

COMMITTEE AGENDA

Consolidated as of June 30, 2015



TO **Governance Committee**

DATE Tuesday June 30, 2015

LOCATION Council Chambers, Guelph City Hall, 1 Carden Street

TIME 3:00 p.m.

DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF

CONFIRMATION OF MINUTES – March 3 and April 8, 2015 open meeting minutes

PRESENTATIONS (Items with no accompanying report)

- a) None

CONSENT AGENDA

The following resolutions have been prepared to facilitate the Committee's consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with separately. The balance of the Governance Committee Consent Agenda will be approved in one resolution.

ITEM	CITY PRESENTATION	DELEGATIONS	TO BE EXTRACTED
GOV-2015.3 Conflict of Interest in Hiring Policy			
GOV-2015.4 Procedural By-law and Associated Documents Review	Stephen O'Brien, City Clerk		✓
GOV-2015.5 Council Composition and Employment Status Review - Update		<ul style="list-style-type: none">Susan WatsonKevin Bowman	✓
GOV-2015.6 Governance Committee Outstanding Motions			

GOV-2015.7 Municipal Election Act Reform Regarding Ranked Ballot and Permanent Residents Voting		<ul style="list-style-type: none"> • Derek Alton • Graeme Laberge • Ieva Van Geest Mikelsons <p><u>Correspondence:</u></p> <ul style="list-style-type: none"> • Graeme Laberge • Keith Poore 	√
GOV-2015.8 Governance and Audit Committee – Council Shared Agenda Workplan	Ann Pappert, Chief Administrative Officer		
GOV-2015.9 Councillor Kovach’s motion from Council July 28, 2014 Re: Quarterly Reporting from Council Appointees to Government Associations			√

Resolution to adopt the balance of the Governance Committee Consent Agenda.

ITEMS EXTRACTED FROM CONSENT AGENDA

Once extracted items are identified, they will be dealt with in the following order:

- 1) delegations (may include presentations)
- 2) staff presentations only
- 3) all others.

STAFF UPDATES AND ANNOUNCEMENTS

ADJOURN

NEXT MEETING – August 4, 2015

**GOVERNANCE COMMITTEE
 CONSENT AGENDA
 REVISED AS OF JUNE 26, 2015**

June 30, 2015

Members of the Governance Committee.

SUMMARY OF REPORTS:

The following resolutions have been prepared to facilitate the Committee’s consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with immediately. The balance of the Governance Committee Consent Agenda will be approved in one resolution.

Reports from Administrative Staff

REPORT	DIRECTION
<p>GOV-2015.3 CONFLICT OF INTEREST IN HIRING POLICY</p> <p>That the Conflict of Interest in Hiring Policy be approved.</p>	Approve
<p>GOV-2015.4 PROCEDURAL BY-LAW AND ASSOCIATED DOCUMENTS REVIEW</p> <p>1. That the report dated June 30, 2015 entitled “Procedural By-law and Associated Documents Review”, be received.</p> <p>2. That Council approve of the redline changes to Procedural By-law (2014)-19784, through the repealing of this by-law and the enactment of a new Procedural By-law.</p> <p>3. That the following documents be revised to align to the new corporate structure and amendments to the Procedural By-law be approved: Council Terms of Reference Standing Committee Terms of Reference Closed Meeting Protocol Meeting Flow for Chairs.</p> <p>4. That City of Guelph By-law (1989)-13137, being a by-law adopting codification of the By-laws of the Corporation of the City of Guelph be repealed.</p>	Approve

GOV-2015.5 COUNCIL COMPOSITION AND EMPLOYMENT STATUS REVIEW – UPDATE

Receive

That the report dated June 30, 2015 titled "Council Composition and Employment Status Review – Update", be received.

~~**GOV-2015.6 GOVERNANCE COMMITTEE OUTSTANDING MOTIONS**~~

~~Receive~~

~~Report will be distributed with the Consolidated Agenda.
That Report CS-2015-55 dated June 30, 2015 and entitled "Governance Committee Outstanding Motions", be received for information.~~

GOV-2015.7 MUNICIPAL ELECTION ACT REFORM REGARDING RANKED BALLOT AND PERMANENT RESIDENTS VOTING

Receive

That the report dated June 30, 2015 entitled "*Municipal Election Act Reform Regarding Ranked Ballots and Permanent Residents Voting*", be received.

~~**GOV-2015.8 GOVERNANCE AND AUDIT COMMITTEE – COUNCIL SHARED AGENDA WORKPLAN**~~

~~Approve~~

- ~~1. That the Governance and Audit Committee – Council Shared Agenda Workplan, be received.~~
- ~~2. That Committee input inform the next steps in the Council shared Agenda Workplan process.~~

GOV-2015.9 COUNCILLOR KOVACH'S MOTION ADOPTED BY COUNCIL JULY 28, 2015 RE: QUARTERLY REPORTING FROM COUNCIL APPOINTEES TO GOVERNMENT ASSOCIATIONS

The following motion was adopted by Council July 28, 2015:
That the following motion be referred to the Governance Committee:
That any member of Council appointed to a municipal government organization board such as AMO or FCM and/or its committees, be required on a quarterly basis, to provide information reports to Council on the "Weekly Items for Information" regarding their attendance at meetings and a general overview of the business conducted at these meetings.



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Ranked Ballots

Ontario has committed to providing municipalities with the option of using ranked ballots in future elections, starting in 2018, as an alternative to the current system.

