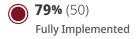
Follow-Up on the 2022 Performance Audit:

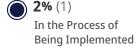
Ministry of Public and Business Service Delivery and Procurement

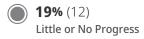
Real Estate Council of Ontario

// Overall Conclusion

63 Recommended Actions







The Real Estate Council of Ontario (RECO), as of August 19, 2024, had fully implemented 86% of the recommendations that were specifically directed toward it alone. Combined, RECO and the Ministry of Public and Business Service Delivery and Procurement (formerly the Ministry of Public and Business Service Delivery), as of August 19, 2024, had fully implemented 79% of actions we recommended in our 2022 audit of the **Real Estate Council of Ontario**. RECO and the Ministry of Public and Business Service Delivery and Procurement (Ministry) have made progress in implementing an additional 2% of the recommendations.

RECO has fully implemented recommendations such as updating its registration policy to help registration staff determine when it is appropriate to approve and refuse to register applicants that have a history of criminal offences. RECO has also implemented a system to assign a descriptive complaint category to each complaint it receives in order to improve its capacity to identify systemic issues and trends. In addition, RECO has developed a brokerage risk framework so that brokerages with a higher risk of non-compliance with the *Trust in Real Estate Services Act, 2002* (Act) and its regulations (previously the *Real Estate and Business Brokers Act, 2002*) are inspected more frequently. As well, RECO has entered into a Memorandum of Understanding with the Financial Transactions and Reports Analysis Centre of Canada to share information to facilitate enforcement targeting money laundering. The Ministry has fully implemented recommendations to make changes to RECO's Board governance. For example, in January 2024, the Minister issued an order to limit the percentage of Board members who can be drawn from the real estate services sector to no more than 34%. This change was implemented in May 2024.

However, little progress has been made toward implementing 19% of the recommendations, including establishing a maximum time frame during which unclaimed deposits on real estate transactions can be held. RECO has also made little progress on implementing a process to periodically collect transaction information from brokerages that can be used to make evidencebased policy recommendations to the Ministry. In addition, the Ministry and RECO have made little progress on revising the performance indicators the Ministry uses to monitor RECO's performance.

The status of actions taken on each of our recommendations is described in this report (see **Appendix** for more details).

// Status of Actions Taken on Recommendations

We conducted assurance work between April 2024 and August 2024. We obtained written representation from the Real Estate Council of Ontario and the Ministry of Public and Business Service Delivery and Procurement that effective October 28, 2024, they have provided us with a complete update of the status of the recommendations we made in the original audit two years ago.

1. Registration of Brokers and Salespersons

In our original audit, we found that RECO did not have a formal policy, quidelines or a consistent process to assess whether to refuse to register applicants who had a criminal history. In 20 of 25, or 80% of the registered salespersons and brokers we reviewed who self-disclosed a criminal charge or conviction, RECO did not have a documented rationale for why it did not pursue action to refuse or revoke registration. In addition, with few exceptions, RECO did not require salespersons and brokers to undergo a criminal background check on a periodic basis after they are registered.

We also found that a lack of exam protocols contributed to a major breach in the integrity of exams offered in the real estate education program. Despite major breaches in the integrity of real estate exams administered by Humber College, RECO had not taken steps to independently verify whether the issues that led to the breaches had been satisfactorily addressed.

Recommendation 1: Action Items 1, 2 and 3

So that the Real Estate Council of Ontario (RECO) is able to meet the requirement of the *Real Estate and Business Brokers Act, 2002* to approve applications only if individuals seeking to register or renew their registration as a salesperson or broker can be expected to carry on business lawfully and with integrity, we recommend that RECO:

- develop a policy and guidelines to help registration staff determine when it is appropriate to approve and refuse the registration of applicants that have a history of criminal offences;
- require registration staff to document their rationale, consistent with the policy and guidelines, for recommending that the registration and renewal of registration of applicants be approved or refused;
- disclose the policy and guidelines publicly so that prospective applicants can self-assess their eligibility prior to completing the real estate education program;

Status: Fully implemented.

Details

We found that in October 2023, RECO updated its registration program policy to assist registration staff to determine when it is appropriate to approve and refuse the registration of applicants that have a history of criminal offences. The policy states that registration staff are required to review an applicant's criminal history and outlines 10 factors that staff should consider in their review. For example, the review should consider the date of the charges or convictions, extent and nature of criminal conduct, relevance to duties performed by the registrant, and the individual's co-operation with RECO's review. RECO also developed a case analysis training guide for staff that outlines the process and instructions for assessing and documenting the suitability of registering individuals who have disclosed a criminal conviction or pending charges. In addition, RECO's policy also requires its staff to provide a documented rationale for action (approval or refusal) on files where an individual has disclosed a criminal conviction or pending criminal charges. Lastly, RECO published its updated registration program policy on its website.

Recommendation 1: Action Item 4

• introduce a requirement for registrants to periodically obtain an updated criminal background check as a condition of renewing registration.

Status: Little or no progress.

Details

We found that RECO has not made progress toward implementing this recommendation. RECO plans to seek input from the industry on this requirement and update its policy accordingly by December 2024.

Recommendation 2: Action Item 1

So that the integrity of real estate exams is protected, we recommend that the Real Estate Council of Ontario (RECO):

• take steps to independently review the exam protocols and the proctoring software for deficiencies;

Status: Fully implemented.

Details

We found that RECO met with third-party firms that specialize in exam security auditing and security consulting to gain an understanding of exam auditing services. RECO determined that a System and Organization Controls (SOC) 2 report that includes an independent audit opinion would be satisfactory to test the controls of the exam software system. This includes controls related to security, availability, processing integrity, confidentiality and privacy of personal information that the exam software collects. In 2024, RECO received a SOC 2 report, as well as a secret shopper audit report that tested exam protocols (commissioned by RECO's education service provider).

Recommendation 2: Action Item 2

 work with the education service provider to take immediate corrective action to address the issues identified;

Status: Fully implemented

Details

We found that RECO completed a review of the SOC 2 and independent third-party security audit reports (described in Recommendation 2: **Action 1**) and concluded that the SOC 2 report provided a satisfactory level of compliance with RECO's expectations for secure examinations. RECO advised us that it confirmed that the issues that were identified had been addressed.

