not feel voting is an essential civic act, or do not feel the election is competitive enough to make their votes matter to the outcome” (p. 1).

2.1.3 Voter Knowledge

Voter knowledge also falls under the rational model of voter behaviour, and is an important dimension of internal efficacy. Voter knowledge is associated with the concept of information costs and that the more difficult it is for people to obtain information on candidates and how to vote the less likely they are to participate (Lambert, Curtis, Kay, & Brown, 1988; Stewart, MacIver, & Young, 2008). An important implication of research related to voter knowledge is that increasing access to information related to an election can increase participation by lowering the information cost people incur when preparing to vote.

Studies have found close links between levels of education and voter knowledge (O’Neill, 2006; Stewart, MacIver, & Young, 2008). In her assessment of why people with higher levels of education vote more often, O’Niell (2206) notes that “education can provide the skills and knowledge that lower the costs associated with selecting among candidates in elections, with

developing an understanding of political issues and debates, and with assessing the quality of governance” (p. 7).

2.1.4 Social Capital Theory

As described by Nakhaie (2006) social capital describes a person’s depth of community involvement, including number of social connections and membership in different organizations (p. 365), and is considered a rational external factor that influences political decision making. The theory of social capital is based on the idea that community based social networks reduce the costs of political participation through the sharing of information about political parties, candidates, and the electoral process (Smets and Ham, 2013, p. 350).

Social capital theory became of interest to political scholars as a way to look at how changes in civic participation and commitment to civic life affect voter behaviour, including a study by Pammett and LeDuc (2003), which showed that voting is connected to community involvement “to the extent people are declining the opportunities to vote in Canada, they are also illustrating a lowered commitment to the Canadian community” (p. 44). In a 2006 study, Nakhaie looked at the influence of social capital on voter turnout in federal, provincial, and municipal elections in Canada. Using data from the 2001 ‘National Survey of Giving, Volunteering and Participation, Nakhaie found that social networks help build commitment to democratic values and provide opportunities to “organize an individual’s interests in the political process, and to enhance citizen involvement in politics through political information, friendly pressures and influence” (p. 364). Analysis of the survey data also found that the “effects of social capital measures on voter turnout are more consistent than those of socio-economic statuses and demographics” (p. 382). Appendix 2 shows the frequency distribution of voting turnout for all variables in Nakhaie’s study, including religious participation, community rootedness, volunteering and charitable giving.

The next two sections focus on non-rational theories and concepts related to voter behaviour, including how changing norms of citizenship are affecting feelings of civic duty and internal efficacy, and theories of voting as an expression of identity.

2.1.5 Norms of Citizenship & Civic Duty

Drawing on data from the 2005 ‘Citizenship, Involvement, Democracy’ survey, Dalton (2008) found a positive correlation between older Americans and duty-based citizenship norms that decreases in younger generations, but is replaced by an increase in engaged citizenship (p. 83). Analysis of the data showed that people who feel a sense of duty-based citizenship vote because they feel it is the right thing to do, while people with a more engaged sense of citizenship seek out activities that provide more direct access to the political system and the ability to be more self-expressive in communicating their values (p. 82). Instead of voting, politically engaged youth are more likely to be active in more direct forms of political action, including joining community groups to address local problems and contacting political representatives directly through online channels (Dalton, 2008, p. 92).

Findings from the Statistics Canada ‘General Social Survey’ (GSS) support Dalton’s conclusion that a societal shift is taking place between older and younger generations of voters; with feelings of voting as a civic duty declining among youth who increasingly prefer to express their political opinions in different ways. Analyzing data from the GSS, Turcotte notes that voter turnout rates for older Canadians remain high, even among respondents who are less educated and expressed a low-level of interest in politics (pgs. 14 & 15). Conversely voter turnout was found to be low among younger Canadians with the same characteristics, supporting the theory that older voters are more likely to go to the polls out of a sense of civic duty, while younger generations need to feel informed of the issues and more connected to a sense of political action.

2.1.6 Expressive Voting Theory

In contrast to the theories of voters being motivated by rational self-interest, Rogers, Gerber, and Fox (2012), explore conceptions of voting “as self-expressive social behavior that is influenced by events occurring before and after the actual moment of casting a vote” (p. 2). They look at voting as a self-expressive act that lets people display their political and social values, and note that it is increasingly common for people to share their identity as a voter through social media and other public expressions of planning to vote or having voted (p. 14).

An experiment by Bryan, Walton, Rogers, and Dweck (2001), demonstrated that linguistic cues used in ‘Get Out The Vote’ (GOTV) messages are more effective at increasing turnout when they strengthen voter identity. Messages that framed voting as an act of personal identity were found to be more effective than those that talked about voting as a behaviour (p. 1). This finding affirms that voting is seen by many people as a socially desirable activity that is linked to internal and external positive self-images “symbolic of a person’s fundamental character - rather than as simply a behaviour” (p. 1).

2.2 Factors That Affect Voting

This section of the literature review considers the factors that studies have shown affect voter intention and turnout. Researchers agree that voter intention and participation are affected by a range of factors that for most people change over the course of their life. There is also agreement that no single factor on its own is able to explain or predict voter behaviour, and that those who seek to understand and influence eligible voters, need to consider a variety of causal mechanisms including demographic, economic and social indicators.

A survey conducted by Elections Canada after the federal election in 2015, found that the top reasons for not voting among eligible citizens are “not being interested in politics (31.8%), followed by being too busy (23.5%)” (Elections Canada, 2016, p. 2). The table in Appendix 3 shows the full list of percentages of reasons reported for not voting, broadly categorized under “everyday life or health reasons (47.9%), political reasons (39.5%), electoral process-related reasons (7.6%) and all other reasons (5.1%)” (p. 3).

Many of the factors associated with not voting identified in the Elections Canada survey, are also present in Gludovatz’s (2012) study of self-declared non-voters after the 2011 Vancouver election. Gludovatz reported that many non-voters in Vancouver are “disengaged in their

communities, distrust politics, do not understand the role of municipal government, and are mistrustful that voting will make a difference or that the government will represent them” (p. 2). Additionally Gludovatz noted that many voters felt that voting was too complicated because of the large number of political candidates on the ballot, and lack of information about candidates’ political positions (p. 2).

Findings from an Election Day exit poll of voters in Vancouver following the 2005 election also highlight the importance of voters being informed of the candidates and the responsibilities of local government. The exit survey by Stewart, MacIver, and Young (2008), tested the political knowledge of voters and found that of the 664 respondents, the mean voter correctly identified 74% of listed candidates as incumbents or non-incumbents; and on a test of jurisdictional knowledge answered by 645 respondents, the mean voter correctly identified 89% (p. 406). The test results confirmed that Vancouver voters tend to have high levels of political knowledge, and led the authors’ to hypothesize that “increasing non-voters’ political knowledge levels could very well increase their participation rates” (p. 404).

The exit poll survey by Stewart et al (2008) found that talking with friends or family about politics and interacting with neighbours increased knowledge of both candidates and the political system, and that “Education, income, ancestry, home ownership, home language, and place of birth are shown to be related to both knowledge tests” (p. 407). The results also indicated that “Attending a community meeting and reading newspapers are related to incumbent-test scores, while interacting with local government and television viewing habits relate to jurisdiction-test scores” (p. 407).

2.3 Demographic & Social Determinants of Political Participation

The research reviewed for this report illustrates that socio-demographic factors correlate with voting behaviour and that age, education, income, place of birth, and time spent in a community all relate to the likelihood that a person will vote. Socio-demographic findings reported in the GSS include lower rates of voting among eligible voters in the 25-to-34 age group, people with lower levels of education, recent immigrants, parents with children under the age of 5, and Indigenous people (Turcotte, 2015, p. 14). Conversely, the survey showed that “seniors, university graduates, people whose personal income was higher and who were homeowners, and people who were married or in a common-law union” were most likely to have voted (Turcotte, 2015, p. 14). Appendix 4 shows the full list of factors associated with the probability of having voted in the 2013 Canadian federal election.

2.3.1 Age

A number of studies indicate that of all the demographic factors age is the most strongly connected to voter turnout, with participation rates declining down the age spectrum from seniors to youth. Responses collected as part of the GSS showed that of all the demographic factors “age group is the factor with the greatest impact on voting” and that in the 2011 federal election “the proportion of young adults aged 25 to 34 who reported having voted in the last federal election was 70%, compared with 92% of seniors aged 75 and older (a difference of 22 percentage points)” (Turcotte, 2015, p. 14).

Looking at reasons why voter turnout is lower for youth, Pammett and LeDuc (2003) found that over a third of youth reported feelings of not being connected with politics. Reasons for feeling disconnected included: lack of representation; not having enough information on candidates, political parties and issues; or a clear understanding of how political operations affects their lives (p. 51).

Beyond generational differences, age is also used to look at voting behaviour during the different stages of a person's life cycle. Research by O'Neill (2006) found that politics often becomes more important to people at different stages in their life and that significant events like starting a family and purchasing a home increase the likelihood voting as people become more invested in their local community (p. 13).

2.3.2 Education

Studies have confirmed the existence of a link between education and voting. In the 2011 federal election, the voting rate among people with a university degree was "78%, compared with rates of 60% or lower among those with a high school education or less" (Uppal & LaRochelle-Côté, 2015, Age, education and family status). The chart in Appendix 5, shows that having a lower level of education is correlated with lower rates of voting for people of all ages (Turcotte, 2015, p. 14).

In her consideration of the importance of education to political participation, O'Neill (2006) writes that education increases both the cognitive skills and affective determinants that impact the likelihood a person will become a voter, with benefits that include increasing "one's sense of civic duty but also results in higher levels of political efficacy and political interest, which increase the desire to participate" (p. i). The flip side of higher levels of education increasing the accessibility of politics and voting, is that marginalized populations who have less access to education because of socio-economic inequalities, also experience a political information inequality that can limit their participation (Nakhaie, 2006, p. 367).

2.3.3 Economic well-being

A number of factors can be considered in the category of economic well-being including employment, income, and homeownership. A Statistics Canada study on factors associated with voting shows that employed people are more likely to vote than people who are unemployed and suggests that higher amounts of household wealth positively correlate with voting rates (Uppal & LaRochelle-Côté, 2015, Economic well-being).

Uppal & LaRochelle-Côté (2015) found that homeownership and voting are positively correlated, with 71% turnout for home owners versus 54% for renters, and suggests that home ownership can be used as a proxy indicator for household wealth (Economic well-being). Beyond being a source of significant wealth for many Canadians, homeownership has also been shown to correlate with higher turnout because people who own their homes are more likely than renters to be on the registered voters list and receive important voter information by mail (Geys, 2005, p. 644). In addition Geys found that homeowners tend to be more rooted in their

communities and have lower information costs due to their established social networks, and familiarity with local issues and candidates (p. 644).

2.3.4 Family Composition

Studies by Statistics Canada have shown that the presence of young children can negatively affect voter turnout among parents who cite busy schedules as a reason for not voting (Uppal & LaRochelle-Côté, 2015, Age, education and family status). Analysis of the data also showed that voter rates were the most impacted for single parents, as only 36% of single parents with children under five years of age voted, compared to 60% of couples with children in the same age range (Age, education and family status). Another study on the effects of children on voting showed that while people with children are likely to have an increased awareness of social needs and sense of civic duty, they also have less free time to engage in politics and vote (Denver, 2008; Solt, 2008; as cited in Smets and Ham, 2013, p. 350).

2.3.5 Citizenship

Immigration status has been shown to affect voter participation, with recent immigrants less likely to vote than more established immigrants and people who are born in Canada. Uppal and LaRochelle-Côté (2015) reported that voting rates in the 2011 Canadian federal election were “51% for recent immigrants, 66% for more established immigrants and 67% for Canadian-born” (Immigration status). Reasons for recent immigrants voting less are often attributed to differences in political culture, including coming from a country with a non-democratic system of government and the high information costs of learning about a new political system (Immigration status). As Gludovatz (2012) points out, new citizens “have to work harder to obtain and understand municipal political knowledge, and as such have lower-levels of trust in themselves as citizens to make informed voting decisions” (p. 47).

Research by Black (2001) found that voter turnout is lowest among immigrants who recently arrived and that length of time spent in a new country can be a more important factor affecting voter turnout than ethnicity (Immigrants and minorities as voters). This finding is explained by the fact that social capital and political knowledge are both acquired over time for new immigrants, as they work with settlement agencies and integrate into communities.

2.4 Literature Review Summary

In a meta-analysis of individual-level research on voter turnout, Smets and Ham (2013) recognize the “fact that so many different theoretical explanations exist and have found empirical support points to the possibility that multiple causal mechanisms explain turnout and that different causal mechanisms may be prominent for different voters in different contexts” (p. 345). The range of theories and variables shown to affect voter behaviour in this literature review supports the case for political participation being a function of a variety of factors, including demographic, socio-economic status and life cycle explanations.

Some of the theories examined in the literature review position voting as a rational choice (Tullock 1968; Southwell & Everest, 1998; Stewart, MacIver, & Young, 2008), while other

researchers went beyond rational considerations of self-interest to consider the effects of emotion, identity, and social desirability (Dalton, 2008; Rogers, Gerber, and Fox, 2012). In addition to individual attributes, voter behaviour is influenced by events taking place within the electoral context, including the salience of issues, closeness of the competition, and the presentation of a clear difference of choice between candidates (Pammett and LeDuc, 2003).

It is the author's conclusion that outreach strategies intended to increase voter intention and political participation need to account for the various motivations and factors, both rational and non-rational, identified in the literature review. The main concept from the literature that influenced the author's approach to researching voter outreach is the need to account for the demographic and socioeconomic determinants that influence behaviours and decisions related to voting. Table 1 lists the factors associated with voting identified in the literature review.

Table 1 - Factors that are positively and negatively associational with voting.

Factors that are positively associated with voting	Factors that are negatively associated with voting
Political efficacy and feeling connected to the political system	Low interest in politics and feelings of apathy
Feeling informed about political issues, candidates and the voting process	High information costs related to lack of information about political issues, candidates' platforms and how to vote
High level of social capital with strong social and community connections	Being socially isolated or in a marginalized group
Being a senior 65 to 74	Being a young adult aged 25 to 34
Having a university degree	Having a high school education or less
Having a high income	Having a low income
Owning a property	Renting
Being born in Canada or an established immigrant (citizen for more than 10 years)	Being a recent immigrant (within 10 years)
	Being a non-English speaker or having low English language proficiency
	Being a single parent or having children under the age of five

3.0 Methodology and Methods

The methodology for this project is applied research to identify recommendations for increasing political engagement and participation in the 2018 City of Vancouver election. Methods used to identify and develop recommendations include a literature review, analysis of demographic data, and jurisdictional scans of four outreach programs run by government election agencies. The literature review identified key theories of voter behaviour and factors that are known to affect voting. Information in the literature review was used to develop the list of questions used during interviews for the jurisdictional scans of outreach programs, as well as analysis of the outreach programs themselves. The objectives of the research methodology and methods are to identify smart practices and recommendations for the City of Vancouver's 2018 election outreach plan by collecting information on current theories of voter participation and examples of outreach programs. The research done in this report meets the appropriate standards of ethics as outlined by the University of Victoria Research Regulations Involving Human Participants and received approval certificate 17-185, on June 12, 2017.

3.1 Methodology

The purpose of this report is applied research with a focus on contributing to theories to add insight and formulate problem-solving interventions (Patton, 2015, p. 250). The theoretical approach guiding the research is pragmatism (Patton, 2015, p. 152), as the researcher is seeking practical and useful answers that can provide direction for increasing political participation during the 2018 City of Vancouver election.

In this report smart practices are defined as “selective observation of a set of exemplars across different contexts in order to derive more generalizable principles and theories of management” (Overman & Boyd, 1994, p. 69). Smart practices are evaluated to look at their adaptability and relevance in the context of achieving the City of Vancouver's election outreach goals (Manela & Moxley, 2008, p. 12).

3.2 Methods

Research for this report was conducted in three phases. The author started by conducting a literature review of key theories and models of voter behaviour that are used to inform election outreach practices. In the second phase the author gathered data on key demographics and social indicators in Vancouver's 23 local areas that were compared to voter turnout by area in the 2014 election to identify correlations. Demographic data was also used to understand how the smart practices identified in the literature review and jurisdictional scans can be applied to work in Vancouver.

The final research phase involved interviews with election outreach managers in government election agencies, and analysis of outreach program documentation to write four jurisdictional scans. The objective of the interviews and document analysis was to obtain information on current practices in election outreach planning, operation, and evaluation to identify examples of smart practices.

3.2.1 Research Participants

The election outreach programs run by Elections Canada, Elections BC, City of Toronto, and City of San Francisco were selected to study as jurisdictional scans using instrumental-use multiple-case sampling (Patton, 2015, p. 528). These electoral agencies were selected to be part of the jurisdictional scan based on their having an active and documented election outreach program; having experienced an increase in voter participation in a recent election; and serving a diverse electorate that is demographically similar to Vancouver. Before selecting the four jurisdictions, the author did online research of major cities in Canada to look at available information related to election outreach, as well as some large cities in the United States before deciding on the four jurisdictions in the report.

Each participant was emailed a general overview of the project and invitation to participate as seen in Appendix 6. Participants who responded to the invitation were sent a consent form to sign, that included a waiver of confidentiality to have responses attributed to themselves and their employer.

3.2.2 Interview Process

Participants were sent the set of interview questions in Appendix 7, in advance of the phone interview. The questions were used to guide semi-structured interviews and obtain information related to the planning, operation, and evaluation of each organization's outreach program. The author used a semi-structured interview format to facilitate a guided discussion on the research topics, while also allowing for the inclusion of open-ended and probing questions (Walliman, 2005, p. 285). The semi-structured interview format worked well for generating comparable qualitative data, while also giving the author discretion to explore topics not included in the initial list of questions.

The author took hand-written notes during each interview and participants were sent a copy of the comments attributed to them in the jurisdictional studies to review in order to ensure accuracy. Participants requested minor revisions that were made in all four studies.

3.2.3 Data Analysis

Findings from the literature review on political engagement, voter behaviour, and factors that affect voter turnout were used to inform the interview questions used during the jurisdictional scan. Additionally the author looked for parallels between findings in the literature review and the outreach strategies and activities identified in the jurisdictional scans to confirm that the outreach recommendations are supported by academic studies of voter behaviour.

Data from Statistics Canada on key demographics and social indicators in Vancouver's 23 local areas were compared to voter turnout by area in the 2014 election to identify correlations. This data was used to identify general trends between demographics and social indicators, and voter turnout. Acknowledging the limitation of not being able to isolate the effects of a single demographic or social indicator from other characteristics present in local areas, the author

linked findings to complimentary results found in the literature review to strengthen the validity of identified trends.

Content analysis was conducted on the jurisdictional scans to look for patterns of effectiveness and outreach activities were compared to generate cross-case patterns and findings (Patton, 2015, p. 539). Outreach programs and activities were considered successful based on their taking place during an election in which voter participation increased and through confirmation of their perceived effectiveness from outreach managers. The identification of patterns across jurisdictions is used to support recommendations for the City's outreach strategy.

3.3 Limitations and Delimitations

The main limitation of this study is low external validity from the use of purposeful sampling strategies and small sample sizes. There are also many factors that are known to influence voter turnout and in many cases it was not possible to isolate cause and effect relationships between demographics or social indicators and turnout, or specific outreach activity and turnout. In acknowledgement of this limitation, recommendations are provided with in-depth data to consider their effectiveness for use in Vancouver.

4.0 Demographic Profiles of Vancouver Neighbourhoods and Voters

To be effective public engagement and outreach strategies need to be crafted with an understanding of the populations they are intending to engage. Understanding the unique attributes of the people who live in Vancouver's different neighbourhoods, and looking at data on past voting behavior, is foundational to designing an election outreach plan that will effectively deliver information to people across the city's diverse populations.

This section considers demographic information, social indicators, and voter data from the 2014 election to consider how smart practices from the literature review and jurisdictional scans can be adapted to work in the Vancouver context. Basing recommendations for the outreach program on demographic data aligns with the election office's departmental goal of being strategic and data driven.

In this section the author identifies correlations between prominent demographic characteristics of local areas and voter turnout. A limitation of this method is that the effect of a single demographic characteristic on turnout cannot be considered in isolation from other characteristics in the local area, so it is not possible to say with certainty that there is a cause and effect relationship. Acknowledging this limitation, when a correlation between a local area demographic characteristic and voter turnout is noted, the author also links the finding to results from studies in the literature review to strengthen the case that there is a correlation between the variables.

