Committee of the Whole Revised Agenda

Monday, April 13, 2026, 7:00 p.m.
Council Chambers
Whitby Town Hall

This meeting will be available for viewing through the Town's **live stream feed** while the meeting is in progress. Please visit whitby.ca/CouncilCalendar for more information about the live stream and archived videos.

This meeting will be held in a hybrid in-person and virtual format. In accordance with Section 8.1 of Procedure By-law # 8081-24, Members of Council may choose to attend in-person or participate virtually.

Should you wish to provide comments regarding a matter being considered below, please submit written correspondence and/or a Delegation Request Form.

- **To submit written correspondence**, please email your correspondence to the Office of the Town Clerk at clerk@whitby.ca by noon on the day of the meeting. Correspondence must include your full name, address, and the item on the agenda that your correspondence is related to.
- **To speak during the Committee meeting either in-person or virtually**, please submit a Delegation Request Form online to the Office of the Town Clerk by 8 a.m. on the day of the meeting. Should you be unable to access a computer, please call 905.430.4300 to speak with a Staff Member in the Office of the Town Clerk.

In accordance with Procedure By-law # 8081-24, Closed Meeting Policy G 0404, and the Municipal Act, Section 239 (2)(f) advice that is subject to solicitor-client privilege, including communications necessary for that purpose, (i) a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization, and (k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board, parts of this meeting may be closed to the public.

A Revised Agenda may be published on a later date. Late items added or a change to an item will appear with an asterisk beside them.

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1. **Call To Order: The Mayor**
2. **Call of the Roll: The Clerk**
3. **Declarations of Conflict of Interest**
4. **Whitby Tourism Development Corporation Annual General Meeting**

Note: The Whitby Tourism Development Corporation Annual General Meeting is being held in accordance with Section 9.01 of Whitby Tourism and Development Corporation Organizational By-law No. 1. Pursuant to the By-law, The Corporation of the Town of Whitby is the sole Member of the Whitby Tourism Development Corporation and the Council of the Town of Whitby represents the Corporation in this capacity.

4.1 Presentations

4.1.1 Jeremy Giles, Manager, Events & Tourism, Town of Whitby, Samuel Vander Baaren, Sr. Manager, Assurance and Accounting, MNP, and Fuwing Wong, Commissioner, Financial Services/Treasurer, Town of Whitby (In-Person Attendance)
Re: CAO 10-26, Office of the Chief Administrative Officer Report
Whitby Tourism Development Corporation 2025 Annual Report

Refer to Item 4.2.1, CAO 10-26

4.2 Staff Reports

4.2.1 CAO 10-26, Office of the Chief Administrative Officer Report
Re: Whitby Tourism Development Corporation 2025 Annual Report

Recommendation:

1. That Report CAO 10-26 be received for information;
2. That the Whitby Tourism Development Corporation’s Audited Financial Statements for the fiscal years 2024 and 2025, be approved;
3. That MNP be engaged to perform the audit of the Whitby Tourism Development Corporation’s financial statements for the 2026 fiscal year as outlined in Staff Report CAO 10-26; and,
4. That the Whitby Tourism Development Corporation’s 2026 Budget, as shown in Attachment 3 to Staff Report CAO 10-26, be approved.

5. **Consent Agenda**
6. **Planning and Development**

6.1 Presentations

6.2 Delegations

6.3 Correspondence

6.4 Staff Reports

6.4.1 PDE 03-26, Planning and Development (Engineering Services) Department Report
Re: Settler's Court and Breezewood Court – Consideration of No Parking Restrictions

Recommendation:

1. That Council provide direction to staff regarding No Parking at the cul-de-sacs (turning bulbs) of Settler's Court and Breezewood Court;

2. If a No Parking restriction is approved by Council, that a By-law to amend By-law 8059-24 be brought forward for the consideration of Council; and,

3. That the Clerk be directed to forward PDE 03-26 to Durham Student Transportation Services (DSTS).

6.4.2 PDP 17-26, Planning and Development (Planning Services) Department Report
Re: Sign By-law Amendment to Permanent Sign By-law for 1629 Victoria Street East (RioCan Management Inc.) – SBA-01-25

Recommendation:

1. That Council approve the Sign By-law Amendment request from RioCan Management Inc. to permit one (1) digital billboard sign with two panels at 1629 Victoria Street East; and,

2. That should Council approve the request from RioCan Management Inc., staff be authorized to prepare an amendment to the Town's Permanent Sign By-law #7379-18.

6.4.3 PDP 19-26, Planning and Development (Planning Services) Department Report
Re: Official Plan Amendment and Zoning By-law Amendment Applications, Southwest Corner of Winchester Road West and Baldwin Street South, File Numbers: DEV-01-26 (OPA-2026-W/01) and DEV-40-25 (Z-22-25)

Recommendation:

1. That Council Approve Official Plan Amendment Number #150 to the Whitby Official Plan (OPA-2026-W/01), as shown on Attachment #7, and that a By-law to adopt Official Plan Amendment #150 be brought forward for consideration by Council;

2. That Council approve the Amendment to Zoning By-law #1784 (File No. Z-22-25), as outlined in Planning Report No. PDP 19-26; and,

3. That a by-law to amend Zoning By-law #1784 be brought forward for consideration by Council.

6.4.4 PDP 20-26, Planning and Development (Planning Services) Department Report
Re: Zoning By-law Amendment Application, Garrard Limited Partnership, 5305 and 5365 Garrard Road, File Number: DEV-22-25 (Z-13-25)

Recommendation:

1. That Council approve an amendment to Zoning By-law No. 1784 (Z-13-25), as set out in Planning Report PDP 20-26, and,

2. That a By-law to amend Zoning By-law No. 1784 be brought forward for consideration by Council.

6.5 New and Unfinished Business - Planning and Development

7. General Government

7.1 Presentations

7.2 Delegations

*7.2.1 Ronald Stevens, Resident (In-Person Attendance)
Re: Advocacy to the Province of Ontario to Amend Bill 9, Municipal Accountability Act – Recommending the Removal from Office Vote be Adjusted from a Unanimous to a Vote by 2/3rds of Council

Refer to Item 7.5.3, Advocacy to the Province of Ontario to Amend Bill 9, Municipal Accountability Act – Recommending the Removal from Office Vote be Adjusted from a Unanimous to a Vote by 2/3rds of Council

7.3 Correspondence

7.3.1 Correspondence # 2026-143 from Durham District School Board to Premier Ford and Minister Calandra dated March 26, 2026 regarding a Request for Provincial School Board Governance Consultation Process

Recommendation:
That Correspondence # 2026-143 from Durham District School Board to Premier Ford and Minister Calandra dated March 26, 2026 regarding a Request for Provincial School Board Governance Consultation Process be received for information.

7.4 Staff Reports

*7.4.1 CAO 09-26, Office of the Chief Administrative Officer Report
Re: Amendments to Advertising and Sponsorship Policies

Recommendation:

1. That Council approve amendments to the Paid Advertising and Sponsorship Policy (Policy MS 390) and the Municipal Property and Facility Naming Policy (Policy MS 250) as outlined in Report CAO 09-26 as it relates to delegated authority for renewal agreements and updated insurance requirements; and,

2. That staff be directed to update all related administrative procedures and documentation to align with the revised policies, and that the updated policies be posted to the Town's website and incorporated into current Sponsorship Packages.

7.4.2 CAO 13-26, Office of the Chief Administrative Officer Report

Re: Memorandum of Understanding between the Town of Whitby and the Canadian Musicians Cooperative 2026 to 2028

Recommendation:

1. That Report CAO 13-26 be received for information;

2. That the Town enter into a three-year Memorandum of Understanding with the Ontario Musicians Co-operative Inc. (operating as the Canadian Musicians Co-operative) effective May 1, 2026 to December 31, 2028;

3. That the CAO and Commissioner Financial Services/Treasurer be authorized to execute the Memorandum of Understanding, and be delegated the authority to make amendments thereto subject to such amendments being mutually agreed upon by the Canadian Musicians Co-operative and the Town; and,

4. That Council provide an exemption to the Public Nuisance By-law 6714-13 for the duration of the Memorandum of Understanding with respect to the ability of Canadian Musicians Co-operative Performers to be able to receive a voluntary gratuity as part of the program.

*7.4.3 CAO 14-26, Office of the Chief Administrative Officer and Financial Services Department Joint Report

Re: The Hotel and Conference Centre Attraction Program

Recommendation:

1. That Council endorse the proposed Hotel and Conference Centre Attraction Program outlined in Staff Report CAO 14-26;

2. That the Treasurer be authorized to enter into development charge deferral agreements, in accordance with Section 27 of the Development Charges Act, for qualifying hotel and conference centre developments in a form satisfactory to the Town Solicitor (or designate) and as outlined in Staff Report CAO 14-26;

3. That the Fees and Charges By-law be amended to include a Hotel and Conference Centre Attraction Program application fee in the amount of $500 (plus HST); and,

4. That notwithstanding Town Policy F 430, the Town's Development Charges Interest Policy, no interest be calculated on development charges deferred for the purpose of the Hotel and Conference Centre Attraction Program for the first 24 months following the issuance of a building permit.

*7.4.4 CAO 15-26, Office of the Chief Administrative Officer Report
Re: 2025 Annual Sustainability Report and 2026–2031 Energy Conservation and Demand Management Plan

Recommendation:

1. That Report CAO 15-26 be received for information;

2. That Council approve the 2026–2031 Energy Conservation and Demand Management (ECDM) Plan, included as Attachment 2, in accordance with Ontario Regulation 25/23;

3. That Staff be directed to post the approved ECDM Plan on the Town's website and submit it to the Ministry of Energy and Mines to satisfy provincial reporting requirements; and,

4. That the Clerk forward a copy of Report CAO 15-26 to the Region of Durham, Sustainability Department.

7.4.5 CAO 16-26, Office of the Chief Administrative Officer Report
Re: Corporate Waste Management Strategy

Recommendation:

1. That Council endorse, in principle, the Corporate Waste Management Strategy;

2. That the Corporate Waste Management Strategy be integrated into departmental work plans; and,

3. That Council direct Staff to update the Corporate Waste Management Strategy every five years.

7.4.6 CLK 01-26, Office of the Town Clerk Report
Re: Compliance Audit Committee and Terms of Reference - 2026 Municipal Election

Recommendation:

1. That the draft Compliance Audit Committee Terms of Reference as shown in Attachment 1 to Report CLK 01-26 be approved;

2. That the Clerk be authorized to bring forward a by-law to appoint a roster of individuals for the 2026 Municipal Election Compliance Audit Committee as per the draft Terms of Reference; and,

3. That, at such time as the above by-law is enacted by Council, that the 2026 Municipal Election Compliance Audit Committee be deemed to be established in accordance with the Municipal Elections Act.

7.4.7 CLK 04-26, Office of the Town Clerk Report
Re: 2027 Council, Committee, and Public Meetings Schedule

Recommendation:
That Council approve the 2027 Council, Committee, and Public Meetings Schedule appended to this report as Attachment 1.

*7.4.8 FS 19-26, Financial Services Department Report
Re: 2026 Property Tax Levy

Recommendation:

1. That the 2026 property tax rates for the General Municipal Town Levies, shown in Attachment A of Report FS 19-26, be approved;

2. That the 2026 special tax levy and tax rates for the properties located within the Downtown Whitby Business Improvement Area (BIA), shown in Attachment B of Report FS 19-26, be approved;

3. That the final property tax bill due dates for all property tax classes be June 30, 2026 and September 29, 2026;

4. That prior to the issuance of the final tax bills, the Treasurer be authorized to adjust the due dates, if required, and notify Council at the earliest opportunity;

5. That a by-law for the General Municipal Town Levies and a separate by-law for the Special Tax Levy in support of the Downtown Whitby BIA, to set the due dates and levy rates for 2026 in accordance with the approved budgets and regulations, be brought forward to a future Council meeting; and,

6. That a by-law be brought forward to a future Council meeting, in accordance with the Section 355 of the Municipal Act, that sets actual taxes payable to $0 (zero) for a property tax account that has annual property taxes of less than $15.00 calculated in any year.

7.4.9 LS 04-26, Legal and Enforcement Services Department Report
Re: Fence Exemption Request for 400 St. John Street

Recommendation:

1. That Report LS 04-26 be received for information; and,

2. That Council provide direction to staff regarding the fence exemption request for 400 St. John Street by approving or denying the request and applying any conditions Council deems appropriate.

7.5 New and Unfinished Business - General Government

7.5.1 Strengthening Provincial Sanctions for Coercive or Politically Motivated Misuse of Office by Municipal Councillors

Note: Consideration of this matter was deferred from the Committee of the Whole meeting on March 23, 2026 due to the meeting adjourning in accordance with Section 11.47 of Procedure By-law # 8081-24.

Moved by Mayor Roy

Recommendation:
Whereas municipal councillors in Ontario hold statutory authority that can significantly influence matters such as land use planning, development approvals, and other decisions that directly affect individual property rights;

Whereas the concentration of such authority creates the *potential* for misuse, including situations in which councillors could attempt to leverage their influence over planning or regulatory processes to obtain political advantage or other personal benefit;

Whereas the Municipal Act, 2001 and municipal Codes of Conduct establish ethical expectations for members of council, but the current enforcement framework provides only limited sanctions—primarily reprimands, apologies, or temporary suspension of remuneration—through Integrity Commissioner processes;

Whereas the existing framework does not provide adequate remedies in circumstances where conduct may involve coercion, intimidation, or attempts to secure political benefit through the misuse of office, nor does it provide mechanisms for disqualification from office in cases of serious misconduct; and,

Whereas maintaining public trust in municipal governance requires that elected officials be held to clear and enforceable standards, particularly in situations where their statutory authority over planning and property matters could be used, or perceived to be used, inappropriately;

Therefore be it resolved:

1. That Council formally request that the Province of Ontario undertake amendments to the Municipal Act, 2001 and related statutes to strengthen the accountability framework for municipal elected officials, including:

    - The creation of enhanced sanctions for serious ethical breaches involving coercion, intimidation, or the misuse of office for political or personal advantage;
    - The establishment of a provincial investigative and adjudicative mechanism, independent of local Integrity Commissioners, to address allegations of conduct that may constitute abuse of power;
    - The authority for such a mechanism to impose stronger penalties, including temporary or permanent disqualification from holding municipal office, where findings of serious misconduct are made; and,

- Clear statutory guidance on the interaction between municipal Codes of Conduct, Integrity Commissioner processes, and criminal law, ensuring that municipalities and the public understand the appropriate pathways for addressing conduct that may cross legal thresholds.

2. That this resolution be forwarded to the Minister of Municipal Affairs and Housing, the Association of Municipalities of Ontario (AMO), and all municipalities within the Greater Toronto Area.

7.5.2 Request for the Federal Government to Notify Municipalities when High-Risk Offenders are Authorized for Unescorted Temporary Absences

See also Memorandum from F. Santaguida, Commissioner of Legal and Enforcement Services/Town Solicitor, dated March 23, 2026 regarding Information re Municipal Participation and Authority within Criminal Parole Administration

Note: Consideration of this matter was deferred from the Committee of the Whole meeting on March 23, 2026 due to the meeting adjourning in accordance with Section 11.47 of Procedure By-law # 8081-24.

Moved by Councillor Leahy

Recommendation:
Whereas the protection and safety of residents is a fundamental responsibility shared by all orders of government, and,

Whereas Parole Board of Canada decisions may grant federally incarcerated offenders temporary release through mechanisms such as Unescorted Temporary Absences (UTAs), and,

Whereas municipal governments often do not receive formal notification when high-risk offenders enter or travel through a municipality while on a UTA; and,

Whereas municipalities are responsible for emergency preparedness, safety coordination, and public communication, and benefit from advance notice of potential public safety concerns; and,

Whereas timely information sharing between federal correctional authorities and municipalities enables local governments and police to take precautions and inform the community where needed, and,

Whereas greater transparency and communication regarding high-risk offender releases would strengthen public confidence in the justice system while supporting safer communities.

Now therefore be it resolved:

1. That the Council of the Town of Whitby formally request the Government of Canada to review and reform policies within the federal correctional and parole system to ensure that municipalities are notified when high-risk offenders are authorized for Unescorted Temporary Absences that may bring them into or near a local community;
2. That such notification be provided in advance to the appropriate municipal officials and police services in order to support local public safety planning and communication;
3. That the Town of Whitby requests that the Honourable Gary Anandasangaree, Minister responsible for federal public safety and corrections, review existing notification protocols and implement reforms that ensure municipalities receive timely information regarding high-risk offender movements; and,
4. That copies of this resolution be sent to the Minister of Public Safety, the Correctional Service of Canada, the Parole Board of Canada, the Association of Municipalities of Ontario, Durham Region municipalities, and local Members of Parliament for their support and consideration.

*7.5.3 Advocacy to the Province of Ontario to Amend Bill 9, Municipal Accountability Act – Recommending the Removal from Office Vote be Adjusted from a Unanimous to a Vote by 2/3rds of Council
Moved by Councillor Mulcahy

Recommendation:
Whereas the Province of Ontario has introduced Bill 9, the Municipal Accountability Act, which would provide for the Integrity Commissioner of Ontario, upon receipt of a recommendation report from a local Integrity Commissioner and a subsequent inquiry by the Integrity Commissioner of Ontario, to recommend to a Council that a Member of Council's seat be declared vacant; and,

Whereas a recommendation from the Integrity Commissioner of Ontario to declare a Member of Council's seat to be vacant can only be made in instances where a Member of Council has been found by both the local Integrity Commissioner and the Integrity Commissioner of Ontario to have committed a serious contravention of the code of conduct, that has resulted in harm to the health, safety, or well-being of a person or persons, and that the contravention negatively impacts public confidence in the ability of the Member to continue to discharge their duties; and,

Whereas Bill 9 provides that upon receipt of a recommendation from the Integrity Commissioner of Ontario, that a local Council can only declare a Member's seat vacant in instances where all Members of Council, other than the Member subject to the inquiry, vote in favour of the recommendation; and,

Whereas considering the high threshold to arrive at a recommendation to declare a Member's seat vacant, including an initial investigation from a local Integrity Commissioner, and a subsequent inquiry by the Integrity Commissioner of Ontario, a unanimous vote from a local Council to declare a Member's seat vacant is not in the best interest of preserving public confidence in instances of harm to a person or persons.

Therefore be it resolved:

That the Council of the Town of Whitby formally requests that the Province of Ontario amend Bill 9, or any successor legislation, to adjust the vote threshold required from a local Council to remove a Member from office from a unanimous vote to a 2/3rds majority vote.

*7.5.4 Request Staff to Report on the Impacts of the Province's Initiative to Reduce Development Charges
Moved by Councillor Leahy

Recommendation:
Whereas the federal and provincial governments have recently announced the “Canada–Ontario Partnership to Build,” which includes measures such as reducing municipal development charges by up to 50% and eliminating the HST on the purchase of new homes; and,

Whereas these measures are intended to stimulate housing supply and improve affordability for residents; and,

Whereas development charges represent a significant revenue tool for municipalities to fund growth-related infrastructure, including roads, water, wastewater, parks, and community services; and,

Whereas any reduction in development charge revenues may have material financial implications for the Town of Whitby, including potential impacts on capital planning, infrastructure delivery, and property tax levels; and,

Whereas the elimination of HST on new home purchases may influence housing demand, pricing, and development activity within the municipality; and,

Whereas it is prudent for Council to fully understand both the opportunities and fiscal risks associated with these policy changes to ensure responsible financial planning and sustainable growth.

Now therefore be it resolved:

1. That staff be directed to prepare a comprehensive report on the anticipated impacts of the “Canada–Ontario Partnership to Build” on the Town of Whitby; and,
2. That the report include:
    - An analysis of the potential financial impact of reducing development charges by up to 50%, including implications for capital budgets, infrastructure funding, and long-term financial sustainability;
    - An assessment of how the proposed HST elimination on new home purchases may affect housing demand, affordability, and development activity in Whitby;
    - Identification of any risks, pressures, or unintended consequences arising from these measures, including potential impacts on existing taxpayers;
    - An overview of any offsetting funding commitments or tools proposed by the federal or provincial governments to address municipal revenue shortfalls; and,

- Recommendations on advocacy positions the Town of Whitby may take to ensure municipal interests are protected.

3. That staff report back to Council at the earliest feasible opportunity.

*7.5.5 Review the Possibility of Installing a Stop Sign at Eric Clarke Drive and William Davidson Street
Moved by Councillor Leahy

Recommendation:
Whereas the area is a residential neighbourhood with a significant number of families, including children, who regularly use nearby Eric Clarke Park; and,

Whereas the presence of a park and associated pedestrian activity increases the need for safe and controlled traffic movements at surrounding intersections; and,

Whereas residents have expressed concern regarding vehicle speeds, traffic volumes, and the potential risk to pedestrians and cyclists in the area; and,

Whereas the installation of appropriate traffic control measures, including a stop sign, may improve safety for all road users.

Now therefore be it resolved:

1. That staff be directed to investigate the feasibility and appropriateness of installing a traffic stop sign at the intersection of Eric Clarke Drive and William Davidson Street; and,

2. That the investigation include:

   - A review of traffic volumes, speeds, and collision history at the intersection;
   - An assessment of pedestrian activity, particularly related to Eric Clarke Park;
   - Consideration of applicable traffic warrants and safety standards;
   - Evaluation of any alternative traffic calming or control measures, if warranted; and,

3. That staff report back to Council with findings and recommendations at the earliest feasible opportunity.

*8. Closed Session

This portion of the agenda is closed to the public. [Refer to the Closed Agenda - Town Clerk has control and custody.]

Recommendation:
That Committee move in-camera in accordance with Procedure By-law # 8081-24, Closed Meeting Policy G 040, and the Municipal Act, 2001, Section 239 (2)(f) advice that is subject to solicitor-client privilege, including communications necessary for that purpose, (i) a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the municipality or local board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization, and (k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board.

8.1 FS 20-26, Confidential Financial Services Department, Community Services Department, and Legal and Enforcement Services Department Joint Report
Re: Procurement Award Report – RFP 17-2025

***9. Rising and Reporting Out**

10. Adjournment

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Whitby Tourism Development Corporation 2025 Annual Report

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 10-26**

Department(s) Responsible:

Office of the Chief Administrative Officer
Financial Services Department

Submitted by:
Sarah Klein, Deputy CAO
Fuwing Wong, Commissioner, Financial Services & Treasurer

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Jeremy Giles, Manager, Events & Tourism

1. Recommendation:

1. **That Report CAO 10-26 be received for information;**
2. **That the Whitby Tourism Development Corporation's Audited Financial Statements for the fiscal years 2024 and 2025, be approved;**
3. **That MNP be engaged to perform the audit of the Whitby Tourism Development Corporation's financial statements for the 2026 fiscal year as outlined in Staff Report CAO 10-26; and,**
4. **That the Whitby Tourism Development Corporation's 2026 Budget, as shown in Attachment 3 to Staff Report CAO 10-26, be approved.**

2. Highlights

- This report presents Council with the essential information required to meet the obligations for Whitby Tourism Development Corporation's Annual General Meeting, in accordance with the Corporation's Organizational By-law. The Organizational By-law identifies that an Annual General Meeting must be held once per year; as 2025 marks the first full year of operations, this meeting constitutes the inaugural AGM of the Whitby Tourism Development Corporation.

- As Council is the sole voting member of WTDC, it is responsible for approving financial statements, receipt of the auditor's report, and appointment of an auditor for the following year.
- On May 27, 2024, Council approved the Municipal Accommodation Tax (MAT) By-law 8082-24 and authorized the creation of a Municipal Services Corporation (MSC) named Whitby Tourism Development Corporation (WTDC) to be the tourism entity in Whitby. The Whitby Tourism Development Corporation was officially incorporated on November 6, 2024.
- Over the two years, the WTDC's revenues from the Municipal Accommodation Tax have amounted to approximately $469,339 ($151,011 from July 15, 2024 to December 31, 2024 + $318,328 from January 1 to December 31, 2025). After reasonable costs are deducted from total MAT revenues collected, 50% of the net MAT revenues are retained by the Town to support tourism projects and the remaining 50% are transferred to the Whitby Tourism Development Corporation for the purposes of Whitby-focused tourism marketing, promotion and program delivery.

3. Background:

The Whitby Tourism Development Corporation (WTDC) is a non-profit, non-share capital municipal services corporation established to promote and enhance the Town of Whitby as a desirable tourism destination, support the growth of the local tourism industry, and implement the objectives of the Destination Whitby Tourism Strategy and related plans.

On May 27, 2024, Council approved the Municipal Accommodation Tax (MAT) By-law 8082-24 and authorized the creation of a Municipal Services Corporation (MSC) named Whitby Tourism Development Corporation to be the tourism entity in Whitby. Under the provisions of the Municipal Accommodation Tax regulation (section 400.1 of the Municipal Act, 2001, and Ontario Regulation 435/17), after the deduction of reasonable collection and costs to administer the MAT program, the Town is required to transfer 50 per cent of balance or net MAT revenues collected/received to an eligible tourism entity for the purposes of Ontario Regulation 435/17 (Transient Accommodation Tax). For the Town's MAT program, WTDC is the eligible tourism entity.

Staff proceeded with the legal work to establish the Corporation as required by the Corporations *Act* (Ontario), the *Municipal Act, 2001* (Ontario) and the Municipal Services Corporation Regulation under the *Municipal Act, 2001* (Ontario Regulation 599/06).

The Whitby Tourism Development Corporation was officially incorporated on November 6, 2024. The WTDC Organizational By-law requires an Annual General Meeting be convened each year; with 2025 being the WTDC's first complete year of operations, this event represents the inaugural AGM for the organization. As the sole voting member of WTDC, Council is entrusted with several key governance roles at the AGM: approving the Corporation's financial statements, receiving and reviewing the auditor's report, and appointing an auditor to conduct the financial audit for the following fiscal year. These actions ensure compliance with both internal policy and legislative requirements,

support transparency and accountability in financial reporting, and reinforce Council's oversight of WTDC's operations as it works to advance tourism development in Whitby.

4. Discussion:

Since its inception, the Whitby Tourism Development Corporation (WTDC) has successfully recruited and established its Board of Directors, with regular Board meetings taking place to oversee the organization's progress. The Board consists of a Member of Council as selected by the Mayor, staff representatives appointed by the CAO, and industry stakeholders appointed by Council in March 2025.

Over the past year, the Town has worked diligently to establish robust financial and operational governance for the Whitby Tourism Development Corporation. Key actions included entering a Financial Accountability Agreement between the Town and WTDC in accordance with Section 6 of Ontario Regulation 435/17. The Financial Accountability Agreement requires Council approval of the WTDC budget annually. Additionally, an Asset Transfer Policy was approved by Council in January 2025 to facilitate transfers from the Town to municipal services corporations, including WTDC, covering both cash and net MAT revenues. These steps have collectively laid the foundation for transparent financial management and effective support of tourism initiatives in Whitby.

Over the past year, the WTDC has focused on issuing a Request for Proposals (RFP) for Marketing Services and launching the Host in Whitby Grant Program to advance tourism development initiatives in the community.

To deliver on the Corporation's objectives, the WTDC issued an RFP for Marketing Services on August 10, 2025. The RFP was to help craft, build and execute the Corporation's first marketing plan that will highlight Whitby's Tourism assets, aid in motivating travel, and encourage visitor spending. On January 21, 2026 WTDC awarded the RFP to the Interkom agency with a final draft report being presented to the Board in June.

The Whitby Tourism Development Corporation has also recently launched the Host in Whitby Grant program which aims to enhance tourism across Whitby by encouraging visitation and participation at local events. The Grant Program provides financial assistance of up to $5,000 to owner/operators, private events and not-for-profit organizations, hosting events in the Town of Whitby that attract and retain visitors not only to their location/event, but to the community of Whitby. The subcommittee which is made up of Directors of the Corporation, review and award grants on a quarterly basis. In 2025, the following five grants were awarded totalling $20,000 and projected to attract over 50,000 visitors to Whitby:

1. Downtown Whitby BIA - Christmas Market $5,000
2. Durham Region International Film Festival $5,000
3. Vivid Vendors $4,000
4. Whitby Curling Club - Curling Ontario Masters Provincial Championship $1,000
5. Whitby Girls Hocket Association – Tournament of Heroes $5,000

A full listing of the recipients of the Host in Whitby Grant Program to date can be found here.

5. Financial Considerations:

5.1 Audited Financial Statements for 2024 and 2025

The audited financial statements for fiscal 2024 and 2025 are attached to this report as **Attachment 1**. The WTDC's external auditor, MNP, will provide a short presentation on their audit of the financial statements at the April 13, 2026 Committee meeting/Annual General Meeting of the WTDC. Below are highlights of the WTDC's 2024 and 2025 financials:

- The WTDC's primary source of revenue is net municipal accommodation tax revenues collected by the Town. As shown in the table below, the WTDC's MAT revenues for 2024 was $151,010.81 and for 2025 was $318,328.46:

	2025	2024
MAT Revenues Collected by the Town	$648,535.98	$325,958.19
Costs related to MAT	($11,879.05)	($23,936.56)
Net MAT Revenues	**$636,656.93**	**$302,021.63**
Net MAT Revenues retained by Town	$318,328.47	$151,010.82
Net MAT Revenues allocated to WTDC	$318,328.46	$151,010.81
Net MAT Revenues	**$636,656.93**	**$302,021.63**

- As noted earlier in this report, Council approved the Municipal Accommodation Tax in mid-2024 and the Town started collecting MAT in July 2024. The WTDC was incorporated as a Municipal Service Corporation, wholly owned by the Town, on November 6, 2024 so the 2024 financial statements show results for two-months ending December 31, 2024. Despite timing of incorporation, the Town allocated Net MAT revenues collected from July to December, 2024 to the WTDC, as shown in the table above, in accordance with provincial legislation.
- The accounts receivable shown in the WTDC financial statements represent WTDC's allocation of Net MAT Revenues that have not been disbursed by the Town as of the end of each year, December 31st. The Town's own collection of final year-end MAT revenues lag about three months as:
    - December reporting by hotels/motels occur in January;

  - Hotel/motel MAT payments are due by February; and,
  - The Ontario Restaurant Hotel & Motel Association (ORHMA) collects on behalf of the Town (and other municipalities) and remits to municipalities in March.
- Expenses:
  - There were no WTDC expenses in 2024 aside from an accrual for the 2024 audit;
  - Approximately 81% of 2025 WTDC expenses was spent on promoting tourism in Whitby:

$20,000	Host in Whitby grants (five organizations supported in 2025)
$6,130	Sponsorships (Central Counties Tourism and Therma Spa's Aufgusshow competition)
$2,113	Marketing (video production)

  - 2025 Professional Expenses include legal fees related to the establishment of WTDC by-laws ($2,915.40) and an accrual for audit fees ($3,000)

5.2 WTDC 2025 Budget vs Actual

The WTDC's 2025 budget and actuals are included in this report as **Attachment 2**. Details of 2025 actual expenditures are summarized in the section above. Below is a summary of variances that resulted in a 2025 WTDC year-end surplus of $283,648:

- The $283,648 variance is comprised of a favourable revenue variance of $98,328 and a favourable expense variance of $185,320;
- The favourable revenue variance $98,328 is due mainly to higher Municipal Accommodation Tax revenues received from the Town of Whitby (outlined in section 5.1, above) offset by a budgeted $70,000 from reserves (e.g. 2024 MAT revenues) that was not required by year-end, 2025;
- The favourable expense variance of $185,320 is mainly comprised of favourable Marketing and Promotion expenses. The WTDC Board's first full year of operations was 2025 and the ambitious plan of issuing a request for proposal for a consultant to assist in the development of a marketing strategy and to start implementing the strategy in 2025 did not materialize.
- During the year (2025), the WTDC Board decided to spend double the $10,000 budget for the Host In Whitby grant program based on the projected favourable variance in Marketing and Promotion budget. As a result, five local organization received a Host in Whitby grant in 2025.

5.3 WTDC 2026 Budget

The WTDC Board approved the 2026 Budget included as **Attachment 3** to this report. As shown in Attachment 3:

- The MAT revenue budget has been increased mainly to reflect 2025 actuals;

- The Host In Whitby grant program has increased to $80,000 (from a 2025 budget of $10,000) to reflect four (4) in-take periods per year and a planned grant award of $20,000 per in-take period;
- A Special Project budget of $25,000 has been set aside to promote the opening of the Fieldgate Sports Centre as a sports tourism destination;
- Part-time administrative support of $15,000 has been budgeted to assist with administrative tasks such as grant processing and post-event reporting follow-up, supplier invoice payments, and website updates/management; and,
- Marketing and Promotion budgets have increased significantly as the WTDC begins to implement the marketing plan developed by Interkom.

5.4 Approval of Auditor for fiscal 2026

The WTDC's audited 2024 and 2025 financial statements were approved by the WTDC Board on March 10, 2026 after a presentation by the external auditor, MNP. It is recommended that MNP be engaged to complete WTDC's 2026 year-end financial audit at a cost of $4,500 (+ HST and admin fees).

6. Communication and Public Engagement:

Prior to creation of WTDC, Town staff developed a business case study and conducted stakeholder consultation in accordance with O. Reg. 599/06.

Once WTDC was established, a webpage for the Whitby Tourism Development Corporation was created at whitby.ca/wtdc. This public site provides an overview of the WTDC, the board of directors, the Host in Whitby Grant Program information and application forms and posts minutes of the Board of Director's meetings.

7. Input from Departments/Sources:

This Report has been developed in partnership with staff from Strategic Initiatives and Financial Services and has been reviewed by the WTDC Board of Directors.

8. Strategic Priorities:

In Whitby's Community Strategic Plan 2023 – 2026, tourism is identified in the vision statement with the word explore. Whitby Tourism Development Corporation will support the implementation of Whitby's Tourism Strategy and enhance promotion and marketing of tourism across the community, supporting the following Objectives and Actions of the Community Strategic Plan:

- Objective 1.2 Increase opportunities to acknowledge and celebrate diversity of the community
  - Action 1.2.1: Enhance Town-led and community-based events and festivals that celebrate diversity
  - Action 1.2.3: Invest, promote, and strengthen the local arts, culture, heritage, and creative sector
- Objective 3.1: Accelerate progress, create jobs, and drive local economic growth

- Action 3.1.3: Implement actions to enhance Whitby's tourism sector, including a focus on the waterfront

9. Attachments:

Attachment 1: Whitby Tourism Development Corporation's Audited Financial Statements for 2024 and 2025

Attachment 2: WTDC 2025 Budget vs Actuals

Attachment 3: WTDC 2026 Budget

Whitby Tourism Development Corporation
Financial Statements
December 31, 2025

To the Members of Council of the Corporation of the Town of Whitby:

Opinion

We have audited the financial statements of Whitby Tourism Development Corporation (the "Organization"), which comprise the statements of financial position as at December 31, 2025 and December 30, 2024, and the statements of operations, changes in net assets and cash flows for the years then ended, and notes to the financial statements, including a summary of significant accounting policies.

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Organization as at December 31, 2025 and December 30, 2024, and the results of its operations, and its cash flows for the years then ended in accordance with Canadian public sector accounting standards.

Basis for Opinion

We conducted our audits in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are independent of the Organization in accordance with the ethical requirements that are relevant to our audits of the financial statements in Canada, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Organization's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Organization or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Organization's financial reporting process.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Organization's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Organization's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditor's report. However, future events or conditions may cause the Organization to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audits and significant audit findings, including any significant deficiencies in internal control that we identify during our audits.

MNP LLP

Peterborough, Ontario

Chartered Professional Accountants

March 6, 2026

Licensed Public Accountants

Whitby Tourism Development Corporation
Statement of Financial Position
As at December 31, 2025

	2025	*2024*
	$	*$*
Assets		
Current		
Cash	**252,438**	
Accounts receivable *(Note 3)*	**179,178**	151,011
Prepaid expenses	**6,043**	
	437,659	151,011
Liabilities		
Current		
Accounts payable and accrued liabilities	**6,000**	3,000
Net Assets		
Net assets, end of year	**431,659**	148,011
	437,659	151,011

Approved on behalf of the Board of Directors

e-Signed by Jeremy Giles
2026-03-06 18:49:58:58 GMT

Director

The accompanying notes are an integral part of these financial statements

Whitby Tourism Development Corporation
Statement of Operations
For the year ended December 31, 2025

	December 31, 2025	*2 Months Ended December 31, 2024*
	$	*$*
Revenue		
Municipal Accommodation Tax	**318,328**	151,011
Expenses		
Grants	**20,000**	-
Sponsorships	**6,130**	-
Professional fees	**5,915**	3,000
Marketing	**2,113**	-
Insurance	**307**	-
Bank charges and interest	**215**	-
	34,680	3,000
Excess of revenue over expenses	**283,648**	148,011

The accompanying notes are an integral part of these financial statements

Whitby Tourism Development Corporation
Statement of Changes in Net Assets
For the year ended December 31, 2025

	December 31, 2025 ***$***	*2 Months Ended December 31, 2024 $*
Net assets, beginning of year	**148,011**	-
Excess of revenue over expenses	**283,648**	148,011
Net assets, end of year	**431,659**	148,011

The accompanying notes are an integral part of these financial statements

Whitby Tourism Development Corporation
Statement of Cash Flows
For the year ended December 31, 2025

	December 31, 2025 ***$***	*2 Months Ended December 31, 2024* *$*
Cash provided by (used for) the following activities		
Operating		
Excess of revenue over expenses	**283,648**	148,011
Changes in working capital accounts		
Accounts receivable	**(28,167)**	(151,011)
Prepaid expenses	**(6,043)**	-
Accounts payable and accrued liabilities	**3,000**	3,000
	252,438	-
Increase in cash	**252,438**	-
Cash, beginning of year	**-**	-
Cash, end of year	**252,438**	-

The accompanying notes are an integral part of these financial statements

1. Incorporation and nature of the organization

Whitby Tourism Development Corporation (the “Organization”) was incorporated without share capital on November 6, 2024 under the laws of the Province of Ontario. The Organization is a registered government not-for-profit organization and thus is exempt from income taxes under section 149(1) of the Income Tax Act.

The Organization’s purpose is to promote and enhance the Town of Whitby's profile as a desirable tourist destination through the development of new and innovative tourism products, experiences and services, as well as providing support to develop and grow the local tourism industry. The Organization was incorporated by the Corporation of the Town of Whitby (the "Town") as the eligible tourism entity, in accordance with Ontario Regulation 435/17, and is primarily funded from a 50% share on net Municipal Accommodation Taxes collected by the Town.

2. Significant accounting policies

These financial statements are the representations of management, prepared in accordance with Canadian public sector accounting standards using the standards applicable to government not-for-profit organizations, including the following significant accounting policies:

Revenue recognition

The Organization follows the deferral method of accounting for contributions. Restricted contributions are recognized as revenue in the year in which the related expenses are incurred. Unrestricted contributions are recognized as revenue when received or receivable if the amount to be received can be reasonably estimated and collection is reasonably assured.

Tax revenue is recognized as the Municipal Accommodation Tax is collected or accrued by the Town. Taxes in arrears are not recognized until collected or collection is reasonably assured.

Cash

Cash includes balances held with a Canadian financial institution.

Government transfers

Government transfers are recognized at their carrying amount in the year the transfer is authorized.

Measurement uncertainty (use of estimates)

The preparation of financial statements in conformity with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements, and the reported amounts of revenues and expenses during the reporting period.

By their nature, these judgments are subject to measurement uncertainty, and the effect on the financial statements of changes in such estimates and assumptions in future years could be material. These estimates and assumptions are reviewed periodically and, as adjustments become necessary they are reported in excess of revenues over expenses in the years in which they become known.

Financial instruments

The Organization recognizes its financial instruments when the Organization becomes party to the contractual provisions of the financial instrument. All financial instruments are initially recorded at their fair value.

If the Organization defines and implements a risk management or investment management strategy to manage and evaluate the performance of a group of financial assets, financial liabilities, or both on a fair value basis, the Organization may elect at initial recognition to subsequently measure those items at fair value. The Organization has not made such an election during the year.

2. Significant accounting policies *(Continued from previous page)*

Financial instruments *(Continued from previous page)*

The Organization subsequently measures investments in equity instruments quoted in an active market at fair value. Fair value is determined by published price quotations. Transactions to purchase or sell these items are recorded on the trade date. Net gains and losses arising from changes in fair value are recognized in the statement of remeasurement gains and losses while interest and dividend income is recognized in the statement of operations. Investments in equity instruments not quoted in an active market are subsequently measured at cost. With the exception of those instruments designated at fair value, all other financial assets and liabilities are subsequently measured at amortized cost using the effective interest rate method.

Transaction costs directly attributable to the origination, acquisition, issuance or assumption of financial instruments subsequently measured at fair value are immediately recognized in excess if revenue over expenses. Conversely, transaction costs are added to the carrying amount for those financial instruments subsequently measured at cost or amortized cost.

All financial assets except derivatives are tested annually for impairment. Management considers recent collection experience for the loan, such as a default or delinquency in interest or principal payments, in determining whether objective evidence of impairment exists. Any impairment, which is not considered temporary, is recorded in the statement of operations. Write-downs of financial assets measured at cost and/or amortized cost to reflect losses in value are not reversed for subsequent increases in value. Reversals of any net remeasurements of financial assets measured at fair value are reported in the statement of remeasurement gains and losses.

3. Related party transactions

Included in accounts receivable for the current year is $179,178 (2024 - $151,011) receivable from the Corporation of the Town of Whitby.

All related party transactions were conducted in the normal course of operations and measured at the exchange amount, which is the amount of consideration established and agreed to by the related parties.

4. Financial instruments

The Organization, as part of its operations, carries a number of financial instruments. It is management's opinion that the Organization is not exposed to significant interest, currency, credit, liquidity or other price risks arising from these financial instruments except as otherwise disclosed.

Credit Risk

Credit risk arises from the potential that a counter party will fail to perform its obligations. The Organization's bank account is held with a Canadian chartered financial institution and the total amount of deposits exceed the maximum Canada Deposit Insurance Coverage ("CDIC"). The Organization is subject to credit risk on the excess deposits over the CDIC maximum coverage.

Liquidity risk

Liquidity risk is the risk that the Organization will encounter difficulty in meeting obligations associated with financial liabilities. The Organization manages its liquidity risk by monitoring its operating requirements to ensure it has sufficient funds to fulfill its obligations.

Whitby Tourism Development Corporation
Operating Results as of December 31, 2025

	2025 Budget	2025 Actuals	Variance Fav./(Unfav.)
Revenue			
Revenue - Municipal Accommodation Tax	$ 150,000.00	$ 318,328.46	$168,328.46
Transfer from Reserve (Accum. Surplus)	$ 70,000.00		($70,000.00)
Investments	$ -		$0.00
Total Revenue	**$ 220,000.00**	**$ 318,328.46**	**$98,328.46**
Expenses			
Operation and Administration			
General Expenses	$ 1,000.00	$ 214.64	$785.36
Memberships	$ 2,000.00		$2,000.00
Business Plan (2026 - 2028)	$ 5,000.00		$5,000.00
Catering/Food and Beverage	$ 1,000.00		$1,000.00
Board and Staff Training	$ 1,500.00		$1,500.00
Mileage	$ 1,000.00		$1,000.00
Insurance	$0	$ 307.00	($307.00)
Labour			
Book Keeper	$ 10,000.00	$ -	$10,000.00
Legal Fees	$ 15,000.00	$ 2,915.40	$12,084.60
Auditor/Accountant	$ 10,000.00	$ 3,000.00	$7,000.00
Destination and Product Development			
Host in Whitby Grant Program	$ 10,000.00	$ 20,000.00	($10,000.00)
Special Project- Sponsorship of CCT Symposium (Note 3)	$ 10,000.00	$ 5,000.00	$5,000.00
Research	$ 6,000.00		$6,000.00
Trail Development	$ 5,000.00		$5,000.00
Marketing and Promotion			
Marketing and Promotions Strategy (RFP)	$ 50,000.00	$ 1,130.00	$48,870.00
Digital Strategy	$ 5,000.00		$5,000.00
Website Strategy (Development/Maintenance)	$ 50,000.00		$50,000.00
Public and Media Relations	$ 7,500.00		$7,500.00
Photography/Video	$ 20,000.00	$ 2,113.10	$17,886.90
Paid Advertising/Print	$ 10,000.00		$10,000.00
Total Expenses	**$ 220,000.00**	**$ 34,680.14**	**$185,319.86**
Net Revenue/(Expense)	**$0**	**$283,648.32**	**$283,648.32**

Whitby Tourism Development Corporation
2026 Budget - Approved by WTDC Board

	2026 Budget	*Comparison* 2025 Budget	2025 Actuals
Revenue			
Revenue - Municipal Accommodation Tax	$385,000	$150,000	$318,328.46
Transfer from Reserve (Accum. Surplus)		$70,000	
Investments		$0	
Total Revenue	**$385,000**	**$220,000**	**$318,328.46**
Expenses			
Operation and Administration			
General Expenses	$1,000	$1,000	$214.64
Memberships	$2,000	$2,000	
Business Plan (2026 - 2028)	$0	$5,000	
Meeting Expenses	$0	$1,000	
Board and Staff Training	$1,500	$1,500	
Mileage	$500	$1,000	
Administrative Support	$15,000		
Contracted Services			
Book Keeper	$5,700	$10,000	$0.00
Legal Fees	$5,000	$15,000	$2,915.40
Auditor/Accountant	$10,000	$10,000	$3,000.00
Insurance	$2,000	$0	$307.00
Destination and Product Development			
Host in Whitby Grant Program	$80,000	$10,000	$20,000.00
Special Project	$25,000	$10,000	$5,000.00
Research	$6,000	$6,000	
Trail Development	$0	$5,000	
Marketing and Promotion			
Marketing and Promotions Strategy (RFP)	$50,000	$50,000	$1,130.00
Sponsorships	$25,000		
Campaigns - Development	$30,000		
Digital Strategy	$10,000	$5,000	
Website Strategy (Development/Maintenance)	$30,000	$50,000	
Public and Media Relations	$10,000	$7,500	
Photography/Video	$15,000	$20,000	$2,113.10
Paid Advertising/Print	$50,000	$10,000	
Total Expenses	**$373,700**	**$220,000**	**$34,680.14**
Transfer to Reserve	**$11,300**		
Net Revenue/(Expense)	**$0**	**$0**	**$283,648.32**

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Settler's Court and Breezewood Court – Consideration of No Parking Restrictions

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **PDE 03-26**

Department(s) Responsible:

Planning and Development Department (Engineering Services)

Submitted by:
Roger Saunders, Commissioner, Planning and Development, x4309

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Peter Angelo, Director, Engineering Service x4918

Tara Painchaud, Senior Manager, Transportation Services, x4937

1. Recommendation:

1. **That Council provide direction to staff regarding No Parking at the cul-de-sacs (turning bulbs) of Settler's Court and Breezewood Court;**
2. **If a No Parking restriction is approved by Council, that a By-law to amend By-law 8059-24 be brought forward for the consideration of Council; and,**
3. **That the Clerk be directed to forward PDE 03-26 to Durham Student Transportation Services (DSTS).**

2. Highlights:

- Through Staff Reports PDE 10-25 and PDE 11-25, No Parking Restrictions on the cul-de-sacs (turning bulbs) of Settler's Court and Breezewood Court were proposed to support morning and afternoon school bus operations. Council directed staff to investigate an alternate stop location with Durham Student Transportation Services (DSTS).

- Field observations have shown that the prohibitions would be needed to ensure safe school bus operations and that parking demand is very low at the times the prohibitions are proposed.
- The No Parking restriction was requested by DSTS to support their bus routing.
- The alternative solution is to relocate the school bus stop location to the neighbourhood on the opposite (west) side of Anderson Street. Elementary students (Kindergarten through Grade 8) would be required to cross Anderson Street, using the existing Intersection Pedestrian Signal.

3. Background:

Durham Student Transportation Services (DSTS) had requested that No Parking be placed on the cul-de-sacs of Breezewood Court and Settler's Court, to ensure a safe turning radius for school buses transporting students to and from the neighbourhood. This request was included in the October 27, 2025 Staff Report PDE 10-25.

Through the discussion of PDE 10-25, Council requested additional consultation with impacted residents. Subsequently, staff provided residents with correspondence explaining the intent of the by-law change and how it would affect neighbourhood parking. The proposed No Parking was presented to Council in Staff Report PDE 11-25.

In response to the notification, residents from Settler's Court and Breezewood Court provided their concerns regarding school bus operations in the neighbourhood and the possible loss of parking supply through email submissions and a delegation at the December 1, 2025 Committee of the Whole meeting. The report was referred back to staff for further investigation of relocating the school bus stop and discussion with DSTS.

4. Discussion:

A citizen delegation at the December 2025 Committee of the Whole meeting, and resident submissions, provided input to Council on the proposed No Parking and identified several concerns. Their concerns are detailed in Table 1.

Table 1 Comments Received

Resident Comment(s)	Response
Buses must reverse to navigate cul-de-sac	DSTS staff reviews routing in advance of choosing stop locations and have confirmed that reversing is not required to navigate the subject courts. On-street parking, snow, other on-road obstruction and driver ability may result in the need to reverse.

Resident Comment(s)	Response
Buses travel on the wrong side of the road at the internal intersection	School buses are large vehicles that have a wide turning radius. It is not unexpected for a wider turn to be required at many Whitby neighbourhood intersections, particularly at local-to-local roads.
Neighbourhood drivers cannot see the extended stop sign when turning from the court (i.e., northbound left turn)	While the extended stop sign (located on the driver's side of the bus) may not be fully visible depending on the vehicles' approach, the red flashing lights on the front of the school bus are visible in advance of a driver approaching the intersection of Settler's Court and Breezewood Court to turn towards Anderson Street.
On-street parking prohibitions could be a challenge for residents and their visitors	While on-street parking is proposed to be restricted during the morning and afternoon bus activity times, on-street parking is still available within a short distance from the bulb (refer to Attachment 1).
The school bus stop location should be relocated to Duggan Avenue on the opposite (west) side of Anderson Street	School bus stop locations are determined by DSTS. Relocating the school bus stop to Duggan Avenue would require elementary students (kindergarten to Grade 8), typically age four through fourteen, to cross Anderson Street. DSTS does not support a school bus stop for elementary students on Anderson Street.
Cul-de-sac design cannot accommodate school buses	The cul-de-sac design would be complaint with Engineering Design Standards. DSTS confirms routing is feasible in advance of determining stop locations.

Following the delegation and comments received, the matter of parking restrictions on Settler's Court and Breezewood Court was referred to staff for further consideration and consultation with DSTS.

4.1 Consultation with DSTS

There are two buses with routes using the Settler's Court neighbourhood to pick-up and drop-off elementary school students. Approximately 10 students are eligible for bussing from this area.

If the bus stop location is to be moved, it would be relocated to the neighbourhood on the west side of Anderson Street. Elementary school aged students would cross

Anderson Street using the Intersection Pedestrian Signal (IPS) at Duggan Avenue. An IPS is a traffic signal that controls the main street vehicles through a traffic signal and side street traffic is controlled through stop control. Whitby currently has seven intersections with IPS control, including Dryden Boulevard at Civic Centre Drive/Brookwood Boulevard and Mary Street and Hickory Street.

The exact location of a new stop would be determined by DSTS considering their policies and current stop locations. DSTS does not support relocating the current neighbourhood stop for elementary students to Anderson Street.

Communication of any relocated school bus stop would be from DSTS to impacted families.

As an alternative, DSTS has proposed that a turnaround be established on Courtland Avenue or to connect Settler's Court to Courtland Avenue to allow for school buses to enter and exit the community without the need to turnaround using a cul-de-sac.

4.2 Staff Observations

Transportation Services staff attended the subject location on multiple occasions and noted the following:

- The flashing lights on the school bus are visible and drivers ought to be aware that students are boarding or unloading from the school bus.
- Due to the size of a school bus, encroachment into the opposing lane is needed. Through the Traffic By-law there is No Parking within 10m of any intersection to ensure this movement is unimpeded.
- During a winter event, that coincided with waste and recycling collection, a bus was observed reversing. Waste and recycling containers were observed on the road, likely as a result of snow.
- A hockey net was observed on the roadway.
- No on-road parked vehicles were observed.

4.3 Next Steps

Staff are seeking Council direction regarding the potential for No Parking within the cul-de-sac of Settler's Court and Breezewood Court. The No Parking restriction Monday to Friday, September through June, 7:00 – 9:30 a.m. and 2:00 – 4:30 p.m. is proposed to support the request from DSTS. The times of day proposed would support the morning student pick-up and the dropping-off students in the afternoon.

If a No Parking restriction is not supported by Council, DSTS would be advised accordingly, and they would relocate their bus stop location to the neighbourhood on the west side of Anderson Street. For safety reasons, school buses are not routed into communities where a back up is required or expected, therefore if a roadway is not clear enough for buses to move in a forward motion than the stop will be removed/relocated. Communication of any bus stop location changes would be from DSTS to the affected families.

5. Financial Considerations:

If directed by Council, the cost of manufacturing and installing the No Parking signage is estimated to be in the order of $1,500. Subject to Council approval of the By-law amendments, the required funds to supply and install the required signage will be funded from capital project #40236405 Traffic Signage and Pavement Marking Initiatives. The project has an available budget of approximately $253,120 funded from the Asset Management Reserve Fund.

If No Parking restrictions are not supported and the current school bus stop location is relocated to the neighbourhood on the west side of Anderson Street, there would be no cost to the Town of Whitby.

6. Communication and Public Engagement:

Notices for Report PDE 03-26 were delivered to residents of Breezewood Court and Settler's Court. The notification contained details of the staff report, potential impacts to students if the current school bus stop is relocated, and information for residents wishing to make delegations at Committee of the Whole.

7. Input from Departments/Sources:

Report PDE 03-26 was discussed with Durham Student Transportation Services to confirm accuracy and receive their input. The preference of DSTS is to continue to service Breezewood Court and Settler's Court with a bus stop directly in the community.

Transportation Services Staff contacted affected service delivery partners to establish what opportunities and limitations exist relative to the resident observations and the request for No Parking from Durham Student Transportation Services.

Waste Services staff have indicated that parking in a cul-de-sac can create operational challenges and potential service delays. Winter Maintenance Operations staff also indicated that parking in the cul-de-sac creates challenges both with snow storage and plowing operations. The space occupied by on-street parked vehicles reduced the turning radius below the intended design, limits snow storage in the boulevard, and increases storage demand in the center of the bulb, further reducing turning space. Although the proposed No Parking is limited to the morning and afternoon only, it may still be helpful in supporting Community Services.

If No Parking is approved, Operational Services staff would be requested to install the new signage. Installation would not occur until spring and where possible, existing posts will be used for signage.

Enforcement of any approved No Parking restrictions would be through Parking Services.

8. Strategic Priorities:

Report PDE 03-26 supports numerous Pillars, including Pillar 1 and Pillar 2 of Whitby's Community Strategic Plan: "Whitby's neighbourhoods – Safe, Healthy and Inclusive" and "Whitby's Natural and Built Environment – Connected and Resilient" by facilitating student transportation, providing clear passage of active transportation facilities, and

reducing congestion on Town roads. Pillar 4, which takes into consideration responding to the community while also considering the impact on the taxpayer, is also reinforced in the report.

This report is in an accessible format, which addresses the Town's strategic Town's strategic priority of accessibility.

9. Attachments:

Attachment 1 – Location of Potential No Parking

Attachment 2 – Draft Traffic By-law Amendment

Proposed Parking - Breezewood Court and Settler's Court

Legend:

No Parking
September to June
Monday to Friday
7:00AM to 9:30AM
2:00PM to 4:30PM

Parking Available
Subject to By-Law

Attachment 1
PDE 03-26

Town of Whitby
By-law # XXXX-26

Traffic By-law Amendment

Being a By-law to Amend By-law # 8059-24, being a By-law to Regulate Traffic and Parking on the Highways, Private and Municipal property within the Town of Whitby.

Whereas the Council of The Corporation of the Town of Whitby has passed By-law # 8059-24 to regulate traffic and parking on highways in the Town of Whitby and considers it desirable to amend the provisions of the By-law;

Now therefore, the Council of The Corporation of the Town of Whitby hereby enacts as follows:

1. General

1.1. That Schedule B, No Parking, is hereby amended, as described in Schedule A hereto attached.

2. Effective Date

2.1. The provisions of this by-law shall come into force and take effect on the passing thereof and at such time as proper signage has been erected.

By-law read and passed this 20th day of April, 2026.