Recommendation 2: Action Item 3

• establish a formal protocol to be followed by the education service provider and RECO to identify and analyze future exam breaches;

Status: Little or no progress.

Details

We found that RECO has made little progress toward implementing this recommendation. RECO indicated that it has engaged a new examination service provider who will begin to deliver examinations in July 2025. RECO indicated that it expects the provider to deliver customized exam protocols to RECO by December 2024 that will deter, detect and enable the analysis of future exam breaches.

Recommendation 2: Action Item 4

• maintain the ability to move exams to in-person administration should software integrity issues arise necessitating in-person exams.

Status: Fully implemented.

Details

We found that RECO received a commitment from the education service provider to continue to allow exam writers the option of choosing a virtual or in-person setting for exams. In January 2023, the education service provider increased in-person capacity by 550 seats per week. As a result, if a need should arise for in-person exams, the education service provider would be able to move to full in-person delivery of exams.

2. RECO Does Not Analyze Complaints to Identify Systemic Issues or Trends

In our original audit, we found that RECO did not track the complaints it received by type, and thus did not analyze them to identify and address systemic issues and trends, including with respect to violations of the Act and its regulations.

Recommendation 3: Action Items 1, 2, 3 and 4

So that the Real Estate Council of Ontario (RECO) improves its capacity to identify systemic issues and trends that require improvement, we recommend that RECO:

- implement a system to assign a descriptive complaint category to each complaint it receives;
- periodically analyze complaints data to identify systemic issues and trends over time;
- · address and resolve identified systemic issues; and
- publicly report on common and emerging trends from complaints received on an annual basis.

Status: Fully implemented.

Details

We found that in August 2023, RECO developed 50 descriptive classification categories for complaints, including categories for abuse and harassment, false and misleading advertising, care of property issues (such as inadequate supervision during property viewings that may lead to damage or theft), and commission and remuneration issues. In September 2023, RECO provided training to its staff to track complaints using the new complaint categories. In addition, RECO developed a standard operating procedure that outlines the policy and procedure for reviewing complaint data, according to which RECO will track complaints by category and generate monthly and quarterly reports for management's review. The procedure also outlines steps to identify statistically significant systemic issues and trends with complaints.

RECO advised that it began its ongoing quarterly analysis of complaints data to identify systemic issues and emerging trends in the fall of 2023. RECO also developed action plans to address identified issues that included creating targeted communications to the real estate sector through published bulletins on its website and adding learning materials to its mandatory continuing education program for registrants. In its April 2024 annual report, RECO reported on common and emerging trends from its complaints data.

3. Inspections of Brokerages

In our original audit, we found that RECO did not have a policy to inspect each registered brokerage within a certain time frame (e.g., at least once every five years), and it did not assess and assign a risk rating to each brokerage so that high-risk brokerages can be inspected more frequently. RECO had never conducted a full on-site inspection at 27% of registered brokerages, and had not conducted a full on-site inspection at a further 35% of brokerages for at least five years.

In addition, RECO cancelled about 20% of scheduled inspections of registered brokerages between 2017 and 2021 because the brokerage declared it had limited or no trading activities. However, RECO did not take any steps to verify the accuracy of these declarations before cancelling the inspection.

As well, RECO did not have a process in place to periodically monitor whether its inspectors conduct compliance inspections of brokerages consistently and effectively, and had not updated the checklists its inspectors used to carry out inspections since RECO's inception in 1997. For example, the number of real estate transaction files selected for review during an inspection was not proportional to the number of properties sold by the brokerage.

Further, RECO rarely followed up on violations found during inspections to confirm that brokerages had corrected them. In 88% of the 2,643 inspections conducted by RECO between 2017 and 2021 where violations of the Act were identified, instead of conducting a follow-up inspection or referring the case to RECO's investigations department for further review, RECO's inspectors issued an Inspection Deficiency Notice listing the deficiencies identified and relied on the brokerage to correct them.

RECO also did not check if salespersons and brokers disclosed accurate information in property listings. RECO's inspection process did not require its inspectors to review the information included in a property listing such as property tax amount, maintenance fees, age of the home and size of the lot to determine if the selling agent took reasonable steps to ensure its accuracy.

Recommendation 4: Action Items 1 and 2

So that brokerages are inspected based on their risk of non-compliance with the Real Estate and Business Brokers Act, 2002 and its regulations, we recommend that the Real Estate Council of Ontario:

- develop a brokerage risk framework (for example, high, medium and low) and assign an inspection frequency to each level of risk;
- · determine and assign a risk level and inspection frequency to each brokerage;

Status: (Fully implemented.

Details

We found that RECO has developed a brokerage risk framework and assigned an inspection frequency to each level of risk. RECO determines the overall risk rating of a brokerage based on the number and severity of the contraventions it finds during an inspection. It allocates brokerages the following risk ratings and inspection frequencies:

- New brokerage—no risk rating; a target frequency for inspection of six to 12 months is assigned.
- Substantive compliance—assigns a risk rating of low and a target frequency for inspection of three years.
- Moderate compliance—assigns a risk rating of medium and a target frequency for inspection of two years.
- Substantive non-compliance—assigns a risk rating of high and a target frequency for inspection of one year.
- Significant non-compliance—assigns a risk rating of critical and a target frequency for inspection of "immediate."

Under RECO's new brokerage risk framework, each brokerage is to be inspected a minimum of once every three years.

Recommendation 4: Action Item 3

 put in place systems to ensure that each brokerage is scheduled for and receives an inspection based on its assigned frequency;

Status: Fully implemented.

Details

We found that RECO has established a monitoring process to ensure that inspections are completed as scheduled based on their assigned frequency. RECO has implemented dashboards for managers to monitor the progress of ongoing inspections and to highlight any outstanding tasks that require attention from each team member. RECO supervisors and managers can use the dashboards to track statuses of all inspections at various stages. The dashboards also display key performance indicators that allow management to assess team productivity and identify bottlenecks in the inspection process.

Recommendation 4: Action Item 4

• put in place a process to reassess each brokerage's risk level on an ongoing basis.

Status: Fully implemented.

Details

We found that RECO has put in place a process to reassess each brokerage's risk level. At the end of each brokerage inspection, the brokerage is assigned a new risk rating based on the outcome of the inspection. A complaint can also trigger an inspection. For instance, the brokerage may have a low or medium risk rating, but the nature of a complaint may warrant an inspection be conducted in short order, outside of its routine inspection rotation.