Ranked ballots allow a voter to rank candidates in order of preference --first choice, second choice, third choice, etc. -- instead of just voting for one candidate. See an example of a [ranked ballot election here](#).

There are different degrees to which ranked ballots could be used. For example, some municipalities in other countries use ranked ballots for all of council. Some other municipalities use ranked ballots for only the mayor or head of council while the rest of council is elected using a first past the post system.

Please note that ranked ballots are not being considered for school boards. If a municipality decided to use ranked ballots to elect council positions, voters would still use the current voting method to vote for school board trustee.

Municipal Choice

Municipalities already have a lot of flexibility in the way they run their elections. Introducing ranked ballots as an option for municipalities would add to the range of options available to decide how we elect local representatives.

Every municipality must have a council of at least five members, but municipalities may decide to have more than five members.

Municipalities can also make decisions about how to structure their council. For example, many municipalities divide their territory into wards (often determined by population) and each ward elects one or more representatives to council.

Some municipalities do not use wards and choose to elect their entire council at-large. Others use a combination of wards and at-large representatives.

Municipalities also have a number of choices in the way voting works. Municipalities can make decisions on how voters cast their ballots. By default, Ontario voters vote in municipal elections in person at their voting place. However, the Municipal Elections Act allows municipalities to decide to use alternative voting methods to cast ballots and many municipalities have decided to do so. For example, in many municipalities, voters may have the option of voting online, by mail or via telephone.

Why Ranked Ballots?

Ranked ballots have the potential to give voters a greater say in who is elected and increase voter engagement.

As an example of how ranked ballots work, let's assume you voted for three candidates, you marked a "1" next to your first choice candidate's name, a "2" next to your second choice, and a "3" next to your third choice. If your first choice candidate is eliminated, ranked ballots take into account the next choices on your ballot. This helps to ensure that the winning candidate(s) receive support from a majority of voters more often.

By giving voters more choice, ranked ballots may also:

- reduce strategic voting, which may occur when a voter decides not to pick their first choice candidate in an election because they think their first choice candidate may not win the election
- reduce negative campaigning — since voters can rank multiple candidates, there is an incentive for candidates to appeal to voters not just as a first preference vote, but also to gain a high ranking from supporters of other candidates
- encourage more candidates to remain in the race until voting day, since the threat of "splitting the vote" between like-minded candidates is reduced

There are two kinds of elections that are used in Ontario municipalities: single-member elections and multi-member elections.

Single-member elections are elections where only one candidate will win, such as:

- Elections for mayor
- A ward election where one person will be elected to represent the ward

Multi-member elections are elections where more than one candidate will win a seat, such as:

- When council members are elected at large
- A ward election where two or more people will be elected to represent the ward

In a ranked ballot election, there may be multiple rounds of counting before a candidate is declared the winner.

Single-member ranked ballot elections use a system called Ranked Choice Voting (RCV). Multi-member ranked ballot elections use a system called Single Transferrable Vote (STV).

An example of a ranked ballot election

Follow a ballot and learn what happens in a single-member and multi-member [ranked ballot election](#).

Counting Votes in a Ranked Ballot Election

Learn about ranked ballot elections, including how votes are [counted in single-member and multi-member](#) elections.

Frequently Asked Questions

See answers to some [frequently asked questions](#) about ranked ballots.

Changing the voting system is a big decision for a municipality and its residents.

There are a number of ways municipalities can consult their residents about council decisions.

The public could also be given the ability to formally petition council to adopt ranked ballots and require that council hold a referendum to determine if voters support the use of ranked ballots.

We're interested in your views on how the public should be involved in municipal decision making on ranked ballots.

Preview

What are your thoughts on using ranked ballots for Ontario municipal elections?

Should municipalities be able to use ranked ballots for certain offices and not others? For example, only for mayor?

Should public consultation by a municipality be required before implementing ranked ballots or before changing from ranked ballots back to the current system?

What form should that consultation take?

Unlike the current system, ranked ballots can involve multiple rounds of counting before all the seats to be elected have been won.

How much information would you want about election results? For example, where there have been multiple rounds of counting would you want to see the results of each round of counting or just the final results?

There are a number of other important decisions that the province will need to consider when determining how ranked ballots could work in Ontario. Throughout this review we will be consulting with Ontarians, municipalities and experts on ranked ballots to help us make these decisions.

Are there other ideas you wish to share on ranked ballots that you would like us to consider?

Please do not provide any additional personal or identifying information such as opinions about individuals or names and addresses as part of your response. To help us make the most effective use of your comments, please consider identifying your municipality or, if you prefer, your geographic region of the province (for example, Southwestern Ontario) or whether you live in a rural or urban area.

If you are providing comments on behalf of an organization, please provide its name. If you are providing comments on behalf of a municipality, please provide its name and indicate whether the submission has been endorsed by a council resolution.

Name of
municipality/region/organization:
(optional)

Your responses may be used for the purposes of the ministry's consultation process. Please note the ministry may summarize and share them, including with other ministries and the public. Names of organizations and persons who indicate an affiliation may also be shared.

[Preview](#)

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Follow Your Ballot: An example of a ranked ballot election

Follow a ballot and learn what happens in a single-member and multi-member ranked ballot election.

Single-member election: an election where one candidate is elected

In this election, you are being asked to vote on the kind of fruit that will be served as a snack.

