

# 2023 Budget Summary



## Toronto Lobbyist Registrar

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### Description

The Toronto Lobbyist Registrar (TLR) regulates lobbying activity in the public interest. The TLR is an independent office of the City and reports directly to City Council. The TLR has a legislative mandate to ensure the public disclosure of lobbying activities and adherence to the Lobbyists' Code of Conduct. The disclosure requirement ensures that lobbying activities at the City are transparent. The Code of Conduct sets out the high ethical standards that are expected of lobbyists when they communicate with Toronto Public Office Holders (POH).

### Why We Do It

- The *City of Toronto Act, 2006* and the Toronto Municipal Code Chapter 140, Lobbying, i.e. the Lobbying By-law (the By-law) require the City to regulate lobbying activities.
- POH and the public should be able to know who is attempting to influence City government.
- Ethical and transparent lobbying is a central component to a responsive City government which encourages civic engagement and open democratic processes.
- The regulation of lobbying is the cornerstone to building public trust in City government decision-making processes.

*The City of Toronto aims to deliver these outcomes equitably, efficiently and with excellent customer service to help improve the lives of Torontonians and work to earn their trust and confidence.*

## What Service We Provide

**Who We Serve:** Lobbyists, public, and POH

**What We Deliver:** Publicly searchable online Lobbyist Registry of lobbying activities; outreach and education; and Investigations and Enforcement of the By-law.

**How Much Resources (gross 2023 operating budget):** \$1.268 million

## Budget at a Glance

### 2023 OPERATING BUDGET

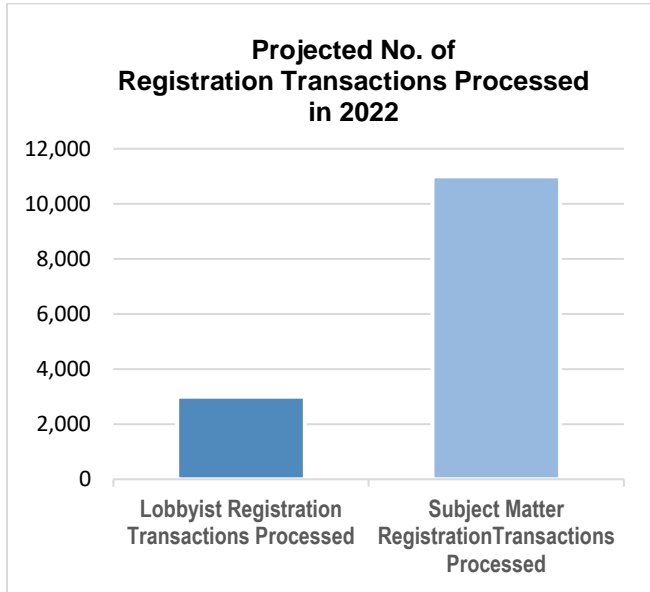
<u>\$Million</u>	<u>2023</u>	<u>2024</u>	<u>2025</u>
Revenues	\$0.0	\$0.0	\$0.0
Gross Expenditures	\$1.3	\$1.3	\$1.3
Net Expenditures	\$1.3	\$1.3	\$1.3
Approved Positions	8.3	8.3	8.3

### 2023 - 2032 10-YEAR CAPITAL PLAN

<u>\$Million</u>	<u>2023</u>	<u>2024-2032</u>	<u>Total</u>
Gross Expenditures	\$0.0	\$1.8	\$1.8
Debt	\$0.0	\$1.8	\$1.8

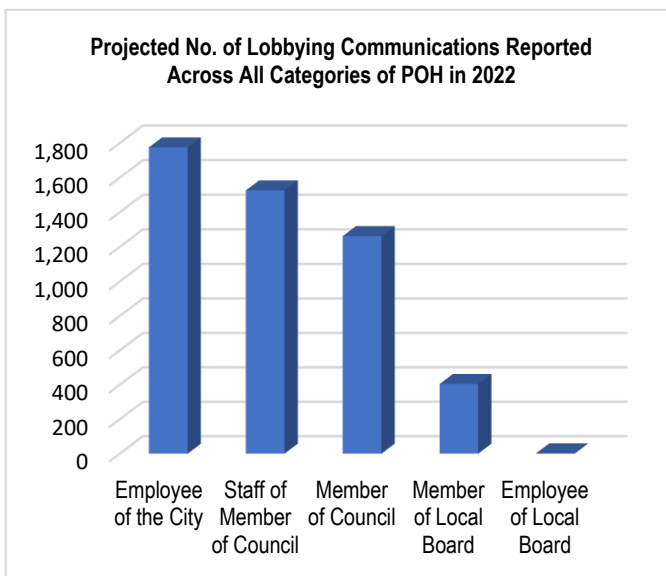
Note: Includes 2022 carry forward funding