Elizabeth Roy, Mayor

Christopher Harris, Town Clerk

Schedule A

Schedule B, No Parking, to By-law # 8059-24 is further amended by adding thereto the following:

Column 1 Highway	**Column 2 Side**	**Column 3 Between**	**Column 4 Prohibited Times or Days**
Breezewood Court	Bulb of cul-de-sac	N/A	Sept-June Mon-Fri 7:00 – 9:30 AM and; 2:00 – 4:30 PM
Settler's Court	Bulb of Cul-de-sac	N/A	Sept-June Mon-Fri 7:00 – 9:30 AM and; 2:00 – 4:30 PM

Town of Whitby
Staff Report

whitby.ca/CouncilCalendar

Report Title: Sign By-law Amendment to Permanent Sign By-law for 1629 Victoria Street East (RioCan Management Inc.) – SBA-01-25

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **PDP 17-26**

Department(s) Responsible:

Planning and Development Department (Planning Services)

Submitted by:
R. Saunders, Commissioner of Planning and Development

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

J. Taylor, Director of Planning Services, 905-444-2908

J. Takeuchi, Planner I, 905-444-2807

1. Recommendation:

1. **That Council approve the Sign By-law Amendment request from RioCan Management Inc. to permit one (1) digital billboard sign with two panels at 1629 Victoria Street East; and,**

2. **That should Council approve the request from RioCan Management Inc., staff be authorized to prepare an amendment to the Town's Permanent Sign By-law #7379-18.**

2. Highlights:

- The Planning and Development Department is in receipt of a Sign By-law Amendment application to amend the Town's Permanent Sign By-law #7379-18 for the property located at 1629 Victoria Street East.

- The amendment is required to permit one (1) digital billboard sign with two panels having a total sign face area of 33.7 square metres and a height of 7.62 metres

3. Background:

The subject land is located on the southeast corner of Thickson Road South and Victoria Street East, municipally known as 1629 Victoria Street (refer to Attachments #1 and #2).

The subject land is zoned Special Commercial – Retail Warehouse Exception 5 (C2-S-RW-5) within Zoning By-law 1784.

4. Discussion:

The proponent (RioCan Management Inc.) is proposing to install one (1) digital billboard sign with two panels along Victoria Street East (refer to Attachment #3 and #4).

The Permanent Sign By-law permits one (1) ground sign or one (1) pylon sign per street frontage for properties within the Special Commercial – Retail Warehouse Zone. Therefore, an amendment to the Sign By-law is required to permit the digital billboard sign.

The proposed digital billboard sign includes two panels with a total sign face area of 33.7 square metres and a height of 7.62 metres (refer to Attachment #5).

The proponent has advised that the proposed digital billboard sign will be used to promote commercial messaging from the landlord, tenants and any non-tenant provided that all proposed messaging is compliant with the Canadian Advertising Standards. The content messaging will not contain flashing images, motion or any intent to cause distraction beyond being roadside passive messaging. The minimum dwell time for advertisements will be 8 seconds.

If approved, the Town of Whitby will be entitled to a minimum of 10% of the total aggregate annual advertising time of the digital billboard sign. The display time for the Town would be evenly distributed throughout the day, however, would not include emergency messaging. There is provision to allow the Town additional time based on availability. Further, the proponent would allow local community groups to access the digital billboard sign at no cost, or, if requested by the Town, as part of the Town's allocated advertisement space.

The original submission from the applicant proposed the sign location 10 metres from the Thickson Road South/Victoria Street intersection. Staff at the Town and Region were not in support of the original location proposed. In response, the applicant has proposed an enhanced setback from the Victoria Street/Thickson Road South intersection consistent with permissions in other larger urban municipalities (e.g. City of Mississauga). The revised location would situate the digital billboard sign 122 metres from the stop bar at the intersection of Victoria Street East and Thickson Road South to ensure that the sign cannot be viewed by

drivers during critical decision-making phases at the intersection (refer to Attachment #6).

It is recommended that council approve the requested Sign By-law Amendment to the Town Permanent Sign By-law #7379-18 for 1629 Victoria Street East in accordance with the proponent's detailed response to comments from the Region of Durham (refer to Attachment #8).

5. Financial Considerations:

Not Applicable.

6. Communication and Public Engagement:

Not applicable.

7. Input from Departments/Sources:

The following agencies have reviewed the application and provided comments:

- Durham Region Works Department;
- Ministry of Transportation (MTO);
- Whitby Engineering Services; and
- Whitby Building Department (refer to Attachment #7).

Refer to Attachment #8 for the proponent's detailed response to Durham Region.

8. Strategic Priorities:

Consideration of this application addresses Pillar 3 of the Community Strategic Plan – Whitby's Economy. Responding to the request for two (2) digital billboard signs, will address Objective 3.2 that the Town will attract and retain business.

9. Attachments:

Attachment #1: Location Sketch

Attachment #2: Aerial Context Map

Attachment #3: Proponents Proposed Sign Location

Attachment #4: Illustration of Digital Billboard Sign

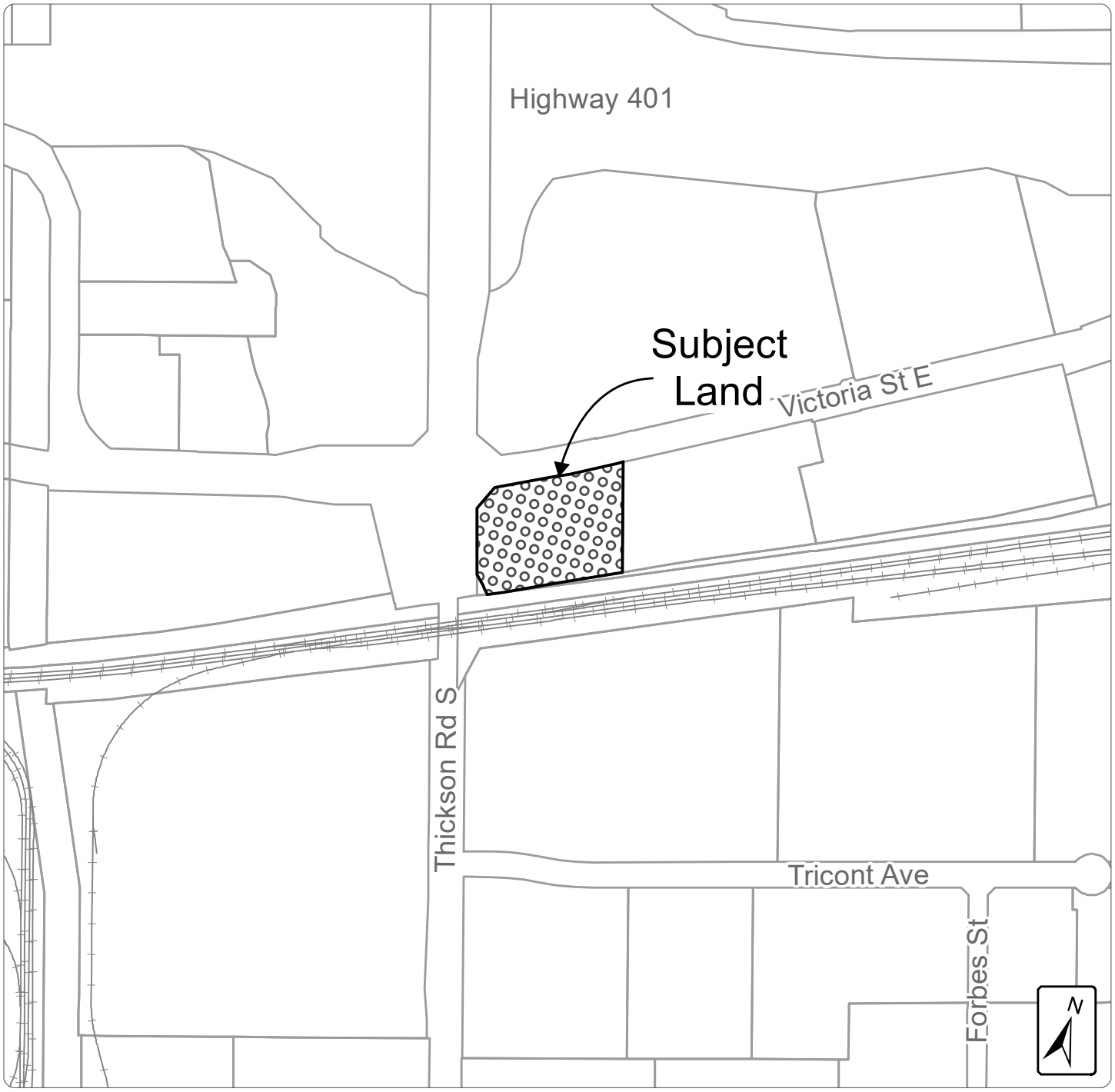
Attachment #5: Proposed Sign Mock Up

Attachment #6: Proposed location from Stop Bar

Attachment #7: Agency and Stakeholder Detailed Comments

Attachment #8: Proponent's Detailed Response to Durham Region

Attachment #1
Location Sketch



Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
RioCan Management Inc.	SBA-01-25	April 2026

External Data Sources:
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Attachment #2
Aerial Context Map

Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
RioCan Management Inc.	SBA-01-25	April 2026

External Data Sources:
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Attachment #3
Proponent's Proposed Sign Location

Town of Whitby Planning and Development Department		
Proponent: RioCan Management Inc.	File Number: SBA-01-25	Date: April 2026

External Data Sources:
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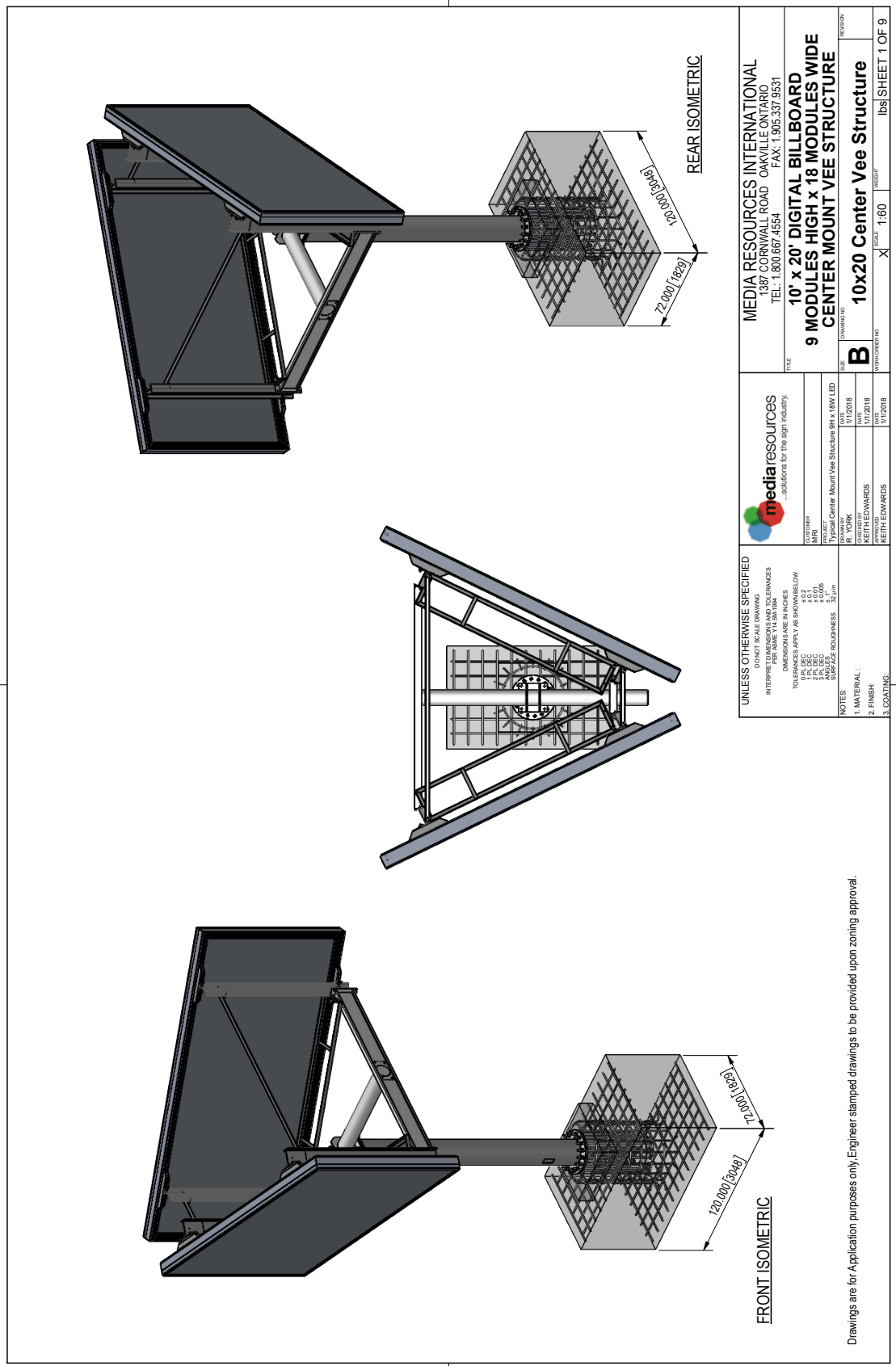
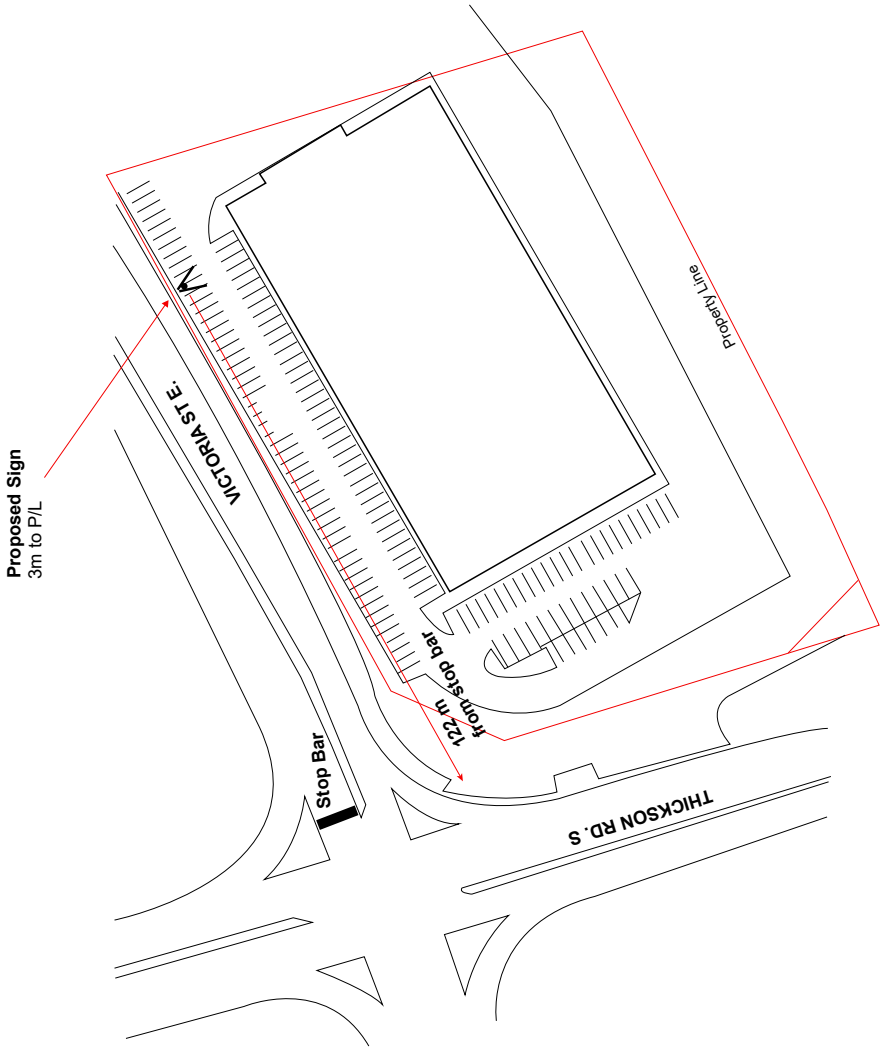
Attachment #4
Illustration of Digital Billboard Sign

Attachment #5
Proposed Sign Mock Up



Attachment #6
Proposed location from Stop Bar



SITE PLAN
Scale 1cm=10m

CENTRE MOUNT V SHAPED DIGITAL SIGN
1629 Victoria St. E. Whitby On

Attachment #7

Internal and External Agency Comments

SBA-01-25

Durham Region Works Department
The Region of Durham Works Department has reviewed the above submission for the proposal to install 2 digital billboard signs located at the southeast corner of 1629 Victoria Street East. We are providing the following comments:

After careful review of the Transportation Association of Canada (TAC)– Digital and Projected Advertising Display Guidelines:

1) The Region does not support the proposed sign at this location. The intersection of Victoria Street East and Thickson Road South is ranked #2 in the Region's intersection network screening for collision risk, indicating one of the highest safety priorities across the regional network. TAC advises against locating changeable digital displays within or near intersection influence areas because any visual distraction can exacerbate existing conflict patterns. The proposed digital billboard is positioned only about 124 m from the stop bar on a 60 km/h curved approach, placing it directly within the driver's forward cone of vision during critical approach and decision phases. Introducing a high-luminance, changeable display in this environment would undermine ongoing Vision Zero and network safety efforts and is inconsistent with TAC's siting principles for digital advertising displays.
2) If the Town proceeds despite the risk, the Region **strongly advises** the following:
    a) The sign to be relocated outside the intersection influence area (target ≥ 200–250m from the stop bar) to remove it from the decision zone, and ensure the sign and footing are within private property.
    b) Orient and shield the centre-mount V so neither face directly addresses the stop bar or turning drivers on any approach, and add directional louvres.
    c) Require static images only with instantaneous transitions (≤0.1 s), prohibit all motion/flashing/scrolling, and keep a minimum 8-second dwell.
    d) Cap nighttime luminance at ≤150 nits with automatic ambient dimming and commissioning field measurements; this supersedes the proponent's 300-nit proposal.
    e) Apply an overnight curfew (e.g., 23:00–05:00) with faces blacked out, noting the applicant's willingness to shut off overnight.
    f) Enforce content restrictions: no colours/shapes that resemble traffic control devices and no directional or time-urgent prompts that compete with official signing.

g) Require default-to-black on any sensor/controller/communication fault and maintain an operating log (brightness, transitions, faults) with quarterly reporting in year one.
h) Lock the permitted face size and structure configuration as submitted (10′×20′ per face on a centre-mount V) and prohibit any enlargement without new approval.
i) Ensure spacing/visual separation from any other dynamic/commercial or public DMS signs to avoid cumulative visual load along the approach.
j) Tie all conditions to the approval for all copy types, noting the applicant's request for mixed-use (1st/3rd-party) digital messaging with suspension/revocation on non-compliance.

Ministry of Transportation (MTO)
MTO's policy on billboards is found in Sec 5.7 of the Highway Corridor Management Manual. Further, MTO's policy on permit requirements for signs can be found in Sec 5.2.2, specifically, the requirements for a sign permit are that it is within 400m of Highway designated lands and visible.

That said, should the sign not be visible from the ramp terminal intersection, it would not meet the requirements for a sign permit.

Whitby Transportation Services
Whitby Transportation Services has advised that this is a Regional intersection, and as this has historically been identified as a high collision intersection, I would suggest that Regional input on adding a significant visual distraction is needed.

As well, given the proximity to Highway 401 and on/off ramps I would suggest that a permit from MTO may be needed as this would fall within their controlled areas.

Whitby Building Department
Whitby Building Department advised that they require a sign permit and will need to submit drawings stamped by a Professional Engineer and provide a Commitment to General Review signed by the Professional Engineer with the application. The process will stay the same for a sign permit, but we will treat it as a building permit as it is considered a designated structure under the OBC.

Attachment #8

Proponent's Response to Durham Region

SBA-01-25

November 6, 2025

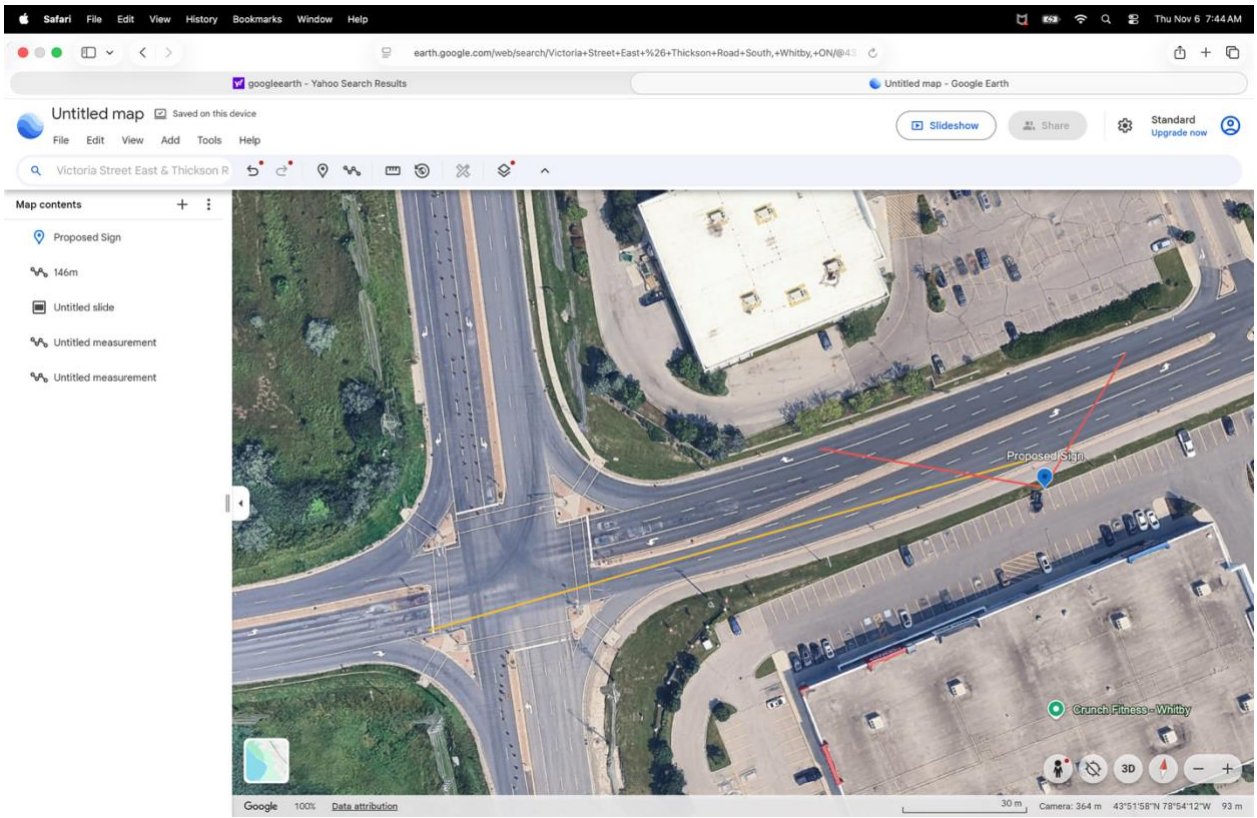
The Regional Municipality of Durham
Elisa Shiu
605 Rossland Road East
Whitby, ON L1N 6A3

Sent by Electronic Mail to Elisa.Shiu@durham.ca

Dear Ms. Shiu,

We are writing in response to the comments from Durham Region regarding the proposed digital signage at **1629 Victoria Street East, Whitby, ON.** We have made every reasonable effort to meet the Region's requests and align with established best practices across comparable and larger municipalities, including adherence to industry-accepted setback standards.

Revised Location: 146 metres from the stop bar (west side)



1)

Regional Comment:

1.The Region does not support the proposed sign at this location. The intersection of Victoria Street East and Thickson Road South is ranked #2 in the Region's intersection network screening for collision risk, indicating one of the highest safety priorities across the regional network. TAC advises against locating changeable digital displays within or near intersection influence areas because any visual distraction can exacerbate existing conflict patterns. The proposed digital billboard is positioned only about 124 m from the stop bar on a 60 km/h curved approach, placing it directly within the driver's forward cone of vision during critical approach and decision phases. Introducing a high-luminance, changeable display in this environment would undermine ongoing Vision Zero and network safety efforts and is inconsistent with TAC's siting principles for digital advertising displays

Response:

We respectfully disagree with the Region's interpretation of TAC's guidance. The proposed display is positioned 146 metres from the stop bar, well beyond the intersection influence area and outside any applicable "cone of vision." Traffic at this distance has already cleared the intersection, meaning the sign cannot be viewed by drivers during critical decision making phases. We would welcome the opportunity to review the Region's technical assessment together to ensure full alignment and understanding of TAC's definitions and applications in this case.

Regional Comment:

The Region implies that the proposed installation introduces safety risks inconsistent with Vision Zero and network safety objectives.

Response:

Respectfully, this assessment lacks supporting evidence. No empirical data, collision studies, or documented reports demonstrate any correlation between compliant digital signage and increased collision frequency. In fact, the Ministry of Transportation of Ontario (MTO) has approved large-format digital displays adjacent to the 401 corridor, Canada's busiest highway, without incident. Likewise, major municipalities including Toronto, Ottawa, and Calgary have permitted comparable installations near complex intersections with no recorded impact on vehicular safety. We remain open to discussing reasonable safeguards but maintain that the Region's conclusion is speculative.

a) The sign to be relocated outside the intersection influence area (target ≥ 200–250m from the stop bar) to remove it from the decision zone

Response:
The Region's recommendation of a 200–250 metre setback appears arbitrary and lacks precedent. In comparable jurisdictions:

- **Mississauga:** 120 metres
- **Ottawa:** 110 metres
- **Calgary:** 30 metres

Our relocation to approximately 146 metres exceeds those standards. The sign is oriented away from the intersection and angled to eliminate visibility from the stop bar. We therefore believe this adjustment demonstrates our willingness to align with reasonable regional expectations.

b) Orient and shield the centre-mount V so neither face directly addresses the stop bar or turning drivers on any approach, and add directional louvres.

Response:
There is no direct line of sight from the intersection or for turning movements. As such, additional shielding or louvres would not serve a functional purpose. We are, however, open to further dialogue should the Region wish to review photometric or sightline diagrams to confirm this conclusion.

c) Require static images only with instantaneous transitions (≤0.1 s), prohibit all motion/flashing/scrolling, and keep a minimum 8-second dwell.

Response:
We fully agree to static image displays only, with instantaneous transitions of ≤0.1 seconds and a minimum dwell time of 8 seconds.

d) Cap nighttime luminance at ≤150 nits with automatic ambient dimming and commissioning field measurements; this supersedes the proponent's 300-nit proposal.

Response:
We accept a nighttime luminance limit of 150 nits from sundown to sunrise, with automatic ambient dimming controls. This level is stricter than most Canadian municipalities, which typically allow up to 300 nits.

e) Apply an overnight curfew (e.g., 23:00–05:00) with faces blacked out, noting the applicant's willingness to shut off overnight.

Response:
We agree to blacked-out faces between 23:00 and 05:00 hours to ensure no content is displayed during overnight hours.

f) Enforce content restrictions: no colours/shapes that resemble traffic control devices and no directional or time-urgent prompts that compete with official signing.

Response:
We agree entirely, no content shall resemble traffic control devices or create confusion for drivers.

g) Require default-to-black on any sensor/controller/communication fault and maintain an operating log (brightness, transitions, faults) with quarterly reporting in year one.

Response:
We agree to implement automatic fault defaults (sensor/controller/communication). However, imposing ongoing reporting requirements on a single private-property sign is disproportionate and inconsistent with established municipal practice. Non-compliance would already constitute a bylaw infraction, enforceable under existing regulations.

h) Lock the permitted face size and structure configuration as submitted (10′Å~20′ per face on a centre-mount V) and prohibit any enlargement without new approval.

Response:
We agree that the sign will remain at 10’ x 20’ per face and will not be modified.

i) Ensure spacing/visual separation from any other dynamic/commercial or public DMS signs to avoid cumulative visual load along the approach.

Response:
We have proposed a location that satisfies appropriate spacing from all other dynamic or commercial signage in the area.

j) Tie all conditions to the approval for all copy types, noting the applicant’s request for mixed-use (1st/3rd-party) digital messaging with suspension/revocation on non-compliance.

Response:
We will comply with all applicable bylaws and conditions tied to approval. Should infractions occur, existing municipal enforcement mechanisms remain fully applicable. Additional duplicative measures are unnecessary.

In closing, we remain confident that the proposed display will not create any public safety or transportation concerns. This type of installation has been implemented successfully across North America without negative impact. We respectfully request that the Region and Town proceed with approval of this application in support of the property owner, local business community, and the continued economic vibrancy of Whitby.

We are fully committed to continued collaboration with both the Region of Durham and the Town of Whitby to ensure that the final installation aligns with regional safety objectives and aesthetic considerations.

Very Sincerely,

Paul C. Seaman

Paul Seaman, Senior Counsel, Sussex Strategy Group/Sussex PDG

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Official Plan Amendment and Zoning By-law Amendment, Southwest corner of Winchester Road West and Baldwin Street South. File Nos. DEV-01-26 (OPA-2026-W/01) and DEV-40-45 (Z-22-25)

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: PDP 19-26

Department(s) Responsible:

Planning and Development Department (Planning Services)

Submitted by:

R. Saunders, Commissioner of Planning and Development

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

J. Taylor, Director of Planning Services, 905-444-2908

B. Anderson, Principal Planner, 905-444-2585

1. Recommendation:

1. **That Council Approve Official Plan Amendment Number #150 to the Whitby Official Plan (OPA-2026-W/01), as shown on Attachment #7, and that a By-law to adopt Official Plan Amendment #150 be brought forward for consideration by Council;**

2. **That Council approve the Amendment to Zoning By-law #1784 (File No. Z-22-25), as outlined in Planning Report No. PDP 19-26; and,**

3. **That a by-law to amend Zoning By-law #1784 be brought forward for consideration by Council.**

2. Highlights:

- Applications for an Official Plan Amendment and Zoning By-law Amendment have been submitted by Winash Developments Ltd. for lands located at the southwest corner of Winchester Road West and Baldwin Street South.
- If approved, the applications would permit the development of the subject land for a commercial plaza consisting of eight single storey commercial buildings and a two-storey bank/office building, for a total of 8,201 square metres of gross leasable non-residential floor space.

- The Official Plan Amendment Application (DEV-01-26, OPA-2026-W/01) seeks to introduce a site-specific exception to reduce the minimum required building height for non-residential buildings from two storeys to one storey.
- The Zoning By-law Amendment (DEV-40-45, Z-22-25) seeks to rezone the subject land from the Agricultural (A) Zone and Commercial Mixed Use* Exception 12 (CMU*-12) Zone to an appropriate Zone Category to permit the development of the site for a commercial plaza with an entrance/gateway feature.
- A related Site Plan Application has also been submitted and is currently under review.

3. Background:

3.1. Site and Area Description

The subject land is located at the southwest corner of Winchester Road West and Baldwin Street South (refer to Attachment #1). The subject land is approximately 3.93 hectares (9.71 acres) in size and is currently vacant. A portion of the site, roughly 0.72 hectares (1.77 acres) is currently owned by the Town and is in the process of being sold to facilitate the proposed development.

The subject land is surrounded by the following land uses (refer to Attachment #2):

- Residential, including townhouse and apartment units, on the northside of Winchester Road West;
- Commercial uses (Brooklin Towne Centre plaza) to the east;
- Commercial uses (Brooklin Boroughs plaza) to the south; and,
- Vacant lands (future residential) and some existing commercial uses to the west.

3.2. Applications and Proposed Development

Applications for an Official Plan Amendment and Zoning By-law Amendment have been submitted by Winash Developments Ltd. to facilitate the development of the site for a commercial plaza (refer to Attachment #3). The proposed commercial plaza will act as an extension of the Brooklin Boroughs (Longo's) Plaza located directly to the south. The development proposal includes the acquisition of a 0.72 hectare (1.77 acre) triangular shaped parcel of Town owned land. As a condition of the purchase and sale of the Town owned land, the developer has agreed to establish an entrance/gateway feature at the corner of Baldwin Street South and Winchester Road West, which will include the installation of a community sign (refer to Attachment #4).

The proposed commercial plaza consists of eight single storey commercial buildings and a two-storey bank/office building, for a total of 8,201 square metres (88,274 square feet) of gross leasable non-residential floor space. Retail, bank, office, daycare, restaurant and other commercial uses are anticipated and will be further determined as individual lease arrangements are secured. The proposed development will also include the extension of a Pedestrian Promenade, providing a connection to the urban square at the corner of Winchester Road West and Baldwin Street South.

The Official Plan Amendment is required to reduce the minimum required building height for non-residential buildings from two storeys to one storey.

The Zoning By-law Amendment is required to rezone the Town owned portion of the site from the Agricultural (A) Zone to a Commercial Mixed Use* (CMU*) Zone with site specific exceptions. Additional amendments to the existing Commercial Mixed Use* Exception 12 (CMU*-12) Zone performance standards for building setbacks, building height, non-residential gross floor area, and others, are also required to permit the proposed development

3.3. Documents Submitted in Support

The following documents were submitted in support of the applications:

- Architectural Drawing Set including site plan (refer to Attachment #3), elevations, floor plans and phasing drawings, prepared by Turner Fleischer, dated September 16, 2025;
- Brooklin Sign Drawings, prepared by Philcan Group, dated July 11, 2025 (refer to Attachment #4);
- Functional Servicing and Stormwater Management Report, prepared by KWA Site Development Consulting Inc., dated September 12, 2025;
- Civil Drawing Set, prepared by KWA Site Development Consulting Inc., dated September 12, 2025;
- Construction Management Report, dated September 12, 2025;
- Arborist Report, prepared by MBTW Group, dated June 27, 2025;
- Photometric Plans, prepared by Hammerschlag & Joffe Inc., dated September 19, 2025;
- Preliminary Geotechnical Investigation, prepared by Golder Associates, dated May 24, 2017;
- Hydrogeological Study, prepared by Soil Engineers Ltd., dated September 2017;
- Landscape Drawing Set, prepared by MBTW Group, dated September 16, 2025;
- Phase One Environmental Site Assessment, prepared by WSP Canada Inc., dated September 3, 2025;

- Phase Two Environmental Site Assessment, prepared by Gemtec Consulting Engineers and Scientists, dated January 5, 2026;
- Planning Rational Report, prepared by GHD, dated September 2025, updated January 2026;
- Stage 1 and 2 Archaeological Assessment, prepared by Archaeological Consultants Canada, dated August 5, 2025;
- Topographic Survey of Town owned lands, prepared by J.D. Barnes Limited, dated November 26, 2024; and,
- Tree Protection Plan, prepared by MBTW Group, dated July 8, 2025.

The above documents were distributed to relevant internal departments and external agencies for review and comment.

4. Discussion:

4.1. Provincial Planning Statement

The Provincial Planning Statement (PPS), 2024 provides policy direction on matters of provincial interest related to land use planning and development. It replaces the previous Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe. The PPS encourages the achievement of complete communities through planning for a range and mix of land uses, including commercial and employment generating uses.

Policies of the PPS focus growth and development within Settlement Areas and Strategic Growth Areas. Further, the PPS directs that Strategic Growth Areas are to accommodate a significant amount of employment growth and are to be focal areas for commercial development.

4.2. Envision Durham Official Plan

The subject land is designated as a Regional Centre in Envision Durham, which is also considered a Strategic Growth Area. Regional Centres are intended to be hubs for culture, services and shopping, and a full range of institutional, commercial, and mixed-use/residential uses are permitted. Envision Durham promotes higher density development within Regional Centres and sets an overall long term minimum density target of 100-150 combined people and jobs per gross hectare.

4.3. Whitby Official Plan

The subject land is designated Major Commercial and is within the Major Central Area Boundary on Schedule ‘A’ – Land Use and Schedule J and J1 – Brooklin Secondary Plan Schedules of the Town of Whitby Official Plan (Refer to Attachment #5).

Lands within the Downtown Brooklin Major Central Area (MCA) south of Winchester are intended to develop as a higher density mixed-use area that

will serve as the main commercial core in Brooklin (11.4.4.10). Long term, overall targets are established, including a requirement that development approvals within the Downtown Brooklin MCA provide for a minimum gross leasable floor space for the retailing of goods and services of 70,000 square metres (11.4.4.13). Further, a minimum of 750 additional units must be planned and accommodated for in the Downtown Brooklin MCA south of Winchester (11.4.4.15).

The Major Commercial designation is intended to function as an extension of the commercial shopping area in the historic Downtown and act as an urban gateway. Permitted uses include a full range of retail, restaurants, entertainment, cultural, recreational, community, institutional, personal service, business, offices, and supermarket uses.

Policy 11.4.4.14 of the Brooklin Secondary Plan identifies the opportunity for an Urban Square at the southwest corner of Baldwin Street and Winchester Road. Policy 11.4.24.10 further elaborates that the Urban Square shall serve as the pedestrian gateway to the Pedestrian Promenade and Policy 11.4.24.12 states the Urban Square shall contain seating amenities, hard landscaping, natural elements, provide passive recreational uses, and a display of public art. Policy 11.4.24.13 indicates Urban Squares may be developed in public or private ownership, or a combination thereof.

Policy 11.4.15.7 of the Brooklin Secondary Plan states that the minimum building height for non-residential buildings in the Major Commercial designation shall be two storeys. An Official Plan Amendment is required to permit the proposed single storey buildings.

Through the Town's Official Plan Review process, Policy 11.4.15.7, and similar policies for other locations, are proposed to be revised to remove the two-storey minimum height requirement for non-residential buildings. Rather than wait for the Town's Official Plan Review process to conclude, the applicant has chosen to submit a privately initiated site-specific amendment.

4.4. Zoning By-law

The Town owned portion of the subject land is currently zoned Agricultural (A) and the remainder of the subject land is currently zoned Commercial Mixed Use* Exception 12 (CMU*-12) in Zoning By-law 1784 (refer to Attachment #6). The Zoning By-law Amendment proposes to rezone the Town owned land to the Commercial Mixed Use* Zone and to further adjust performance standards in the Commercial Mixed Use* Exception 12 Zone in order to facilitate the proposed development.

4.5. Conclusion

The proposed development will introduce additional commercial/retail gross floor space and generate additional jobs within the Downtown Brooklin MCA, a Strategic Growth Area and Regional Centre. The introduction of additional commercial and retail uses will serve both the Downtown Brooklin MCA and the broader Brooklin community as a whole, contributing towards the achievement of complete communities. The proposed development is consistent with the Provincial Planning Statement and conforms with the Envision Durham Official Plan.

The proposed development will contribute towards achieving overall non-residential targets for the area as established in the Brooklin Secondary Plan. The proposed development will also result in the delivery of an Urban Square at the corner of Baldwin Street South and Winchester Road West. An Official Plan Amendment is required to reduce the minimum height for non-residential buildings; however, this is in alignment with proposed changes being advanced through the Town's Official Plan Review. The proposed Official Plan and Zoning By-law Amendments conform with the Town of Whitby Official Plan.

The commenting departments and external agencies have indicated support for, or no objection to, the proposed development subject to their comments as outlined in Section 7.

It is recommended that Council Approve the proposed Official Plan Amendment and Zoning By-law Amendment Applications.

5. Financial Considerations:

The Town owned land as illustrated on Attachments #1 and #2 were deemed surplus by Council at its April 28, 2025, meeting. Details regarding an Agreement of Purchase and Sale between the Town and Fieldgate Developments will be presented to Council in a separate report.

6. Communication and Public Engagement:

A Public Meeting was held on March 2, 2026, regarding the proposed Official Plan Amendment Application and on December 8, 2025, regarding the proposed Zoning By-law Amendment Application. Both meetings were held in accordance with the Whitby Official Plan and Planning Act and provided the public and interested persons and agencies with the opportunity to make representation in respect to the Official Plan Amendment and Zoning By-law Amendment Applications. The meeting minutes are included in Attachment #8.

Two members of the public spoke at the March 2, 2026, Public Meeting regarding the Official Plan Amendment Application. Their comments generally related to concerns / questions about reducing the minimum building height for non-residential buildings from two storeys to one storey. Staff have considered these comments in their review of the applications and note that current market conditions and difficulty finding tenants for second-storey commercial/office space have dictated the applicant's request for reduce minimum building height. One of the buildings is a two-storey bank/office building.

Aside from an email received requesting general information and details of the proposal, there was no written public correspondence on either the Official Plan Amendment or Zoning By-law Amendment Applications.

All individuals who registered as an interested party at one of the statutory public meetings and any individual who requested to be an interested party have been provided notice of the April 13, 2026, Committee of the Whole Meeting.

7. Input from Departments/Sources:

Comments received on the Official Plan Amendment application were limited, generally indicating no objection and/or that technical issues would be addressed through the review of the related Zoning By-law Amendment and Site Plan Applications.

The following internal departments and external agencies provided comments indicating no objection to the Zoning By-law Amendment, and/or, provided detailed comments that will be addressed through the related Site Plan Application:

- **Internal:**
    - Accessibility;
    - Building;
    - Community Services - Parks Planning;
    - Strategic Initiatives;
    - Whitby Fire and Emergency Services;
    - Urban Design and Landscaping;
    - Engineering; and,
    - Development Finance.

- **External:**
    - Region of Durham;
    - Central Lake Ontario Conservation Authority;
    - Bell Canada;
    - Enbridge;
    - Elexicon;
    - Ministry of Transportation Ontario; and,
    - Oshawa Airport.

Detailed comments from the above noted agencies and departments related to the Zoning By-law Amendment Application can be found in Attachment #9.

8. Strategic Priorities:

The development review process has provided an opportunity for public and agency input. The proposed development concept will contribute to meeting the priorities of the Community Strategic Plan, specifically:

- Action 3.1.2 under Pillar 3: Whitby's Economy by providing for non-residential floor space which will expand Whitby's commercial tax base; and,
- Action 3.2.5 under Pillar 3: Whitby's Economy by supporting development and improving placemaking in Downtown Brooklin.

9. Attachments:

Attachment #1: Location Sketch

Attachment #2: Aerial Context Map

Attachment #3: Proponents Proposed Site Plan

Attachment #4: Proposed Brooklin Sign Public Art

Attachment #5: Excerpt from the Brooklin Secondary Plan Schedule J1

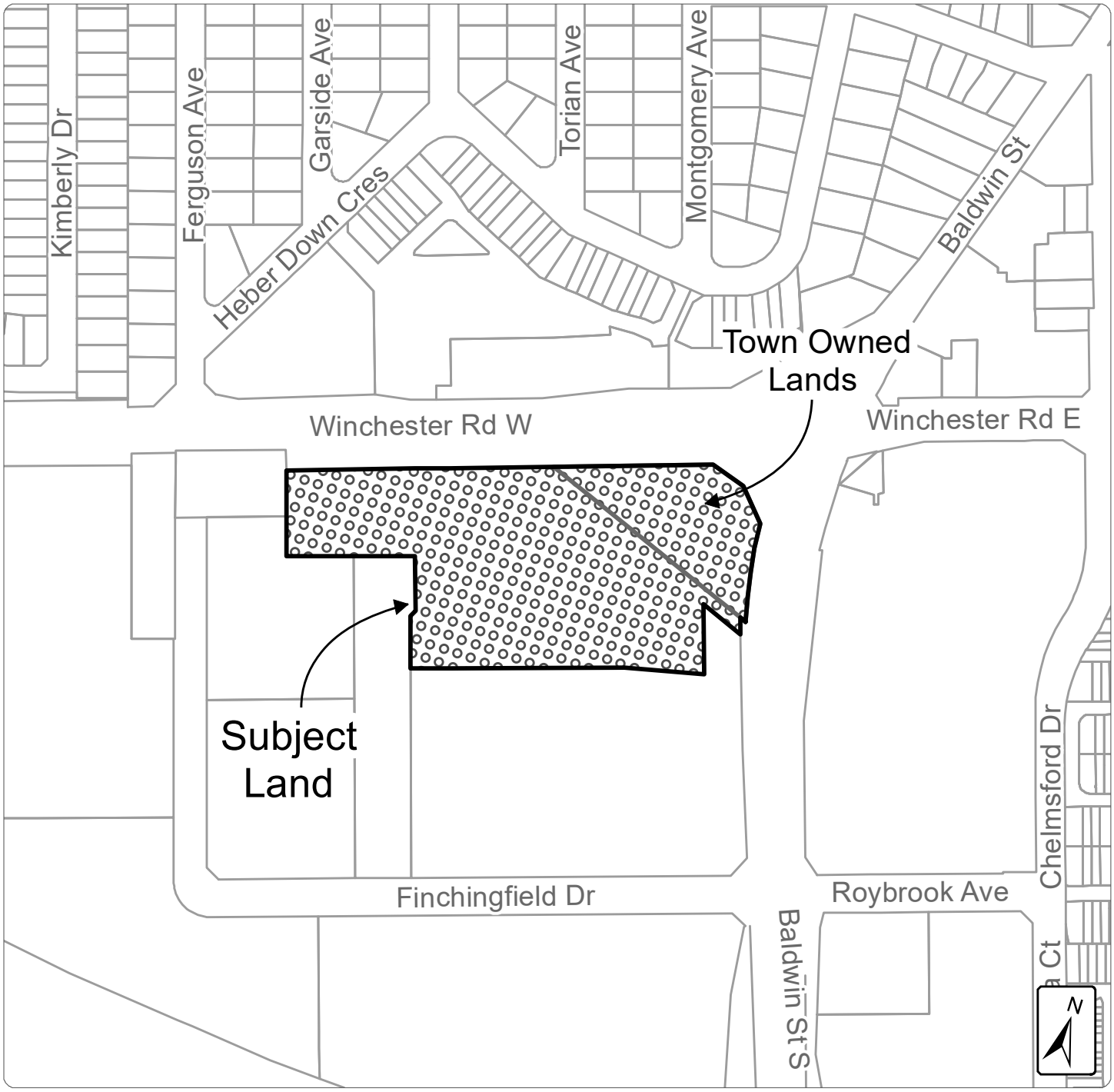
Attachment #6: Excerpt from Zoning By-law 1784

Attachment #7: Draft Proposed Official Plan Amendment #150

Attachment #8: Public Meeting Minutes

Attachment #9: Agency and Stakeholder Detailed Comments

Attachment #1
Location Sketch



Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
Winash Developments Ltd.	DEV-01-26 / OPA-2026-W/01 and DEV-40-25 / Z-22-25	April 2026

External Data Sources:
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Attachment #2
Aerial Context Map

Whitby **Town of Whitby Planning and Development Department**

Proponent:	File Number:	Date:
Winash Developments Ltd.	DEV-01-26 / OPA-2026-W/01 and DEV-40-25 / Z-22-25	April 2026

External Data Sources:
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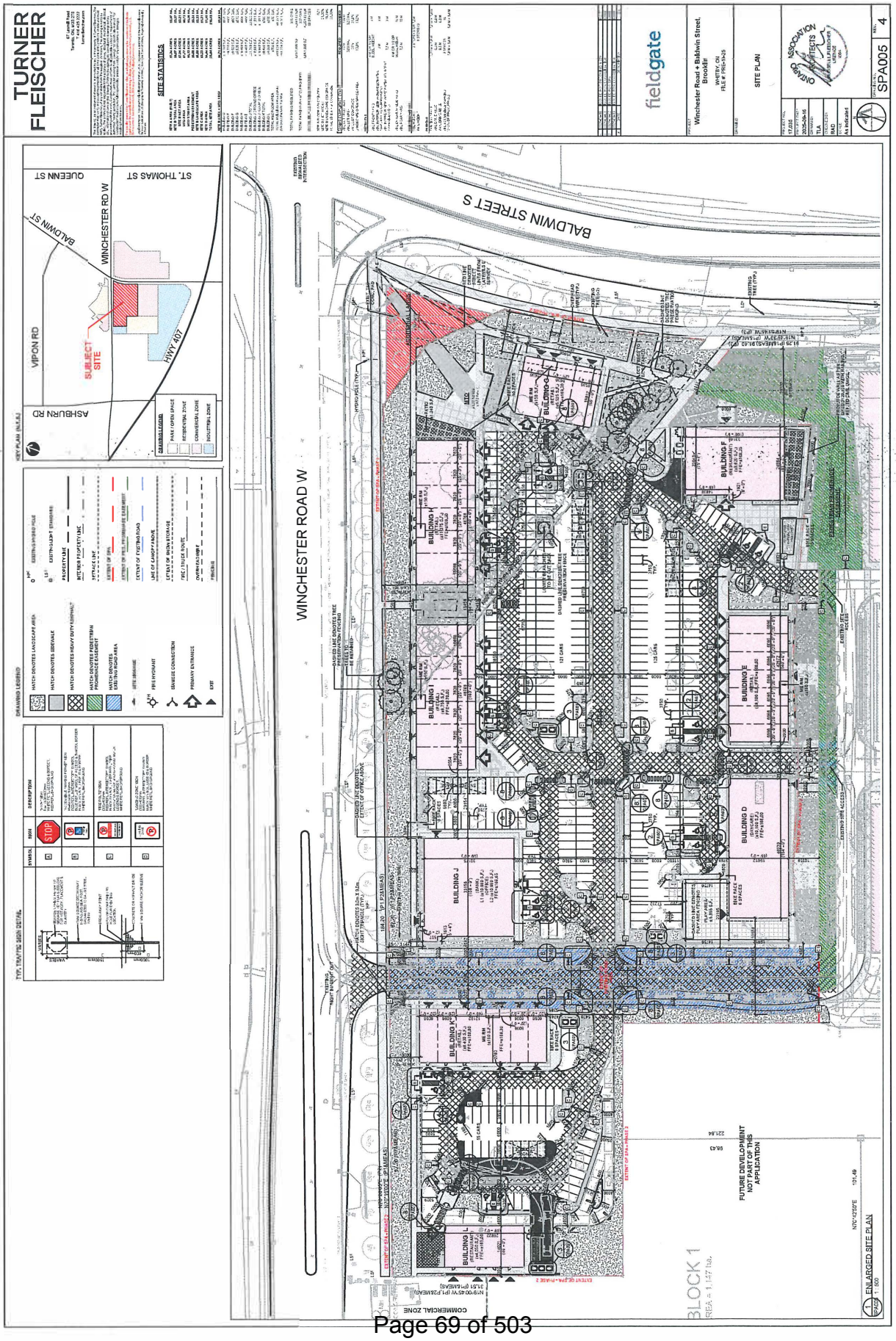
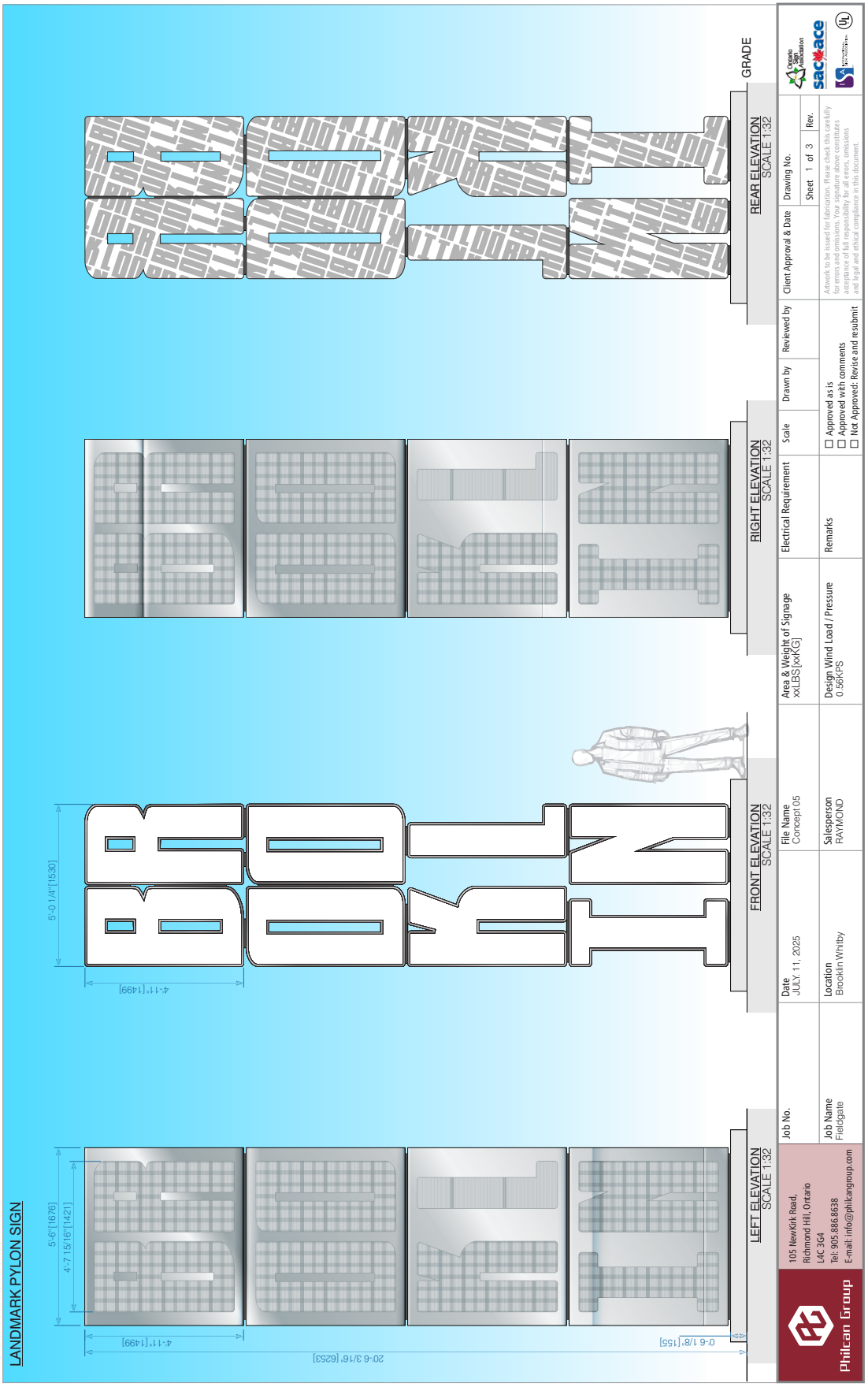
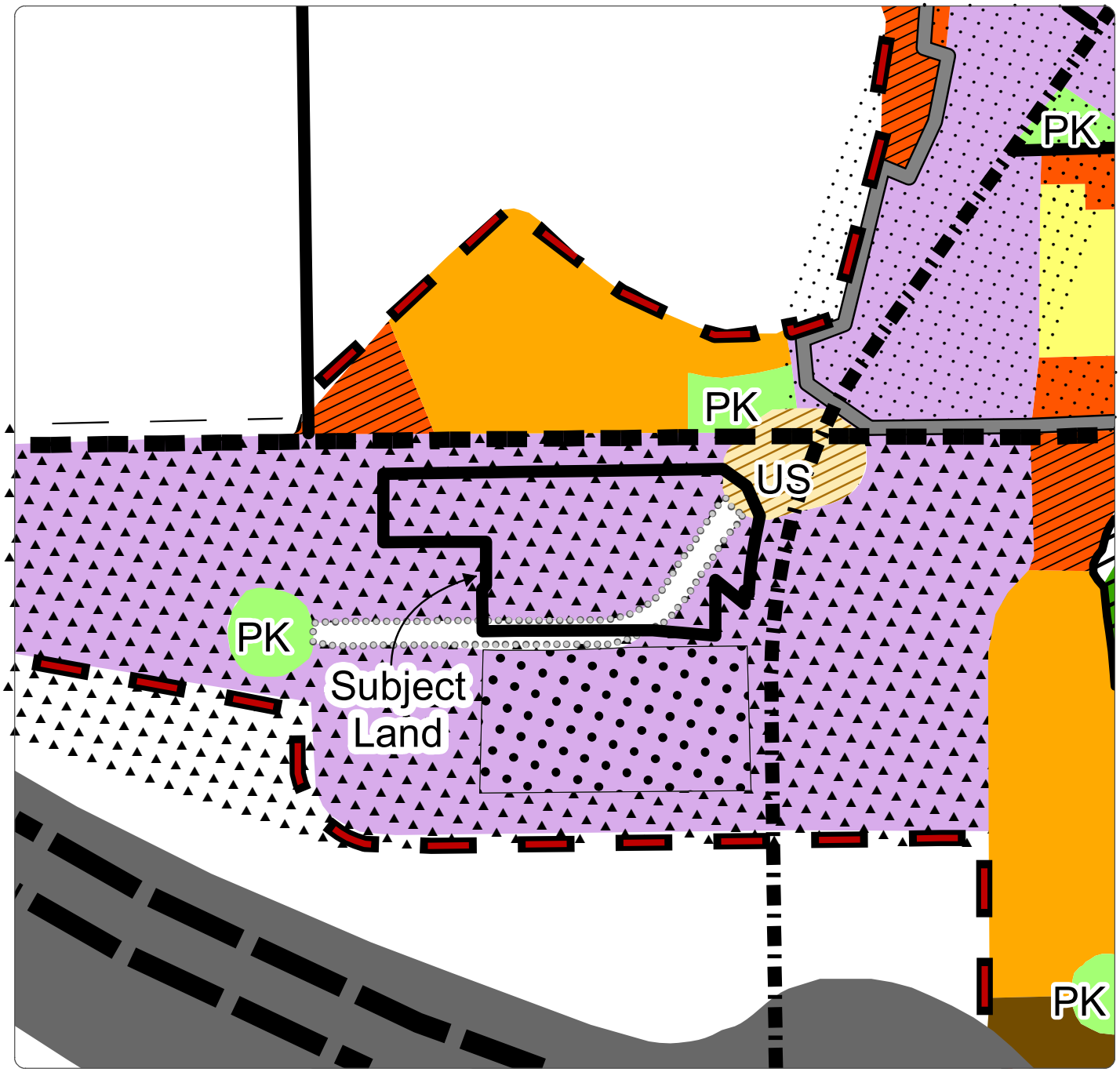
Attachment #3
Proponent's Proposed Site Plan



Attachment #4
Proposed Brooklin Sign Public Art



Attachment #5
Excerpt from the Town of Whitby Secondary Plan Schedule 'J1'



Legend

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Heritage Commercial
- Major Commercial
- Major Commercial -1
- Mixed-Use 2 - HCD
- Mixed-Use 3
- Major Open Space
- Natural Heritage System
- Natural Hazards
- PK Parkette
- Urban Square
- Institutional
- Major Central Area
- Heritage Conservation District Boundary
- Pedestrian Promenade with Ground Floor Animation
- Controlled Access Highway (Freeway)
- Type B Arterial
- Type C Arterial
- Collector Road
- Full Interchange
- Grade Separation
- Future Transitway Station

Excerpt from: Downtown Brooklin Major Central Area Brooklin Community Secondary Plan

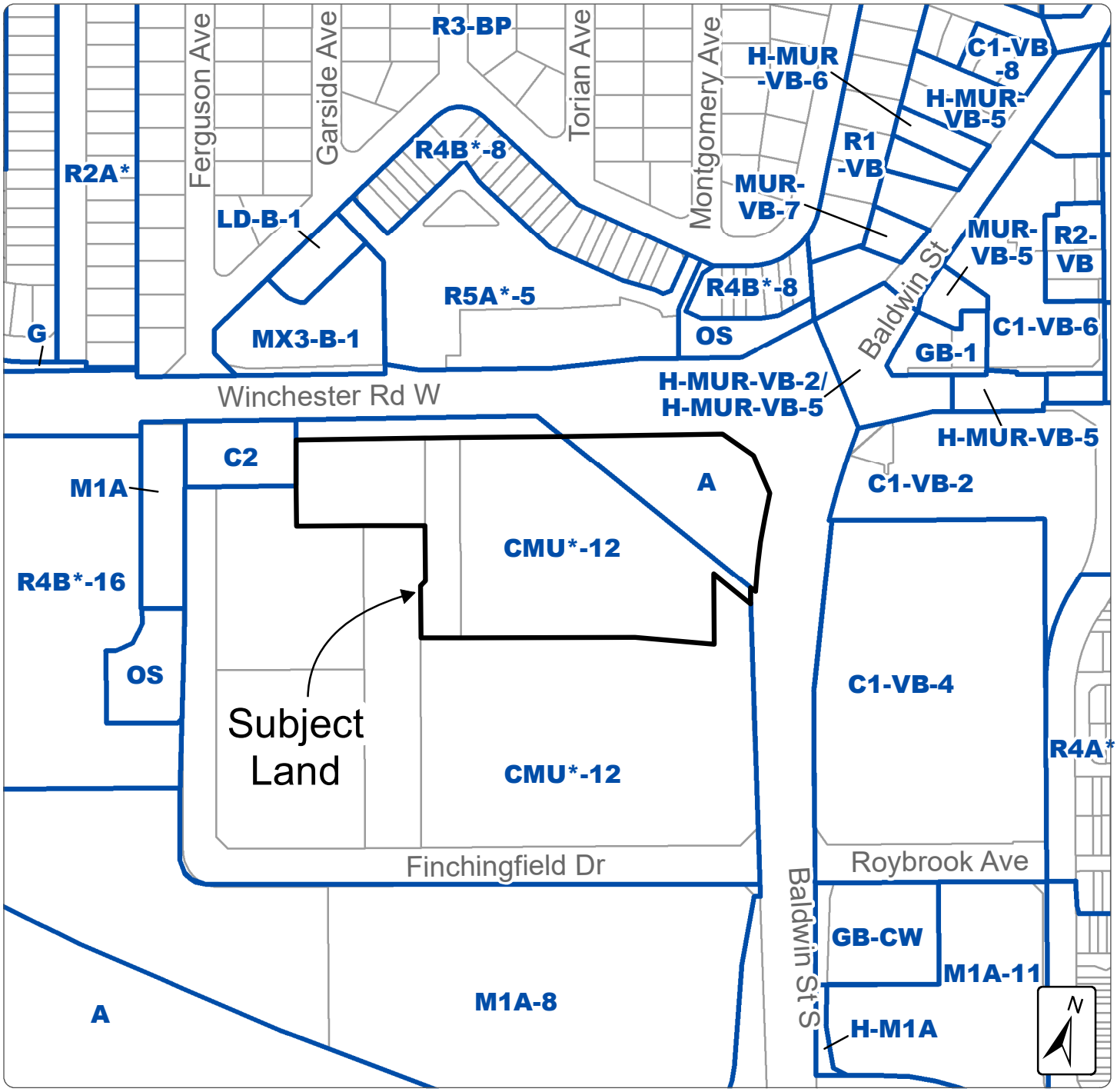
Schedule **J1**

Town of Whitby

Whitby

0 30 60 120 Metres

Attachment #6
Excerpt from Zoning By-Law 1784



Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
Winash Developments Ltd.	DEV-01-26 / OPA-2026-W/01 and DEV-40-25 / Z-22-25	April 2026

External Data Sources:
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Attachment #7

Draft Proposed Amendment No. 150

to the Town of Whitby Official Plan

Purpose: The purpose of this Amendment to the Town of Whitby Official Plan is to reduce the minimum required building height from 2 storeys to 1 storey, for non-residential buildings with a ground floor area of less than 2,000 square metres, as a site-specific exception in the Major Commercial-1 designation on the subject land.