Recommendation 5: Action Items 1, 2 and 3

So that only brokerages with limited or no real estate trading activities are exempted from an inspection by the Real Estate Council of Ontario (RECO), we recommend that RECO:

- update the inspection policy requiring the inspectors to document the results of the procedures and other activities the inspectors have undertaken to verify the brokerage's trading volume;
- establish a process to conduct unannounced site visits to select brokerages to confirm the accuracy of their declared trading volume: and
- establish a checklist of procedures for its inspection staff to follow prior to granting a brokerage an exemption from inspection.

Status: Fully implemented.

Details

We found that RECO has updated its inspection policies to include inspection templates and reports to document the results of the procedures and other activities the inspectors undertake to verify the brokerage's trading volume, and that the inspectors are required to complete these reports.

In addition, RECO has also established processes to conduct unannounced site visits of select brokerages declaring no trading activities. For instance, when an unannounced inspection is warranted, if the brokerage operates in a commercial location, the inspector will attend the brokerage to conduct the inspection without giving prior notice. Should the brokerage be located within a residence, the broker of record is given two days' notice before the inspection.

Further, RECO has implemented an inspection template that includes a checklist of procedures for its inspection staff to follow when seeking evidence of trading activities. According to the new procedures, an inspector is to review the brokerage's past 12 months of real estate trust account reconciliations and accompanying financial statements, and the last 12 months of commission and general operating account transactions, to determine what type of banking activity has taken place. The inspector also conducts a comprehensive review of the brokerage's digital footprint, including websites, social media accounts, and consumer reviews, to look for any evidence of marketing activity.

Recommendation 6: Action Items 1, 2 and 3

So that the Real Estate Council of Ontario's (RECO's) inspectors carry out inspections of brokerages consistently and effectively, we recommend that RECO:

- update its inspection manual and checklists to require the number of trade files to be reviewed as part of an inspection to be proportional to the volume of properties sold by the brokerage;
- develop and implement an inspection oversight process that includes an inspection file review and a documented assessment of whether inspections are carried out effectively and consistently; and
- where inconsistencies are identified, take steps to facilitate corrective action.

Status: Fully implemented.

Details

We found that RECO has implemented a new process to require the number of trade files reviewed during an inspection to be proportional to the volume of transactions completed by the brokerage. In addition, RECO updated its inspection manual and checklists to reflect the requirements of the new process. According to the new process, RECO must review:

- 12 files for a trade volume between 1 and 250
- 14 files for a trade volume between 250 and 500
- 18 files for a trade volume between 500 and 1,000
- 22 files for a trade volume between 1,000 and 2,500
- 24 files for a trade volume greater than 2,500

If the brokerage has participated in more than 2,500 trades in the past 12 calendar months, the inspector will add a trade file for every additional 1,000 trades completed.

We also found that RECO has put in place an inspection oversight process to assess whether inspections are carried out effectively and consistently. At the beginning of each month, supervisors complete a spot check of five inspections closed the prior month for each of their inspectors. Based on inspection records and documentation, supervisors affirm whether all required tasks were completed to prescribed standards, and assess the appropriateness of the inspectors' actions and recommendations. If an anomaly or concern is detected during the supervisor's review of inspection files, the supervisor is to discuss areas of concern with the inspector during their regular one-on-one meetings. The supervisor is to document the details of the discussion with the inspector and the steps taken to address the identified concern. This documentation is intended to serve as a record of the corrective action taken.

Recommendation 7: Action Items 1 and 2

So that violations of the Real Estate and Business Brokers Act, 2002 identified during an inspection are corrected by the brokerages on a timely basis, we recommend that the Real Estate Council of Ontario:

- develop and implement a framework with appropriate time frames that provides quidance to inspectors on the types of violations of the Act and its regulations that should be reviewed with a follow-up inspection and when brokerages should be referred to RECO's investigations department for further review;
- ensure that follow-up inspections are performed, and referrals to the investigations department are made, in accordance with this framework;

Status: Fully implemented.

Details

We found that RECO has implemented a process to guide its inspectors on the types of violations of the Trust in Real Estate Services Act, 2002 (previously the Real Estate and Business Brokers Act, 2002) and its regulations that should be reviewed with a follow-up inspection within a shorter time frame. Each contravention is ranked low, medium or high based on severity. After an inspection is conducted, the brokerage is assigned an overall risk rating based on the number and severity of contraventions. Any inspection conducted on a brokerage that resulted in a "high" risk rating would result in the brokerage being reinspected within one year. A brokerage that is ranked as "critical" would be referred to RECO's registration department for immediate assessment (typically less than a month) and to initiate an investigation if the assessment determines that it is needed.

We also found that RECO prepares an annual inspection plan based on its new brokerage risk framework (described in **Recommendation 4**) that includes an assessment of all registered

brokerages. The primary objective of the plan is to verify that every brokerage is scheduled for, and receives, the appropriate inspection within the appropriate timeline.

Recommendation 7: Action Item 3

track the number of follow-up inspections performed;

Status: Fully implemented.

Details

We found that RECO has implemented dashboards to track the progress of inspections, including the reinspections (follow-up inspections) that should be conducted within a shortened time frame. Further, RECO also prepares an internal report each month that includes detailed statistical information on inspections—including progress, timeliness, outcomes and inspector productivity.

Recommendation 7: Action Item 4

• publicly report on the number of follow-up inspections performed.

Status: Fully implemented.

Details

We found that RECO has set up a process to report annual inspection data publicly in its annual report. This includes the total number of brokerage inspections completed, the number of each inspection type completed, and the number of brokerages reinspected (in follow-up inspections).

Recommendation 8: Action Item 1

To improve the Real Estate Council of Ontario's (RECO's) effectiveness in identifying misleading advertising in the inspection process, and to minimize false, misleading, deceptive and inaccurate representations made by salespersons and brokers in the marketplace, we recommend that RECO:

 review property listings as part of the inspection process to ensure that salespersons and brokers have taken reasonable steps to ensure the material information advertised on the property listing is accurate;

Status: Fully implemented.

