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## **2006 BUDGET BRIEFING NOTE – 2006 BAC Recommended Gapping**

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### **Issue/Background:**

This briefing note summarizes by Program (City Operations and Agencies, Boards and Commissions (ABCs)), gapping included in the 2006 BAC Recommended Operating Budget, and provides comparative gapping data for 2005. Please see Appendix 1.

### **Key Points:**

- Gapping represents savings in the funding requirement for salaries and benefits realized as a result of (a) vacancies not intended to be filled for a full or part year (known gapping) and (b) unplanned or unanticipated staff turnover (unknown gapping). Adjustments are made to Program salary budgets for both known gapping and unplanned gapping at historically achieved levels. As in previous years, the 2006 Operating Budget Guidelines and Instructions Manual directed that gapping should be included in the 2006 Base Budget at 2005 budgeted levels.
- The gapping rate is based on experience and reductions to salaries and benefits are made annually on the basis of an established rate, unless changes are anticipated. Any proposed change to budgeted gapping rates is deemed to have a service impact and is treated as a New/Enhanced service change in the Operating Budget.
- Gapping rates are dependent on a Program's specific workforce profile. Note that for City Operations with a high proportion of part-time staff, the overall gapping level in the attached Appendix, appears to be significantly lower, since gapping is only applied, as noted, to permanent positions. For example, Parks, Forestry and Recreation gapping for permanent salaries and benefits is 3.5%, but when compared to its overall Salary & Benefits budget, which includes funding for seasonal and part-time staff, the gapping rate is 2.1 %.
- Positions fully funded by the Province are not gapped in order to maximize Provincial funding, nor are operations that provide 24/7 service such as Homes for the Aged.
- The 2006 BAC Recommended Operating Budget includes \$39.470 million for City Operations. This represents a gapping rate of 2.3%. Budgeted gapping in 2005 was \$36.704 million or 2.2% of the 2005 approved salary and benefits budget.

- For ABCs, budgeted gapping is \$23.327 million or 1.2% of the 2006 BAC Recommended salaries and benefits budget. Comparatively, gapping in 2005 was \$20.411 million or 1.2% of 2005 approved salaries and benefits.
- Total gapping included in the 2006 BAC Recommended Operating Budget is \$62.797 million and represents an average rate of 1.8%. This compares to 2005 budgeted gapping of \$57.115 million or an average rate of 1.7%. (see columns (o) and (b) on Appendix 1).

### **Significant Changes in Gapping for 2006:**

- Court Services – (gapping increased from 1.4% to 2.4%) The additional one-time gapping of \$140K is due to the closure of Provincial Offences Court Office located in the North York Civic Centre, to meet the increased gapping target.
- Culture – (gapping reduced from 3.5% to 2.8%) Gapping was adjusted to 3.5% on permanent staff. Since non- permanent staff are not gapped, the gapping on full salaries and benefits budget is much lower. The reduction in gapping is required to maintain 2005 service levels in this program.
- Economic Development – (gapping increased from 4% to 6.1%) The increase in gapping is due to the retention of four vacant positions, pending re-structuring of the former EDCT department.
- Tourism – (gapping reduced from 4.5% to 3.4%) The historically high gapping percentage for Tourism was reduced to reflect actual experience. The reduction in gapping is required to maintain 2005 service levels.
- Municipal Licensing & Standards – (gapping increased from 3.5% to 5.4%) Gapping has increased by 1.9% as a result of salary and benefit savings of \$368K to the base budget, to be achieved through the deferral to 2007 in hiring 6 vacant Municipal Licensing and Standards Officer positions in the area of investigations. Savings are also associated with the integration of the workload of the Normalization of Pilot Project into the core investigation program. This will allow the program to better meet its objective to resolve the long standing issues of bachelorette and rooming house conversions in Parkdale. Service levels will be maintained at the same levels as 2005.
- Technical Services – (gapping reduced from 5.2% to 4.4%) Technical Services will not be able to sustain the gapping level of 2005, primarily due to the 2005 approved positions being filled to deliver the increased capital programs for Transportation and Toronto Water.
- City Manager's Office – (gapping increased from 4.2 to 7.9%) The proposed minor service level adjustments for this Program include additional one-time gapping reductions to bring the City Manager's 2006 Operating Budget to the target level of a

2% increase over the Approved 2005 Operating Budget. Workload will be re-distributed among existing staff; resulting in higher lieu time hours and delays in some instances.