## How Well We Are Doing – Behind the Numbers



The TLR's significant outreach and education activities and enforcement activities have contributed to the volume of in the Registry registrations. By the end of 2022,

- the total number of registration transactions processed by the TLR is estimated to be 14,000;
- The number of lobbyist registration transactions processed is estimated to be 3,000; and,
- The number of subject matter registration transactions processed is estimate to be 11,000.



The total number of Lobbying communications reported with the all the City's POH are estimated to be 6,100 by the end of 2022.

## How Well We Are Doing

Service	Measure	2020 Actual	2021 Actual	2022 Target	2022 Projection	Status	2023 Target	2024 Target
<b>Outcome Measures</b>								
Maintain an online Registry of lobbyists and lobbying activities that may be searched by anyone at anytime	<ul style="list-style-type: none"> <li>Provide service within 24 hours for inquiries related to registrations, clarification of the By-law and Registry searches to lobbyists and the members of the public</li> </ul>	95%	95%	97%	98%	●	98%	99%
	<ul style="list-style-type: none"> <li>Provide online publicly available Lobbyist Registry (no. of visits to TLR website)</li> </ul>	20,780	16,785	17,000	17,000	N/A	N/A	N/A
Continue improving audit processes of the data in the Registry to ensure the Registry contains clean and accurate data	Percentage of data reviewed	75%	90%	90%	90%	●	90%	90%
Provide investigation reports	<ul style="list-style-type: none"> <li>Bring public reports to Council to fulfill enforcement duties</li> <li>Ensure required transparency in lobbying activity</li> </ul>	Ongoing	Ongoing	Ongoing	Ongoing	●	Ongoing	Ongoing
Investigate complaints regarding allegations of breaches of the By-law	<ul style="list-style-type: none"> <li>Early resolution of less egregious matters</li> <li>Prevention and deterrence of breaches of the By-law</li> </ul>	Ongoing	Ongoing	Ongoing	Ongoing	●	Ongoing	Ongoing
Provide registration advice and support compliance	<ul style="list-style-type: none"> <li>Registered lobbying communications <i>*Volume of Lobbying Communications historically decreases during election years, due to paused Council activities.</i></li> </ul>	8,269	9,293	6,100*	6,100*	●	9,000	10,000
	<ul style="list-style-type: none"> <li>Efficacy of the By-law’s lobbying transparency requirement</li> </ul>		Ongoing	Ongoing	Ongoing	●	Ongoing	Ongoing

Service	Measure	2020 Actual	2021 Actual	2022 Target	2022 Projection	Status	2023 Target	2024 Target
<b>Service Level Measures</b>								
Maintain an online Registry of lobbyists and lobbying activities that may be searched by anyone at anytime	Provide service within 24 hours for inquiries related to registrations, clarification of the By-law and Registry searches to lobbyists and the members of the public	95%	95%	98%	98%	●	98%	98%
<b>Other Measures</b>								
Provide guidance, opinions and interpretation of the By-law to anyone who needs it (Registry Unit)	Provide customer service with 24 hours	95%	95%	98%	98%	●	98%	98%
Provide advice to stakeholders on the By-law (Inquiries and Investigations Unit – “the Investigations Unit”)	Piece of advice	285	300	300	315	●	300	300
Deliver educational outreach presentations and meetings to public office holders, lobbyists and external organizations	No. of sessions	100	87	90	94	●	110	110