4.1 Vancouver Demographics and Voter Turnout

4.1.1 Voter Turnout

Appendix 8 shows the percentage of registered voters, by local area, who cast their ballot in the 2014 Vancouver election. The turnout by local areas shows generally higher rates of participation in neighborhoods on the west side of the city. Four of the top five neighbourhoods with the highest rates of voter turnout are on the west side, while the two neighbourhoods with the lowest turnout are on the east side. Although turnout tended to be higher on the west side of the city than the east side, there were some exceptions like the west side neighbourhoods of Oakridge and Marpole, which both had low rates of voter participation.

Dunbar-Southlands had the highest turnout at 57.4%, followed by West Point Grey and Riley Park. The lowest voter turnout was Downtown with 34.1% voter turnout, followed by Renfrew-Collingwood and Victoria-Fraserview.

4.1.2 Age

Appendix 9 shows median age distributions across Vancouver neighbourhoods ranging from a low of 36 to a high of 49 years-of-age. Overall the population in Vancouver is aging with the highest median ages by neighbourhood in Strathcona, Oakridge, Shaughnessy, Arbutus-Ridge, and Kerrisdale (City of Vancouver, 2015a, p. 11). Downtown and Mount Pleasant have the

youngest median ages, with half of their residents under 36, followed by Kitsilano, the West End, and Sunset.

The chart of voter turnout by age in Appendix 10 shows that voter participation in 2014 was consistently higher among older voters. Adults aged 45-54 cast the most ballots while people 65 – 74 had the highest voter turnout at 58.4%. Youth aged 18-24 cast the smallest number of ballots, while people in the 25-34 age group had the lowest voter turnout at 31%. Another interesting finding in the data is that while 25-34 year-olds had the lowest rate of voter turnout, they also had the highest percentage of registered voters. These findings related to voter turnout and age are consistent with responses collected as part of the GSS survey, which found that of all demographic factors age group has greatest impact on voting (Turcotte, 2015, p. 14).

4.1.3 Indigenous People in Vancouver

Vancouver is located on the unceded homelands of the Musqueam, Squamish, and Tsleil-Waututh First Nations, and the city has a sizable urban Indigenous population comprised of people with diverse identities. Appendix 11 shows that in 2011, the neighbourhoods with greatest estimates of Indigenous people, were found in Dunbar-Southlands (where the Musqueam Indian Band reserve land is located), Grandview-Woodland, Strathcona, the Downtown Eastside, and Mount Pleasant (City of Vancouver, 2015a, p. 21). In 2011 there was an estimated total of 12,000 Indigenous people in Vancouver and 775 living on the Musqueam reserve land (p. 21).

A comparison of areas in Vancouver that have high estimates of Indigenous persons, with the map of voter turnout shows a correlation between areas with high proportions of Indigenous persons and lower turnout. This correlation was strongest in the Downtown and Strathcona neighbourhoods. While there are numerous other demographic and socioeconomic factors that are relevant to turnout in these areas, the existence of a correlation is supported by the results of the GSS, which reported that lower voting rates were observed for Indigenous people in Canadian federal elections (Turcotte, 2015, p. 14).

4.1.4 Immigration Status

Of the municipalities in Metro Vancouver in 2011, Vancouver was the city with the greatest total number of recent immigrants. In 2011, approximately 42,000 people living in Vancouver had arrived in Canada within the past five years (City of Vancouver, 2015a, p. 25). Appendix 12 shows the neighbourhoods with the highest concentrations of new immigrants (arrived within the last five years), with the highest percentages in Arbutus Ridge, Kerrisdale, and Sunset. A comparison of these neighbourhoods to the map of voter turnout in the 2014 election shows a correlation between higher proportions of recent immigrants in a neighbourhood and lower voter turnout, including Arbutus Ridge, Sunset, Downtown, Oakridge, and Marpole.

The observation of a correlation between the number of recent immigrants in a neighbourhood and turnout is supported by findings from research by Uppal and LaRochelle-Côté (2015), which found that immigration status affects voter participation, with recent immigrants less likely to vote than more established immigrants (Immigration status).

4.1.5 Language

A diversity of languages are spoken in Vancouver with “94 individual mother tongues, and 93 individual languages mainly or regularly spoken at home” (City of Vancouver, 2015a, p. 27). Appendix 13 shows the top ten languages spoken at home in Vancouver.

Of the 15 largest cities in Canada, in 2011 the largest proportion of residents unable to converse in English or French were residents of Vancouver. Approximately 8% (46,000) residents did not speak English or French, with the highest rate of non-ability in official languages among seniors (City of Vancouver, 2015a, p. 28). Appendix 14 shows the percentage of population without knowledge of English or French by local area, with the highest concentrations noted on the east side of Vancouver in Renfrew-Collingwood, Kensington-Cedar Cottage, Victoria-Fraserview, and Hastings-Sunrise (City of Vancouver, 2015a, p. 29).

When looked at in comparison to the map of voter turnout, there is a correlation between lower rates of voter turnout and areas that have higher percentages of residents without knowledge of English or French, particularly in the areas of Strathcona, Victoria-Fraserview, and Renfrew-Collingwood. This finding fits with the results of a survey of Vancouver voters by Stewart, MacIver, and Young (2008), which found a statistical relationship between people who do not speak English having lower knowledge of both candidates and the political system than people who do speak English (p. 407).

4.1.6 Income and Education

Compared to other large Canadian cities, Vancouver has the highest rate of people with low incomes at 20% of tax filers in 2012 (City of Vancouver, 2015b, p. 9). In 2010, 15% of individuals in Vancouver fell into the bottom 10% of Canada’s income distribution, while 14% were in the top 10% (City of Vancouver, 2015b, p. 7). While the highest concentrations of individuals with incomes in the top 10%, and people with post-secondary degrees, live on the west side of the city, the map in Appendix 15 shows that people in the bottom 10% of nationwide incomes live in neighbourhoods across the city and are not just confined to the east side.

An overall correlation was observed between areas with higher incomes and people with post-secondary education, and higher voter turnout as seen in West Point Grey, Dunbar-Southlands, and Kerrisdale. In comparison, Strathcona, Downtown, and Oakridge, the three neighbourhoods with the highest proportions of people in the bottom 10% of Canada-wide family incomes, had the lowest rates of voter turnout in the city. These findings are consistent with research by Uppal & LaRochelle-Côté (2015) and Turcotte (2015) that confirmed a correlation between lower levels of income and voting.

4.1.7 Social Connections and Civic Engagement

A 2011 report by the Organization for Economic Co-operation and Development found that in Canada there are “significant differences in the scope and strength of social support networks between different demographic and socio-economic groups” and that lower-income groups, older

persons, and people with less education tended to report weaker social support networks and were at higher risk of social isolation (City of Vancouver, 2015c, p. 3). A survey by the Vancouver Foundation in 2012, found that in Metro Vancouver “groups reporting the weakest level of social connectivity were people aged 25-34, newcomers and people living in high-rise apartments” (City of Vancouver, 2015c, p. 3).

Additionally, Vancouver has the third highest proportion of persons living alone among large Canadian Cities at 17% in 2011 (City of Vancouver, 2015a, p. 18). As shown in Appendix 16 the largest concentrations of persons living alone in Vancouver are in areas near the downtown core, with the highest percentages in the West End, Downtown, Strathcona, and Fairview (City of Vancouver, 2015a, p. 18). When analyzed in comparison to the map of voter turnout, there is a correlation between areas with higher percentages of persons living alone and lower rates of voter participation, including the West End, Downtown, Strathcona, and Marpole. The observation of this correlation is supported by the findings of a study by Nickerson (2008), which reported voting is contagious among cohabitants and that people living alone are less likely to have a plan to vote (p. 54).

4.1.8 Voter Registration

The graph in Appendix 17 shows the neighbourhoods with the highest number of registrations at polling stations on Election Day. When compared with the map showing the proportion of people renting in different areas of the city in Appendix 18, a correlation is observed between neighbourhoods with higher proportions of renters having more unregistered voters than areas with more homeowners. The observation of this correlation was strongest in the areas of Downtown, West End, Mount Pleasant, Grandview-Woodland, and Fairview. Finding this correlation fits with the research by Geys (2005), which found that homeownership is positively correlated with voting and that people who own their homes are more likely than renters to be on the registered voters list and receive important voter information by mail (p. 644).

4.2 Summary of Data Analysis

When voter turnout is compared with the demographic data and social indicators collected for local areas around Vancouver, correlations can be observed between higher rates of voter turnout and neighbourhoods with older populations, as well as areas with higher household incomes and education levels. Turnout tended to be lower in neighbourhoods with higher proportions of young adults (18-34); Indigenous peoples; new citizens; people who do not speak English; people who have low incomes; renters; and people who live alone.

With turnout in neighbourhoods across Vancouver ranging from a low of 34.1% to a high of 57.4%, election staff will need to increase participation in all neighbourhoods in order to achieve the turnout goal of 60% by 2025. The findings from this demographic and socioeconomic analysis of voters in Vancouver has implications for both where and how election outreach should take place that are discussed in depth in Section 6.0.

5.0 Findings: Voter Engagement and Outreach Jurisdictional Scans

Research for jurisdictional scans was conducted to explore how other government election offices (municipally, provincially, and federally) engage electors in their jurisdictions. The four jurisdictional scans below look at the planning, operations and evaluation of outreach programs run by Elections Canada, Province of BC, City of Toronto, and City of San Francisco.

Data included in the jurisdictional scans was gathered through interviews with outreach program managers and reviewing program reports and other documentation.

5.1 Elections Canada - Voter Outreach in the 42nd General Election

Elections Canada, is an independent, non-partisan agency that reports directly to Parliament. Outreach is part of the organization's mandate including conducting public information campaigns on voter registration and voting; and running education programs for students on the electoral process (Our mission, mandate, values, n.d.).

Outreach and electoral engagement are central to the work of Elections Canada, providing residents, including 25,939,742 eligible voters, with “electoral education and information activities so they can make informed decisions about their engagement in the electoral process” and working to “improve the electoral framework by consulting and sharing electoral practices with other stakeholders” (Office of the Chief Electoral Officer, 2016a, p. 15).

5.1.1 Outreach Planning

Elections Canada operates under the *Fair Elections Act*, which restricts staff from doing any outreach activities designed to address voter motivations. Under the statute, the activities of outreach staff are restricted to informing voters, addressing administrative and access barriers, and educating students on broader issues related to the importance of voting (L. Drouillard, personal communication, July 28, 2017). Working within these parameters the main goal of outreach is to inform all Canadians about the election, including when and where to vote, through the Electoral Reminder Program (ERP) (L. Drouillard, personal communication, July 28, 2017). See Appendix 19 for a summary of Electoral Reminder Program activities.

Target demographics of underrepresented voters were identified by researching academic studies; reviewing administrative data collected from voters, including riding and census data mapping; and post-election surveys of voters and non-voters to get insights into the experiences of different demographics (L. Drouillard, personal communication, July 28, 2017). In the *Survey of Electors Following the 42nd General Election*, Elections Canada used an oversampling method to understand the experiences of people in groups that are historically underrepresented including young adults, Indigenous electors, people born outside of Canada, and people with disabilities (Hughes, 2016, p. 1).

In 2015, Elections Canada chose to use a more streamlined set of outreach materials with universal messages in order to focus more on translation and formatting. Community relations officers (CROs), were relied on to deliver more targeted messaging to people who are less

knowledgeable of the electoral process; less likely to have the identification required to vote; and less likely to be registered and receive information by mail (Office of the Chief Electoral Officer, 2016b, p. 37). Planning for targeted outreach involved identifying community organizations and the populations they serve in order to let them know about special services of interest to their members, like talking to organizations representing persons with disabilities about the availability of accessible voting tools and services (L. Drouillard, personal communication, July 28, 2017).

The only groups that had national messages targeted to them in 2015 were students and First Nations. Students received information on how to vote, including the rules for voting when living outside of the riding they are registered in. Materials for students included the “Get Ready to Vote” and “Four Different Ways to Vote” collateral pieces shown in Appendixes 20 and 21. Indigenous electors received targeted messages about changes to voter identification requirements that made it more difficult for people prove their address (L. Drouillard, personal communication, July 28, 2017).

5.1.2 Program Operation

Head office staff began doing outreach for the election in January, 2015, contacting partner organizations and finalizing service contracts (L. Drouillard, personal communication, July 28, 2017). At the national level staff focused on developing partnerships with umbrella organizations that are able to share information with community groups across Canada (L. Drouillard, personal communication, July 28, 2017).

The outreach program was supported by 60 groups, including other departments that shared election materials. Starting in spring 2015, partners “helped to distribute more than 11 million hardcopy information products and held 105 events to inform target groups on when, where and the ways to register and vote” (Office of the Chief Electoral Officer, 2016b, p. 39). Within the Government of Canada the Citizenship and Immigration Office supported outreach by distributing over 10,000 information kits to new Canadians at Citizenship Ceremonies, while Service Canada put out postcards and posters, and added digital banners to their screens at service points (L. Drouillard, personal communication, July 28, 2017).

Staff also managed paid contracts with the organizations below to provide outreach services including distributing materials and giving presentations:

- Samara Vote PopUp to engage new voters using a simulated voting experience to demystify the process;
- Assembly of First Nations to research community specific barriers and distribute relevant information to band administrators;
- Canadian Ethnocultural Council to distribute information to cultural organizations across Canada in multiple languages;
- Canadian National Institute For The Blind to distribute informational materials in braille and other formats; and

- ABC Life Literacy to create plain language materials distributed to persons with low levels of literacy (L. Drouillard, personal communication, July 28, 2017).

Key election messages were communicated in phases to support important activities in the election calendar. Key messages included:

- Phase 1 – Registration (September 1 to October 1);
- Phase 2 – Receipt of voter information cards (October 2 to 6);
- Phase 3 – Advance polls (October 7 to 12); and
- Phase 4 – Election day (October 13 to 19) [(Office of the Chief Electoral Officer, 2016b, p. 42)].

Using the message calendar allowed Elections Canada staff and partner organizations to coordinate and focus communications on important actions, instead of trying to deliver all of the information at once. Key messages were communicated through advertisements in traditional media, on social media, in Electoral Reminder Program materials, and through 60 partner organizations.

Elections Canada increased the amount of information available online in 2015, with the use of videos and infographics; providing accessibility information on polling stations; and a new voter lookup and registration tool (L. Drouillard, personal communication, July 28, 2017). Through a partnership with Facebook, Canadians of voting age received a special message in their newsfeeds on Election Day encouraging them to declare their status as a voter and get more information by being redirected to the Elections Canada website. During the campaign 814, 373 Facebook users clicked the “I’m a Voter” link and over 150, 000 people clicked for more information (Office of the Chief Electoral Officer, 2016b, p. 40).

At the electoral district level CROs focused on making connections with seniors groups, long-term care facilities, and organizations serving homeless persons. CROs were responsible for connecting people who experience high-barriers to voting directly with voter services like mobile polls, and focused their outreach on people who are less likely to receive information about voting from print or online sources (L. Drouillard, personal communication, July 28, 2017).

CROs were active during a three week period leading up to the election setting up kiosks; making presentations; hosting discussion groups; distributing informational materials; and liaising with local organizations and facilities. In total, 1,201 CROs were hired to do outreach and equipped with tool kits that included informational materials, PowerPoint presentations, Electoral Reminder Program materials, t-shirts, and pens (Office of the Chief Electoral Officer, 2016, p. 39).

5.1.3 Targeted outreach example: Facilitating First Nation Information on Voting

Elections Canada partnered with the Assembly of First Nations (AFN) to inform their members about the election and conduct research to fill information gaps (Assembly of First Nations, 2016, p. 2). Research shows that Indigenous people have a lower rate of voter participation than

the overall Canadian population (44% compared to 61.4% between 2004 and 2011), and qualitative data gathered by the AFN “suggests that numerous barriers contribute to this outcome, including a lack of culturally relevant information (e.g., political and language barriers), the need to prove residency and identification, and a lack of information regarding Elections Canada programs and services” (p. 4).

In addition to previously identified barriers, identification requirements for voters changed in 2014. The changes prohibited the use of voter information cards (VIC) as a piece of identification, and electors could no longer be vouched for if they had no identification (Office of the Chief Electoral Officer, 2016b, p. 29). These changes made it imperative for Elections Canada to ensure that information about the new requirements was being received in Indigenous communities, as the attestation process that replaced vouching and the exclusion of the VIC as a piece of identification made it more difficult for many Indigenous electors, especially people living on reserve, to prove their civic address (Assembly of First Nations, 2016, p. 9).

Outreach activities and key messages developed specifically for Indigenous electors and delivered through AFN communication channels and community networks included:

- fact sheets highlighting critical information, including changes to the identification and vouching rules and the availability of the Letter of Confirmation of Residence (Assembly of First Nations, 2016, p. 11);
- YouTube “how to” video for both electors and band administrators (Assembly of First Nations, 2016, p. 10);
- in-person outreach to deliver key messages, listen to concerns, and let people know they can request a polling station for their community (Assembly of First Nations, 2016, p. 11);
- hiring 285 Indigenous elders and youth to work at polling places to explain the voting process, answer questions, and provide interpretation services (Office of the Chief Electoral Officer, 2016b, p.29); and
- pre and post-election surveys used to measure the impacts of AFN and Elections Canada outreach efforts, and provide data on First Nation experiences during elections (Assembly of First Nations, 2016, p. 16).

Survey results indicate the outreach campaign with AFN was successful, with 74% of Indigenous respondents indicating they felt very knowledgeable of where and when to vote, while only 1% considered themselves to be not knowledgeable (Assembly of First Nations, 2016, p. 28). These results compare favourably to results from previous elections in which 41% of respondents considered themselves very knowledgeable, while 10% rated themselves as not knowledgeable (p. 28).

5.1.4 Targeted Outreach Example: Engaging First Time Voters with Samara

Elections Canada collaborated with Samara Canada on the Vote PopUp program targeted to first-time voters. A downloadable Vote PopUp kit was available online so community groups could

recreate a polling place to foster interest in the election and demystify the voting process (Beebe & Marti, 2015, p. 4). Elections Canada supplied ballot boxes, voting screens, and informational materials so community organizations could create the experience of voting at a polling place and give out accurate information (p. 4).

While Vote PopUp addressed the mechanics of voting, by getting participants to cast ballots, staff also engaged participants in discussions about the issues that matter to them and helped connect their interests and concerns to the electoral process to make the experience meaningful (Beebe & Marti, 2015, p. 4).

In the 104 days the tool kit was available before the election, it was downloaded by 456 people in 76 towns and cities across the country. Over 300 community groups were involved in Vote PopUp activities in varied locations including homeless shelters, settlement agencies, mobile libraries, and farmers' markets (Office of the Chief Electoral Officer, 2016b, p. 39).

5.1.5 Program Assessment

Outreach activities were part of the larger ERP program, which was evaluated using surveys measuring changes in knowledge of the election, how to vote, and perceptions of trust in Elections Canada as the main source of information (L. Drouillard, personal communication, July 28, 2017).

The list below shows the frequency of activities undertaken as part of the ERP:

- partnerships with 59 civic and community organizations;
- 1,201 community relations officers worked with youth, seniors, Indigenous Canadians, homeless person and ethnocultural communities;
- more than 11 million hardcopy information products distributed;
- 105 events to inform target groups on when, where and the ways to register and vote;
- voter identification requirements and voter's guide published online in 31 heritage and 12 Indigenous languages; and
- targeted multimedia advertising including 489 digital screens on university campuses and reaching ethnocultural audiences through 100 print publications in 30 different languages (Office of the Chief Electoral Officer, 2016b, pgs 38, 39, 41, & 42).

The ERP evaluation found that elector knowledge of registration and the voting process increased significantly over the course of the election period with 44% of respondents reporting feeling well informed about where and when to vote just after the election was called, which increased to 86% in the post-election survey (Office of the Chief Electoral Officer, 2016c, p. 12). Measures of knowledge regarding the various ways to vote showed that 62% of respondents felt well informed at the start of the ERP program and that by the end of the campaign this proportion increased to 73% (p. 12). Evaluation results also showed that electors' perception of Elections Canada as a key source of trusted information increased during the campaign from

34% to 45%, which also marks an increase over the 30% observed following the 41st general election (p. 14).