- Auditor General's Office – (gapping reduced from 3.2% to 1.0%) The planned one-time gapping reduction in 2005 is not available in 2006 since the Program will be fully staffed as of December 31, 2005. In addition, a new position was recommended by the Budget Advisory Committee to meet the increasing workload related to the substantial growth of the City's Fraud and Waste Hotline Program.

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**Attachment:**

Appendix 1 - Gapping Analysis - 2006 BAC Recommended Operating Budget

**Date: March 1, 2006**



**CITY OF TORONTO**  
**2006 Operating Budget**  
**Gapping Analysis**  
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**Appendix 1**

Department/Program	2005 Budget			2006 Proposed Budget			BAC Base Changes		BAC New/Enhanc. Changes		2006 BAC Rec'd Budget		
	Gross Sal & Ben	Gapping	% of Sal & Ben	Gross Sal & Ben	Gapping	% of Sal & Ben	Gross Sal & Ben	Gapping	Gross Sal & Ben	Gapping	Gross Sal & Ben	Gapping	% of Sal & Ben
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)	(k)	(l)	(m)
<b>Citizen Centred Services "A"</b>													
Affordable Housing Office	2,188.7	26.1	1.2	2,486.1	46.9	1.9		7.0			2,486.1	53.9	2.2
Children's Services	58,551.9	167.9	0.3	62,755.9	167.9	0.3					62,755.9	167.9	0.3
Court Services	13,084.8	181.1	1.4	14,016.6	203.4	1.5		140.0			14,016.6	343.4	2.4
Culture*	8,709.5	305.9	3.5	9,280.5	256.7	2.8					9,280.5	256.7	2.8
Economic Development*	7,091.2	285.8	4.0	7,286.0	241.0	3.3		200.0			7,286.0	441.0	6.1
Emergency Medical Services	111,329.0	260.7	0.2	117,239.0	262.4	0.2					117,239.0	262.4	0.2
Homes for the Aged	142,777.5	46.4	0.0	151,227.6	46.4	0.0					151,227.6	46.4	0.0
Parks, Forestry & Recreation*	192,335.4	3,838.1	2.0	199,416.9	4,100.5	2.1			108.7		199,525.6	4,100.5	2.1
Shelter Support & Housing Administration	47,167.1	1,409.8	3.0	50,363.2	1,409.8	2.8					50,363.2	1,409.8	2.8
Social Development, Finance & Administration	21,448.0	544.9	2.5	22,735.5	663.7	2.9					22,735.5	663.7	2.9
Social Services	134,334.1	2,679.0	2.0	141,856.7	2,679.0	1.9					141,856.7	2,679.0	1.9
Tourism*	3,888.1	175.5	4.5	4,146.9	141.4	3.4					4,146.9	141.4	3.4
Sub-Total Citizen Centred Services "A"	742,905.3	9,921.2	1.3	782,810.9	10,219.1	1.3	-	347.0	108.7	-	782,919.6	10,566.1	1.3
<b>Citizen Centred Services "B"</b>													
Buildings	33,552.7	1,165.9	3.5	36,264.8	1,165.9	3.2	(70.0)	101.0			36,194.8	1,266.9	3.5
Business Support Service	7,331.6	300.7	4.1	7,950.4	300.7	3.8		22.2			7,950.4	322.9	4.1
City Planning	28,456.9	1,013.3	3.6	30,653.9	1,013.3	3.3		85.3	100.0		30,653.9	1,198.6	3.9