**2022 Projection to 2022 Target Comparison**

● 80% - 100%    ● 64 - 79%    ● 63% and Under

## COVID-19 IMPACT AND RECOVERY

### 2023 Impact and Recovery

#### Operating Budget Impact

- There are no significant budget impacts expected in 2023 related to COVID-19.
- The TLR is expected to continue with the business transformation required to modernize the operations of both its Registry and Investigations Units. The Registry Unit will continue to support the implementation of the new Lobbyist Registration System, which will include improving the audit of its data to ensure clean, current and accurate Registry information, and will continue streamlining the registration processes. The Investigations Unit anticipates a gradual return to pre-COVID investigation practices with the City's and the greater business community's return to the workplace. The modernization of investigation and enforcement practices, begun before the pandemic but accelerated in its wake, continue to be the focus of the Investigations Unit.
- The TLR is expected to continue the services required to fulfill its mandate.

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#### Service Level Changes

- No changes to service levels.
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## EXPERIENCES, CHALLENGES AND PRIORITIES

### Our Experience and Success

- An estimated 133,120 registration transactions have been processed by our office since 2010. An estimated 63,162 lobbying communications have been reported on the Registry since 2010.
- We provide ongoing presentations and training sessions to members of the public, lobbyists, external organizations and City public office holders. In 2022, an estimated 100 educational outreach sessions to stakeholders have been facilitated to share best practices in lobbying regulation and provide advice and interpretation about the By-law.
- In 2022, the Investigations Unit has provided:
  - 300 estimated consultation/pieces of advice to stakeholders
  - 18 full advance legal opinions
  - 11 investigations were commenced
  - 6 inquiries were closed
- A total of 27 inquiry reports were submitted to City Council since 2010.
- The By-law's requirements for public disclosure of lobbying activities on the Registry extend to indirect lobbying. Communicating with government officials by indirect lobbying is known as "grass-roots" lobbying. An estimated 538 grass-roots lobbying campaigns have been registered since 2010.

### Key Challenges and Risks

- In 2023, the TLR will undertake: to kick-start the administrative monetary penalty enforcement option paused during the pandemic; the continued oversight of an anticipated increase in post pandemic lobbying registration transactions; and ongoing business transformation initiatives to support the continued modernization of the operations of its Registry and Investigations Units.
- The 2022 election cycle resulted in a significant number of new Councillors, seven new and two who are returning after sitting out a term; the natural extension of this is the exit of the members they replaced. It is anticipated from past election cycles that the TLR will receive an influx of questions from both the exiting members and the public regarding the former councillors' post term of office roles and the one-year restriction on lobbying for former public office holders.
- In 2020, the TLR underwent modernization of both its Registry and Investigations Units, through the implementation of the newly upgraded Lobbyist Registration System, and the implementation of a new case management system for its Investigations Unit. The ongoing business transformation that occurred with these projects will continue into 2023, and, the TLR will be required to maximize opportunities for innovation, and for streamlining its processes, in the delivery of its mandate, as the full integration of these two new systems into the TLR's operations will continue throughout 2023.
- The current staff complement has not changed since 2009.
- Outreach activities, the provision of advanced opinions and consultations continue to be performed using limited resources that would otherwise be available to complete formal investigations.
- The Investigations Unit's capacity to take on new matters is restricted which is extending the length of the investigative process.
- The increased complexity of legal issues and anticipated expansion of the TLR's enforcement powers will require adequate resources.
- Kick starting the Administrative Monetary Penalty (AMP) system, specifically the development of an AMP revenue collection will divert time and resources from the work of the Investigations Unit.

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- Ongoing threat of judicial review of inquiries and enforcement options.
  - Supporting the full implementation of the Lobbyist Registration System, which was redeveloped in 2020, ensuring any further improvements can be facilitated will require permanent dedication of Lobbyist Registry staff resources.
  - The Investigation Unit has identified procurement as the focus of the 2022 breach prevention exercise. As in 2016 the Investigation Unit will work with the Purchasing & Materials Management Division and City Legal to ensure that changes to the Purchasing and Financial Control By-laws integrate harmoniously with the Lobbying By-law. In particular, changes impacting on the prohibition on lobbying during a blackout period will be the focus. Subsequent to the amendments to the respective by-laws the Investigations Unit will amend Interpretation Bulletins and Guidelines and provide training and outreach to the relevant internal and external stakeholders.
  - Ongoing resources are required to ensure that the TLR can meet its mandate and maintain the public's confidence in the TLR's ability to provide oversight.

