



City of
Peterborough

TO: The Chairman and Members of Committee of the Whole

FROM: Nancy Wright-Laking, City Clerk

MEETING DATE: January 30, 2006

SUBJECT: Report FACLK06-002
Award of P33-05 – Lease of Internet Voting Services
and Vote Tabulators – 2006 Municipal Election

PURPOSE

A report proposing to award Request for Proposal (RFP) P33-05, an RFP for the lease of Internet Voting Services and Vote Tabulators for the 2006 Municipal Election.

RECOMMENDATIONS

That Council approve the recommendations outlined in report FACLK06-002, dated January 30, 2006, of the City Clerk as follows:

- a) That Request for Proposal Document P33-05, being a proposal seeking a partner to provide project management and implementation of internet advanced voting and vote tabulator services for the City of Peterborough 2006 Municipal Election be awarded to Dominion Voting Systems, 20 Mowat Avenue, 1st Floor Toronto, Ontario, Canada M6K 3E8, at a total upset price of \$180,400 excluding PST and GST, subject to satisfactory detailed negotiations.
- b) That upon successful negotiations, a by-law be passed to authorize the Mayor and Clerk to execute an agreement between The Corporation of the City of Peterborough and Dominion Voting Systems.

BUDGET AND FINANCIAL IMPLICATIONS

The proposed upset of \$180,400, excluding PST and GST, will be charged to the 2006 election reserve which will have \$262,500 balance after a proposed \$87,500 transfer to be made to the reserve as part of the 2006 budget.

The proposed voting solution for internet advanced voting and vote tabulators on Election Day would actually decrease the cost of running a municipal election in the City of Peterborough for 2006. There would be a significant reduction in the number of employees required to staff voting stations on Election Day. In addition, City technology and data services staff would take on a project management role instead of the exhaustive process of cleansing, maintaining and printing voter data during the election period.

BACKGROUND

The Municipal Elections Act, 1996 Relevance

Section 11. (1) of the *The Municipal Elections Act, 1996*, states “The clerk of a local municipality is responsible for conducting elections within that municipality” and section 11. (2) states “Responsibility for conducting an election includes responsibility for,

- (a) preparing for the election;
- (b) preparing for and conducting a recount in the election; and
- (c) maintaining peace and order in connection with the election. “

Section 42. (1) of the Act states “The council of a local municipality may pass by-laws”

- (a) authorizing the use of voting and vote-counting equipment such as voting machines, voting recorders or optical scanning vote tabulators;
- (b) authorizing electors to use an alternative voting method, such as voting by mail or by telephone, that does not require electors to attend at a voting place in order to vote.

Council provide authority to issue request for proposal

To ensure the legislated responsibilities could be met, the Clerk prepared report FACLK05-018 submitted to the September 26, 2005 Committee of the Whole which noted the City's optical scan readers which had been used for recent elections was now obsolete and new equipment had to be acquired. The report also proposed that INTERNET voting for the advance polls be implemented for the 2006 election.

Council adopted the Clerk's recommendations as set out in report FACLK05-018 as follows:

- a) That the obsolete optical scan readers owned by the City of Peterborough be deemed surplus and offered for sale to any interested party.
- b) That staff issue a Request For Proposal for the use of Optic Scan Tabulation Equipment in the 2006 Municipal Election in the City of Peterborough.
- c) That staff issue a Request For Proposal for the use of Internet Voting in the 2006 Municipal Election in the City of Peterborough For Advance Voting Purposes only.

Elections RFP Committee Established

An Elections RFP Committee was subsequently established in October 2005 to prepare a request for proposal that included the following members:

- (a) City Clerk
- (b) Director of Finance and Administrative Services
- (c) Associate Solicitor
- (d) Deputy Clerk
- (e) Purchasing Administrator
- (f) PC/Network Support Specialist
- (g) PTS Business System Analyst
- (h) PTS Network Administrator

This Committee held extensive meetings to review the necessary requirements of the RFP.

Request for Proposal P33-05 Proposal for Lease of Internet Voting Services AND/OR Lease of Vote Tabulators

Request for Proposal P33-05 was issued November 10, 2005 and closed on December 1, 2005. The RFP was advertised locally and posted on the City's web page. In addition, notice of the RFP was mailed directly to eight (8) election service providers located in Canada and the United States.