Ranking the ballot

With ranked ballots you can rank your choices from your most preferred to least preferred option. You rank the choices as follows:

- Cherry 1
- Pear 2
- Strawberry 3
- Apple 4

Calculate the threshold to be elected

Thirty people voted, and only one fruit can be chosen. Sixteen votes are needed for a fruit to be elected (50 per cent of 30 votes is 15 votes, plus one makes it a majority).



Count the first choice votes

After the ballots are distributed according to first choices, the vote count looks like this:



1st count	5	6	9	10
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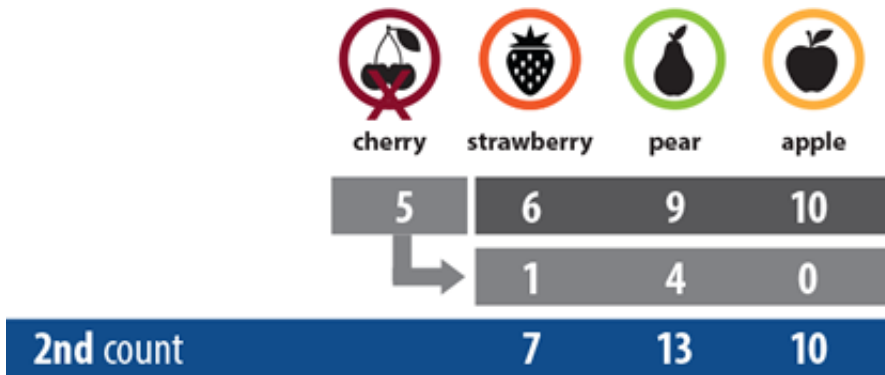
None of the fruits has received enough votes to be elected.

Eliminate the option in last place and redistribute those ballots to other candidates

Your first choice, Cherry got the fewest votes. Your ballot will now be given to your second choice, Pear. (The ballots of everyone else who voted for Cherry as their first choice will also be redistributed to their

second choices).

After the 5 Cherry ballots are distributed, the new vote count is:



After the second round of counting, none of the fruits has received enough votes to be elected.

Drop the last place and redistribute those ballots

Strawberry now has the fewest votes. Your ballot stays with your second choice, Pear.

After the 7 Strawberry ballots are redistributed, the new vote count is:



Pear is elected with 17 votes. Even though your first choice didn't get elected, your ballot helped your second choice to win.

Multi-member Election: an election where more than one candidate is elected

In this election, you are being asked to vote on what new equipment should be installed in your neighbourhood park. Three pieces of equipment will be chosen out of a possible six.

Ranking the ballot

With ranked ballots you can rank your choices from your most preferred to least preferred option. You rank your choices as follows:

- Monkey bars 4
- Picnic Table 5
- Sandbox 3
- Slide 6
- Swings 1
- Treehouse 2

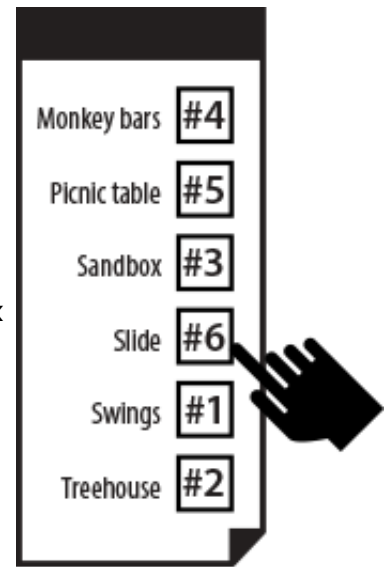
Calculate the threshold to be elected

In a multi-member ranked ballot election, the number of votes needed to be elected will depend on how many seats are being filled.

In this example, one hundred people voted, and three pieces of equipment will be chosen.

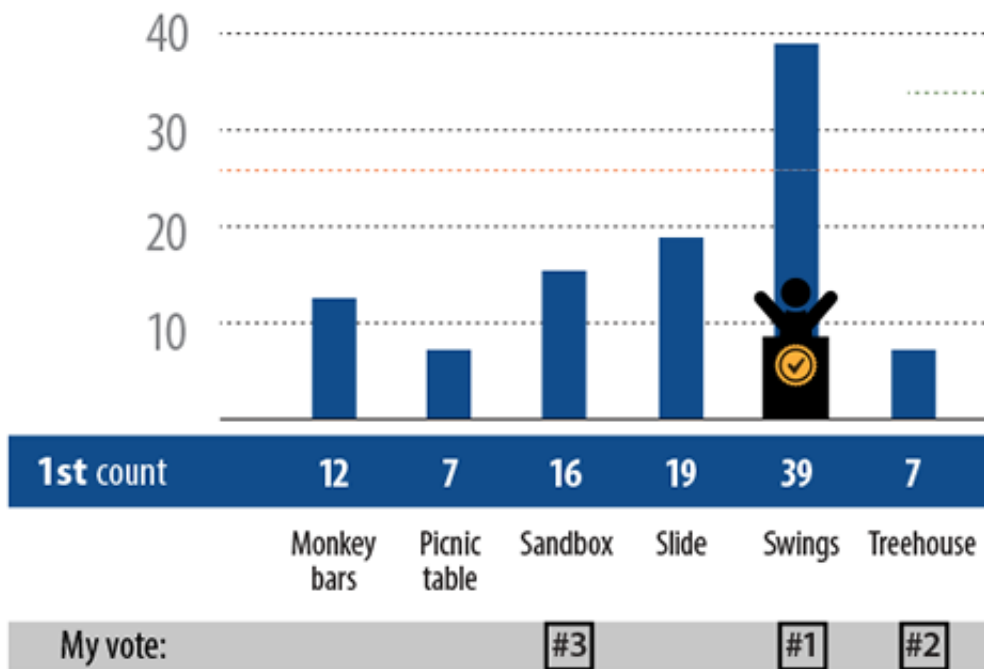
In order to be elected, a piece of playground equipment must earn twenty-six votes.