Details

We found that RECO has updated its inspection policy to include procedures for inspectors to review property listing information to confirm the registrant took reasonable steps to verify the information. Inspectors are to review the brokerage's trade file for items such as tax bills, source of information on square footage, and receipts for home improvements to confirm that the brokerage has taken steps to verify all information presented in the property listing.

Recommendation 8: Action Item 2

· instruct its inspectors to independently select a sample of advertising materials including property listings made prior to the inspection for its review.

Status: Fully implemented.

Details

We found that RECO has implemented a new inspection policy under which, to ensure an unbiased selection of trade files is reviewed, the brokerage is not permitted to select the files to be reviewed. The inspector determines the number of trade files including the property listings to be reviewed based on the volume of a brokerage's transactions. Once the sample size is determined, the inspector selects the files to be reviewed.

4. Money Laundering in the Real Estate Sector

In our original audit, we found that the real estate sector rarely reports cash and suspicious real estate transactions as required to the Financial Transactions and Reports Analysis Centre of Canada (FINTRAC), the federal agency that monitors money laundering.

FINTRAC received zero reports from Ontario real estate brokers and salespersons of large cash transactions between the 2017/18 and 2020/21 fiscal years, and just 18 reports in 2021/22.

In addition, RECO did not have a process to inspect whether registrants comply with reporting obligations to FINTRAC and did not have an agreement in place to share information with FINTRAC to facilitate anti-money laundering enforcement activities in the province's real estate sector.

Recommendation 9: Action Items 1 and 2

To identify and reduce the risk of money laundering activities through the real estate market, we recommend that the Real Estate Council of Ontario (RECO) work with the Financial Transactions and Reports Analysis Centre of Canada (FINTRAC) to:

- enter into an agreement to share information to facilitate enforcement targeting money laundering; and
- · update the RECO inspection manual to include new procedures inspectors are required to follow to review salespersons, brokers and brokerages' reporting obligations to FINTRAC.

Status: () Fully implemented.

Details

In our follow-up, we found that RECO entered into a Memorandum of Understanding (MOU) with FINTRAC on December 15, 2023 to establish a framework for sharing information between FINTRAC and RECO to facilitate enforcement targeting money laundering. According to the new MOU, both agencies can share information with each other.

In addition, RECO has also established processes for inspectors to review reporting obligations to FINTRAC. During the course of an inspection, inspectors are now expected to look for indicators that real estate registrants have not adhered to FINTRAC reporting reguirements. Should a transaction be identified as suspicious, or involving \$10,000 or more in cash or virtual currency, the inspector is expected to determine whether the brokerage submitted the appropriate report to FINTRAC. If the inspector determines that the appropriate report was not submitted, the inspector is expected to make note of it in the inspection report and to prepare a memo to the manager of inspections to accompany the report. On an annual basis, or upon request, the manager of inspections will share the names of the brokerages that failed to meet the reporting obligations of FINTRAC.

5. Investigation of Salespersons, Brokers and Brokerages

In our original audit, we found that RECO did not have formal policies and procedures to guide the work of its investigators. RECO also did not have a process in place to monitor whether investigators complete investigations on a timely basis or whether they take appropriate action based on their findings. The proportion of investigations resulting in enforcement action differed significantly among RECO's five investigators, ranging from a low of 39% for one investigator to as high as 75% for another. The average number of days each investigator took to complete an

investigation also varied significantly, ranging from 26 to 331 days. In addition, there was no formal process to review investigation files for quality assurance.

RECO also had not put in place a quideline to help members of its Discipline Committee to determine the appropriate fines to impose when a registrant's conduct relating to a real estate transaction had violated the Code of Ethics. In 10, or 67%, of 15 cases we reviewed, the fine issued by RECO's Discipline Committee when a salesperson or broker violated the Code of Ethics was lower than the commission earned in the related real estate transaction.

Further, the process to take disciplinary action against a registrant that breaches the code of Ethics is lengthy. It took RECO an average of 167 days before a pre-hearing was held, more than three times as long as the Discipline Committee's 45-day requirement. RECO did not record and track the reasons for delays in scheduling a pre-hearing to be able to identify and address the delays. RECO also had not set a target for the amount of time it should take to reach a final decision in the case of allegations that proceed to a hearing before the Discipline Committee. It took on average nearly one year from the time RECO served a registrant with an allegation for the Committee to reach a final decision.

Recommendation 10: Action Item 1

So that investigations of brokerages and salespersons are completed effectively and on a timely basis, and that appropriate enforcement action is taken where required, we recommend that the Real Estate Council of Ontario:

· develop policies and procedures on key aspects of investigations to help guide the work of its investigators;

Status: Fully implemented.

Details

We found that RECO put in place an operating procedure in December 2023 that guides the work undertaken by its investigators. RECO informed us that its purpose is to inform investigators about RECO's investigative process and to provide guidance so that their investigations are conducted thoroughly, objectively, effectively and in accordance with legislation, established benchmarks and standards, and leading practices. The operating procedure provides guidance on the entire investigative process, including obtaining search warrants, issuing subpoenas, conducting interviews and filing charges.

Recommendation 10: Action Items 2, 3 and 4

- · implement reasonable guidelines or benchmarks for enforcement action and the timely completion of investigations;
- implement a process to monitor investigations against these guidelines or benchmarks to identify and follow up where significant differences are found; and
- implement a process to periodically review investigation files to determine if they are complete and result in appropriate enforcement action, and to take corrective action where necessary.

Status: Fully implemented.

Details

We found that RECO has established benchmark quidelines for the timely completion of investigations. The benchmarks are based on the severity of the matter under investigation, where investigations involving matters of moderate severity are to be actioned and completed within 110 days, investigations involving serious matters are to be completed in 150 days, and investigations involving severe matters are to be completed in 180 days.

In order to monitor investigations against these benchmark guidelines, RECO adopted a number of oversight processes. A new dashboard with real-time information has been implemented for the manager of investigations to monitor and to follow up where necessary on active investigations and individual investigators' progress on assigned investigations. In addition, the manager is also expected to conduct random weekly file reviews of active investigations for each investigator.

RECO has also implemented a process whereby investigators are required to submit a monthly update on the status of their assigned files to the manager of investigations, including any challenges encountered during the investigation, anticipated result, further resources required, and other particulars relating to the investigation. The manager of investigations is expected to review these submissions and discuss areas of concern with each investigator at monthly one-on-one meetings, including the investigation's status, progress, outcome and adherence to investigative benchmarks to ensure there are no significant differences in the investigation outcomes among its investigators.