Location: The lands subject to this Amendment are located at the southwest corner of Winchester Road West and Baldwin Street South.

Basis: The Amendment is based on an application to amend the Town of Whitby Official Plan (File: OPA-2026-W/01), as submitted by GHD Limited on behalf of Winash Developments Limited. The Amendment would change the land use designation from "Major Commercial" to "Major Commercial-1", within the Brooklin Community Secondary Plan, to permit the proposed development of a commercial plaza consisting of nine commercial buildings, eight of which are proposed to be a single storey.

Following the review and assessment of the Official Plan Amendment application, and in consideration of public and agency input, the proposed commercial plaza has been determined to:

- Be consistent with the Provincial Planning Statement; and,
- Meet the overall goals and intent of Envision Durham and the Town of Whitby Official Plan and Brooklin Community Secondary Plan by:
    - providing an efficient and effective use of land resources and municipal services;
    - contributing to the integrated array of uses which support the planned function of the Brooklin Major Central Area and the residents which the Central Area serves;
    - developing a vacant parcel of land;
    - providing a built form that is an appropriate transition between, and is compatible with, the adjacent land uses; and,

- is limited to a site-specific portion of the Major Central Area so as to not limit the overall, long-term density and floor space index requirements of the Brooklin Major Central Area.

Actual Amendment: The Town of Whitby Official Plan is hereby amended as follows:

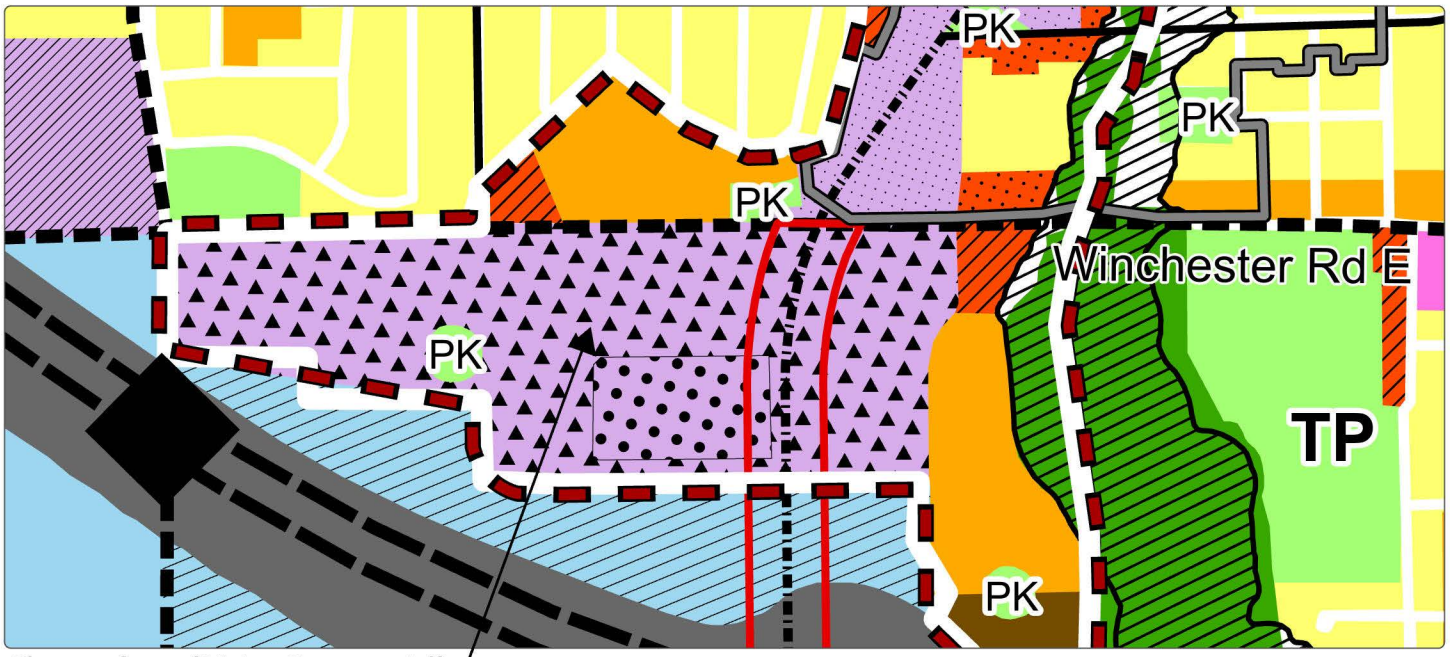
1. By changing the land use designation from "Major Commercial" to "Major Commercial-1" on Schedule 'J' -Brooklin Community Secondary Plan, as indicated on the attached Exhibit 'A'.

2. By changing the land use designation from "Major Commercial" to "Major Commercial-1" on Schedule 'J1 '- Downtown Brooklin Major Central Area, Brooklin Community Secondary Plan, as indicated on the attached Exhibit 'B'.

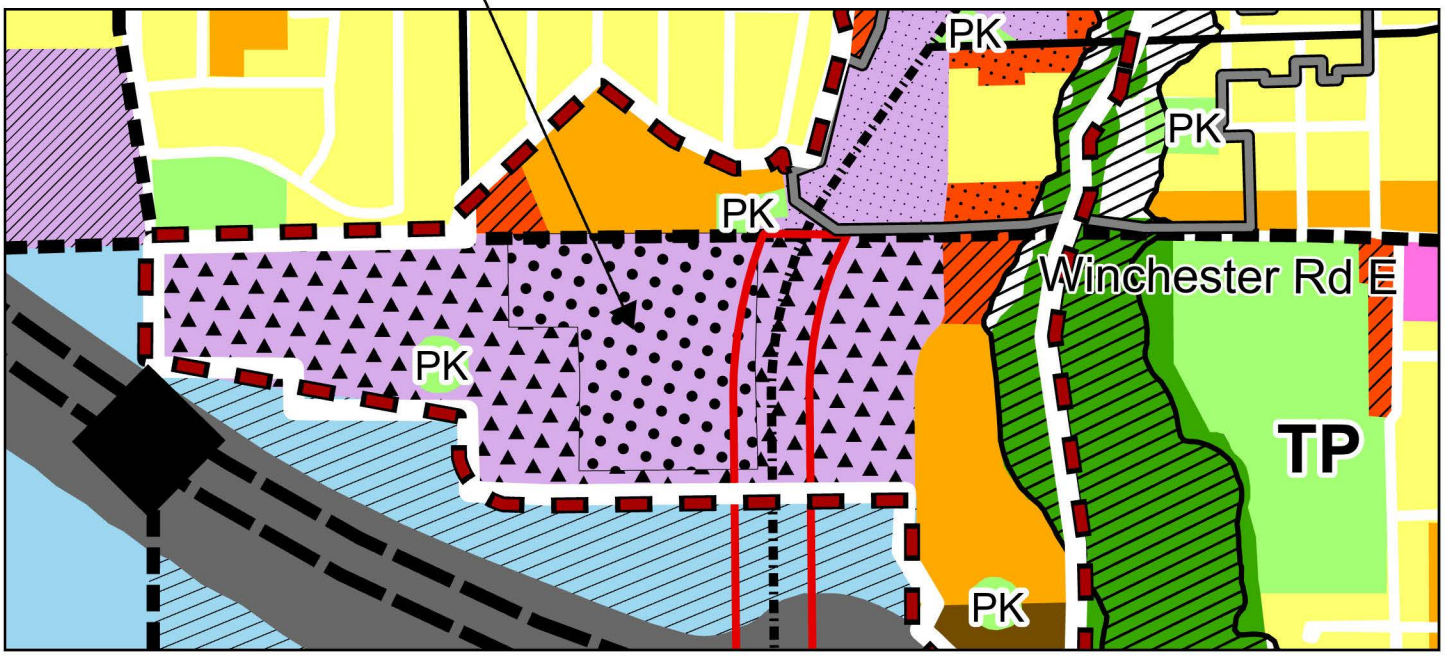
Implementation: The provisions set forth in the Town of Whitby Official Plan, as amended, regarding the implementation of the Plan shall apply in regard to this amendment.

Interpretation: The provisions set forth in the Town of Whitby Official Plan, as amended, regarding the interpretation of the Plan shall apply in regard to this amendment.

Exhibit 'A' to Official Plan Amendment #150
to the Town of Whitby Official Plan



Change from: 'Major Commercial'
to 'Major Commercial-1'



LEGEND

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Local Commercial
- Special Purpose Commercial
- Heritage Commercial
- Major Commercial
- Major Commercial -1
- Mixed-Use 1 - Community Central Area
- Mixed-Use 2 - HCD
- Mixed-Use 3
- Prestige Industrial
- Business Park
- General Industrial
- Major Open Space
- DP District Park
- LP Local Park
- PK Parkette
- TP Town Park
- Institutional
- Secondary Schools
- Elementary Schools
- Natural Heritage System
- L Linkage in NHS
- D1 Deferred by the Region of Durham
- Lands subject to Durham Regional Official Plan Policy 14.13.7 - D2
- Natural Hazards
- Utility
- HP Health Precinct Special Policy Area
- Community Central Area
- Major Central Area
- Heritage Conservation District Boundary
- Secondary Plan Boundary
- Special Policy Area - Refer to Section 11.5.31.6
- Full Interchange
- Potential Interchange (Subject to Further Study)
- Grade Separation
- Potential Grade Separation
- Future Transitway Station
- Controlled Access Highway (Freeway)
- Type A Arterial
- Type B Arterial
- Type C Arterial
- Collector Road
- Greenbelt Plan Boundary

Brooklin Community Secondary Plan

Schedule **J**

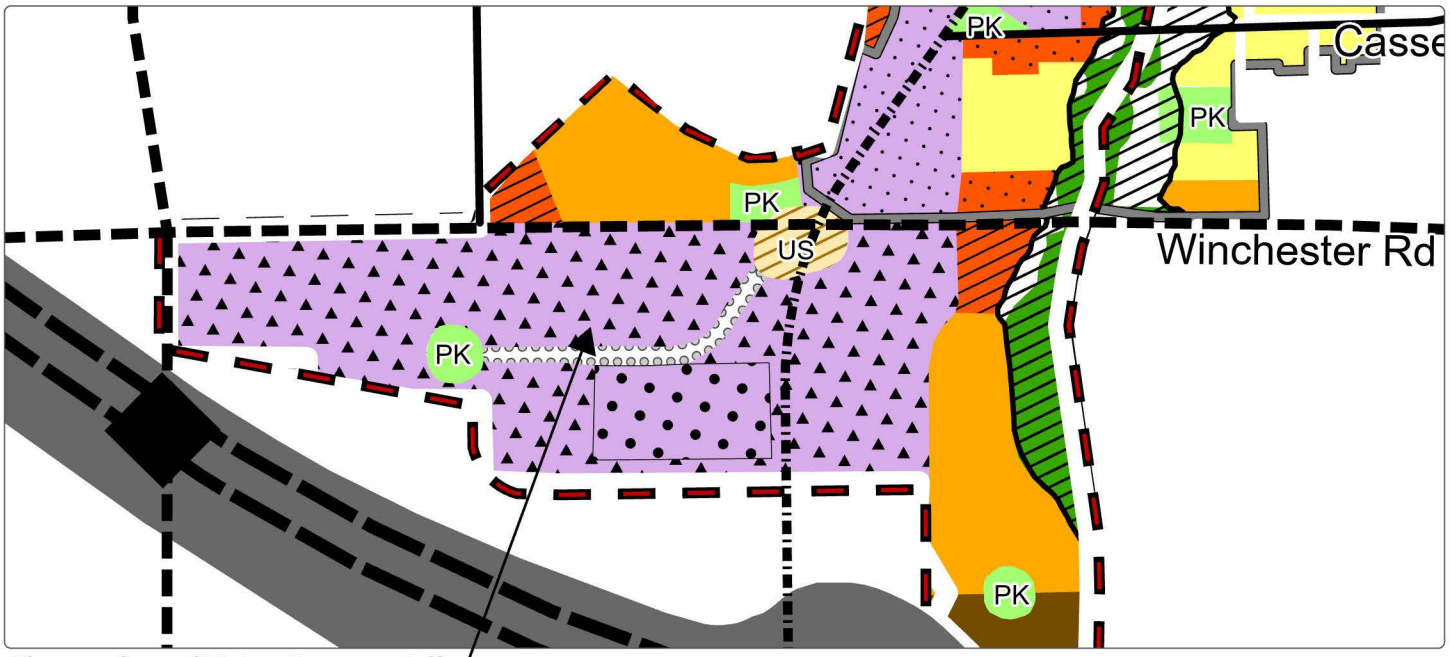
Town of Whitby

N

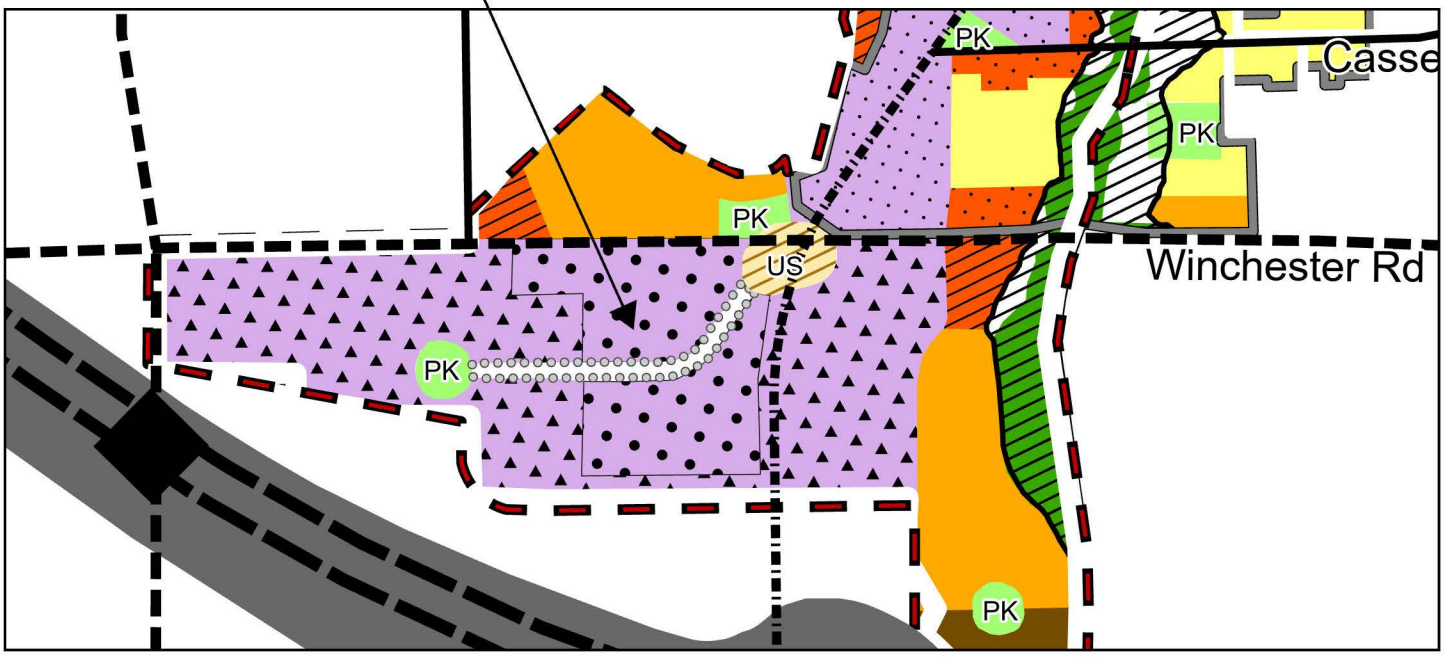
Whitby

0 62.5 125 250 Metres

Exhibit 'B' to Official Plan Amendment #150
to the Town of Whitby Official Plan



Change from: 'Major Commercial'
to 'Major Commercial-1'



Legend

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Heritage Commercial
- Major Commercial
- Major Commercial -1
- Mixed-Use 2 - HCD
- Mixed-Use 3
- Major Open Space
- Natural Heritage System
- Natural Hazards
- PK Parkette
- Urban Square
- Institutional
- Major Central Area
- Heritage Conservation District Boundary
- Pedestrian Promenade with Ground Floor Animation
- Controlled Access Highway (Freeway)
- Type B Arterial
- Type C Arterial
- Collector Road
- Full Interchange
- Grade Separation
- Future Transitway Station

Downtown Brooklin Major Central Area Brooklin Community Secondary Plan

Schedule **J1**

Town of Whitby

Whitby

0 62.5 125 250 Metres

Attachment #8
Public Meeting Minutes
Files DEV-01-26 (OPA-2026-W/01), DEV-40-25 (Z-22-25)

Separate Public Meetings were held for the Official Plan Amendment Application (DEV-01-26, OPA-2026-W/01) and Zoning By-law Amendment Application (DEV-40-25, Z-22-25). The Minutes from each Public Meeting are provided below.

DEV-01-26 (OPA-2026-W/01) Public Meeting Minutes, March 2, 2026

Brad Anderson, Principal Planner, Development, provided a PowerPoint presentation which included an overview of the application.

Christian Jattan, representing Winash Developments Ltd., provided a PowerPoint presentation which included a detailed overview of the application.

The Chair indicated that comments would now be received by members of the public. Kevin Cosgrove, Resident, expressed concern about reducing the minimum required building height for non-residential buildings from two storeys to one storey. Richard Klingler, Resident, expressed concern about reducing the minimum required building height for non-residential buildings from two storeys to one storey.

There were no further submissions from the public.

DEV-40-25 (Z-22-25) Public Meeting Minutes, December 8, 2025

Brad Anderson, Principal Planner, Development, provided a PowerPoint presentation which included an overview of the application.

Christian Jattan, representing Winash Developments Ltd., provided a PowerPoint presentation which included a detailed overview of the application.

The Chair indicated that comments would now be received by members of the public.

There were no submissions from the public.

Attachment #9
Agency & Stakeholder Detailed Comments
Files DEV-01-26 (OPA-2026-W/01), DEV-40-25 (Z-22-25)

The Official Plan Amendment Application (DEV-01-26, OPA-2026-W/01) and Zoning By-law Amendment Applications (DEV-40-25, Z-22-25) were circulated separately.

Comments received on the Official Plan Amendment application were limited, generally indicating no objection and/or that technical issues would be addressed through the review of the Zoning and Site Plan Applications.

Comments received on the Zoning By-law Application are below.

Internal Departments

Community Services – Parks Planning

Cash in Lieu of Parkland

Cash-in-lieu of Parkland will be required for any net developable area that exceeds the block area of the registered subdivision agreement (SW-2017-08).

Conditions of Site Plan Approval

The following conditions shall be incorporated into the Site Plan agreement:

1. The Applicant provide Cash-in-lieu of Parkland based on a rate of based on 2% for any net developable area that exceeds the block area of the registered subdivision agreement (SW-2017-08).

2. The proponent shall provide a certified land appraisal to the Town prior to executing the site plan agreement, in order to calculate the cash-in-lieu of parkland to paid. The land appraisal and land value will be considered valid for up to one year. If the land appraisal is older than one year, then an updated appraisal or adjustment to the land value may be requested at the discretion of the Town.

Strategic Initiatives

Economic Development

Economic Development staff continue to be fully supportive of this development proposal.

We encourage the proponent to continue engaging with our team as the project progresses, particularly as opportunities arise to market the space to potential businesses. Our team frequently receives inquiries from businesses seeking this type of commercial space in Whitby, so staff would appreciate any insight on anticipated timelines for availability.

Staff are happy to collaborate and provide support as the development moves forward.

Sustainability Comments

Thank you for indicating that as per the landscape plan, the development has incorporated green spaces and high-quality landscape treatments and that bioswales and permeable paving along with other similar infiltration measures have been incorporated into the proposed site design.

Thank you for also providing the Whitby Green Standard Checklist through the portal and the details you provided. However, we do require more information to understand how energy performance 15% above OBC requirements is not feasible for the site.

Creative Communities Comments

The Renderings for the Urban Plaza and Gateway examples shown provide some good visualization as to the entry feature into this site. The Creative Communities team prefers the use of the corton steel material as shown in some of the designs as this mimics similar material that is used as part of the Wheat Sheaf design on the Southeast corner gateway and is in line with previous studies which attributes this material with the former railway and farming equipment.

The Creative Communities team supports the proposed location of public art for this project. The proposed 'Brooklin' art feature of block letters stacked on top of each other creates quite a landmark piece in terms of scale and gateway into the site. Staff would be happy to continue to work with the applicant further to review final material/colour breakdown before they go to fabrication. Staff can also provide information such as potential artists, public art processes and community engagement opportunities.

Engineering Services

The submitted materials have been reviewed for the purpose of this application:

- Architectural Package, dated September 16, 2025, by Turner Fleischer
- Grading Plan, dated September 12, 2025, by KWA Site Development Consulting
- Servicing Plan, dated September 12, 2025, by KWA Site Development Consulting
- Erosion and Sediment Control Plan, dated September 12, 2025, by KWA Site Development Consulting
- Storm Drainage Plan, dated September 12, 2025, by KWA Site Development Consulting
- Site Details (SD1, SD2), dated September 12, 2025, by KWA Site Development Consulting
- Planning Rationale Report, dated September 2025, by GHD
- Topographic Survey (Triangle Parcel), dated November 26, 2024, by J.D. Barnes Limited
- 40R-32216 Plan, dated May 30, 2023, by J.D. Barnes Limited
- Parcel Abstract, dated August 7, 2025
- Comment Response Matrix, dated September 22, 2025, by Winash Developments Limited

- Preliminary Geotechnical Investigation, dated May 24, 2017, by Golder Associates Ltd.
- Construction Management Report, dated September 12, 2025, by Winash Developments Ltd.
- Hydrogeological Investigation, dated September 2017, by Soil Engineers Ltd.
- Functional Servicing and Stormwater Management Report, dated September 12, 2025, by KWA Site Development Consulting
- Easement Transfer (Pedestrian Access), dated July 14, 2025

Zoning By-law Amendment Application

The Subject Property is subject to the Town of Whitby Zoning By-law 1784 and is currently zoned 'CMU*-12' – Commercial Mixed-Use Zone, Exception 12. A Zoning By-law Amendment is required to re-zone a segment of the site and to implement revised development standards to enable conformity with the applicable Town of Whitby Official Plan policies.

Engineering Services has no objection to the proposed Zoning By-law Amendment.

External Agencies

Region of Durham

The subject lands are located within Registered 40M-2747 part of the lands of Winash Developments Ltd. subdivision SW-2017-08. In March 2023, matters of Provincial interests were addressed at the time of registration of the subdivision.

Regional Servicing

Site Servicing Plan – Phase 2 (Dwg SSP-PH2)

- Municipal water and sanitary servicing to Phase 2 of this development are to be extended from the Phase 1 servicing. Domestic water and fireline are to be extended after the existing mechanical room in Phase 1.

- Label the existing and proposed inverts for existing SAN MH 1A.

Next Submission

Please provide the following item in the next site plan submission:

- Revised the Site Servicing Drawing for our record.

Conclusion

The proposed application would facilitate the development of a commercial plaza on the subject lands. The development proposal supports mix of uses and compact built form through infilling developments.

In the Region's review of application, the Region raised issues with the Site Servicing Plan. The Region's above comments can be addressed in the next site plan submission.

Central Lake Ontario Conservation Authority

Thank you for circulating Central Lake Ontario Conservation Authority (CLOCA) the materials associated with the first submission of the above-noted development applications. CLOCA staff have reviewed them for consistency with the natural hazard policies of the Provincial Policy Statement, as well as for conformity with Ontario Regulation 41/24 of the Conservation Authorities Act. Our review has also included their context within any appropriate watershed management guidelines and documents, and/or related policies within the local and regional Official Plans.

Zoning By-law Amendment Application

CLOCA has no objection to the zoning by-law amendment. Please find below comments from CLOCA technical staff related to the Site Plan approval application.

Environmental Engineering

Please find appended a technical memo from CLOCA's environmental engineering staff. Please address these comments through the next submission.

Conclusions

A CLOCA permit will not be required as this block of the development is located outside of the CLOCA regulated area.

CLOCA staff request that prior to any final approval of this site plan application that the provided comments be addressed to our satisfaction.

Appropriate plan review fees related to CLOCA's review of the Site Plan application should be paid prior to final approval of the Site Plan application.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: DEV-22-25: Zoning By-law Amendment Application, Garrard Limited Partnership, 5305 and 5365 Garrard Road, File No. Z-13-25.

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **PDP 20-26**

Department(s) Responsible:

Planning and Development Department (Planning Services)

Submitted by:
R. Saunders, Commissioner of Planning and Development

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

J. Taylor, Director of Planning Services, 905-444-2908

M.Guinto, Planner II, 905-444-1936

1. Recommendation:

1. **That Council approve an amendment to Zoning By-law No. 1784 (Z-13-25), as set out in Planning Report PDP 20-26, and,**

2. **That a By-law to amend Zoning By-law No. 1784 be brought forward for consideration by Council.**

2. Highlights:

- A Zoning By-law Amendment has been submitted by GHD, on behalf of Garrard Limited Partnership, for the land municipally known as 5305 and 5365 Garrard Road.

- The Zoning By-law Amendment Application proposes to change the current zoning from Agricultural (A) Zone, Prestige Industrial – Exception 3 (MI-3) Zone, and Greenbelt (G) Zone to appropriate zone categories to permit the proposed development of a single-storey industrial warehouse building with associated office space.

3. Background:

3.1. Site and Area Description

The subject land is located on the east side of Garrard Road, north of Conlin Road. The subject land is municipally known as 5305 and 5365 Garrard Road (refer to Attachment #1). The subject land is approximately 9.8 hectares (24 acres) in size. Approximately 8.8 hectares (21.7 acres) of the subject land is proposed to be developed, with the remaining lands to be utilized for wetland conservation and a stormwater management pond.

The subject land is currently vacant. Surrounding land uses include the following:

- A single-detached dwelling and a vacant parcel (future industrial uses) to the north;
- Residential homes to the east (City of Oshawa);
- A future Mid-Block Arterial Road (Kent Mills Road) and existing Amazon Warehouse to the south; and,
- Vacant lands (future industrial uses) to the west.

3.2. Application and Proposed Development

A Zoning By-law Amendment Application has been submitted by GHD, on behalf of Garrard Limited Partnership, to develop a single-storey industrial warehouse with 29,800 m^2 (320,765 ft^2) of floorspace (refer to Attachment #3).

The Zoning By-law Amendment Application proposes to change the current zoning from Agricultural (A) Zone, Prestige Industrial – Exception 3 (MI-3) Zone, and Greenbelt (G) Zone within Zoning By-law No. 1784 to appropriate zone categories to accommodate the proposed development.

A Site Plan Application will be required to be submitted in the future.

3.3. Documents Submitted in Support

The following documents were submitted in support of the application:

- Cover Letter, prepared by GHD, dated March 2025.
- Arborist Report, prepared by ARCADIS, dated December 2024.
- Stage 1 and 2 Archaeological Assessment, prepared by Lincoln Environmental Consulting, dated March 2025.

- Civil Engineering Drawing Set, prepared by MTE Consultants, dated October 2024.
- Functional Servicing and Stormwater Management Report, prepared by MTE Consultants, dated February 2025.
- Geotechnical Investigation, prepared by MTE Consultants, dated September 2023.
- Hydrogeological Characterization, prepared by MTE Consultants, dated July 2023.
- Conceptual Site Plan, prepared by GHD, dated March 2025 (refer to Attachment #3).
- Plan of Survey, prepared by J.D. Barnes Limited, dated April 2023.
- Transportation Impact Study, prepared by GHD, dated January 2025.
- Tree Protection Plan, prepared by ARCADIS, dated December 2024.
- Environmental Impact Study, prepared by Azimuth, dated September 2025.
- Phase One Environmental Site Assessment Report, prepared by MTE Consultants, dated August 2025.
- Phase Two Environmental Site Assessment Report, prepared by MTE Consultants, dated September 2025.
- Phase Two Environmental Site Assessment Reliance Letter, prepared by MTE Consultants, dated September 2025.

The above documents were distributed to relevant internal departments and external agencies for review and comment.

4. Discussion:

4.1. Envision Durham

The subject land is designated as Employment Areas on Map 1 – Regional Structure in the Envision Durham Official Plan. Employment Areas are intended to provide attractive and suitable locations for uses such as manufacturing, warehousing, storage, assembly, and processing (5.5).

4.2. Whitby Official Plan

The subject land is designated “General Industrial” and “Natural Heritage System” on Schedule ‘J’ – Brooklin Community Secondary Plan (refer to Attachment #4).

General Industrial

The predominant use of land designated as General Industrial is for the manufacturing, processing, assembly, servicing, storing of goods and raw materials, warehousing, and uses for similar and related purposes such as utility yard and functions, and transportation terminals (4.7.3.1.1).

The Natural Heritage System is comprised of an interconnected system of key natural heritage and hydrologic features and areas. The extent and exact location of areas shown as Natural Heritage System, including their features and significance are determined at a site level through Environmental Impact Studies or other environmental studies and may be further refined or delineated in the Zoning By-law.

4.3. Zoning By-law

The subject land is currently zoned Agricultural (A) Zone, Prestige Industrial – Exception 3 (MI-3) Zone, and Greenbelt (G) Zone within Zoning By-law No. 1784 (refer to Attachment #5). The current zoning does not permit the proposed use. Therefore, a Zoning By-law Amendment is required to permit the proposed development and to implement the Official Plan.

4.4. Conclusion

The proposed Zoning By-law Amendment implements the General Industrial land use designation of the Official Plan, while also respecting the environmental sensitivity of a portion of the lands. Therefore, it is recommended that Council approve the application.

5. Financial Considerations:

Not applicable.

6. Communication and Public Engagement:

A Public Meeting was held on June 16th, 2025, in accordance with the Town of Whitby Official Plan and the Planning Act. This meeting provided the public, interested persons, and agencies the opportunity to make representation in respect of the Zoning By-law Amendment Application. The meeting minutes are included in Attachment #6.

There was one oral submission made, in which a resident expressed concern regarding increased tractor-trailer traffic and the associated impact to safety and strain on local infrastructure.

In response, it is recognized that the subject lands and broader contiguous area is a developing employment area and that the transportation systems in the area have been maintained to provide for such development, including the on-going construction of Kent Mills Road.

All individuals who registered as an interested party at the statutory public meeting and any individual who provided written correspondence to the Town have been provided notice of the April 13th, 2026, Committee of the Whole Meeting.

7. Input from Departments/Sources:

Internal Departments

Town of Whitby Engineering Services:

Engineering Services does not object to the proposed Zoning By-law Amendment Application. Engineering Services' outstanding comments will be addressed as part of a future Site Plan Application.

Whitby Fire and Emergency Services:

- Identify Principal Entrance on site plan.
- Indicate location of fire department connections on site plan.
- Indicate location of fire hydrant(s) on site plan and distance to FDC.
- A fire access route shall be provided in accordance with OBC 3.2.5.6.
- Provide fire access route sign locations as per Town of Whitby Bylaw 4084-97.
- Standpipe System to be provided if building height is more than 14m high measured between grade and the ceiling of the top storey as per OBC 3.2.9.1.
- A Water supply shall be provided as per OBC 3.2.5.5.7.
- Please note an Integrated Testing Coordinator may be required to provide an integrating testing plan and date of integrated system testing as per CAN/ULC S10001 for all buildings containing more than one fire and life safety system within it that are integrated with each other.

All of the above comments will be addressed in the future Site Plan Application.

External Agencies

Region of Durham:

The Region of Durham has no objection to the proposed Zoning By-law Amendment Application. The outstanding comments provided by the Region of Durham will be addressed as part of a future Site Plan Application.

Central Lake Ontario Conservation Authority (CLOCA):

CLOCA has no objection to the proposed Zoning By-law Amendment Application. The outstanding comments provided by CLOCA will be addressed as part of a future Site Plan Application.

Oshawa Executive Airport:

- The location appears to be within the Transport Canada Oshawa Executive Outer surface airport zoning. The proponent must ensure the maximum height of the development, all of its associated features and any cranes used do not exceed the maximum zoning as outlined in the Transport Canada Zoning Regulations for the Oshawa Executive Airport. We require a qualified engineer to overlay the zoning on property to confirm if there are any impacts.
- The proponent will be required to submit an application to the NAV Canada land use process. No impact on the instrument approaches at the airport will be accepted. This would be for both the development and any cranes used to construct the development. A response letter from NAV Canada illustrating no impacts prior to construction is required.
- The proponent must submit an application to Transport Canda to determine the need for obstacle lighting through Transport Canada's Aeronautical Assessment Form. We would want to see the response letter from Transport Canada prior to construction.
- If the proponent required a temporary obstacle (i.e. crane) to be above the maximum height as permitted in item 1 of this list at any time during the construction project, they must complete a Transport Canada – Temporary Zoning exemption request prior to construction.
- The proponent shall complete an Oshawa Airport Crane Permit application prior to erecting any obstacle into the airspace.
- The proponent shall ensure the new structure and associate refuge does not become a wildlife attractant due to its location in proximity to the airport.
- The applicant shall ensure that the storm water management pond (if applicable) cannot be used as habitat for waterfowl.
- If a storm water management pond or swim pond is proposed, the applicant shall retain a wildlife expert to complete a wildlife risk assessment to ensure the risk of wildlife strikes is mitigated due to the proximity of the airport. All mitigation measures must be implemented, and the airport's wildlife risk assessment must be updated to include the pond.

The majority of the above comments will be addressed through the future Site Plan Application.

8. Strategic Priorities:

The proposed Zoning By-law Amendment will permit the development of a single-storey industrial warehouse with 29,800m^2. The recommendations contained in this report align with Pillar 3 of the Community Strategic Plan by contributing to the Town's overall economic growth through job creation.

This report is in a fully accessible format, which addresses the Town's strategic priority of accessibility.

9. Attachments:

Attachment #1: Location Sketch

Attachment #2: Aerial Context Map

Attachment #3: Proponent's Proposed Site Plan

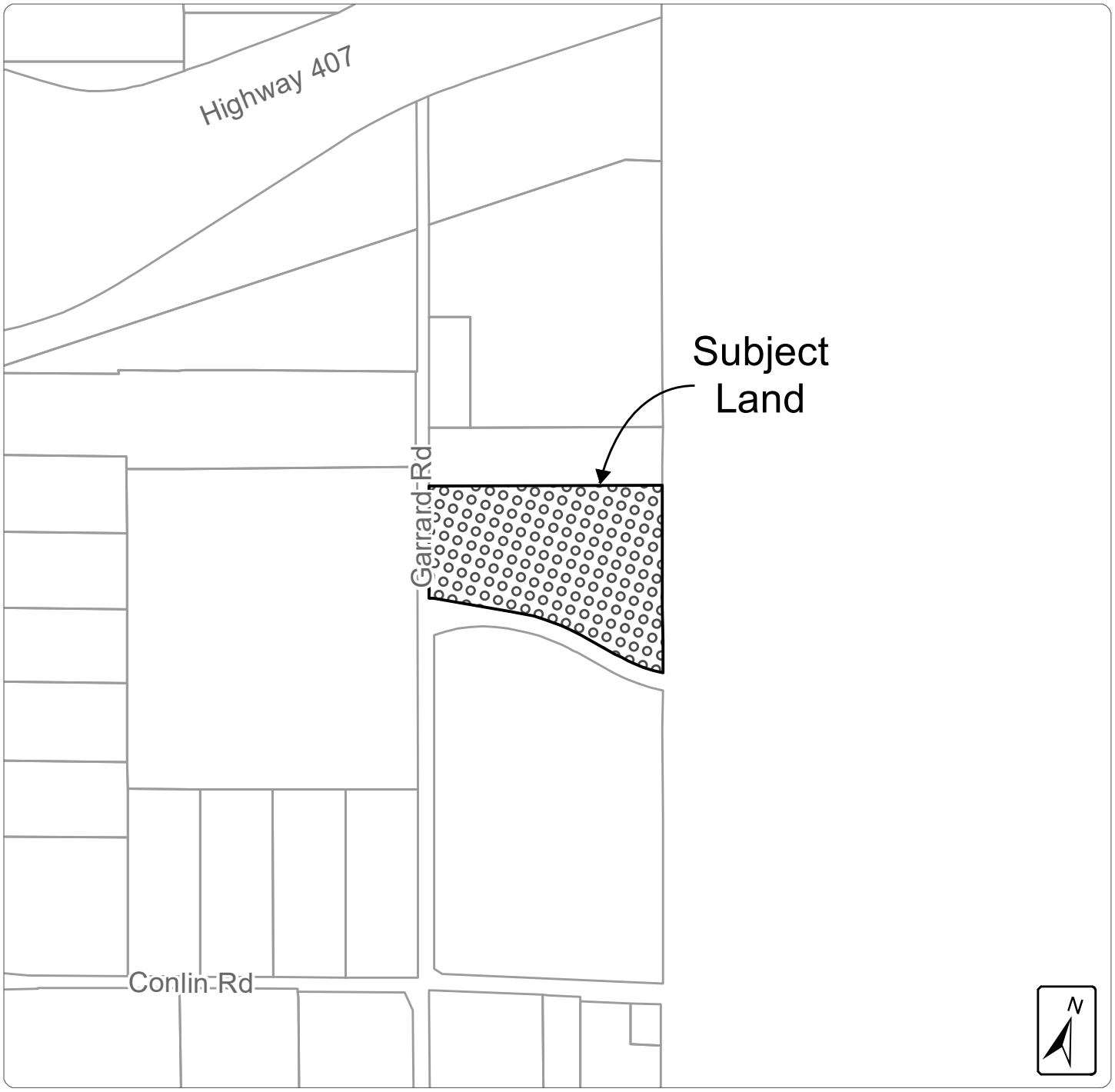
Attachment #4: Excerpt from Town of Whitby Secondary Plan Schedule 'J'

Attachment #5: Excerpt from Zoning By-law 1784

Attachment #6: Public Meeting Minutes

Attachment #7: Detailed Agency & Stakeholder Comments

Attachment #1
Location Sketch



Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
Garrard Coinvest Limited, Garrard Limited Partnership GP	DEV-22-25 (Z-13-25)	April 2026

External Data Sources:
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Attachment #2
Aerial Context Map

Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
Garrard Coinvest Limited, Garrard Limited Partnership GP	DEV-22-25 (Z-13-25)	April 2026

External Data Sources:
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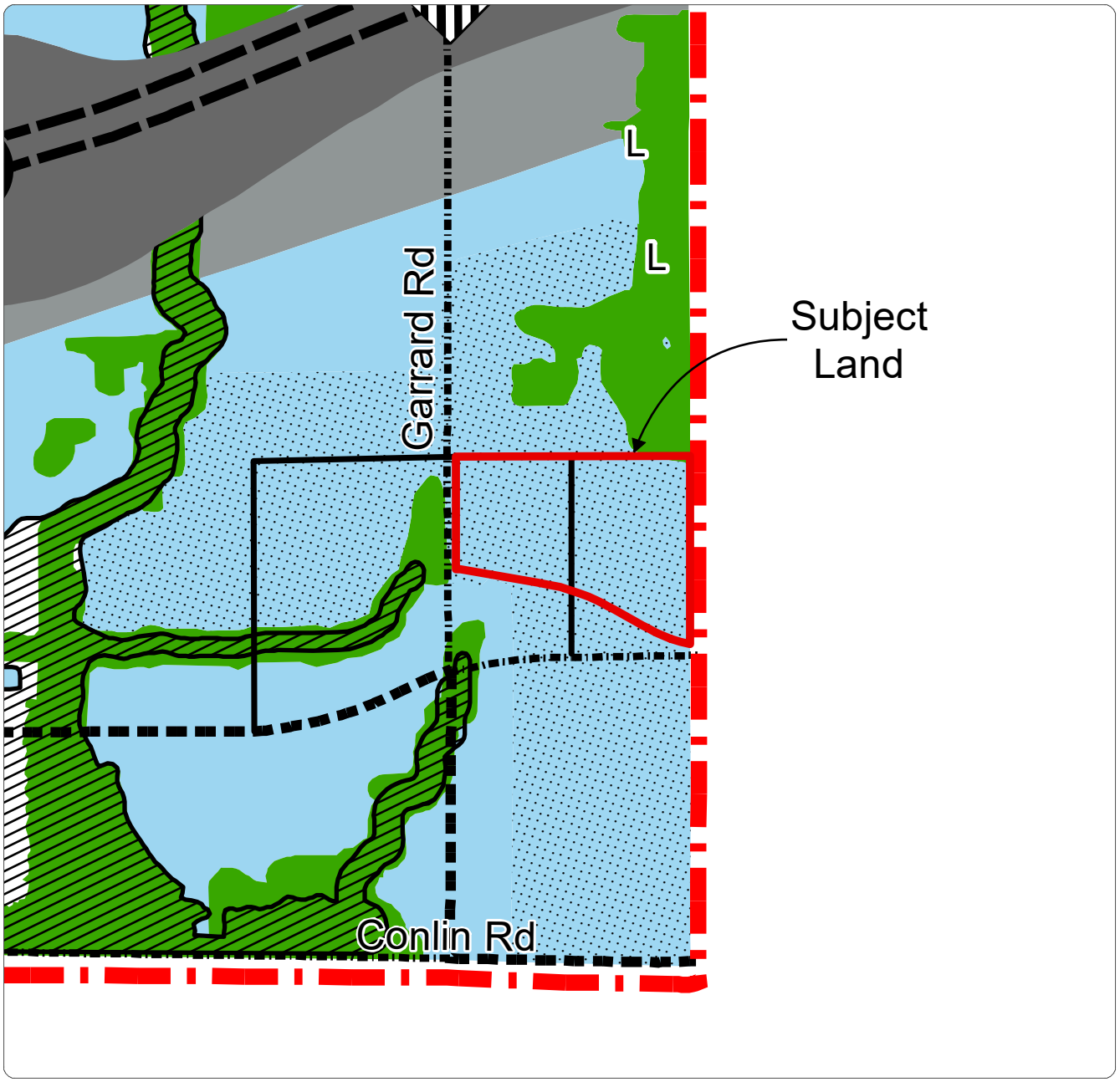
Attachment #3
Proponent's Proposed Concept Plan

Attachment #4
Excerpt from the Town of Whitby Secondary Plan Schedule 'J'



LEGEND

- Low Density Residential
- Medium Density Residential
- High Density Residential
- Local Commercial
- Special Purpose Commercial
- Heritage Commercial
- Major Commercial
- Major Commercial -1
- Mixed-Use 1 - Community Central Area
- Mixed-Use 2 - HCD
- Mixed-Use 3
- Prestige Industrial
- Business Park
- General Industrial
- Major Open Space
- DP District Park
- LP Local Park
- PK Parkette
- TP Town Park
- Institutional
- Secondary Schools
- Elementary Schools
- Natural Heritage System
- L Linkage in NHS
- D1 Deferred by the Region of Durham
- Lands subject to Durham Regional Official Plan Policy 14.13.7 - D2
- Natural Hazards
- Utility
- HP Health Precinct Special Policy Area
- Community Central Area
- Major Central Area
- Heritage Conservation District Boundary
- Secondary Plan Boundary
- Special Policy Area - Refer to Section 11.5.31.6
- Full Interchange
- Potential Interchange (Subject to Further Study)
- Grade Separation
- Potential Grade Separation
- Future Transitway Station
- Controlled Access Highway (Freeway)
- Type A Arterial
- Type B Arterial
- Type C Arterial
- Collector Road
- Greenbelt Plan Boundary

Excerpt from: Brooklin Community Secondary Plan

Schedule **J**

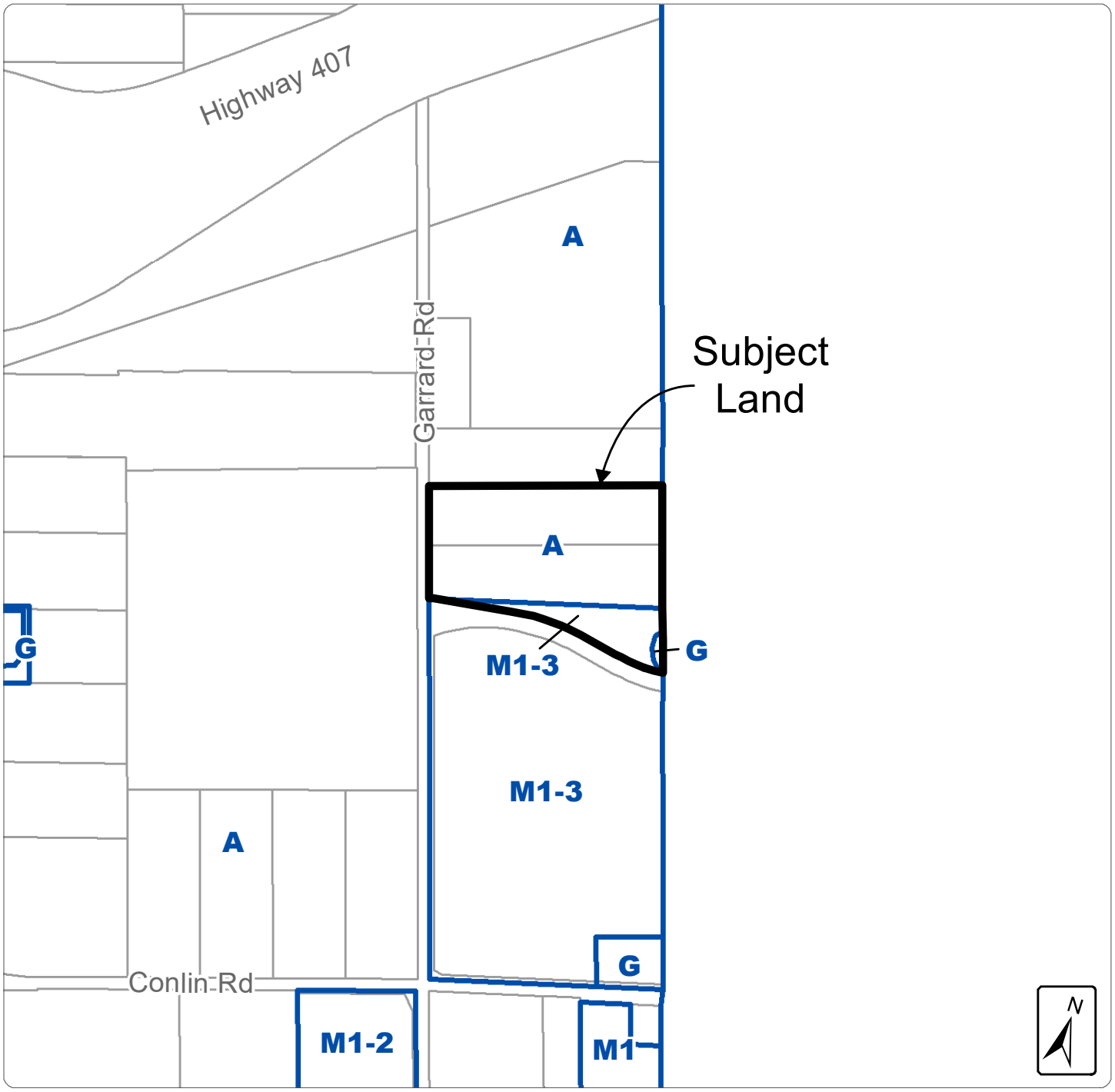
Town of Whitby

N

Whitby

0 65 130 260 Metres

Attachment #5
Excerpt from Zoning By-Law 1784



Town of Whitby Planning and Development Department

Proponent:	File Number:	Date:
Garrard Coinvest Limited, Garrard Limited Partnership GP	DEV-22-25 (Z-13-25)	April 2026

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Attachment #6
Public Meeting Minutes
DEV-22-25 (Z-13-25)

PDP XX-26, Planning and Development (Planning Services) Department Report

Re: Zoning By-law Amendment Application, GHD Limited on behalf of Garrard Limited Partnership, 5305 and 5365 Garrard Road, File Number: DEV-22-25 (Z-13-25)

Madrid Guinto, Planner I, Development, provided a PowerPoint presentation which included an overview of the application.

Steve Edwards, representing Garrard Limited Partnership, provided a PowerPoint presentation which included a detailed overview of the application.

Staff advised that Council and Staff received correspondence from Malone Given Parsons Ltd., on behalf of the Brooklin Landowners Group Inc., regarding conditions of their cost-sharing agreement with the Town.

The Chair indicated that comments would now be received by members of the public.

Daniel MacPherson, Resident, raised concerns regarding the increased traffic, noise, and loss of farmland resulting from the proposed development. Mr. MacPherson raised concerns about increased tractor-trailer traffic resulting in an impact to safety and strains on local infrastructure.

There were no further submissions from the public.

Attachment #7
Agency & Stakeholder Detailed Comments
File DEV-23-25 (Z-13-25) – 5305 and 5365 Garrard

Internal Departments

Engineering Services

Engineering Services supports the rezoning application subject to the site plan comments being addressed through a future site plan application.

Whitby Fire and Emergency Services

1. Identify Principal Entrance on site plan.
2. Indicate location of fire department connection on site plan.
3. Indicate location of fire hydrant(s) on site plan and distance to FDC.
4. A fire access route shall be provided in accordance with OBC 3.2.5.6.
5. Provide fire access route sign locations as per Town of Whitby Bylaw 4084-97.
6. Standpipe System to be provided if building height is more than 14m high measured between grade and the ceiling of the top storey as per OBC 3.2.9.1.
7. A Water supply shall be provided as per OBC 3.2.5.5.7.
8. Please note an Integrated Testing Coordinator may be required to provide an integrating testing plan and date of integrated system testing as per CAN/ULC S10001 for all buildings containing more than one fire and life safety system within it that are integrated with each other.

Planning Services

Planning Services supports the rezoning application subject to the outstanding comments being addressed through a future site plan application.

External Agencies

Region of Durham

The Region of Durham supports the rezoning application subject to the site plan comments being addressed through a future site plan application.

Central Lake Ontario Conservation Authority

The Central Lake Ontario Conservation Authority (CLOCA) supports the rezoning application subject to the outstanding comments being addressed through a future site plan application.