To do the math, one hundred votes divided by 4 (3 pieces of equipment will be chosen, plus one is 4) is 25 votes, plus one is 26.



Count the first choice votes

After the ballots are distributed according to first choices, the vote count looks like this:



13 votes surplus
26 votes to be elected

Swings has received more than 26 votes, and is declared the winner.

Distribute the surplus

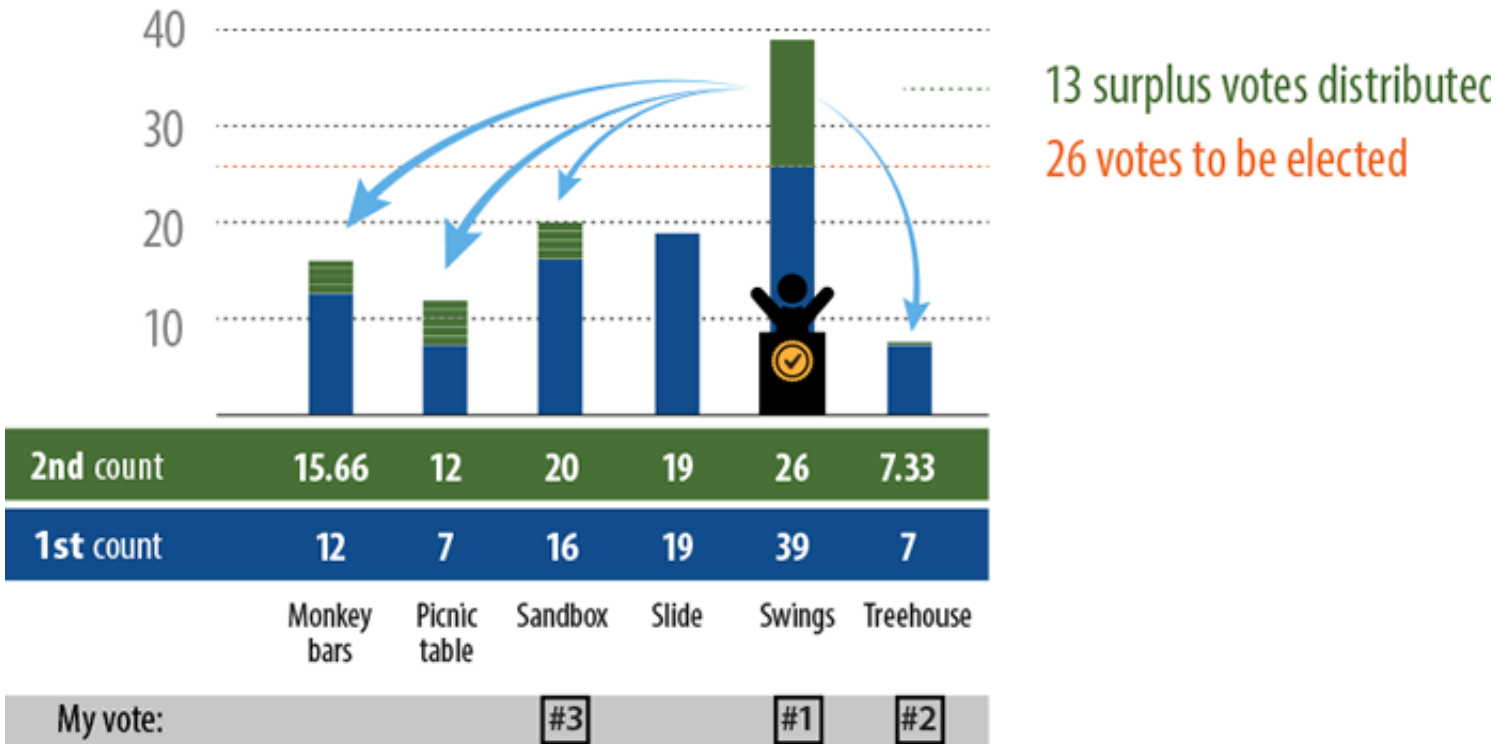
Since the threshold is 26 votes, and Swings got 39 first choice votes, Swings got 13 more votes than is needed to be elected.

Swings has a surplus of 13 votes. Thirteen divided by 39 is one-third. This means that Swings only needed two-thirds of your vote (along with two-thirds of the vote of everyone else who had Swings as a first choice) to be elected.

The two-thirds of your vote that Swings needs to be elected will stay with Swings. The other one-third of your vote will be given to your second choice, Treehouse. Each ballot that had Swings as the first choice

will give one-third of their vote to their second choice.