17,711,983 people voted in the 42nd general election on October 19, 2015, resulting in the highest voter turnout (68.3% of eligible voters) in more than 20 years (Office of the Chief Electoral Officer, 2016a, p. 1). While Elections Canada reports voter turnout for each election it is not a performance indicator for the outreach program, as the organization's mandate is to inform electors about voting.

Evaluation reports were also conducted with partner organizations. A key piece of feedback received from partners was the importance of communicating registration and voter information separately to avoid confusion and the recommendation to start outreach earlier (L. Drouillard, personal communication, July 28, 2017).

5.2 Elections BC - Voter Outreach in the 2017 Provincial Election

Elections BC is the independent, non-partisan Office of the Legislature responsible for administering electoral processes across British Columbia and managing public outreach. In the lead-up to the Provincial General Election on May 9, 2017, Elections BC staff implemented a strategic outreach program designed to remove administrative barriers to electoral participation for all eligible voters, while also targeting outreach to historically underrepresented groups whose members face more barriers to voting.

The outreach program was designed to remove barriers for the 3.4 million eligible voters in BC, by encouraging people to register and update their registration; promoting election employment opportunities for individuals across British Columbia, especially youth; and raising awareness of voting dates, locations, and identification requirements (M. Callas, personal communication, June 29, 2017).

5.2.1 Outreach Planning

The planning and execution of Elections BC's "Strategic Outreach and Public Education Plan", was a collaboration between the departments of Communications, Executive Services, Human Resources, and Electoral Operations as shown in Appendix 22. Communications staff supported outreach through the production of informational materials, as well as raising awareness of the election through traditional advertising channels and social media.

HQ Outreach was responsible for developing and managing the overall outreach strategy, the new Youth at the Booth program, and developing partnerships with community organizations. An outreach coordinator was hired in June 2016, to develop a formal strategy that "identifies target groups and organizations, how they are connected to individuals with identified barriers to electoral participation, and specific engagement strategies" (A. Foster, personal communication, May 9, 2016). Through research it was determined that targeted outreach efforts would be focused on reaching people in the populations below, through partnerships with service providers and educational presentations:

- post-secondary students;
- youth (18-24 years old);
- new Canadians;
- individuals who are homeless;
- Indigenous people; and
- people with disabilities (A. Foster, personal communication, May 8, 2017).

During the planning phase the outreach coordinator organized meetings with stakeholders to discuss barriers to voting, how to best deliver information, and issues of importance to community members. Feedback from stakeholder meetings was used in the development of informational materials for outreach to target populations based on their needs and identified barriers to voting. Examples of information being tailored to specific groups include focusing communications to people experiencing homelessness on registration and identification requirements; informing new Canadians that voter registration and voting materials are available in 16 languages; and promoting voter registration and the Youth at the Booth employment program at high schools (M. Callas, personal communication, June 29, 2017). Elections BC staff also helped create resources for people with low literacy skills that were made available in *The Westcoast Reader* newspaper for adult learners of English.

District electoral officers (DEOs) working in Electoral Operations contributed to outreach activities at the local level by preparing profiles of their electoral districts. DEOs worked from the bottom up in communities collecting information used to complete ED Profile Work Packages that included:

- general description of the electoral district, including geography, demographics, population; remote locations, and high mobility areas;
- inventory of post-secondary institutions, First Nation communities and Friendship Centres, ethnocultural communities, homeless facilities, and site-based voting areas; and
- accessibility review of voting places for advance, general, or mobile voting (M. Callas, personal communication, July 5, 2017).

The information collected by the outreach coordinator and DEOs was used to help determine how to strategically provide electoral information, registration services, and voting opportunities to different groups across every district. The information also informed background sheets containing details about organizations or communities and their previous contact with Elections BC. The background sheets were provided to senior staff to review before attending meetings or making presentations at community events; a practice that helped strengthen relationships (A. Foster, personal communication, June 29, 2017).

5.2.2 Program Operations

Elections BC ran two major Communications outreach campaigns leading up to Election Day. Outreach started with a voter registration drive using the “I Register” theme, and was followed

by the “I Vote” general election awareness campaign. Activities to support both campaigns were targeted to a universal audience of all eligible voters, with additional programming taking place to ensure information was reaching people in the target groups with the greatest barriers to participation. The strategy of running two outreach campaigns helped ensure that everyone in BC, including people in groups that are harder to reach through mainstream media channels, had the information required to register and vote if they chose to do so.

DEOs implemented outreach plans in their districts to support the two major communications themes by providing people with information on registration, employment opportunities, identification, and voting. Outreach operations in districts included registration drives and attending events to connect with target groups.

During the registration and information campaigns the outreach coordinator worked to engage partner organizations in assisting the spread of information among their networks. A key component of the outreach program involved engaging with organizations that provide services to individuals with identified barriers to electoral participation and leveraging their existing networks for the purposes of providing voter registration information; increasing awareness of voting processes, different ways to vote, identification requirements; and promoting employment opportunities (A. Foster, personal communication, May 9, 2016).

Partners who were identified as being able to provide services to individuals with barriers to electoral participation were formally contacted by email or with a letter inviting them to support outreach activities, and follow up phone calls were made to assess interest and arrange meetings. Over 500 letters were sent to organizations across the province, including public libraries, Service BC offices, BC Housing offices, Chambers of Commerce, and organizations that serve new Canadians (M. Callas, personal communication, June 29, 2017). These organizations were a critical link to ensuring information about voting, identification, registration, and jobs were communicated to their clients/members.

Staff found that presentations worked best when scheduled to take place as part of an event or workshop that was already planned. This approach helped ensure audiences for presentations and by partnering with service organizations presenters were able to focus their material on specific needs. An example of this partnership approach is working with Inclusion BC to give a presentation on accessible voting options at one of their workshops (M. Callas, personal communication, June 29, 2017).

Elections BC also established formal agreements with organizations able to provide services province-wide, and have established relationships with target communities. Agreements were undertaken with Check Your Head and CIVIX to engage youth; Samara Canada’s Vote PopUp program, which demystifies the voting process for new voters; and *The Westcoast Reader*, which is a source of information for individuals with low literacy and adult learners of English (A. Foster, personal communication, May 8, 2017).

5.2.3 Targeted Outreach Example: Indigenous Outreach

The outreach coordinator contacted Métis and First Nation organizations via letters and email. As a result, Elections BC staff met with and gathered feedback from representatives from the First Nations Leadership Council; BC Assembly of First Nations; First Nations Summit; and the Union of BC Indian Chiefs. Discussion topics included voter registration, identification requirements, the voting process, and the best ways to share information with community members. At the meeting, Elections BC also sought feedback on the event strategy as it related to First Nation communities and invited ongoing communication and feedback. Insights from the meeting and further conversations included the importance of representation in materials to members of Indigenous communities and a preference for receiving information by fax. Based on this feedback and the experience of Elections Canada in 2015, Elections BC provided informational materials to include in the First Nations Leadership Council's 2017 Election Package, which they distributed via fax, online, and in print, and included images of Indigenous people in other materials as seen in Appendix 23 (A. Foster, personal communication, May 8, 2017).

5.2.4 Targeted Outreach Example: Youth

Elections BC engaged youth through their new Youth at the Booth employment program, and formal partnerships with CIVIX and Check Your Head. Over 200 schools participated in the Youth at the Booth program, which offers high school students (15 years and older) employment opportunities to work as election officials at voting places. The goals of the program are to engage youth in the electoral process, while Elections BC also benefits from the skills these young people bring (M. Callas, personal communication, June 29, 2017). Appendix 24 shows stats of the number of youth working as election officials for the last four elections. While there was a significant increase in youth worker participation in 2017 that correlates with the implementation of the Youth at the Booth program, it is not possible to confirm that the increase is a direct result of the program.

To engage and inform youth, Check Your Head distributed Elections BC's informational materials, assisted youth in registering to vote, organized a field trip for youth to attend all-candidate debates, and organized a youth voter engagement event where youth learned about the election, the voting process, and the issues from a non-partisan perspective.

CIVIX engaged youth in a parallel election, giving students around the province who are under the voting age the opportunity to vote for the same candidates who were running in the general election. Through the program students got to learn about government, research the parties and candidates, and experienced voting (A. Foster, personal communication, May 8, 2017).

5.2.5 Targeted Outreach Example: People with Disabilities

Elections BC worked with a number of accessibility organizations, including Access for Sight-Impaired Consumers and Disability Alliance BC, on the development of a telephone voting option for voters who have vision loss or who have a disability that restricts their ability to vote

independently at other voting opportunities. This provided an additional option for voters who have difficulty leaving their homes due to a disability. The telephone voting option was promoted using recorded audio messages on the CNIB Voice Blast network and via distribution channels within the accessibility community. Over 1,050 voters called to cast their ballots via telephone.

5.2.6 Program Assessment

Elections BC tracks quantitative measures of estimated activity frequencies:

- 2 million enumeration notices sent to households in BC;
- targeted door-to-door enumeration resulted in over 80,000 voter registration lookups, including 6,000 new registrations and 16,000 updates;
- over 500 registration drives in community spaces;
- 55 visits to post-secondary institutions;
- Outreach visits in 125 First Nations; packages with voter information sent to First Nation communities that the DEOs were not able to contact or no outreach was planned;
- site-based voting at 620 long-term care facilities;
- 65 visits to local homeless shelters;
- over 200 schools participating in Youth at the Booth;
- letter campaign to 500+ organizations encouraging them to share information with their members;
- distribution of hundreds-of-thousands of informational pamphlets, bookmarks, maps and other items to organizations across the province; and
- four formal partnership agreements (A. Foster, personal communication, May 8, 2017).

While Elections BC tracks and publishes voter turnout numbers, it is not used as a measure for judging the success of the outreach program. The objective of the outreach program is not to increase voter turnout, which is driven by many factors that outreach is not able to impact, but to get information into the hands of voters and remove administrative barriers to voting so people can vote if they choose to (A. Foster, personal communication, June, 29, 2017).

In the future Elections BC plans to increase its in-house outreach and public education capacity, with a mandate to focus on creating a long-term strategy that supports civic education and partnerships. The outreach team also plans to collaborate with schools to develop new digital civic education tools for teachers (A. Foster, personal communication, May 8, 2017).

5.3 City of Toronto Election Services - Voter Outreach in the 2014 General Election

The Municipal Elections Act, 1996 (MEA) requires the City Clerk to prepare for and conduct the City's elections for municipal council and school boards every four years, with the most recent general election on October 27, 2014 (Election Services, 2014a, p. 21). Working out of Election Central, the City of Toronto outreach team is responsible for engaging, informing, and educating Toronto's 1.8 million eligible voters (Election Services, 2014a, p. 6).

For the 2014 election, the outreach program was designed to raise awareness of voting opportunities and the different services provided by the City of Toronto. To increase awareness outreach staff distributed information at events and through partner organizations; staff also worked to make voting more accessible by identifying and removing barriers for people in groups with higher barriers to voting, including persons with disabilities.

5.3.1 Outreach Planning

The election outreach team was responsible for developing and managing the outreach plan including key messages, fostering partnerships with community organizations, and identifying groups of electors to engage through intentional outreach. The main objectives of the 2014 outreach program were:

- raise awareness of the election and give people the information they need to exercise their right to vote;
- build partnerships with community organizations and people already doing outreach work in the city;
- engage residents in learning about the election at events; and
- make the voting process accessible (C. Boughannam, personal communication, July 27, 2017).

While the outreach objectives are universal applying to all residents, outreach staff focused on engaging the following demographics.

- tenants;
- students and youth (including youth outside of the school system);
- educators;
- homeless persons;
- persons with disabilities;
- seniors;
- residents of long-term care facilities; and
- ethnocultural groups (C. Boughannam, personal communication, July 27, 2017).

Based on the outreach objectives, Election Services focused their effort on educating residents on eligibility to vote, where and how to vote and to inform them of the voting process. Getting on the Voters List and advance vote days were also important messages. Increasing awareness of the different ways to vote fit within the strategy of making voting more accessible for people who indicate they are too busy to vote or will be out of the city on Election Day.

Staff tailored messages to each of the intentional outreach groups as shown in Table 2.

Table 2 – Examples of targeted election messages

Tenants	Call to action for tenants to check that they are on the voters list at their current address
Homeless persons	Information about identification requirements and how to vote for people who do not have a permanent address
Persons with disabilities and seniors	Information on accessible voting options
Youth	Information for first time voters Promotion of election employment opportunities in high schools through the Student Connect program and at youth employment agencies to reach youth outside of the school system
University students	Registering to vote, identification requirements, and eligibility to vote while temporarily staying outside of the riding they consider to be their home

(C. Boughannam, personal communication, July 27, 2017).

In addition to targeted messages, staff addressed communication barriers by having materials translated into 24 different languages. Translated materials were available online, from staff at events, and people could request printed copies be mailed to them (C. Boughannam, personal communication, July 27, 2017).

Between elections, staff organized community consultations to continuously identify barriers to voting, and researched new processes and technologies that can be used to improve the voting process. Important feedback from consultations included that it may create a negative voting experience for homeless people if they have to declare they do not have a permanent address. Staff plan to address this by working with the City's Shelter Support and Housing Administration division to provide letters to shelter residents that can be used as identification. (C. Boughannam, personal communication, July 27, 2017). Staff also heard from university students that they find it challenging to prove their address if they live in residence and often feel confused about their eligibility to vote if they are temporarily staying outside of the riding they live in (C. Boughannam, personal communication, July 27, 2017). Having insight into this barrier for students allowed staff to create and distribute materials focused on addressing this knowledge gap.

5.3.2 Program Operation

The Election Services Office employs one manager of election services, two outreach staff, and two communications staff who are permanent employees. The primary responsibilities of outreach staff include consulting and building partnerships with members of the Outreach Network; doing research to identify and address barriers to voting; designing and distributing informational materials; and giving presentations to increase civic and election knowledge (C. Boughannam, personal communication, July 27, 2017).

To increase civic knowledge, staff in Election Services help run a program called ‘My Local Government’ that educates residents on the roles and responsibilities of elected officials, how decisions are made, and how residents can participate in the political process. Through this program civic education is done both leading up to and between elections, with the goal of helping people understand the programs and services they are able to vote for on Election Day (C. Boughannam, personal communication, July 27, 2017).

One of the key goals of the 2014 election was to raise awareness of the election among voters, candidates, and the media (Election Services, 2014a, p. 20). To do this Election Services launched the public outreach campaign in the year leading up to the election by reaching out to 634 community organizations and activating the Outreach Network to help communicate general election information on when, where and how to vote (p. 21).

Members of the Outreach Network are divided into three groups that meet separately. Staff find that bringing together smaller groups of service providers in the network, who work with members of the same community, creates more collaboration (C. Boughannam, personal communication, July 27, 2017). The groups within the network are: 1. youth serving community organizations 2. organizations that work with persons with disabilities, and 3. organizations that serve ethnocultural and other groups. Ethnocultural service organizations are combined with other more general service organizations, since people in cultural groups receive the same universal information about the election that has been translated into different languages.

Outreach Network groups meet four times during election years and meetings are made accessible with ASL interpreters and personal support workers (C. Boughannam, personal communication, July 27, 2017). Meetings are scheduled to coincide with big announcements like the start of recruitment for election workers; voter registration; candidate nomination period; and voting days (C. Boughannam, personal communication, July 27, 2017). Collateral materials distributed through the network include postcards and posters letting people know where, when, and how to vote.

Organizations that employ community outreach workers are able to request election training and receive an Election Kit in order to conduct their own education sessions through the Train the Trainer program. Network members can also request staff give ‘Election 101’ presentations or attend events to give out information.

In the lead up to the 2014 election staff attended 85 events to distribute information and answer questions from the public (Election Services, 2014a, p. 20). Outreach staff engaged people at

events with a trivia competition, and giveaways including branded lanyards and USBs loaded with election information. The set up for events included a selfie booth where youth, who were not old enough to vote in the election, held a “ I pledge to vote in...” sign on which they could write the year of the first election they will be eligible to vote (C. Boughannam, personal communication, July 27, 2017).

The outreach campaign also focused on getting information to people who are not likely to be reached through mainstream media channels. Interactive formats and contests were used to encourage youth to share information through their online social networks, including a poster and “why voting matters to you” video contest (C. Boughannam, personal communication, July 27, 2017). Outreach staff also made a point of attending events where they could connect with people in target demographic groups, and included information for Citizenship Ceremonies to get information to new Canadians.

5.3.3 Targeted Outreach Example: Animator Program to Reach Tenants

Election Services runs an Animator program to reach tenants in apartment buildings with low voter participation. Buildings are selected to be part of the program based on voter turnout and number of residents in an area, including having buildings in close proximity to each other so staff can easily visit multiple sites.

For the program animators are assigned to a building (or cluster of buildings), and their role is to knock on doors and have a brief discussion with residents about the election, registering to vote, and promote lobby-intercept events where staff help people check if they are on the voters list (C. Boughannam, personal communication, July 27, 2017).

For the lobby-intercept events, animators set up a computer station and helped residents use the VoterLookup tool, and added people to the voters list if they were not registered or needed to update their information. Staff found the best time to schedule intercept events was in the evening to catch residents as they get home from work, and the best location was near the elevators to maximize foot traffic.

The Animator program was run in partnership with Toronto Community Housing Corporation (TCHC), which helped with the recruitment and management of staff. The TCHC animator program was run with 14 staff, and 18 staff were hired for the Tower Renewal program. During the program animators worked in teams of two and reached approximately 8,900 people (C. Boughannam, personal communication, November 14, 2017). TCHC promoted animator jobs to their residents, and animators were selected in consultation with non-profit organizations in each of the communities. When possible youth who lived in the targeted buildings were hired to work as animators. Another key hiring criteria was for animators to speak the predominant languages of the people in the buildings being visited.

Animators were hired to do 10 hours of work, which included one hour of training, five hours of pre-event promotion (knocking on doors, distributing VoteLookup flyers, and putting up posters), and four hours for the lobby-intercepts. Animators were provided with an honorarium

of \$150 for working the required hours (C. Boughannam, personal communication, July 27, 2017).

5.3.4 Targeted Outreach Example: Increasing Election Accessibility

Starting in 2010, Election Services began issuing reports on election accessibility and tracking the progress of initiatives in this area. Commitments to accessibility included continuing to work with the Disability Issues Committee and organizations that represent persons with disabilities; reaching out to persons with disabilities who are not affiliated with organizations; and increasing awareness of accessible voting options (Election Services, 2014b, p. 4).

To help achieve the commitments to accessibility, Election Services established the Accessibility Outreach Network, which met five times in 2014 to identify barriers to voting; establish new communications channels to inform persons with disabilities not reached through service organizations; schedule events and workshops to demonstrate accessible voting equipment; and provide election information in accessible formats including braille, large print, and videos with ASL and captioning (Election Services, 2014b, pgs. 6 & 8).

Responses to the 2014 post-election survey indicate that outreach efforts directed to persons with disabilities are having a positive impact. 75% of the respondents identified as persons with disabilities, rated the information available before Election Day as good or excellent (Election Services, 2014b, p. 12). This high rating of being informed correlates with a 160% increase in the use of VAT electronic ballot marking machines (an assistive device that includes audio, Braille, keypad, sip/puff, and rocker paddles), and 150% increase in proxy vote certificates issued (p. 12). Staff also noted comments from individuals that illustrated the impact of direct outreach, with an attendee at one of the accessible equipment demonstrations telling staff that they did not think they could vote until they had the chance to test the sip/puff feature on the VAT (C. Boughannam, personal communication, July 27, 2017).

5.3.5 Program Assessment

The outreach program was assessed on quantitative measures of the number of people reached, as well as awareness, knowledge, and public satisfaction metrics collected in the post-election survey (Election Services, 2014a, p. 21). The measures tracked by staff are listed below, and Appendix 25 shows communications and outreach charts with comparisons to 2010 election numbers:

- 85 community events attended;
- 634 partners engaged;
- 107,000 promotional materials distributed; and
- 2,863 Twitter followers, 1,460 fans of Facebook, and 697,000 visits to the election website (Election Services, 2014a, pgs. 20 & 21).

Voter participation in the election was 56% with 991,754 ballots cast, a 19.8% increase in turnout compared to 2010 (Election Services, 2014a, p. 6). While Election Services tracks and

publishes voter turnout numbers, it is not used as a measure for judging the success of the outreach program, as turnout is highly dependent on the candidates and how important people feel the issues are (C. Boughannam, personal communication, July 27, 2017).