Oshawa Executive Airport

1. The location appears to be within the Transport Canada Oshawa Executive Outer surface airport zoning. The proponent must ensure the maximum height of the development, all of its associated features and any cranes used do not exceed the maximum zoning as outlined in the Transport Canada Zoning Regulations for the Oshawa Executive Airport. We require a qualified engineering to overlay the zoning on property to confirm impacts.
2. The proponent will be required to submit an application to the NAV Canada land use process. No impact on the instrument approaches at the airport will be accepted. This would be for both the development and any cranes used to construct the development. We would want to see the response letter from NAV Canada illustrating no impacts prior to construction.
3. The proponent must submit an application to Transport Canda to determine the need for obstacle lighting through Transport Canada's Aeronautical Assessment Form. We would want to see the response letter from Transport Canada prior to construction.
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5. The proponent shall complete an Oshawa Airport Crane Permit application prior to erecting any obstacle into the airspace.
6. The proponent shall ensure the new structure and associate refuge does not become a wildlife attractant due to its location in proximity to the airport.
7. The applicant shall ensure that the storm water management pond (if applicable) cannot be used as habitat for waterfowl.
8. If a storm water management pond or swim pond is proposed, the applicant shall retain a wildlife expert to complete a wildlife risk assessment to ensure the risk of wildlife strikes is mitigated due to the proximity of the airport. All mitigation measures must be implemented and the airport's wildlife risk assessment must be updated to include the pond.

New and Unfinished Business - Planning and Development

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
P&D-0005	Planning and Development (Engineering Services) Department Report, PDE 02-22 Re: Boulevard Permit Parking Program	That Report PDE 02-22 be referred to Staff to review concerns raised by the Committee.	28 Feb 2022	13 Mar 2023	11 May 2026	Boulevard parking will be reviewed and considered as part of the residential parking permit program.
P&D-0007	Thistledown Crescent Emergency Access Review	That Staff be directed to report on the following issues: c. Following the opening of Thistledown Crescent to Taunton Road, the implementation of a monitoring program with 24/7 traffic counter device to obtain traffic data on speed, volumes, and other metrics and report back to Council within one year of the road opening regarding the traffic impacts of the development and whether any additional traffic calming measures are required.	07 Mar 2022	TBD		The road has not been constructed. Monitoring, through Radar Message Boards, and observations will occur following the opening of the roadway. Timing is currently unknown. Date to report back will continue to be delayed until construction/opening is known.
P&D-0019	PDE 05-24, Planning and Development (Engineering Services) Department Report Re: Update Traffic By-law - No Parking on Hunter Street	This item was deferred at the Committee of the Whole meeting on June 10, 2024 to a future meeting to allow Town Staff and affected residents an opportunity to meet and review.	24 Jun 2024	28 Oct 2024	13 Apr 2026	
P&D-0023	Pre-Review of Ontario Housing Design Catalogue Housing Options	1. That Staff be directed to report to Council on the Ontario Housing Design Catalogue housing options and a process for the Town to incorporate the Housing Design Catalogue into the Town’s Building Permit Review and Approval process;	10 Nov 2025	23 Mar 2026	04 May 2026	A consultation meeting has been arranged with DRHBA in early 2026. Comments have now been received

Durham District School Board
400 Taunton Road East, Whitby, Ontario L1R 2K6
Phone: 905-666-5500; Toll Free: 1-800-265-3968

March 26, 2026

The Honourable Doug Ford, Premier
Premier's Office
Legislative Building, Queen's Park
Toronto, ON M7A 1A5

And

The Honourable Paul Calandra, Minister of Education
Ministry of Education
315 Front Street West, 14th Floor
Toronto, ON M7A 0B8

Sent via email: premier@ontario.ca; minister.edu@ontario.ca

Re: Request for Provincial School Board Governance Consultation Process

Dear Premier Ford and Minister Calandra,

On behalf of the Board of Trustees of the Durham District School Board, I am writing to request that a province-wide consultation process take place before making any governance changes or decisions that would result in the elimination of school board trustees.

The potential elimination of trustees is concerning and represents a significant shift in Ontario's education governance. Trustees serve as a longstanding, essential democratic link between local communities and the public education system. Any change of this magnitude should not be considered without seeking input through evidence-based research and meaningful public engagement.

It is essential that communities have an opportunity to fully understand and respond to the implications of a proposal that would remove school board trustees, which may have unintended negative consequences on the communities that we are elected to serve. We understand you have recently heard from a number of other boards across the province, and we strongly agree with the statement from our colleagues at Avon Maitland DSB that *"transparency regarding the rationale, objectives, and anticipated outcomes of this proposal is essential to maintaining public trust and ensuring informed dialogue."*

Durham Region includes diverse, urban, suburban, and rural communities, all with vastly varying histories and needs. Local representation ensures the unique needs of each of our communities are considered and met. As a Board of Trustees, we are firmly and proudly

Durham District School Board
400 Taunton Road East, Whitby, Ontario L1R 2K6
Phone: 905-666-5500; Toll Free: 1-800-265-3968

committed to promoting meaningful learning, connected communities, and well-being, being responsive to the priorities of the local community in carrying out our duties and responsibilities.

In parallel to this letter, we are also writing to the Ombudsman's Office to request an immediate review of the potential impacts of removing school board trustees with respect to fairness, openness, transparency, and accountability.

We thank you for your immediate attention to this important matter.

Sincerely,

Tracy Brown
Chair, Board of Trustees
Durham District School Board

cc.
Members of Provincial Parliament (MPPs) for Durham Region
Members of Parliament (MPs) for Durham Region
Regional Chair, Mayors and Council for Durham Region Municipalities
Ontario Public School Boards' Association and Members Board
DDSB Board of Trustees

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Amendments to Advertising and Sponsorship Policies

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 09-26**

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:
Sarah Klein, Deputy Chief Administrative Officer

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Karol Murillo Corrigan, Senior Manager, Economic Development, murillocorrigank@whitby.ca

Michelle Farrugia, Manager, Advertising and Sponsorship Sales
farrugiam@whitby.ca

1. Recommendation:

1. **That Council approve amendments to the Paid Advertising and Sponsorship Policy (Policy MS 390) and the Municipal Property and Facility Naming Policy (Policy MS 250) as outlined in Report CAO 09-26 as it relates to delegated authority for renewal agreements and updated insurance requirements; and,**

2. **That staff be directed to update all related administrative procedures and documentation to align with the revised policies, and that the updated policies be posted to the Town's website and incorporated into current Sponsorship Packages.**

3. Highlights:

- The Advertising and Sponsorship Division of Economic Development actively solicits the community for sponsorship participation in Town recreational facilities.

Top-level sponsorship packages including ‘Naming Rights’ to facilities are subject to Council approval.

- This report seeks Council approval for amendments to the Paid Advertising and Sponsorship Policy (Policy MS 390) and the Municipal Property and Facility Naming Policy (Policy MS 250) to clarify and align approval authorities: all new naming rights sponsorship agreements would continue to require Council approval, while renewals of existing naming rights agreements would be delegated to the CAO, or delegate, for approval.
- This report also seeks Council approval for the removal of mandatory insurance requirements for parties entering into paid advertising agreements where they do not have staff on-site for activations.

4. Background:

Advertising and Sponsorship, part of the Economic Development Division, Strategic Initiatives, is responsible for sponsorship sales initiatives, which include naming rights (title) to certain Town property features.

Under the current Municipal Property and Facility Naming Policy (Policy MS 250), staff are required to report to Council for approval of all corporate naming rights agreements including new and existing renewals.

The Paid Advertising Sponsorship Policy (Policy MS 390) creates a clearly defined environment and criteria for all types of paid advertising or sponsorship opportunities the Town offers. This policy serves as a guide relating to sponsoring Town events, projects, services and/or programs. The policy ensures that all paid Advertising and Sponsorship opportunities support a safe and welcoming environment for the community while on Town Property. The policy is intended to protect the Town’s integrity, as well as to safeguard the Town’s corporate values, image, assets and interests, while increasing opportunities for revenue generation.

Currently, individuals and organizations seeking to enter into paid advertising agreements with the municipality are required to obtain and provide proof of Commercial General Liability Insurance with coverage of two million dollars. The Client is responsible for providing a current Certificate of Insurance in a form satisfactory to the Town. While this requirement was originally intended to mitigate risk, it has created unintended barriers for small businesses, community groups, and individual advertisers. Removing insurance requirements for paid advertising agreements represents a balanced approach that reduces barriers, improves efficiency, and supports local economic activity while maintaining appropriate safeguards.

5. Discussion:

The updates to the policies focus streamlining processes by delegating authority for renewal agreements and updating insurance requirements.

The first recommendation is to transfer signing authority for naming rights renewals from Council to the CAO, or delegate. This will improve administrative efficiency, align with

good governance principles, clarify accountability, and enhance business responsiveness. Delegating signing authority to the CAO, or delegate, presents low risk, as Council has approved the original naming rights sponsors and only routine renewals are being recommended to be delegated. Under the current process, staff are required to prepare Council reports for renewal agreements, creating unnecessary administrative process as the sponsorship portfolio continues to grow. Allowing the CAO, or delegate, to execute standard renewal agreements will streamline operations, reduce report-writing, meeting preparation, and increase overall efficiency. This enables staff to focus on revenue generation and portfolio growth rather than repetitive administrative tasks, while allowing the program to expand without a proportional increase in reporting requirements. Under the proposed policy amendments, new naming rights agreements or renewals with material changes to terms or rights would require Council approval, maintaining strong governance and clear accountability.

Streamlining approvals enhances relationships with sponsors, who expect timely negotiations, clear decision-making authority, and professional contract execution. Council will be updated on renewals of naming rights through a Council Information Index memo. This process ensures that Council remains informed about all routine renewal agreements.

Updating signing authority for Naming Rights renewals to the CAO, or delegate, aligns the Town of Whitby with common municipal practice across the Region. Many Ontario municipalities delegate signing authority for sponsorship and naming rights agreements to senior administrative staff once Council has approved the governing policy and financial framework. For example, the City of Oshawa delegates execution of sponsorship and naming rights agreements to the City Manager or appropriate senior staff under its policy framework. Similarly, municipalities such as the Town of Ajax and the City of Pickering rely on delegation by-law structures that authorize senior administration to execute agreements that fall within approved parameters, while Council retains authority over policy direction and high-value or materially altered agreements.

The recommendation to remove the insurance coverage requirement when the advertiser is not present on site serves to lessen administrative complexity with minimal risk to the Town. The original insurance provision was established to safeguard the Town from liability risks linked to activities or events taking place on municipal property. However, in instances where advertisers do not physically access Town facilities for activations, the risk of such liability is substantially diminished or negated. Accordingly, staff recommend that insurance coverage is unnecessary for agreements where there is no on-site presence, ensuring that policy requirements align appropriately with the actual level of risk. Simplifying the process supports local economic growth by making municipal advertising opportunities more accessible and attractive, particularly for emerging and local enterprises. Many municipalities and organizations no longer require insurance for low-risk advertising agreements, relying instead on clear contractual terms, content guidelines, and indemnification clauses. This new approach will optimize revenue generation by removing unnecessary red tape.

6. Financial Considerations:

Not Applicable.

7. Communication and Public Engagement:

Staff will update the policies as needed and ensure that the Town's website and Sponsorship Packages reflect these revisions.

8. Input from Departments/Sources:

This report was developed in collaboration with internal departments, including Community Services, Legal and Financial Services.

9. Strategic Priorities:

This initiative is consistent with the Town's Community Strategic Plan, specifically Pillar 4 – Accountable & Responsive. Implementing these approval changes will enhance efficiency and effectiveness while reinforcing our commitment to continuous improvement.

10. Attachments:

Attachment 1 – Amendments to Paid Advertising Sponsorship Policy (MS-390 Policy)

Attachment 2 – Amendments to Municipal Property and Facility Naming Policy (MS-250 Policy)

Town of Whitby Policy

Policy Title:	Paid Advertising and Sponsorship Policy
Policy Number:	MS 390
Reference:	Council Resolution # 197-21
Date Approved:	June 21, 2021
Date Revised:	As Required
Approval:	Council
Point of Contact:	Advertising and Sponsorship Sales Manager

Policy Statement

The Town supports paid Advertising and Sponsorship opportunities with external companies and organizations that align with the Town's priorities and community values.

The Town recognizes Advertising and Sponsorship as a means to support programs, facilities, parks, and events. In some instances, Advertising and Sponsorship can offset the costs of municipal infrastructure, programs, and subsequent operations.

Purpose

The purpose of this Policy is to create a clearly defined environment and criteria for all types of paid Advertising or Sponsorship opportunities the Town offers.

This Policy will also serve as a guide relating to sponsoring Town events, projects, services, and/or programs.

The Policy shall ensure that all paid Advertising and Sponsorship opportunities support a safe and welcoming environment for the community while on Town Property.

The Policy is intended to protect the Town's integrity, as well as to safeguard the Town's corporate values, image, assets, and interests, while increasing the opportunities for revenue generation.

Scope

The Paid Advertising and Sponsorship Policy will:

- Ensure that all paid Advertising and Sponsorships align with corporate and community goals, values, and strategic objectives;

- Identify the assets (See Section 3.1) that are available for paid Advertising and Sponsorships;
- Provide a centralized approach and single internal point of contact to receive and process Paid Advertising or Sponsorship requests;
- Ensure Advertising and Sponsorship guidelines are clear and concise;
- Ensure all contract terms, conditions, and requirements are clear to Clients; and,
- Align with the Municipal Property and Facility Naming Policy (MS 250).

This Policy applies to all paid Advertising and Sponsorship on Town property or assets secured through a legal Agreement such as, but not limited to: rinkboard ads, backlit signs, digital ads, fleet Advertising, in-person and virtual special events, and programming.

Standard Operating Procedures supplementary to this policy will be developed to guide the execution of this policy.

This Policy is not intended for:

Any individuals or groups seeking Town product donations, Town sponsorships or funding (refer to the Mayor's Community Development Fund and Performing Arts Community Development Fund F 070).

Index

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2. Responsibilities 2
3. General 3
4. References 7

Definitions

1.1. **Paid Advertising** refers to the selling or leasing of space on Town assets or property to a client for the promotion of a product, service, or cause. The advertiser is not entitled to any additional benefits beyond access to the space purchased. Advertising is a straightforward purchase of space based on Town approved, pre-established rates, and locations for a specified period of time as outlined in an Agreement between the parties.

1.2. **Agreement** is a written and signed contract between two parties outlining the terms on which the parties agree, including, but not limited to, the duration of the Agreement, the dollar value, and the rights and benefits of each party, etc.

1.3. **Asset** refers to any Town owned structure or identifiable element including but not limited to, arenas, facility rooms or area within the property, rinkboards, backlit signs, digital TV's, and fleet vehicles.

1.4. **Client** refers to an external person, company, organization, or enterprise inquiring about and/or entering into an Agreement to purchase Advertising space or Sponsorship rights.

1.5. **Event** means a one-time, annual or infrequently occurring event or program coordinated by the Town and held on Town Property that is open to the public either free of charge or for a paid fee.

1.6. **Sponsorship** is a mutually beneficial business arrangement or partnership between the Town and a Client, wherein the Client contributes funds, goods, or services to a municipal project, event, program, initiative, or service in return for recognition, acknowledgement, or other promotional consideration, for a specified period of time or at a specified location.

1.7. **Town** refers to The Corporation of the Town of Whitby.

1.8. **Town Property** means all Town-owned property, and/or assets, including but not limited to: land, parkland, fleet, buildings, Town facilities (interior and exterior), and sport fields.

2. Responsibilities

2.1. Council to:

- Approve any new Naming Rights Agreements through Council Resolution, aligning with Municipal Property and Facility Naming Policy MS 250.

2.2. Chief Administrative Officer, or delegate, ~~AO~~ to:

- Serve as the signing authority for all Advertising and Sponsorship Agreements that represent a value equal to or greater than $25,000 annually~~.~~; and,
- Approve naming rights sponsorship renewals, provided the renewal does not alter existing naming rights, materially change agreement terms, or introduce new obligations requiring Council approval.

2.3. Advertising and Sponsorship Sales Manager to:

- Sell facility Advertising and Sponsorship opportunities, as outlined in this Policy, on behalf of the Town;
- Act as the central intake for all internal and external Advertising and Sponsorship requests;
- Serve, in addition to the CAO~~,~~ or delegate, ~~Department Head,~~ as the signing authority for Advertising and Sponsorship Agreements that represent a value of less than $25,000 annually that are not naming rights agreements; ~~and,~~

- Update Council on renewals of naming rights through a Council Information Index memo;
- Update Council on new naming rights agreements through a Report to Council;
- Review and recommend updates to this Policy, as required; and,
- Ensure up-to-date policies and administrative procedures are updated on Town platforms.

3. General

3.1. Types of Paid Advertising / Sponsorship

- **Facility Advertising**
  Assets available for advertising at various Town Properties, including, but not limited to, rinkboards, backlit signs, and digital ads.
- **Fleet Advertising**
  Fleet vehicles owned by the Town available for Advertising, such as street sweepers and zambonis.
- **Unique Advertising**
  Advertising opportunities on Town Property, including, but not limited to, temporary arena Naming Rights, youth room Advertising, off-leash dog park Advertising, and baseball shade screen Advertising.
- **Event Sponsorships**
  Sponsorship opportunities consisting of in-person and virtual Town special events held annually throughout the year, such as Canada Day and Whitby Lights the Night.
- **Program Sponsorships**
  Sponsorship opportunities consisting of in-person and virtual Town programs and services, such as those for children, youth, adults, and 55+.
- **Public Swim and Skate Sponsorships**
  Sponsorship opportunities that provide free public skating or swimming for the community in one of the Town facilities.
- **Municipal Property and Facility Naming Rights**
  To designate a Town facility, asset, or identifiable element with an official name or title, refer to the Municipal Property and Facility Naming Policy MS 250.
- **Custom Advertising and Sponsorship**
  The Town may also consider customizing Advertising and Sponsorship packages that align with the Town's corporate values and are mutually beneficial to both parties.

3.2. Solicitation and Management of Sponsorship

The Advertising Sponsorship and Sales Manager, when soliciting potential Advertisers and managing Sponsorships, will focus on the Town's strategic objectives and core values, and will:

- Ensure Advertising/Sponsorship Agreements will not grant a real or perceived personal benefit, directly or indirectly, to a Town employee or elected official or entitle any Client to influence any Policy position or business decision of the Town;
- Ensure Advertising/Sponsorship Agreements recognize and/or do not contravene any existing commitment or contract held by the Town;

- Ensure that, by entering into an Advertising/Sponsorship Agreement, the Town in no way endorses the products, services or ideas of any Client; and, likewise, that Clients are prohibited from implying that the Town sanctions their products, services, or ideas unless explicitly agreed to; and,
- Ensure there is no obligation for the Town to accept a proposed Advertising/ Sponsorship Agreement once reviewed;.

The Town reserves the right to terminate an existing Advertising/ Sponsorship Agreement where:

- tThe Client has not met their obligations under terms and conditions of their Agreement;
- Tthe Town's name is used outside the parameters of the Agreement, without consent; or,
- Tthe Client develops a public image inappropriate to or not in alignment with the Town's core values and/or objectives.

3.3. Paid Advertising Management and Limitations

- The Town will not accept advertisements that do not align with corporate goals, values, and strategic objectives or which, in its sole discretion, are considered to be irritating or offensive in style, language, content, tone, or method of presentation. The Town will not promote any cigarettes, cigars, vaping, marijuana, medicinal oils, or retailers of cannabis products (including edibles) or associated paraphernalia, alcohol, or tobacco products. The Town will not display any Advertising that promotes religious points of view, gambling, pornography, or is sexual in nature.

- The Town will not accept advertisements that condone or promote any form of discrimination, or present imagery that is derogatory, prejudicial, harmful to, or intolerant of, any specific group or individual, including that which is based upon race, national or ethnic origin, religion, age, sexual orientation, sex, marital or family status, record of offenses, or disability. No advertisements will exploit, condone, or incite violence or other unlawful behaviour, promote dangerous products, goods, or prohibited services.

- Clients whose programs and/or products are in direct competition to a Town program (fitness, swimming, instructions, etc.) will not be accepted.

- The Client will provide proof of artwork to the Town prior to production for approval. Any proposed Advertising that contains prohibited elements

- listed above will not be displayed and/or will be removed within 24 hours of contravention.

3.4. Compliance

All Advertising and Sponsorship Agreements must comply with federal and provincial statutes, regulations and municipal by-laws.

3.5. Insurance Requirements

The Town requires all parties conducting on-site activations to carry Commercial General Liability insurance with coverage of two million dollars ($2,000,000). ~~The Town requires two million dollars ($2,000,000) Commercial General Liability insurance including advertising liability with the Town added as additional insured.~~ The Client is responsible for providing a current Certificate of Insurance in a form satisfactory to the Town.

3.6 Advertising and Sponsorship Investment

The written agreement shall clearly outline the duration, terms, and conditions.

Fees are established for Advertising and Sponsorships using a market-based approach combined with key metrics, including visibility, number of impressions, level of exposure, etc. Based on unique situations, Sponsorship investments are a mix of assets, brand value, and audience segments.

Sponsorship opportunities offer flexibility to customize packages to meet both the Town and Clients' unique business marketing goals and objectives and offer additional community engagement opportunities.

4. References

- Municipal Property and Facility Naming Policy MS 250
- Mayor's Community Development Fund and Performing Arts Community Development Fund Policy F 070
- Community Sign Policy MS 090
- Use of Municipal Parks and Recreation Building and Lands MS 150
- Purchasing Policy F 080
- Special Events Policy MS 200
- Adopt-a-Park Program and Policy MS 030

This Policy is hereby approved by Council Resolution #197-21 on this 21st day of June, 2021.

Town of Whitby Policy

Policy Title:	Municipal Property and Facility Naming Policy
Policy Number:	MS 250
Category:	Municipal Service Levels
Reference:	Council Resolution #28-09 and #204-25
Date Approved:	February 9, 2009
Date Revised:	November 10, 2025
Approval:	Council
Point of Contact:	Community Services

Policy Statement

The naming of municipal properties, including buildings, parks and other features associated with Town owned properties are important for public identification, wayfinding, facilitating emergency access, and the promotion of civic identity. Given the significance associated with naming, this policy provides a clear and inclusive process to guide naming decisions for municipal properties and features covered by the scope of this policy.

Purpose

The objective of the policy is to:

a) Ensure that the naming of municipal properties reflects Whitby's commitment to diversity, equity, inclusion and reconciliation and as such ensures that the naming of municipal properties reflects the community's diverse history, cultures, and contributions, and promotes equitable representation.
b) Offer inclusive guidelines for the naming of municipal properties, property features and facilities.
c) Establish a transparent and equitable process and criteria for evaluating naming requests initiated by Council, Staff and members of the public.
d) Define criteria for determining names that are inappropriate or non-compliant with Town values.
e) Ensure naming reflects the property's prominence, supports wayfinding, celebrates the diversity of the community and fosters civic pride.

f) Enable community engagement in the nomination and selection of names.
g) Provide opportunities to support the Town's Truth and Reconciliation initiatives with Indigenous peoples.
h) Affirm Council's authority to name or rename municipal properties and features at its discretion, in alignment with the principles and criteria outlined in this policy.

Scope

This policy applies to all Town-owned Parks, Community Facilities and Property Features (collectively referred to as "Town properties and features"), including:

- Parks
- Community centres, arenas, and other specialty buildings and rooms
- Cultural venues
- Libraries
- Open spaces and trails
- Property features

Facilities that are not included:

- Streets
- Municipal parking lots
- Firehalls
- Stormwater management ponds
- Town-owned properties not open for community use

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1. Definitions

1.1. **Administrative Name** means a name assigned to a Town property or property feature pursuant to section 3.1(g) based on the criteria set out in sections 4.2 and 4.3(a) and (b).

1.2. **Community Facilities** means any buildings, spaces, or structures owned or operated by the Town that are intended for public use and serve the recreational, cultural, social, or educational needs of the community. This includes but is not limited to community centres, recreation complexes, arenas, libraries, cultural venues, and similar amenities accessible to residents and visitors.

1.3. **Corporate Sponsorship** refers to a reciprocal commercial transaction between the Town and a business entity whereby the business receives specific services, rights and privileges related to Municipal property for a defined period for a specific monetary fee. The intent of the transaction is to advance the commercial interests of the business – usually through marketing, communication, awareness and image enhancement. Corporate sponsorship is usually time specific (i.e. one to five years in duration).

1.4. **Donation** means a voluntary gift/transfer property (including cash) to the Town of Whitby without valuable consideration being provided in return. Donations may qualify for Donation Receipts for Income Tax purposes in accordance with the Canadian Income Tax Act and Canada Revenue Agency regulations.

1.5. **Indigenous Naming** means a name proposed in an Indigenous language or referencing Indigenous heritage, history, or cultural contributions. Such naming must involve consultation and collaboration with local Indigenous communities.

1.6. **Naming** means the designation of an official name or title to a particular park, municipal property or a property feature.

1.7. **Property Feature** means any substantial structure or identifiable element within a property including but not limited to rooms and areas within buildings, individual or groupings of sports fields, swimming pools and trails.

1.8. **Renaming** means the designation of a new official name or title to an existing and previously named property.

1.9. **Town Property** means all parks, community centres, arenas cultural venues, libraries, and like property owned and administered by the Town of Whitby and that provide for a public use by the community.

2. Responsibilities

2.1. Council has the responsibility to:

a) Approve municipal property and feature names based on this Policy, public consultation and the recommendations of staff.

b) Provide input on suggested names.

2.2. Staff of the Parks Planning and Development and Facilities Divisions have the responsibility to:

a) Oversee and manage the Municipal Property and Facility Naming Policy and updates, as needed.

b) Develop and implement Municipal Property and Facility Naming procedures related to the Policy.

c) Coordinate public consultation related to naming of Town properties and features.

d) Consult with the Town's Inclusion, Diversity, Equity and Anti-Racism (IDEA) Specialist and the Whitby Diversity and Inclusion Advisory Committee when evaluating names with cultural or commemorative significance.

e) Consult with the Town's Library Board when evaluating names for library facilities

f) Consult with Advertising and Sponsorship Sales Manager, to determine whether a Sponsorship opportunity exists.

g) Proposed Aadvertising and Sponsorship initiatives associated with the Municipal Property and Facility Naming Policy are to be approved by the Commissioner of Community Services.

h) Evaluate requests for renaming Town properties.

i) Report to Council on recommendations for the naming of Town properties.

3. General Requirements

3.1. Naming of Town Properties and Features

a) In general, the naming of the following Town properties and features shall be informed by consultation with the public:

i. Parks

ii. Community Facilities

b) Public consultation related to naming may be integrated into the planning and consultation process of capital projects.

c) Public consultation will provide opportunities for the public to submit a suggested name, including a brief explanation of the meaning of the name, and an explanation of how the proposed name complies with the naming criteria of this Policy.

d) As part of public consultation, staff will also provide a short-list of potential candidate names, based on the naming criteria of this Policy, for feedback.

e) A final list of candidate names, including a description of their meaning and alignment with this Policy, will be shared with the community so individuals can select/rank their preferred name(s).

f) The results of the public consultation will be included in the recommendation report to Council identifying the recommended name.

g) Properties and property features not listed under section 3.1 a) may be left unnamed, where appropriate, or assigned an Administrative Name by staff based on the criteria of section 4.2 and 4.3 (a and b) of this Policy.

h) There may be additional naming requirements for different types of properties and features listed under the scope of this policy identified in the associated procedures.

3.2. Renaming of Existing Town Properties and Features

a) Once a name is selected based on public consultation, the property or feature name should not normally be renamed. Council may consider renaming a property or feature on an exceptional basis, such as when new information regarding the appropriateness or effectiveness of a name becomes apparent.

b) Council reserves the right to initiate a renaming process for properties bearing names that are inconsistent with evolving community values, equity principles, or historical truths.

c) Properties and features that have been assigned an Administrative Name or which are unnamed may be renamed or named when directed by Council.

d) Where Council directs the renaming of a property or feature, a new name will be selected based on this Policy.

e) The cost and impact of changing existing signage and re-building community recognition should be considered before a property or feature is renamed.

3.3. Indigenous Naming Opportunities

a) Where consideration for naming opportunities to celebrate or commemorate Indigenous history or community members are identified by the public, or

through the Town's Truth and Reconciliation commitments, all indigenous naming opportunities will be developed in consultation with Williams Treaty First Nations (WTFNs) to ensure cultural accuracy and respect.

3.4. Reports to Council

a) Staff shall prepare a report for Council outlining the results of public consultation and any recommendations related to naming of a Town property or feature listed under section 3.1 and when otherwise directed by Council.

b) A report to Council is not required when a property or property feature is assigned an Administrative Name.

4. Naming Criteria

4.1. The suggestion of names for Town properties and features covered by this policy shall generally be based on:

i. Geographic features; and/or

ii. Names reflecting a positive image of the Town.

4.2. Geographic Features

a) Geographic names should be clear, descriptive and give a sense of place. They may include:

- A reflection of the location of the property or feature (unique community or neighbourhood identifiers).
- The name of the street where the property resides.
- A noteworthy physical, environmental, geological, topographical or scenic characteristic.
- Proximity to a recognizable facility or landmark.

4.3. Positive Image of the Town

a) Portray a strong positive image of Whitby, recognizing the historical, cultural and social significance of the area, the Town, region, province or country.

b) Are in keeping with a specific theme (historical, cultural, or other significance to the Town) that highlights and promotes activities and industries that are/were prevalent in Whitby.

c) Reflect the cultural, social, environmental and economic well-being of the Town and/or honour the significant contributions made by individuals, groups or organizations to the community.

d) Names with shared community significance put forward by residents as part of public engagement.

4.4. Use of Person Names

a) In accordance with this Policy, a person's name may be considered for a naming opportunity. Such use shall be limited to individual(s) who have:

- Made a significant contribution to Whitby or to a group or association within the community, which has improved the quality of life for Whitby residents. This includes retired Members of Council and staff that have made positive, lasting and acknowledged contributions to the Town;
- Demonstrated excellent, courageous, innovative or exceptional service to the citizens of Whitby, the Province of Ontario, or Canada;
- Worked to foster inclusion, equality and reduce discrimination; and
- Demonstrated themselves to be a recognized national or international figure/leader commonly acknowledged to have high standing and repute.

b) If the proposed name will identify a specific person, consent of the individual, or if deceased, consent of the family or next of kin (if the person is not a national or international public figure) is required.

c) Names should not be divisive in nature. When an individual or group is identified by a name, best efforts should be taken to ensure that the name is not seen as linked with discrimination, oppression and systemic racism nor in violation of community standards as they exist at the time of naming. Names that are otherwise offensive, misleading, or ineffective are also not permitted.

d) Suggestions for names in honour of individuals must be accompanied by a written biography of the individual, including a description of the individual's significant contribution and an explanation of why the honour should be given.

4.5. Names Not Eligible

a) Certain names will not be considered for municipal properties and features. This includes names which:

- Are duplicate, ambiguous, overly similar to other property names or would otherwise cause confusion;
- Would bring the image of the Town of Whitby into disrepute;
- Refer to gambling, tobacco, alcohol, cannabis, products or brands;
- May be seen as promoting or endorsing specific political, ideological, or religious positions;
- Would be considered discriminatory, derogatory or offensive according

to race, gender, ethnicity, sexual orientation, religion or similar factors;
- Convey a secondary negative or offensive connotation;
- Are of elected or appointed officials currently in office;
- Impair the ability of First Responders to respond to emergencies or impair the Town's ability to deliver services;
- Result in inappropriate abbreviations or acronyms;
- Fail to reflect the shared values of the Town;
- Exclude or marginalize people, identities or communities; and
- Are associated with criminal activity, colonial oppression, racism or historical injustice.

b) Council at its sole discretion may make the determination that a name is not eligible.

5. Corporate Sponsorship and Donations

5.1. The Town recognizes and supports Asset Sponsorship and Naming Rights as an alternative revenue generation strategy to offset costs associated with the provision of municipal services. Policy MS-390 Paid Advertising Sponsorship Policy defines the criteria and guidance related to paid advertising and sponsorship opportunities related to Town events, properties, projects, services and/or programs.

5.2. Where a Sponsorship or Donation opportunity is identified, the provisions of Section 5 will apply. Section 3 and 4 do not apply, unless otherwise stated, if a property or feature is being named pursuant to a sponsorship or donations opportunity.

5.3. Corporate Sponsorship

a) ~~Corporate sponsorship is undertaken for a variety of facility assets and events, including parks and recreation property features under the supervision of the Advertising and Sponsorship Sales Manager. Included in this activity is the sale of naming rights for specific properties and property features. Examples include corporately named arenas at Town sports facilities and the lounge at the Port Whitby Marina Clubhouse. Such sponsored names are offered for a specific time period at an agreed upon fee. Notwithstanding anything else in this Policy, section 4.5 shall apply to Corporate sponsorship.~~

~~a)~~ a) Corporate sponsorships are pursued for various facility assets and events, including parks and recreation property features, under the guidance and direction ~~supervision~~ of the Advertising and Sponsorship Sales Manager. This includes the sale of naming rights for specific properties and features, such as arenas at Town sports facilities and the lounge at the Port Whitby Marina Clubhouse. Naming rights are granted for a defined term at an

agreed-upon fee and defined within a legal agreement. Despite any other provision in this Policy, Section 4.5 applies to Corporate Sponsorships.

b) When offering sponsorship opportunities, names shall not replace or interfere with ~~or replace~~ the Town's wayfinding system or signage. For example, where arenas are identified by number within the wayfinding system~~the wayfinding system identifies arenas by number and directs users accordingly~~; in such cases, the ~~numbering~~ numerical designation must remain intact (e.g., *Arena 1 – Scotiabank*), ~~rather than being replaced~~and shall not be replaced solely with ~~by~~ a sponsor's name (i.e., not *Scotiabank Arena*).

c) Proposed Aadvertising and Sponsorship initiatives associated with the Municipal Property and Facility Naming Policy are to be approved by the Chief Administrative Officer (CAO), or delegate.~~Commissioner of Community Services.~~

d) ~~Corporate sponsorships for Town properties and features are to be approved by Council.~~The Chief Administrative Officer (CAO), or delegate, is authorized to approve all renewals of existing Naming Rights Sponsorships. The Advertising and Sponsorship Sales Manager is responsible for updating Council on renewals of naming rights through a Council Information Index memo.

~~d)~~ All new Naming Rights Sponsorship agreements will require Council approval. The Advertising and Sponsorship Sales Manager is responsible for ~~updating~~preparing a report seeking Council approval for~~on~~ new naming rights agreements ~~through a Report to Council~~.

5.4. Donations

a) Gifts to the Town that include a condition for naming (or where to donor receives valuable consideration in return (does not meet the definition of Donation and may be considered as a Sponsorship;

b) Donations may be eligible for Donation Receipts for Income Tax purposes in accordance with the Income Tax Act and guidance/regulations from the Canada Revenue Agency;

c) Should the Town wish to honour the donor with the naming of a property or property feature, after the Donation, for significant donations where a Donation Receipt has been issued by the Town, the following must be completed prior to the decision:

i. Community Services Staff must first obtain an independent estimate of the fair market value of the naming right to the satisfaction of the Town Treasurer;

ii. The Treasurer must confirm that the value of the naming right does not exceed CRA regulations for the advantage provided related to Gifts/Donations and the Town remains compliant with the Income Tax Act/CRA regulations. Currently, the threshold for consideration or advantage provided to a donor is 80%. Accordingly, if the value of the naming right provided to the donor is greater than 80% of the Donation value (and a Donation Receipt has already been issued by the Town), the Town cannot proceed with the proposed naming in honour of the donor.

day of ~~November, 2025~~XX.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Memorandum of Understanding between the Town of Whitby and the Canadian Musicians Co-operative 2026 to 2028

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 13-26**

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:
Sarah Klein, Deputy CAO

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Sophia Sousa, Culture & Tourism Coordinator

1. Recommendation:

1. **That Report CAO 13-26 be received for information;**

2. **That the Town enter into a three-year Memorandum of Understanding with the Ontario Musicians Co-operative Inc. (operating as the Canadian Musicians Co-operative) effective May 1, 2026 to December 31, 2028;**

3. **That the CAO and Commissioner Financial Services/Treasurer be authorized to execute the Memorandum of Understanding, and be delegated the authority to make amendments thereto subject to such amendments being mutually agreed upon by the Canadian Musicians Co-operative and the Town; and,**

4. **That Council provide an exemption to the Public Nuisance By-law 6714-13 for the duration of the Memorandum of Understanding with respect to the ability of Canadian Musicians Co-operative Performers to be able to receive a voluntary gratuity as part of the program.**

2. Highlights:

- The purpose of this report is to provide an update to Council on the 2023 to 2025 seasons of the Community Performance Program with the Canadian Musicians Co-operative and to recommend entering into a new three-year Memorandum of Understanding (MOU) from 2026 to 2028 to support local youth and young adults that are emerging musicians in the community through this program.

- Canadian Musicians Co-operative is a not-for-profit arts service organization dedicated to assisting emerging independent artists between 15 to 30 years of age to build sustainable careers intersecting the music industry in the 21st Century.

- Town staff have been collaborating with the Canadian Musicians Co-operative since 2021 to create meaningful opportunities for young musicians and cultural opportunities in the Whitby community.

- Town staff request Council consider an exemption from the Public Nuisance By-law No. 6714-13 to permit voluntary gratuities during a performance by Canadian Musicians Co-operative, as part of the program.

3. Background:

In March 2021, Council adopted Whitby's first-ever Culture Plan to support a collaborative, inclusive, and creative process to develop Whitby's cultural sector. This 10-year plan includes five strategic Directions, 20 Goals, and 75 Actions for the provision of arts and culture programs, services, and facilities in the municipality. The Plan looks at building capacity in the culture sector and acting as an economic driver to retain and attract talent and grow capital investment. A key direction from the Culture Plan (Direction 1, Goal 4, Action E) is to "Integrate live music programming within venues, facilities, and capital projects in support of a growing music scene." The Community Performance Program further develops this initiative and the creative economy in Whitby.

Since 2021, the Town has been collaborating with the Canadian Musicians Co-operative, a not-for-profit arts service organization dedicated to assisting new, emerging, and independent youth and young adult artists to build sustainable careers intersecting the music industry in the 21st Century.

Canadian Musicians Co-operative is a volunteer-led and accessible organization, funded in part by grants, sponsorships, and membership fees. They originally started in Simcoe County and, in 2021, expanded their organization to Durham Region, with Whitby being their first key partner.

The Canadian Musicians Co-operative program not only supports the creation of local music and performances but also provides behind-the-scenes training for artists, such as communication and networking skills, building artists' websites and skills using social media, business planning, bookkeeping and taxes,

technical skills such as cables, mixing a live performance, coaching, and health and safety. Canadian Musicians Co-operative develops the full music ecosystem so musicians can build a variety of skills to be deployed in a professional capacity.

In 2021, Council approved a pilot program and entered into a Memorandum of Understanding with the Canadian Musicians Co-operative through Report CAO 27-21, granting an exemption to the Public Nuisance By-law #6714-13 for performers participating in the Community Performance Program. With 16 artists and 30 performances logged between the 2021 and 2022 seasons, the pilot was considered a success, therefore, in 2023, Council approved a subsequent three-year MOU through Report CAO 04-23, which continued the same by-law exemption.

4. Discussion:

2023 to 2025 Seasons Recap

The Town has worked with the Canadian Musicians Co-operative since 2021 to provide musicians an outdoor venue for performances at three dedicated zones within the municipality. The zones included:

- Downtown Whitby (Celebration Square, Rotary Park, Dundas/Byron Parkette)
- Downtown Brooklin (Grass Park, Brooklin Community Centre and Library)
- Port Whitby (Whitby Pier, Heydenshore Park)

In 2023, the Town entered into a three-year Memorandum of Understanding (MOU), which outlined the roles and responsibilities of both parties.

The MOU defined a performer as an individual or group who is a member of the Canadian Musicians Co-operative and provides entertainment in the public realm for a voluntary gratuity from audience members. The performer's entertainment could include playing an instrument, singing or other forms of creative musical performance, as agreed to by the Town of Whitby.

Each season provided performers with set days/times in the week for scheduled performances, including Wednesdays, Thursdays, Friday evenings, Saturday and Sunday afternoons/evenings, with the program running from May 1 to Thanksgiving Monday.

From 2023 to 2025, 23 artists participated, with over 185 different performances logged (average of about 60 performances per season). Artist feedback on the program highlighted meaningful community impact and professional artist development. Performers consistently noted positive, welcoming interactions with audiences, including families and youth and increased public engagement year over year. Emphasis was also placed on the program's value in artist skill development such as timely technology set-up and improvement of stage presence through practice in public environments. Overall, artists felt that participating in the program was beneficial to advancing their careers in the music industry.

As described by program participant and saxophone artist Austin Bassarath, “I often played at Heydenshore Park and Whitby Pier, and the people in both areas were nothing but warm and kind-hearted to me. It happened to be one resident’s birthday, and he said it made his day when I played some of his requests. A lot of people also seemed very intrigued as some of them told me that it was the first time they’ve seen a live solo saxophone set before, and I’m glad I was able to give them that experience.”

Although staff had identified different possible locations for the musicians to perform, it was clear that the waterfront still remains the favourite location as it was a prime spot attracting many visitors/audiences.

On June 5, 2025, The Town collaborated with the Canadian Musicians Co-operative and Durham Region on the Beyond the Music: Business Skills and Branding Event at the Centennial Building in Downtown Whitby. Participants enjoyed networking and refreshments followed by several 90-minute workshops (running concurrently) focused on music business management and marketing. The Town provided opening remarks and in-kind support for the event space while Invest Durham and the Canadian Musicians Co-operative coordinated the workshops, networking, and refreshments. The event was an important initiative to connect and build on the collective talent and creativity in the music industry within the Town and Region.

Entering Into a New Three-Year Memorandum of Understanding (MOU)

With the general success of the program in the first five seasons, staff are recommending that the Town enter into a new three-year Memorandum of Understanding (MOU) with the Canadian Musicians Co-operative (see Attachment #1). Staff are also recommending that any future amendments to the MOU that are mutually agreed upon by both the Town and the Canadian Musicians Co-operative be delegated to the CAO and Commissioner Financial Services/Treasurer to execute.

The Town and Canadian Musicians Co-operative met and discussed opportunities to further enhance the program by helping promote the auditions for the program through the Town’s social media channels, sending information to the Town’s Youth Groups, collaborating on Canada Day and future Beyond the Music Events with Durham Region, and connecting the Canadian Musician’s Co-operative with local community groups like the Whitby Farmers’ Market.

Staff will revisit the MOU annually to ensure the program is successful and in line with the goals of the Culture Plan.

2026 to 2028 Seasons

This season would operate similar to the past three years with musicians able to play in one of three dedicated zones including Downtown Whitby, Downtown Brooklin, and the Waterfront. The Whitby Visitor’s Centre would be added as a new waterfront location for the duration of the MOU. The following days/times are offered:

a) Wednesdays 5:00 pm to 8:00 pm;

b) Thursdays 5:00 pm to 8:00 pm;

c) Fridays 12:00 pm to 8:00 pm;

d) Saturdays 12:00 pm to 8:00 pm; and,

e) Sundays 12:00 pm to 6:00 pm

The Canadian Musicians Co-operative would manage the performers and program logistics while the Town provides the space and supports the program through promotion.

5. Financial Considerations:

The Town will provide in-kind support in the form of room rentals at Town of Whitby facilities (e.g. for program auditions or workshops).

6. Communication and Public Engagement:

The Town will continue to support the Community Performance Program through social media posts, on the Arts and Culture microsite, and in the Town's calendar of events.

7. Input from Departments/Sources:

Staff in Strategic Initiatives have consulted with Community Services and Whitby Public Library staff regarding the use of the designated zones for performances. Staff have also consulted with Legal Services regarding the Memorandum of Understanding and By-law Services to address any concerns related to enforcement during the weekend, should those services be required. Staff have also consulted with Risk Management regarding insurance requirements and the Communications and Creative Services team regarding promoting the program on the Town's channels.

8. Strategic Priorities:

This initiative addresses the Town's Community Strategic Plan (Action 1.1.2) to "enhance Whitby's culinary and live music sectors through collaborative partnerships". This partnership between the Town and the Canadian Musicians Co-operative directly advances this action by offering live music programming in local public spaces.

The partnership with the Canadian Musicians Co-operative to create a Community Performance Program ensures accessibility is factored into both the location of public spaces (accessible locations and paths of travel being maintained). Sustainable business practices such as promoting the program through social media channels and reusing signage where available are being administered.

9. Attachments:

Attachment 1 – Memorandum of Understanding between the Town of Whitby and the Canadian Musicians Co-operative 2026-2028.

MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding made this 1st day of May, 2026.

BETWEEN

THE CORPORATION OF THE TOWN OF WHITBY

(the "**Town**")

- and -

ONTARIO MUSICIANS CO-OPERATIVE INC.

o/a CANADIAN MUSICIANS CO-OPERATIVE

(the "**OMCI**")

WHEREAS the Town is a municipal corporation subject to the provisions of the *Municipal Act, 2001, S.O. 2001, c. 25* , as amended;

AND WHEREAS OMCI is a not-for-profit arts service organization dedicated to assisting new generation and other independent artists build sustainable careers intersecting the music industry in the 21st Century;

AND WHEREAS the Town and OMCI entered into a Memorandum of Understanding dated April 14, 2023 (the "**Second MOU**") as approved by way of Council Resolution #71-23 on March 20, 2023;

AND WHEREAS the Town and OMCI wish to continue to collaborate to create meaningful opportunities for musician and cultural opportunities in the Whitby community by entering into a new three-year Memorandum of Understanding ("**MOU**") setting out the various roles and responsibilities for managing and maintaining a Community Performance Program within the Town of Whitby;

AND WHEREAS this MOU was approved by way of Council Resolution #XXX-26 on April 20, 2026;

NOW THEREFORE in consideration of the mutual covenants and agreements contained herein, and other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the parties agree to the following terms and conditions:

1. PURPOSE

1.01 The purpose of this MOU is to establish the roles and responsibilities between the Town and OMCI with respect to a three-year Community Performance Program in designated Performance Zones within the Town of Whitby.

2. DEFINITIONS

2.01 "**OMCI**" means the Ontario Musicians Co-operative Inc. operating as Canadian Musicians Co-operative and includes its directors, employees, and members.

2.02 "**Performer**" means an individual or group who is a member of OMCI, who provides entertainment in the public realm or space for a voluntary gratuity from audience members. Such entertainment includes playing an instrument, singing, or other forms of creative musical amplified performance as agreed to by the Town. This definition is inclusive of OMCI support personnel in administrative and technical roles.

2.03 "**Performance Zones**" includes three dedicated zones - Port Whitby, Downtown Whitby, and Downtown Brooklin – and each zone includes dedicated areas that can be used by a Performer, as set out on Schedule "A" attached hereto.

2.04 "**Community Performance Program**" means the three-year program in partnership with OMCI to create opportunities to showcase OMCI's Performer's in dedicated Performance Zones, providing musical performances throughout the Town of Whitby to support the directions and goals of the Town's Culture Plan.

2.05 "**Town**" means The Corporation of the Town of Whitby and includes members of Council, directors, officers, employees, and agents.

3. TERM

3.01 This MOU shall be effective for three years commencing May 1, 2026, and shall expire on December 31, 2028 (the "Term"), unless terminated earlier in accordance with this MOU.

4. THE TOWN'S ROLES AND RESPONSIBILITIES

4.01 The Town's liaison for the Term of the MOU will be the Culture and Tourism Coordinator. Any correspondence regarding the program, including issues or

concerns are to be addressed to the Culture and Tourism Coordinator who will advise the Senior Manager, Creative Communities when necessary.

4.02 The Town will assist with sourcing a location for OMCI's training programs. If a space is provided that is owned by the Town, this would be through an in-kind donation for use of that space.

4.03 The Town will assist with connecting OMCI to other Town of Whitby local organizations and stakeholders to provide opportunities for performers to play at other events / activities within the community.

4.04 The Town will assist with marketing OMCI's local events and performances through the Town's website and social media channels or other communication means, space permitting.

4.05 The Town agrees to issue permits for the Performance Zones starting May 1 through to Thanksgiving Monday during all years of the Term for live performances within blocks of time during the following days:

a) Wednesdays 5:00 pm to 8:00 pm;

b) Thursdays 5:00 pm to 8:00 pm;

c) Fridays 12:00 pm to 8:00 pm;

d) Saturdays 12:00 pm to 8:00 pm; and,

e) Sundays 12:00 pm to 6:00 pm.

These time blocks are subject to availability of Performers and are not a guarantee of total number or frequency of performances.

4.06 Performances will be subject to any provincial, regional, or local municipal restrictions. At the discretion of the Performer, the Town agrees to a 'slow close' whereby the Performer, acting reasonably, is able to slowly wind down their performance beyond the scheduled times noted above should the audience be engaged and enjoying the performance.

4.07 Recognizing that there is zero cost recovery associated with this MOU, the Town acknowledges that OMCI may choose to apply for grants or other funding opportunities to support their program activities taking place in the Town.

5. OMCI'S ROLES AND RESPONSIBILITIES

5.01 OMCIs liaisons for the Term of the MOU will be the Managing Director or, should any issues or concerns needing immediate attention arise by the Town or Performers, the Supervisor on Duty (the "**SOD**"). Any correspondence regarding the program, including issues or concerns are to be addressed to the Managing Director or SOD.

5.02 OMCI will provide and distribute identification badges to each Performer.

5.03 OMCI shall ensure that Community Performance Program Performers only sell merchandise at each performance related to the Performer's brand (i.e. CDs) and agree to no other selling of merchandise unrelated to the Performer.

5.04 OMCI will market the Community Performance Program in partnership with the Town through OMCI's website and social media channels or other communication means.

5.05 OMCI shall ensure the Performers are set up only within the dedicated Performance Zones and ensure that accessible paths of travel are maintained at all times while performing.

5.06 OMCI acknowledges that the Performance Zones are under the exclusive control of the Town and OMCI shall have no claim against the Town as a result of any change to the hours of the operation, hours of availability of the Performance Zones, cancellations due to inclement weather, or for times where there is maintenance on all or parts of the Performance Zones.

5.07 OMCI acknowledges that Town events are family friendly and, as such, will ensure all Performers agree to refrain from using coarse or offensive language or gestures during their performance.

5.08 OMCI and its Performers must comply with Federal, Provincial, and Municipal By-laws, and will adhere to the Town's Public Code of Conduct. Smoking and/or the consumption of alcohol, cannabis, and illegal substances are prohibited in

and around the Performance Zones at all times, including prior to, during, and following any performance.

5.09 OMCI shall provide the Town will a final summary report after the close of each season to ensure the program remains successful and provides opportunities for improvements if necessary.

6. INSURANCE

6.01 OMCI shall provide and maintain during the term of this MOU Commercial General Liability insurance acceptable to the Town and subject to limits of not less than $2,000,000.00 inclusive per occurrence for bodily injury, property damage, personal injury, contractual liability, owner's and contractor's protective coverage, contingent employer's liability, cross liability and severability of interest clause, products and completed operations and non-owned automobile liability.

6.02 Such insurance shall be in the name of OMCI and shall name The Corporation of the Town of Whitby as an additional insured thereunder. Such insurance shall contain an endorsement to provide the Town with thirty (30) days written notice of cancellation.

6.03 Evidence of insurance to be completed on the Town's Certificate of Insurance form, attached hereto as Schedule "B", prior to the execution of the MOU and during the term of the MOU, as requested. If requested by the Town, certified copies of the above referenced policy must be provided.

7. TERMINATION

7.01 The Town may terminate this MOU for any reason upon sixty (60) days prior written notice to OMCI. Either party may terminate the MOU where a party has breached the terms of the MOU and has failed to cure such breach within thirty (30) days notice of such breach.

8. REVIEW AND AMENDMENTS

8.01 There may be additional services or new issues that come forward for consideration between the Town and OMCI or the needs of the parties may change. In such circumstance, the party shall make written requests for amendments to the MOU to the Culture and Tourism Coordinator and such

request(s) will be reviewed and any amendments shall be agreed to in writing by both parties.

9. INDEMNIFICATION

9.01 Each party, together with its members of Council, directors, officers, employees and agents shall not be liable for any injury or damage including death, property, loss, or damage sustained by the other party, together with its members of Council, directors, officers, employees, agents, contractors, subcontractors, volunteers, or any other third party that is in any way attributable to anything done or omitted to be done by the other party in the performance of this MOU.

9.02 Each party shall at all times defend, indemnify, and save harmless the other party, together with its members of Council, directors, officers, appointees, employees and agents from and against any and all claims, demands, losses, damages, actions, costs, or expenses (including but not limited to legal fees, disbursements, and taxes on a solicitor-client basis), suits, or other proceedings by whomsoever made, sustained, brought, or prosecuted is in any way attributable to the negligence or wilful misconduct of the other party, its members of Council, directors, officers, employees, agents, contractors, subcontractors, or volunteers in connection with this MOU.

9.03 This indemnity shall survive the termination or expiration of this MOU.

10. NOTICE AND REPRESENTATIVES OF THE PARTIES

10.01 Any notice or communications given under this MOU shall be in writing and any such notice shall be served by mail, personal delivery, or e-mail at the following addresses:

In the case of notice to the Town:

Culture & Tourism Coordinator
575 Rossland Road East
Whitby ON L1N 2M8
culture@whitby.ca

In the case of notice to OMCI:

Ontario Musicians Co-operative Inc.
Managing Director

P.O. Box 22054 RPO Big Bay Point
Barrie ON L4N 0Z5
managingdirector@canadianmusicians.coop

or to such other address as either party may, from time to time, specify in writing to the other party pursuant to this section.

10.02 Receipt of such notice, whichever is applicable, shall be deemed on:

a) the date of actual delivery of such hand-delivered document;

b) the business day following the date of email transmission; or,

c) five (5) days following the date of mailing.

11. DISPUTE RESOLUTION

11.01 In the event of a dispute arising from the interpretation or operation of this MOU, it will be referred to the parties' representatives identified in section 11 to resolve the matter amicably.

12. GENERAL

12.01 The parties will cooperate and communicate openly with each other on any matter relating to the administration of this MOU and will meet as required.

12.02 This MOU constitutes the entire agreement between the parties pertaining to the subject matter hereof and supersedes all prior agreements, understandings, negotiations and discussions, whether oral or written, of the parties, and shall not be modified or amended except by written agreement between the parties.

12.03 The provisions of this MOU are severable, and if any one or more provision is determined to be illegal, indefinite, invalid, or otherwise unenforceable, in whole or in part, the remaining provisions of this MOU and any partially unenforceable provisions to the extent enforceable shall continue in full force and effect and shall be binding and enforceable.

12.04 This MOU shall be governed by the laws and regulations of the Province of Ontario and the federal laws of Canada, as applicable.

13. AUTHORITY

13.01 Each party stipulates that it has full authority to enter into and perform this MOU, and the person signing this MOU on behalf of the named party is properly authorized to sign it, and each party further acknowledges that it has read this MOU, understands it and agrees to be bound by it.

14. COUNTERPARTS

14.01 This MOU may be executed in two or more counterparts, each of which together shall be deemed an original, but all of which together shall constitute one and the same instrument. If the signature is delivered by email delivery of a scanned data file (Adobe PDF or otherwise), such signature shall create a valid and binding obligation on the party executing the MOU with the same force and effect as if the scanned data file (Adobe PDF or otherwise) were an original thereof.

IN WITNESS WHEREOF, the undersigned has hereunto set its hand and seal through its officers duly authorized in that regard.

Dated at _____ this _____ day of _____, 2026.

ONTARIO MUSICIANS CO-OPERATIVE INC. o/a CANADIAN MUSICIANS CO-OPERATIVE

_____

Valerie Hathaway-Warner, Managing Director

I have the authority to bind the corporation.

Dated at Whitby this _____ day of _____, 2026.