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### Priority Actions

- Consulting with PMMD and City Legal on changes to Chapter 195, the Purchasing By-law, Chapter 71, the Financial Control By-law and Chapter 140, the Lobbying By-law.
  - Implementing and administering the anticipated Administrative Monetary Penalty (AMP) system, including levying AMPs and collecting associated revenues.
  - Continuous improvement to the Lobbyist Registration System. The TLR remains committed to ensuring the new Registry does not become obsolete. The TLR recognizes that continuous upgrades will be required to guarantee that the Registry will continue to meet the demands of rapidly changing new technologies and heightened standards of data integrity.
  - Continuous management of the Lobbyist Registry data and oversight of its functions and operations.
  - Ongoing business transformation required to modernize the operations of both its Registry and Investigations Units.
  - Providing education and outreach sessions to public office holders, including other levels of government, members of the public and lobbyists.
  - The TLR is committed to service within 24 hours for registrations inquiries and Registry searches.
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**RECOMMENDATIONS**

City Council adopted the following recommendations:

1. The 2023 Operating Budget for the Toronto Lobbyist Registrar of \$1.268 million gross and net:

	<b>Gross Expenditures (\$000s)</b>	<b>Revenue (\$000s)</b>	<b>Net Expenditures (\$000s)</b>
<b>Total Office Budget</b>	<b>\$1,267.7</b>	<b>\$0.0</b>	<b>\$1,267.7</b>

2. The 2023 staff complement for Toronto Lobbyist Registrar of 8.3 positions.
3. The 2024-2032 Capital Plan for Toronto Lobbyist Registrar totalling \$1.750 million in project estimates as detailed by project in [Appendix 6b](#).

# **2023 OPERATING BUDGET**

## 2023 OPERATING BUDGET OVERVIEW

Table 1: 2023 Operating Budget

(In \$000s)	2021 Actual	2022 Budget	2022 Projection*	2023 Base Budget	2023 New / Enhanced	2023 Budget	Change v. 2022 Projection	
By Service	\$	\$	\$	\$	\$	\$	\$	%
<b>Revenues</b>								
Toronto Lobbyist Registrar								N/A
<b>Total Revenues</b>								N/A
<b>Expenditures</b>								
Toronto Lobbyist Registrar	1,028.0	1,256.6	1,229.9	1,267.7		1,267.7	37.8	3.1%
<b>Total Gross Expenditures</b>	<b>1,028.0</b>	<b>1,256.6</b>	<b>1,229.9</b>	<b>1,267.7</b>		<b>1,267.7</b>	<b>37.8</b>	<b>3.1%</b>
<b>Net Expenditures (including COVID-19)</b>	<b>1,028.0</b>	<b>1,256.6</b>	<b>1,229.9</b>	<b>1,267.7</b>		<b>1,267.7</b>	<b>37.8</b>	<b>3.1%</b>
<b>Required COVID-19 Support</b>								N/A
<b>Net Budget (excluding COVID-19 supports)</b>	<b>1,028.0</b>	<b>1,256.6</b>	<b>1,229.9</b>	<b>1,267.7</b>		<b>1,267.7</b>	<b>37.8</b>	<b>3.1%</b>
<b>Approved Positions**</b>	<b>8.3</b>	<b>8.3</b>	<b>N/A</b>	<b>8.3</b>		<b>8.3</b>	<b>N/A</b>	<b>N/A</b>

\* 2022 Projection based on 9 Month Variance

\*\*YoY comparison based on approved positions

### KEY COST DRIVERS – FUNDING PRIORITIES

**Total 2023 Base Budget** expenditures of \$1.268 million gross reflecting an increase of \$0.038 million in spending above 2022 projected year-end actuals, predominantly arising from:

- Increase in salaries and benefits budget to reflect the full staff complement required to deliver the office's mandate and to fund the 2022 COLA and other salary adjustments for non-union staff with offsetting funding in Corporate accounts
- Increase in services and rents to reflect anticipated requirements for the office's capacity to meet its statutory responsibilities including undertaking investigations and inquiries, additional software licenses and one-time requirement to redesign the annual report

### EQUITY IMPACTS OF BUDGET CHANGES

**No significant equity impacts:** The changes in the Toronto Lobbyist Registrar's 2023 Operating Budget do not have any significant equity impacts.