Recommendation 11: Action Items 1 and 2

So that its registrants are sufficiently deterred from contravening Ontario Regulation 580/05— Code of Ethics (Code of Ethics) when conducting real estate transactions with consumers, we recommend that the Real Estate Council of Ontario (RECO):

- create and implement a formal fining framework to guide RECO's Discipline Committee on the appropriate dollar value of penalties to issue to registrants for contraventions of the Code of Ethics, taking into consideration the severity of the contravention; and
- as part of this framework, take into consideration the amount of remuneration earned on the corresponding real estate transaction by registrants when determining the appropriate dollar value of penalties to be issued.

Status: Fully implemented.

Details

We found that RECO developed a formal sanctioning framework that came into effect January 1, 2024 to guide its Discipline Committee when making decisions on the appropriate dollar value of penalties to issue to registrants for contravening the Code of Ethics. The framework outlines nine key factors that should be taken into consideration, including the amount of remuneration the registrant earned on the corresponding real estate transaction. These nine factors include:

- nature and gravity of the breaches of the law;
- role of the registrant in the breaches;
- whether the registrant suffered or gained as a result of the breaches;
- impact of the breaches on complainants or others;
- need for specific deterrence to protect the public;
- need to maintain the public's confidence in the integrity of the profession; and
- degree to which the breaches are regarded as being outside the range of acceptable conduct, and the range of sanctions in similar cases.

Recommendation 12: Action Item 1

So that disciplinary cases and decisions are handled and completed in a timely manner, we recommend that the Real Estate Council of Ontario (RECO):

• identify and track the reason for scheduling a pre-hearing beyond the 45-day requirement under the Discipline Committee's Rules of Practice;

Status: (Fully implemented.

Details

We found that RECO has enhanced the existing monthly report to the Office of the Registrar and incorporated a new discipline matters tracking sheet to record delays in scheduling pre-hearings beyond the 45-day requirement. Disciplinary cases are tracked by respondent name, hearing file number, date allegation statement was served, prehearing date proposed, days it took for RECO to propose first hearing date, and reason for delay in initial scheduling.

Recommendation 12: Action Item 2

where practical, take steps to reduce the time it takes to schedule a pre-hearing;

Status: () Fully implemented.

Details

We found that RECO has implemented a new policy to reduce the time it takes to schedule a prehearing. According to RECO's analysis of past hearings, one of the most common reasons for delay in scheduling a pre-hearing is the unavailability of counsel to represent RECO. Under the new policy, parties to the disciplinary matter can request a pre-hearing conference (PHC) within 10 days of notice, and PHCs are to be conducted within 45 days of the request. If internal counsel is not available on any of the dates provided by the Discipline Committee that are within the 45-day time frame, RECO's counsel can recruit externally another counsel to conduct the PHC.

Recommendation 12: Action Item 3

• establish a target for the amount of time it should take for RECO to schedule the main hearing before the Discipline Committee and assess performance against this target;

Status: Fully implemented.

Details

We found that RECO has established a target of eight months, or 170 working days, to schedule the main hearing before the Discipline Committee. RECO established this target following the completion of a benchmarking exercise against other similar organizations. It began tracking its performance against this newly established target in December 2023, through continuously updated reporting, accessible to management.

Recommendation 12: Action Item 4

· establish a target for how long it should take for the issuance of the final decision and assess performance against this target.

Status: Fully implemented.

Details

We found that RECO has undertaken a review to gather data regarding time needed to issue final decisions from organizations with similar discipline processes. Based on the review, RECO established a target of three months, or 64 working days, to issue a final decision. It began tracking and assessing its performance against the three-month target in December 2023.

6. Consumer Protection

In our original audit, we found that RECO and the Ministry had lagged in facilitating the introduction of certain protections for consumers who engaged in real estate transactions in Ontario, particularly in comparison to their counterparts in British Columbia. For example, in Ontario, there was no legislated cooling off period (a period of time when a buyer can cancel a real estate transaction without risking the loss of their deposit) for new or resale properties except for pre-construction or new condominiums. In contrast, in 2022, the government of British Columbia introduced a mandatory three-day period to provide homebuyers time to conduct due diligence procedures such as confirming they have secured financing, and to reconsider their offer.

In addition, while salespersons and brokers in Ontario were permitted to represent both a buyer and a seller in a single real estate transaction—making it challenging to effectively represent the best interests of both parties—with the assistance of the British Columbia Financial Services Authority's predecessor, the government of British Columbia in 2018 banned this practice because of the risk it presents to consumers. An exemption to this rule in British Columbia applies where the real estate is located in a remote location that is underserved by licensees and where it is

impractical for parties to be represented by different licensees. Similarly, in 2022 this practice was also banned in Quebec.

We also found that there was a lack of transparency in real estate transactions involving multiple offers, which put prospective buyers at financial risk. Legislative changes were scheduled to come into effect on April 1, 2023 that would allow for a process where the substance of offers, which includes the offer price, closing date and any conditions placed on each prospective buyer's offer, could be disclosed to competing buyers. However, the use of this process would be at the sole discretion of the property seller. Further, although RECO had the authority under the Act to review allegations of fictitious offers, Ontario does not require brokerages to retain original offer documents, limiting RECO's ability to assess whether an offer is a real offer from a legitimate buyer.

Recommendation 13: Action Item 1

To ensure that brokerages protect the best interests of the property buyers or sellers they represent, we recommend that the Ministry of Public and Business Service Delivery (Ministry) review recent changes in other Canadian jurisdictions that prohibit salespersons and brokers from representing both a buyer and a seller in a single transaction, and consider whether it would be appropriate to also prohibit this practice in Ontario.

Status: Fully implemented.

Details

We found that regulatory changes under the Trust in Real Estate Services Act, 2020 were made to permit Ontario brokerages to enter into designated representation agreements with clients effective December 1, 2023. These changes provide brokerages with the option of entering into either or both of:

- brokerage representation agreements with clients, where the brokerage and all of its brokers and salespersons represent the client (status quo); or
- · designated representation agreements with clients, where the brokerage designates one or more brokers or salespersons to represent and promote the client's best interests to the exclusion of the brokerage and all its other brokers and salespersons, subject to certain safeguards (e.g., with respect to the confidentiality of client information).