After the ballots are redistributed, the new vote count is:



	Round 1 total	Votes added	New total
Monkey Bars	12	11 ballots worth 1/3 each: 3.66 votes	15.66
Picnic Table	7	15 ballots worth 1/3 each: 5 votes	12
Sandbox	16	12 ballots worth 1/3 each: 4 votes	20
Slide	19	0 votes	19
Swings	39	- 39 ballots worth 1/3 each: -13 votes	26 elected
Treehouse	7	1 ballots worth 1/3 each: 0.33 votes	7.33

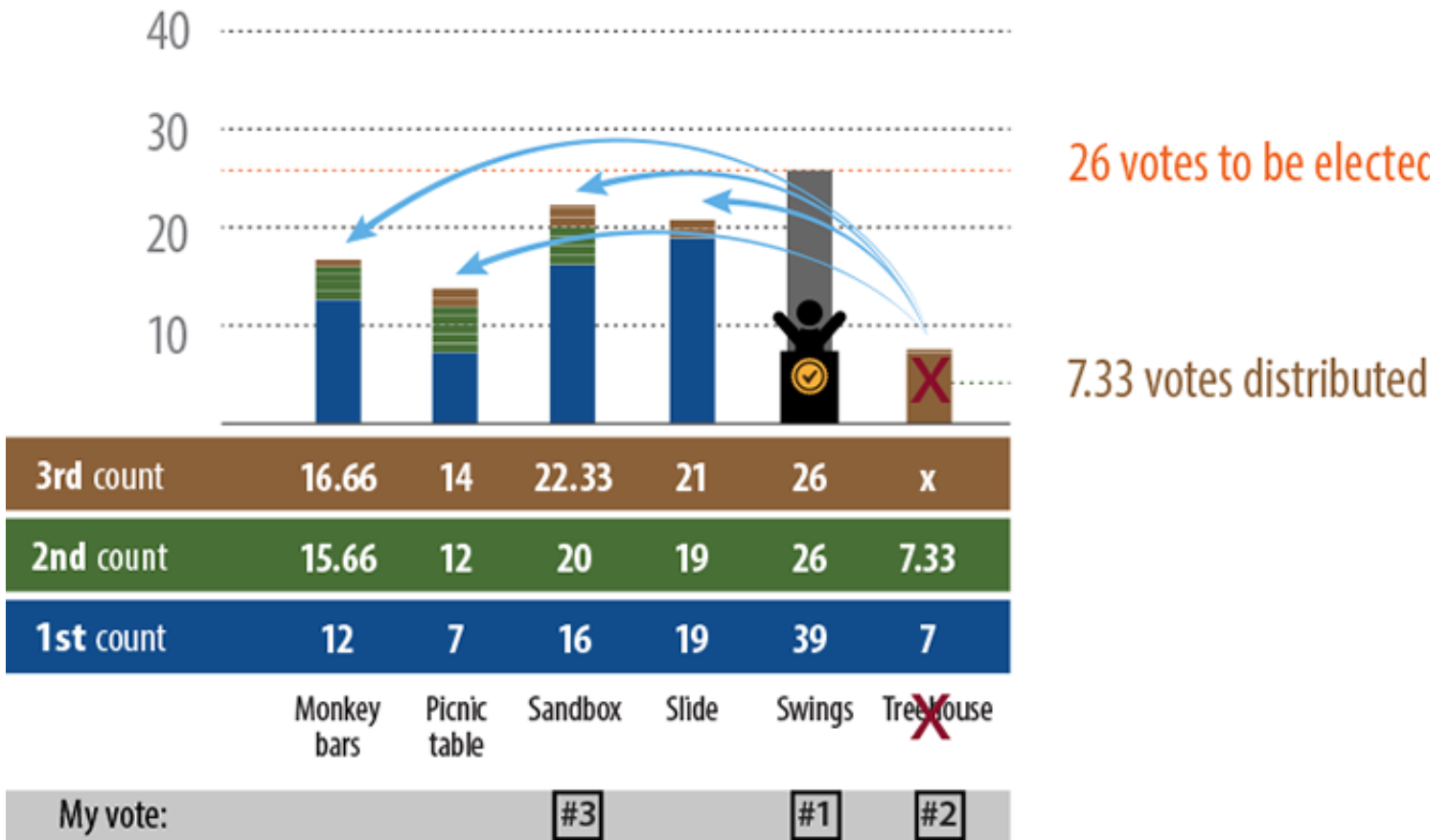
As it turns out, yours was the only ballot of the one hundred votes that chose Swings as the first choice and Treehouse as a second choice. Treehouse’s vote total increased by one-third of a vote.

None of the candidates other than Swings has earned the 26 votes needed to be elected.

Drop the last place and redistribute those ballots

Treehouse got the fewest votes, so it is eliminated. Treehouse’s votes are now redistributed. Your one-third of a vote will be transferred to your third choice, Sandbox.

After the Treehouse votes are redistributed, the new vote count is:

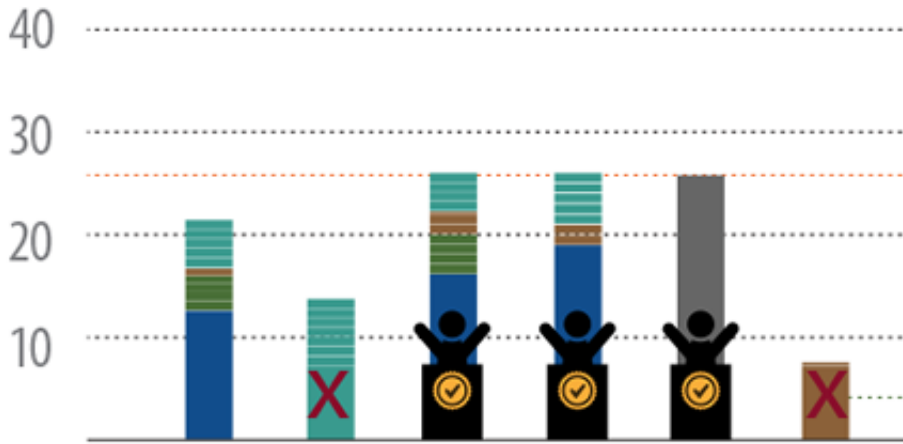


	Round 2 total	Votes added	New total
Monkey Bars	15.66	1	16.66
Picnic Table	12	2	14
Sandbox	20	2.33	22.33
Slide	19	2	21
Swings	26 elected	0	26 elected
Treehouse	7.33	-7.33 votes redistributed	0

None of the other candidates has earned the 26 votes needed to be elected.

Drop the last place and redistribute those ballots

Picnic Table has the fewest votes, so it is now eliminated. Picnic Table’s votes are now redistributed according to their next choice.



26 votes to be elected

14 votes distributed

4th count	21.66	x	26.33	26	26	x
3rd count	16.66	14	22.33	21	26	x
2nd count	15.66	12	20	19	26	7.33
1st count	12	7	16	19	39	7

Monkey bars ~~Picnic table~~ Sandbox Slide Swings ~~Treehouse~~

My vote: #3 #1 #2

	Round 3 total	Votes added	New total
Monkey Bars	16.66	5	21.66
Picnic Table	14	-14	0
Sandbox	22.33	4	26.33 elected
Slide	21	5	26 elected
Swings	26 elected	0	26 elected
Treehouse	0	0	0

Sandbox and Slide have each earned 26 votes, so they have reached the threshold to be elected.

Recall that in this election, three pieces of equipment were to be elected out of a possible six. Since three candidates have reached the threshold, the counting stops.

The three winning candidates are Sandbox, Slide and Swings.

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Counting Votes in a Ranked Ballot Election

Learn how votes are counted in single-member and multi-member elections.

Counting the ballots in a single-member election

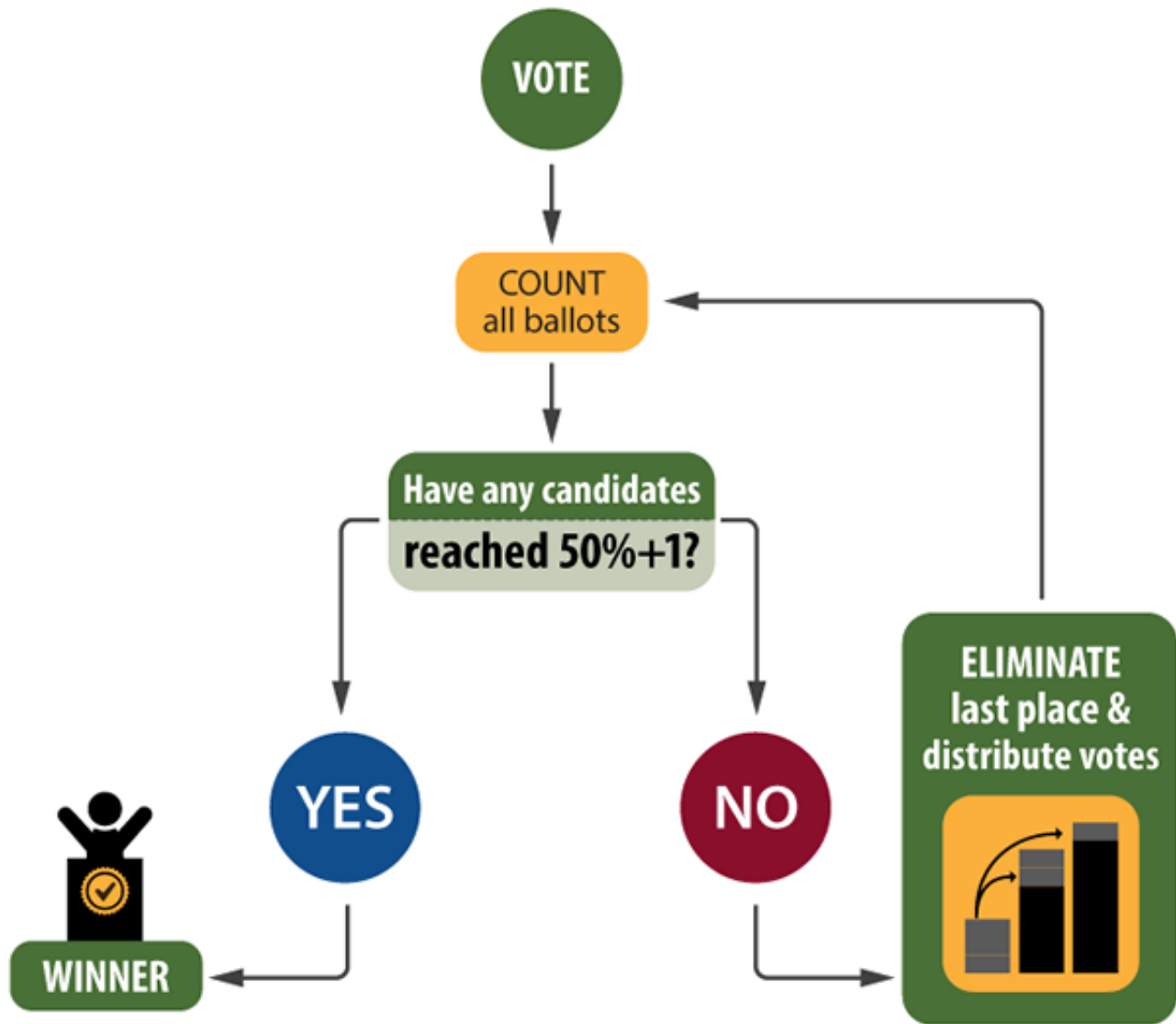
In order for a candidate to be elected in ranked ballot elections, they must receive a pre-determined number of votes.