Clean and Beautiful City Secretariat	216.5	0.0	0.0	197.0	0.0	0.0		0.5			197.0	0.5	0.3
Fire Services	285,851.9	5,828.9	2.0	292,083.7	6,010.8	2.1	(52.6)	(1.1)			292,031.1	6,009.7	2.1
Municipal Licensing & Standards	22,411.3	788.0	3.5	24,422.6	942.0	3.9		368.0			24,422.6	1,310.0	5.4
Solid Waste Management Services	90,997.1	2,361.8	2.6	97,532.4	2,490.9	2.6	(334.6)				97,197.8	2,490.9	2.6
Transportation Services	92,258.5	3,740.6	4.1	96,964.4	3,980.3	4.1		269.9	(328.3)	(13.7)	96,636.1	4,236.5	4.4
Waterfront Secretariat	614.9	0.0	0.0	806.2	0.0	0.0					806.2	0.0	0.0
WES - Technical Services	52,435.7	2,715.0	5.2	55,752.4	2,195.8	3.9		255.0			55,752.4	2,450.8	4.4
Sub-Total Citizen Centred Services "B"	614,127.1	17,914.2	2.9	642,627.8	18,099.7	2.8	(457.2)	1,100.8	(328.3)	86.3	641,842.3	19,286.8	3.0
<b>Internal Services</b>													
Office of the DCM and Chief Financial Officer	15,813.9	567.5	3.6	16,117.3	584.1	3.6		22.4			16,117.3	606.5	3.8
Office of the Treasurer	47,414.4	1,687.9	3.6	50,468.0	1,687.9	3.3	(14.3)				50,453.7	1,687.9	3.3
Corporate Communications	6,164.3	216.0	3.5	6,521.5	229.1	3.5					6,521.5	229.1	3.5
Facilities & Real Estate	53,718.8	1,728.0	3.2	56,844.3	1,875.7	3.3		101.9			56,844.3	1,977.6	3.5
Fleet Services	15,890.0	607.3	3.8	16,363.9	607.3	3.7		22.8			16,363.9	630.1	3.9
Information & Technology	35,443.3	1,049.7	3.0	34,071.5	1,112.7	3.3					34,071.5	1,112.7	3.3
Sub-Total Internal Services	174,444.7	5,856.4	3.4	180,386.5	6,096.8	3.4	(14.3)	147.1	-	-	180,372.2	6,243.9	3.5
<b>City Manager</b>													
City Manager's Office	6,054.2	253.1	4.2	6,769.7	528.1	7.8		9.4			6,769.7	537.5	7.9
Human Resources	25,955.1	907.1	3.5	27,373.6	960.1	3.5					27,373.6	960.1	3.5
Sub-Total City Manager	32,009.3	1,160.2	3.6	34,143.3	1,488.2	4.4	-	9.4	-	-	34,143.3	1,497.6	4.4
<b>Other City Programs</b>													
City Clerk's Office**	25,849.9	790.2	3.1	26,458.1	793.7	3.0					26,458.1	793.7	3.0
Legal Services	24,737.2	865.5	3.5	26,289.0	919.9	3.5	58.2	36.6			26,347.2	956.5	3.6
Auditor General's Office	3,180.2	102.2	3.2	3,644.1	36.2	1.0			(190.3)		3,453.8	36.2	1.0
Office of the Mayor	1,625.0	8.0	0.5	1,699.7	8.8	0.5	(2.0)				1,697.7	8.8	0.5
Council	15,187.7	86.3	0.6	15,602.8	79.1	0.5	(47.1)				15,555.7	79.1	0.5
3-1-1 Project Management Office	312.9	0.0	0.0	540.7	0.0	0.0		1.5			540.7	1.5	0.3
Sub-Total Other City Programs	70,892.9	1,852.2	2.6	74,234.4	1,837.7	2.5	9.1	38.1	(190.3)	-	74,053.2	1,875.8	2.5
<b>TOTAL - CITY OPERATIONS</b>	<b>1,634,379.3</b>	<b>36,704.2</b>	<b>2.2</b>	<b>1,714,202.9</b>	<b>37,741.5</b>	<b>2.2</b>	<b>(462.4)</b>	<b>1,642.4</b>	<b>(409.9)</b>	<b>86.3</b>	<b>1,713,330.6</b>	<b>39,470.2</b>	<b>2.3</b>