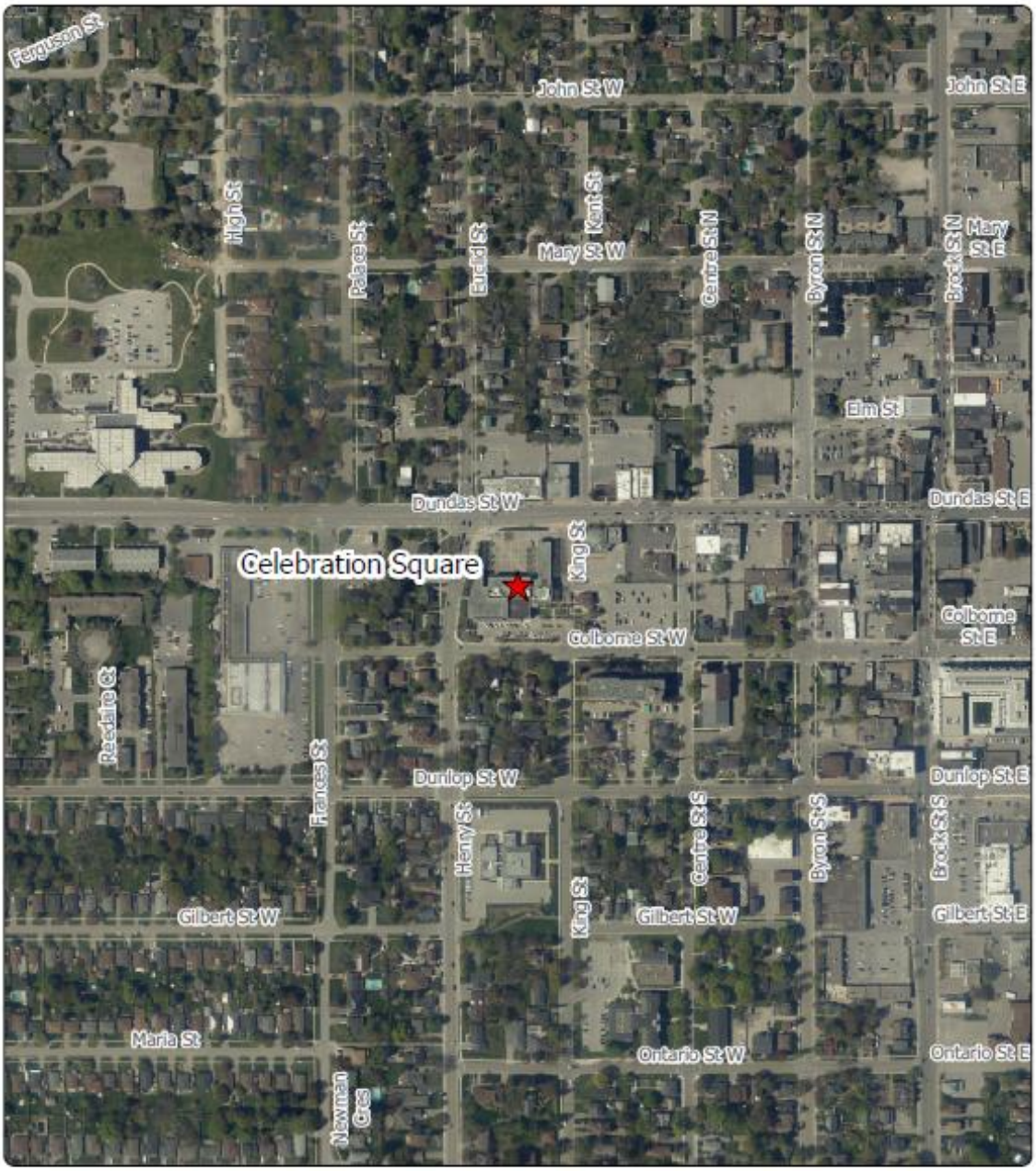
THE CORPORATION OF THE TOWN OF WHITBY

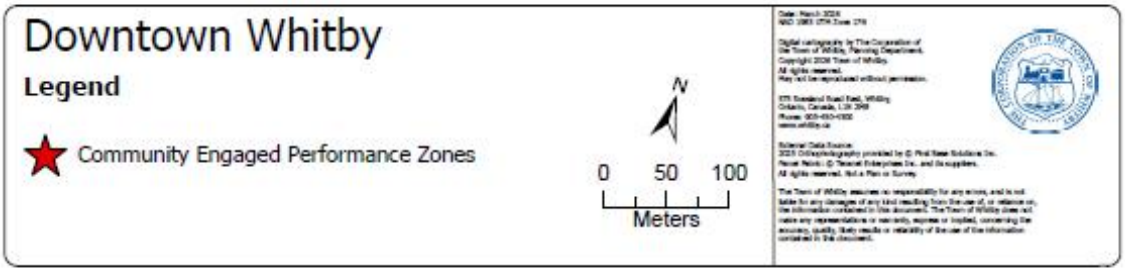
Matthew Gaskell, Chief Administrative Officer

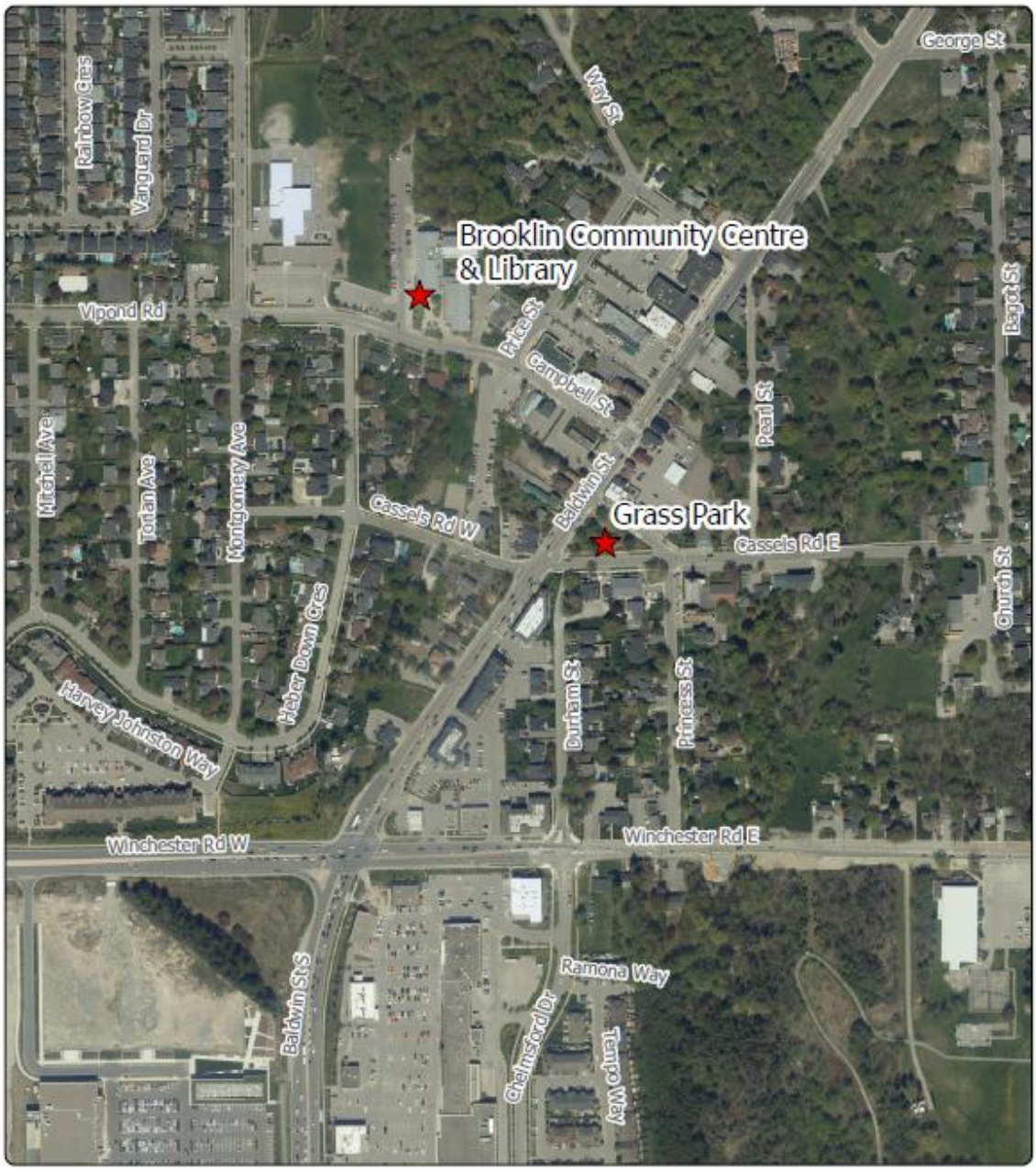
Fuwing Wong, Commissioner of Financial Services/Treasurer

We have the authority to bind the corporation.

SCHEDULE "A" – PERFORMANCE ZONES







Downtown Brooklin

Legend

★ Community Engaged Performance Zones

N

0 50 100

Meters

Port Whitby

Legend

Community Engaged Performance Zones

N

0 50 100

Meters

Whitby Visitor Centre

Legend

★ Community Engaged Performance Zones

N

0 50 100

Meters

SCHEDULE "B" - CERTIFICATE OF INSURANCE

Certificate of Insurance

Proof of liability insurance will be accepted on this form only (no amendments)
This form must be completed and signed by your insurer or insurance broker
Insurance company must be licensed to operate in Canada

This is to certify that the Named Insured, hereon is insured as described below

Named Insured	Address of the Named Insured
Operations of the insured for which this certificate is issued:	

Automobile Liability Insurance (minimum limit to be evidenced - $2,000,000 unless otherwise required)

Insuring Company	Policy Numbers	Amount of Coverage	Effective Date DD/M/YR	Expiry Date DD/M/YR
	Primary			
	Excess			

The above policy(ies) must cover all vehicles owned in whole or in part and licensed in the name of the insured including all vehicles leased on a long term basis for which the insured is required by contract to provide bodily injury and property damage insurance.

Commercial General Liability Insurance (minimum limit to be evidenced - $2,000,000 unless otherwise required)

Insuring Company	Policy Numbers	Amount of Coverage	Effective Date DD/M/YR	Expiry Date DD/M/YR
	CGL	Per Claim/Annual Aggregate Deductible, if any		
	Excess Liability (if applicable)	Per Claim/Annual Aggregate		
Provisions of Amendments or Endorsements of Listed Policy(ies)				

Professional Liability – Claims Made Basis - Yes ☐ **No** ☐

Insuring Company	Policy Numbers	Amount of Coverage	Effective Date DD/M/YR	Expiry Date DD/M/YR
	Professional Liability	Per Claim/Annual Aggregate		
	Excess Professional Liability (if applicable)	Per Claim/Annual Aggregate		

- Is the limit inclusive of indemnity and claims expenses – Yes ☐ No ☐
- If the policy is on a claims made basis have there been any claims notices given for this policy term Yes ☐ No ☐

Commercial General Liability Insurance is written on an occurrence basis and is extended to include Premises Liability, Products/Completed Operations, Cross Liability and Severability of Interests Clause, Personal Injury Liability, Contractual Liability, Property Damage, Non-Owned Automobile Liability, Owner's and Contractor's Protective Coverage, and Contingent Employers Liability.

With respect to the Commercial General Liability Insurance excluding non owned auto coverage, The Corporation of the Town of Whitby, is added as Additional Insured but only with respect to liability arising out of the operations of the Named Insured.

Other Additional Insureds as per contractual conditions are as follows: (Note if Applicable)

The policy(ies) identified above shall apply as primary insurance and not excess to any other insurance available to The Corporation of the Town of Whitby.

These policies shall not be cancelled or changed so as to reduce the coverage as outlined on this certificate without thirty (30) days, prior written notice by registered mail by the Insurer(s) to the Corporation of the Town of Whitby, Corporate Services Department, Purchasing Section, 575 Rossland Road East, Whitby, Ontario L1N 2M8.

I certify that the insurance is in effect as stated in this certificate and that I have authorization to issue this certificate for and on behalf of the insurer(s).

Date: DD/M/YR	Broker/Insurer's Name, Address, Telephone, Fax and E-Mail:	Signature and Stamp of Certifying Official: Print Name

Revision Date: October 10, 2019

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: The Hotel and Conference Centre Attraction Program

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 14-26**

Department(s) Responsible:

Office of the Chief Administrative Officer
Financial Services Department

Submitted by:
Sarah Klein, Deputy CAO
Fuwing Wong, Commissioner, Financial Services & Treasurer

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Karol Murillo Corrigan, Senior Manager, Economic Development

Raymond Law, Senior Manager, Development Finance, Investments and Real Estate / Deputy Treasurer

1. Recommendation:

1. That Council endorse the proposed Hotel and Conference Centre Attraction Program outlined in Staff Report CAO 14-26;

2. That the Treasurer be authorized to enter into development charge deferral agreements, in accordance with Section 27 of the Development Charges Act, for qualifying hotel and conference centre developments in a form satisfactory to the Town Solicitor (or designate) and as outlined in Staff Report CAO 14-26;

3. That the Fees and Charges By-law be amended to include a Hotel and Conference Centre Attraction Program application fee in the amount of $500 (plus HST); and,

4. That notwithstanding Town Policy F 430, the Town's Development Charges Interest Policy, no interest be calculated on development charges deferred for the purpose of the Hotel and Conference Centre Attraction Program for the first 24 months following the issuance of a building permit.

2. Highlights:

- In 2025, Council approved and endorsed the Hotel Feasibility Study (CAO 11-25), which identified two hotel opportunities aligned with Council's economic development objectives:
  - A hotel-conference centre; and,
  - A stand-alone hotel (together, the "hotel and conference centres").
- A long-standing goal of Council has been to attract hotel and conference centres to support Whitby's tourism, business attraction, and economic development priorities, as identified in the Community Strategic Plan and the 2022-2026 Economic Development Strategy.
- Staff have been marketing these opportunities to hotel owners and investors with the goal of attracting a hotel and conference centre in Whitby.
- In March 2026, Council directed Staff to report back on a Hotel and Conference/Convention Centre Attraction Program through Council Resolution # 47-26.
- The proposed Hotel and Conference Centre Attraction Program is intended to attract and incentivize the timely development of a hotel and conference centre by:
  1. Deferring the Town's portion of Development Charges ("**DCs**") from time of building permit issuance to time of occupancy permit issuance;
  2. Limiting the number of deferrals to two projects – one hotel and one hotel-conference centre - on a first-approved basis;
  3. Including conditions that prioritize "shovel-ready" projects: requiring milestones to be met following approval of Program Enrollment, including full execution of a site plan agreement, submission of building permit application, and issuance of building permit within 10, 12, and 14 months, respectively. If the milestone dates are not met, Program Enrollment will be withdrawn, the Town will consider the next Eligible Applicant in the queue, and the original applicant must wait a further six (6) months before resubmitting for reconsideration; and,
  4. Including an incentive for timely construction: no interest on the deferred portion of the Town's DCs for the first 24 months following building permit issuance.
- The program has an ambitious timeline predicated on the deferral of the Town's development charges for shovel-ready sites for hotel uses.
- Subject to the approval of the report, the Town of Whitby will launch the program on April 27, 2026 via the Economic Development webpage on the Town's website. The website will include the application form and will be updated with information throughout the Program, including information on number of applications received and successful applicants.

- The Town will no longer accept applications after two (2) successful applicants are issued building permits or after three (3) years, April 27, 2029.

3. Background:

In June 2025, staff presented the Hotel Feasibility Study Report and Investor Package that highlighted Whitby's strong and sustainable market conditions to support the development of two hotel investments. One opportunity included the development of a branded hotel-conference centre, with the other opportunity as a stand-alone hotel. As outlined in CAO 11-25, the two opportunities are summarized below:

Category	Opportunity 1 Hotel-Conference Centre	Opportunity 2 Stand-alone Hotel
Development Concept	Full-service, Upscale Branded* hotel with integrated conference and banquet facilities.	Branded Midscale/Upper-Midscale Branded* hotel.
Primary Objective	Address unmet conference and event demand and support business and visitor activity.	Support longer-term accommodation needs related to employment, institutional and sports tourism sector.
Strategic Location	Preferred location would have easy to access to major arterial highways, including Highway 401, 412, and 407, proximity to GO Transit, employment areas, and major attractions.	Preferred location would have easy access to Highway 401, 412, and 407, proximity near employment lands, and business parks, and major attractions.
Size	150 guestrooms.	100 guestrooms.
Conference/ Meeting Space	11,000 sq. ft., accommodating up to 550 attendees.	Not Applicable.

*Target Branding: Additional resource for hotel brands can be accessed at the following link - STR Chain Scales | STR Benchmark | CoStar.

In addition, market analysis concluded that a branded hotel and conference centre with the above-noted criteria would be competitive and achieve healthy occupancy and average daily rates and perform in-line with or above comparable markets. The findings of the report outline strong market demand fundamentals and investor interest potential.

Since the release of the investment package, Economic Development staff have engaged in promising discussions with several interested proponents. In response, and following the Council Resolution #47-26, Town Council has directed staff to establish an attraction program centred around the deferral of development charges, as permitted under Section 27 of the Development Charges Act.

This proposed program would provide a mechanism for the Town to defer development charges for qualified hotel chain operators and proponents. The program would be strictly time-limited and would set out clear and transparent criteria for qualification. These criteria would align with the findings and recommendations of the recent

feasibility study, ensuring that only eligible hotel and conference centre projects that meet established standards would benefit from the deferral.

This report outlines the intake process and eligibility criteria for qualified hotel and conference operators, aiming to reduce investor uncertainty and prioritize proposals with demonstrated readiness, financial stability, and strategic fit. The program supports staff in advancing suitable hotel investment proposals on an accelerated schedule.

4. Discussion:

4.1. Rationale

The decision to introduce an attraction program for a hotel and hotel-conference centre is a result of Whitby's long-standing need for a large-scale meeting and event venue, as demand is currently being met by facilities in neighbouring municipalities. Identified within the Town of Whitby's 2022-2026 Economic Development Strategy, the Town engaged HVS Consulting & Valuation Services in 2024 to complete a hotel feasibility study and market analysis to review the local hospitality market conditions. The study reinforced the broader economic benefits including stimulating activity across a wide network of ancillary industries, including catering and event‑service providers, audiovisual and technology suppliers, local restaurants, tourism operators, cleaning and linen services, and professional service firms such as marketing and maintenance contractors.

The recent introduction of the Municipal Accommodation Tax ("**MAT**") in the Town of Whitby has generated over $600,000 in 2025 to support tourism, local events, public art, and placemaking. The resulting ripple effects extend through the local economy, supporting job creation and strengthening the overall economic value of such developments.

The attraction program is intended to provide necessary financial incentive (e.g. provides for liquidity/cash flow) to support development of hotels and a hotel-conference centre, encouraging timely development of these projects in Whitby.

4.2. Current Process

In accordance with the Town's Development Charges By-law No. 7748-21, hotels and hotel‑conference centres are subject to the non‑residential commercial development charge rate, calculated on the gross floor area proposed for development. These uses are classified as non‑residential, and do not fall within the industrial or institutional categories. As a result, under the Development Charges Act, 1997 ("**DCA**"), they are not eligible for mandatory/statutory exemptions, payment deferrals, or instalment payments.

In accordance with the DCA, where any development requires a site plan agreement or zoning by-law amendment, the development charge rates in effect on the date the application is submitted apply, provided that building permits are issued within 18 months of approval (or within 24 months for approvals granted prior to June 6, 2024). If building permits are not issued within the legislated timeframe, the development charge

rate in effect at the time of building permit issuance will apply. Further, non-residential commercial development charges are payable prior to the issuance of a building permit.

4.3. Available Option Through DCA

Section 27 of the DCA authorizes municipalities to enter into agreements with applicants to allow the payment of development charges either before or after the standard due date. These agreements may also provide for the application of interest on any portion of the charge that is paid after the date it would otherwise have been due.

While the DCA permits Section 27 DC deferral arrangements, deferring the collection of development charges can create cash flow challenges for municipalities. A deferral may then delay the delivery of growth‑related capital projects or necessitate debt financing that would not otherwise be required.

4.4. Proposed Deferral of Applicable Development Charges

The proposed Hotel and Conference Centre Attraction Program is modeled after the recent amendments introduced through the Protect Ontario by Building Faster and Smarter Act, 2025 ("**Bill 17**"), which were designed to support the timely delivery of residential development. Under Bill 17, the collection of residential development charges is legislatively deferred from the time of building permit issuance to the earlier of first occupancy or the issuance of an occupancy permit at the option of the developer. It is proposed that the Hotel Conference Centre Attraction Program adopt a similar approach for eligible developments.

4.5. Hotel and Conference Centre Attraction Program

4.5.1. Program Description

The Hotel and Conference Centre Attraction Program is intended to provide Development Charge deferrals to two eligible development projects, one hotel-conference centre and one stand-alone hotel, in order to support economic development objectives, stimulate priority forms of development, and to provide a financial incentive for investment within prime areas of the municipality. The program is designed to support development that advances municipal objectives including, but not limited to, employment growth, strategic sector attraction, intensification and redevelopment.

The Economic Development Division, in consultation with Financial Services, Planning, and Legal Services, will review applications. For the purposes of this program:

- **Applicant**– means someone who has submitted an application and paid the application fee;
- **Eligible Applicant**– means an applicant who meets the eligibility requirements of the Program as determined by the staff team noted above;
- **Enrolled Applicants** (or **approved for Program Enrollment**) – means up-to two Eligible Applicants (one for each Opportunity) approved, by the staff team

noted above, to proceed with the Hotel and Conference Centre Attraction Program.

- **Date of Program Enrollment** – means the date that the Eligible Applicant was notified, in writing by the Town, that they are one of the two successful Eligible Applicants who are proceeding with the Program.

Once building permits are issued within the 14-month timeline for the two Enrolled applicants, the program will be closed.

All costs associated with the development, including planning approvals, development charges, construction costs, professional fees, and compliance with applicable laws, shall be borne by the applicant unless explicitly covered by this Program.

4.5.2. Program Eligibility

The Program is available only for Hotel and Conference Centre development projects, as determined by the municipality, and shall be limited to two (2) eligible projects – Opportunity 1 (Hotel-Conference Centre) and Opportunity 2 (Stand-alone Hotel).

1. To encourage timely development, applicants must agree to meeting the milestones outlined in Section 4.5.6 of this report, including having a building permit issued no later than 14 months following the Date of Program Enrollment, otherwise their program enrollment will be withdrawn and they will be ineligible for reconsideration for 6 months from the date that enrollment/approval was withdrawn.
2. Notwithstanding any other provision, the Program shall not apply to:
    - Uses prohibited by the applicable Zoning By-law or otherwise not permitted under the Planning Act;
    - Developments that are not in good standing with the municipality (including outstanding taxes, fees, or orders), unless otherwise approved by the municipality;
    - Any use or project deemed ineligible by staff;
    - Construction that has commenced prior to Council approval of this Program; and
    - Developments deemed inconsistent with municipal policy objectives.
3. Approval under the Program is conditional upon compliance with all Program requirements.

4.5.3. Intake Structure and Process

Following Council approval, a standardized Intake Form will be available on April 27, 2026 on the economic development landing page and at the following dedicated link - www.whitby.ca/hotelconferenceprogram. The Form will outline the requirements for applicants and will be administered by Economic Development staff.

Step One – Submit Application

Applicants will receive a confirmation email after submitting the Intake Form and paying the required application fee. The date and time of the confirmation email will be the Applicant's place in the queue. Applicants will be notified within 2-3 business days if their application is deemed complete or if any information is missing. If there is any

missing information, the Applicant's place in the queue will be revised to the date and time when staff send an email deeming the application complete subject to receipt and review of supplemental information provided by the Applicant.

Step Two – Review of Submission

Applications will be evaluated, in queue order (as outlined in Step One), by a staff working group consisting of Economic Development, Planning, Financial Services, and Legal Services representatives.

Applicants who meet the eligibility criteria for the program will be classified as Eligible Applicants, by Opportunity type (e.g., Opportunity 1 - Hotel-Conference Centre or Opportunity 2 - Stand-alone Hotel), and by their place in the queue.

Step Three – Application Approval and Status Updates

The first (or next) Eligible Applicant in the queue for each Opportunity will be notified, in writing by the Town, that they are approved for Program Enrollment (e.g., a successful applicant). The date of this notification (e.g., Date of Program Enrollment) will be the reference point for future for milestone dates (see Section 4.5.6, below, for milestones dates and events).

Staff will update Council on intake outcomes and approvals for both Opportunity 1 and 2 through a Memorandum to Council.

Information regarding application status and program updates will be posted regularly on the dedicated webpage – www.whitby.ca/hotelconferenceprogram. This online resource will provide up-to-date details and share the status of each Opportunity as the review and approval process progresses.

For instance, if Opportunity 1 is approved, all Applicants will be notified that Opportunity 2 remains open for applications. This approach ensures transparency and keeps Applicants informed on which Opportunities are still available within the program and whether applicant's submission is held in priority sequence.

All applicants will be notified and the website updated as projects are approved/ approval for Program Enrollment is provided. If the milestones (outlined Section 4.5.6 of this report), including building permit issuance within fourteen (14) months of the Date of Program Enrollment, are not met, Program Enrollment will be withdrawn, and the Town will consider next Eligible Applicant in the queue for that Opportunity. The remaining Eligible Applicants will be held in queue in order until the program is closed. The application in-take for the program will close when two Enrolled Applicants/successful applicants obtain building permits or April 27, 2029.

All submissions are treated as confidential but may be subject to the access, confidentiality, and disclosure provisions of the *Municipal Freedom of Information and Protection of Privacy Act* ("**MFIPPA**").

4.5.4. Evaluation Criteria

Proposals will be assessed against the following minimum criteria outlined in the Hotel Feasibility Study for Opportunity 1 and Opportunity 2:

Criteria (minimum)	**Opportunity 1 Hotel-Conference Centre**	**Opportunity 2 Stand-alone Hotel**
Development Concept	A full-service hotel with integrated conference and banquet facilities.	Stand-alone hotel
Strategic Location	Distance to 400-series highways – less than 3 km.	Distance to 400-series highways – less than 2km.
Hotel Size	150 guestrooms	100 guestrooms
Conference/ Meeting Space	11,000 sq. ft.	Not Applicable
Target Branding	Upscale branding	Midscale/Upper Midscale Branding

Criteria (minimum)	**Opportunity 1 and Opportunity 2**
Target Branding	For the purposes of the Town's Hotel and Conference Centre Attraction Program, qualifying hotel brands/affiliations for "Upscale", "Midscale", and "Upper Midscale" will be defined by the STR Chain Scales | STR Benchmark | CoStar
Site and Planning Readiness	The Official Plan permits hotel and conference centre use. Zoning permits the use or requires only minor amendments. There are no known appeals or third-party approval risks. Municipal servicing capacity has been confirmed or is fully funded.

4.5.5. Section 27 Agreement

Approved program applicants (or Enrolled Applicants) will be required to enter into a Section 27 agreement prior to the Town's issuance of building permits. The Section 27 agreement will include the following terms:

a) The total development charge payable will be the amount otherwise required under the Town's Development Charges By-laws;
b) Payment of development charges will be deferred until the earlier of first occupancy or the issuance of an occupancy permit;
c) Interest will accrue only on outstanding balances and will begin 24 months after the date of building permit issuance calculated as follows:
   - Interest on any unpaid deferred amounts will be applied at the maximum prescribed rate under the Development Charges Act, 1997 (average prime rate + 1%, adjusted quarterly).

d) In the event of default or breach of any agreement terms, all outstanding amounts will become immediately due;
e) Any unpaid amounts, inclusive of interest if applicable, at the end of the deferral period (outlined above) will be added to the property tax roll 90 days after a default and collected in the same manner as property taxes; and
f) Any terms which the Commissioners of Financial Services and Treasurer and Legal and Enforcement Services/Town Solicitor deem appropriate in the circumstances.

Council approval is normally required for the Town to enter into Section 27 agreements permitting the deferred payment of development charges. It is recommended that the Commissioner of Finance/Treasurer be authorized to execute such agreements with developers for the purpose of implementing the Hotel and Conference Centre Attraction Program, subject to application review and approval by the Town's staff working group to evaluate Program submissions.

4.5.6. Program Timelines

Intake form and materials will be available at 8:30 a.m. on Monday, April 27, 2026, on the Town of Whitby economic landing page – www.whitby.ca/hotelconferenceprogram. Staff will initiate any targeted outreach and commence formal intake process and assessment in accordance with the program.

The program will be open for applications for a three (3)-year period, from April 27, 2026 to April 27, 2029 or until two (2) Enrolled Applicants are issued building permits. The program will not apply retroactively to developments with an executed site plan agreement, developments where building permits have already been issued or construction that has commenced prior to approval of this report and program by Council.

The program is designed to support the timely development of two developments meeting the criteria of 'Opportunity 1' and 'Opportunity 2'. The program allows for one approval per Opportunity (e.g., one hotel-conference centre and one stand-alone hotel).

Therefore, the program will operate strictly on a first approved basis. To ensure that the program benefits "shovel-ready" development (e.g. that Enrolled Applicants continue to advance their projects), it is recommended that:

1) Enrolled Applicants/approved applicants must:
    a. Have a fully executed site plan agreement with the Town no later than **10 months** after their Date of Program Enrollment;
    b. Submit a building permit application for their Hotel and Conference Centre development no later than **12 months** after their Date of Program Enrollment;
    c. Have a fully executed Section 27 Agreement (with fee payment) prior to the issuance of any building permit; and,
    d. Comply with all Building Department requirements in order to have a building permit issued no later than **14 months** after their Date of Program Enrollment.

2) If any of the milestones in part 1, above, are not met within the specified timelines, program enrollment will be withdrawn and the opportunity re-assigned to the next Eligible Applicant in the queue (as outlined in Section 4.5.3 of this report).
3) Further, any applicant whose approval/program enrollment is withdrawn will **be ineligible for reconsideration for a period of 6 months** from the date the program enrollment/approval was withdrawn.

4.5.7. Program Fees

Applications will be subject to an application/eligibility review process to ensure applicants meet the established eligibility criteria. Applicants will be required to pay a non-refundable application fee of $500.00 (plus HST) at time of submission to recover for resources and administrative costs related to the review, processing, and records retention of each application.

Upon approval, successful applicants or applicants approved for Program Enrollment will be required to pay an administration fee of $500.00 (in addition to the application fee) which is intended to recover the Town's legal costs associated with preparing the Section 27 agreement (outlined in Section 4.5.5, above).

4.6. Program Expansion to Other Agencies

The Region of Durham ("**Region**") has been provided a copy of the Town's Notice of Motion and will be provided a copy of this report, subject to Council approval. To date, the Region has not made a decision on participation in the proposed program (e.g. also deferring Regional DCs for a qualified hotel and conference centre). The ability to attract a hotel and conference centre would be further increased as inclusion of the Region's DCs would provides an even greater financial benefit to prospective hotel and conference centre developments by enhancing cash‐flow flexibility during the construction phase. From an administrative perspective, it would be relatively efficient as the Town already collects DCs on behalf of the Region.

5. Financial Considerations:

5.1. Estimate of Applicable Development Charges

The estimate of applicable Town of Whitby portion of development charges based on the general criteria set out for Opportunity 1 and Opportunity 2 are

approximately $2.83 million and $1.15 million, respectively. Estimated gross floor area ("**GFA**") and total development charges payable is summarized in Table 1.

Table 1 – Estimate of Applicable Development Charges

		Opportunity 1	Opportunity 2
Gross Floor Area (m^2)			
Rooms	150 Rooms x 36 m^2	5,400	
	100 Rooms x 26 m^2		2,600
Public Spaces	Est. as 15% of Total GFA	1,280	520
Support Areas	Est. as 10% of Total GFA	860	350
Conference Centre		1,020	-
TOTAL GFA (m^2)		8,560	3,470
Commercial DC Rate ($ / m^2)		$330.28	
ESTIMATED TOWN OF WHITBY DEVELOPMENT CHARGES		**$2,827,196.80**	**$1,146,071.60**

5.2. Interest on Deferred Payment

The DCA permits municipalities to apply interest on DCs that become payable unless they are unpaid due to a mandatory deferral (e.g. instalment payments for rental apartment developments). In accordance with this authority, it is the Town's current policy to levy interest at the maximum prescribed rate on all DC payments where permitted. While the application of interest can serve several purposes, such as compensating for the time value of money, the primary objective in this context is to promote timely development.

Staff recognize, however, that applying interest in this instance may be counter-productive to the Town's goal of attracting hotel or hotel‑conference centre projects. To support the advancement of such development, staff recommend that Council provide an exception to the Town's Policy F 430 – 'Development Charge Interest Policy' and defer the charging of any applicable interest for 24 months following the issuance of the building permit. That is, to encourage timely completion of construction after a building permit is issued, the application of interest would start in month 25 after the issuance of a building permit and would be calculated in accordance with Policy F 430 from month 25 to when DCs are paid.

5.3. Deferral of DC Revenues may also result in Deferral of DC Projects

As noted in Section 4.3, above, deferring the collection of development charges can create cash flow challenges for municipalities. That is, municipalities collect DCs to pay for growth-related infrastructure such as new or widening roads, bridges, fire stations, etc. Deferring approximately $4 million (= $2.8 + $1.1 million in Table 1) of DC collection

may result in a delay or deferral of growth-related infrastructure and/or necessitate debt financing that would not otherwise be required

5.4. Municipal Accommodation Taxes

In addition to the broader economic and community benefits associated with a hotel or hotel‑conference centre development, the Town would also realize a significant financial advantage through the generation of MAT revenues. As visitor activity increases and overnight stays grow, the MAT provides an ongoing, sustainable non-property tax revenue stream that can be reinvested into tourism promotion, local infrastructure, and other strategic priorities.

6. Communication and Public Engagement:

Economic Development staff will launch the program and intake form through the economic development landing page once the program is approved. Staff will initiate targeted private sector outreach with interested parties. In addition, staff will connect with other partners such as the WTDC Board to explore additional outreach opportunities.

7. Input from Departments/Sources:

Staff from Finance, Legal, Planning and Development, and Strategic Initiatives provided input into both the development of the Hotel and Conference Centre Attraction Program and the preparation of this report.

8. Strategic Priorities:

This initiative supports the Town's Community Strategic Plan, specifically Strategic Pillar 3: Whitby's Economy – Innovative and Competitive and focused on Objective 3.1 – Accelerate progress, create jobs, and drive economic growth. In addition, under Objective 3.2 - Attract and retain businesses and industry, Action 3.2.1 directly cites attracting a hotel and conference centre as a key action and deliverable.

9. Attachments:

N/A.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: 2025 Annual Sustainability Report and 2026–2031 Energy Conservation and Demand Management Plan

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 15-26**

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:
Sarah Klein, Deputy CAO

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Sarah Shields, Manager, Sustainability and Climate Change

1. Recommendation:

1. **That Report CAO 15-26 be received for information;**
2. **That Council approve the 2026–2031 Energy Conservation and Demand Management (ECDM) Plan, included as Attachment 2, in accordance with Ontario Regulation 25/23;**
3. **That Staff be directed to post the approved ECDM Plan on the Town's website and submit it to the Ministry of Energy and Mines to satisfy provincial reporting requirements; and,**
4. **That the Clerk forward a copy of Report CAO 15-26 to the Region of Durham, Sustainability Department.**

2. Highlights:

- The 2025 Annual Sustainability Report (Attachment 1) documents progress made across climate mitigation, resilience, community engagement, and sustainable municipal operations, aligned with Council endorsed plans and strategies.

- The Annual Sustainability Report supports the Town's climate reporting commitments, including disclosure of corporate greenhouse gas (GHG) emissions through the Carbon Disclosure Project (CDP), in alignment with the Town's participation in the Global Covenant of Mayors, Race to Zero, and Race to Resilience initiatives.
- Key achievements in 2025 include:
    - Development of Version 2 of the Whitby Green Standard (WGS) and an accompanying incentive program.
    - Continued progress toward corporate GHG reduction targets, including conversion of the Civic Recreation Complex combined heat and power system to backup operation, delivering emissions reductions equivalent to removing approximately 100 vehicles from the road.
    - Launch of Whitby's first Sustainable Neighbourhood Action Program (SNAP) in West Lynde, engaging residents and partners and delivering early climate resilience projects.
    - Expanded community resilience and greening initiatives, including emergency preparedness education and the planting of more than 1,100 native trees and shrubs through community partnerships.
- The 2026–2031 Energy Conservation and Demand Management (ECDM) Plan (Attachment 2) establishes a five-year framework to guide corporate energy management and greenhouse gas reduction efforts. The Plan supports implementation of the Zero Carbon Whitby framework by prioritizing energy efficiency and demand management actions, while also fulfilling the Town's provincial energy reporting and planning requirements under Ontario Regulation 25/23.

3. Background:

3.1. Annual Sustainability Report

The Town of Whitby recognizes that sustainability is a priority, both corporately and within the community. The Town has the following Council-endorsed strategic plans to guide the implementation of sustainability actions:

Community Strategic Plan (2023)

The Community Strategic Plan provides a shared vision and objectives for how the Town Council and Staff will work together to deliver on community priorities. Within Whitby's Community Strategic Plan are four strategic pillars with the second strategic pillar focusing on Whitby's Natural and Built Environment. The actions outlined in this report specifically align with the first objective of this pillar: Demonstrate environmental leadership in sustainability and addressing climate change.

For an update on progress see the Community Strategic Plan Progress Report.

Climate Emergency Response Plan

The Whitby Climate Emergency Response Plan is the primary mechanism to respond to a changing climate across the community. Due to the complexity and different

approaches necessary to fully understand the response needed to address climate change, the Whitby Climate Emergency Response Plan has been divided into two phases:

- Phase 1: Resilience
- Phase 2: Mitigation

Phase 1 – Resilience (2022)

Phase 1 involved the development of a Resilience Plan, which was approved by Council in September of 2022. The purpose of the plan is to address the climate changes the community is already experiencing and expect to experience in the future even with the adoption of greenhouse gas emissions (GHG) mitigation measures. Risk and vulnerability modelling was done by developing two future scenarios for the Town of Whitby:

- An **adapted scenario**, where measures to reduce the direct and indirect risks of climate change are applied across the community; and
- A **business-as-usual scenario,** which includes growth and development without a climate adaptation lens.

To support the achievement of the adaptation actions, a detailed five-year community-led implementation plan has been developed.

Phase 2 – Mitigation (2023)

In December 2023, Climate Emergency Response Plan, Phase 2: Mitigation was completed and endorsed by Council. Phase 2 focused on climate mitigation and identified the sources of GHG emissions in Whitby and provided recommendations to reduce GHG emissions. The Mitigation Plan was developed to help prevent climate change from occurring in the future through the elimination of community GHG emissions.

The development of the Mitigation Plan included modelling the size of the climate challenge in Whitby. The Mitigation Plan provides low-carbon pathways and recommendations to meet the Town's community-wide GHG emissions reduction targets. Implementing the Mitigation Plan's low-carbon scenario will result in improved energy efficiency in all sectors (i.e., residential, institutional, commercial, and industrial buildings; and transportation) and will create opportunities for economic growth and community development.

Version 2 of the Whitby Green Standard (2025)

Version 1 of the Whitby Green Standard (WGS) was endorsed by Council in September 2020 to help advance a more sustainable community and support Whitby's goal of reducing GHG emissions. It serves as a guide for developers to incorporate sustainability measures into new projects, to make sure these developments contribute positively to the environment and the community. In 2025, the WGS was updated to Version 2, which increases the baseline sustainability requirements for new development. As part of the transition, Council approved a new WGS Incentive

Program, which will include staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town's allocation from the Housing Accelerator Fund.

With the introduction of the Incentive Program, Version 2 of the Whitby Green Standard has shifted to an incentive-based framework. While participation is voluntary, developers are strongly encouraged to achieve Tier 1, which represents a minimum best-practice standard.

Council has also endorsed that all new Town facilities be constructed to achieve Tier 3 of the WGS, demonstrating leadership in municipal climate action and high-performance building design.

Zero Carbon Whitby (2021)

Zero Carbon Whitby was endorsed by Council in March 2021; this plan serves as the Town's Corporate Energy Management Plan.

Zero Carbon Whitby has been developed as a framework for implementing a low carbon decision mechanism across the organization. The Plan derives the amount of emissions that Whitby's corporate operations must reduce to support global GHG emission reduction targets. Based on a 2019 corporate emissions baseline of 5,525 tCO_2e, the Town has adopted the following short-, medium-, and long-term corporate GHG emissions reduction targets:

- 20% reduction by 2025 (1,105 tCO_2e)
- 40% reduction by 2030 (2,210 tCO_2e)
- 100% reduction by 2045 (5,525 tCO_2e)

These targets were developed to reflect the Town's contribution to limiting the global annual average temperature increase to 1.5°C.

Embedded within Zero Carbon Whitby is a Carbon Reduction Framework, an overarching framework for GHG emissions management, extending over multiple years and all aspects of municipal operations. This framework empowers staff to develop and implement actions from the bottom up to meet GHG reduction targets by aligning capital and operating budgets with GHG reduction targets.

Zero Carbon Costing Study (2022)

As the first step of the implementation of the Zero Carbon Whitby Framework, the Zero Carbon Whitby Costing Study was completed. The Study was one of the main recommendations of the Zero Carbon Whitby Framework. The Zero Carbon Costing Study provides a detailed implementation plan for the Town to remain within its carbon budget and reach zero emissions by 2045. The Zero Carbon Costing Study provides a schedule and incremental budget for the Zero Carbon Whitby Plan that optimizes the Town's corporate carbon budget with its existing capital budget and asset management plans. It also provides guidance on the establishment of the Zero Carbon Revolving Reserve Fund.

The estimated incremental cost of this work between 2022 and 2045 is $63.7 million. In return, over the same period the Study estimates there will be $75.3 million in total savings and avoided costs.

The Study proposes that this incremental cost could be paid for entirely from a Zero Carbon Revolving Reserve Fund, seeded with an initial $34.8 million in funding and then utilizing cost savings from energy, carbon tax, and select capital projects to fund the balance of the program in later years.

Council endorsed the Zero Carbon Whitby Costing Study in September 2022. As implementation has progressed, it is recognized that the high-level cost and savings estimates developed in 2022 do not always align precisely with actual project costs and realized savings. This is expected, as projects continue to be refined through detailed design and procurement, market conditions evolve, and other operational and implementation factors influence final costs and outcomes.

Reporting Commitments

In addition to plans and strategies, the Town is also dedicated to climate action through the following commitments:

Global Covenant of Mayors

The Town joined the Global Covenant of Mayors (GCoM) in 2019. GCoM is a global network of more than 10,000 cities spanning 139 countries worldwide. These local governments all recognize that ambitious climate initiatives in their communities need to be taken to keep global temperatures from rising more than 1.5°C.

Whitby's participation in the GCoM commits the community and Town of Whitby to the following milestones:

- Develop GHG emissions inventory;
- Assess climate risks and vulnerabilities;
- Define ambitious climate mitigation, resilience, and energy targets; and,
- Create complete climate action plans.

To meet the requirements of this campaign, the Town reports all of its climate action through the Carbon Disclosure Project.

Race to Zero and Race to Resilience

Race to Resilience and Race to Zero are global campaigns run by the COP26 Presidency and high-level Climate Champions. The purposes of these campaigns are to rally leadership and support from cities, regions, businesses, and investors to help frontline communities build resilience and adapt to the impacts of climate change while also reducing GHG emissions to stay within the 1.5°C global temperature increase, as outlined in the 2016 Paris Agreement.

In 2021, Whitby Council endorsed joining these campaigns. By joining Race to Resilience and Race to Zero, Whitby joined cities worldwide in committing to be

catalysts for change while also demonstrating the commitment to and delivery of the goals of the Paris Agreement and COP26. To meet the requirements of this campaign, Whitby reports all its climate actions through the Carbon Disclosure Project.

Carbon Disclosure Project

The Carbon Disclosure Project (CDP) is a not-for-profit charity that runs a global disclosure system for investors, companies, cities, states, and regions to manage their environmental impacts.

The annual evaluation report is used to gain an overview of environmental performance and how the Town of Whitby's response can be improved in the future. Reporting through CDP meets yearly reporting requirements as a member of the Global Covenant of Mayors, Race to Zero, and Race to Resilience.

3.2. Energy Conservation and Demand Management Plan

The Energy Conservation and Demand Management (ECDM) Plan establishes a five-year framework (2026–2031) to guide the Town of Whitby's corporate energy management and GHG reduction efforts. The Plan supports implementation of the Zero Carbon Whitby framework by providing a focused approach to tracking energy use, managing demand, and advancing emissions reductions, while aligning with the Town's long-term sustainability and climate objectives.

Zero Carbon Whitby, endorsed by Council in 2021, has served as the Town's corporate energy management framework and fulfilled provincial ECDM planning requirements from July 2021 to July 2026. Under Ontario Regulation 25/23, municipalities are required to update their ECDM Plan every five years. The 2026–2031 ECDM Plan represents the Town's required update under this regulation.

While the Zero Carbon Whitby Plan was based on the best available information at the time, experience implementing early actions has demonstrated that estimates, assumptions, and pathways evolve as projects move from planning into detailed design and delivery. As a result, Staff are taking an evidence-based, adaptive approach, using actual implementation experience to refine sequencing, costs, and feasibility over time. At this time, Staff are not recommending a full update to the Zero Carbon Whitby Plan. Instead, the Town is prioritizing targeted technical work to refine the pathway to net zero, including the completion of ASHRAE Level 3 Deep Energy Feasibility Pathway Studies for seven of the Town's highest-emitting facilities. This work will confirm technical feasibility, sequencing, enabling infrastructure requirements, and associated costs, and will directly inform future capital planning and implementation.

4. Discussion:

4.1. Annual Sustainability Report

In 2025 several actions were taken towards achieving the goals and objectives of the Council-endorsed strategic plans discussed above. The following provides a summary of the progress made in 2025 on some of the key actions.

Climate Emergency Response Plan

Phase 1 – Resilience

In 2025, Whitby advanced 58 of the 106 total actions in the Phase 1 – Resilience Implementation Plan, with 29 actions currently in progress and 29 completed. This reflects a steady acceleration in implementation, building on 14 actions initiated in 2023 and 16 in 2024.

The key actions from the Phase 1 – Resilience Plan that were implemented in 2025 are listed below along with a high-level summary of the progress to date.

1.1.4 Policy: Require that administrative/staff reports to Council include an assessment of climate risk, resilience and mitigation strategies through the Sustainability portion of the Strategic Priorities section of reports.

Updated Council report to require climate risk, resilience, and mitigation considerations in the Sustainability portion of the Strategic Priorities section, ensuring alignment with Strategic Pillars and climate goals.

1.2.1 Initiative: Define at-risk populations, working with Whitby Diversity and Inclusion Advisory Committee.

In collaboration with the Town's Senior IDEA Specialist and the Whitby Diversity and Inclusion Advisory Committee, climate-related at-risk populations were identified to ensure future climate policies, programs, and engagement efforts incorporate equity and vulnerability considerations.

1.5.5 Program/Education: Develop a community-level education program on the importance of developing emergency preparedness plans for a variety of climate emergencies.

Developed and delivered a community education program on emergency preparedness for climate-related events, using social media, the Town's Climate Change and Extreme Weather webpage, workshops, and outreach at local events.

1.5.6 Education: Develop education programs specifically for:

- Homeowners and renters to take action to make their homes more resilient and improve preparedness for emergencies.
- Homeowners and renters to take action to reduce their home's GHG emissions.
- Heat-related illness
- Extreme weather events and emergency preparedness

Expanded community education efforts to help residents prepare for climate emergencies and reduce emissions, including social media campaigns, workshops, and outreach at Town events. The Durham Greener Homes program was also expanded to include a Weather-Ready program which supports home resilience improvements.

2.1.3 Policy/initiative: Include climate resilience measures as part of the mandatory tier of the WGS and note the adaptation benefits for efficiency actions such as landscaping, air tightness, windows and doors, insulation, and efficient heating and cooling systems.

Updated the WGS (Version 2) by incorporating climate-resilience requirements into Tier 1 for larger multi-residential buildings, such as providing a refuge area with heating, cooling, lighting, potable water, and 72 hours of backup power, while strengthening Tier 2 by requiring developers to use Whitby's Climate Emergency Response Plan and Climate Insights mapping tool to demonstrate building resilience. Financial incentives are available when both tiers' elements are achieved.

2.3.1 Initiative: Develop guide about qualified contractors with external links to additional tips and information to complete wet-proof and dry-proof home retrofits.

Added resources to the Town's Energy Savings for Homes and Businesses webpage to help residents find qualified contractors and access guidance on wet-proof and dry-proof home retrofits, including links to Durham Greener Homes for additional information.

3.1.4 Initiative: Develop an urban forest management strategy with recommendations on the following:

- Meeting the canopy cover target and number of trees planted, focusing on both individual plantings (street trees) and opportunities for creating new urban forests
- Identifying trees resilient to expected changes in climate, and build resilience through diversified plantings throughout the Town
- Maintaining a town-wide tree inventory and monitoring and tracking tree conditions.
- Introducing improved soil standards for new plantings for trees, as well as other plants.
- Monitoring for and managing climate-related risks to trees such as diseases, pests, invasive species, and heat stress and identifying the introduced species that can be planted to maintain canopy targets, as well as ways to manage habitat loss for birds and animals reliant on current tree species in Whitby.
- Identifying roles for the Town, local organizations, and citizen scientists including considering a collaborative tree monitoring program throughout the community.

The Town developed an Urban Forestry Management Plan which is undergoing final review. The recommendations outlined in this action were considered during its development and were included where feasible.

3.1.11 Program: Plant trees alongside trails, sidewalks, and outdoor sports fields/facilities to provide cooling benefits.

The Town received funding through the Federation of Canadian Municipalities, Growing Canada's Community Canopies to support planting 800 trees across the Town to provide cooling benefits**.**

3.2.5 Initiative: Select a neighbourhood for a pilot project to install green infrastructure, with signage and community participation where possible.

Launched the Sustainable Neighbourhood Action Plan (SNAP) in West Lynde, engaging over 750 residents and 90 students, planting 50 trees and shrubs, hosting 34 community events, and partnering with more than 30 organizations. Additional neighbourhood initiatives included installing and educating residents about rain barrels, partnering with two local schools to install two pollinator garden projects and one rain garden, and conducting a neighbourhood-wide survey to gather input to establish the vision and goals in the SNAP Action Plan.

Phase 2 – Mitigation

In 2025, Whitby advanced 32 of the 61 actions in the Phase 2 – Mitigation Implementation Plan, with 25 actions currently in progress and seven completed. This reflects a steady acceleration in implementation, building on 11 actions initiated in 2024. In addition, eight actions were already in progress prior to the plan's formal approval in 2023, and one action was completed at the time of Council's approval.

The key actions from the Phase 2 – Mitigation Plan that were implemented in 2025 are listed below along with a high-level summary of the progress to date.

1.2.1 Program/Initiative: Convene a "CERP: Resilience and Mitigation Roundtable" of Town, Region of Durham, and Elexicon Energy Staff representatives to:

- Determine the allocation of both Implementation Plan's actions into departmental work plans;
- Identify internal operational and capital funding opportunities for each sub-action;
- Determine the Town's role in each sub-action and identify internal leads;
- Build and leverage external partnerships; and
- Adaptively respond to changes in sub-actions, external funding opportunities, and technological developments.

Convened a resilience and mitigation roundtable with 20 internal and external partners to advance implementation of Whitby's Climate Emergency Response Plan through collaboration, strategic planning, and identification of next steps.

2.1.2 Initiative: Investigate the development of a residential Property Assessed Clean Energy (PACE) program. Similar programs have been implemented across Canada, including the City of Edmonton's Residential Clean Energy Improvement Program (CEIP), Toronto's Home Energy Loan Program (HELP), and Nova Scotia PACE, which can be used as a guide and precedent for the creation of a Whitby PACE program. Allow building owners to stack PACE loans with the Durham Greener Homes Program.

Advanced development of a residential Property Assessed Clean Energy program through Durham Region, with Regional Council approval to implement a PACE/Local Improvement Charge (LIC) program that will support and complement the Durham Greener Homes program.

2.1.3 Program/Initiative: Investigate additional financing opportunities for residents to make retrofits and potentially stack with the Durham Greener Homes Program.

Through the Housing Accelerator Fund, the Town introduced a $5,000 top‑up in 2024 for Whitby residents participating in the Durham Greener Homes Program. Whitby continues to lead program participation across Durham Region, with 652 enrollments and ranking second per capita. To date, Whitby residents have completed 49 EnerGuide‑verified retrofits and installed 41 air‑source heat pumps.

2.1.12 Education: Educate the Industrial, Commercial, and Institutional (ICI) sector on the energy retrofits that can be completed, the benefits of energy retrofits and heat pumps. For example, educational materials/initiatives could include a video series of businesses successfully undertaking retrofits.

Delivered targeted education to the industrial, commercial and institutional sector through a dedicated business retrofit incentives workshop, raising awareness of energy efficiency upgrades, heat pumps, and available incentives.

2.4.2 Initiative: By end of 2024, update the WGS minimum requirements to Tier 2 and develop a Terms of Reference (TOR) outlining specific requirements for each performance criteria.

The Town updated the WGS to Version 2, strengthening the sustainability requirements in the baseline tier and shifting the program to an incentive-based model that supports and rewards higher-performing developments.

3.1.1 Policy: Complete a review and assessment of zoning by-laws to screen for any barriers to solar photovoltaic (PV) installations, and update by-laws accordingly.

Completed a review of zoning by-laws to identify barriers to solar photovoltaic installations, with recommendations to be considered through the current Zoning By-law update.

4.3.1 Program: Organize an annual test drive event in partnership with Plug’n Drive.

Hosted an electric vehicle test drive event in partnership with Plug’n Drive, giving residents hands-on experience with EVs and access to information on electric vehicles.

Whitby Green Standard

In 2025, Sustainability staff reviewed 37 Tier 1 WGS applications at various stages of the development approval process. Council also approved Version 2 of the WGS in 2025, strengthening baseline sustainability expectations for new development while reducing administrative burden for applicants. As part of this update, Council approved a new WGS Incentive Program, which includes staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town’s allocation from the Housing Accelerator Fund.

Version 2 of the WGS is structured around three performance tiers:

- Tier 1 – Good Performance: Foundational sustainability practices recommended for all new development.

- Tier 2 – Better Performance: Enhanced measures demonstrating leadership in energy efficiency, climate resilience, and sustainable site design.
- Tier 3 – Highest Performance: Advanced requirements aligned with net-zero carbon standards.

The WGS remains a voluntary program; however, developers seeking incentives are required to complete the updated WGS Checklist.

Zero Carbon Whitby

2025 Corporate GHG Reduction Target and Performance

Through Zero Carbon Whitby, the Town established a short-term corporate GHG emissions reduction target of 1,105 tCO_2e by 2025, representing a 20% reduction from baseline levels. This target was based on emissions reductions expected from projects approved through the 2023–2025 capital budgets.

While the approved 2023–2025 zero carbon projects were initially estimated to deliver 881.3 tCO_2e in emissions reductions, not all projects were fully implemented by the end of 2025, with some projects deferred or cancelled. As a result, the net emissions reductions achieved totalled 564.1 tCO_2e, representing approximately 49% of the 2025 target.

Implementation Challenges and Scope Adjustments

The variance between budgeted and realized emissions reductions is primarily the result of implementation challenges identified after budget approval, as well as technical and operational constraints.

Several projects required additional electrical service upgrades that were not fully identified or costed at the budgeting stage. These unforeseen requirements would have added significant out-of-scope capital costs and extended project timelines beyond approved budgets. As a result, some Zero Carbon projects could not proceed as originally designed.

Where possible the Town advanced hybrid or phased approaches, such as partial electrification or interim solutions, to maintain service levels and manage costs. While appropriate from an operational and fiscal perspective, these adjustments resulted in lower near-term emissions reductions than originally projected.

Recognizing these challenges, Staff are incorporating lessons learned into future capital planning and budgeting. This includes confirming electrical capacity requirements earlier in project development, assessing hybrid or phased options at the outset, and identifying potential stranded or mid-life assets. Capital planning tools have also been updated to clearly outline expected GHG reductions, alternative implementation pathways, and lifecycle implications, supporting informed decision-making through the 2027 Budget process and stronger alignment with the Town’s 2030 and 2045 greenhouse gas reduction targets.

Cancelled and Deferred Projects

Between 2023 and 2025, the variance in projected GHG savings between proposed and completed Zero Carbon Whitby projects is partially due to some projects being cancelled or deferred. Among the projects that were not completed according to the original schedule, 64% were cancelled and 36% were deferred. Emissions savings associated with deferred projects are expected to be realized in future years as these initiatives advance.

Cancelled and deferred projects were influenced by technical feasibility, cost-effectiveness, funding availability, and capital prioritization. In several cases, projects were deferred to support improved readiness, refined scope, or better integration with broader capital planning, rather than discontinued entirely.

Additional detail on implementation challenges, scope adjustments, and the variance between budgeted and realized emissions reductions is provided in the 2025 Annual Sustainability Report (Attachment 1).

Utility-Based Emissions Trends

The Town's total utility-related emissions in 2025 were 735 tCO_2e lower than in 2019, representing a 19% overall reduction. While this decline aligns directionally with the Town's climate objectives, utility-based emissions reflect a range of factors beyond specific projects, including weather variability, facility usage patterns, and changes in the carbon intensity of the electricity grid. As such, utility data is used as a high-level indicator of overall trends rather than a direct measure of project performance.