In a **single-member ranked ballot election**, that number is 50 per cent of the total votes plus one (a simple majority).

First choice votes are counted for all of the candidates. If a candidate receives at least 50 per cent plus one votes, he or she is elected. If none of the candidates receives enough first choice votes, the candidate with the fewest votes is eliminated.

When a candidate is eliminated, their ballots are not disregarded. Instead each of the ballots is redistributed to one of the remaining candidates according to the next highest choice marked on the ballot.

If a candidate now has enough combined votes, he or she is elected. If none of the candidates receives enough votes to be elected, the candidate that now has the fewest votes is eliminated and those ballots are redistributed. This process continues until one candidate has enough votes to win.



In a single-member election, your first choice vote is always counted. Your second or third choices will only be counted if your earlier choice has been eliminated.

For more information and an example of how ranked ballot voting works see our [Follow Your Ballot](#) exercise.

Counting the ballots in a multi-member election

Multi-member elections are elections where more than one candidate is elected, such as:

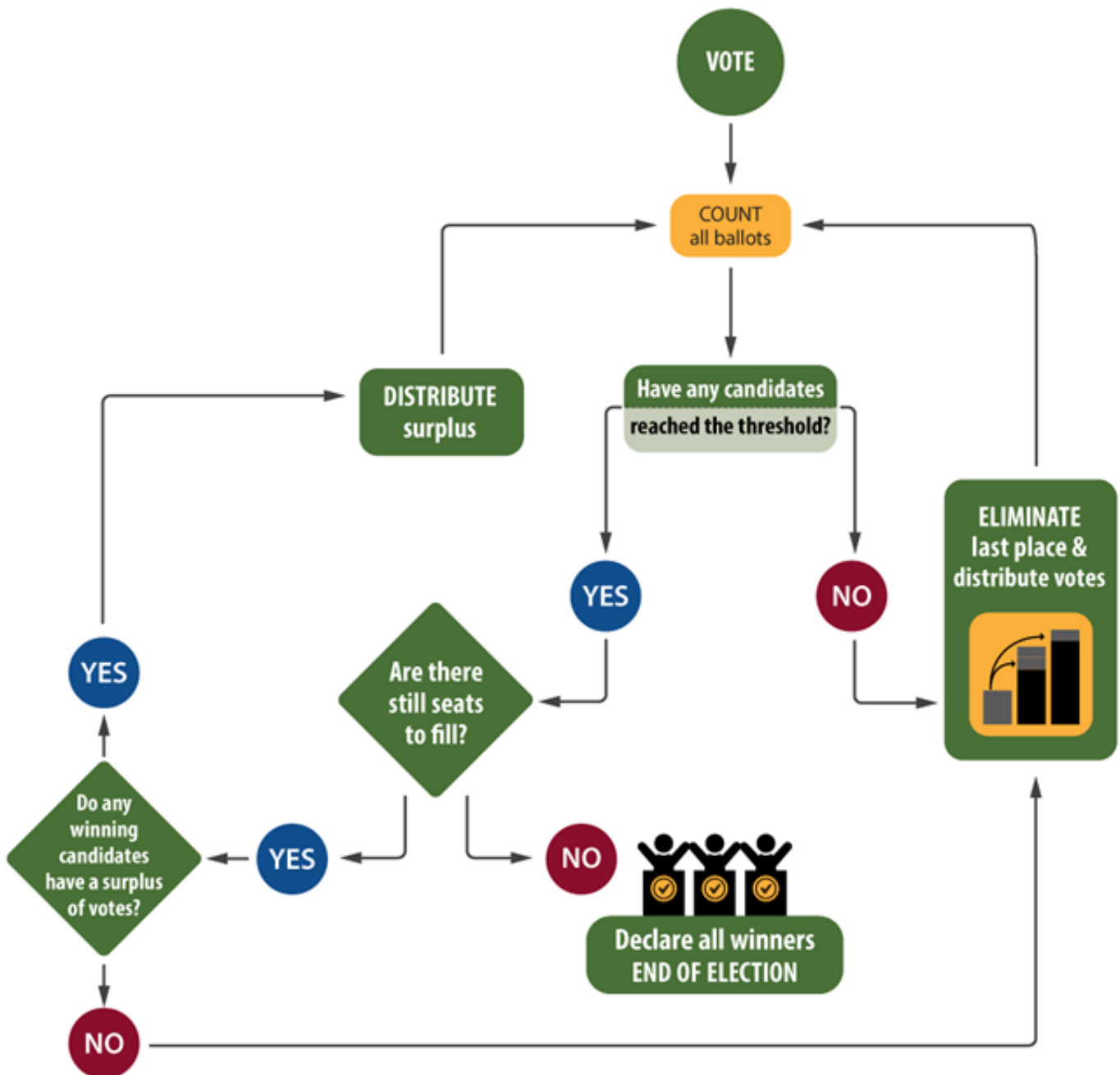
- When council members are elected at large
- A ward election where two or more people will be elected to represent the ward

In a **multi-member ranked ballot election**, the number of votes needed to win will depend on the total number of candidates being elected.