**2023 OPERATING BUDGET KEY DRIVERS**

The 2023 Operating Base Budget for Toronto Lobbyist Registrar is \$0.038 million gross or 3.1% higher than the 2022 Projected Actuals. Table 2 below summarizes the key cost drivers for the 2023 Budget.

**Table 2: 2023 Operating Budget by Revenue / Expenditure Category**

Category (In \$000s)	2020 Actual	2021 Actual	2022 Budget	2022 Projection*	2023 Budget	2023 Change from 2022 Projection	
	\$	\$	\$	\$	\$	\$	%
Provincial Subsidies							
Federal Subsidies							
Other Subsidies							
User Fees & Donations							
Licences & Permits Revenue							
Transfers From Capital							
Contribution From Reserves/Reserve Funds							
Sundry and Other Revenues							
Inter-Divisional Recoveries							
<b>Total Revenues</b>							
Salaries and Benefits	1,103.3	999.7	1,150.2	1,123.5	1,142.4	18.9	1.7%
Materials & Supplies	5.5	8.2	7.2	6.3	7.3	1.0	15.6%
Equipment	10.4	3.7		12.7		(12.7)	(100.0%)
Service and Rent	43.6	16.3	99.3	87.4	118.0	30.6	35.0%
Contribution To Capital							
Contribution To Reserves/Reserve Funds	1.8						
Other Expenditures							
Inter-Divisional Charges	0.4						
<b>Total Gross Expenditures</b>	<b>1,164.9</b>	<b>1,028.0</b>	<b>1,256.6</b>	<b>1,229.9</b>	<b>1,267.7</b>	<b>37.8</b>	<b>3.1%</b>
<b>Net Expenditures</b>	<b>1,164.9</b>	<b>1,028.0</b>	<b>1,256.6</b>	<b>1,229.9</b>	<b>1,267.7</b>	<b>37.8</b>	<b>3.1%</b>

\*Projection based on 9 Month Variance

**Key Base Drivers:****Salaries & Benefits:**

Increase in salaries and benefits of \$0.019 million to reflect the full staff complement required to deliver the office's mandate. The 2022 actual spending was lower than budget as a result of a staff vacancy, partially offset by the Council-approved 2022 COLA and other salary adjustments for non-union staff with offsetting funding in Corporate accounts.

**Equipment:**

Decrease in equipment of \$0.013 million is to reflect the anticipated requirements in 2023. The actual spending in 2022 is related to the one-time purchase of computer hardware and software.

**Services and Rent:**

Increase in services and rents of \$0.031 million is to reflect anticipated requirements for the office's capacity to meet its statutory responsibilities including undertaking investigations and inquiries as well as render opinions. The request also includes additional software licenses, one-time requirement to redesign the annual report, as well as economic factor adjustments.

**2024 & 2025 OUTLOOKS****Table 3: 2024 and 2025 Outlooks**

(\$000s)	2023 Budget	2024 Incremental Outlook	2025 Incremental Outlook
<b>Revenues</b>			
Revenue Changes			
<b>Total Revenues</b>			
<b>Gross Expenditures</b>			
Salaries and Benefits		11.0	(1.1)
Inflationary Impacts		3.6	2.9
Services and Rens		(7.5)	
<b>Total Gross Expenditures</b>	<b>1,267.7</b>	<b>7.1</b>	<b>1.8</b>
<b>Net Expenditures</b>	<b>1,267.7</b>	<b>7.1</b>	<b>1.8</b>
<b>Approved Positions</b>	<b>8.3</b>		

**Key drivers**

The 2024 Outlook with total gross expenditures of \$1.275 million reflects an anticipated \$0.007 million or 0.6% increase in gross expenditures above the 2023 Operating Budget. The 2025 Outlooks expects a further increase of \$0.002 million or 0.1% above 2024 gross expenditures.