The Ministry told us that changes to permit designated representation will reduce instances of multiple representation, since multiple representation will not arise if each brokerage client involved in the same trade is represented by a different designated representative and the required safeguards are followed. Each designated representative will promote and protect their own client's best interests. To maximize flexibility and client choice, the changes also make it possible for

more than one brokerage client involved in a single transaction to choose to work with the same designated representative.

Recommendation 14: Action Item 1

To increase transparency and enhance consumer protection in real estate transactions involving offers from multiple prospective buyers, we recommend that the Ministry of Public and Business Service Delivery work with the Real Estate Council of Ontario to:

• once legislative changes come into effect, gather information from brokerages on residential sales in which sellers opt for an open-offer process, and assess the impact of the process on these transactions and the industry;

Status: Little or no progress.

Details

We found that RECO has not yet made progress toward implementing this recommendation. RECO indicated that it plans to work with the Ministry to establish the parameters around the type of data and information to collect, and also plans to gather feedback from the real estate industry prior to commencing any collection of information. RECO is working toward implementing this recommendation by July 2025.

Recommendation 14: Action Item 2

 explore alternatives to the current blind bidding process, including practices adopted or that may be adopted by other jurisdictions such as British Columbia.

Status: Fully implemented.

Details

The Ministry undertook a review and analysis of the offer process including a jurisdiction review in 2024. Following this review, a decision was made not to pursue alternatives to the process that came into effect in 2023, which allows registrants to share the substance of competing written offers (excluding personal or confidential information) with every person who is making one of the offers, at the discretion of the property seller.

Recommendation 15: Action Item 1

So that the Real Estate Council of Ontario (RECO) can effectively protect the interests of consumers, we recommend that the Ministry of Public and Business Service Delivery assess whether it would be beneficial to propose regulatory changes to amend Ontario Regulation 579/05—Educational Requirements, Insurance, Records and Other Matters to require all brokerages to retain original offer documents for offers not accepted, or a summary document including the offer amount and conditions, for a minimum of three years.

Status: Little or no progress.

Details

We found that the Ministry has not taken any steps to address this recommendation. The Ministry indicated that it plans to conduct research that will include reviewing approaches to the retention of offer documents taken by other jurisdictions, and consult with RECO and stakeholders on any potential changes to the regulation by January 2028.

Recommendation 16: Action Item 1

To ensure brokerages are complying with the legislative and regulatory requirements, we recommend that the Real Estate Council of Ontario incorporate a step in its inspection process to confirm that the required offer documents are being retained by brokerages.

Status: Fully implemented.

Details

We found that RECO updated its inspection policy in September 2023 to include a step in the inspection process to confirm that brokerages are retaining the offer documents required under the Trust in Real Estate Services Act, 2002 (Act). Under the policy, the inspector is required to review a sample of offer documents and determine if the number of offers purported by brokerages matches the number of offers provided during inspection; if each offer meets all requirements; and if offers were valid at the time of presentation. We noted that the inspector's examination of documents can exclude reviewing the offer amount and conditions because regulatory changes to require brokerages to retain original offer documents or a summary document that includes the offer amount and conditions have not been made (as described in Recommendation 15). The Act currently permits brokerages to retain a summary of each unsuccessful offer that does not contain information such as the offer amount and any conditions the buyer includes in an offer.

Recommendation 17: Action Item 1

To reduce the risk to buyers when purchasing a property, we recommend that the Ministry of Public and Business Service Delivery work with the Real Estate Council of Ontario to explore opportunities to introduce homebuyer protections such as a cooling off period.

Status: Fully implemented.

Details

We found that the Ministry undertook a review and analysis in 2024 of a potential proposal for a cooling off period for resale real estate transactions, which included a review of practices in other jurisdictions. Following this review, a decision was made not to pursue a cooling off period for resale real estate transactions.

With respect to new homes, on June 6, 2024, the Homeowner Protection Act, 2024 received royal assent. The Act includes amendments to the New Home Construction Licensing Act, 2017 (NHCLA) requiring a 10-day period for a purchaser to rescind a purchase agreement with a vendor in respect of certain new freehold homes. Buyer rescission within this period is without penalty. Regulatory changes are required to bring the amendments into effect. The Ministry consulted on regulatory proposals to support implementing a 10-day cooling off period for new freehold homes, from July 31, 2024 to September 16, 2024.

7. Unclaimed Consumer Deposits

In our original audit, we found that the Ontario government and RECO were holding a combined \$13.7 million in unclaimed trust money—the vast majority of which related to consumer deposits, because they could not determine whether the deposits should be returned to the buyer or given to the seller, or because the person entitled to the money could not be located. In Ontario, deposits are commonly paid to and held by the selling agent's brokerage until the real estate transaction is complete. If within two years of receiving a deposit in its trust account the brokerage cannot determine who is entitled to it, the brokerage is required to remit the deposit to RECO. If the deposit is not disbursed within five years of RECO receiving the deposit, RECO is required under the Act to remit the deposit to the Minister of Finance. The legislation is silent on how long unclaimed deposits should be held after final remittance to the Minister of Finance, who currently holds unclaimed deposits indefinitely.

In addition, RECO did not have a process in place to require brokerages to periodically report the number and amount of unclaimed consumer deposits held in a brokerage's trust account. Instead, RECO relied on brokerages to voluntarily comply with the requirements of the Act to remit to RECO any unclaimed consumer deposits that have not been returned to a buyer or seller after two years. During the five years 2017–2021, RECO's inspectors issued 599 non-compliance notices to 491 brokerages for failing to remit unclaimed consumer deposits to RECO. However, even after issuing these non-compliance notices, RECO did not take any action to follow up and collect the unclaimed consumer deposits.

Recommendation 18: Action Items 1 and 2

So that unclaimed deposits on real estate transactions are settled, we recommend that the Ministry of Public and Business Service Delivery assess the need to:

- establish a maximum time frame during which unclaimed deposits on real estate transactions can be held; and
- establish parameters to determine who unclaimed deposits should be provided or returned to after the time frame has elapsed.

Status: Dittle or no progress.