Analysed together the project-specific GHG emissions reductions (564.1 tCO_2e) and the utility-related emissions (735 tCO_2e) —demonstrate that while Zero Carbon Whitby project implementation is progressing steadily, broader consumption patterns have also contributed to overall emissions reductions during this period. For this reason, continued implementation of Zero Carbon Whitby projects remains essential to achieving and sustaining emissions reductions over the long term—particularly as weather conditions continue to fluctuate and the carbon intensity of the electricity grid may increase over time.

Pathway to 2030 and Beyond

Although the Town did not fully achieve its 2025 emissions reduction target, the first phase of implementing Zero Carbon Whitby appropriately focused on early implementation, operational improvements, and enabling work, rather than large-scale deep energy retrofits.

To advance progress toward the Town's medium-term target of a 40% reduction by 2030, the Town initiated a Deep Energy Feasibility Pathway Study in 2026, focusing on seven of its highest-emitting facilities. In parallel, the Iroquois Park Sports Centre Deep Energy Retrofit Project is commencing in 2026 and is expected to deliver up to 450 tCO_2e in annual emissions reductions once fully implemented over the next three years. Together, these initiatives represent a strategic shift from foundational planning and pilot efforts toward the deeper, higher-impact emissions reductions required to achieve the Town's long-term climate objectives.

2026 Key Projects

In 2026, the Town's Sustainability priorities include the following:

- Completing and implementing a Corporate Waste Management Strategy;
- Developing a new Invasive Species Management Plan;
- Developing a Fleet Electrification Strategy;
- Completing a Deep Energy Feasibility Pathway Study; and
- Commencing the Iroquois Park Sports Centre Deep Energy Retrofit Project.

4.2. Energy Conservation and Demand Management Plan

The ECDM Plan provides a consolidated overview of the Town's corporate energy use and GHG emissions performance and establishes a compliant framework for ongoing reporting and implementation. The Plan fulfills the Town's obligations under Ontario Regulation 25/23, which requires municipalities to update their ECDM Plan every five years, publicly post the approved plan, and submit it to the Province.

The ECDM Plan confirms that total corporate energy use in 2025 remains below the 2019 baseline, despite year‑to‑year fluctuations influenced by atypical facility operations during the COVID‑19 pandemic and subsequent normalization of use. Importantly, reductions in natural gas consumption have driven measurable GHG emissions reductions, even where electricity consumption has increased due to electrification initiatives.

The ECDM Plan does not replace the Zero Carbon Whitby framework. Rather, it functions as a five‑year implementation and reporting tool that operates in parallel with Zero Carbon Whitby, translating long‑term emissions reduction targets into a practical operational context. This approach maintains continuity in corporate climate direction while strengthening the foundation for implementation from 2026–2031.

5. Financial Considerations:

The Town has approximately $647,252 in Council approved Sustainability capital funding, comprised of allocations from the 2026 capital budget and approved carry forward from prior years, to support ongoing and future sustainability initiatives. This funding does not include Zero Carbon Whitby capital projects.

In support of Zero Carbon Whitby, a Zero Carbon Revolving Reserve Fund (ZCRRF) was established in September 2022 to support the implementation of zero-carbon initiatives. The ZCRRF helps fund zero-carbon retrofits, pilot projects, and the incremental costs associated with lower-emissions alternatives identified through the ECDM Plan. Operational savings from completed projects, along with session fees generated through the Town's electric vehicle charging stations, are reinvested into the fund. The current uncommitted balance of the ZCRRF is approximately $246,276.

Proposed cost estimates resulting from the Deep Energy Feasibility Pathway Study, scheduled for completion in 2026 and focused on the Town's highest-emitting facilities, will be reported to Council for consideration through the annual budget process. In partnership with Durham Region, Staff allocated $125,000 in 2025 from the Housing Accelerator Fund (HAF) (Capital Project #55247606, fully grant funded) to support the Durham Greener Homes Retrofit Program. This multi-year rebate partnership will run until December 2026. In addition, $357,000 in HAF funding has been allocated to support a Pilot Financial Incentive Program for the WGS, aimed at advancing higher-performing, sustainable development across the Town.

Town staff continue to actively pursue additional external funding opportunities to support sustainability initiatives. A detailed summary of funding secured by the Town is provided in Appendix A of the 2025 Annual Sustainability Report (Attachment 1).

6. Communication and Public Engagement:

Public education and engagement are critical to building a sustainable community. In 2025, the Town conducted two surveys to inform key initiatives: one to gather resident input on priorities and concerns for the West Lynde SNAP, and a second to support development of the Corporate Waste Management Strategy. The waste survey assessed community awareness, expectations, and priorities related to waste prevention, reduction, and diversion in Town facilities, parks, and public spaces, with feedback from more than 1,300 respondents highlighting infrastructure needs, education and communication gaps, transparency, and policy and enforcement opportunities.

In addition to survey engagement, the Town delivered a broad range of sustainability‑focused events, programs, and outreach initiatives to build awareness, encourage participation, and support climate action across the community. Activities spanned environmental education, waste reduction, biodiversity and pollinator protection, urban greening, active transportation, and climate resilience, and were delivered through partnerships with the Whitby Public Library, Durham Region, Central Lake Ontario Conservation Authority, community organizations, and advisory committees. Engagement included public workshops, library programming, community fairs, stewardship events, webinars, pop‑up outreach, and volunteer‑led initiatives, reaching residents of all ages and interests. Together, these efforts strengthened community partnerships and advanced the Town's sustainability and climate objectives through accessible, hands‑on participation.

7. Input from Departments/Sources:

The Strategic Initiatives Division prepared the Annual Sustainability Plan with support from Operational Services, Finance, Community Services, and the Whitby Public Library, with facilities‑related input to the ECDM Plan provided by the Facilities Team (Community Services).

8. Strategic Priorities:

The initiatives outlined in the 2025 Annual Sustainability Report and the 2026–2031 ECDM Plan directly align with the priorities of the Community Strategic Plan, endorsed by Council in 2023. Specifically, they support Objective 2.1: “Demonstrate environmental leadership in sustainability and addressing climate change” under Strategic Pillar 2: Whitby’s Natural & Built Environment. As outlined in Section 4, multiple actions were implemented in 2025 to advance this objective, while the ECDM Plan provides a structured framework to guide corporate energy management and emissions reductions over the next five years.

Sustainability initiatives are developed with consideration for inclusivity and accessibility, and all documents associated with this report have been reviewed to ensure they are accessible to all readers.

Together, the 2025 Annual Sustainability Report and the ECDM Plan demonstrate how the Town is advancing its goal of becoming a healthy and sustainable community by addressing climate change through both mitigation and adaptation, while embedding sustainability into long‑term corporate planning and decision‑making.

9. Attachments:

Attachment 1 - 2025 Annual Sustainability Report

Attachment 2 - Energy Conservation and Demand Management Plan (2026–2031)

2025

SUSTAINABILITY ANNUAL REPORT

whitby.ca/sustainability

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Summary

The Town of Whitby (Town) remains committed to sustainability and environmentally responsible practices at both the community and corporate levels. In 2025, the Town advanced a wide range of sustainability initiatives that strengthened climate resilience, reduced greenhouse gas (GHG) emissions, and supported community engagement. Key achievements include:

- Development and Council endorsement of Version 2 of the Whitby Green Standard, an incentive-based framework to encourage higher performing, climate resilient buildings.
- Delivery of emergency preparedness workshops to help residents better protect their homes and families from extreme weather, including guidance on home retrofits, emergency supply kits, and staying informed during severe weather events.
- Launch of Whitby's first Sustainable Neighbourhood Action Program (SNAP) in the West Lynde neighbourhood, engaging more than 750 residents, 90 students and 30 partner organizations and implementing six quick-start green infrastructure and education projects to enhance local climate resilience.
- Conversion of the Combined Heat and Power (CHP) unit at the Whitby Civic Recreation Complex to operate as a backup heating system, achieving GHG emissions reductions equivalent to removing approximately 100 vehicles from the road.
- Planting of more than 1,100 native trees and shrubs through community-led greening initiatives, including a new mini forest at Heber Down Conservation Area and multiple tree-planting events at Rosedale Park, delivered in partnership with LEAF, Central Lake Ontario Conservation Authority, Little Forests Durham, Trees for Life, and community volunteers.

Building on this progress, additional actions are planned for 2026 to further advance Whitby's sustainability objectives. Priority initiatives include:

- Finalizing and presenting Whitby's first Corporate Waste Management Plan to Council, with implementation targeted to begin in spring 2026.
- Developing a new Invasive Species Management Plan to guide prevention, monitoring, and control efforts across the community.
- Initiating a Fleet Electrification Strategy to support the long-term decarbonization of the Town's vehicle fleet.

- Conducting a Deep Energy Feasibility Pathway Study for seven of the Town's highest-emitting facilities to develop actionable, facility-specific carbon reduction roadmaps.
- Commencing the Iroquois Park Sports Centre Deep Energy Retrofit Project, which is expected to deliver up to 450 tCO_2e in annual GHG emissions reductions upon completion over the next three years.

Introduction

The Town of Whitby recognizes that sustainability is a priority, both corporately and within the community. The Town has the following Council-endorsed strategic plans to guide the implementation of sustainability actions:

Community Strategic Plan (2023)

The Community Strategic Plan provides a shared vision and objectives for how the Town Council and Staff will work together to deliver on community priorities. Within Whitby's Community Strategic Plan are four strategic pillars with the second strategic pillar focusing on Whitby's Natural and Built Environment. The actions outlined in this report specifically align with the first objective of this pillar: Demonstrate environmental leadership in sustainability and addressing climate change.

For an update on progress, see the Community Strategic Plan Progress Report.

Climate Emergency Response Plan

The Whitby Climate Emergency Response Plan is the primary mechanism to respond to a changing climate across the **community**. Due to the complexity and different approaches necessary to fully understand the response needed to address climate change, the Whitby Climate Emergency Response Plan has been divided into two phases:

- Phase 1: Resilience
- Phase 2: Mitigation

Phase 1 – Resilience (2022)

Phase 1 involved the development of a Resilience Plan, which was approved by Council in September of 2022. The purpose of the plan is to address the climate changes we already experience in Whitby and expect to experience in the future even with the adoption of greenhouse gas emissions (GHG) mitigation measures. Risk and vulnerability modelling was done by developing two future scenarios for the Town of Whitby:

- An **adapted scenario**, where measures to reduce the direct and indirect risks of climate change are applied across the community; and
- A **business-as-usual scenario,** which includes growth and development without a climate adaptation lens.

To support the achievement of the adaptation actions, a detailed five-year community-led implementation plan has been developed.

Phase 2 – Mitigation (2023)

In December 2023, Climate Emergency Response Plan, Phase 2: Mitigation was completed and endorsed by Council. Phase 2 focused on climate mitigation and identified the sources of GHG emissions in Whitby and provided recommendations to reduce GHG emissions. The Mitigation Plan was developed to help prevent climate change from occurring in the future through the elimination of community GHG emissions.

The development of the Mitigation Plan included modelling the size of the climate challenge in Whitby. The Mitigation Plan provides a low-carbon pathway and recommendations to meet the Town's community-wide GHG emissions reduction targets. Implementing the Mitigation Plan's low-carbon scenario will result in improved energy efficiency in all sectors (i.e., residential, institutional, commercial, and industrial buildings; and transportation) and will create opportunities for economic growth and community development.

Version 2 of the Whitby Green Standard (2025)

Version 1 of the Whitby Green Standard (WGS) was endorsed by Council in September 2020 to help advance a more sustainable community and support Whitby's goal of reducing GHG emissions. It serves as a guide for developers to incorporate sustainability measures into new projects, to make sure these developments contribute positively to the environment and the community. In 2025, the WGS was updated to Version 2, which increases the baseline sustainability requirements for new development. As part of the transition, Council approved a new WGS Incentive Program, which will include staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town's allocation from the Housing Accelerator Fund (**Appendix A**).

With the introduction of the Incentive Program, Version 2 of the Whitby Green Standard has shifted to an incentive-based framework. While participation is voluntary, developers are strongly encouraged to achieve Tier 1, which represents a minimum best-practice standard.

Council has also endorsed that all new Town facilities be constructed to achieve Tier 3 of the WGS, demonstrating leadership in municipal climate action and high-performance building design.

Zero Carbon Whitby (2021)

Zero Carbon Whitby was endorsed by Council in March 2021; this plan serves as the Town's Corporate Energy Management Plan.

Zero Carbon Whitby has been developed as a framework for implementing a low carbon decision mechanism across the organization. The Plan derives the amount of emissions that Whitby's corporate operations must reduce to support global GHG emission reduction targets. Embedded in this framework, the Town of Whitby has identified the following short, medium, and long-term corporate GHG emissions reduction targets (relative to 2019 levels):

- 20% GHG emissions reduction by 2025
- 40% GHG emissions reduction by 2030
- 100% GHG emissions reduction by 2045

These targets were developed to reflect the Town's contribution to limiting the global annual average temperature increase to 1.5°C.

Embedded within Zero Carbon Whitby is a Carbon Reduction Framework, an overarching framework for GHG emissions management, extending over multiple years and all aspects of municipal operations. This framework empowers staff to develop and implement actions from the bottom up to meet GHG reduction targets by aligning capital and operating budgets with GHG reduction targets.

Zero Carbon Costing Study (2022)

As the first step of the implementation of the Zero Carbon Whitby Framework, the Zero Carbon Whitby Costing Study was completed. The Study was one of the main recommendations of the Zero Carbon Whitby Framework. The Zero Carbon Costing Study provides a detailed implementation plan for the Town to remain within its carbon budget and reach zero emissions by 2045. The Zero Carbon Costing Study provides a schedule and incremental budget for the Zero Carbon Whitby Plan that optimizes the Town's corporate carbon budget with its existing capital budget and asset management plans. It also provides guidance on the establishment of the Zero Carbon Revolving Reserve Fund.

The estimated incremental cost of this work between 2022 and 2045 is $63.7 million. In return, over the same period it estimated there will be $75.3 million in total savings and avoided costs.

The Study proposes that this incremental cost could be paid for entirely from a Zero Carbon Revolving Reserve Fund, seeded with an initial $34.8 million in funding and

then utilizing cost savings from energy, carbon tax, and select capital projects to fund the balance of the program in later years.

Council endorsed the Zero Carbon Whitby Costing Study in September 2022.

Reporting Framework

The Climate Emergency Response Plan and Zero Carbon Whitby Framework both have stipulated annual reporting requirements. This Annual Report is the mechanism for reporting on the Town's progress towards those plans and on other sustainable actions taken across the organization.

Projects listed within the report that include a **$** have or are in the process of being considered for subsidization by an external funding opportunity. For more details, please view **Appendix A**.

Climate Emergency Response Plan

Phase 1 – Resilience

In 2025, Whitby advanced 58 of the 106 total actions in the Phase 1 – Resilience Implementation Plan, with 29 actions currently in progress and 29 completed. This reflects a steady acceleration in implementation, building on 14 actions initiated in 2023 and 16 in 2024.

Key Actions Implemented in 2025

To advance the Town's Climate Emergency Response Plan, Phase 1: Resilience, several priority initiatives were undertaken, including:

1.1.4 Policy: Require that administrative/staff reports to Council include an assessment of climate risk, resilience and mitigation strategies through the Sustainability portion of the Strategic Priorities section of reports.

> Updated Council report to require climate risk, resilience, and mitigation considerations in the Sustainability portion of the Strategic Priorities section, ensuring alignment with Strategic Pillars and climate goals.

1.2.1 Initiative: Define at-risk populations, working with Whitby Diversity and Inclusion Advisory Committee.

> In collaboration with the Town's Senior IDEA Specialist and the Whitby Diversity and Inclusion Advisory Committee, climate-related at-risk populations were identified to ensure future climate policies, programs, and engagement efforts incorporate equity and vulnerability considerations.

1.5.5 Program/Education: Develop a community-level education program on the importance of developing emergency preparedness plans for a variety of climate emergencies.

> Developed and delivered a community education program on emergency preparedness for climate-related events, using social media, the Town's Climate Change and Extreme Weather webpage, workshops, and outreach at local events.

1.5.6 Education: Develop education programs specifically for:

- Homeowners and renters to take action to make their homes more resilient and improve preparedness for emergencies.
- Homeowners and renters to take action to reduce their home's GHG emissions.
- Homeowners and renters to take action to make their homes more resilient and improve preparedness for emergencies.
- Heat-related illness
- Extreme weather events and emergency preparedness

Expanded community education efforts to help residents prepare for climate emergencies and reduce emissions, including social media campaigns, workshops, and outreach at Town events. The Durham Greener Homes program was also expanded to include a Weather-Ready program which supports home resilience improvements.

2.1.3 Policy/initiative: Include climate resilience measures as part of the mandatory tier of the WGS and note the adaptation benefits for efficiency actions such as landscaping, air tightness, windows and doors, insulation, and efficient heating and cooling systems.

Updated the WGS (Version 2) by incorporating climate-resilience requirements into Tier 1 for larger multi-residential buildings, such as providing a refuge area with heating, cooling, lighting, potable water, and 72 hours of backup power, while strengthening Tier 2 by requiring developers to use Whitby's Climate Emergency Response Plan and Climate Insights mapping tool to demonstrate building resilience. Financial incentives are available when both tiers' elements are achieved.

2.3.1 Initiative: Develop guide about qualified contractors with external links to additional tips and information to complete wet-proof and dry-proof home retrofits.

Added resources to the Town's Energy Savings for Homes and Businesses webpage to help residents find qualified contractors and access guidance on wet-proof and dry-proof home retrofits, including links to Durham Greener Homes for additional information.

3.1.4 Initiative: Develop an urban forest management strategy with recommendations on the following:

- Meeting the canopy cover target and number of trees planted, focusing on both individual plantings (street trees) and opportunities for creating new urban forests
- Identifying trees resilient to expected changes in climate, and build resilience through diversified plantings throughout the Town
- Maintaining a town-wide tree inventory and monitoring and tracking tree conditions.

- Introducing improved soil standards for new plantings for trees, as well as other plants.
- Monitoring for and managing climate-related risks to trees such as diseases, pests, invasive species, and heat stress and identifying the introduced species that can be planted to maintain canopy targets, as well as ways to manage habitat loss for birds and animals reliant on current tree species in Whitby.
- Identifying roles for the Town, local organizations, and citizen scientists including considering a collaborative tree monitoring program throughout the community.

The Town developed an Urban Forestry Management Plan which is undergoing final review. The recommendations outlined in this action were considered during its development and were included where feasible.

3.1.11 Program: Plant trees alongside trails, sidewalks, and outdoor sports fields/facilities to provide cooling benefits.

The Town received funding through the Federation of Canadian Municipalities, Growing Canada's Community Canopies to support planting 800 trees across the Town to provide cooling benefits (**Appendix A**).

3.2.5 Initiative: Select a neighbourhood for a pilot project to install green infrastructure, with signage and community participation where possible.

Launched the Sustainable Neighbourhood Action Plan (SNAP) in West Lynde, engaging over 750 residents and 90 students, planting 50 trees and shrubs, hosting 34 community events, and partnering with more than 30 organizations. Additional neighbourhood initiatives included installing and educating residents about rain barrels, partnering with two local schools to install two pollinator garden projects and one rain garden, and conducting a neighbourhood-wide survey to gather input to establish the vision and goals in the SNAP Action Plan.

The progress of each action from the Phase 1 – Resilience Plan can be found in **Appendix B**.

Phase 2 – Mitigation

In 2025, Whitby advanced 32 of the 61 actions in the Phase 2 – Mitigation Implementation Plan, with 25 actions currently in progress and seven completed. This reflects a steady acceleration in implementation, building on 11 actions initiated in 2024. In addition, eight actions were already in progress prior to the plan's formal approval in 2023, and one action was completed at the time of Council's approval.

Key Actions Implemented in 2025

To advance the Town's Climate Emergency Response Plan, Phase 2: Mitigation, several priority initiatives were undertaken, including:

1.2.1 Program/Initiative: Convene a "CERP: Resilience and Mitigation Roundtable" of Town, Region of Durham, and Elexicon Energy Staff representatives to:

- Determine the allocation of both Implementation Plan's actions into departmental work plans;
- Identify internal operational and capital funding opportunities for each sub-action;
- Determine the Town's role in each sub-action and identify internal leads;
- Build and leverage external partnerships; and
- Adaptively respond to changes in sub-actions, external funding opportunities, and technological developments.

Convened a resilience and mitigation roundtable with 20 internal and external partners to advance implementation of Whitby's Climate Emergency Response Plan through collaboration, strategic planning, and identification of next steps.

2.1.2 Initiative: Investigate the development of a residential Property Assessed Clean Energy (PACE) program. Similar programs have been implemented across Canada, including the City of Edmonton's Residential Clean Energy Improvement Program (CEIP), Toronto's Home Energy Loan Program (HELP), and Nova Scotia PACE, which can be used as a guide and precedent for the creation of a Whitby PACE program. Allow building owners to stack PACE loans with the Durham Greener Homes Program.

Advanced development of a residential Property Assessed Clean Energy program through Durham Region, with Regional Council approval to implement a PACE/Local Improvement Charge (LIC) program that will support and complement the Durham Greener Homes program.

2.1.3 Program/Initiative: Investigate additional financing opportunities for residents to make retrofits and potentially stack with the Durham Greener Homes Program.

Through the Housing Accelerator Fund, the Town introduced a $5,000 top-up in 2024 for Whitby residents participating in the Durham Greener Homes Program. Whitby continues to lead program participation across Durham Region, with 652 enrollments and ranking second per capita. To date, Whitby residents have completed 49 EnerGuide-verified retrofits and installed 41 air-source heat pumps.

2.1.12 Education: Educate the Industrial, Commercial, and Institutional (ICI) sector on the energy retrofits that can be completed, the benefits of energy retrofits and heat pumps. For example, educational materials/initiatives could include a video series of businesses successfully undertaking retrofits.

Delivered targeted education to the industrial, commercial and institutional sector through a dedicated business retrofit incentives workshop, raising awareness of energy efficiency upgrades, heat pumps, and available incentives.

2.4.2 Initiative: By end of 2024, update the WGS minimum requirements to Tier 2 and develop a Terms of Reference (TOR) outlining specific requirements for each performance criteria.

The Town updated the WGS to Version 2, strengthening the sustainability requirements in the baseline tier and shifting the program to an incentive-based model that supports and rewards higher-performing developments.

3.1.1 Policy: Complete a review and assessment of zoning by-laws to screen for any barriers to solar photovoltaic (PV) installations, and update by-laws accordingly.

Completed a review of zoning by-laws to identify barriers to solar photovoltaic installations, with recommendations to be considered through the current Zoning By-law update.

4.3.1 Program: Organize an annual test drive event in partnership with Plug'n Drive.

Hosted an electric vehicle test drive event in partnership with Plug'n Drive, giving residents hands-on experience with EVs and access to information on electric vehicles.

The progress of each action from the Phase 2 – Mitigation Plan can be found in **Appendix C**.

Whitby Green Standard

In 2025, the Town continued to strengthen its commitment to sustainable development through the implementation and evolution of the Whitby Green Standard (WGS). Over the year, Sustainability staff reviewed 37 unique Tier 1 applications submitted under Version 1 of the Standard, supporting development applications at various stages of review and helping developers integrate early sustainability considerations into project design.

In December 2025, Council approved Version 2 of the WGS, marking a significant shift toward a more effective and accessible program model. Version 2 transitions the WGS into an incentive-based program designed to recognize and support builders who voluntarily pursue higher levels of environmental performance. This update increases the baseline sustainability expectations for new development while removing administrative barriers for applicants. As part of the transition, Council approved a new WGS Incentive Program, which will include staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town's allocation from the Housing Accelerator Fund[1].

Version 2 has the following three tiers:

- Tier 1 – Good Performance: Encouraged sustainability practices recommended for all new development. These represent foundational best practices and the minimum level developers are strongly encouraged to achieve.
- Tier 2 – Better Performance: More ambitious sustainability measures that demonstrate leadership in energy efficiency, climate resilience, and sustainable site design.
- Tier 3 – Highest Performance: Aligned with net-zero carbon standards and representing the most advanced levels of sustainable building design.

Version 2 is a voluntary program, but developers seeking incentives must complete the updated WGS Checklist, which consolidates the former Site Plan and Draft Plan of Subdivision checklists into a single user-friendly tool. The requirement for a standalone Sustainability Report has been removed, reducing paperwork and supporting a more streamlined approval process. The Checklist now categorizes criteria into Priority, Site-Specific, and Value-Add measures, focusing attention on the elements that deliver the greatest sustainability and climate-mitigation benefits.

[1] $ - More information of the funding of this program through the Housing Accelerator fund can be found in Appendix A.

The WGS continues to serve as an essential guidance tool, helping developers understand municipal sustainability expectations and identify opportunities to incorporate higher-performance design features into their projects. By encouraging thoughtful design choices and offering meaningful incentives for leadership, Version 2 of the WGS supports the creation of healthier, more resilient, and climate-ready communities across Whitby.

Zero Carbon Whitby

Progress to Date and Context

The Zero Carbon Whitby Plan identifies Whitby's 2019 GHG emissions baseline as 5,525 tCO_2e. Accordingly, Whitby's 2025 short-term GHG reduction goal was determined to be 1,105 tCO_2e.

Based on the Town's annual carbon budgeting, total GHG emissions reductions to date are 881.3 tCO_2e, as reported in the 2025 Budget Book. This represents approximately 80% of the 2025 short-term target, indicating strong progress toward Whitby's climate goals.

It is important to note that the carbon budget accounts for the projected GHG savings of all projects that are approved and budgeted. However, not every Zero Carbon project included in the budget since 2023 has been completed, and some are only partially implemented. As a result, there is a gap between forecasted (budgeted) and realized (implemented) reductions.

The following section details this variance, comparing the emissions savings anticipated at budget approval with the savings estimated by completed projects that have been fully implementation. This helps ensure reporting remains transparent and actionable.

2025 Projects

In 2025 there were 11 Zero Carbon Whitby projects completed including the permanent transition of the Combined Heat and Power (CHP) system at the Civic Recreation Complex (CRC) to a back-up power system. This resulted in an estimated savings of 454.4 tCO_2e. The large savings from the CHP transition to back-up power contributed significantly towards the Town's 2025 GHG emissions reduction target accounting for 90% of total savings. Table 1 provides the details of the Zero Carbon Whitby projects included in the 2025 Budget and their status.

Table 1. 2025 Zero Carbon Whitby Projects and Initiatives

Facility	Project	GHG Emission Savings (tCO_2e) *Annualized over a calendar year	Status
Brooklin Community Centre and Library	Variable Frequency Drives (VFDs) For Heating Pumps	0.2	Cancelled
Centennial Building	LED Lighting Upgrade	1.2	Completed
Centennial Building	Window Repair/Replacement	15.3	Cancelled
Civic Recreation Complex	LED Lighting Upgrade & Occupancy Sensors	6.4	Completed
Civic Recreation Complex	Transition CHP to a backup heating system	454.4	Completed
Civic Recreation Complex	Site Lighting Conversion and Bollard Lights	5.9	Completed
Iroquois Park Sports Centre	LED Lighting Upgrade	0.6	Completed
Spencer Community Centre	LED Lighting Upgrade	0.1	Completed
Whitby Station Gallery	Boiler Replacement	4.3	Completed
Fire Hall #1	Furnace Replacement	4.7	Deferred
Fire Hall #1	HVAC Replacement	8.1	Deferred
Whitby Central Library	LED Lighting Upgrade	3.8	Deferred
Fire Hall #4	Air-source heat pumps (ASHP) Installation and Electric Furnace Installation	8.6	Completed
Marina	ASHP Installation and Boiler Replacement	20.5	Completed
Fire Hall #2	Window Replacement	1.2	Completed
Fire Hall #3	ASHP Installation	5.6	Completed

Completed Project Total	508.8
Deferred Project Total	16.6
Cancelled Project Total	15.5

Projects identified as cancelled or deferred were influenced by technical issues, cost effectiveness, funding availability, and capital prioritization. At the Brooklin Community Centre and Library, the proposed heating system upgrade was cancelled due to technical feasibility concerns and unfavourable cost benefit outcomes. Planned window repair and replacement work at the Centennial Building was also cancelled as funding was redirected to higher priority capital needs.

Several projects were deferred rather than cancelled. At Fire Hall #1, planned furnace and HVAC system replacements were postponed due to limited funding and competing priorities and will be reconsidered in a future budget cycle. At the Whitby Central Library, a proposed LED lighting upgrade was deferred after being consolidated into a broader, building-wide lighting improvement initiative.

Overall, cancellations and deferrals were driven by feasibility constraints, funding limitations, and opportunities to consolidate or reprioritize projects for greater long-term value. As noted above, the deferred and cancelled projects had lower GHG emissions savings, so their impact on overall GHG reductions was minimal.

Progress Towards 2025 GHG Emissions Reduction Target

Table 2 below compares the yearly GHG emissions savings identified in the Carbon Budget based on proposed projects and compares it to the savings from the implemented projects.

Table 2. Zero Carbon Whitby - GHG Emissions Savings (tCO_2e) Listed in the Carbon Budget Compared to the Savings from the Implemented Net-Zero Projects.

	GHG Emissions Savings from Projects Proposed in Carbon Budget (tCO_2e)			GHG Emissions Savings from Implemented Projects (tCO_2e)		
Year	**Approved Projects**	**Fleet Growth**	**Net GHG Emissions**	**Implemented Zero Carbon Projects**	**Fleet Growth**	**Net GHG Emissions**
2023	(165.3)	14.5	(150.8)	(99.1)	14.5	(84.6)
2024	(213.6)	22.8	(190.8)	(2.6)	22.8	20.2
2025	(548.8)	9.1	(539.7)	(508.8)	9.1	(499.7)
Total	(927.7)	46.4	(881.3)	(610.5)	46.4	(564.1)

Variance Between Budgeted and Realized Emissions Reductions

As shown in Table 2, there is a notable gap between the 881.3 tCO_2e in net GHG reductions identified in the 2023–2025 carbon budget and the 564.1 tCO_2e achieved to date through implemented projects. This variance is primarily the result of implementation challenges identified after budget approval, as well as technological constraints.

Several projects required additional electrical service upgrades that were not identified or fully costed at the budgeting stage. These unforeseen requirements would have added significant out of scope capital costs and exceeded approved budgets and timelines. As a result, some Zero Carbon projects could not proceed as originally designed. In select cases, the Town advanced hybrid solutions, such as partial electrification or phased approaches, to maintain service levels and manage costs. While appropriate, these adjustments reduced near-term emissions savings.

A major initiative included in the 2024 budget, the installation of cold-water flooding systems across all ice pads at the Iroquois Park Sports Centre and the McKinney Centre did not proceed. A pilot installation at one rink at the McKinney Centre revealed compatibility issues with the facility's laser ice cutting system, resulting in impacts to ice quality. Due to these performance concerns and associated operational risks, the Town

decided not to advance broader implementation. Consequently, the anticipated 177.6 tCO_2e in annual emissions reductions from this project will not be realized.

As shown in Table 3, total net GHG emissions savings achieved to date are 564.1 tCO_2e, representing 49% of the Town's short-term 2025 reduction target of 1,105 tCO_2e. The 317.2 tCO2e difference between proposed and completed projects between 2023-2025 is comprised of 64% cancelled projects and 36% deferred projects. Emissions savings from deferred projects are expected to be realized in future years.

While the Town has not yet met its short-term GHG emissions reduction target, we are making measurable progress, as outlined in this Annual Report. Sustainability initiatives continue to be balanced with the broader operational and financial needs of the corporation, and the Town remains committed to learning, adapting, and advancing climate change initiatives over time.

Table 3. Zero Carbon Whitby – GHG Emissions Reduction Progress Towards Short-Term Target

	GHG Emission Savings (tCO_2e)
2025 Target	1,105
Savings to Date (2023-2025)	564.1
Progress to 2025 Target (%)	49%

Annual Corporate GHG Emissions Performance

In addition to tracking project-based GHG emissions reductions through Zero Carbon Whitby, the Town also monitors utility-based corporate GHG emissions against a 2019 baseline to understand broader, long-term trends. This year-over-year tracking provides a directional view of overall corporate performance and helps inform future planning.

In 2025, the Town's total utility-related GHG emissions were 735 tCO_2e lower than in 2019, representing a 19% reduction (**Appendix D**). As this measure reflects overall changes in corporate energy consumption rather than the direct impact of individual projects, it should be interpreted as a high-level indicator of trends, not a direct measure of progress fully attributable to specific Zero Carbon Whitby initiatives.

Further details on GHG emissions and energy consumption for 2025 are outlined in **Appendix D**.

Utility-Based vs. Project-Based Emissions Reductions

Utility-based emissions are a useful indicator of overall corporate performance; however, they are influenced by factors that are not directly tied to specific projects. These include year-to-year variations in weather (e.g., colder winters increasing heating demand), changes in facility usage and occupancy, and shifts in the carbon intensity of Ontario's electricity grid. As a result, utility-based emissions can improve or potentially worsen from year to year even when the pace of project implementation remains unchanged. The reported 735 tCO_2e reduction reflects building utility emissions only and does not capture changes in corporate fleet emissions.

By contrast, the net 564.1 tCO_2e emissions reduction reported through Zero Carbon Whitby project-based savings from 2023 to 2025 isolates the measured impact of completed projects and accounts for fleet-related emissions increases occurring over the same period. Even after accounting for fleet growth, the difference between the net project-based reduction (564.1 tCO_2e) and the larger utility-based reduction (735 tCO_2e) is expected. Utility-based emissions reflect all consumption-related changes since 2019, including external influences, while project-based savings isolate the quantified impact of planned retrofits and initiatives.

Together, these metrics show that while project implementation is progressing steadily toward the 2025 target, broader consumption patterns over the same period have also contributed additional reductions. For this reason, continued implementation of Zero Carbon Whitby projects remains essential to achieving and sustaining emissions reductions over the long term—particularly as weather conditions continue to fluctuate and the carbon intensity of the electricity grid may increase over time.

Pathway Forward to 2030 Target

While the Town did not fully achieve the ambitious short-term target of a 20% GHG emissions reduction by 2025, this period was critical in laying the foundation for deeper, longer-term emissions reductions. Significant upfront investments in analysis, feasibility, and project design are now informing future initiatives and positioning the Town to progress toward its 2030 target of a 40% reduction.

Advancing Retrofit Planning and Implementation

A Deep Energy Feasibility Pathway Study will be undertaken in 2026, focusing on seven of the Town's highest emitting facilities. This next phase of strategic planning will develop actionable, facility specific roadmaps to inform future retrofit decisions and prioritize investments with the greatest carbon reduction potential.

In parallel, 2026 also marks the launch of the Iroquois Park Sports Centre Deep Energy Retrofit Project, a major implementation initiative expected to deliver approximately

450 tCO_2e in emissions reductions over the next three years. Together, these initiatives reflect the Town's transition from foundational analysis to targeted implementation, with planning and delivery occurring concurrently to support more substantial emissions reductions in the lead-up to 2030.

Further supporting progress toward the 2030 target, the Town secured grant funding in 2025 to advance energy and GHG reduction initiatives at the 55+ Recreation Centre (**Appendix A**). The funding will support HVAC upgrades and fuel switching measures, integration of a building automation system (BAS), building envelope enhancements, and replacement of existing lighting with high efficiency LEDs. Planned for implementation between 2027 and 2030, these measures are expected to contribute meaningfully to long-term emissions reductions.

Avoiding New Emissions Through Net-Zero Facility Design

In addition to advancing retrofit projects, the Town has placed significant emphasis on ensuring that new facilities are designed to Zero Carbon standards, preventing the addition of new corporate GHG emissions. The Fieldgate Sports Complex, which is currently under construction and will be completed in 2026, will be the Town's first net-zero and Zero Carbon facility and one of the first of its kind in Canada to achieve Zero Carbon Building Design and LEED Gold certification for a complex that includes twin ice pads, a gymnasium, and an aquatics centre.

The Fieldgate Sports Complex is also the first municipal building in Whitby constructed to Tier 3 of the WGS, directly supporting Action 2.5.1 of CERP Phase 2 – Mitigation and aligning with the Zero Carbon Whitby Plan. In 2023, the Town was awarded $25 million through the Green and Inclusive Community Buildings Program, enabling the integration of sustainable and accessible design features, including a geothermal district energy system. Collectively, these measures demonstrate the Town's commitment to climate resilient, inclusive growth and ensure that new development supports—rather than undermines—progress toward long-term emissions reduction targets.

In addition, planning for the new Community, Animal and Enforcement Building and Fire Hall #6 is underway, with both facilities being designed to achieve Tier 3 of the WGS and target net zero performance, further reinforcing the Town's commitment to emissions free growth.

Measurement and Verification Strategy (M&V)

Measurement and verification approaches are being used to support the assessment of projected GHG emission reductions associated with Zero Carbon Whitby projects. Given the diversity of project types and facility characteristics, a range of methods may be applied to estimate and assess energy and GHG impacts over time.

Initial energy and GHG savings estimates for Zero Carbon Whitby projects were informed by a series of 2019 Energy Audits conducted by a third-party consultant (Efficiency Engineering) across all municipally owned facilities. Where feasible, project level performance can be assessed using available submetering or utility billing data to compare energy use and associated GHG emissions before and after implementation.

In facilities where submetering or a sufficient sample of post-implementation utility data is not available, energy modelling tools such as RETScreen may be used to estimate project impacts. By inputting facility design characteristics and isolating specific building systems or equipment, base case and proposed case scenarios can be developed to estimate potential energy savings and GHG emissions reductions. These approaches provide a consistent and transparent basis for tracking progress as projects are implemented and additional data becomes available.

Zero Carbon Revolving Reserve Fund (ZCRRF)

In support of Zero Carbon Whitby, a Zero Carbon Revolving Reserve Fund (ZCRRF) was established in September 2022 to facilitate the implementation of the zero carbon projects. The ZCRRF provides a way to help pay for zero carbon retrofits, pilot projects and to fund incremental retrofit project costs of zero carbon options. Operational savings from completed Zero Carbon projects will be directed into the fund to help pay for future projects. The current uncommitted balance in the ZCRRF is approximately $246,000.

Energy Submetering

The submeters installed at Iroquois Park Sports Centre, McKinney Centre and Town Hall continue to provide real-time monitoring of utility consumption at the equipment/system level to give an in-depth overview of energy consumption at each facility. These submeters will help to track and monitor Zero Carbon Whitby initiatives at these facilities.

Energy Star Portfolio Manager

In 2022, the Town began tracking energy consumption data through Energy Star Portfolio Manager for all major Town facilities. Energy Star accounts were continually updated throughout 2025 to monitor utility consumption and flag anomalies. Energy Star Portfolio Manager is also used to report under Ontario Regulation 25/23 Broader Public Sector. This regulation helps to identify energy and GHG emissions saving opportunities, establish benchmarks, and measure improvements over time. This platform is an interactive resource management tool that benchmarks the energy use of any building and allows users to:

- Identify underperforming buildings to target for efficiency improvements;

- Identify best practices from efficient buildings;
- Set investment priorities;
- Verify savings and prevent snapback;
- Share and report performance;
- Earn recognition; and,
- Benchmark and track energy and water consumption, waste, and GHG emissions.

Electric Vehicle Charging Stations

In 2025, the Town continued to maintain and promote its existing electric vehicle (EV) charging infrastructure installed through the Zero Emission Vehicle Infrastructure Program (ZEVIP), administered by Natural Resources Canada. The Town currently operates 24 charging stations, providing a total of 47 charging ports across municipal facilities.

As of 2025, the Town's corporate fleet includes 16 plug-in hybrid electric vehicles (PHEVs). In 2025 there were approximately 1,100 charging sessions of the PHEVs were completed resulting in an estimated 16 tCO_2e in GHG emissions savings.

In 2025, there were 4,323 public charging sessions recorded across the Town's EV charging network. These sessions contributed to an estimated 84 tCO_2e in GHG emissions reductions.

To support the continued operation of this infrastructure, funding was secured through an Elexicon Energy sponsorship, helping to offset the costs associated with station operations and maintenance (**Appendix A**).

Sustainable Initiatives

The following section highlights additional sustainability accomplishments advanced by the Town in 2025.

Committee and Advisory Initiatives

Whitby Sustainability Advisory Committee

The Whitby Sustainability Advisory Committee (WSAC) is a community-based committee of Council, whose role is to promote sustainability, support environmental management, and respond to climate change. In 2025, WSAC achieved various initiatives, including:

- Reviewed the Virtual Home Energy Assessment Tool (vHEAT) and explored the opportunity to leverage the information to create a Durham Region Virtual Home Energy Disclosure Map. Staff worked with Durham Region to advance the Durham Greener Homes program and the use of vHEAT on an individual household level.
- Supported the Town's Green Quarterly newsletter by contributing summer and fall content, including a feature on climate change considerations during the summer months and a fall piece on preserving the harvest.
- Assisted with the Town's native plant giveaway at the Brooklin Spring Fair on June 7 and 8, providing information on the benefits of native species and distributing native seed packets to attendees.
- Proposed and passed a motion allocating up to $3,000 from the Committee's 2025 budget and supported staff in retaining a consultant to verify capital costs, builder pricing, and other relevant data comparing heat pump installations to natural gas furnaces in new residential developments.

Events and Outreach

World Sustainable Procurement Day

World Sustainable Procurement Day (March 21) is a day to empower and equip Procurement Practitioners with knowledge, best practices, and practical solutions to sustainable procurement challenges. To celebrate this day, a newsletter entry was submitted through the Town's internal Buzz Newsletter.

Earth Hour

On March 22, 2025, the Town participated in Earth Hour by turning off all non-essential lighting at Town Hall only between 8:30 p.m. and 9:30 p.m. During this one-hour period, electricity consumption at Town Hall was reduced by 96%, demonstrating support for the global event and raising awareness of environmental impacts.

Earth Week Themed Programming

Throughout Earth Week (April 20-26, 2025), in partnership with the Whitby Public Library, several activities were available to help residents and family members learn about ways to help our Earth and to get involved, including:

- Earth Day Storytime and Craft
- Earth Day Upcycle
- Composting
- Magnet-ficent Animal Magnets
- Brooklin Display Case

Waste Management Display

In celebration of Earth Month, Sustainability and Waste partnered with the Whitby Public Library, Brooklin Branch, during the month of April to educate residents about waste management. We used a display case to showcase the 5Rs of waste management: refuse, reduce, reuse, recover, and recycle. With each R, we provided an explanation of what it means and real-world examples to demonstrate what residents can do to reduce waste.

Outreach on the Corporate Waste Management Strategy

To support the development of the Corporate Waste Management Strategy, an online public survey was conducted in the summer of 2025, receiving more than 1,300 responses. The survey assessed residents' awareness of waste prevention, reduction, and diversion and gathered feedback on waste management practices in Town facilities, parks, and public spaces; responses related solely to residential waste were excluded. Results demonstrated strong public support for improved waste diversion, with residents calling for consistent multi-stream waste infrastructure, clearer and more standardized signage, and greater transparency regarding waste processing. Respondents also identified opportunities to strengthen education, communication, and enforcement to reduce contamination, littering, and illegal dumping, and to support waste reduction at public events and commercial properties.

Compost and Green Bin Presentation

On Wednesday, April 23, 2025, Sustainability partnered with the Whitby Public Library, Rossland Branch and Durham Region, Works Department, to educate residents on best waste management practices. A Waste Management Technician from Durham Region presented to 15 participants on strategies to reduce waste and composting best practices including how to use a backyard composter for your kitchen scraps.

Figure 1. The Compost and Green Bin Presentation set up by Durham Region at the Whitby Public Library, Rossland Branch.

Provincial Day of Action on Litter

In Ontario, the Provincial Day of Action on Litter is celebrated on the second Tuesday of May. In recognition of this day, in 2025 community members were encouraged to complete a one-time cleanup or to adopt public spaces through the Anti-litter App: www.whitby.ca/cleanup.

World Migratory Bird Day

On Saturday, May 10, 2025, Sustainability partnered with the Central Lake Ontario Conservation (CLOCA) to host a World Migratory Bird Day event for Whitby residents at Lynde Shores Conservation Area. 30 participants attended where they got an opportunity to learn about colonialism and bird names, participate in trivia questions on bird migration and bird friendliness, bird ID tips, and go on a bird hike.

Figure 2. Table display with information on migratory birds at World Migratory Bird Day event.

Alveole Beekeepers Presentations ($)

As a part of the Town's Urban Rooftop Beehive Program sponsored by Elexicon Energy, Alveole Beekeepers delivered a hands-on educational workshop. The workshop was titled *Discover the World of Bees: a look at the fascinating role bees play* and was held to celebrate World Bee Day (May 20). The Town partnered with the Whitby Public Library's Rossland Branch, to deliver this program. An Alveole Beekeeper shared their knowledge on bee diversity, urban beekeeping, and the honeybee hive. 25 participants were invited to ask questions and engage in discussions throughout the presentation.

Brooklin Spring Fair

On June 7 and 8, 2025, Sustainability Staff along with members of the Whitby Sustainability Advisory Committee, attended the Brooklin Spring Fair to engage residents on the importance of pollinators and planting native species. As part of this outreach, free native plants were distributed to support the Town's commitments under Bee City Canada and the Mayors' Monarch Pledge. This initiative reached approximately 650 residents and resulted in the distribution of approximately 650 native plants.

Figure 3. Native plants and pollinator education signage on display at the Town's booth during the Brooklin Spring Fair.

Bike Month – Community Cycling Support and Engagement

As part of Bike Month 2025, the Town hosted two drop-in bike repair workshops to support safe cycling and encourage active transportation. The workshops were held on June 14 at the Waterfront Trail and June 21 at Celebration Square, offering free basic bike services such as safety checks, tire inflation, brake adjustments, and chain oiling, delivered by technicians from a local bike shop.

In addition, the Active Transportation and Safe Roads Advisory Committee hosted a pop-up information booth at the Waterfront Trail event to share information and gather feedback on the Town's Active Transportation network.

The events were very well received, with approximately 230 residents participating. More than 80 cyclists received bike tune-ups at the Waterfront Trail location, while over 150 cyclists were served at the Celebration Square event. Participants also had opportunities to learn basic bike maintenance tips, supporting ongoing safety and confidence for cycling in Whitby.

Pollinator Week

Pollinator Week (June 16 to 22, 2025) is a time to celebrate the vital role of pollinators like bees, birds, bats, and butterflies in our local ecosystem and support global food production. The Town is committed to protecting pollinators and their habitat through action and education as a designated Bee City of Canada. As part of that commitment, the Town planned one stewardship event in partnership with LEAF and one staff event

to support the Seeds for Bees program. For more information about the LEAF event, visit page 32 and page 34 for the Seeds for Bees.

National Forest Week and National Tree Day

The Town celebrated National Forest Week (September 21 to 27, 2025) by promoting the LEAF Native Tree and Shrub Planting Event at Rosedale Park and encouraging residents to plant trees in their backyard through LEAF's Backyard Tree Planting Program. More information about LEAF's programs can be found on page 32.

Waste Reduction Story and Craft Time

The Town, in partnership with the Whitby Public Library, hosted a waste-themed story time on October 25, 2025, that focused on the importance of reducing waste, reusing items, and recycling materials.

Know Before You Throw – Five R's Workshop

In partnership with the Whitby Public Library, Brooklin Branch and Durham Region, a family-friendly workshop was delivered on the world of waste management in celebration of Waste Reduction Week. 13 participants learned about the importance of responsible waste management through a variety of activities including a topic-specific story, hands-on activities including waste sorting, and identifying ways that they can participate in responsible waste management.

Figure 4. Participants learning about waste management at the Whitby Public Library, Brooklin Branch.

Durham Climate Roundtable Fall Forum

On November 15, 2025, the Town of Whitby participated as an exhibitor at the Durham Climate Roundtable Fall Forum, hosted at Durham Region Headquarters. The event brought together municipal leaders, sustainability practitioners, community organizations, and residents to collaborate on building a more resilient, climate-conscious future for Durham Region. Visitors to Whitby's booth engaged with Town staff about ongoing and upcoming sustainability initiatives and had the opportunity to enter a draw for a free smart thermostat by signing up for the Whitby Sustainability Green Quarterly Newsletter.

Native Plant Propagation Efforts in Bee Cities – Bee City Canada Webinar

On November 25, 2025, the Town of Whitby presented its municipal native plant propagation efforts, through the Seeds for Bees program, during a one-hour webinar hosted by Bee City Canada. The webinar highlighted the role of native plant propagation in supporting pollinators and advancing municipal habitat creation efforts. The session attracted many participants from across Canada and provided knowledge-sharing opportunities on creating and maintaining native plant habitat, showcasing Whitby's leadership as a Bee City committed to biodiversity and pollinator health.

Programs and Ongoing Initiatives

Green Quarterly Newsletter

In 2025, Sustainability launched the Green Quarterly newsletter to enhance communication with the community about new and ongoing sustainability initiatives. The first edition was released in April, followed by two additional editions in July and October. Collectively, the newsletter reached a total of 256 individuals.

Durham Greener Buildings

Whitby was recognized with two Durham Greener Buildings awards in November 2025 for its continued progress toward climate and energy goals. Whitby's Centennial Building received the Best Emissions and Energy Performance Award for Performing Arts for achieving the lowest GHG intensity in its category.

The Fieldgate Sports Complex has received a Leadership and Sustainability Impact Award in recognition of its anticipated outstanding sustainability performance upon completion.

Civic Community Garden

In June 2025, the Civic Community Garden launched beside the Whitby Civic Recreation Complex at 555 Rossland Road East. This resident-led initiative offers dedicated space for growing fresh, healthy food in Whitby. The garden features beds that are planted, maintained, and harvested by community members. The goal is to improve access to nutritious food, support local food production, and help address food insecurity. The space also supports educational programming and youth-focused planting events, creating opportunities for residents to learn, grow, and connect.

Figure 5. Community members at the Civic Community Garden.

Local Enhancement & Appreciation of Forests (LEAF) Backyard Tree Planting Program

2025 marked the start of the sixth year of the Council approved Backyard Tree Planting Program. A new two-year agreement was approved to continue the program for Whitby property owners. The program is delivered by LEAF in partnership with the Region of Durham. In 2025, a total of 66 trees were planted in Whitby through the program, equivalent to removing approximately 28 vehicles from the road (Table 4).

Table 4. Trees planted in 2025 in Whitby through the Backyard Tree Planting Program.

Planting Season	Trees Planted	Sequestered CO_2 (kg)	Stormwater Mitigation (L)	Air Pollution Removed (kg)	Equivalent Gas Vehicles Taken Off the Road*
July 2024 to June 2025	44	84,783	13,054,712	1,998	19
July 2025 to December 2025	21	42,588	6,557,101	1,028	9
Total	66	127,371	19,611,813	3,026	28

** Based on an average of 4.6 metric tons of carbon dioxide produced per year.*

LEAF Community Greening Program

2025 was the third year of implementing the Community Greening Program, which involved partnering with LEAF to deliver the following events:

- LEAF Earth Day Tree and Shrub Planting at Rosedale Park on April 26, 2025, through which, 133 participants planted 500 trees and shrubs.
- LEAF Community Stewardship Maintenance event at Rosedale Park on June 21, 2025, through which, 18 bags of unwanted/invasive plants were collected and approximately 150 native trees/shrubs were mulched. At this event there were two LEAF volunteers, 18 community participants and three (3) staff (LEAF and Whitby combined).
- Two in-person LEAF Tree Tours at D'Hillier Park and Rosedale Park were conducted on June 14, 2025, and September 27, 2025, with a total of 53 participants. The attendees were led on a guided walk through the park where they were given the opportunity to learn more about native tree species, their invaluable benefits, and the ways that they can help the urban forest thrive. The tour taught about the difference between native, non-native, and invasive species and how to identify them.
- The LEAF Tree and Shrub Planting event at Rosedale Park on September 27, 2025, during National Forest Week included 100 participants, who planted 500 trees and shrubs.

LEAF also conducts ongoing monitoring of the Town's tree and shrub planting sites to evaluate long-term performance and ecological benefits. Monitoring includes baseline

data collected before and after planting, followed by site assessments at Year 2 and Year 5. Indicators assessed include plant survival, overall health condition, woody plant diversity, and the presence of invasive species.

Year 2 monitoring completed to date at Whitby planting sites indicates strong establishment and positive ecological outcomes. Survival rates across sites ranged from 85 to 88 per cent, with plantings generally assessed in good condition. Monitoring also showed high levels of woody plant diversity, with diversity index values ranging from 0.85 to 0.95, indicating successful species mix and site resilience. Limited invasive species presence was observed at select locations and will continue to be monitored and managed as part of ongoing site stewardship.

The total 1,063 trees planted as part of LEAF programs in 2025 will save approximately 4,622 tCO_2e through sequestration and reduced air pollution. This is equivalent to taking 1,005 cars off the road for one year.

Figure 6. Participants at the LEAF Tree Tour on Saturday, September 27, 2025, at Rosedale Park.

Bee City Canada

In 2018, Whitby was designated the 10th Bee City in Canada and the first in Durham Region. The Bee City designation is awarded to municipalities that declare to protect pollinators and their habitat through action and education. In 2025, the Town undertook several measures to maintain Bee City status including educational seminars, community plantings, and provided native wildflower seed packets and native plants.

Tree Cities of the World

Tree Cities of the World is an international effort through the Arbor Day Foundation, the Food and Agriculture Organization of the United Nations, alongside its Canadian partner, Tree Canada, to recognize cities and towns committed to ensuring that urban forests and trees are properly maintained, sustainably managed, and duly celebrated. When the program launched in 2019, Whitby was one of only 59 cities worldwide to receive this designation. Since then, the program has increased to 210 cities worldwide. Whitby was successful in our 2025 Tree Cities of the World application as we continue to maintain, manage and celebrate our forest and trees.

Seeds for Bees

The Seeds for Bees native plant nursery has been continuously growing. A staff event was held on June 11, 2025, in celebration of Pollinator Week (June 16 to 22, 2025) to assist the Horticultural Team with the nursery. Town staff helped repot 1,630 native plants. These plants were then planted at several Town parks including Jeffrey Park, Chelsea Hill Park, Darren Park, and Lynde Creek Park.

Figure 7. Town staff repotting native plants to support the Seeds for Bees nursery.

Mayors' Monarch Pledge

The Town continued its efforts to protect pollinators through participation in the Mayors' Monarch Pledge in 2025. This is a program led by the National Wildlife Federation. Through this initiative, Whitby is committed to creating habitat for the monarch butterfly and pollinators and educating residents about how they can make a difference at home and in their community. To participate, the Town must commit to at least three action items that the community will initiate throughout the year. In 2025, the Town committed to the following actions:

- Launch or maintain a public communication effort to encourage residents to plant monarch gardens in their homes or neighbourhoods.
- Launch, expand, or continue an invasive species removal program to support the re-establishment of native habitats for monarch butterflies and other pollinators.
- Display educational signage at monarch gardens and pollinator habitats.
- Increase the percentage of native plants, shrubs and trees that must be used in city landscaping ordinances and encourage the use of the milkweed, where appropriate.
- Host or support a native seed or plant sale, giveaway or swap.

Whitby Public Library Seed Share

Seed Saving is a growing movement that supports sustainable gardening practices and a healthy lifestyle by preserving genetic diversity and fostering an awareness of nature. The Whitby Public Library Seed Share provides access to locally saved seed and knowledge for anyone interested in growing food, attracting pollinators, saving their own seed and contributing to this public resource. For more information, visit www.WhitbyLibrary.ca/seedshare.

Urban Rooftop Beehive ($)

The Town has an urban beehive on the rooftop of the Whitby Civic Recreation Complex, sponsored by Elexicon Energy and maintained by Alveole Urban Beekeepers. The Town extracts approximately 10 kilograms of honey from its rooftop beehive each year. The honey is bottled into 100 small jars and gifted to volunteers and handed out as prizes during community events.

Community Cleanups

The Town launched the Anti-Litter App in May of 2021 to support the Provincial Day of Action on Litter. The app allowed residents to pre-register for a one-time community cleanup or make a longer-term commitment to adopt and clean a road, park or trail. From April through December, a total of 64 parks were cleaned up, along with four (4)

adopted parks. Throughout this period, 1985 volunteers participated, with volunteer numbers ranging from one (1) to 350 people per park.

Curbside Battery Collection

The Region of Durham collected over 9.5 tons of batteries in the Town through their curbside collection program. This event ran twice in 2025 in the spring and fall.

Library Pop-Ups

During the summer of 2025, Sustainability staff hosted an information table in the lobby of the Whitby Public Library, Central Branch to promote the Durham Greener Homes program, LEAF's Backyard Tree Planting program, upcoming sustainability events, and other sustainability initiatives (Figure 8). Outreach sessions took place on July 3, July 7, July 9, July 16, August 13, and August 20.