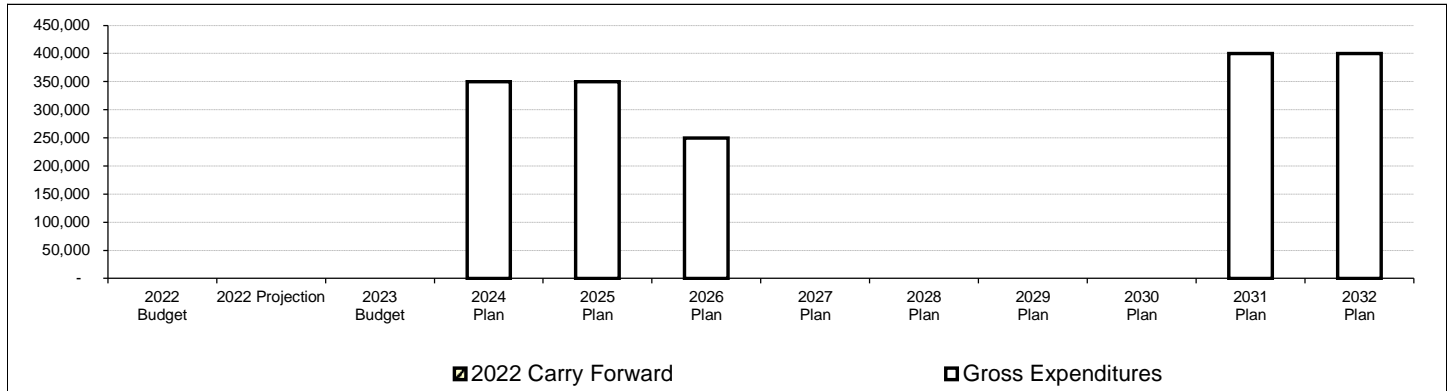
These changes arise from the following:

- Salary and benefit adjustments related to two additional working days in 2024 and one additional working day in 2025 compared to 2023.
- Economic factor adjustments for non-payroll items
- Reversal of 2023 one-time annual report design cost in 2024.

# **2023 – 2032 CAPITAL BUDGET AND PLAN**

**2023 – 2032 CAPITAL BUDGET & PLAN OVERVIEW**

**Chart 1: 10-Year Capital Plan Overview**  
(\$'000)



In \$'000's	2022		2023 Capital Budget and 2024 - 2032 Capital Plan										Total 10 Year Plan
	Budget	Projected Actual	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	
	<b>Gross Expenditures by Project Category:</b>												
Health & Safety & Legislated SOGR				350	350	250					400	400	1,750
Service Improvement & Growth													
<b>Total by Project Category</b>				<b>350</b>	<b>350</b>	<b>250</b>					<b>400</b>	<b>400</b>	<b>1,750</b>
<b>Financing:</b>													
Debt				350	350	250					400	400	1,750
Debt Recoverable													
Reserves/Reserve Funds													
Development Charges													
Provincial													
Federal													
Other Revenue													
<b>Total Financing</b>				<b>350</b>	<b>350</b>	<b>250</b>					<b>400</b>	<b>400</b>	<b>1,750</b>


Changes to Existing Projects (\$0.0 Million)	New Projects (\$1.8 Million)	Capital Needs Constraints (\$0.0 Million)
	<p>The 2023-2032 Capital Budget and Plan includes two new projects as follows:</p> <ul style="list-style-type: none"> <li><i>Lobbyist Registry System SOGR Replacement and Upgrade in 2024 - 2025 (\$0.7M) and 2031-2032 (\$0.8M)</i></li> <li><i>TLR Investigation Case Management System SOGR Replacement and Upgrade in 2026 (\$0.3M).</i></li> </ul>	

**Note:**

For additional information, refer to [Appendix 6](#) for a more detailed listing of the 2023 and 2024-2032 Capital Budget & Plan by project.