Proponents were offered the opportunity to submit a proposal for the following three options:

Option A was for the lease of internet voting services for the City of Peterborough. The following specific and fundamental requirements of Solution A included:

- A two-step internet process, considered by the City to be the most secure internet voting option
- An acceptable internet solution for the visually impaired be provided.
- Provision of a call centre for internet advanced voting.
- Proponent shall be available to attend the City of Peterborough if an emergency arises on advanced voting date(s).
- A solution to over-voting a ballot, under-voting a ballot and voting a blank ballot.
- A real-time capability for control and update of the electronic voter's list

Option B was for the lease of Vote tabulators for the City of Peterborough for Election Day. The following specific and fundamental requirements of Solution B included:

- An acceptable solution for the visually impaired be provided.
- Proponent must be present at the City of Peterborough on Election Day.
- Provision of a solution to over-voting a ballot, under-voting a ballot and voting a blank ballot.
- A real-time voter's list, with bar scan technology, be provided in conjunction with the vote tabulating equipment on Election Day.
- A satisfactory means of communication and backup of results from the vote tabulators.

Option C of the proposal included both Option A and Option B with an integrated, compatible system of advanced internet voting, including a customer call centre, vote tabulators on Election Day, a real-time voting list with bar code scanners, notebooks and necessary software and hardware, in-house training, integrated reporting results and web-ready reporting capability. All specific details applicable to Solutions A and B were required.

Option C would realize a decrease in the cost of election services from 2003. Many of the tasks associated with the 2003 Municipal Election were multi-sourced and integrated at a higher cost than would be realized by streamlining the process with a single solution.

A proponent could provide an integrated solution as either a sole source or a partnership submission, providing for the lease of Internet voting services, decentralized voting tabulators, the centralized reporting unit and electronic voter's list solution, with one pricing submission.

It was to be understood that the submission must meet the requirements of Option A, Option B and Option C.

Goals as set out in the RFP

The RFP provided historical information regarding voter turnout, voting locations and ward boundaries in the City of Peterborough. Proponents were requested to review the data and recommend a reduced number of voting locations and the number of vote tabulators required to staff such locations.

The goals of the RFP were:

- To provide viable, convenient and secure voting alternatives for advanced voting
- To streamline voting locations on Election Day
- To provide a real time voting solution with an accurate and current electronic voters list, eliminating the need for paper copies
- To make the election process timely and more efficient
- To provide acceptable solution(s) for the visually impaired

Advance Poll Internet Voting

The RFP also noted that introducing the ability to vote by the Internet for the advanced polls over a five-day voting period, would reduce the need for proxy vote applications and permit the electorate to vote at their leisure. Although it is impossible to determine how many individuals may utilize the internet advanced voting option, it is important to note that during 2003 the Town of Markham, in partnership with Elections Software and Systems, exhibited a 25% internet advanced voter turnout.

Vote tabulators

With the use of vote tabulators at voting stations, the voting results accumulate in the vote tabulator on Election Day and are secured on a memory card. When the voting locations close at 8:00 p.m. on Election Day, the memory cards are returned to City Hall and scanned into the central reporting unit. Election results could be confirmed and published as early as 9:00 p.m. on Election Day.

By using vote tabulators, the number of polling station open on Election Day could be significantly reduced. The proposed vote tabulating system would significantly increase efficiency at the voting location, while reducing manpower, supplies and ballot costs required for Election Day.

References

As part of the RFP four references were requested, each preferably from a municipality, proving success in past elections.

Four Submissions Received

Four of the eight providers invited to submit responded to the RFP.

Review Committee met several times

The review committee met several times in January to review the submissions. Two companies, CanVote and Intelivote, made a submission for Solution A but were ultimately not considered for a number of reasons, as set out below.

CanVote

CanVote was eliminated from Option C as they did not support ownership of various project management duties of the RFP; the Committee had some security concerns with the recommended solution, a two-step solution was not provided, nor was an appropriate solution provided for the visually impaired. Finally, CanVote would not provide a call centre service for internet voting.

Intelivote

Intelivote was eliminated from Option C as the Committee had some security concerns with the recommended option, a two-step internet voting option was not provided, nor was an appropriate option provided for the visually impaired. Finally, Intelivote provided only one reference, which was not a municipal reference.

Two companies evaluated for Option C

Given that the CanVote and Intelivote submissions for Option A were not acceptable to the Committee, the committee then focussed its evaluation to the two vendors who submitted a proposal for Option C. The two companies were PG Elections and Dominion Voting Systems. Both companies were evaluated by the Committee based on the evaluation criteria set out in the RFP document.