Election Services conducts a post-election survey that includes measures of satisfaction with the voting experience, as well as feedback on the voting process including barriers to voting (Ipsos, 2014, p. 3). Measures related to outreach included “knowledge of the voting process and available options; awareness of accessible services; and sources of voting information” (p. 3).

The survey results show an increase in voter knowledge and election awareness among residents. The proportion of electors indicating they were very knowledgeable of when, where, and how to vote on Election Day and alternate options such as advance voting increased from 38% in 2010, to 45% in 2014 (Ipsos, 2014, p. 18). Persons with disabilities reported increased awareness of the following accessible services compared to 2010: advance voting (14 percentage points), availability of additional staff to assist voters (5 percentage points), and the option to appoint a proxy voter to vote on their behalf (8 percentage points) (Ipsos, 2014, p. 32).

Staff received positive feedback from residents on their outreach efforts and the one on one interactions with the public in their communities went a long way. (C. Boughannam, personal communication, July 27, 2017).

In the future, Election Services staff plan to further divide Outreach Network meetings into smaller groups specific to the demographic groups they serve, and find more ways to empower members to design their own programs and serve as election ambassadors (C. Boughannam, personal communication, July 27, 2017). Ideas for future grassroots programing include a peer-to-peer program designed and run by youth.

5.4 City of San Francisco - Voter Outreach in the 2016 Consolidated General Election

The mandate of the San Francisco Department of Elections is to conduct “all federal, state, and local elections in the City and County of San Francisco in a manner that is free, fair, and functional” (J. Fox, personal communication, July 5, 2017, p. 1). Within the department, the Outreach and Education division is responsible for engaging and informing citizens, distributing information, and ensuring the department is compliant under statutory outreach mandates. The City of San Francisco has 864,816 residents, of which 513,573 are eligible voters (p. 24).

5.4.1 Outreach Planning

The theme of the outreach program for the City of San Francisco Consolidated General Election on November 8, 2016, was “Engaging the Unengaged”; the unengaged being the 195,000 residents who were eligible to vote, but not registered (J. Fox, personal communication, July 5, 2017).

The main objectives of the outreach program were:

- increase community access to election information and services, specifically for limited-English proficient Chinese, Spanish, and Filipino-speaking voters in order to connect with diverse populations in ways that are culturally-competent;
- attract new voters outside of the voting electorate, specifically people between the ages of 18 and 24, who may not have voted previously;
- engage registered voters from historically low voter turnout communities, including voters with different learning styles; and
- involve the public in observing the election processes in order to build and maintain trust about voting and the election process with community leaders (J. Fox, personal communication, July 5, 2017).

Outreach strategies were designed to reach all eligible voters, with special emphasis on the communities defined by the *Voting Rights Act* and San Francisco’s Language Access Ordinance:

- Chinese, Spanish, and Filipino speakers with limited English;
- people with disabilities;
- new citizens;
- seniors and long-term care residents;
- youth/first-time voters;
- eligible and ex-offenders;
- low income communities with low voter turnout; and
- military and overseas voters (J. Fox, personal communication, July 5, 2017).

In addition to reaching voters in protected categories, the outreach office prioritized addressing information barriers related to the size of the ballot which contained a number of offices, one district measure, 24 local measures, and 17 state measures (J. Fox, personal communication, July 5, 2017). The complexity and size of the ballot made it important to focus outreach on voter education to help people understand the different measures and where to get additional information to help make their selections. A three step “Prepare – Plan – Participate” message was included on materials and in advertisements to encourage citizens to register, review the voter information pamphlet, and choose a voting option including mail, advance voting or at a polling place on election day (J. Fox, personal communication, July 5, 2017).

Outreach staff increased efforts to seek advice from trusted community leaders on how to reach people in different groups with relevant information. Consultation included “small-group meetings seeking advice, merchant walks to involve the business community, new advertising venues, and adjusted materials to better provide culturally competent election information” (J. Fox, personal communication, July 5, 2017). Important feedback received during consultations included facilitating question-and-answer sessions, and creating campaign materials that include video, radio, infographics, and using plain language to convey messages to voters who are not

responding to more formal methods of communication (J. Fox, personal communication, July 5, 2017).

5.4.2 Program Operation

The Department of Elections outreach office has two full-time permanent staff, the outreach manager and outreach assistant manager, who work on partner engagement and voter outreach year-round. Additional staff are hired to start working 10 weeks before the election as outreach intensifies, including five community coordinators who attend events and are available to give presentations in English, Cantonese, Mandarin, Spanish, and Filipino (J. Fox, personal communication, July 5, 2017).

In addition to attending events and giving presentations, community coordinators work with partners to share information about voter registration, voting procedures, ballot choices, and how to vote-by-mail. Partners include community-based organizations in the Voter Information Network (VIN), members of the Civic Family, and community partnerships (J. Fox, personal communication, July 5, 2017).

Community partners are engaged through the VIN, which was established in 2008. The VIN includes over 400 active community-based organizations representing San Francisco's diverse communities (J. Fox, personal communication, July 5, 2017). VIN members include non-profit and community groups, seniors organizations, and single room occupancy building managers, who all receive letters inviting them to participate in the election, submit feedback on the outreach plan, and request materials and presentations (J. Fox, personal communication, July 5, 2017).

A few months before the election, all VIN organizations received posters and flyers to display, and a request to share information with their networks via newsletters, meetings, websites and on social media (J. Fox, personal communication, July 5, 2017). Staff have found that maintaining an engaged community network is an important way to get information to diverse groups of citizens, and is also an important source of information on events and opportunities to give presentations.

Outreach materials are also distributed through the Civic Family network that includes recreation facilities, libraries, police and fire departments, and local schools. The outreach office also participates in a regional Bay Area Voter Outreach Committee, in which 11 counties collaborate to promote elections and share outreach best practices (J. Fox, personal communication_ July 5, 2017).

Elections outreach staff produced and distributed materials designed to help people prepare to vote, including a booklet with information on candidates and measures that included a sample ballot for people to fill out and bring with them to vote at the polling station (J. Fox, personal communication, July 5, 2017). Because of the unusually large and complex ballot, outreach staff communicated to people that they do not have to vote for every initiative on the ballot, and gave assurances that it is okay to be selective in focusing on the issues they feel are the most important.

A set of informational materials were produced in large-print versions to send organizations serving people with visual impairments. Materials included “Get Out The Vote” cards (Prepare – Plan – Participate); election flyers (key dates, registration, and voting options); “Promote the Vote” posters; ballot worksheets; and voter information pamphlets (J. Fox, personal communication, July 5, 2017).

During the time the public outreach program was active from July 1 to November 8, staff attended 207 events and gave 69 presentations. Appendix 26 lists a summary of all outreach activities. Outreach staff set up resource tables at public events where they provided election information, registered voters, recruited poll workers, and answered questions about the voting process. Staff used a trivia wheel to engage people in learning about the election and gave out small prizes including vote buttons, pens, and magnets branded with the “Be A Voter” logo (J. Fox, personal communication, July 5, 2017).

During the outreach period multilingual outreach staff were available seven days a week to share information and answer questions. At the invitation of community groups and residential facilities, outreach staff gave presentations on how to register and vote. Staff also ran a Ballot Answer Table that was designed to be set up for 1-2 hours in high-traffic areas at service agencies, residential buildings, and in schools. The Ballot Answer Table was helpful for reaching people unable to commit the time required to attend a presentation and allowed staff to offer information in a variety of formats including print, video, and one-on-one discussions (J. Fox, personal communication, July 5, 2017). The table was set up in some unique locations including the “lobby of the McKesson Corporation as thousands of employees arrived in the morning; the Twitter Building lobby at lunch time; Golden Gate University during class breaks; and the Veteran’s Hospital during visiting hours” (J. Fox, personal communication, July 5, 2017).

To achieve the objective of increasing youth participation the outreach office recruited students over 16 to work at polling stations, contacted teachers offering to have outreach staff give a presentation in their class, and coordinated a high school ambassadors program of peer-to-peer student outreach. Staff also engaged university students by having a presence at events on campus and reaching out to professors to schedule brief presentations at the start of lectures.

5.4.3 Targeted Outreach Example: Youth and High School Students

In February, elections outreach staff launched the Youth Voting Collaboration, made up of representatives from the Youth Commission; Department of Children, Youth and Their Families; Transitional Age Youth initiative; and the public library (J. Fox, personal communication, July 5, 2017). Representatives from the different organizations were asked to share their feedback on how to best engage youth, what events staff should attend, language needs, popular media sources, and community influencers to work with.

In August, outreach and poll worker recruitment staff met with representatives from the school district to discuss election activities for high school students, including organizing High School Voter Registration Weeks (last 2 weeks of September), and guidance on the best way to recruit 1,000 San Francisco high school students to work at polling stations (J. Fox, personal communication, July 5, 2017).

Poll worker recruitment and outreach staff visited 29 high-schools to “share voting information, ask students to participate as High School Poll Workers, and recruit and train High School Ambassadors to register voters and find other creative methods to help “get out the vote” at their schools” (J. Fox, personal communication, July 5, 2017). Election information was sent to 120 high schools including requests to schedule a time for a poll worker recruiter to set up a recruitment table on campus in a high traffic area like the cafeteria (J. Fox, personal communication, July 5, 2017).

5.4.4 Targeted Outreach Example: Voters with Limited English and New Citizens

Outreach was targeted to people with limited or no English through focused-community collaborations and setting up the new Ballot Answer Table in target communities to distribute materials in multiple languages. Outreach staff conducted 41 Ballot Answer Table events over four months, tailoring available information to expected audiences and scheduling community coordinators able to provide answers in multiple languages (J. Fox, personal communication, July 5, 2017).

In partnership with the United States Citizenship and Immigration Service, outreach staff attended 20 citizenship ceremonies in 2016 (J. Fox, personal communication, July 5, 2017). Staff attending the ceremonies explained voting rights, gave out flyers, and registered new citizens on the voters list.

The outreach office piloted a Merchant Walks program to reach Chinese-speaking voters in low-voter-turnout neighborhoods. Staff went to commercial corridors in target neighbourhoods and did street outreach to engage voters who may not see materials elsewhere, and gave out Chinese-language elections posters and flyers to 195 merchants (J. Fox, personal communication, July 5, 2017).

5.4.5 Program Assessment

The success of the outreach program was assessed in part by tracking the number of events and presentations attended, voter registrations and materials distributed. Appendix 26 provides counts for all of these activities. Staff also tracked events and presentations by type and language, with the results shown in Appendixes 27 and 28.

The outreach program was successful in reaching a large number of residents, while also reaching people in target communities with information in multiple languages. The number of registered voters increased by 66,745 people between November 2016 and November 2017 (J. Fox, personal communication, July 5, 2017), and the election set a new record for number of voters with 513, 573 registered voters and total turnout of 414,528 or 80.71% (J. Fox, personal communication, July 5, 2017).

In the future the Election Office plans to establish a smaller group of VIN members who will serve as a formal advisory committee. Members of the committee will provide staff with advice on how to continue reaching and informing people in demographics that are underrepresented at the polls.

5.5 Summary of Findings from Jurisdictional Scans

Analysis of the outreach programs studied in this report showed a foundational set of objectives and activities included in the election outreach programs run by Elections Canada, Province of BC, City of Toronto, and City of San Francisco. The similarities noted in program objectives and activities were consistent, even though the electoral agencies researched varied in size and were responsible for doing outreach to populations of different sizes; ranging from 25,939,742 eligible voters across Canada, to 513,573 eligible voters in the City of San Francisco. Analysis found that the large electoral agencies engaged in outreach activities that are similar to smaller municipalities, with the main program differences being in scale of implementation.

The outreach programs researched in the jurisdictional scans had similar planning processes, program operations, and evaluation metrics as outlined in Table 3.

Table 3: Core outreach program similarities observed in the jurisdictional scans

Outreach Objectives	Target Populations	Outreach Activities	Measurements
Increase awareness of election	Youth	Surveys/consultations	# of people reached
Ensure people know how to vote and available options	Indigenous	Partnerships with community organizations	# of materials distributed
Civic literacy and understanding of municipal government	New citizens	Events/presentations	Activities by language, area and demographic
Identify and address barriers	Persons with disabilities	Distribute collateral materials	Pre and post-election surveys
Engage demographics with low turnout	Low-income/homeless	Translated materials	Voter turnout
	Educators	Branded SWAG	

5.5.1 Outreach Planning

High level objectives shared by the outreach programs included informing voters of the election and how to vote; educating residents about government services and the importance of voting; identifying and addressing barriers to voting; and engaging eligible voters in populations with lower levels of participation.

Program managers identified research, surveys, and consultations as key activities during planning, and used information from these sources to inform outreach strategies. Information gathered during planning often resulted in process changes to remove barriers and develop targeted activities to improve participation rates in populations with low turnout.

As shown in Table 4 outreach managers were mostly consistent in the populations they identified for targeted outreach.

Table 4: Target populations for election outreach identified in jurisdictional scans

Jurisdiction	Young people (18-24)	Indigenous persons	New citizens	Persons with disabilities	Homeless persons	Educators
Elections Canada	✓	✓	✓	✓	✓	✓
Elections BC	✓	✓	✓	✓	✓	✓
City of Toronto	✓	✓	✓	✓	✓	✓
City of San Francisco	✓		✓	✓	✓	✓

In addition to the groups listed in Table 4, City of Toronto did targeted outreach to tenants and City of San Francisco included ex-offenders in their list of target populations.

5.5.2 Outreach Activities

Table 5 lists the main outreach activities undertaken by the election agencies in the jurisdictional scans to achieve program objectives.

Table 5: Activities undertaken by the election agencies to achieve program objectives

Jurisdiction	Partnerships with community organizations	Outreach at events	Translated materials	Presentations	Survey of electors
Elections Canada	✓	✓	✓	✓	✓
Elections BC	✓	✓	✓	✓	✓
City of Toronto	✓	✓	✓	✓	✓
City of San Francisco	✓	✓	✓	✓	

All of the election offices produced collateral materials with election information to distribute at events and through partner organizations. Information on materials was often categorized as universal (general messages for all electors) or targeted to address barriers faced by a specific audience. Universal information focused mainly on letting people know when and where to vote, while Table 6 lists common examples of targeted messages designed to address specific barriers to voting.

Table 6: Examples of targeted election messages

Target Audience	Targeted Messages
Homeless persons	<ul style="list-style-type: none">• voter registration• identification requirements• how to vote without a permanent address
Persons with disabilities and seniors	<ul style="list-style-type: none">• accessible voting provisions• accessibility information about voting locations
Youth	<ul style="list-style-type: none">• voter registration• election employment• eligibility to vote and proof of address while living in residence
New citizens	<ul style="list-style-type: none">• voter registration• access to voting materials in different languages
Tenants	<ul style="list-style-type: none">• voter registration

In all of the outreach programs studied, partnerships were formed with non-profit and community organizations in order to increase the distribution of election information. In addition to helping raise election awareness and increase voter knowledge, partner organizations were consulted to help identify barriers to voting faced by the populations they serve and advise on outreach activities. Outreach staff maintained lists of partner organizations categorized by the populations they serve, which allowed them to easily send out information about special services of interest to their members.

The other main outreach activity used to raise election awareness and inform voters was having staff attend events to give out information and answer question about the election. Outreach staff set up resource tables at events where they registered voters, recruited election workers, and answered questions about the voting process. Events attended included a mix of large community events and smaller targeted events. Outreach staff attended targeted events to connect with electors who are less likely to receive information about voting from print and digital communications, and connect people with services designed to reduce barriers to voting.

During outreach campaigns key messages were delivered in phases to not overwhelm electors with too much information at once. Outreach typically started with voter registration drives and civic information on government services, followed by election information. Elections Canada communicated key messages in phases to support specific activities including registration, receipt of voter information cards, and advance polls; while City of Toronto scheduled meetings with Outreach Network members to coincide with big announcements including election worker recruitment, voter registration, candidate nominations, and voting days.

5.5.3 Outreach Program Evaluation

All outreach programs were assessed on quantitative measures of the number of people reached, events attended, presentations given, and materials given out. Quantitative measures were also categorized to look at activities by neighbourhood, languages, and target populations reached.

Elections Canada and Elections Toronto published survey results used in part to evaluate outreach activities. Elections Canada did both pre and post-election surveying to measure changes in knowledge of the election, how to vote, and perceptions of trust in the information they released. City of Toronto conducted a post-election survey with measures related to outreach including, knowledge of the voting process and different ways to vote, awareness of accessible services, and sources of election information.

While all of the election offices researched publish voter turnout numbers, outreach managers at Elections Canada, Elections BC, and City of Toronto mentioned that they do not use turnout as a performance indicator for their outreach programs. Reasons for not evaluating outreach programs against changes in turnout included, peoples' decision to vote being impacted by factors that are hard to address through outreach, and turnout being outside the scope of their outreach objectives to get information to voters and remove barriers.

6.0 Discussion and Analysis: Linking Theories of Political Participation and Jurisdictional Scans to a Voter Outreach Strategy for the City of Vancouver

6.1 Addressing Barriers to Voting In Vancouver: Current Challenges

In this report, both scholars of voter participation and election outreach managers have identified structural and motivational barriers to voting that need to be addressed in order to increase public participation in elections. To be strategic voter outreach plans need to use a mix of theories and data to consider the unique needs and values of different demographics and neighbourhoods, and reach out to people in a way connects their values and sense of citizenship to the political process. One of the key findings from the outreach campaigns studied in this report is that all of the government election agencies delivered universal messages to inform eligible voters in their jurisdiction of the basic information required to vote, while also using outreach to deliver targeted messages designed to address barriers to voting.

This section first considers how the information in this report from the literature review, demographic analysis, and jurisdictional scans can be applied to designing strong universal outreach practices, and is followed by ideas for more targeted outreach.

6.2 Universal Outreach: Reaching All Eligible Voters

All of the election agencies looked at in the jurisdictional scans ran universal outreach campaigns designed to raise awareness that an election is taking place and give people the information they need to feel knowledgeable about the political system and voting process. Creating clear informational materials that are distributed through multiple communications channels is important for lowering information costs for all voters, particularly in Vancouver which has an at large system of political representation that results in complicated ballots which have included over 120 candidate choices in the past.

Beyond ensuring that people have basic information about voting, outreach is an effective tool for providing positive social cues and information that helps people connect the issues they care about to services provided by government in a way that makes their vote feel personally meaningful and increasing feelings of external efficacy. As noted in the report by the Independent Election Task Force (2017), positive social cues help create awareness and positive social pressure that helps increase voter intention (p. 22). Using outreach to increase positive social cues is supported by the results of an experiment by Gerber (2009), which found that get out the vote messages that emphasize low voter turnout are less effective than high turnout messages that create descriptive social norms resulting in positive social pressure (p. 178).

Research suggests that voter intention for people in Vancouver, who are part of demographic groups and neighbourhoods with higher historical rates of turnout, can be increased through small noticeable reminders to vote like information cards in the mail; text messages reminding them to vote (Dale and Strauss, 2009, p. 787); and exposure to positive cues on social media

(Bond et al., 2012, p. 295). Neighbourhoods in Vancouver that will benefit from this type of outreach are areas that had higher levels of participation in the 2014 election, and those with higher proportions of residents who own their homes, as well have higher household incomes and education levels. Local areas that fit this profile include Dunbar-Southlands, West Point Grey, Riley Park, Kerrisdale, and Shaughnessey.

To increase positive social cues, outreach in areas of Vancouver with high proportions of people who are consistent voters and have established being a voter as part of their identity, should be designed to encourage people to publicly share their intention to vote and reasons for voting on social media. A Facebook experiment by Bond et al (2012), highlights the value of encouraging people to share positive social cues with friends on social media with the finding that social cues shared between friends to vote exerted about four times more influence than information only appeals (p. 295).

A final finding that can be applied to creating universal messages includes using linguistic cues that frame voting as an act of personal identity, instead of talking about it as a behaviour. Bryan et al (2001) found that messages to get people to vote are more effective when they framed voting as a way for people to express their political and social values using self-relevant nouns like in the question “How important is it to you to be a voter in the upcoming election?” versus “How important is it to you to vote in the upcoming election?” (p. 1).