Details

We found that the Ministry has made little progress toward implementing this recommendation. The Ministry noted that the Trust in Real Estate Services Act, 2002 currently requires the Minister of Finance to pay any money it receives to the person who is entitled to the money, but it is not the role of the Minister of Finance (or RECO) to determine entitlement to money held in trust. The Ministry indicated that it intends to conduct research, including a jurisdictional scan, to develop policy proposals for the government's consideration about unclaimed money held in trust. The Ministry expects to undertake these steps by January 2028. Any legislative changes would be dependent upon direction from the government.

Recommendation 19: Action Item 1

So that deposits held by brokerages that remain unclaimed for two years are remitted to the Real Estate Council of Ontario (RECO) on a timely basis, as required by the Real Estate and Business Brokers Act, 2002, we recommend that RECO:

· implement a process to collect on an annual basis information on unclaimed deposits held by brokerages;

Status: () In the process of being implemented by January 2025.

Details

We found that RECO updated its renewal and reinstatement applications to require brokerages to declare any unclaimed deposit money being held. Every two years, brokerages are required to apply for renewal to RECO. At that time, they have to declare and subsequently submit the unclaimed money that has been in their possession in excess of two years. In addition to this process, RECO indicated that it plans to develop a new process for brokerages to report to RECO, upon request, any unclaimed deposit money they are holding. RECO noted that once the process is developed, it plans to communicate it to brokerages, including the timing and other details of unclaimed trust monies to be submitted. RECO expects to implement this recommendation by January 2025.

Recommendation 19: Action Item 2

• put in place a process to follow up with brokerages that fail to remit unclaimed deposits to RECO on a timely basis;

Status: (Fully implemented.

Details

We found that RECO has implemented a process for its registration department to follow up with brokerages that declare unclaimed deposits in their renewal or reinstatement application but fail to remit them subsequently. The registration team is responsible for collecting any outstanding unclaimed deposit from brokerages.

Recommendation 19: Action Item 3

• include steps in its inspections to verify that brokerages' annual reporting on unclaimed deposits held is accurate;

Status: () Fully implemented.

Details

In our follow-up, we found RECO has put in place a process for its inspection staff to verify the declaration about unclaimed deposit money made on renewal applications. The inspector is required to cross-reference this information with the brokerage's books and records to verify the accuracy of the brokerage's declaration in its most recent renewal application. If discrepancies or issues are identified during the inspection, the inspector is expected to seek clarification from the broker of record. RECO also requires that information relating to such instances be escalated to its registration department for review.

Recommendation 19: Action Item 4

 implement a protocol to follow up on inspections that find outstanding unclaimed deposits to ensure amounts are subsequently remitted to RECO.

Status: Fully implemented.

Details

We found that RECO has implemented a process to follow up on inspections that identify any discrepancy between the actual unclaimed deposit being held and the unclaimed deposit amount that had been reported to RECO at renewal. According to the new process, the inspector records the identified unclaimed trust money on their Inspector Summary Report and informs the broker of record of their legal obligation to remit the unclaimed deposit and supporting documents to RECO as soon as possible. The inspector is also expected to notify RECO's registration department within two business days of closing the inspection if unclaimed trust money over \$25 has been identified during the inspection. In such instances, RECO's registration team is required to follow up with the brokerage within three business days of receiving notification from the inspector.

8. RECO's Operations

In our original audit, we found that RECO did not have general authority to collect transaction data from brokerages, limiting its ability to effectively regulate registrants and identify consumer risks. In addition, the majority of Ontarians surveyed by RECO were not aware of RECO and the consumer protections it offered.

Also, RECO's administrative agreement with the Minister required that RECO set fees on a costrecovery basis. At the time of our original audit, RECO had accumulated surpluses and reserves totalling over \$35 million. RECO's plan to reduce the surpluses and reserves was to reduce registrant fees without making any spending cuts, thus running a deficit. RECO's plan did not include an assessment of whether it devoted sufficient resources to administering and enforcing the Act and fulfilling its mandate.

Further, although RECO's role was to protect consumers, its Board was composed mainly of real estate industry representatives. Only two of the 12 directors on RECO's Board were not registered members of the real estate industry. RECO's Board was also required to have an advisory process for direct input to the Board on issues of importance to consumers. However, for most of RECO's existence, it had not had a functioning process to do so.

Recommendation 20: Action Item 1

So that prospective buyers and sellers of real estate are aware of the Real Estate Council of Ontario's (RECO) available services, we recommend that RECO work with the Ministry of Public and Business Service Delivery to develop an information package outlining available consumer protections, and require all registrants to provide this information to real estate buyers and sellers when they make an agreement to represent the buyer or seller in a real estate transaction.

Status: Fully implemented.

Details

We found that RECO has developed an information guide and published the guide on its website. All registrants are required to provide a copy of the information guide or a link to the guide on RECO's website before providing any services or assistance to a person in relation to a trade in real estate. A broker or salesperson is also required to explain the contents of the information guide to any prospective clients.

Recommendation 21: Action Items 1, 2, 3 and 4

To improve the Real Estate Council of Ontario's (RECO) effectiveness in identifying consumer risks and providing sound evidence-based policy advice to the Ministry of Public and Business Service Delivery (Ministry) to address such risks, we recommend that RECO:

- reference best practices in other jurisdictions to identify the transaction information that it should collect from brokerages;
- put in place a process to periodically collect such transaction information from brokerages;
- analyze the information collected to develop and provide evidence-based policy recommendations for the Ministry's review and consideration; and
- use this information to inform its brokerage inspection process.

Status: (Little or no progress.

Details

We found that RECO has made little progress toward implementing this recommendation. RECO indicated that it has conducted a jurisdictional scan and identified a preliminary set of information that could be obtained from brokerages. RECO is currently assessing what resources are required to collect data, as well as store and analyze the data collected. RECO also intends to provide the Ministry with its recommendations on data collection by December 2025. After RECO begins to collect such transaction data, it plans to analyze the information collected and develop recommendations for the Ministry to consider. RECO will also make changes to its brokerage inspection process, where applicable, based on its review and analysis of brokerage transaction data.

Recommendation 22: Action Items 1 and 2

So that the Real Estate Council of Ontario (RECO) can effectively meet its mandate and operate on a cost-recovery basis in accordance with its administrative agreement with the Minister of Public and Business Service Delivery, we recommend that RECO:

- assess its current operations to identify where additional resources are required to improve its administration and enforcement of the Real Estate and Business Brokers Act, 2002; and
- use the results of this assessment to allocate resources where required and to adjust its fee reduction plan accordingly.