Figure 8. Whitby Central Library pop-up booth.

Little Forests Durham

In 2025, the Town partnered with Little Forests Durham to establish a mini-forest at Heber Down Conservation Area in Whitby, a dense, fast-growing pocket of native trees and shrubs, planted using the Miyawaki method. The first step of this process was preparing the site by removing grass, laying cardboard, and topping with compost and mulch which took place on August 9, 2025 (Figure 9). Then, on October 18, 2025, with the support of 65 volunteers, 600 native trees and shrubs were planted (Figure 10).

Figure 9. Volunteers and the Fire Department watering the site.

Figure 10. Volunteers planting trees to create a mini-forest at Heber Down Conservation Area.

Appendix A – Funding Received in 2025

Grant Name	Town of Whitby Project	Grant Value Awarded	Funder Type
Elexicon Energy Sponsorship	Urban Rooftop Beehive Program (Including Alveole Beekeepers Presentation)	$5,000	Local Distribution Company
Elexicon Energy Sponsorship	Operation of Existing EV Charging Stations	$10,000	Local Distribution Company
Federation of Canadian Municipalities – Growing Canada's Community Canopies	800 Trees Planted Across Whitby	$245,290	Federal
Housing Accelerator Fund (HAF)	Durham Greener Homes Retrofit Incentive Top Up	Up to $125,000 of the total HAF grant $24,990,435	Federal
Housing Accelerator Fund (HAF)	Whitby Green Standard Incentive Program	Up to $375,000 of the total HAF grant $24,990,435	Federal
Green and Inclusive Community Buildings Program	Whitby 55+ Recreation Centre	$798,486	Federal

Appendix B – CERP Phase 1 – Resilience

1.0 Governance and Leadership

Action 1.1: Incorporate climate change adaptation and resilience into all decision-making and planning in current and future processes.

Actions	Metric	Status of Progress	2025 Details of Progress
1.1.1 Policy: Update the asset management policy and plan to incorporate climate risk and mitigation into asset management, followings the Province's asset management mandate.	Policy updated and being implemented % of assets assessed with climate risk lens	Complete	In 2024, the Municipal Asset Management Plan was updated including a climate change section with a focus on strategies for climate mitigation and resilience, and Whitby's Zero Carbon Budget. The Plan examines challenges and opportunities for climate resilience and mitigation on various assets such as road surfaces, stormwater systems, facilities, and more. The Plan also accounts for Whitby's Zero Carbon Budget recognizing carbon output reduction is crucial for capital project planning.
1.1.2 Policy: Integrate climate resilience and mitigation into the priority-based budgeting mechanism and reflect the findings	Climate added as budget prioritization criteria	In progress	Asset management processes were updated to include environmental risk and threat assessments. Work is ongoing to ensure that climate resilience and mitigation are fully embedded within the priority-based budgeting

from the asset management plan renewal.			mechanism and aligned with asset management renewal findings.
1.1.3 Policy: Develop a sustainable procurement policy that considers climate change mitigation and adaptation and reflecting the findings of this Plan and the asset management plan renewal.	Policy developed and being implemented	Not started	This action has not commenced as of 2025.
1.1.4 Policy: Require that administrative/staff reports to Council to include an assessment of climate risk, resilience and mitigation strategies through the Sustainability portion of the Strategic Priorities section of reports.	Policy developed and being implemented	Complete	The administrative/staff report to Council was revised to require climate risk, resilience, and mitigation information within the Sustainability portion of the Strategic Priorities section. The update also directs staff to summarize contributions to climate goals such as risk reduction, resilience, and emissions reduction.
1.1.5 Initiative: Provide training and workshops to Town staff on climate change adaptation, mitigation and resilience.	% of staff completed training	In progress	No training delivered in 2025. Climate change training for staff was completed in previous years and will continue to be incorporated into future professional development opportunities.
1.1.6 Program: Provide support to staff on analyzing climate risk and mitigation strategies in their projects.	% of corporate priorities/projects being supported by trained staff	In progress	The Sustainability Division reviews environmental assessments providing feedback on climate risk and mitigation strategies related to the project on an ongoing basis.

Action 1.2: Town promotes inclusive resilience with an equity lens.

Actions	Metric	Status of Progress	2025 Details of Progress
1.2.1 Initiative: Define at-risk populations, working with Whitby Diversity and Inclusion Advisory Committee.	Initiative completed	Complete	Collaborated with the Town's Senior IDEA Specialist and Whitby Diversity and Inclusion Advisory Committee to identify and define climate-related at-risk populations within the Town of Whitby.
1.2.2 Initiative: Integrate climate change and emergency preparedness in the Town's IDEA (Inclusion, Diversity, Equity, and Anti-Racism) Project to better identify how to deliver services that are reflective of the community.	Climate integrated into IDEA plan	Not started	This action has not commenced as of 2025.
1.2.3 Policy: Apply an equity checklist to climate adaptation, mitigation and resilience projects and programs.	% of projects equity checklist is applied to	Not started	This action has not commenced as of 2025.
1.2.4 Program: Collaborate with grassroots organizations and nonprofits to strengthen relationships with the community and to share information about climate change in a way that improves trust with the Town.	# of partners communications reach	Not started	This action has not commenced as of 2025.

Action 1.3: Ensure staff are protected against climate risks.

Actions	Metric	Status of Progress	2025 Details of Progress
1.3.1 Initiative: Consult individual departments on operational needs and inclement weather and extreme heat days.	Consultations completed	In progress	The Town's Senior Health & Safety Specialist has collaborated with departments to discuss operational needs for inclement weather and extreme heat days. The Town will continue consulting with departments in 2026, building on the Heat Stress Policy established in 2023.
1.3.2 Policy: Based on consultations, make recommendations to departments on potential policy/procedural changes in inclement weather and extreme heat days.	# of safety incidents reported relating to weather and climate-related risks	Not started	This action has not commenced as of 2025.
1.3.3 Policy: Ensure that anti-idling policies do not preclude outdoor staff from staying warm, dry, or cool in inclement weather or on extreme heat days. For example, designate one 'cooling' truck on a work site that workers can access as an air-conditioned space.	# of safety incidents reported relating to weather and climate-related risks	Complete	Town of Whitby By-Law No. 6489-11, an Anti-Idling By-Law, was passed by Council on May 30, 2011. This By-Law does not preclude outdoor staff from staying warm, dry, or cool in inclement weather or on extreme heat days. The by-law is not effective when: • The outside air temperature is below 5°C or above 27°C

			• Vehicles remain motionless because of an emergency, traffic or weather conditions over which the driver has no control
1.3.4 Policy: Consider enhanced departmental budgets for personal protective equipment and clothing to decrease weather-related exposure and risk (such as cooling vests) and communicate to departments their ability to have such budget requests considered.	# of safety incidents reported relating to weather and climate-related risks	Not started	This action has not commenced as of 2025.
1.3.5 Initiative: Conduct an internal review of programs and services that can be offered remotely during extreme weather events (e.g., online fitness classes, hybrid work environments for staff, etc.) and conduct public engagement to prioritize remote service offerings.	# of non-service days per service	Not started	This action has not commenced as of 2025.
1.3.6 Education/Initiative: Publish a toolkit and/or guidance for private businesses and organizations to follow based on the Town's experience.	Toolkit published	Not started	This action has not commenced as of 2025.

Action 1.4: Integrate future climate risks into emergency management planning.

Actions	Metric	Status of Progress	2025 Details of Progress
1.4.1 Initiative: Conduct a review of Whitby's emergency management plans with a climate/extreme weather lens and adapt the plan accordingly.	Plans updated	Complete	Whitby's Emergency Management Plan was reviewed by Sustainability Staff using a climate and extreme weather lens. It was determined that existing measures adequately address all relevant climate risks, so no updates were necessary.
1.4.2 Initiative: Continue to conduct scenario training incorporating climate change-related disasters, and adapt training as needed based on projections.	# of climate-related training activities	In progress	Fire Services conducts annual scenario training incorporating climate change-related disasters, and adapts training as needed.
1.4.3 Initiative: Identify Town-owned and operated buildings that can function as emergency shelters and heating and cooling shelters and identify a list of other publicly accessible buildings that can serve these functions.	Buildings identified	Complete	A review of Town-owned and operated buildings capable of functioning as emergency, heating, and cooling shelters was completed. 17 buildings were identified across the Town that can serve these functions.
1.4.4 Policy: In collaboration with the Region of Durham, investigate the development of a policy to offer free transit during extreme heat, cold, and	Policy developed and being implemented	Not started	This action has not commenced as of 2025.

other inclement weather events so residents can access centres.			
1.4.5 Program: Develop and promote a voluntary register for citizens including seniors and individuals living with a disability that may require assistance or support during extreme weather events.	Registry in place and being utilized	Not started	This action has not commenced as of 2025.
1.4.6 Initiative: Conduct public engagement to determine preferred communications methods and channels during climate-related events and emergencies (e.g., through an app, phone notifications, social media, etc.).	Incentive completed and recommendations being implemented	Complete	No further action in 2025. This action was completed in 2023 through a community survey on preferred communication methods for climate related events and emergencies.

Action 1.5: Develop and implement a community wide education campaign on climate risks, preparedness and recovery.

Actions	Metric	Status of Progress	2025 Details of Progress
1.5.1 Education/Initiative: Develop a communications strategy that includes a baseline assessment of knowledge and identifies education needs.	Communications reach	Complete	A communications strategy was developed in 2024, including a baseline assessment of Whitby's climate risk knowledge and educational needs. In 2025, implementation commenced, including two resident workshops, distribution of

			emergency preparedness kits, amplification of climate emergency alerts, webpage updates, a targeted social media education campaign, promotion of incentive and rebate programs, and direct resident engagement through booths and interactive activities (such as “Spin the Wheel”) at Harvest Festival and Home Sweet Home.
1.5.2 Initiative: Partner with local not-for-profits and resident-led community organizations to engage the public on how they learn about climate change and risk - including imminent weather-related emergencies and long-term risks and understand what information they need to prepare and respond, who they trust to receive information from, and how they prefer to receive information.	# of partners Communication reach	Complete	In 2025, the Town continued its partnership with Durham Region to educate residents on imminent weather-related emergencies, long-term risks, and preparedness measures. Building on insights from the 2023 Emergency Preparedness and Climate Change Survey which identified the Town and Durham Region as the most trusted sources of information. The Town delivered targeted outreach through trusted channels and formats preferred by residents. This action is complete, and ongoing collaboration will ensure residents remain informed and prepared.
1.5.3 Education: Develop proactive education and information campaigns with partners the	Communications reach	In progress	In 2025, the Town developed education and information campaigns

public trusts and who can distribute information (libraries, non-profits, businesses, radio stations, etc.).			with Durham Region and other relevant partners.
1.5.4 Initiative: Complete a review of existing emergency communication protocols and identify strengths and weaknesses and assess the need for new communications tools such as an app that alerts residents of climate- and weather-related risks and closures.	Review completed and recommendations being implemented	Complete	In 2025, Sustainability Staff reviewed Whitby's Emergency Management Plan and Extreme Temperature Emergency Response Plan, including their emergency communication protocols and determined no updates were required. The 2023 survey confirmed residents prefer weather apps for alerts. Information on climate and extreme weather remains available on the Town's webpage, which encourages residents to subscribe to the Region's heat and cold alerts.
1.5.5 Program/Education: Develop a community-level education program on the importance of developing emergency preparedness plans for a variety of climate emergencies.	Communications reach	Complete	A community-level education program was developed as part of the larger communication strategy identified in Action 1.5.1. In 2025, the Town communicated the importance of developing emergency preparedness plans for a variety of climate emergencies through Facebook social media posts, the Climate Change and Extreme Weather webpage, community workshops, and outreach at Town events.

1.5.6 Education: Develop education programs specifically for: • Homeowners and renters to take action to make their homes more resilient and improve preparedness for emergencies • Homeowners and renters to take action to reduce their home's greenhouse gas emissions • Heat-related illness • Extreme weather events and emergency preparedness	Communications reach	Complete	A community-level education program was developed as part of the larger communication strategy identified in Action 1.5.1. In 2025, staff communicated the importance of developing emergency preparedness plans for a variety of climate emergencies through Facebook social media posts, the Climate Change and Extreme Weather webpage, workshops, and outreach at Town events. Additionally, the new Durham Greener Homes Weather-Ready program shares information on how to increase the resilience of homes.
1.5.7 Education/Program: Ensure clear and simple communication with the public about climate mitigation, the location of emergency services, climate risks and the types of supports available from the Town.	Communications reach	In progress	Information about climate mitigation, the location of emergency services, climate risks and the types of supports available from the Town can all be found on the Town of Whitby's website. Staff share this information via the Green Quarterly newsletter, social media posts, community workshops, and other communication channels.

Action 1.6: Conduct community outreach immediately before and during periods of high risk.

Actions	Metric	Status of Progress	2025 Details of Progress
1.6.1 Program: Partner with police, the fire department, and nonprofits to develop outreach teams, focusing on at-risk, homeless and underhoused individuals, to: • Create an at-risk persons registry • Visit homes of at-risk people and/or call during extreme heat, prior to and during flood events, and prior to and after extreme weather events • Hand out water, provide information about heat warnings, and offer advice about services such as cooling stations, businesses and facilities that welcome people to stay longer on hot days, and any free transit initiatives on hot days.	% of registered at-risk persons contacted during each event	In progress	In 2025, outreach teams distributed cooling kits items and supported individuals experiencing homelessness during extreme heat events. The Town will continue to partner with organizations to provide resources and information on cooling stations and available supports.
1.6.2 Initiative/Education: Share the Town's strategy and tips for reducing outdoor workers' exposure to heat for private businesses/employers to consider.	Toolkit published and shared with target audiences	Not started	This action has not commenced as of 2025.

Action 1.7: Monitor climate change predictions and update the Adaptation Plan.

Actions	Metric	Status of Progress	2025 Details of Progress
1.7.1 Program: Assign a staff person to track the latest climate data and information relevant to Whitby.	Data and projections updated as per schedule	Not started	This action has not commenced as of 2025.
1.7.2 Policy: Review and update the CERP Phase 1: Resilience Plan and CERP Phase 2: Mitigation Plan every five years.	Plan updated as per schedule	Not started	This action has not commenced as of 2025.
1.7.3 Initiative: Review the needs of the Emergency Management Offices to incorporate climate resilience and preparedness into the planning processes and service delivery. For example, as vector-borne diseases become more prominent with a changing climate, ensure that a public health representative is included as part of EMO meetings, or EMO staff receives training or scenario opportunities that involve vector-borne illnesses.	Strategy updated as per schedule	Complete	Emergency Management Offices incorporated climate resilience and preparedness into planning and service delivery. The Durham Region Health Department participates in both Whitby's Emergency Control Group and Regional Emergency Control Group, and the Region provides educational materials on vector-borne illnesses such as Lyme disease.
1.7.4 Program: Coordinate across Town departments to ensure clear communication strategies for cross departmental responsibilities, such as ensuring the EMO has the most current	# of transparency and communications complaints on weather and	Complete	Clear communications strategies for cross departmental responsibilities are in place for climate related hazards and risks. These are outlined in the Town's Emergency Management Plan.

information regarding road access for route planning.	climate-related topics		

2.0 Adapted Buildings and Built Infrastructure

Action 2.1: Ensure new construction and retrofits increase resilience.

Actions	Metric	Status of Progress	2025 Details of Progress
2.1.1 Policy: Utilizing the 'Durham Region Climate Resilience Standard for New Houses', develop policies and site plan permitting requirements that direct development applicants to address basement flooding and extreme heat protection. Priorities include: • Sewer backflow prevention policy/requirement • Site grading, drainage, and low impact development requirements • Limiting and sealing foundation openings guidelines • Foundation drainage, sump pump, and downspout drainage and discharge policies and guidelines • Net-zero run-off guidelines and/or policy • Design guidelines for passive cooling including siting, shading, glazing, and window operability • Cool roof guidelines	Climate and weather-related losses/damages to buildings	In progress	Work in 2025 focused on identifying opportunities to advance climate-resilient development policies within the Town's existing framework. Provincial limitations on requirements exceeding the Building Code constrain enforceability. Several priority elements are addressed through existing Official Plan policies and development guidelines, with further integration to be explored as opportunities arise.

• Landscaping guidelines including maintaining existing trees and adding addition trees and native plant species • Energy efficiency components including insulation, windows, doors, and high-efficiency heat pumps (overlaps with Whitby Green Standard)			
2.1.2 Education/programs: Utilizing the 'Durham Region Climate Resilience Standard for New Houses', develop education materials and support programs for residents to complete resilience upgrades in their home to protect against basement flooding and extreme heat. Priorities should include actions that can be completed within existing buildings such as: • Cool roof guidelines • Landscaping guidelines including maintaining existing trees and adding addition trees and native plant species • Energy efficiency upgrades including insulation, windows, doors, and high-efficiency heat pumps • Sealing foundations	Climate and weather-related losses/damages to buildings	Complete	In 2025, Durham Region launched the Durham Greener Homes Weather Ready program, which offers residents opportunities to assess and improve their homes' ability to withstand floods, extreme heat, and wind. Durham residents can now access a free Weather-ready Home Assessment, along with practical resources and expert support to prepare for flooding, windstorms, and extreme heat or cold.

• Foundation drainage, sump pump, and downspout drainage and discharge (see more in Action 2.4)			
2.1.3 Policy/initiative: Include climate resilience measures as part of the mandatory tier of the Whitby Green Standards and note the adaptation benefits for efficiency actions such as landscaping, air tightness, windows and doors, insulation, and efficient heating and cooling systems.	Climate and weather-related losses/damages to buildings	Complete	In 2025, the Whitby Green Standard was updated and incorporated climate-resilience requirements into Tier 1 for larger multi-residential buildings, such as providing a refuge area with heating, cooling, lighting, potable water, and 72 hours of backup power, while strengthening Tier 2 by requiring developers to use Whitby's Climate Emergency Response Plan and Climate Insights mapping tool to demonstrate building resilience. Financial incentives are available when both tiers' elements are achieved.
2.1.4 Program/initiative: Evaluate the need and ability to provide additional incentives and funding programs for energy-efficient new buildings and building upgrades.	Review completed and recommendations being implemented	Complete	In 2025, the Town continued to support energy-efficient building upgrades by promoting the additional $5,000 Town top-up for Whitby residents participating in the Durham Greener Homes program, bringing the total

			available incentive up to $10,000 per household. In December 2025, Council also adopted Version 2 of the Whitby Green Standard, along with a pilot financial incentive program to support higher-performing, energy-efficient new development. The incentive program includes staff assistance, builder recognition, and a one-year financial incentive pilot funded through the Housing Accelerator Fund.
2.1.5 Advocacy: Advocate for the ability of municipalities to apply enhanced building codes.	Discussions occurring with the Province Building code legislation amended	Not started	This action has not commenced as of 2025.

Action 2.2: Retrofit buildings with heat pumps for at-risk people.

Actions	Metric	Status of Progress	2025 Details of Progress
2.2.1 Initiative/program/education: Identify eligible households and implement a targeted program for installing heat pumps in at-risk households, alongside measures that increase efficiency.	# of heat pumps installed	In progress	Heat pumps will be included in social housing retrofits at 715 Colborne and 850 Green St.

Action 2.3: Wet-proof and dry-proof homes for flooding reduction.

Actions	Metric	Status of Progress	2025 Details of Progress
2.3.1 Initiative: Develop guide about qualified contractors with external links to additional tips and information to complete wet-proof and dry-proof home retrofits.	Climate and weather related losses/damages to buildings	Complete	Information about how to find reliable professional contractors with external links has been developed and will be added to our new Energy Savings for Homes and Businesses webpage. External links have also been provided on how to complete wet-proof and dry-proof home retrofits on our webpage and can also be found through Durham Greener Homes.
2.3.2 Education: Develop educational materials for the community in high-risk neighbourhoods about the use of wet- and dry-proofing measures.	Communications reach	In progress	Educational materials are available through the new Durham Greener Homes Weather Ready program which is linked on our Environment and Sustainability webpage.

2.3.3 Infrastructure/initiative: Identify a Town property to use as a pilot project that demonstrates flood mitigation measures and allow the community to tour the facility and share the project through existing Town communication networks.	Pilot completed	Not started	This action has not commenced as of 2025.
2.3.4 Initiative/program: Provide guidelines and incentives for lot-level stormwater management including rain barrels, native seed species planting, and grass swales.	Guidelines developed Uptake of incentives	In progress	Guidelines for lot-level stormwater management have been included in the new Durham Greener Homes Weather Ready program.

Action 2.4: Increase culvert capacity in high-risk areas.

Actions	Metric	Status of Progress	2025 Details of Progress
2.4.1 Initiative (study): Reassess current culvert replacement studies with a climate lens to determine high-priority culvert replacements and needs for oversizing.	Study completed and recommendations being implemented	Complete	This study is completed and priority projects have been identified in the Town's capital program.
2.4.2 Policy/Infrastructure: Infrastructure right sized culvert replacement, typically 1.2x1:100 year event for major systems and 1:10 for minor systems, into asset management planning and budgeting, as opposed to one-for-one replacements. (Note: 1.2 x1:100 year event means the culvert is sized to handle a one in one hundred year storm event plus 30%, a 1:10	% of identified/at-risk culverts upgraded	In Progress	This action is being integrated into Town projects where feasible. For example, the Columbus Phase 1 project includes the construction of three new culverts designed to meet right-sizing standards.

culvert is sized to handle a one in ten-year storm event).			

Action 2.5: Upgrade storm sewers.

Actions	Metric	Status of Progress	2025 Details of Progress
2.5.1 Initiative (study): Reassess current stormwater sewer replacement studies with a climate lens to determine high priority replacements and replacement details and complete an aligned costing study.	Study completed and recommendations being implemented	Not started	This action has not commenced as of 2025.
2.5.2 Initiative (study): Identify key locations where valving and cisterns can be installed to hold water and prevent backflow and surcharging.	Study completed and recommendations being implemented	Complete	The study has been completed identifying key locations where valving and cisterns can be installed to hold water and prevent backflow and surcharging.
2.5.3 Policy/infrastructure: Incorporate right-sized storm sewer replacement into asset management planning and budgeting, as opposed to one-for-one replacements.	% of identified/at-risk storm sewers and catch basins upgraded	Not started	This action has not commenced as of 2025.
2.5.4 Policy: Introduce a development stormwater management fee.	Policy developed and being implemented	Not started	This action has not commenced as of 2025.
2.5.5 Advocacy: Advocate for provincial policy updates to allow conservation authorities to add climate change projections into floodplain	Discussions occurring with the Province Legislation amended	Not started	This action has not commenced as of 2025.

modelling, and utilize these projects in Town planning and official policy.			

Action 2.6: Manage flood risk from new development using zoning policies.

Actions	Metric	Status of Progress	2025 Details of Progress
2.6.1 Policy: Review current zoning and flood risk areas with information and mapping provided in this plan to determine appropriate revisions to or new by-laws to mitigate risk.	Flood-related losses/damages in new developments % of new developments with implemented flood mitigation measures	In progress	Staff worked with CLOCA to incorporate updated flood hazard mapping into new zoning schedules. Floodplain mapping updates are being addressed through the Official Plan in accordance with provincial policy, with Zoning By-law updates to follow Council adoption.
2.6.2 Policy: Utilizing the 'Durham Region Climate Resilience Standard for New Houses', develop site plan permitting requirements that direct development applicants to address basement flooding.	Site plan permitting requirements developed and being enforced	Not started	This action has not commenced as of 2025.

Action 2.7: Plan for emergency response in overtopped areas.

Actions	Metric	Status of Progress	2025 Details of Progress
2.7.1 Initiative: Review communication protocols within the Town government and with the community about road flooding.	Review completed and recommendations being implemented	Complete	Reviewed the Town's Emergency Management Plan, including communication protocols for road flooding, and determined no updates were required.
2.7.2 Initiative (study): Conduct an assessment of high-risk roads that are prone to flooding to prioritize them for engineering-level flood mitigation measures and integrate findings into the Town's Asset Management Plan.	Review completed and recommendations being implemented	In progress	In partnership with the CLOCA, a study has been completed that has identified high-risk flood zones.
2.7.3: Initiative/program: Assess potential park-and ride and other alternative transportation options to ease traffic congestion when rerouting occurs due to overtopping.	Review completed and recommendations being implemented	Not started	This action has not commenced as of 2025.

Action 2.8: Integrate future climate risk into the Town-wide Urban Flood Study.

Actions	Metric	Status of Progress	2025 Details of Progress
2.8.1 Initiative (study): Complete detailed calibration and cost analysis studies for flood mitigation measures in neighbourhoods identified as being at	Analysis complete	Complete	A five-year stormwater flow monitoring study was ongoing in 2024, including recommendations for detailed monitoring and calibration of flow rates at several critical areas vulnerable to flooding. The final study is now complete, and its findings are

risk of flooding and integrate findings into the Town's Asset Management Plan.			being integrated into the Town's Asset Management Plan.
2.8.2 Infrastructure: Implement the solutions identified by the calibration and cost-analysis studies, described above.	# of dwelling at-risk to flooding	Not started	The action has not commenced as of 2025.

Action 2.9: Enhance the redundancy of the energy system.

Actions	Metric	Status of Progress	2025 Details of Progress
2.9.1 Infrastructure: Integrate energy storage into emergency heating and cooling centers to enable continued operation during partial disruptions.	# of customers installing/ subscribing to energy alternatives	Not started	This action has not commenced as of 2025.
2.9.2 Initiative/program: Support residents to install renewable energy and energy storage at home and at businesses to create building-scale redundancy.	# of customers installing/ subscribing to energy alternatives	In progress	In 2025, Sustainability promoted programs such as Durham Greener Homes, Save on Energy, Enbridge, and federal incentives/rebates to residents and businesses to support renewable energy adoption. Energy storage is not currently a focus due to high costs and utility support limitations.
2.9.3 Initiative (study): Conduct a study to assess opportunities for community-scale renewable energy and energy storage.	Study completed and recommendations being implemented	Not started	This action has not commenced as of 2025.

2.9.4 Initiative (study): Conduct a study to explore micro-grids in existing developed areas.	Study completed and recommendations being implemented	Not started	This action has not commenced as of 2025.
2.9.5 Initiative (study): Conduct a study to explore ambient district energy systems in new development areas with higher building intensities.	Study completed and recommendations being implemented	In progress	A Request for Proposal for consulting services to develop the Durham Region Heat Master Plan was prepared in 2025, with the procurement process scheduled to begin in early 2026.
2.9.6 Initiative/program: Incentivize and encourage the installation of high-efficiency heating and cooling options, such as heat pumps to minimize disruptions stemming from overpeaking.	# of customers installing/ subscribing to energy alternatives Uptake of incentivize	In progress	Since 2022, 652 homes in Whitby have enrolled in the Durham Greener Homes Program. This program aims to stimulate energy retrofits in existing residential buildings, encouraging homeowners to improve energy efficiency through updates such as insulation, windows, and heating systems. To date, 49 households have verified EnerGuide retrofits and 41 households have installed air source heat pumps. In 2025, the Town promoted the Durham Greener Homes program, and available incentives from Enbridge, Save on Energy, and the federal government to encourage the installation of high-efficiency heating and cooling options.

3.0 Natural Spaces, Green Infrastructure and Trees

Action 3.1: Cover, expand, and protect natural spaces and urban forest for flood risk reduction, cooling and improved human well-being.

Actions	Metric	Status of Progress	2025 Details of Progress
3.1.1 Initiative: Assess current canopy cover in the Town, as a whole and separately in more and less developed areas of Whitby, and with an equity lens (e.g., are there at-risk communities with less canopy cover that could lead to increased heat risk?)	# of trees planted % canopy coverage for the town	Complete	Whitby's canopy cover was assessed to inform the development of the Urban Forestry Management Plan. However, an equity lens was not applied during this assessment.
3.1.2 Policy: Develop policies to maintain existing tree canopy coverage.	Policies developed and being recommended	Not started	This action has not commenced as of 2025.
3.1.3 Policy: Set an urban canopy cover target of at least 40% and an overall natural cover target that includes wetlands and tall grass prairies of 60%.	Targets set % canopy coverage and natural cover for the Town	Not started	This action has not commenced as of 2025.
3.1.4 Initiative: Develop an urban forest management strategy with recommendations on the following: • Meeting the canopy cover target and number of trees planted, focusing on both individual planting (street trees)	Strategy developed and recommendations being implemented	In progress	The Town developed an Urban Forestry Management Plan which is undergoing final review. The recommendations outlined in this action have been considered during its development.

and opportunities for creating new urban forests • Identifying trees resilient to expected changes in climate, and build resilience through diversified plantings throughout the Town • Maintaining a town wide tree inventory and monitoring and tracking tree conditions • Introducing improved soil standards for new plantings for trees, as well as other plants • Monitoring for and managing climate-related risks to trees such as diseases, pests, invasive species, and heat stress and identifying the introduced species that can be planted to maintain canopy targets, as well as ways to manage habitat loss for birds and animals reliant on current tree species in Whitby • Identifying roles for the City, local organizations, and citizen scientists including considering a collaborative tree monitoring program throughout the community			
3.1.5 Program: Increase tree management to help young trees thrive in a changing climate. For example, increasing watering,	One full-time equivalent hired to implement	Complete	Two summer students and two pick-up truck/watering trailer combo units are used to water

adding watering bags/gators to street trees, and educating property owners on proper care, assist the migration of native trees to areas where they are more likely to survive.			approximately 1200 trees per year. The student's water each newly planted tree, 10 times per season or once every 2-weeks.
3.1.6. Policy: Update standards for tree planting on new private developments to incorporate climate-based targets.	Policies developed and being implemented	Not started	This action has not commenced as of 2025.
3.1.7 Policy: Update standards for green space access and tree planting to address climate change in new developments and determine the funding structure (for example co-pay by the municipality and developers).	Policies developed and being implemented	Not started	This action has not commenced as of 2025.
3.1.8 Initiative: Work in partnership with CLOCA to develop a strategy for the Town to conserve urban forests and high natural heritage value lands.	% of permanently protected urban forests and natural heritage lands	Not started	This action has not commenced as of 2025.
3.1.9 Initiative: Acquire existing Natural Heritage System (NHS) blocks into public ownership during the development process and manage them for climate change mitigation.	% of NHS blocks conserved through public acquisition	Not started	This action has not commenced as of 2025.
3.1.10 Initiative (study): Assess the need/ability for the Town to purchase additional lands for tree planting.	Strategy developed and recommendations being implemented	Not started	This action has not commenced as of 2025.
3.1.11 Program: Plant trees alongside trails, sidewalks, and outdoor sports fields/facilities to provide cooling benefits.	% canopy cover % shade cover in public spaces	In progress	Received funding through the Federation of Canadian Municipalities, Growing Canada's Community Canopies to support

			planting 800 trees across the Town to provide cooling benefits.
3.1.12 Initiative: Increased planting around creeks to maintain creek temperatures.	% of time creek temperatures within normal range	Not started	This action has not commenced as of 2025.
3.1.13 Education: Promote Durham Trees to land owners to increase windbreaks along the edge of properties.	Number of trees planted in Whitby through the Durham Trees program.	In progress	In 2025, Sustainability promoted the Durham Trees program through three Facebook social media posts reaching a total of 3228 individuals.

Action 3.2: Apply green infrastructure for flood reduction and heat management.

Actions	Metric	Status of Progress	2025 Details of Progress
3.2.1 Policy: Strengthen policy-based protection of natural heritage systems, woodlands, and floodplain areas from development, and utilize zoning to create and maintain connected natural heritage systems.	Km^2/protected lands	In progress	Floodplain protection policies are being updated through the Official Plan, informed by regional policy direction and provincial review. Council adoption is anticipated in early 2026. Broader natural heritage system updates will be considered through future policy work.
3.2.2 Policy: Create a policy to increase vegetative buffers in flood plains to mitigate risk to new development.	Ha of green infrastructure installed	Not started	This action has not commenced as of 2025.
3.2.3 Initiative (study)/program: Assess current flood plains and	Study completed and recommendations being implemented	Not started	This action has not commenced as of 2025.

develop a strategy for increasing vegetative buffers.			
3.2.4 Initiative (study)/program: Assess the health of wetlands within the town and develop restoration plans.	Study completed and recommendations being implemented	Not started	This action has not commenced as of 2025.
3.2.5 Initiative: Select a neighbourhood for a pilot project to install green infrastructure, with signage and community participation where possible.	Establishment of a Sustainable Neighbourhood Action Plan Program	In progress	In 2025, the Town continued implementation of the Sustainable Neighbourhood Action Plan (SNAP) in partnership with the Central Lake Ontario Conservation Authority (CLOCA) and Durham Region. West Lynde was selected as the first neighbourhood to launch the initiative. To date, SNAP has engaged more than 750 residents and 90 students, supported the planting of 50 trees and shrubs through the neighbourhood's first little forest, hosted 34 community events, and partnered with over 30 organizations. Green infrastructure initiatives delivered through the program include rain barrels, rain gardens, and pollinator gardens installed throughout the neighbourhood. Key actions included a rain barrel pilot project delivered in partnership with the Lynde House Museum, where five rain barrels were installed on site as a

			demonstration project. A hands-on workshop held on September 25 introduced residents to the SNAP program, watershed concepts, and the benefits of rainwater harvesting. As part of the pilot, at least eight rain barrels were provided to West Lynde homeowners, with Town staff supporting installation, including diverter setup. In addition, three green infrastructure projects were advanced: a rain garden at West Lynde Public School, a pollinator garden at St. Marguerite d'Youville Catholic School, and a pollinator garden at the Whitby Central Library. Finally, the SNAP Team conducted a neighbourhood-wide survey to help establish a shared vision and inform the development of the SNAP Action Plan.
3.2.6 Education: Publicly share information on how to install and maintain green infrastructure.	Participation in events and workshops Communications reach	In progress	Information was shared through multiple channels, including the Durham Greener Homes (DGH) Weather Ready launch in September, the Town's webpage and social media. Handouts from the University of Waterloo were distributed at Town events, and the DGH website now provides online resources. The September Emergency Preparedness Workshop also included a brief focus on green infrastructure.

3.2.7 Initiative/education: Continue to host community tree planting events and utilize the events to disseminate information on green infrastructure	# of events/# of trees planted	In progress	In 2025, Sustainability staff hosted community tree planting events in partnership with Local Enhancement & Appreciation of Forests (LEAF) and Little Forests Durham. LEAF hosted two tree planting events at Rosedale Park (500 trees and shrubs planted), one maintenance event at Rosedale Park, and two tree tours. Little Forests Durham hosted one preparation site event and one tree planting event (600 trees) at Heber Down Conservation Area. For more information, please visit the Sustainability Initiatives section.
3.2.8 Initiative (study): Complete a review of Town of Whitby properties and infrastructure to identify locations and opportunities for green infrastructure.	Review completed and recommendations being implemented	Not started	This action has not commenced as of 2025.
3.2.9 Initiative (study): Investigate drainage solutions for community recreation areas and sports fields that are impacted by flooding to avoid loss of recreational and economic development opportunities.	Review completed and recommendations being implemented	Complete	Parks staff continue to follow industry best practices for improving sports field drainage. All fields receive slicing and aerating to address precipitation, opening season audits of irrigation systems, closure of fields due to excessive wear, damage, or hazardous conditions, and operational hurdles in design/functionality continue to be communicated.

3.2.10 Education: Add natural infrastructure data to Whitby's open data portal, and actively reach out to partners and stakeholders to share information.	Data added to open data portal	In progress	In 2025, Sustainability had conversations with the Senior GIS Coordinator to determine how to best incorporate natural infrastructure data to Whitby's open data portal. Opportunities to continue adding natural infrastructure data to Whitby's open data portal will be explored in 2026.

Action 3.3: Monitor for invasive species on trees, natural heritage features and agricultural crops.

Actions	Metric	Status of Progress	2025 Details of Progress
3.3.1 Education: Educate staff on invasive species in Ontario, and on the Early Detection and Distribution Mapping System	# of targeted staff trained	In progress	Parks Development staff in collaboration with CLOCA managed select invasive species in 2025, such as Phragmites. Further education opportunities with external parties are being explored to better understand the hurdles, cost implications, grant opportunities and best management practices.
3.3.2 Initiative: Create an Invasive Species Management Plan to monitor and manage invasive species.	Plan developed and recommendations being implemented	Not started	This action has not commenced as of 2025.
3.3.3 Initiative/education: Continue to identify potential invasive species threats with assistance of local, provincial, and national monitoring agencies.	Invasive species tracking identified	Not started	This action has not commenced as of 2025.

	Staff participate in advocacy with agencies		
3.3.4 Infrastructure: Purchase and assemble monitoring supplies and equipment.	Equipment purchased	Not started	This action has not commenced as of 2025.
3.3.5 Program: Put out an open call and assemble interested parties who wish to distribute and monitor invasive species traps and report back to Town.	# of participants	Not started	This action has not commenced as of 2025.
3.3.6 Policy: Investigate requirements for invasive species management plans as a condition of development for development adjacent to natural heritage areas.	Review completed and appropriate policies and guidelines developed	Not started	This action has not commenced as of 2025.

4.0 Human Well-being

Action 4.1: Ensure a network of cooling centres, splash parks and drinking fountains.

Actions	Metric	Status of Progress	2025 Details of Progress
4.1.1 Initiative (study): Determine key locations for fountains, based on areas with high percentages of at-risk populations and proximity to gathering places/high-traffic outdoor spaces.	# of splash parks and public pools/usage # of drinking fountains	In progress	Currently prioritizing locations where fountains are viable, moderate foot traffic and proximity to facility for support/inspections.
4.1.2 Initiative: Create a map of public water fountains, splash pads, and cooling centres and ask businesses to register via a Town-curated map or external platform (such as BlueW.org or water-map. org) if they have a publicly accessible fountain, water refill station, or allow the public to refill water bottles at their location. Promote the map via identified communications channels.	Map completed and review on quarterly basis	Complete	A map of public water fountains, splash pads, and cooling centres can be found on the Town's open data portal.
4.1.3 Initiative/program: Develop a strategy for when, how, and where to deploy temporary structures in public spaces such as event tents that can be used as temporary shade structures, and promote these to the public.	Strategy developed and recommendations being implemented	Not started	This action has not commenced as of 2025.

4.1.4 Initiative: Develop a strategy for when and how to open Town facilities to the public for daytime cooling.	Strategy developed and recommendations being implemented	Complete	Facilities are open to the public for daytime cooling during extreme heat. Weekend accessible locations are identified on the Town's website.
4.1.5 Initiative/infrastructure: Create an implementation schedule and construct splash pads in key locations previously identified by the Town.	# of planned splash parks constructed	Not started	This action has not commenced as of 2025.
4.1.6 Initiative: Extend the season water fountains, splash pads, and cooling facilities are open to the public to coincide with weather and climate trends.	Season extended # of splash parks	Complete	Whitby's splash pads typically open the Friday before Victoria Day weekend in May and remain open until the end of September. Opening and closing dates may vary slightly based on weather conditions.
4.1.7 Education: Coordinate within the Town and with not-for-profit partners and businesses to ensure that social media sites, public information screens, and any other publicly-accessible information notify residents of extreme heat events and spaces they can go to cool down.	Communications reach	Complete	The Durham of Region notifies residents of extreme heat and cold events through its alert system. The Town of Whitby amplifies this messaging when possible.

Action 4.2: Develop shaded structures for public protection.

Actions	Metric	Status of Progress	2025 Details of Progress
4.2.1 Policy: Create a policy or design guideline for public spaces to incorporate shade structures and set a minimum shaded area standard for public spaces.	# of public spaces with shade facilities % of 'shade canopy' in public spaces	Not started	This action has not commenced as of 2025.
4.2.2 Policy: Create a guideline for shaded spaces and heat management plans at all public events and events hosted on Town-owned lands.	Policy developed and being implemented	In progress	In 2025, Sustainability collaborated with the Events Team to develop a draft guideline for shaded spaces and heat management at public events held on Town-owned lands.
4.2.3 Education/policy/program: Ensure that all individuals and groups hosting events on public lands are aware of the shaded spaces and heat management plans guideline, and provide education on heat management practices, as appropriate based on the location of the event.	Policy being enforced in 100% of applications	Not started	This action has not commenced as of 2025.
4.2.4 Initiative: Include a new label in the Town's Asset Management Plan - Parks Report Card that	Asset added	Not started	This action has not commenced as of 2025.

specifically identifies “Shade Facilities” in the inventory of Amenities and Furniture Overview.			

Action 4.3: Promote urban agriculture.

Actions	Metric	Status of Progress	2025 Details of Progress
4.3.1 Policy: Develop an Urban Agriculture Strategy that includes land-use by-law review of the following potential items: • Utilizing urban agriculture as a form of productive green space/mechanism to expand green space • Supporting farmer’s markets • Community gardens • Roof-top gardens and greenhouses • Indoor farming • An urban beehive policy/by-law	Strategy complete # of strategy recommendations being implemented	Not started	This action has not commenced as of 2025.

Appendix C – CERP Phase 2 – Mitigation

1.0 Governance and Leadership

Action 1.1: Update the Governance and Leadership Actions outlined in the Climate Emergency Response Plan (CERP) Phase 1: Resilience – Implementation Plan to include climate change mitigation considerations.

Actions	Metric	Status of Progress	2025 Details of Progress
1.1.1 Policy: The following CERP: Resilience – Implementation Plan actions were updated with mitigation considerations: Actions 1.1.2, 1.1.4, 1.1.5, 1.1.6, 1.2.4, 1.5.6, 1.5.7 & 1.7.2.	CERP: Phase 1 – Resilience's Implementation Plan updated to include mitigation considerations	Complete	The CERP: Resilience Implementation Plan was updated to include mitigation considerations during Council adoption of CERP Phase 2: Mitigation in December 2023.

Action 1.2: Monitor and report on climate change mitigation.

Actions	Metric	Status of Progress	2025 Details of Progress
1.2.1 Program/Initiative: Convene a "CERP: Resilience and Mitigation Roundtable" of Town, Region of Durham, and Elexicon Energy staff representatives to: • Determine the allocation of both Implementation Plan's actions into departmental work plans; • Identify internal operational and capital funding opportunities for each sub-action; • Determine the Town's role in each sub-action and identify internal leads; • Build and leverage external partnerships; and • Adaptively respond to changes in sub-actions, external funding opportunities, and technological developments.	Roundtable participants identified Roundtable convened Quarterly meetings hosted on an annual basis	In progress	In November 2025, Sustainability hosted the first CERP: Resilience and Mitigation Roundtable with 20 internal and external participants, including Town staff, regional partners, and Elexicon Energy. The workshop explored opportunities to advance Whitby's actions through collaboration, education, and strategic planning. Participants documented key milestones, challenges, opportunities, support needs, emerging themes and patterns, and identified recommendations and next steps to support implementation of both mitigation and resilience actions.
1.2.2 Program: With support of the Project Manager, Sustainability and Climate Change, dedicate two staff members from	Annual work plan developed and reviewed	Not started	This action has not commenced as of 2025.

the Town's Strategic Initiatives department to oversee the implementation of CERP Phase 1: Resilience and CERP Phase 2: Mitigation, and develop annual work plans identifying activities, budgets and schedules to achieve the sub-actions.	FTE spent on CERP: Phase 1 and Phase 2 tracked One new FTE position hired in 2026 to manage CERP Phase 2: Mitigation		
1.2.3 Program: Track, update, and share annual progress and reporting on CERP Phase 2: Mitigation Plan's implementation. Activities can include tracking the annual progress on each of the Implementation Plan's tracking metrics and GHG inventories in the Annual Sustainability Report, investigating opportunities to update implementation actions, and submitting applications for third-party certification programs (i.e., Carbon Disclosure Project).	Implementation reported of actions reported in the Annual Sustainability Report	In progress	The Town of Whitby is tracking the annual progress on Whitby's Climate Emergency Response Plan's through this Annual Sustainability Report. In addition, all actions are being submitted through the Carbon Disclosure Project, a third-party certification program.
1.2.4 Program: Complete an annual GHG inventory according to the GHG Protocol for Community-Scale GHG Inventories, the standard accounting protocol for GHG emissions, to enable the Town to track its progress against targets and support	Annual GHG inventory completed	Not started	This action has not commenced as of 2025.

reporting to CDP (Carbon Disclosure Project) and the annual indicator report.			

Action 1.3: Monitor and apply for additional funding.

Actions	Metric	Status of Progress	2025 Details of Progress
1.3.1 Program/Initiative: The Town's Climate Change Coordinator position will monitor and apply for funding and grant opportunities.	Number of annual funding applications submitted	In progress	The Climate Change Coordinator, in collaboration with the Senior Manager of Government Relations & Grants, actively monitors funding and grant opportunities. In 2025, Sustainability staff applied to two grants – the Codes Accelerator Fund and Implementation Projects: Adaptation in Action.

2.0 Decarbonizing Buildings

Action 2.1: Develop a deep retrofit program for all non-municipal buildings in Whitby, including residential, institutional, commercial, and industrial (ICI) buildings.

Actions	Metric	Status of Progress	2025 Details of Progress
2.1.1 Program/Initiative: Complete a study in collaboration with Elexicon Energy that forecasts adoption rates for decarbonizing buildings actions and identifies the impact of these programs on distribution network infrastructure (including grid capacity limitations for renewable energy installation) in order to plan for future loads to ensure sufficient capacity.	Partnership with Elexicon Energy established Study completed Establish next steps required to increase adoption rates and grid capacity	Not started	This action has not commenced as of 2025.
2.1.2 Initiative: Investigate the development of a residential Property Assessed Clean Energy (PACE) program. Similar programs have been implemented across Canada, including the City of Edmonton's Residential Clean Energy Improvement Program (CEIP), Toronto's Home Energy Loan Program (HELP), and Nova Scotia	PACE program investigated PACE program presented to Council for Approval	In progress	In 2024, Durham Region, in consultation with Whitby and other Local Area Municipalities, developed a PACE/Local Improvement Charge (LIC) program to support the implementation of the Durham Greener Homes program. In April 2025, Regional Council provided approval to move

PACE, which can be used as a guide and precedent for the creation of a Whitby PACE program. Allow building owners to stack PACE loans with the Durham Greener Homes Program.	PACE program investment secured		forward and implement the PACE/LIC program. Whitby will work with Durham Region to promote this program to residents to increase the number of households completing deep energy retrofits in 2026.
2.1.3 Program/Initiative: Investigate additional financing opportunities for residents to make retrofits and potentially stack with the Durham Greener Homes Program.	Research completed Durham Greener Homes Program expanded to include further funding as appropriate	Complete	Through the Housing Accelerator Fund, the Town launched an additional $5,000 top-up to support Whitby residents participating in the Durham Greener Homes program, bringing the total incentive available to $10,000. Whitby's $5,000 contribution is available until end of 2026, or until funds are fully allocated.
2.1.4 Initiative/Education: Develop a guide about qualified contractors with external links to additional tips and information to complete residential retrofits.	Guide developed and posted on the Town of Whitby website	Complete	In 2025, the Town added additional tips and resources to the existing Energy Savings for Homes and Businesses webpage to help homeowners find qualified and reliable contractors for residential retrofits. The webpage also links to external resources, including the Canadian Home Builder's Association, to support residents in completing home retrofit projects.

2.1.5 Education: Educate residents on energy retrofits that can be completed in their homes, and the benefits of energy retrofits and heat pumps. For example, education materials/initiatives could include a video series of community members successfully undertaking home retrofits.	Number of education techniques used Number of people reached through education efforts	In progress	On May 6, 2025, the Town, in partnership with Humber College, Enbridge Gas and the Municipality of Clarington, hosted a virtual Home Efficiency Retrofit Orientation (HERO) webinar. The two-hour session educated homeowners on energy-efficient upgrades, including retrofits and heat pumps, and shared best practices for incorporating efficiency improvements during home renovations. The webinar had 36 participants, including approximately 17 residents from Whitby.
2.1.6 Education: Clearly communicate and promote existing programs and incentive stacking opportunities that residents can take advantage of to complete energy retrofits through federal, provincial, regional, utility, and other local government programs.	Number of education techniques implemented Number of people reached through education efforts	In progress	In 2025, the Town implemented a year-long education and awareness campaign to promote energy retrofit programs and incentive stacking opportunities across federal, provincial, regional, utility, and local government offerings. The campaign included 24 social media posts, reaching approximately 23,500 residents, and energy incentive features in three editions of the Green Quarterly, reaching 256 individuals.

			To support easier access to information, the Town also launched a new Energy Savings for Homes and Businesses webpage consolidating current incentives and rebate programs, which received 187 page views in 2025. The Town also partnered with HERO to host an educational webinar in May 2025, attended by 17 participants.
2.1.7 Initiative/Education: Support the Region of Durham in developing partnerships with affordable housing agencies and seek out funding to conduct a bulk energy retrofit pilot to retrofit several housing units at one time with minimal disruption to residents.	Partners identified and established Funding for pilot secured Number of low-income housing retrofitted	In progress	The Region of Durham continued work in 2025 to support energy retrofits in affordable housing, including direct engagement with Otter Creek and Manning Mews to explore funding opportunities. Otter Creek successfully secured Enbridge funding for the installation of heat pumps. The Region is also advancing retrofit planning for Region-owned buildings and investigating a potential capital funding program.
2.1.8 Advocacy: Support sector advocacy to the provincial and federal governments, construction industry, and local post-secondary education institutions, including trades schools, to develop a labour and training strategy to meet buildings retrofit targets.	Advocacy completed Local labour and training strategy developed	Not started	This action has not commenced as of 2025.

2.1.9 Initiative: Investigate the development of a commercial Property Assessed Clean Energy (C-PACE) program. Similar programs have been implemented across Canada, including the City of Edmonton's Commercial Clean Energy Improvement Program (CEIP).	C-PACE program investigated C-PACE program presented to Council for approval C-PACE program investment secured	Not started	This action has not commenced as of 2025.
2.1.10 Initiative: Support the Region of Durham in investigating the opportunity to expand the Durham Greener Buildings Program to include additional financing support for businesses beyond the three-year timeline.	Durham Greener Buildings Program expanded to included further funding Durham Greener Buildings Program expanded beyond three-year time frame	In progress	In 2025, the Region of Durham began exploring financing and partnership opportunities to expand the Durham Greener Buildings Program to include additional financing support.
2.1.11 Initiative/Education: Develop a guide about qualified contractors with external links with additional tips and information to complete ICI retrofits.	Guide developed and posted on the Town of Whitby website	Not started	This action has not commenced as of 2025.
2.1.12 Education: Educate the ICI sector on the energy retrofits that can be completed, the benefits of energy retrofits and heat	Number of education techniques used	In progress	During Whitby Local Business Week an Unlocking Savings, Business Retrofit Incentives Event was held on October

pumps. For example, education materials/initiatives could include a video series of businesses successfully undertaking retrofits.	Number of people reached through education efforts		22, 2025, in partnership with Enbridge. Five businesses came out and learned about the energy retrofits they can complete and the incentives available.
2.1.13 Initiative: Develop a program to recognize ICI sector business leaders, such as publishing feature articles and blurbs in the Town of Whitby's Economic Development Newsletter and/or website.	Recognition program developed Number of ICI sector businesses highlighted in the program	Not started	This action has not commenced as of 2025.

Action 2.2: Implement the deep retrofits for municipal buildings as identified in the Zero Carbon Whitby Framework.

Actions	Metric	Status of Progress	2025 Details of Progress
2.2.1 Program: Complete building retrofits and energy system replacements of the 46 existing buildings as identified in the Zero Carbon Whitby: Costing Study to Eliminate Greenhouse Gas Emissions 2022-2045 (Zero Carbon Whitby Costing Study).	Number of annual retrofits completed based on Zero Carbon Whitby schedule Annual carbon budget target met	In progress	Between 2023 and 2025, Zero Carbon Whitby projects achieved an estimated 564.1 tCO_2e reduction in GHG emissions, representing 49% of the 2025 target. Ten Zero Carbon retrofit projects have been completed across Town facilities, contributing significantly to overall progress toward the Town's interim emission reduction goals.

	Annual Reporting on Zero Carbon Whitby completed		
2.2.2 Initiative/Education: Develop an interactive publish dashboard, connected to submetering systems installed as per the recommendations of the Zero Carbon Whitby Framework, that displays energy consumed and carbon emissions saved in the building.	Public dashboard created	Not started	This action has not commenced as of 2025.
2.2.3 Education: Develop a communications and engagement plan to publicly report on Town energy retrofits, host public demonstrations, and share information on the results and payback. For example, sharing bi-annual infographics with the community to demonstrate the Town's progress on implementing the Zero Carbon Whitby Framework.	Communications and engagement plan developed Number of annual community touchpoints Number of community members reached (e.g., website visits, social media campaign reach)	Not started	This action has not commenced as of 2025.

Action 2.3: Develop a retrofit program for electric heat pumps and water heaters for residential and non-residential buildings.

Actions	Metric	Status of Progress	2025 Details of Progress
2.3.1 Program: Identify eligible households and implement a targeted program for installing heat pumps and electric water heaters in lower-income or at-risk households (e.g., senior centers, support housing), alongside measures that increase efficiency. For example, explore a program to connect heat pump manufacturers and installers with lower-income households to discount the incentive of the heat pump at the time of purchase.	List of eligible households identified Partnerships established (i.e., manufacturers, installers, or private funders) to fund program The annual number of heat pumps and electric water heaters installed at lower income or at-risk houses	Not started	This action has not commenced as of 2025.
2.3.2 Initiative: Support the Region of Durham in investigating opportunities to expand the Durham Greener Homes and Durham Greener Buildings Programs incentives and funding for heat pump and electric water heater retrofits.	Durham Greener Homes and Buildings Program expanded to include further funding for heat pumps and electric water heaters	Not started	This action has not commenced as of 2025.
2.3.3 Advocacy: Support sector advocacy to the provincial and federal governments to adopt legislation	Advocacy opportunity discussed with CAP and TAF	Not started	This action has not commenced as of 2025.

banning the installation of natural gas appliances.	Advocacy campaign launched		
2.3.4 Education: Develop and implement a communications and engagement plan to educate the community about the benefits and feasibility of electric heat pumps and water heaters, and federal, provincial, and regional rebates and grant programs. For example, engagement events and campaigns can include open houses hosted at locations with electric heat pumps and water heaters, speaker-series and educational webinars, and social media campaigns.	Communication and engagement plan developed and implemented Number of campaigns developed and number of engagement events hosted Number of community members reached (e.g., website visits, social media campaign reach)	In progress	In 2025, the Town supported community education on the benefits, feasibility, and available incentives for electric heat pumps and heat pump water heaters through a range of communication and engagement activities. Information on electrification options and related rebate programs was shared through existing energy retrofit outreach efforts, including Town communication channels, the Energy Savings for Homes and Businesses webpage, and educational webinars.

Action 2.4: Develop programs to support all new non-municipal buildings in Whitby in achieving net-zero standards, including residential, institutional, commercial, and industrial (ICI) buildings.

Actions	Metric	Status of Progress	2025 Details of Progress
2.4.1 Program: In collaboration with the Region of Durham, City of Pickering, Municipality of Clarington and Town of Ajax, investigate and implement an incentive program to encourage the adoption of the Whitby	Incentives study completed Incentive program funded and implemented for energy performance standards	Complete	While the regional incentive program did not materialize, the Town developed its own incentive program as part of Whitby Green Standard Version 2, which was endorsed by Council in December 2025. This program provides staff assistance, builder recognition,

Green Standard (WGS) higher energy performance standards.	The number of development applications approved using the higher tier energy performances in the WGS		and a one-year pilot financial incentive to encourage builders to meet higher energy performance standards.
2.4.2 Initiative: By end of 2024, update the Whitby Green Standard's (WGS) minimum requirements to Tier 2 and develop a Terms of Reference (TOR) outlining specific requirements for each performance criteria.	TOR developed WGS Tier 2 requirements implemented	Complete	In December 2025, Council approved Version 2 of the WGS, updating the Town's minimum sustainability requirements for new developments. The updated WGS is supported by a Reference Document (TOR) that clearly outlines performance criteria, strengthening energy efficiency and climate performance and providing greater clarity for implementation.
2.4.3 Education: Educate developers, planners, and builders on the WGS and opportunities to achieve higher performance standards.	Education materials developed Number of developers, planners, and builders engaged	In progress	As part of the update to WGS Version 2, the Town engaged developers, planners, and builders to help inform the proposed updates and clarify changes to the Standard, including the requirements needed to achieve higher performance tiers. Engagement activities focused on communicating the rationale for the updates, key changes from Version 1, and the introduction of the new incentive program.