6.3 Targeted Outreach: Reaching Populations With Higher Barriers to Participation

Research findings in this report suggest that in person outreach is an effective way to reach people who are not regular voters and experience higher barriers to participation. Rogers et al (2012) found that the interactive nature of face-to-face communication causes people to pay closer attention to the information they are being given, making it an effective method for reaching people with lower levels of knowledge about the voting process (p. 6). Roger’s finding also suggests that interpersonal contact can be most effectively targeted to people who are not regular voters, as consistent voters need less persuasion and can be effectively reached through other less intensive means like print and online advertising campaigns. Doing in person outreach to support people who have never voted before, or are not consistent voters, can help establish voting habits that will have long-term positive effects, including increasing the likelihood that a person will vote in subsequent elections, as they become more interested in and comfortable with the voting process (Coppock and Green, 2016, p. 1044).

Based on the research in the literature review, and comparisons of voter turnout data to local area demographics and social indicators, outreach for the election in 2018 will have the greatest impact if it is targeted to neighbourhoods that have had lower rates of turnout in past elections and have higher proportions of people who:

- have low-incomes and levels of education;
- are between the ages of 18-34;
- are new Canadian citizens;

- have low English proficiency;
- identify as Indigenous;
- live alone; and
- rent.

6.3.1 Low Income/Level of Education

Considerations of socioeconomic differences are important to note in Vancouver, in which incomes are more polarized than in other large Canadian cities. There are neighbourhoods in the city that have significant proportions of people with low incomes and low voter turnout like Strathcona, Downtown, Arbutus Ridge, Oakridge, and Marpole (City of Vancouver, 2015b, p. 9).

As noted by Nakhaie (2006) and Verba (1972) voter behaviour is influenced by socioeconomic differences, with studies showing that people who have lower incomes, less education, and weaker social networks in their community are less likely to trust governments or receive information about elections. Nakhaie (2006) notes that people with lower levels of income and education can benefit significantly from sharing political information through outreach, as they are less likely to have access to this type of information through their personal social networks and have lower levels of trust in the political system (p. 367).

Examples from the jurisdictional scans of outreach addressing barriers related to political knowledge and attitude toward the political system, include sending outreach staff to community events and coordinating communications with partner organizations to correct the imbalance of information received by people in marginalized communities. Elections Canada addressed communication barriers by having election materials translated in plain language and distributing them through organizations that work with people who have low levels of literacy. Outreach staff at the City of Toronto are building trust with people who do not have a fixed address through consultation on identification issues and changing their process to allow letters to be used in place of verbal declarations.

6.3.2 Youth and Young Adults

Studies have shown that age is the factor with the greatest impact on voting, with turnout decreasing in younger age groups (Turcotte, 2015, p. 14). While overall the population in Vancouver is ageing, there are certain areas with high proportions of youth and low turnout, including Downtown, Sunset, Renfrew-Collingwood, West End, and Kensington.

The research findings of Pammett and LeDuc (2003) can help explain why people who are between 18-34 have low rates of voter participation, as they reported that over a third of youth feel disconnected from politics because of a lack of representation; not having enough information on candidates, political parties, and issues; or a clear understanding of how political operations affect their lives (p. 51). Pammett and LeDuc also noted younger voters do not have the same sense of civic duty as older generations and to be effective outreach needs to frame voting as an important form of political action and provide youth with examples of community action influencing policy (p. 38).

Voter data from the 2014 Vancouver election in Appendix 10 shows that young adults between 18-34 had the lowest turnout. The data also shows that 18-24 year olds have the lowest rates of voter registration, while 25-34 year olds have a much higher proportion of registered voters who are choosing not to vote. Additionally, 18-24 year olds who are registered are more likely to vote and the impact of being registered on voter turnout then declines for people who are 25 and older. The outreach implications of these findings are that young adults in the 18-24 age group will benefit from outreach focused on voter registration, while outreach to people who are in 25-34 age group should focus on addressing other barriers, including increasing access to information on candidates and activities that help connect government operations to issues they care about.

Examples of outreach targeted to youth and young adults from the jurisdictional scans include Elections Canada and Elections BC increasing the civic literacy of future voters through their partnership with Civix to deliver the Student Vote program. Election offices also sent outreach staff to events on university campuses to register new voters and recruit students to work on Election Day. To help youth connect the issues they care about to services provided by the city, Toronto Election Services ran contests on social media to get youth talking about why voting matters to them.

6.3.3 New Citizens and People With Low English Proficiency

In 2011, Vancouver was the municipality in metro region with the greatest total number of recent immigrants and the largest proportion of residents unable to converse in English of cities in Canada (City of Vancouver, 2015a, p. 28). Areas in Vancouver with high proportions of recent immigrants, and non-English speakers, that also had low turnout in 2014, include Victoria-Fraserview, Renfrew-Collingwood, Oakridge, Marpole, and Arbutus Ridge.

Research by Gludovatz (2012) and Black (2001) found that recent immigrants face higher barriers to voting related to knowledge and communications, as they must learn about the new political system and local issues; and depending on the political system where they immigrated from, may have low levels of trust in governments. Additionally people who do not speak English, or have lower levels of English proficiency, face additional knowledge barriers if they are unable to access translated information about the electoral process.

Examples of outreach to new citizens in the jurisdictional scans include Elections Canada, City of Toronto, and City of San Francisco sending outreach staff to attend citizenship ceremonies to give out information on the local political system and register newly eligible voters. Outreach staff also partnered with settlement agencies to distribute election information and help people access translated materials.

All four electoral offices researched in the jurisdictional scans provided access to translated materials, with Elections Canada publishing voter identification requirements and the voter's guide online in 31 heritage and 12 Indigenous languages. To ensure staff were able to provide culturally accessible information at events and during presentations, City of San Francisco hired diverse staff who spoke English, Chinese, Spanish and Filipino.

6.3.4 Indigenous Peoples

In 2011, there was an estimated total of 12,000 Indigenous people in Vancouver and 775 living on the Musqueam reserve land (City of Vancouver, 2015a, p. 21). A comparison of areas in Vancouver with high estimates of Indigenous people to the map of voter turnout, showed a correlation between areas with high proportions of Indigenous persons and lower turnout, particularly around the downtown core, including the Downtown and Strathcona local areas.

Considerations of barriers to voting faced by Indigenous people need to acknowledge the historical factors that define how many community members relate to the political system. As O’Niell notes (2006), Indigenous people have faced significant historic barriers to their political participation including, “the requirement of giving up status to participate in elections, which was in place up until 1960” and current socio-demographic factors that are impacting turnout including the “relatively young average age of the Aboriginal population, and their lower socio-economic status” (p. 15). Ladner (2003) also notes that some Indigenous Canadians continue to feel alienated from the Canadian political system due to the country’s history of colonialism.

Elections Canada used outreach to address barriers to voting faced by Indigenous people related to knowledge and communications, as well as attitude towards the political system. Targeted outreach included, working with the Assembly of First Nations to research community specific barriers and using the findings to develop culturally relevant information (Assembly of First Nations, 2016, p. 4), and hiring Indigenous elders and youth to work at polling stations to explain the voting process and provide interpretation services (p. 29). Elections BC also consulted with

Métis and First Nation organizations, and used the feedback received to produce informational materials that were included in the First Nations Leadership Council’s 2017 Election Package.

6.3.5 Renters

In Vancouver there are high proportions of renters concentrated in certain areas like Downtown, West End, Strathcona, Marpole, and Kensington-Cedar Cottage, which also had low voter turnout in the 2014 election. A study by Uppal & LaRochelle-Côté (2015) found that voter turnout is lower among people who rent, and Geys (2005) noted lower turnout for renters which he attributed to people who rent being more transitory and having higher information costs due to being less familiar with local candidates and issues (p. 644). One reason that turnout may be lower for people who rent is that they are less likely to be registered at their current address and may miss important information sent by mail

Programming registration drives in areas with high proportions of people who rent can address knowledge barriers related to missing important information sent to registered voters. The City of Toronto addressed this barrier through their Animator program and had outreach staff set up computer stations in the lobbies of rental buildings to help residents check their registration status and make updates. Running a similar program in Vancouver, targeted to areas with high rates of registration at voting locations in 2014, will help ensure more people receive their Voter Information Card and will not experience issues related to having to show identification to register at the voting station.

6.3.6 Persons Living Alone and Community Social Connections

A survey by the Vancouver Foundation in 2012, reported that people aged 25-34, newcomers, and people living in high-rise apartments in Metro Vancouver experience weak levels of social connectivity (City of Vancouver, 2015c, p. 3). Social connections within communities affect voter turnout, as noted by Smets and Ham (2013) using the theory of social capital to show that people use their networks to become informed about political parties, candidates, and the electoral process; and that isolated people have higher barriers to voting, because they miss out on these social sources of information (p. 350). In person outreach can increase social capital for people in isolated groups by creating opportunities to engage in conversation with staff about government services and voting process, while also providing positive social cues and help people feel more connected to the democratic process.

In addition to people in certain groups being more likely to experience weak social connections, Vancouver also has a high proportion of people living alone in certain areas, including Downtown and the West End. A comparison of areas with high percentages of people living alone to the map of voter turnout showed a correlation between living alone and lower rates of voter participation. This finding fits with research conducted by Nickerson and Todd (2010), which found that people are more likely to vote if they have a plan, and people who live in multiple-eligible-voter households are more likely to have a plan than people living alone (p. 198). Nickerson and Todd found that phone calls made to encourage people to vote are more effective when the people being contacted are encouraged to create a plan to vote and that this intervention had the largest impact on people living in single-eligible-voter households in which turnout increased by 9.1 percentage points (p. 194). The implications of these results for outreach are that activities which encourage people to plan when, where, and how they will vote, will increase voter intention. The results of Nickerson and Todd's study also suggest that this type of intervention will be the most effective in areas where people live on their own.

7.0 Voter Outreach Options to Consider and Recommendations

The following are general recommendations flowing from the literature review and jurisdictional scans. Recommendations are presented to assist the client in planning, operating, and evaluating an election outreach program that aligns with the objectives of City of Vancouver Election Office:

1. providing accessible and timely election information and services to citizens;
2. increasing overall voter turnout by improving engagement with low voting communities and demographics;
3. reducing barriers for voters with disabilities; and
4. being strategic, data driven and innovative (J. Nelson, personal communication, 2017)

7.1 Planning

Conducting focus groups with the City's advisory committees and doing a survey of local community organizations ahead of the election is a recommended activity to improve engagement and reduce barriers to voting. Focus groups should include the advisory committees below to explore the key issues and barriers to voting experienced by the populations they represent:

- Children, Youth and Families;
- Cultural Communities;
- LGBTQ2+ ;
- Persons with Disabilities;
- Urban Aboriginal Peoples;
- Women; and
- Seniors.

To be as accessible as possible, election focus groups and workshops should be held in accessible spaces with ASL interpretation and personal support workers provided for attendees when required.

The survey of community organizations should identify the populations served by each organization, barriers to voting experienced by the people they work with, and ways they can support election outreach activities in 2018. Information collected in the survey can be used to build a database of community organizations categorized by the populations they serve, making it easy for outreach staff to send targeted information to people in different groups.

Information and feedback collected from the focus groups and survey should be analyzed to identify recommendations staff can implement to reduce barriers and increase electoral participation in the 2018 election. Using the data collected from focus groups and the survey in planning for the outreach program, will help meet the department's objective to be strategic, data driven and innovative.

The other outreach programs researched demonstrate that paid partnerships can be used to increase engagement with low voting communities and demographics. During outreach planning the election office should explore the services available from organizations that have experience engaging people in low voting demographics including Civix and Check Your Head for engaging youth, and Samara for doing outreach to new voters.

7.2 Operations

It is recommended that the election office provide accessible and timely election information and improve engagement with low voting communities by hiring a team of outreach staff to attend community events and develop partnerships with civic and community organizations to increase the distribution of information. To increase the accessibility of information staff on the outreach team should be multilingual and able to deliver information in the top four home languages spoken in Vancouver, which are Cantonese, Mandarin, Punjabi, and Tagalog. Outreach staff should also ensure translated versions of information materials are available. In addition to translating materials into other languages, barriers for voters with disabilities can be reduced by making materials available in large print format and with braille. Having materials translated into plain language can also reduce information barriers for persons with disabilities, including cognitive impairments and adult learners of English.

Based on smart practices observed in the jurisdictional scans it is recommended that outreach activities be designed to connect all eligible voters with basic information about the election, with additional programming focused on reaching people in neighbourhoods and populations with the greatest barriers to voting. The academic research and jurisdictional scan data looked at in this report strongly suggests that election outreach in Vancouver should be targeted to neighbourhoods that have high proportions of young adults 18-24; people with low-incomes or are experiencing homelessness; new citizens; Indigenous people; renters; and people who live alone. Table 7 lists targeted messages designed to address barriers to voting experienced by people in populations with low turnout.

Table 7: Targeted election messages

Target Audience	Targeted Messages
Homeless persons	<ul style="list-style-type: none">• voter registration• identification requirements• how to vote without a permanent address
Persons with disabilities and seniors	<ul style="list-style-type: none">• accessible voting provisions• accessibility information about voting locations
Youth	<ul style="list-style-type: none">• voter registration• election employment• eligibility to vote and proof of address while living in residence
New citizens	<ul style="list-style-type: none">• voter registration• access to voting materials in different languages
Tenants	<ul style="list-style-type: none">• voter registration
Person's Living Alone	<ul style="list-style-type: none">• Plan Your Vote tool

Starting outreach earlier than in 2014, will give staff more time to connect with people in low voting communities and demographics, while also having a presence at larger events to get information to all eligible voters. Based on the demographic data and turnout numbers in 2014, targeted outreach should be focused on reaching people in the following areas: Downtown, Renfrew-Collingwood, Victoria-Fraserview, Marpole, Oakridge, and Strathcona.

It is recommended that the first phase of outreach start in May, 2018, and focus primarily on increasing voter registration, and having people update their information, as well as activities that increase general knowledge of the role of municipal government. Activities during this phase will be most effectively targeted to youth, new Canadians, areas with high proportions of renters and people who registered at voting stations in 2014.

It is recommended that the second outreach phase run from September, 2018 to Election Day. Activities during this phase should be focused on informing all residents of basic voter information, including when, where, and the different ways to vote. During this phase outreach staff should take iPads to events and encourage people to use the City's Plan Your Vote tool that assists with selecting a voting location and candidates. Outreach events and locations should be selected based on having high foot traffic to reach a large number of residents or the ability to reach people in low voting demographics.

While public outreach is taking place, staff should maintain regular contact with community organizations informing them of key initiatives, encouraging the distribution materials through their networks, and requesting assistance to identify events to attend and opportunities to give election presentations. It is recommended that the election office pilot service agreements with community organizations to run peer based outreach programs encouraging voter registration and use of the Plan Your Vote tool. Peer based outreach will be most effectively targeted to communities that the outreach team will have trouble connecting with due to trust issues, as well as cultural and language barriers; recommended communities for the pilot program are urban Aboriginal people and new citizens.

7.3 Program Evaluation

To track and evaluate outreach performance staff should record counts of important activities such as events attended and people talked to; number of partner organizations supporting outreach; amount of informational materials distributed; and people who registered to vote or used the Plan Your Vote tool at an outreach event. These quantitative activity counts can be further analyzed by tracking outreach provided in different languages and targeted to specific neighbourhoods and demographics. The election office can also track number of barriers to voting identified through outreach that were addressed in time for the election.

It is recommended that the election office hire a company to conduct a scientifically valid post-election survey that is representative of Vancouver residents. The survey should be designed to better understand reasons for electors voting or not voting; voter experience and satisfaction with the voting process; barriers that are preventing people from voting; and knowledge of the election and sources of information. Conducting post-election surveys and benchmarking data will help make future outreach programs more strategic and data driven, as staff will be able track changes in participation in target demographics, increases or reductions in reported barriers, and the effectiveness of different information sources for increasing voter knowledge.

8.0 Moving Forward: Implementing the Recommendations and Meeting the Preferred Outcomes

Implementing the recommendations in this report will require considerable lead time, as well as staff and financial resources. Table 8 shows a high-level outline for a project plan to implement the recommendations between January to Election Day on October 20th, 2018.

Table 8: Project plan for implementing the outreach recommendations in this report

Activity	Timeline	Resources	Outcomes
Hold focus groups with City Advisory Committees and survey partner organizations on barriers to voting and suggestions for outreach program	January-February, 2018: Survey open and hold focus groups March, 2018: Report on key findings and recommend actions that can be taken in time for the election	Outreach staff to run focus groups Online survey program	Improve engagement with low-voting communities/demographics Reduce barriers for voters Be strategic and data driven
Develop collateral materials and include feedback from focus groups in design Have materials translated into Cantonese, Mandarin, Punjabi, and Tagalog	February-May, 2018	Budget for graphic designer and printing	Provide accessible and timely information Increase public awareness of election & positive social cues
Engage with the public at events and in public spaces Deliver presentations on election information with partner organizations	March-April, 2018: Hire and train outreach staff May-August, 2018: Promote registration and civic education August-October 20, 2018: Promote Plan Your Vote tool and	Salaries for multilingual staff to do 570 hours of public outreach Training for outreach staff Tablets for staff to do voter registration and use Plan Your Vote tool	Provide accessible and timely information Increase public awareness of election & positive social cues Increase knowledge of municipal government responsibilities

	information on how to vote	Branded outreach booth and uniforms for staff SWAG items to incentivize people to register or use Plan Your Vote tool	Improve engagement with low-voting communities/demographics Increase number of registered voters Increase use of Plan Your Vote tool
Work with community organizations to increase election awareness, voter registration, and the distribution of informational materials	January-February, 2018: Survey organizations to identify populations served, barriers and preferred types of outreach support May-October 17, 2018: Accept requests from community organizations to do outreach at events and give presentations September, 2018: Host Voter Engagement Design Lab for non-partisan organizations to coordinate get out the vote activities September, 2018: Distribute election collateral to partner organizations	Online form for partners to request outreach staff attend an event or give a presentation	Provide accessible and timely information Improve engagement with low-voting communities/demographics Reduce barriers for voters
Contract organizations that have experience engaging people in low-voting demographics like	January-April, 2018: Request for proposals and procurement	Budget for contracts	Provide accessible and timely information Improve engagement with low-voting communities/demographics

Civix, Check Your Head, and Samara	September to October 20, 2018: Program operation		Increase public awareness of election & positive social cues
Pilot service agreements with community organizations to run peer- based outreach programs targeted to new citizens and Indigenous people	February, 2018: Call for proposals from community organizations July, 2018: Voter registration drive Sept 20-Oct 20, 2018: Plan Your Vote promotion	Budget for contracts Training and access to City of Vancouver election collateral materials	Provide accessible and timely information Improve engagement with low-voting communities/demographics Increase public awareness of election & positive social cues
Post-election survey of voters and non-voters	January-April, 2018: Procurement and survey design October 21- November 5, 2018: Survey voters and non-voters	Budget to hire company to conduct a scientifically valid post-election survey that is representative of the diversity of Vancouver residents	Reduce barriers for voters Increase ability to be strategic and data driven in future elections

An important feature of the outreach plan presented in Table 8 is the collection of data that will allow staff to better evaluate the outreach program and understand the impact of activities. Collecting data for the first time with a post-election survey will allow election staff to establish benchmarks that can be tracked over future elections. Recommended benchmarks to monitor include changes in participation within target demographics, increases or reductions in reported barriers, and the effectiveness of different information sources for increasing voter knowledge.

Tracking and analyzing changes in survey data after each future election will increase the ability of election staff to evaluate connections between outreach activities and outcomes. Benchmarked survey data can be used to identify cause and effect relationships between demographic variables and turnout, as well as outreach activities and turnout. Identifying cause and effect relationships will allow staff to better evaluate the effectiveness of outreach activities and direct resources in future outreach programs accordingly.

9.0 Conclusion

The objective of this research project was to examine political participation and voter engagement through public outreach campaigns, in order to develop recommendations for a Vancouver-specific outreach strategy to increase participation in the 2018 civic election. Data for this report was gathered through a literature review identifying key theories and studies of voter behaviour and participation, and analysis of demographic and social indicators in local areas around Vancouver in relation to voter turnout. In addition, interviews were conducted with election outreach managers working in government election offices to learn about their processes for planning, operating, and evaluating election outreach campaigns.