**CITY OF TORONTO  
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	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)	(k)	(l)	(m)
<b>Special Purpose Bodies</b>													
Toronto Public Health***	140,767.1	4,898.9	3.5	145,689.5	5,384.1	3.7					145,689.5	5,384.1	3.7
Toronto Public Library	117,880.6	3,832.3	3.3	120,481.5	3,832.3	3.2					120,481.5	3,832.3	3.2
Association of Community Centers	4,892.6	-	0.0	4,984.2	0.0	0.0					4,984.2	0.0	0.0
Exhibition Place	22,310.4	149.5	0.7	25,129.3	149.5	0.6		100.0			25,129.3	249.5	1.0
Heritage Toronto	346.0	-	0.0	393.4	0.0	0.0					393.4	0.0	0.0
Theatres	10,857.1	-	0.0	9,438.1	0.0	0.0					9,438.1	0.0	0.0
Toronto Zoo	20,206.9	772.5	3.8	21,217.0	772.5	3.6					21,217.0	772.5	3.6
Arena Boards of Management	2,988.9	-	0.0	3,126.0	0.0	0.0					3,126.0	0.0	0.0
Yonge/Dundas Square	206.0	-	0.0	236.7	0.0	0.0					236.7	0.0	0.0
Toronto & Region Conservation Authority	20,588.4	-	0.0	23,668.3	0.0	0.0		65.9			23,668.3	65.9	0.3
Toronto Transit Commission - Conventional	724,018.8	3,159.8	0.4	782,293.2	2,990.3	0.4	(16,903.4)	3,000.0			765,389.8	5,990.3	0.8
Toronto Transit Commission - Wheel Trans	31,781.0	110.7	0.3	35,811.2	120.7	0.3	(790.0)				35,021.2	120.7	0.3
Toronto Police Service	666,416.5	7,487.2	1.1	706,230.8	6,911.5	1.0			4,963.0		711,193.8	6,911.5	1.0
Toronto Police Service Board	682.5	-	0.0	697.7	0.0	0.0					697.7	0.0	0.0
<b>TOTAL - SPECIAL PURPOSE BODIES</b>	<b>1,763,942.8</b>	<b>20,410.9</b>	<b>1.2</b>	<b>1,879,396.9</b>	<b>20,160.9</b>	<b>1.1</b>	<b>(17,693.4)</b>	<b>3,165.9</b>	<b>4,963.0</b>	<b>-</b>	<b>1,866,666.5</b>	<b>23,326.8</b>	<b>1.2</b>
<b>TOTAL</b>	<b>3,398,322.1</b>	<b>57,115.1</b>	<b>1.7</b>	<b>3,593,599.8</b>	<b>57,902.4</b>	<b>1.6</b>	<b>(18,155.8)</b>	<b>4,808.3</b>	<b>4,553.1</b>	<b>86.3</b>	<b>3,579,997.1</b>	<b>62,797.0</b>	<b>1.8</b>

Note: Gross Salaries and Benefits excludes gapping

\* Culture, Economic Development and Parks & Rec.- Gapping represents 3.5% of permanent staffing complement

\*\* City Clerk's 2006 Salaries & Benefits excludes items not gapped such as payroll costs relating to Capital Projects and the Election event

\*\*\* Public Health excludes 100% Provincially funded programs from salaries & benefits