Status: Fully implemented.

Details

We found that in November 2022, RECO undertook an assessment of the resources required to improve its administration and enforcement of the Real Estate and Business Brokers Act, 2002 (renamed the Trust in Real Estate Services Act, 2002 on December 1, 2023), to address new initiatives and to implement the recommendations made in our 2022 value-for-money audit report. Based on this assessment, RECO added 15 staff. This includes four staff for its education department, two staff for its inspections department, three staff to support regulatory policy, one consultant for its registrant continuing education program, and five staff to support its regulatory work such as hearings and litigation, investigations and registration. In addition, in December 2022, RECO's Board approved a fee reduction plan that reduced fees for registrants starting in March 2023.

Recommendation 23: Action Item 1

So that the Real Estate Council of Ontario's (RECO's) Board of Directors effectively executes its responsibilities to oversee the real estate industry and protect consumers, we recommend that the Ministry of Public and Business Service Delivery reassess and adjust the proportion of the industry representatives on RECO's Board and in doing so, ensure a skills-based Board based on best practices is in place.

Status: () Fully implemented.

Details

We found that on January 2, 2024, the Minister issued the following orders:

- decrease the number of Board members from 12 to nine;
- no more than 34% of Board members can be drawn from the real estate services sector;
- all Board members must possess a positive orientation for proactive consumer protection initiatives, which is in line with RECO's consumer protection mandate; and
- an advisory council be established composed of members representing the interests of registrants, as well as one member of the Board drawn from the real estate services sector. The advisory council will provide a forum to enable RECO to obtain advice and input from key stakeholders to make informed decisions related to its consumer protection mandate.

In addition, on January 2, 2024, the Minister introduced new rules for the nomination of Board members, which required a nominations committee to be established. These changes were implemented on May 30, 2024. As of August 2024, RECO's Board of Directors consisted of three members from the real estate services sector, three non-industry members, and two ministerial appointees. There was a vacancy on the Board for one ministerial appointee.

Recommendation 24: Action Item 1

So that the Real Estate Council of Ontario's (RECO's) consumer advisory process effectively provides independent and sound advice to RECO's Board of Directors on issues of importance to consumers, we recommend that the Ministry of Public and Business Service Delivery:

 work with RECO to amend the administrative agreement to require RECO's Board to periodically provide the Minister of Public and Business Service Delivery with reports on RECO's consumer advisory process;

Status: (Little or no progress.

Details

We found that the Ministry has not amended its administrative agreement with RECO. The Ministry indicated that it intends to update the agreement with input from RECO, by April 2026. The Ministry will consider specifying a frequency for reporting requirements on RECO's consumer advisory process in the administrative agreement.

Recommendation 24: Action Item 2

 enforce the requirement in the administrative agreement for RECO to publicly report on the activities and advice generated by its consumer advisory process in its annual report.

Status: (Fully implemented.

Details

We found that the Ministry has taken steps to enforce the requirement for RECO to publicly report on the activities and advice generated by its consumer advisory process. In 2022 and 2023, activities and advice provided by RECO's Consumer and Industry Advisory Group were shared with the Ministry and subsequently published in RECO's 2022 and 2023 annual reports. For example, in RECO's 2023 annual report, RECO reported that it took the following action based on feedback and recommendations from its Consumer and Industry Advisory Group: "RECO incorporated valuable insights from the group into the final RECO Information Guide. The group provided positive feedback on layout and design, and their suggestions encouraged RECO to engage a plain language specialist to ensure clarity and accessibility for consumers." In addition, RECO developed a standard operating procedure that defines how it will report to the Ministry on its consumer advisory process. The Ministry and the Consumer and Industry Advisory Group provided their feedback on the standard operating procedure, which was then finalized in July 2023.

9. The Ministry Does Not Collect Sufficient Information to Monitor and Assess RECO's Performance in Meeting Its Mandate

In our original audit, we found that the Ministry did not collect sufficient information to monitor and assess RECO's performance in meeting its mandate. RECO had not established performance indicators for key areas of its operations, including areas where our audit identified significant operational issues such as whether all registered brokerages were inspected over a specific period of time and whether registrant misconduct was investigated within a targeted time frame.

Recommendation 25: Action Item 1

So that the Ministry of Public and Business Service Delivery (Ministry) can effectively monitor the Real Estate Council of Ontario's (RECO's) performance in protecting consumers and regulating the real estate sector, we recommend that the Ministry work with RECO to revise the performance indicators the Ministry uses to monitor RECO's performance to include indicators that more closely monitor RECO's operations, including in the areas of inspections, investigations, disciplinary action and its compliance with the requirement to operate on a costrecovery basis.

Status: Little or no progress.

Details

We found that the Ministry and RECO had made little progress toward addressing this recommendation. In July 2024, the Ministry provided RECO with a preliminary list of updated performance measures for its consideration and feedback. The Ministry informed us that it intends to work with RECO to update its performance measures and discuss its plan to collect data relating to measuring performance with a target for completion of December 2024.

// Appendix

Recommendation Status Overview

	# of	Fully Implemented	In the Process of Being Implemented	Little or No Progress	Will Not Be Implemented	No Longer Applicable
	Action Items					
Recommendation 1	4	3		1		
Recommendation 2	4	3		1		
Recommendation 3	4	4				
Recommendation 4	4	4				
Recommendation 5	3	3				
Recommendation 6	3	3				
Recommendation 7	4	4				
Recommendation 8	2	2				
Recommendation 9	2	2				
Recommendation 10	4	4				
Recommendation 11	2	2				
Recommendation 12	4	4				
Recommendation 13	1	1				
Recommendation 14	2	1		1		
Recommendation 15	1			1		
Recommendation 16	1	1				
Recommendation 17	1	1				
Recommendation 18	2			2		
Recommendation 19	4	3	1			
Recommendation 20	1	1				
Recommendation 21	4			4		
Recommendation 22	2	2				
Recommendation 23	1	1				
Recommendation 24	2	1		1		
Recommendation 25	1			1		
Total	63	50	1	12	0	0
%	100	79	2	19	0	0