The threshold would be calculated by dividing the number of votes cast by the total number of candidates being elected plus one, then adding one to make it a majority.

$$\text{Threshold} = \left(\frac{\text{number of votes cast}}{\text{number of candidates being elected} + 1} \right) + 1$$

- 2 seats: 33.33%+1
- 3 seats: 25%+1
- 4 seats: 20%+1
- ...and so on.



First choice votes are counted for all of the candidates. If none of the candidates receives enough first choice votes, the candidate with the fewest votes is eliminated. The ballots for the eliminated candidate are redistributed according to each voter's next choice, and those votes are added to the total votes for the remaining candidates. If a candidate now has enough combined votes, he or she is elected. If a candidate receives more than the number of votes that they need to be elected, their surplus votes are redistributed according to each voter's next choice. This is to ensure that there are enough votes remaining to elect all candidates with the same threshold.

In a multi-member election, your first choice vote is always counted. Your second or third choices will only be counted if your earlier choice has been elected or eliminated. For more information and an example of how ranked ballot voting works in multi-member elections see our [Follow Your Ballot](#) exercise.

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Frequently Asked Questions about Ranked Ballots

1. What are ranked ballots?
 - a. Ranked ballots are used in voting systems in which voters are able to rank candidates based on their preference (i.e. first preference candidate, second preference candidate, etc.).
2. Would my municipality have to use ranked ballots?
 - a. No. Ontario is working on introducing changes to the Municipal Elections Act, which, if passed, would give municipalities the option to use ranked ballots in future municipal elections, starting in 2018, but ranked ballots would not be mandatory for municipalities.
3. Why has the government committed to allowing the use of ranked ballots?
 - a. We want to allow more choice in how municipal elections are run. Ranked ballots are an additional tool that would give municipalities more flexibility to meet the needs of their local communities.
4. When will the option to use ranked ballots be available to my municipality?
 - a. The proposal would give municipalities the option to begin using ranked ballots in the 2018 Ontario municipal elections.

Counting Votes

1. What happens if there is a tie?
 - a. Under the current voting system, ties are decided by lot (i.e. by putting the candidates' names in a hat or other container and drawing to see who will win). This method can also be used with ranked ballots.
2. What would happen if all my choices were eliminated?
 - a. If all the candidates that a voter had listed as their preferences were eliminated, their ballot would become "exhausted." Exhausted ballots would be removed from the count, as they could not be redistributed to any of the remaining candidates.
3. Would the ballots have to be counted by an electronic tabulator?
 - a. Ranked ballots can be counted manually or electronically. For instance, in their 2009 municipal election, Minneapolis, Minnesota counted all of the ballots cast in its first ranked ballot election by hand.
4. Why isn't the threshold in a multi-member election 50 per cent plus one, like it is for a single-member election?
 - a. Unlike a single-member election, the threshold is not 50 per cent plus one because it would not be possible for more than one candidate to receive more than half of the votes cast.
5. Why does the surplus have to be redistributed?
 - a. The surplus votes must be redistributed because, without doing so it may not be possible for any other candidate to reach the threshold of votes required to be elected.

6. How are candidates' surplus votes to be redistributed in a multi-member ranked ballot election?
 - a. In the event that a candidate receives more votes than the threshold (i.e. the number of votes required to be elected), they are declared a winner and their votes are redistributed to the other candidates. There are a few ways to redistribute these votes. One method is to calculate the percentage surplus received by the successful candidate. Every vote cast for that candidate is then redistributed to next preferences at a fraction of a vote equal to that percentage. This is necessary to ensure that enough votes remain in the count so that other candidates can meet the threshold.

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Dear Governance Committee,

My name is Keith Poore, a soon to be former resident of Guelph. I worked with the 123Guelph group that wants to see ranked ballot voting in our next municipal election. As you know, the province has initiated a review of the Municipal Elections Act where, among other topics, the idea of Ranked Ballot Voting (RBV) and how the province should proceed with ranked ballots is being undertaken.

I would like to share my support for RBV at the municipal level. It is fairer than our current First-Past-The-Post system that we use. I ask you take a moment to imagine the following scenario: the candidate pool consists of 10 people who are all great candidates and there are 2 winners in this election. No one candidate has much of an advantage over the other. If the electorate is divided by these 10 candidates, elected representatives could have a combined vote percentage of 20%. Put into another light, that is 80% of voters who did not vote for the representatives that they got. How can anyone claim they have a mandate unless they have the actual support to back that up? How can those 80% feel comfortable with the results?

I also support ranked ballots because it changes the tone of the election. We saw a very polarizing election in October 2014. With RBV, the tone of the election tends to be much more positive. In US cities that use RBV, research has shown that candidates are less negative to opponents (<http://www.fairvote.org/assets/Ranked-Choice-Voting-Civility-Study-April-2014.pdf>). This happens because if you are not someone's first choice, candidates want to be second or third choice. As you can see in the report, the majority of voters found it easy to vote using a ranked ballot. Voters are able to participate with ease of understanding.

Thank you for taking the time to read my comments.

Sincerely,

Keith Poore