The literature review identified a number of key concepts and theoretical frameworks of voter behaviour, along with demographic and social determinants that effect turnout. The review revealed a diversity of theories related to voter behaviour, which position voter decisions as dynamic and influenced by a range of social, demographic, and political factors. Based on this research it is the author's conclusion that outreach cannot be done effectively without understanding the various barriers and motivations experienced by people in different demographic and socioeconomic groups, and how these factors influence trends in participation.

Demographic and social indicator data for local areas in Vancouver was analyzed and compared to voter turnout in the 2014 election to understand how smart practices from the literature review and jurisdictional scans can be adapted to work in the Vancouver context. Analysis found correlations between higher rates of voter turnout and neighbourhoods with older populations, as well as areas with higher household incomes and education levels. Analysis also showed that turnout tended to be lower in neighbourhoods with higher proportions of young people, new citizens, people who do not speak English, and renters. The findings from the demographic and socioeconomic analysis of voters in Vancouver was used to recommend a targeted strategy for doing outreach to underrepresented demographics and areas of the city.

The smart practices identified in the jurisdictional scans provided rich information about current election outreach practices and specific examples of outreach activities that can be used to reach all eligible voters, as well as people in populations with high barriers to voting. Importantly the jurisdictional scan revealed a core set of outreach activities common to the four programs studied that include consulting with community organizations and service providers to identify barriers; increasing the availability of information and positive social cues to vote by sending outreach staff to events and busy public spaces; and forming partnerships with community and non-profit organizations to increase the distribution of information and reach people in underrepresented groups.

The research in this report confirms that outreach can be used to reduce barriers to voting including lack of knowledge and information, socioeconomic and physical access barriers, and negative attitudes towards the political system. The studies in the literature review and smart practices identified in the jurisdictional scan have demonstrated how outreach programs can be designed to address a broad range of barriers to political participation and it is the recommendation of the author that the outreach activities listed below be included in the City of Vancouver's 2018 election outreach program.

Key Recommendations

- Develop a project plan to implement the recommendations in this report that includes project timeline, required staff and roles, budget and other required resources.
- Conduct focus groups with City of Vancouver advisory committees and survey local community organizations ahead of the election to improve engagement and collect recommendations for reducing barriers to voting.
- Hire a team of culturally diverse and multilingual outreach staff to attend community events to register voters; educate residents on the roles and responsibilities of the City of Vancouver and elected officials; promote the City's Plan Your Vote tool; and distribute information on how to vote.
- Work with community organizations to increase election awareness, voter registration, and the distribution of informational materials.
- Conduct targeted outreach to populations with low voter turnout, including young adults (18-34); Indigenous peoples; new citizens; people who do not speak English; people who have low incomes or are homeless; persons with disabilities; renters; and people who are socially isolated.
- Consider paid partnerships with organizations that have experience engaging people in low voting demographics like Civix, Check Your Head, and Samara.
- Pilot service agreements with community organizations to run peer-based outreach programs targeted to communities that are harder to reach through traditional outreach channels due to trust issues, as well as cultural and language barriers.
- Increase outreach in neighbourhoods that had the lowest rates of voter turnout in the 2014 election: Downtown, Renfrew-Collingwood, Victoria-Fraserview, Marpole, Oakridge, and Strathcona.
- Hire a company to conduct a scientifically valid post-election survey that is representative of Vancouver residents, to better understand reasons for electors voting or not voting; voter experience and satisfaction with the voting process; barriers that are preventing people from voting; and knowledge of the election and sources of information.

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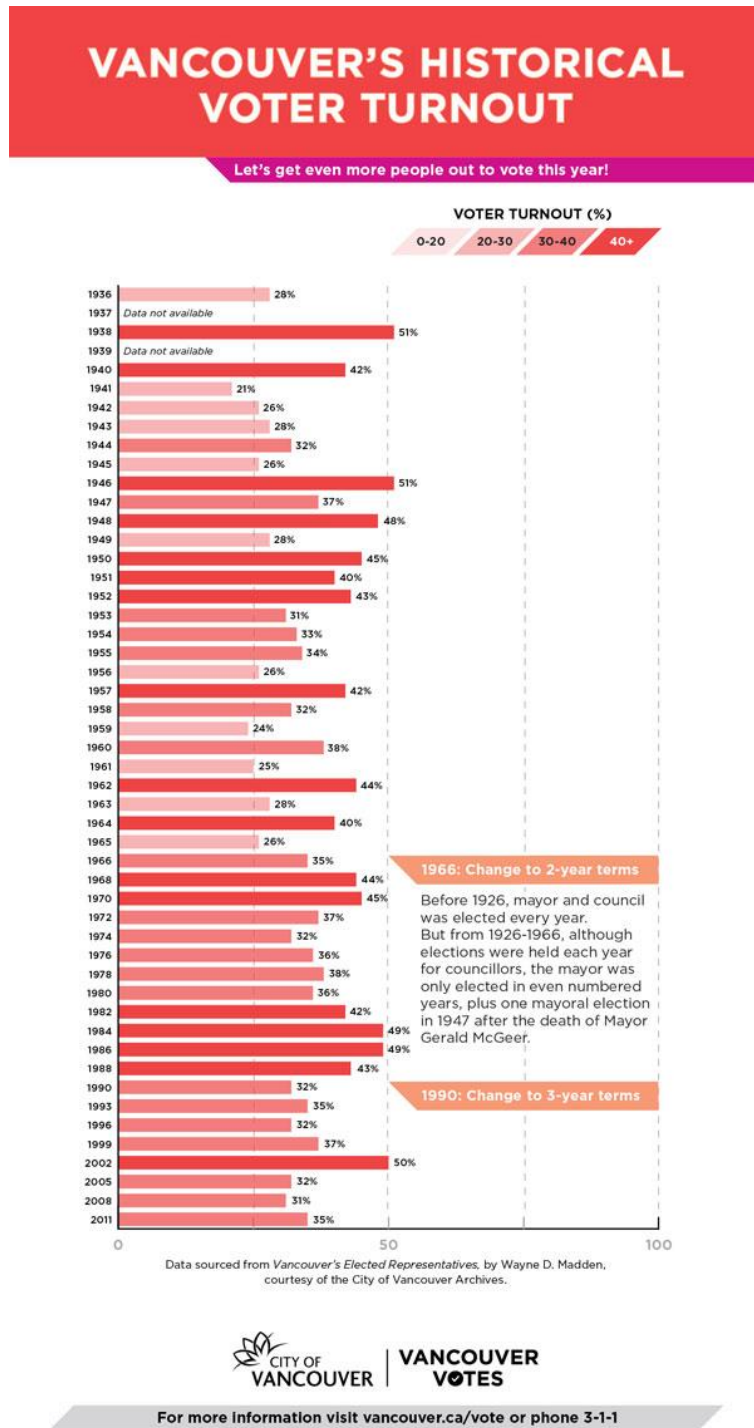
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Appendices

Appendix 1: Historical chart of voter turnout in Vancouver elections.



(City of Vancouver, 2014)

Appendix 2: Frequency distribution of voter turnout for all variables.

TABLE 1
Frequency Distribution of Voting Turnout for All Variables

	Federal %	Provincial %	Municipal %		Federal %	Provincial %	Municipal %
Religious participation				Highest level of education			
Not at all	75.7	73.5	57.4	Less than high school	81.1	78.8	67.4
Only once or twice	85.5	84.5	67.8	High school graduate	80.8	80.1	67.1
At least 3 to 4 times	87.2	86.1	74.2	Some post-secondary	83.2	81.6	67.4
At least once a month	88.5	88.4	76.2	Post-secondary diploma	81.9	81.3	65.4
At least once a week	89.1	87.7	77.8	University degree	86.9	84.8	69.4
Social networks				Occupation			
Rarely	81.1	79.6	64.6	White-collar	86.4	84.7	68.1
A few times a year	82.1	80.1	64.4	Sales	75.5	74.7	66.1
A few times a month	83.7	82.4	69.4	Blue-collar	77.3	74.7	65.1
Every week	83.2	83.1	70.9	Not working	84.2	83.6	72.9
Voluntary and giving				Household income (\$)			
Not voluntary not giver	64.9	63.6	48.5	Under 20K	74.8	73.7	58.9
Not voluntary but giver	83.6	82.5	68.1	20–40K	81.2	85	64.2
Voluntary and not giver	77.1	73.9	64.1	40–60K	82.8	81.1	68.9
Voluntary and giver	90.6	88.7	75.8	60–100K	85.7	83.9	72.2
Frequency of giving				over 100K	86.4	84.8	67.3
None	65.9	64.5	49.8	Age			
1 to 2 times	80.2	78.7	60.6	under 34 years	72.3	70.1	49.4
3 to 4 times	87.2	85.9	73.1	35 to 44 years	84.1	78.8	66.1
5 to 6 times	87.8	87.3	76.8	45 to 54 years	88.3	86.3	72.1
7 and more times plus	93.5	91.1	80.1	55 to 65 years	87.1	86.7	77.1
Attentiveness to current affairs				65 years and over	88.7	88.4	78.4
Rarely or never	61.4	56.6	47.1	Gender			
Several times each month	66.4	68.1	53.2	Male	82.6	80.7	66.1
Several times each week	78.1	76.8	60.3	Female	82.4	81.4	67.9
Daily	86.1	84.7	71.1	Region			
Sense of control				East	87.2	84.2	68.2
No control	67.9	65.2	58.7	Quebec	86.5	88.1	68.5
Control over few decisions	77.3	77.1	67.5	Ontario	80.3	78.5	71.1
Control over most decisions	83.1	81.2	66.7	West	82.2	79.2	66.2
Control over all decisions	84.1	83.2	67.8	BC	76.2	72.5	52.8
Life satisfaction				Marital status			
Dissatisfied	76.5	75.1	56.8	Married	84.3	83.3	70.8
Somewhat satisfied	88.1	79.1	63.3	Single/divorced/separated	78.3	75.9	58.1
Very satisfied	85.3	84.2	72.7	Religious denomination			
Community rootedness				No religion	73.7	71.2	56.7
2 years or less	68.2	65.6	42.3	Catholics	85.1	85.2	74.1
3 to 5 years	76.6	75.8	54.5	Protestant	86.2	83.4	71.1
6 to 10 years	81.6	77.8	62.6	Others	75.5	73.4	61.4
More than 10 years	86.2	85.3	74.5				

(Nakhaie, 2006, pgs. 372 & 373)

Appendix 3: Reasons for not voting in the 2015 federal election.

Table 1. Reasons for not voting, all non-voters, youth and Aboriginal people living off-reserve, 2015 federal election (%)

Reasons for not voting	All non-voters	Youth (18–24)	Aboriginals living off-reserve
Everyday life or health reasons	47.9	46.6	41.4
Too busy	23.5	28.4	20.9
Out of town	11.9	13.0	9.9
Illness or disability	12.5	5.1	10.7
Political reasons	39.5	37.6	43.4
Not interested in politics	31.8	32.9	35.0
Lack of information about campaign issues and parties' positions	1.5	1.9 ^E	–
Did not like candidates / parties / campaign	3.1	1.1 ^E	4.1 ^E
Felt voting would not make a difference	1.4	–	2.4 ^E
Did not know who to vote for	1.7	1.1 ^E	F
Electoral process-related reasons	7.6	11.5	9.4
Could not prove identity or address	2.7	4.6	4.6 ^E
Not on voters list	0.9	2.3 ^E	–
Transportation problem / polling station too far	1.4	1.1 ^E	1.3 ^E
Lack of information about the voting process (e.g. when/where to vote)	1.3	2.3 ^E	1.7 ^E
Lineups were too long	0.3 ^E	–	–
Issues with the voter information card	0.9	0.9 ^E	–
All other reasons	5.0	4.3	5.8^E
Forgot to vote	0.8	0.7 ^E	–
Religious or other beliefs	1.2	1.0 ^E	–
Other reason	3.0	2.7 ^E	3.5 ^E

Source: Labour Force Survey, November 2015.

(Elections Canada, 2016, p. 3)

Appendix 4: Factors associated with the probability of having voted in the 2013 federal election.

Table 6

Factors associated with the probability of having voted in the last federal election, people 25 years and older who were eligible to vote, 2013

	Electoral participation	
	percentage	predicted probability
Sex		
Men (ref.)	83	0.83
Women	83	0.83
Age group		
25 to 34 years	70*	0.75*
35 to 44 years (ref.)	79	0.80
45 to 54 years	83*	0.82
55 to 64 years	89*	0.87*
65 to 74 years	92*	0.91*
75 years and older	92*	0.93*
Highest level of education		
Less than high school diploma	77*	0.77*
High school diploma (ref.)	79	0.81
Postsecondary diploma or certificate	83*	0.83*
University diploma	89*	0.88*
Personal income		
Less than \$20,000 (ref.)	78	0.81
\$20,000 to \$39,999	82*	0.84*
\$40,000 to \$79,999	85*	0.85
\$80,000 or more	87*	0.82
Missing income value	82*	0.82
Homeowner		
No (ref.)	74	0.79
Yes	85*	0.84*
Married or common law		
No (ref.)	77	0.80
Yes	85*	0.84*
Respondent's children under age five in household		
No (ref.)	84	0.83
Yes	78*	0.83
Immigrant status		
Non-immigrant (ref.)	84	0.84
Established immigrant (immigrated before 2000)	83	0.80*
Recent immigrant (immigrated between 2000 and 2013)	71*	0.74*
Aboriginal identity		
No (ref.)	83	0.83
Yes	70*	0.78*
Province		
Newfoundland and Labrador	80	0.80
Prince Edward Island	87*	0.86
Nova Scotia	83	0.83
New Brunswick	85*	0.86*
Quebec	88*	0.88*
Ontario (ref.)	81	0.82
Manitoba	80	0.80
Saskatchewan	80	0.81
Alberta	80	0.81
British Columbia	83	0.82
Interest in politics		
Not very or not at all interested (ref.)	65	0.71
Somewhat interested	90*	0.89*
Very interested	95*	0.93*
Frequency of keeping up with news and current affairs		
Every day (ref.)	88	0.85
Several times a week	79*	0.82*
Several times a month	75*	0.82
Rarely or never	63*	0.80*
Frequency of participation in group activities or meetings		
No participation (ref.)	78	0.82
Less than once a month	83*	0.83
Once a month or more	87*	0.84

Table 6 (concluded)

Factors associated with the probability of having voted in the last federal election, people 25 years and older who were eligible to vote, 2013

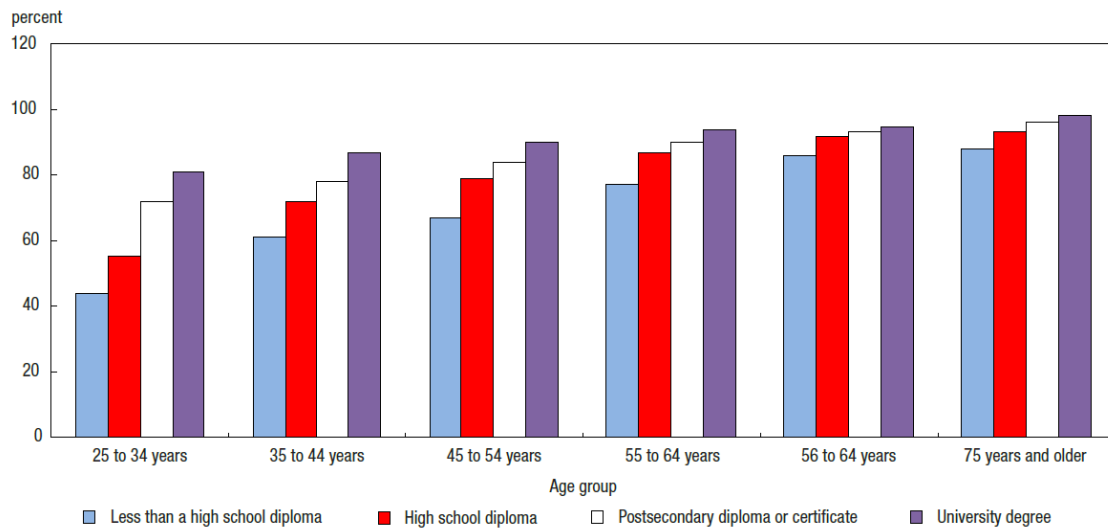
	Electoral participation	
	percentage	predicted probability
Volunteered in the past 12 months		
No (ref.)	81	0.82
Yes	88*	0.85*
Generalized trust: in general, most people can be trusted		
No (ref.)	79	0.82
Yes	87*	0.85*
Strong sense of belonging to Canada		
No (ref.)	79	0.82
Yes	85*	0.84*

* significantly different from reference category (ref.) at $p < 0.05$

Source: Statistics Canada, 2013 General Social Survey.

(Turcotte, 2015, pgs. 25 & 26)

Appendix 5: Canadians who voted in the 2013 federal election, by age group and level of education.



Source: Statistics Canada, 2013 General Social Survey.

(Turcotte, 2015, p. 14)

Appendix 6: Invitation to Participate in Master's Project.

Dear [Name]

I would like to invite you to participate in a study entitled *Getting Out The Vote: Strategies to Increase Voter Turnout In the 2018 City of Vancouver Election*. The client for the study is the City of Vancouver and the research is being conducted as part of the requirements for me to receive a Master of Public Administration from the University of Victoria.

The purpose of this research project is to address low voter turnout in Vancouver's civic elections. The research question the report will address is: How can the City of Vancouver engage citizens to increase voter turnout past 43.4% in the 2018 civic election?

You have been selected to participate based on the voter engagement work you did in [location and date of campaign]. If you choose to participate the researcher would like interview you about your work on the voter engagement campaign and share documentation that will aid in the analysis of patterns of effectiveness.

The final report will use academic research on theories of voter engagement, and case studies of successful voter outreach campaigns, to inform an outreach strategy that City staff can implement to increase public engagement and voter turnout in the 2018 municipal election.

If you're interested in participating or have additional questions, you can contact me at 604-362-1690 or email paul.hendren@vancouver.ca. All potential participants will be sent a Participant Consent Form to sign before any data is collected.

Sincerely,

Paul Hendren
Election Outreach Lead
City of Vancouver
604-362-1690
paul.hendren@vancouver.ca

Appendix 7: Jurisdictional scan participant interview questions.

Planning

1. What were the goals and objectives for the voter engagement campaign?
2. Which barriers to voting was the campaign designed to address?
3. Which target demographics was the campaign designed to engage?
4. How were target demographics identified?
5. How were activities and messages tailored to engage people in the target demographics?
6. What was the budget for the campaign?
7. How many staff worked on the campaign and what were their roles?
8. Which other departments in the organization provided support?
9. What was the timeline for implementing the campaign?

Operation

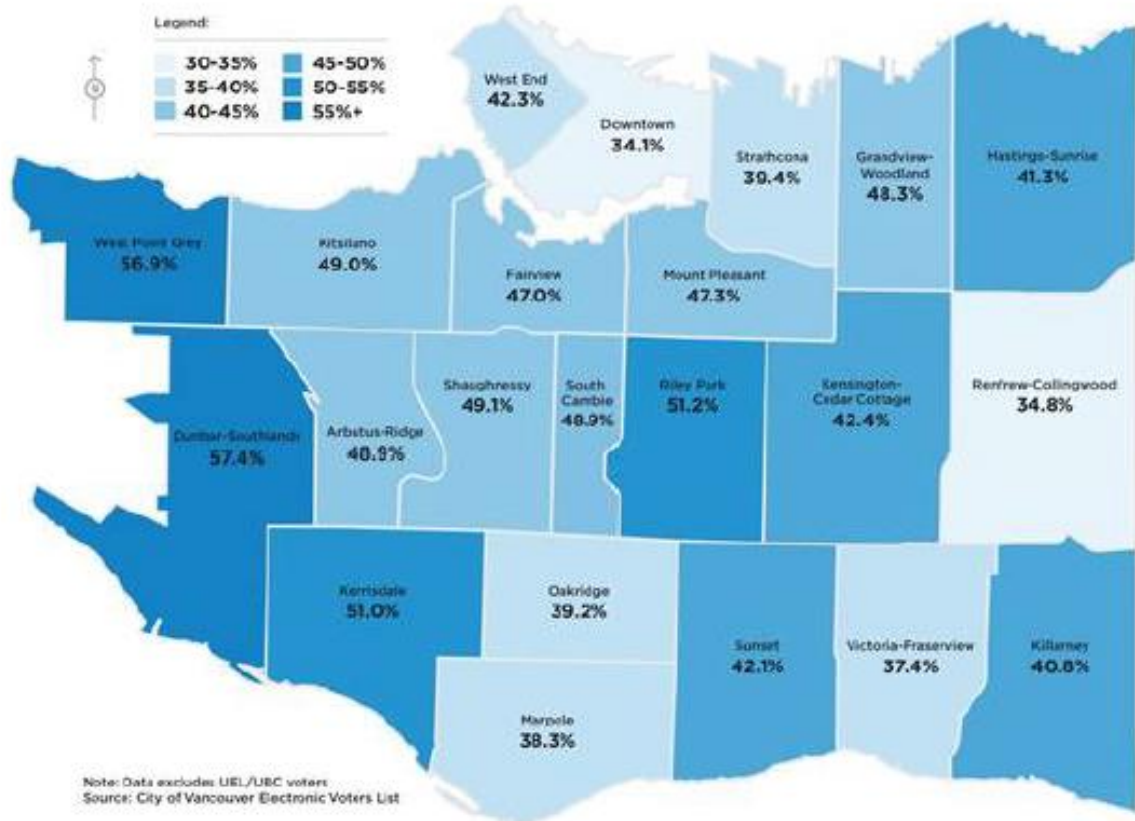
1. What types of outreach activities were implemented as part of the campaign?
2. What were the key messages and communication channels used in the campaign?
3. How were online and digital tools incorporated as part of the campaign?
4. How did you involve non-profit organizations and community groups in the campaign?