The following tables summarize the results of the evaluation:

<u>Points Evaluation</u>	Dominion	PG Elections
Price	25.00	20.00
Project Experience	7.33	2.75
Implementation Strategy	10.75	4.00
Expectations	36.00	25.00
Total	79/100	54/100

PG Elections

The submission from **PG Elections** was scored lower by the Committee due to a number of factors as noted below:

PG Elections would not accept responsibility for various project management duties of the RFP; they did not offer a two-step internet solution and would not provide a call centre service for internet voting. Additionally, the Committee had several security concerns with the recommended solution, the proponent could not provide a satisfactory paper ballot design, the proposed vote tabulating equipment lacked important display features, an appropriate solution provided for the visually impaired was not provided and finally the quantity of vote tabulators recommended by PG Elections were unsatisfactory to the Committee.

Dominion Voting Systems

Dominion Voting Systems, in their proposal, met all the major requirements of the Request for Proposal, including:

- A two-step process for advanced internet voting including creation, printing and mailing of voter notification card and a second on-line registration or mail out of the PIN (Personal Identification Number)
- Enhanced audio and visually impaired components for internet advanced voting and enhanced audio components for the visually impaired on all of the twenty (20) recommended vote tabulators
- A customer call centre for internet advanced voting
- A cleansed, real-time voter's list for both internet advanced voting and Election Day, including bar code scan technology to be provided in conjunction with the vote tabulating equipment on Election Day
- A satisfactory means of communication and backup of results from the vote tabulators, by use of hard drive, memory cards and reports printed directly from the vote tabulators
- Confirmation of a fully integrated and compatible system of advanced internet voting, vote tabulators on Election Day, a real-time voting system, central reporting results and web-ready reporting ability
- Satisfactory number of vote tabulators recommended
- Lowest cost for Option C, based on higher quantity of vote tabulating units and all equipment fully enhanced for the visually impaired

Dominion Voting Systems has provided election solutions to Canadian Municipalities since the year 2003 and provided nine municipal election references in their proposal. The City of Peterborough requested four references, preferably municipalities. Two Ontario municipalities were contacted, as well as municipalities in Newfoundland, Alberta and British Columbia. All references provided were positive and the consensus of all contacts was that Dominion Voting Systems is a leader in the industry and the Canadian market, with their main objective to provide an excellent product with exceptional customer service. Three of the four references contacted have either purchased Dominion voting equipment or secured Dominion services for a 2006 or 2007 election and expressed interest in attending the City of Peterborough during our election to view first hand the compliment of internet voting and vote tabulators in a real time electronic voting environment.

The selection Committee met with Dominion representatives on January 11, 2006 to view a practical demonstration of Internet voting and vote tabulators and to clarify details of the proposal. Dominion representatives delivered a comprehensive presentation giving every indication that they have the required technical, logistical and personnel resources to fulfill the obligations of any election agreement. Dominion were cognizant of the Ontario municipal election process. They described their project management plan to implement internet voting for advanced polls only, vote tabulating equipment and bar code scanning on Election Day, complimented by a real-time electronic voters list throughout the entire voting process.

Other municipalities have indicated that rather than pursuing an RFP process for elections services, they are negotiating directly with the various providers. Oakville, Kitchener-Waterloo, Guelph and Cambridge have signed contracts with Dominion and others such as London, Belleville and several municipalities adjacent to the City of Peterborough are currently in negotiation with Dominion.

The fact that Dominion is the clear winner of the City's RFP process, and that several other municipalities have reached, or appear close to reaching agreement, with Dominion, provides an additional comfort level.

Accordingly, the selection committee recommends that the City of Peterborough enter into final negotiations with Dominion as soon as possible in order to secure the most capable project management team for our election.

Contract to be negotiated - project management team established

If Council adopt the staff recommendation to award to Dominion, staff will negotiate a final agreement that will be presented to Council in the form of a by-law. Once a contract is executed the proponent and the project management team, under the direction of the City Clerk's Office will establish election project timeline, procedures, implementation strategy, training needs, media and public information plans.

SUMMARY

The proposal offered as integrated Solution C would allow the City of Peterborough, through partnership with Dominion Voting Systems, to introduce internet advanced voting, streamline the traditional voting system throughout the five City wards, permit residents to vote a paper ballot at any voting location in a real time voting environment and process election data efficiently on Election Day.

All of which is respectfully submitted

Nancy Wright-Laking, BA, CMO, CMMIII
City Clerk

Contact Person

Nancy Wright-Laking
City Clerk
Phone 705-742-7777 Ext 1816
Fax 705-742-4138
E-mail address: nwrightlaking@city.peterborough.on.ca