**2023 – 2032 CAPITAL BUDGET AND PLAN**

**\$1.8 Million 10-Year Gross Capital Program**


<b>Enhanced Resiliency</b>
\$1.8 M 100%
<ul style="list-style-type: none"> <li>• <i>TLR Investigation Case Management System SOGR</i></li> <li>• <i>Lobbyist Registry System SOGR</i></li> </ul>

**How the Capital Program is Funded**

<b>City of Toronto</b>	
\$1.8 M 100%	
Debt	\$1.8 M



# APPENDICES

## **Appendix 1**

### **COVID-19 Impact and Recovery**

N/A

## **Appendix 2**

### **2023 Affordability Measures**

N/A

## **Appendix 3**

### **Summary of 2023 Service Changes**

N/A

## **Appendix 4**

### **Summary of 2023 New / Enhanced Service Priorities Included in Budget**

N/A

## **Appendix 5**

### **Summary of 2023 New / Enhanced Service Priorities Not Included in Budget**

N/A

### Appendix 6

#### 2023 Capital Budget; 2024 - 2032 Capital Plan Including Carry Forward Funding

Project Code	(In \$000s)	2023 Budget	2024 Plan	2025 Plan	2026 Plan	2027 Plan	2028 Plan	2029 Plan	2030 Plan	2031 Plan	2032 Plan	2023 - 2032 Total	Health & Safety & Legislated	SOGR	Growth & Improved Service
LR001	Lobbyist Registry System SOGR 2024		350	350								700		700	
LR002	Lobbyist Registry System SOGR 2031									400	400	800		800	
LR003	TLR Investigation Case Management Sys SOGR				250							250		250	
<b>Total Expenditures (including carry forward from 2022)</b>			<b>350</b>	<b>350</b>	<b>250</b>					<b>400</b>	<b>400</b>	<b>1,750</b>		<b>1,750</b>	

### Appendix 6a

#### 2023 Cash Flow and Future Year Commitments Including Carry Forward Funding

N/A

### Appendix 6b

#### 2024 - 2032 Capital Plan

Project Code	(In \$000s)	2024 Plan	2025 Plan	2026 Plan	2027 Plan	2028 Plan	2029 Plan	2030 Plan	2031 Plan	2032 Plan	2024 - 2032 Total	Health & Safety & Legislated	SOGR	Growth & Improved Service
LR001	Lobbyist Registry System SOGR 2024	350	350								700		700	
LR002	Lobbyist Registry System SOGR 2031								400	400	800		800	
LR003	TLR Investigation Case Management Sys SOGR			250							250		250	
<b>Total Expenditures</b>		<b>350</b>	<b>350</b>	<b>250</b>					<b>400</b>	<b>400</b>	<b>1,750</b>		<b>1,750</b>	

## Appendix 7

### Reporting on Major Capital Projects: Status Update

N/A

## Appendix 8

### Capacity to Spend Review

N/A

## Appendix 9

### Summary of Capital Needs Constraints

N/A

## N/A – Will Be Moved to a Standalone Report

### 2023 User Fee Changes

(Excludes User Fees Adjusted for Inflation)

#### Table 9a - New User Fees

N/A

#### Table 9b – Fees Above Inflation

N/A

#### Table 9c - User Fees for Discontinuation

N/A

#### Table 9d - User Fees for Technical Adjustments

N/A

#### Table 9e - User Fees for Transfers

N/A

#### Table 9f - User Fees for Rationalization

N/A

## Appendix 10

### Inflows and Outflows to/from Reserves and Reserve Funds

#### 2023 Operating Budget

N/A

#### 2023 – 2032 Capital Budget and Plan

N/A

## Appendix 11

### Glossary

**Approved Position:** Permanent or temporary positions that support the delivery of City services and service levels as approved by Council.

**Actuals:** An actual financial amount paid (or received) for the delivery of City services (these exclude any commitments to be paid in the future).

**Capital Budget:** A Capital Budget is the City's plan to acquire / build assets or extend the useful life of existing assets; an example of a capital expenditure is the construction of a new community centre.

**Complement:** Positions that support the delivery of City services and service levels as approved by Council.

**Operating Budget:** An Operating Budget is the City's annual plan to provide services to the residents of Toronto; the budget includes all revenues and expenses needed to provided services; an example of an operating cost would be the cost to run the TTC subways.

**State of Good Repair (SOGR):** The cost of maintaining assets to ensure they are able to support the delivery of City services and meet service outcomes

**Tax Supported Budget:** Budget funded by property taxes.