Review

1. How did you measure the success of the campaign?
2. How did the public respond to the campaign?
3. What feedback did you receive from partner organizations?
4. Was the budget sufficient for meeting the campaign goals and objectives? If not, how much would you add to the budget and what would the extra funds be spent on?
5. Was the timeline sufficient for meeting the campaign goals and objectives? If not, what would be an optimal timeline?
6. What was the most successful aspect of the campaign?
7. What changes would you make if you were to run the campaign again?

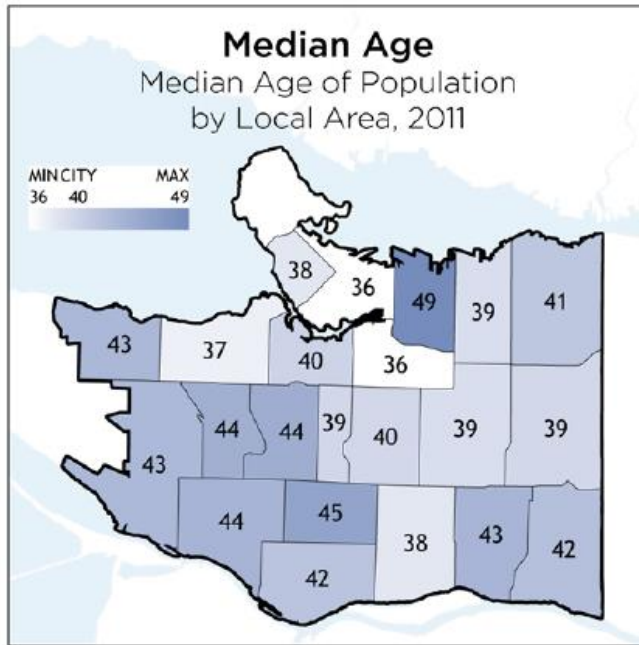
Appendix 8: Map of registered voter turnout by local area in Vancouver for the 2014 election.

Figure 1 - 2014 Voter Turnout by Local Area



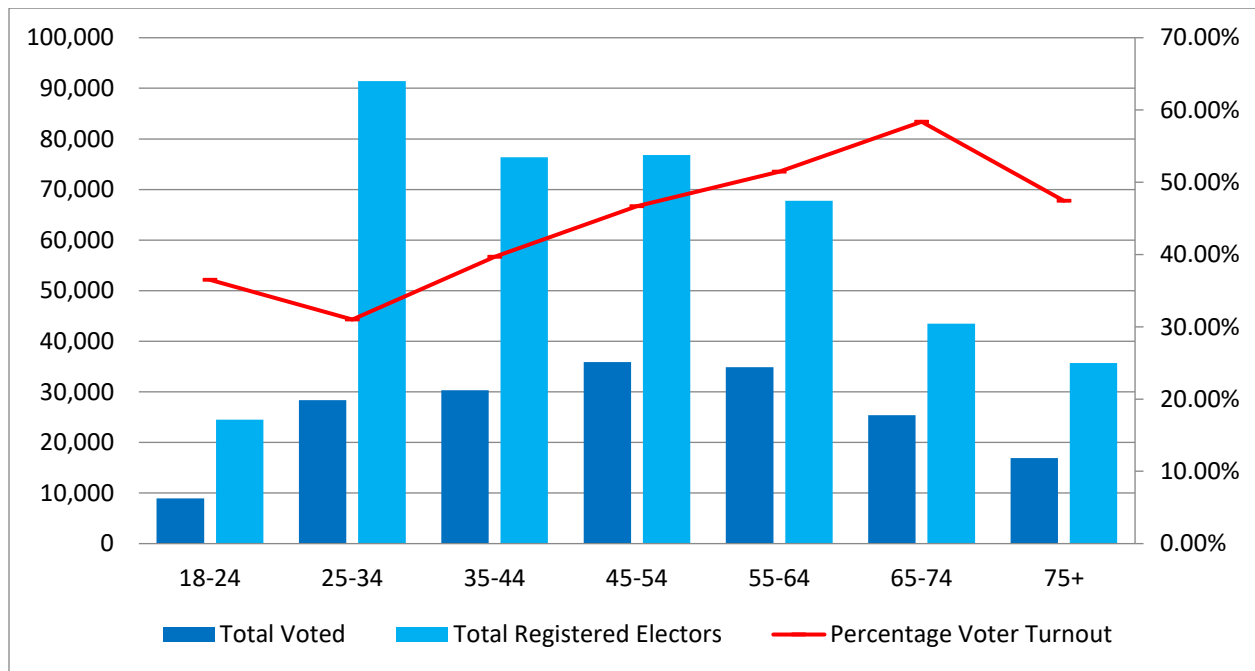
(MacKenzie, 2015, p. 2)

Appendix 9: Map of age distributions across Vancouver neighbourhoods.



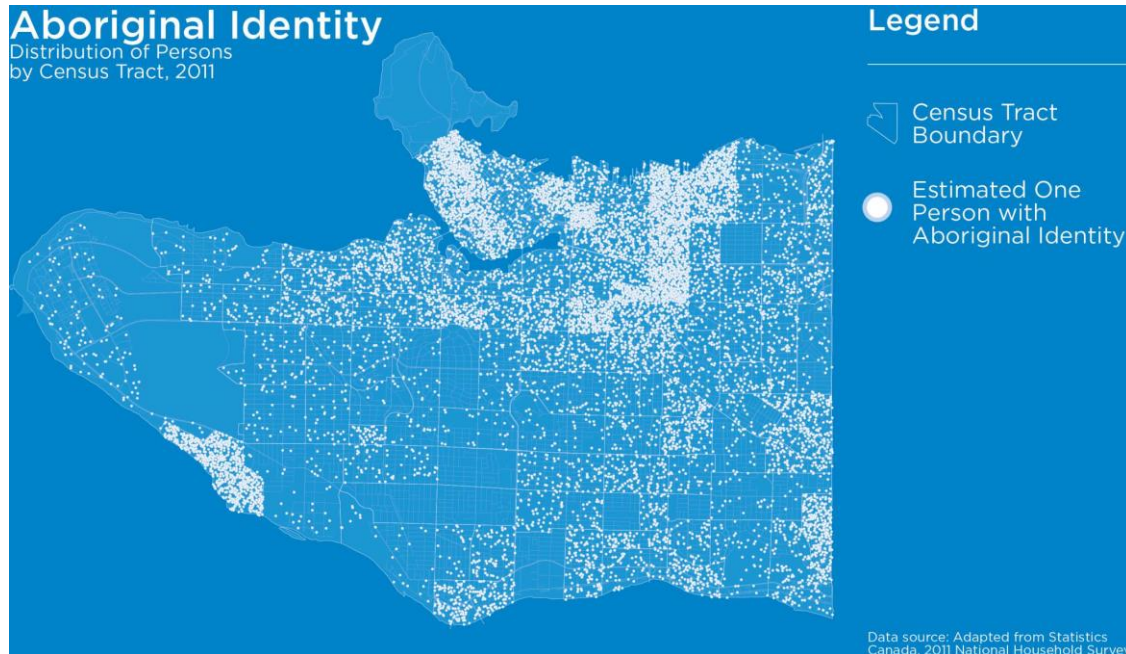
(City of Vancouver, 2015a, p. 11)

Appendix 10: Voter turnout by age in the 2014 Vancouver election.



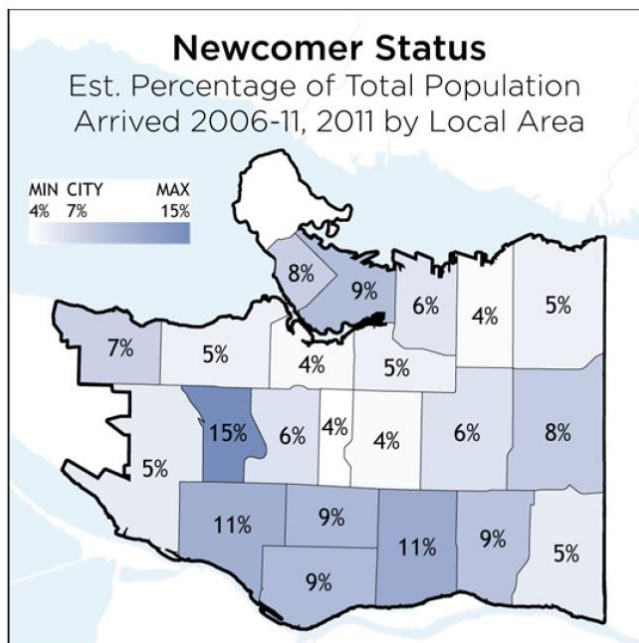
(Personal communication, 2014)

Appendix 11: Persons with Aboriginal identity across Vancouver neighbourhoods.



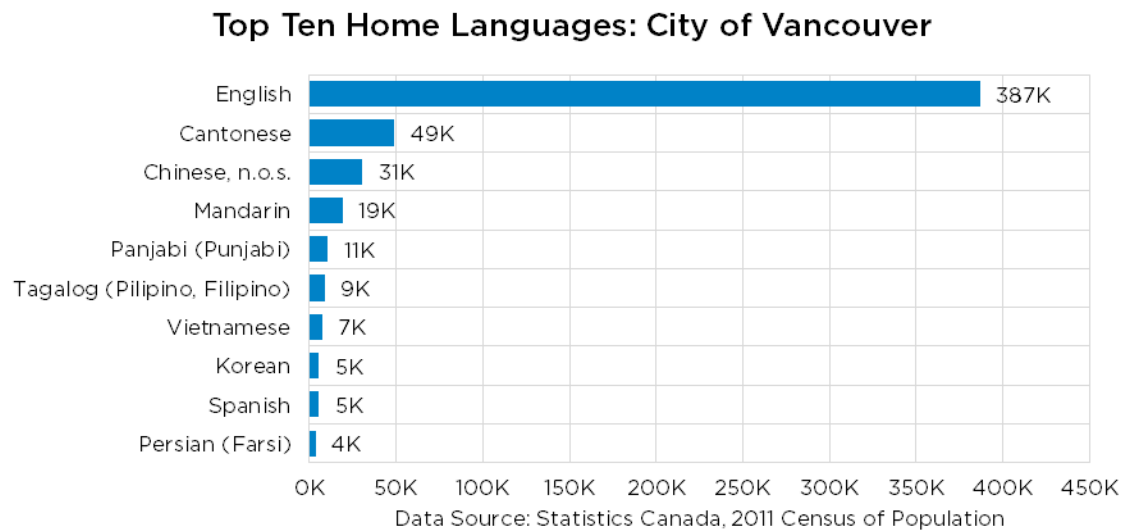
(Personal communication, May 14, 2017)

Appendix 12: Percentage of persons who immigrated to Vancouver in the last five years across neighbourhoods



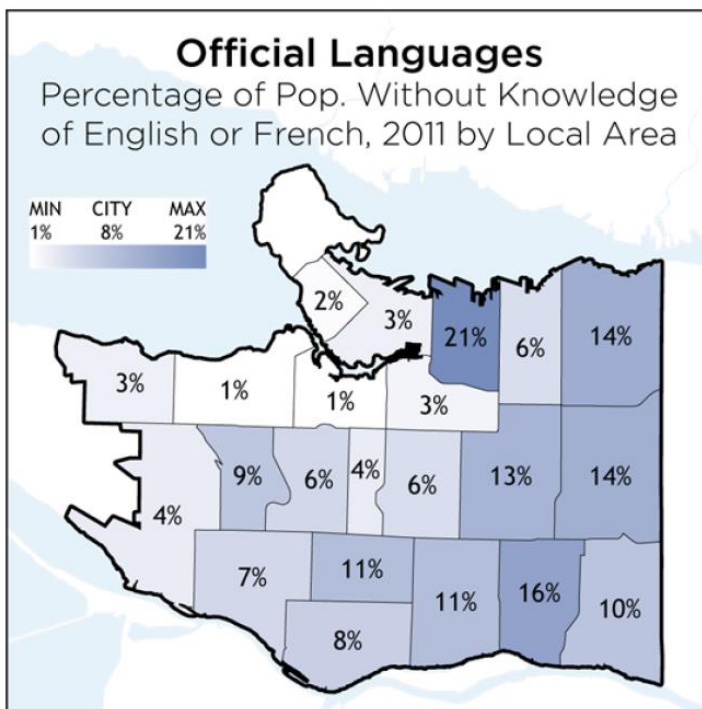
(City of Vancouver, 2015a, p. 26)

Appendix 13: Top ten languages spoken at home in Vancouver.



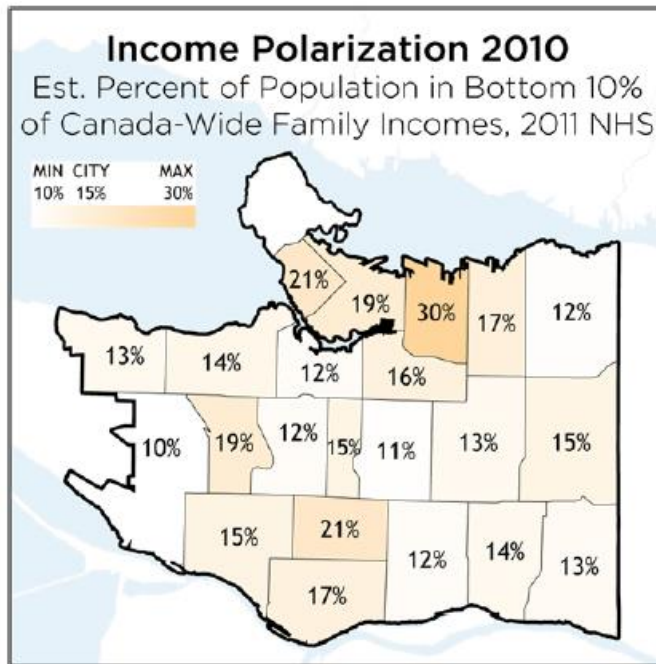
(Personal communication, May 14, 2017)

Appendix 14: Percentage of population without knowledge of English or French by local area in Vancouver.



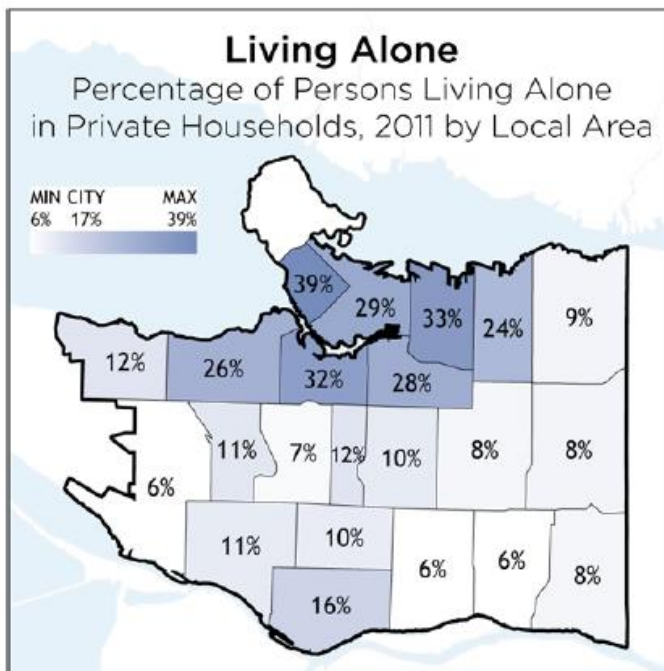
(City of Vancouver, 2015a, p. 29)

Appendix 15: Percent of Vancouver population in bottom 10% of Canada-wide family incomes by local area.



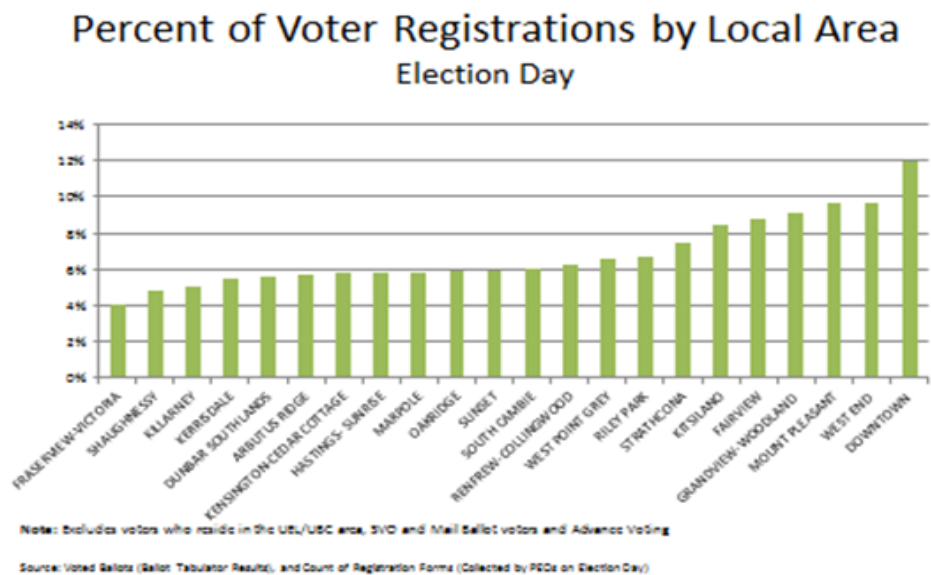
(City of Vancouver, 2015b, p. 7)

Appendix 16: Percentage of persons living alone across Vancouver neighbourhoods.



(City of Vancouver, 2015a, p. 18)

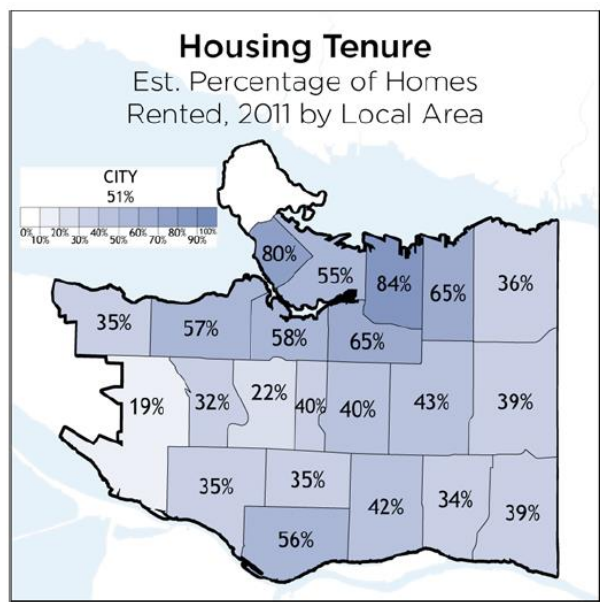
Appendix 17: Percentages of voter registrations at polling stations on Election Day in Vancouver.



22

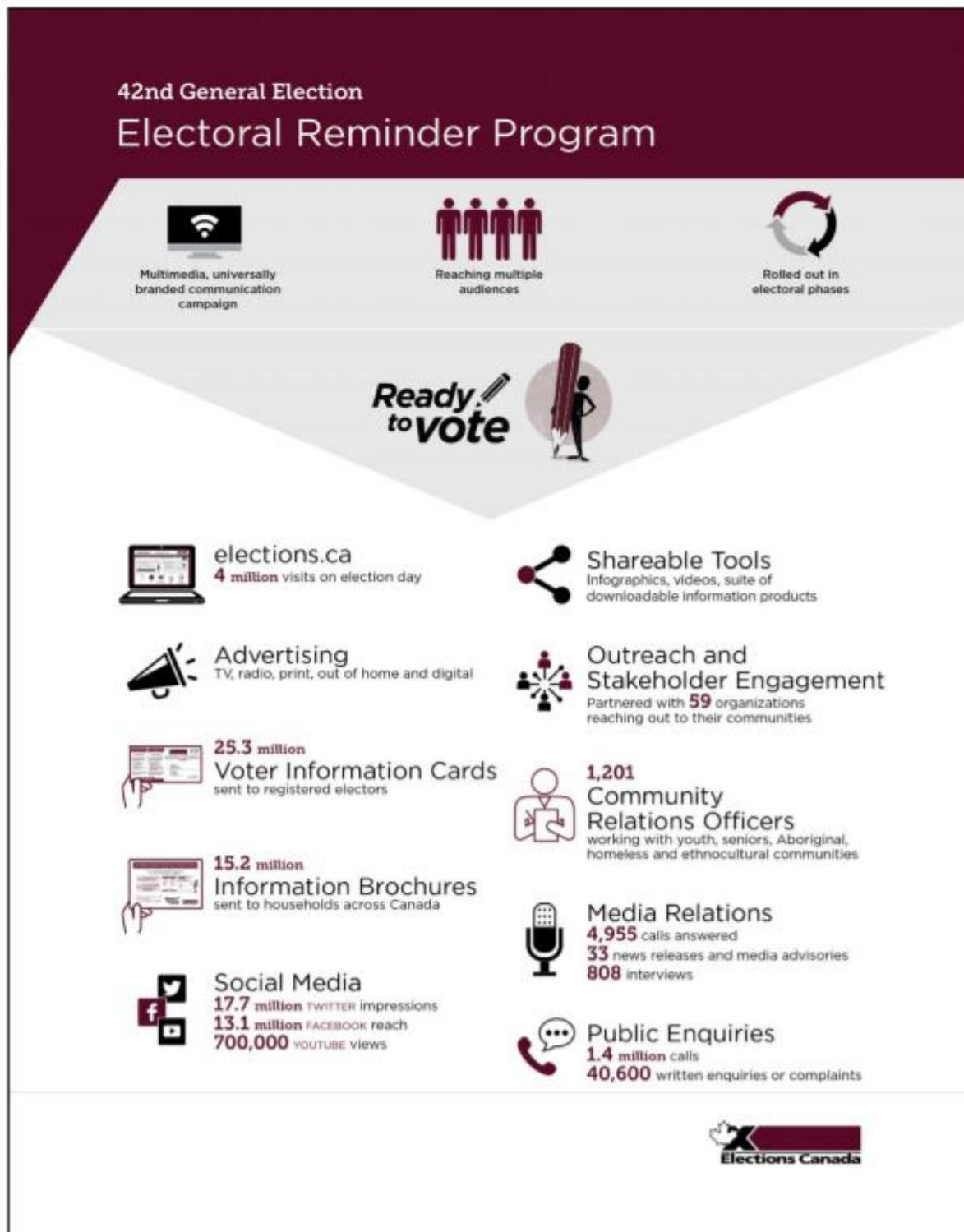
(Personal communication, 2014)

Appendix 18: Percentage of homes rented by local area in Vancouver.



(City of Vancouver, 2015d, p.9)

Appendix 19: Elections Canada infographic of Electoral Reminder Program activities.



Infographic on the Electoral Reminder Program for the 42nd general election.

(Office of the Chief Electoral Officer, 2016b, p. 38)

Appendix 20: Elections Canada ‘Ready to Vote’ flyer used in 42nd General Election



☐ Make sure you're registered

Check your registration if you've moved, never voted before or are a student living away from home.

Go to elections.ca/register now. It's easy and will save you time when you go vote in the upcoming federal election.

☐ Watch for your voter information card

If you're registered, you will get a voter information card in the mail after the election is called. It tells you when and where to vote.

Check your name and address on the card. If there are errors, or if you don't receive a card, go to elections.ca or call us to update your information.

☐ Check that you have the right ID

Here are your options:

Show one piece of government-issued ID with your photo, name and address. For example: your driver's licence.



OR

Show two pieces of ID. Both pieces must have your name, and one must also have your address. For example: your health card plus a utility bill, or your student card plus a bank statement.

OR

Take an oath. Show two pieces of ID with your name and have someone who knows you attest to your address. This person must show proof of identity and address, and be registered in the same polling division. This person can attest for only one person.

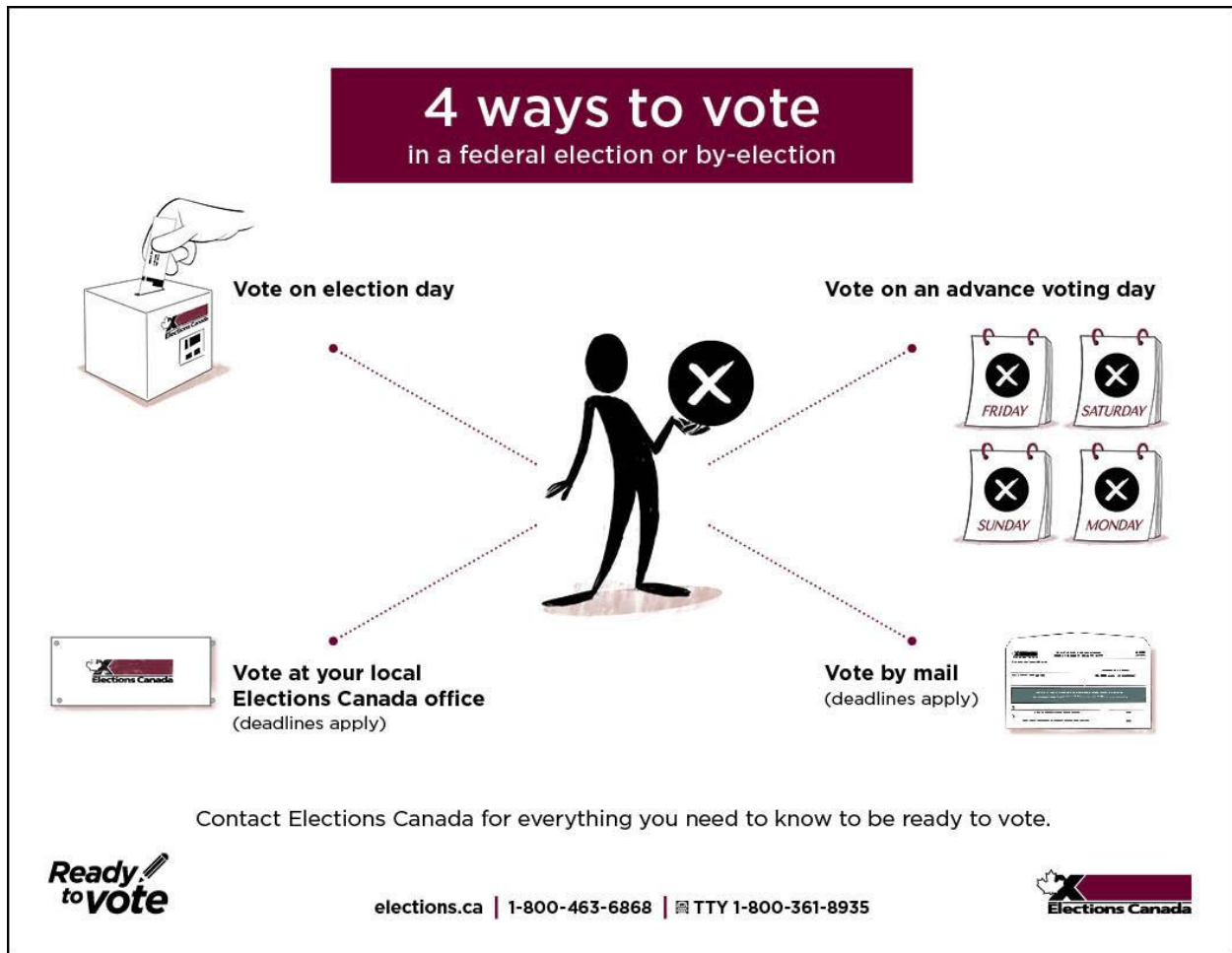
Go to elections.ca for the full list of accepted ID, details on accessibility, and to learn about the many ways you can vote.

elections.ca | 1-800-463-6868 | TTY 1-800-361-8935

This information is available in other formats.

(Get Ready to Vote, n.d.)

Appendix 21: Elections Canada ‘4 Ways To Vote’ postcard used in 42nd General Election



(4 Ways to Vote, n.d.)

Appendix 22: Elections BC outreach and public education program organization diagram.



(A. Foster, personal communication, May 8, 2017).

Appendix 23: Image from the First Nations Leadership Council, 2017 BC Election package.



I VOTE  **Do you?**

FNLC's 2017 BC Election Package

The First Nations Leadership Council is committed to changing the course of First Nation-Crown relations in BC in a way that empowers First Nations and results in real, concrete change to our children, families, and communities. The FNLC has...

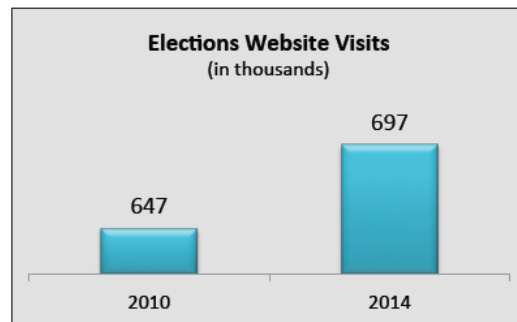
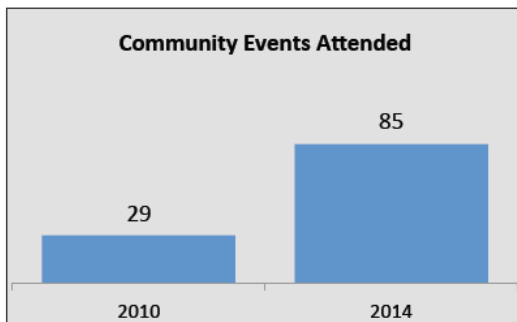
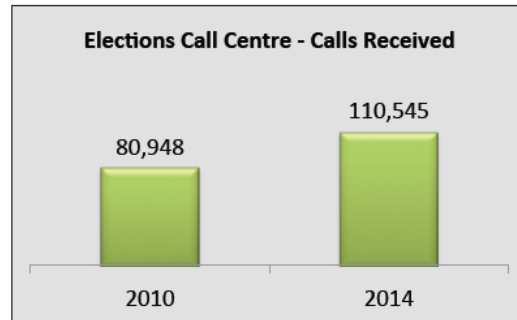
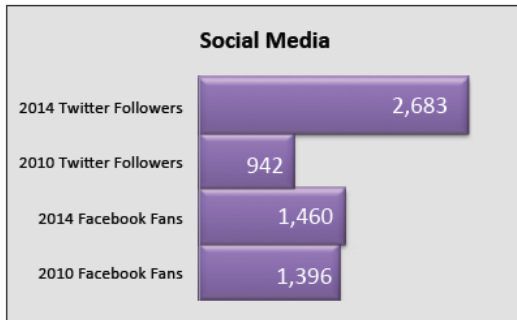
UBCIC.BC.CA [Learn More](#)

(A. Foster, personal communication, May 8, 2017).

Appendix 24: Number of youth election workers in provincial general election (2005-2017).

	2017	2013	2009	2005
Total # of officials	23,369	33,106	35,684	29,531
# under age 19	4,348	2,924	1,844	2,106
% under age 19	19%	9%	5%	7%

Appendix 25: Communications and outreach graphs from City of Toronto, 2014 election.



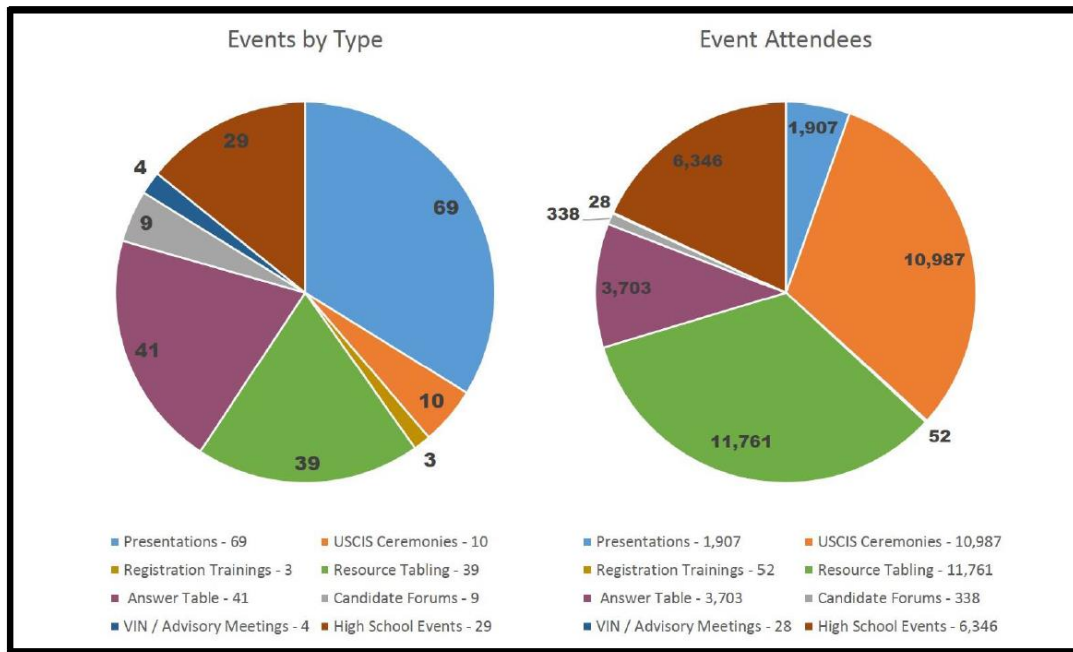
(Election Services, 2014a, p. 48)

Appendix 26: Summary of City of San Francisco election outreach activities
July 1-November 8, 2016

OUTREACH EVENTS			VOTER REGISTRATION FACILITATED					
Total Outreach Events		207	Citywide Eligible Voters		513,573			
Total Outreach Attendees		32,274	OR collected SF County VRCs		854			
Voter Information Network		680	OR collected Other county VRCs		1,108			
Total Organizations Contacted*		855	Online Registrations SF County		227,656			
Citywide Voter Turnout		80.71%	VBM requests collected by OR		52			
Supervisorial District	Events	Attendees	Guide to Registration Drive kits		100			
Citywide	81	20,981	Poll Worker Applications		1,875			
District 1	5	1,050	MATERIALS DISTRIBUTED	EN	CH	SP	FI	
District 2	5	636	BAV Election Flyers	9,800	2,375	1,250	650	
District 3	10	2,585	BAV Election Posters	5,250				
District 4	2	370	Multilingual Services	267	214	161	97	
District 5	15	1,485	RCV Postcards	243	98	103	33	
District 6	30	1,392	Access ADA Brochure	15	5	n/a		
District 7	14	1,275	OPOP Voting Card	750	200	250	50	
District 8	8	2,000	OPOP Voting Poster	15				
District 9	10	360	Ballot Worksheets	4,650	700	525	100	
District 10	18	1,970	Get Out the Vote card	1,500	1,000	1,000	500	
District 11	8	809	2016 Magnets	802	(5,198 remaining)			
Events by Language**	Other	Presentations	Pencils	3,125	(1,500 remaining)			
English	133	46	BAV Pens	28,000	(2,500 remaining)			
Chinese	39	27	BAV Buttons	6,757	(250 remaining)			
Spanish	33	11	BAV Blue Bags	3,425	(2,575 remaining)			
Filipino	6	2	DROP-OFF STATIONS	Goodlett	Grove	Total		
By Target Community ***	Other	Presentations	Saturday 11/5/2016	349	424	773		
Asian	39	27	Sunday 11/6/2016	696	569	1,265		
Latino	33	11	Monday 11/7/2016	1,491	743	2,234		
Russian	0	1	Tuesday 11/8/2016	2,376	1,047	3,423		
Seniors	7	17	Total Ballots Collected	4,912	2,783	7,695		
African American	6	4	ALTERNATIVE VOTER INFORMATION PAMPHLETS					
Low-Income	12	18	Opt out of paper version		14,443			
People with disabilities	7	4	Chinese		27,456			
Youth	30	35	Spanish		6,484			
New Citizens	0	12	Filipino		1,355			
Former Incarcerated	3	1	Large Print English		85			
By Event Type		Attendees	Large Print Chinese		40			
Presentations	69	1,907	Large Print Spanish		12			
Voting System Demos	1	Open House	Large Print Filipino		8			
USCIS Ceremonies	10	10,987	Audio English (only) all formats		102			
Registration Trainings	3	52	SOCIAL MEDIA		June 2016	Nov 2016		
Resource Tabling	39	11,761	Facebook		724	902		
Answer Table	41	3,703	Twitter		954	1,125		
Candidate Forums	9	338	* Sent poster package w/ letter and outreach form: VIN (464), SFUSD (120), City Departments, SFPL, RPD, SFPD, SFFD sites (215), LEP-CS (43), BOS (11), Mayor's Office (2)					
VIN / Advisory Meetings	4	28	** Some events in multiple languages					
Elections Staff Education	2	n/a	*** Some events reach multiple communities					
High School Events	29	6,346	****Not counted as "event"; provides info in community					
Media Interviews	4	****						
Material Requests Only	40	****						

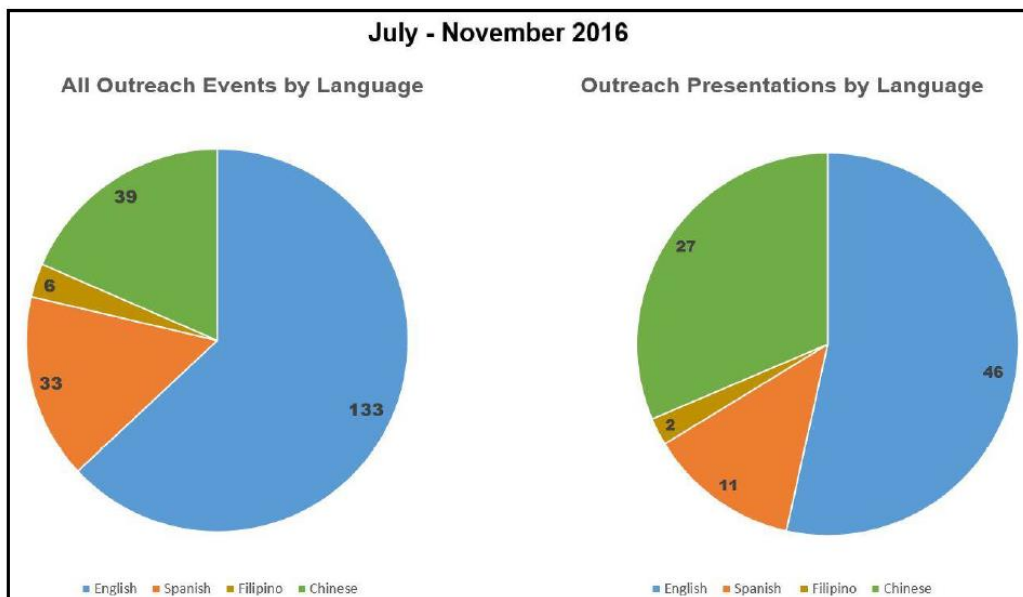
(J. Fox, personal communication, July 5, 2017, p. 24)

Appendix 27: City of San Francisco 2016 election outreach events by type and number of attendees.



(J. Fox, personal communication, July 5, 2017, p. 18)

Appendix 28: City of San Francisco, 2016 election outreach events and presentations by language



(J. Fox, personal communication, July 5, 2017, p. 25)