			In December 2025, this engagement included a targeted presentation delivered to 13 planners, providing an overview of the updated Standard and outlining how the revised requirements and incentive program would support and encourage higher-performance development.
2.4.4 Advocacy: Identify organizations to advocate the Ontario Government to adopt higher energy performance codes in the Ontario Building Code.	Participation in Ontario Government Engagement Sessions, and comments on proposed changes provided Identification and engagement with advocacy organizations	Not started	This action has not commenced as of 2025.
2.4.5 Advocacy: Identify organizations to advocate for training and micro-credential programs for skilled tradespeople to increase their knowledge and skills around efficient building practices.	At least one project sponsor, support, or partnership identified Increase number of training and micro-credential programs available regarding efficient building practices	In progress	In 2025, Climate Action Partnership (CAP), initiated preliminary research to identify organizations with the capacity to support training and micro-credential programs for skilled trades to efficient building practices.

Action 2.5: Construct all new municipal buildings to meet net-zero standards as identified in the Zero Carbon Whitby Framework.

Actions	Metric	Status of Progress	2025 Details of Progress
2.5.1 Infrastructure: Complete construction of three new facilities (the Whitby Sports Complex, the Fire Station Training Tower/Fire Training Complex, and new Community, Animal and Enforcement Building). Complete the Operations Centre Phase 2 Expansion to a net-zero standard as identified in the Zero Carbon Whitby: Costing Study to Eliminate Greenhouse Gas Emissions 2022-2045.	New buildings built to Tier 3 of the Whitby Green Standard	In progress	The construction of the Fieldgate Sports Complex, which will be LEED (Leadership in Energy and Environmental Design) Gold and CaGBC Zero Carbon Building Design certified, has been ongoing in 2025. In 2024 the final design of the Fire Training Tower project was completed. Construction of the Fire Training Tower commenced in 2025, but as this project is not a building and has no occupancy the Whitby Green Standard does not apply. The design process for the Operations Centre Phase 2 Expansion started in 2024. An update was provided to Council in October 2024, stating that the expansion will achieve Tier 3 of the Whitby Green Standard and will use

			CaGBC Zero Carbon Building Design Standard. In 2025, the Design Development phase for the Community, Animal and Enforcement Building and Fire Hall #6 has commenced. Both will be designed to Tier 3 of the Whitby Green Standard.
2.5.2 Initiative/Education: Conduct public consultation to report on the Town's new net-zero construction, host public demonstrations, and share information on the results.	Number of communication actions completed Number of community members reached (e.g., website visits, social media campaign reach)	Not started	This action has not commenced as of 2025.

3.0 Generating Renewable Energy

Action 3.1: Increase local renewable energy generation through installation of rooftop solar photovoltaics (PVs) and ground-mount solar PVs and investigating new technology.

Actions	Metric	Status of Progress	2025 Details of Progress
3.1.1 Policy: Complete a review and assessment of zoning by-laws to screen for any barriers to solar photovoltaic (PV) installations, and update by-laws accordingly.	By-law assessment complete Assessment and recommended updates reported to Council By-laws revised to as per recommendations	In progress	In spring 2025, The Atmospheric Fund completed a review of the Town's zoning by-laws and provided recommendations on opportunities to remove barriers to solar photovoltaic (PV) installations. Opportunities to address identified barriers will be considered as part of the current Zoning By-law update.
3.1.2 Program/Initiative: Create an inventory of all programs, funding, and support mechanisms available to building owners in Whitby to add solar PVs to rooftop and parking lots and analyze opportunities and gaps.	Inventory of opportunities and gaps completed Inventory is used to support the implementation of Actions 3.1.3 and 3.1.5	Complete	In 2025, the Town utilized the new Energy Savings for Homes and Businesses webpage to compile an inventory of available programs, incentives, and support mechanisms for Whitby homeowners and businesses, including those applicable to rooftop and parking-lot solar photovoltaic (PV) installations. While the webpage captures a range of energy efficiency and electrification incentives, it also supports awareness

			of available funding for solar PV and provides a foundation for future analysis of opportunities and gaps related to solar deployment in Whitby.
3.1.3 Education: Educate building owners on programs, funding, and support mechanisms available to install solar PVs, and of the feasibility of these installations in Whitby.	Number of education programs completed on an annual basis Number of building owners engaged with on an annual basis	In progress	During Whitby Local Business Week an Unlocking Savings, Business Retrofit Incentives Event was held on October 22, 2025, in partnership with Enbridge. Five businesses came out and learned about the energy retrofits they can complete and the incentives available.
3.1.4 Infrastructure: Complete solar PV installations on municipal buildings as identified in the Zero Carbon Whitby: Costing Study to Eliminate Greenhouse Gas Emissions 2020-2045.	Annual installations completed as per the Zero Carbon Whitby Costing Study schedule	Not started	This action has not commenced as of 2025.
3.1.5 Program: Investigate funding and financing tools (i.e., PACE or PACE-like programs) to add rooftop solar PVs to residential and ICI buildings. Determine the Town's role and identify required partners.	Financing and funding tools investigated Tools presented to Council and Town's role identified Funding partners and sponsors identified	In progress	In April 2025, Regional Council approved a residential PACE/LIC program, which includes financing for rooftop solar PV installations. At this time, a PACE/LIC program has not been established for the ICI sector, and this financing tool is therefore not available to support rooftop solar PV installations on ICI buildings.
3.1.6 Program: Develop plan for ground mount solar installations on existing municipal parking lots, and investigate	Plan completed and presented to Council	Not started	This action has not commenced as of 2025.

opportunities for commercial-scale solar PV systems on other underutilized parcels of land such as school rooftops, Whitby facilities/buildings, parking garages, fire stations, and libraries.	First ground mount solar installation complete		
3.1.7 Policy/Initiative: Complete a study to determine the areas throughout the Town that are best suitable for a district energy, and wastewater heat recovery. Based on study, install one geothermal pilot project by 2026.	Study completed One geothermal project completed by 2026	In progress	A Request for Proposal for consulting services to develop the Durham Region Heat Master Plan was prepared in 2025, with the procurement process scheduled to begin in early 2026.

4.0 Enhancing Low-Carbon Transportation

Action 4.1: Electrify the regional transit fleet.

Actions	Metric	Status of Progress	2025 Details of Progress
4.1.1 Advocacy: Host quarterly meetings with all transit operators (i.e. Durham Region Transit, Metrolinx, and school boards and local school bus companies) within Whitby to discuss the implementation of modelled action target for transit electrification by 2040, and understand each operator's progress in meeting this goal.	Quarterly meetings with transit operators Number of transit vehicles electrified monitored to ensure the target will be met	Not started	This action has not commenced as of 2025.

Action 4.2: Electrify Town of Whitby municipal fleet.

Actions	Metric	Status of Progress	2025 Details of Progress
4.2.1 Program: Continue to purchase fleet electric vehicles and charging stations as per the schedule identified in the Zero Carbon Whitby: Costing Study to Eliminate Greenhouse Gas Emissions 2022-2045. This includes the purchase of 61 electric vehicles and 12 chargers to achieve a one-to-every-five-electric-vehicle ratio. Following 2025, begin transitioning	Number of electric vehicles purchased annually Number of electric vehicle chargers	In progress	No new fleet electric vehicles or charging stations were purchased or installed in 2025. As of 2025, the Town's fleet includes 16 plug-in hybrid electric vehicles (PHEVs). The Town also operates nine fleet specific EV charging stations, including one Level 3 DC fast charger, supporting ongoing progress toward long-term fleet electrification targets.

remaining fleet and equipment as per the Framework's schedule.	added for fleet use		

Action 4.3: Electrify personal use vehicles.

Actions	Metric	Status of Progress	2025 Details of Progress
4.3.1 Program: Organize an annual test drive event in partnership with Plug'n Drive.	Annual test drive event	In progress	On Saturday, September 13, the Town partnered with Plug'n Drive to organize an electric vehicle test drive event. This event saw 30 attendees participate by either visiting the booth to ask questions or take the Hyundai Ioniq 5 and/or the Mitsubishi Outlander for a test drive.
4.3.2 Program/Initiative: Create an inventory of all programs, funding, and support mechanisms available for in-home electric vehicles infrastructure installations and purchases.	Inventory complete	Complete	In 2025, the Town utilized the new Energy Savings for Homes and Businesses webpage to compile an inventory of available programs, incentives, and support mechanisms for Whitby homeowners and businesses, including those applicable to in-home electric vehicles infrastructure installations and purchases.
4.3.3 Education: Educate community members about the feasibility of purchasing electric vehicles in Whitby.	Number of community members reached (e.g. website visits, social media campaign reach)	Not started	This action has not commenced as of 2025.

Action 4.4: Electrify commercial vehicles.

Actions	Metric	Status of Progress	2025 Details of Progress
4.4.1 Policy: Support the development of refueling stations for zero emissions medium- and heavy-duty vehicles through investigating and developing zoning ordinances.	Zoning ordinance implemented	Not started	This action has not commenced as of 2025.
4.4.2 Initiative: Identify partners to collaborate on annual research on industry trends for the deployment of green hydrogen and electric vehicle infrastructure in the ICI sector.	ICI partners identified Annual research on industry trends completed	Not started	This action has not commenced as of 2025.
4.4.3 Education: Educate commercial vehicle owners annually on industry trends for the deployment of green hydrogen and electric vehicle infrastructure.	Annual communication reach to ICI sector on industry trends update	Not started	This action has not commenced as of 2025.

Action 4.5: Advocate for transit expansion.

Actions	Metric	Status of Progress	2025 Details of Progress
4.5.1 Advocacy: Advocate Durham Region to undertake a study to increase the frequency of transit services across the Region.	Study completed Recommendations from the study are implemented	Not started	This action has not commenced as of 2025.

	Increase frequency of transit services		
4.5.2 Education/Advocacy: Use education, advocacy, and promotional support to increase the number of employers that offer commute option programs and subsidized transit passes for their employees.	Number of community members reached (e.g., website visits, social media campaign reach)	Not started	This action has not commenced as of 2025.

Action 4.6: Increase active transportation.

Actions	Metric	Status of Progress	2025 Details of Progress
4.6.1 Infrastructure: Implement the infrastructure outlined in the Town's Active Transportation Plan.	Number of projects completed	In progress	The Town expanded active transportation infrastructure in 2025 with new bicycle lanes on Cochrane Street (Taunton Road to Micklefield Avenue), Micklefield Avenue (Cochrane Street to Country Lane), Coronation Road (from Rossland Road to Soltys Drive), and Conlin Road, along with multi-use paths on Country Lane (Dagenham Drive to north of Oullette Drive), Coronation Road (Laing Drive to Soltys Drive), and Winchester Road (Baldwin Street to Anderson Street), strengthening connections within Whitby's growing cycling and pedestrian network.
4.6.2 Program: Seek partnership with Clean Air Partnership (CAP) and the Centre for Active	Develop partnership (i.e., with CAP)	Not started	This action has not commenced as of 2025.

Transportation to develop an electric-bike (E-Bike) lending library pilot program.	Budget approved by Council Pilot E-Bike library installed		
4.6.3 Education: Promote active transportation and educate residents on the benefits. Promote new routes, trails, programs and initiatives.	Number of community members reached (e.g., website visits, social media campaign reach)	In progress	In 2025, the Town expanded its active transportation outreach through new online resources, public events, and targeted education. A dedicated set of webpages was launched to help residents understand cycling, micromobility and pedestrian crossover rules, supported by the annually updated Active Whitby Map. During Bike Month, the Town hosted two drop-in bike repair workshops engaging over 230 participants, partnered with a local social media influencer whose videos reached more than 226,000 views, and joined Whitby's Active Transportation, Safety and Roads Advisory Committee (ATSRAC) in a pop-up information booth on the Waterfront Trail. Active transportation was also promoted throughout Bike Month and Walktober via social media, newsletters, and safety campaigns. Additional engagement included micromobility public consultations, school-focused e-scooter and e-bike safety outreach, and development of a new micromobility mapping tool to help residents report concerns and support safer active travel.

Action 4.7: Decrease vehicle-kilometres travelled.

Actions	Metric	Status of Progress	2025 Details of Progress
4.7.1 Education: Complete annual commuter survey for Town staff to track home-to-work trips and calculate the GHG emission reductions and additional co-benefits as a result of hybrid work schedules. Following the survey, annually release GHG emissions saved by the Town and other co-benefits tracked in the survey as a way to promote other businesses to continue or adopt hybrid remote policies.	Annual commuter survey completed and GHG emissions calculated Number of community members reached (e.g., website visits, social media campaign reach) Number of businesses engaged	Not started	This action has not commenced as of 2025.

5.0 Reducing Waste Emissions

Action 5.1: Increase residential, institutional, commercial, and industrial (ICI) diversion rates, and decrease waste per capita.

Actions	Metric	Status of Progress	2025 Details of Progress
5.1.1 Program: Conduct a feasibility study for opportunities to partner with community organizations or businesses to develop a community reuse center.	Feasibility study conducted Partnership with community organization established	Not started	This action has not commenced as of 2025.
5.1.2 Program: Explore options to further develop community reuse programming such as programs or events that encourage repairing products (e.g., Whitby's bi-annual Repair Cafes), or donation events for community organizations.	Number of community events hosted annually	In progress	The Town hosted two pop-up Repair Cafes at the Whitby Central Library. The first occurred on April 12, 2025, during Earth Month with 24 participants in attendance. The second Repair Café occurred on October 25, 2025, during Waste Reduction Week with 16 participants in attendance.
5.1.3 Education: Continue education for residents on waste diversion and reduction opportunities, including through the Whitby Waste Wizard and the Rethink Your Waste Game.	Number of education strategies used Number of people playing the Rethink Your	In progress	In 2025, the Town continued to educate residents on waste diversion and reduction through partnerships with the Whitby Public Library and Durham Region Works Department. Waste reduction education was delivered through a series of in-person displays and workshops across multiple

	Waste Game on an annual basis		library branches, focusing on best practices for waste diversion, composting, and the 5 Rs of waste management: refuse, reduce, reuse, recover, and recycle. A waste-themed educational display was featured at the Whitby Public Library, Brooklin Branch in April, complemented by a public workshop led by a Durham Region Waste Management Technician that engaged 15 residents on composting and waste reduction strategies at the Rossland Branch. Additional programming included a family-focused waste workshop in celebration of Waste Reduction Week at the Brooklin Branch and a waste-themed story time at the Central Branch, where children and families learned about reducing, reusing, and recycling through interactive activities and a reuse craft.
5.1.4 Program/Initiative: Continue to support the bi-annual Curbside Giveaway Days piloted by Region of Durham in September 2023.	Biannual Curbside Giveaway Days completed	In progress	The Town partnered with the Region of Durham in 2025, to run two Curbside Giveaway/Swap Days. This initiative invites residents to place unwanted items in good condition – clearly marked FREE – on their curb for anyone to pick up. These Giveaways Days were on June 14, 2025, and September 13, 2025, and were

			promoted in the community using large curbside signage and social media.
5.1.5 Program/Initiative: Convene a circular economy roundtable to investigate the creation of a circular economy initiative. The Green Municipal Fund provides a seven-step model for developing such an initiative.	Roundtable created Seven-step model followed to identify a circular economy community initiative	Not started	This action has not commenced as of 2025.

6.0 Reducing Industrial and Agriculture, Forestry, and Other Land Use Emissions

Action 6.1: Reduce industrial and agriculture, forestry, and other land use (AFOLU) emissions.

Actions	Metric	Status of Progress	2025 Details of Progress
6.1.1 Program: Collaborate with the industry, such as Gerdau Steel and Atlantic Packaging, to release annual updates on the progress of decarbonization and actions they can take, including funding available.	Annual communications reach to ICI sector on industry trends update	Not started	This action has not commenced as of 2025.
6.1.2 Education: Explore partnerships with Agriculture, Forestry, and Other Land Use (AFOLU) organizations to understand their climate strategies and advocate for the adoption of enhanced resilience and mitigation strategies.	Partnerships with AFOLU organizations developed	Not started	This action has not commenced as of 2025.

Appendix D - Greenhouse Gas & Energy Consumption

Corporate Buildings - Energy Consumption*

Energy Type	ekWh 2019	ekWh 2025	Difference between ekWh 2019 and 2025	% Difference between 2019 and 2025
Electricity	12,944,006	13,993,119	1,049,113	8%
Natural Gas	18,974,969	15,210,459	(3,764,510)	(20%)
Total	31,918,975	29,203,578	(2,715,397)	(9%)

Corporate Buildings - Greenhouse Gas (GHG) Emissions

GHG (tCO^2e) 2019	GHG (tCO^2e) 2025	GHG Change (tCO^2e) 2019-2025	% Change 2019-2025
3,782	3,047	(735)	(19%)

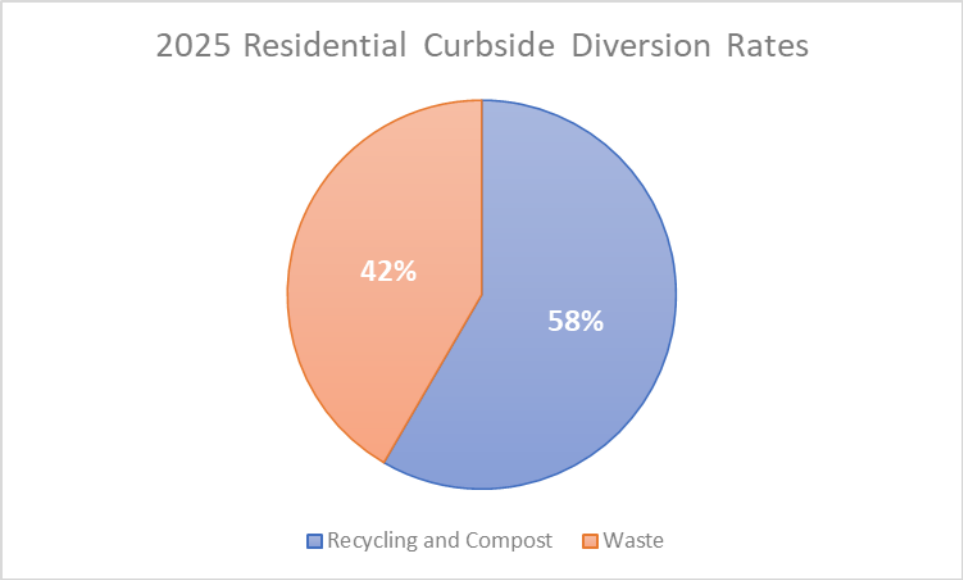
2025 Corporate Waste

Waste Generated (MT)	Recycling (MT)	Organic Waste (MT)	Diversion Rate (%)	GHG (tCO^2e) 2025
351	57	15	20.5%	111.6

2025 Corporate Fleet GHG Emissions

GHG (tCO^2e) 2019	Diesel (L) 2019	Gasoline (L) 2019	GHG (tCO^2e) 2025	Diesel (L) 2025	Gasoline (L) 2025	GHG Change (tCO^2e) 2019-2025	GHG % Change 2019-2025
2,233	543,507	333,037	2,151	598,931	268,444	(82)	(4%)

Appendix E - Residential Waste Diversion Rates



2019-2025 Residential Curbside Diversion Rates

Year	Total Waste Generated (MT)	Total Waste Diverted (MT)	Curbside Diversion Rate
2019	37,674	21,372	57%
2020	41,489	23,894	58%
2021	41,312	23,798	58%
2022	36,894	20,964	57%
2023	37,604	20,243	54%
2024	39,048	22,268	57%
2025	39,308	22,954	58%

Energy Conservation and Demand Management Plan 2026-2031

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1.0 Introduction

The purpose of this Energy Conservation and Demand Management (ECDM) Plan is to establish a transparent, five-year framework (2026–2031) to guide the Town of Whitby (Town) in tracking corporate energy use, managing energy demand, and reducing greenhouse gas (GHG) emissions. The Plan supports implementation of the Zero Carbon Whitby framework while advancing the Town's long-term sustainability and climate objectives.

The Zero Carbon Whitby Plan, endorsed by Council in March 2021, has served as the Town's corporate energy management framework and, from July 2021 to 2026, functioned as the Town's ECDM Plan in alignment with the requirements of *Ontario Regulation 25/23: Broader Public Sector – Energy Reporting and Conservation and Demand Management Plans*, which requires municipalities to prepare an ECDM Plan every five years.

Achieving deep GHG emissions reductions from corporate operations is as much about organizational transformation as it is about technical solutions. In pursuing decarbonization, municipalities must navigate a range of challenges, including differing risk appetites, evolving political leadership, and operational, financial, contractual, policy, and legal constraints. In response, the Town is committed to embedding climate considerations into corporate decision-making processes and ensuring that staff across the organization have the awareness, training, tools, and accountability required to implement low-carbon, life-cycle-based solutions and resilient infrastructure technologies.

A key consideration in energy efficiency and demand management planning is Whitby's projected population growth and the resulting need for new municipal infrastructure. With careful planning and early integration of climate considerations, new facilities and assets can be designed to be zero-emissions from the outset and, in some cases, contribute to reducing emissions across existing operations. Managing growth in this way is essential to maintaining progress toward the Town's long-term emissions reduction targets.

Reducing corporate GHG emissions also represents a strategic opportunity. Low- and zero-emissions solutions often deliver lower long-term operating costs stimulate innovation and local economic activity, improve working conditions in municipal facilities, and strengthen the Town's leadership and brand as a forward-thinking, climate-responsible municipality.

At this time, rather than advancing a full update to the Zero Carbon Whitby Plan, the Town is continuing to proceed with the existing Plan and the high-level direction it provides, while prioritizing the technical work needed to refine the pathway to net-zero. Specifically, the Town is undertaking a Deep Energy Feasibility Pathway Study for seven of its highest-emitting facilities, as per American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) Level 3 energy audit standards, to confirm project feasibility, sequencing, enabling requirements (such as electrical capacity), and

associated costs. The findings from this work will directly inform the next phase of implementation under the Zero Carbon Whitby framework and this ECDM Plan.

This ECDM Plan does not replace the Zero Carbon Whitby Plan. Instead, it serves as the Town's required five-year Energy Conservation and Demand Management update under provincial regulation, providing a focused implementation and reporting framework that operates in parallel with Zero Carbon Whitby. Together, these documents ensure continuity in corporate climate direction while strengthening the technical, organizational, and operational foundation needed to advance implementation over the 2026–2031 period.

1.1 Background and Corporate Climate Action Context

In June 2019, Town Council declared a Climate Emergency, joining nearly 2,000 jurisdictions across 34 countries in recognizing the urgent need to address climate change. This declaration committed the Town to embedding climate considerations into corporate decision making and accelerating efforts to reduce GHG emissions from municipal operations.

In response, the Town has developed and implemented a series of interconnected plans, policies, and initiatives to guide corporate climate mitigation and energy management (Figure 1). Central among these is Zero Carbon Whitby, endorsed by Council in March 2021, which serves as the Town's Corporate Climate Action and Energy Management framework.

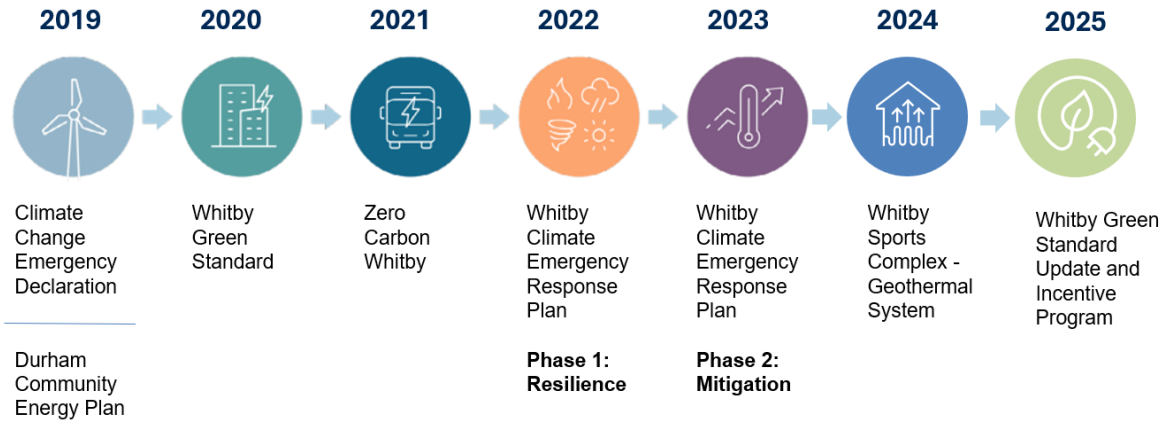

Figure 1. The plans developed and actions implemented in response to the Council's declaration of a Climate Emergency

1.1.1 Zero Carbon Whitby Plan

Unlike a traditional action plan, Zero Carbon Whitby was intentionally developed as a framework for implementing low carbon decision-making across the organization, rather than a prescriptive list of projects. The framework establishes the scale of emissions reductions required from the Town's corporate operations to support global GHG reduction targets and introduces governance, carbon budgeting, and planning mechanisms that enable implementation over time. This approach empowers staff to

identify and implement actions from the bottom up by aligning capital and operating budgets with GHG reduction targets and integrating climate considerations into routine municipal decision-making.

Zero Carbon Whitby is guided by the following principles, aligned with the principles which govern the strategic planning process.

- Incorporate a long-term perspective: Mitigating climate change requires consideration of the long-term, specifically to avoid locking in activities or systems that generate GHG emissions and will therefore need to be retrofit or undone in the future.
- Establish linkages to broad organizational goals: The imperative to address climate change overlaps with many other organizational priorities. The process underlying Zero Carbon Whitby aims to align these objectives.
- Focus decisions on results and outcomes: The impacts of decisions on GHG emissions have historically been opaque. The Town's process aims to ensure that the path to GHG emissions is clear and that results will be transparent to inform future decisions.
- Involve and promote effective communications with stakeholders: Reducing GHG emissions requires new ideas from different people, and a whole organization approach.
- Promote program efficiency and effectiveness: Resources are constrained, and the municipality has, by necessity, to be concerned with the most effective actions.

Zero Carbon Whitby establishes a Carbon Reduction Framework that guides GHG emissions management across all municipal operations over multiple years. Using a science based methodology, the Plan derives the Town's fair share of the remaining global carbon budget and defines the emissions reductions required to align with limiting global temperature increase to 1.5°C. This target aligns with the Region of Durham's GHG reduction target for its operations. Under this trajectory, the Town's carbon budget totals 62,563 tCO2e between 2022 and 2045, as illustrated in Figure 2 below.

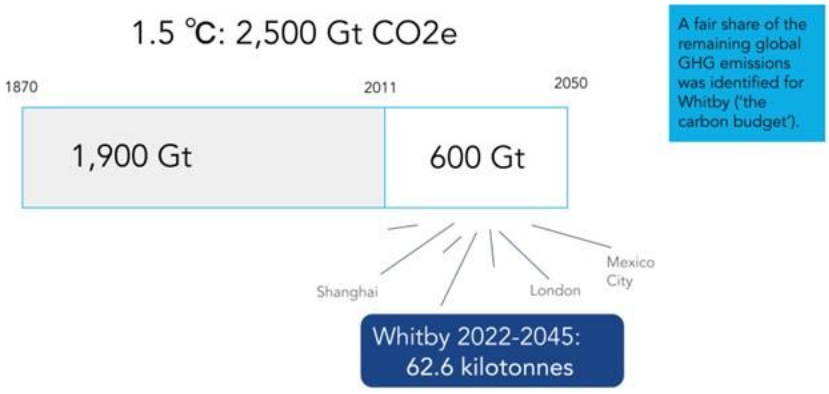

Figure 2. The Town's share of the remaining global GHG emissions budget, 2022-2045

The GHG emissions trajectory is shown in Figure 4, capturing emissions for all of the Town's corporate operations. The Business as Usual (BAU) trajectory is a projection of emissions if the Town adds planned facilities to account for growth using current energy and emissions performance of buildings and fleet. The pink line ("Identified Measures") reflects the trajectory of measures identified in energy audits completed by the Town. The blue line represents annual targets towards 2045, whereas the green line represents these annual targets in four-year bundles to align with the Town's business planning timeline.

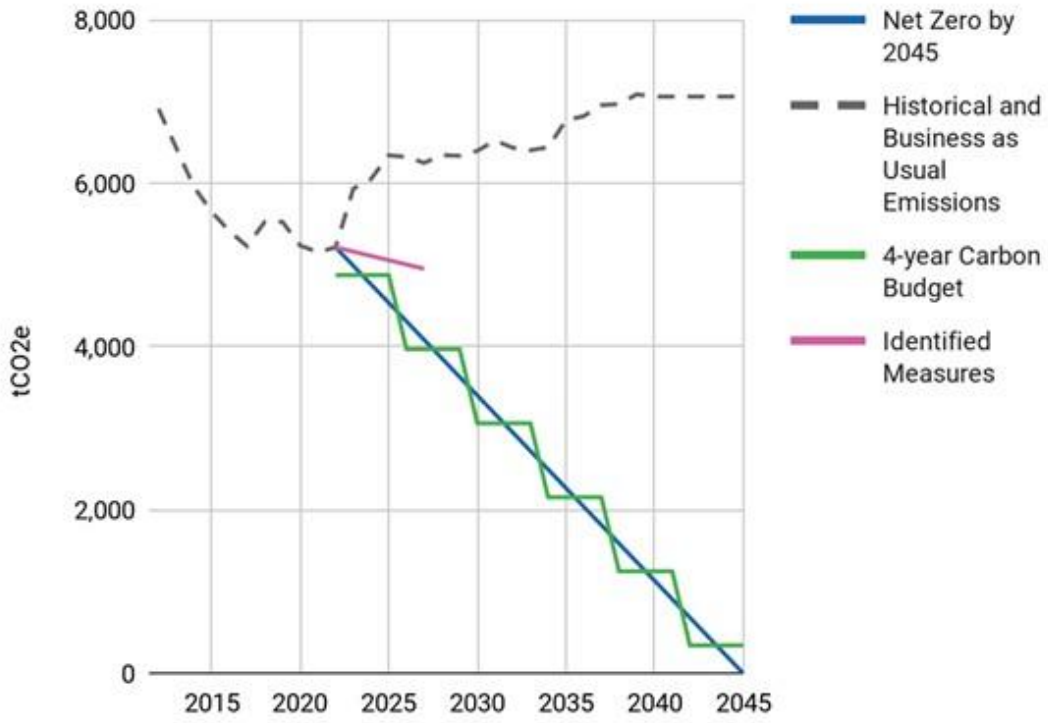

Figure 3. Emission target trajectory for corporate emissions, 2020-2045

The Plan recommends that the Town adopt a target that aims to reduce corporate carbon emissions to net-zero by the year 2045, while also setting four-year reduction targets consistent with this trajectory. Examining emissions in four-year increments also helps align emissions reduction measures with capital and operations planning and incorporate new technologies and solutions. This method is consistent with the absolute reduction targets method, an approach widely adopted in the private sector, and with targets set by other levels of government.

Figure 4 describes key metrics for GHG emissions trajectory, including GHG emissions in 2019, cumulative emissions (the "carbon budget"), a 2030 target and a net-zero target by 2045. The annual reduction of 4.3% is an indicator of the consistent effort to reduce emissions; in reality some years will achieve greater reductions, and other years less reductions.

Emissions in 2019	5,525 tCO2e
Cumulative emissions from 2022 to 2045 ("carbon budget")	62,563 tCO2e
Emissions in 2030	3,400 tCO2e
% emissions reductions by 2030 (relative to 2019)	38%
Year net zero is achieved	2045
Annual percent reduction in emissions (relative to 2019)	4.3%

Figure 4. Key numbers for a net-zero-by-2045 target for corporate emissions.

1.1.2 Zero Carbon Whitby Costing Study

As a first step toward implementing the Zero Carbon Whitby Plan, the Town completed the Zero Carbon Whitby Costing Study in 2022. Completion of this Study was a key recommendation of the Zero Carbon Whitby Plan and provided the technical and financial detail required to move from high-level targets to actionable implementation planning.

Zero Carbon Whitby identifies Town's 2019 corporate GHG emissions baseline as **5,525 tCO_2e**. Based on this baseline, the Town's short-, medium-, and long-term reduction targets were set as:

- **20% reduction by 2025 (1,105 tCO_2e)**
- **40% reduction by 2030 (2,210 tCO_2e)**
- **100% reduction by 2045 (5,525 tCO_2e)**

These targets reflect the Town's contribution to global climate action and provide a clear long-term direction for corporate operations.

A defining feature of Zero Carbon Whitby is the integration of GHG emissions into the municipal budget and decision making process. As Council considers capital investments, information is provided on whether proposed projects will result in a net increase or decrease in corporate emissions and how they affect progress toward the Town's 2025, 2030, and 2045 targets. This ensures climate impacts are considered alongside financial, service delivery, and asset management considerations.

The Costing Study establishes a detailed pathway for the Town to remain within its allocated carbon budget and achieve net zero corporate emissions by 2045. It identifies a phased schedule of projects and associated incremental funding requirements, optimized to align with the Town's existing capital budget and asset management plans. The Study also provides guidance on the creation and use of a Zero Carbon Revolving Reserve Fund as the primary financing mechanism for implementation.

The estimated incremental cost of implementing the Zero Carbon Whitby pathway between 2022 and 2045 is $63.7 million. Over the same period, the Study estimates $75.3 million in total savings and avoided costs, primarily from reduced energy consumption, avoided carbon pricing impacts, and operational efficiencies.

The Study proposes that these incremental costs could be fully funded through a Zero Carbon Revolving Reserve Fund, seeded with an initial $34.8 million, and replenished over time using realized savings from energy reductions, avoided carbon costs, and select capital projects. This approach supports long-term financial sustainability while minimizing impacts on the tax base.

Council endorsed the Zero Carbon Whitby Costing Study in September 2022, affirming the Town's commitment to the framework, emissions reduction targets, and implementation approach set out in Zero Carbon Whitby. As part of this endorsement, Council also approved the Zero Carbon Revolving Reserve Fund Policy and authorized the establishment of the Zero Carbon Revolving Reserve Fund, as recommended in the Study, to support the long-term financing and implementation of corporate decarbonization initiatives.

1.2 Provincial Energy Reporting and Planning Requirements

Ontario Regulation 397/11, enacted under the *Green Energy Act* in 2009, established the Province's initial framework to support energy conservation and emissions reduction across the broader public sector. The regulation requires public agencies, including municipalities, to annually report and publicly post their energy consumption and associated GHG emissions.

In 2018, Ontario Regulation 397/11 was updated and replaced by Ontario Regulation 507/18 under the *Electricity Act*. The regulation was further revised in 2023 as Ontario Regulation 25/23. Under the current regulation, municipalities are required to establish goals and objectives for conserving energy and reducing consumption, and to develop, maintain, and update an Energy Conservation and Demand Management (CDM) Plan every five years.

For the Town, the requirements of the previous CDM planning period (2021–2025) were fulfilled through the Zero Carbon Whitby Plan, which served as both the Town's corporate climate framework and its Energy Conservation and Demand Management Plan for that period. This updated ECDM Plan summarizes energy and GHG reduction initiatives implemented during that time and outlines the Town's planned approach to continued energy conservation and demand management for the 2026–2031 period.

In accordance with Ontario Regulation 25/23, this ECDM Plan will be approved by Council resolution, publicly posted on the Town's website, and submitted to the Ministry of Energy, Northern Development and Mines by July 1, 2026.

1.3 Overview of Municipal Facilities

The Town's facilities can be categorized into the following groups: administrative, emergency services, community centres, libraries, recreation centres, and other. The 22 facilities listed in **Error! Reference source not found.** below represent the primary energy consuming assets that the conservation and demand management plan will focus on.

Table 1. List of Primary Corporate Facilities

Facility Type		Facility Description
Administrative	Town Hall	- Whitby Municipal Building
Administrative	Libraries	- Whitby Library Main Branch
Administrative	Heritage Buildings	- Whitby Centennial Building
Services	Fire halls Operations Centre Animal Control	- Fire Hall #1 - Fire Hall #2 - Fire Hall #3 - Fire Hall #4 - Fire Hall #5 (Headquarters) - Fire Hall #6[1] - Whitby Operations Centre - Animal Control
Community Centres	Community Centres	- Ashburn Community Centre - Brooklin Community Centre - Brooklin Community Centre and Library - Heydenshore Pavillion - Lynde House Museum55+ Activity Centre - Spencer Community Centre
Recreation Centres	Arenas	- Iroquois Park Sports Centre - McKinney Centre - Luther Vipond Memorial Arena - Fieldgate Sports Complex[2]
Recreation Centres	Recreation Centres	- Civic Recreation Complex
Other	Marina	- Port Whitby Marina

[1] Anticipated to be constructed by 2027.
[2] Anticipated to be constructed by mid-2026.

2.0 Reporting

2.1 Energy and Greenhouse Gas Emissions

2.1.1 Annual Energy Consumption Trends

From 2021 to 2025, total energy consumption across the Town's corporate facilities remained within a relatively consistent range; however, the overall trend is not flat. As shown in Figure 5, total facility energy use was lowest in 2021 and increased in subsequent years, with 2024 and 2025 representing the highest consumption levels within the 2021–2025 period. While annual energy consumption in 2025 remains below the 2019 baseline, the upward trend indicates a return toward more typical operating conditions following the early years of the reporting period.

Overall, when comparing 2025 to the 2019 baseline year, total corporate facility energy consumption has decreased by approximately 9%, equivalent to roughly 2,700,000 ekWh. This reduction reflects the combined influence of energy efficiency improvements, operational changes, and early decarbonization measures implemented under Zero Carbon Whitby.

This pattern is important for interpreting progress. The five-year reporting window includes years affected by the COVID19 pandemic, during which facility use, occupancy, and operating schedules were atypical. As a result, energy consumption trends during this period reflect both changes in operational conditions and underlying energy performance. The gradual increase observed after 2021 should therefore be understood as a normalization of facility use rather than a reversal of efficiency gains.

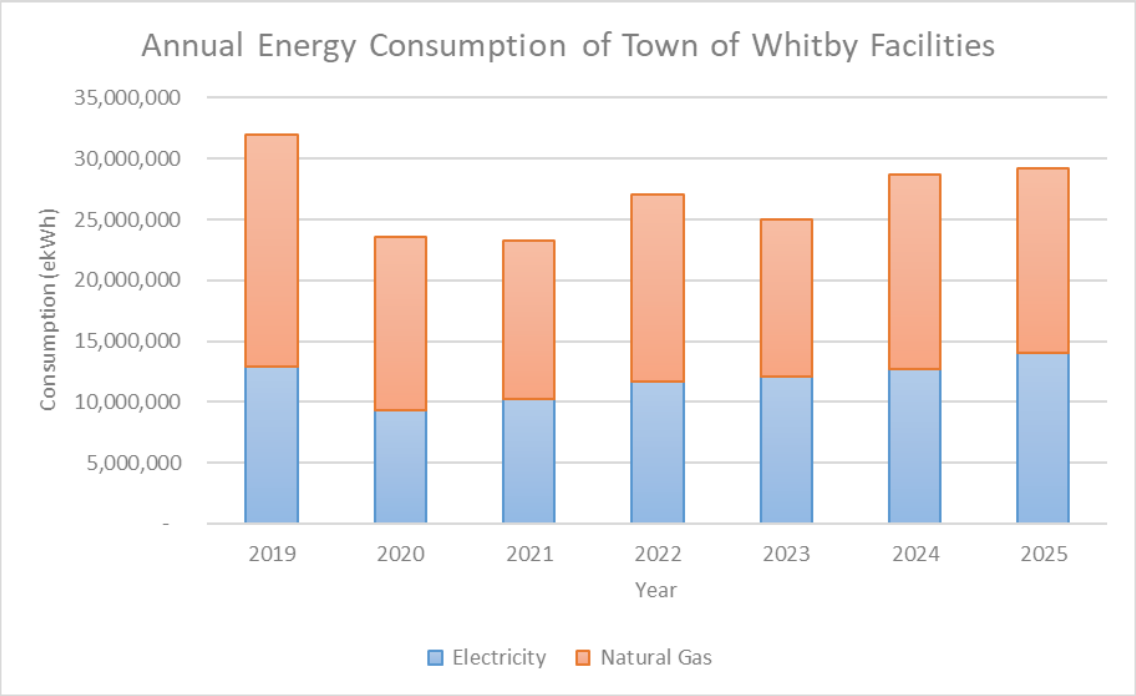

Figure 5. Annual Energy Consumption of Corporate Facilities

Electricity and Natural Gas Contributions (Fuel Mix)

Figure 5 also highlights a gradual shift in the balance between electricity and natural gas over the period. Electricity consumption increases incrementally across the years shown, while natural gas remains a significant component of total energy use throughout the period. This split is important because the Town's decarbonization pathway includes both:

1. Reducing total energy demand through efficiency and demand management, and
2. Reducing GHG emissions by shifting end uses away from natural gas where feasible.

As electrification measures are implemented—such as replacing fossil fuel based heating equipment with heat pumps—electricity consumption is expected to increase, even as natural gas consumption declines. For this reason, energy use (kWh) trends must be interpreted alongside GHG emissions results, which are reported separately in Section 2.1.2, to provide a complete picture of progress.

2025 Energy Consumption Snapshot

To provide additional context for recent performance, Figure 6 summarizes corporate energy consumption by facility type in 2025. Recreation Centres represent the Town's most energy intensive facilities and therefore the largest opportunities for both energy and GHG emissions reductions. In 2025, Recreation Centres consumed approximately 21,000,000 ekWh, accounting for roughly 73% of the Town's total corporate energy consumption.

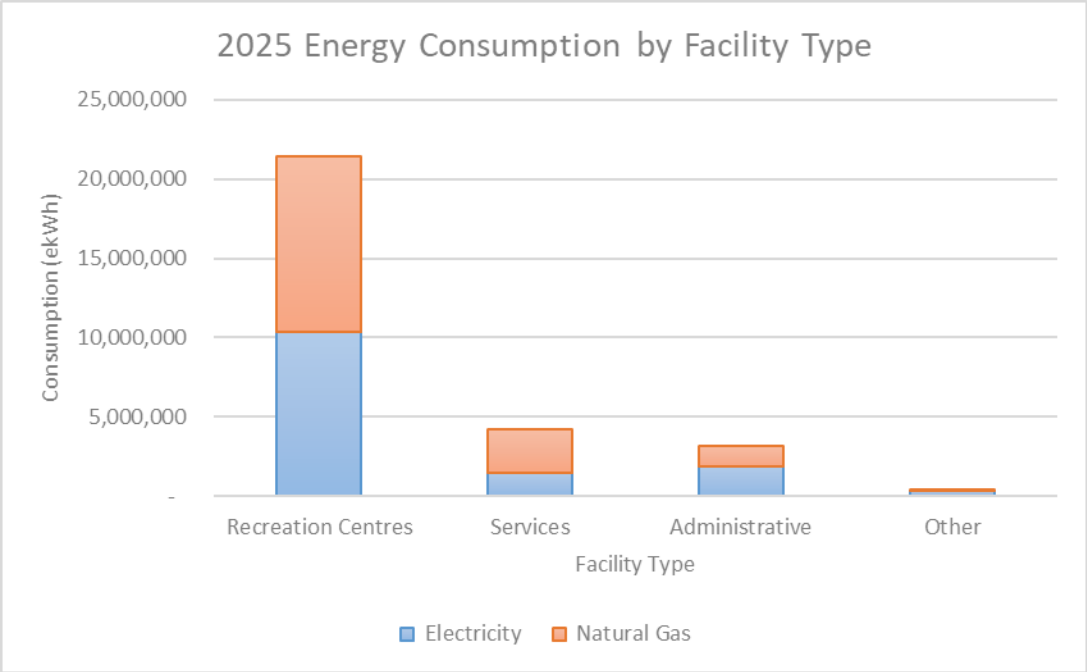

Figure 6. 2025 Annual Energy Consumption by Facility Type

Figure 7 presents the breakdown of total corporate energy consumption by commodity for 2025. Electricity and natural gas accounted for approximately 48% and 52%, respectively, of total energy use across corporate facilities. The even split between natural gas and electricity consumption underscores the importance of continued electrification efforts, alongside efficiency measures, to reduce reliance on natural gas and achieve sustained emissions reductions.

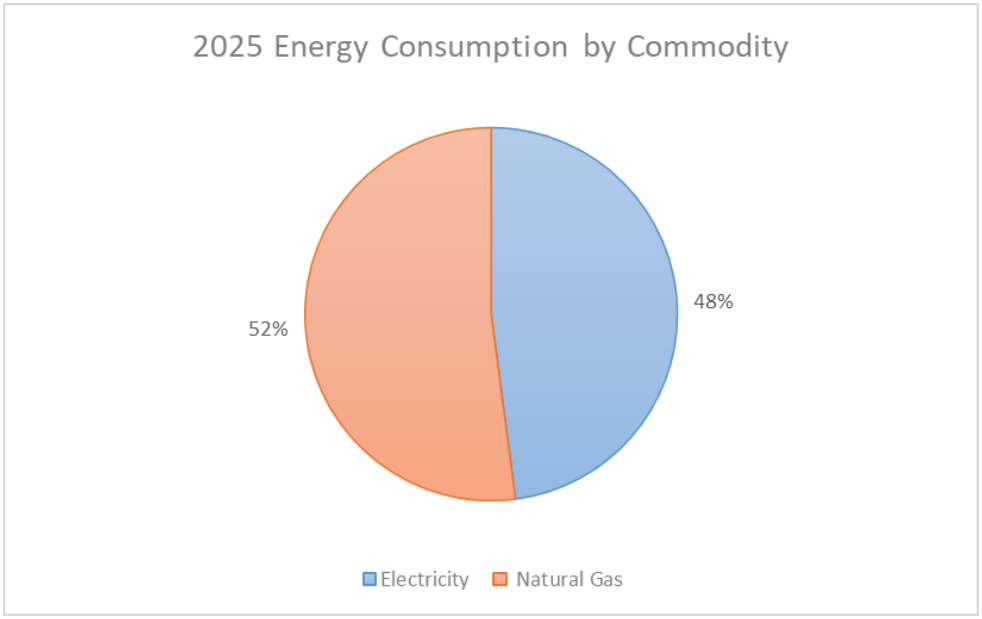

Figure 7. 2025 Annual Energy Use by Commodity

Why Major Energy Reductions Are Not Yet Reflected

Implementation of substantive energy conservation measures listed in the Zero Carbon Costing Study did not begin until 2023. Early actions during this period focused primarily on lower cost operational improvements and smaller asset renewal projects, rather than deep energy retrofits across major facilities. As a result, large, measurable reductions in annual facility energy consumption are not expected to appear immediately in the early years of the reporting window.

In parallel, a significant portion of effort during the period has been directed toward planning and feasibility work required to enable deeper reductions—particularly for the Town's highest emitting facilities. This includes major studies and audit work intended to confirm feasibility, sequencing, enabling requirements (including electrical capacity), and costing for future deep retrofits. These foundational steps are necessary to unlock the scale of energy and emissions reductions required for 2030 and beyond.

What This Trend Means for the 2026–2031 ECDM Period

The 2021–2025 trend reinforces the need for the 2026–2031 ECDM period to focus on two complementary priorities:

- Operational and low-cost efficiency improvements (to reduce avoidable energy use and manage demand), and
- Delivery of deeper retrofits and fuel-switching projects (to achieve step changes in performance at the Town's highest consuming and highest emitting facilities).

This sequencing is consistent with the Town's approach of using near term actions to build momentum while technical studies and design work are completed to support larger capital interventions in later years.

2.1.2 Corporate GHG Emissions Trends

While energy consumption is a useful indicator of overall facility demand, corporate GHG emissions are more directly influenced by the Town's reliance on natural gas, as emissions are closely linked to combustion-based heating loads. Accordingly, many Zero Carbon Whitby projects prioritize fuel switching and natural gas reduction strategies, recognizing that electrification can reduce emissions even where electricity consumption increases.

This distinction is important when interpreting progress. Measures such as heat pump installations or electrified equipment can shift energy demand from natural gas to electricity, which may increase electricity use while lowering GHG emissions because on-site fossil fuel combustion is reduced. For this reason, the Town tracks both energy (Section 2.1.1) and GHG emissions (this section) to provide a complete picture of performance.

Annual Corporate GHG Emissions Performance (Utility-Based Emissions)

In 2025, the Town's total utility-related GHG emissions were 735 tCO_2e lower than in 2019, representing a 19% reduction (**Appendix D**). Figure 8 below shows the shift in GHG emissions through 2019 to 2025.

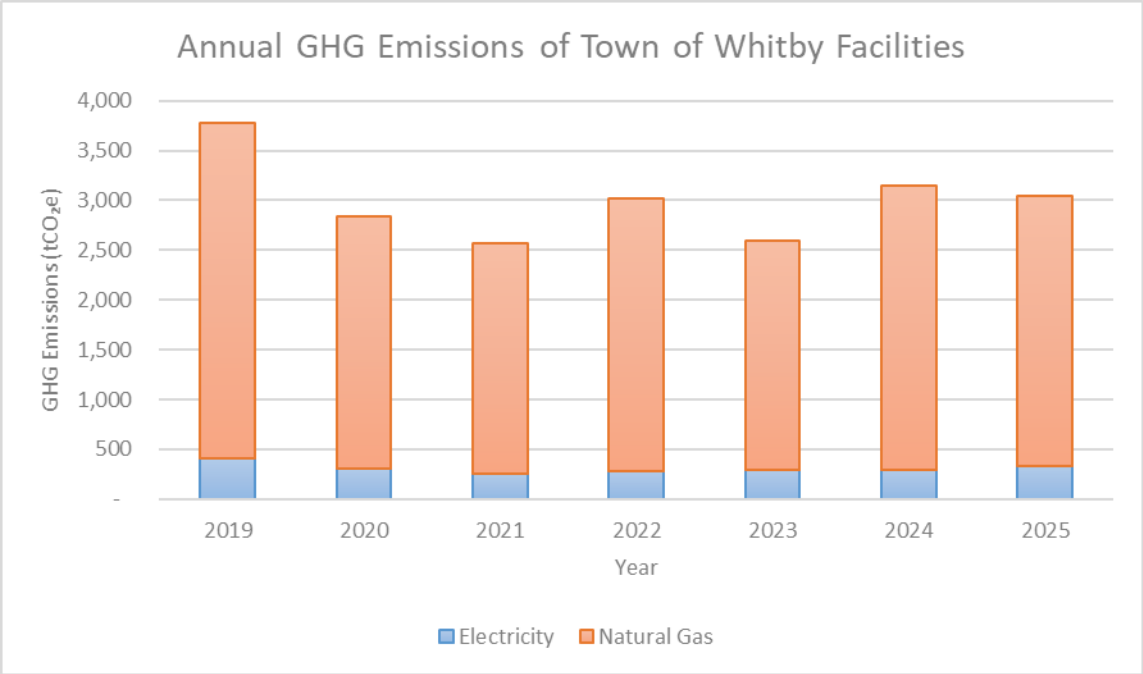

Figure 8. Annual GHG emissions of Corporate Facilities

2.2 Completed Projects

Across 2023 (Table 2), 2024 (Table 3), and 2025 (Table 4), implemented Zero Carbon Whitby projects delivered 610.5 tCO_2e in corporate GHG emissions reductions, as summarized in Table 5. These reductions reflect emissions savings from projects that have reached completion and are actively delivering results, including fuel switching initiatives, deep equipment upgrades, lighting retrofits, and building system improvements across corporate facilities.

While the completed projects delivered 610.5 tCO_2e in gross emissions reductions over this period, the net reduction of 564.1 tCO_2e accounts for fleet related emissions increases that occurred concurrently. Reporting net reductions provides a more accurate representation of overall corporate emissions performance and ensures transparency in tracking progress toward the Town's climate commitments.

Although the Town did not fully achieve the ambitious 2025 target, the results to date demonstrate meaningful progress and confirm that completed Zero Carbon Whitby projects are delivering substantial emissions reductions. Importantly, the majority of reductions achieved to date occurred in 2025, driven largely by high impact projects such as the transition of the Civic Recreation Complex's combined heat and power system to backup operation. Together, these outcomes provide a strong foundation for advancing larger scale retrofits and accelerating emissions reductions in support of the 2030 target of a 40% reduction.

Table 2. 2023 Completed Zero Carbon Whitby Projects

Facility	Projects	GHG Emission Savings (tCO2e) *Annualized over a calendar year
Brooklin Community Centre and Library	Recommissioning of building automation system (BAS) in order to improve energy efficiency	5.4
Brooklin Community Centre and Library	Refining of Roof Top Units (RTU) schedule	1.7
Civic Recreation Complex	Variable Frequency Drives (VFDs) on filter pumps in order to make the operation of the pumps more efficient	0.8
Civic Recreation Complex	RTU replacement to heat pump	5.2
Civic Recreation Complex	Gas furnace replacement to heat pump	5.9
Iroquois Park Sports Complex	Pad 2 and 5 lighting upgrades (LED lighting)	4.1
Port Whitby Marina	Exterior lighting upgrade (LED lighting)	1.2
Whitby Central Library	Gas furnace replacement (fireplace replaced with LED screen)	4.0
117 King Street (Rental Property)	Oil furnace replacement to a heat pump	5.0
Whitby Municipal Building	Submeter Installation	5.0
Fire Hall #3	Gas furnace replacement to heat pump	5.9

McKinney Centre	Pilot RealICE Cold water flooding system installation	54.9
Total		**99.1**

Table 3. 2024 Completed Zero Carbon Whitby Projects

Facility	Projects	GHG Emission Savings (tCO2e) *Annualized over a calendar year
Lynde House	Furnace replaced with Heat Pump	2.6
Total		**2.6**

Table 4. 2025 Completed Zero Carbon Whitby Projects

Facility	Projects	GHG Emission Savings (tCO2e) *Annualized over a calendar year
Centennial Building	LED Lighting Upgrade	1.2
Civic Recreation Complex	Transition CHP to a backup heating system	454.4
Civic Recreation Complex	LED Lighting Upgrade & Occupancy Sensors	6.4
Civic Recreation Complex	Site Lighting Conversion and Bollard Lights	5.9
Iroquois Park Sports Complex	LED Lighting Upgrade	0.6
Spencer Community Centre	LED Lighting Upgrade	0.1

Whitby Station Gallery	Boiler Replacement	4.3
Fire Hall #4	Air Source Heat Pump (ASHP) Installation and Electric Furnace Installation	8.6
Marina	ASHP Installation and Boiler Replacement	20.5
Fire Hall #2	Window Replacement	1.2
Fire Hall #3	ASHP Installation	5.6
Total		**508.8**

Table 5. Total Gross GHG Emission Savings from Completed Zero Carbon Whitby Projects

Year	Total GHG Emission Savings (tCO2e) *Annualized over a calendar year
2023	99.1
2024	2.6
2025	508.8
Total	**610.5**

Utility-Based vs. Project-Based Emissions Reductions

Utility-based emissions are a useful indicator of overall corporate performance; however, they are influenced by factors that are not directly tied to specific projects. These include year-to-year variations in weather (e.g., colder winters increasing heating demand), changes in facility usage and occupancy, and shifts in the carbon intensity of Ontario's electricity grid. As a result, utility-based emissions can improve or potentially worsen from year to year even when the pace of project implementation remains unchanged.

By contrast, the gross 610.5 tCO_2e emissions reduction reported through Zero Carbon Whitby project-based savings from 2023 to 2025 isolates the measured impact of completed projects and accounts for fleet-related emissions increases occurring over the same period. The difference between the gross project-based reduction (610.5 tCO_2e) and the larger utility-based reduction (735 tCO_2e) is expected. Utility-based emissions reflect all consumption-related changes since 2019, including

external influences, while project-based savings isolate the quantified impact of planned retrofits and initiatives.

Together, these metrics show that while project implementation is progressing steadily toward the 2025 target, broader consumption patterns over the same period have also contributed additional reductions. For this reason, continued implementation of Zero Carbon Whitby projects remains essential to achieving and sustaining emissions reductions over the long term—particularly as weather conditions continue to fluctuate and the carbon intensity of the electricity grid may increase over time.

2.3 Proposed Zero Carbon Whitby Projects and Savings Estimates

To achieve the Town's 2030 corporate GHG reduction target of 40% relative to the 2019 baseline, the Town is advancing a coordinated portfolio of decarbonization initiatives to be implemented between 2026 and 2031. These initiatives focus on electrification, energy efficiency, deep energy retrofits, and net-zero new construction, and are designed to deliver meaningful emissions reductions while strengthening the Town's long-term capacity to meet its 2045 net-zero goal.

A central component of this work is the advancement of deep energy retrofit planning and design. Beginning in 2026, the Town will undertake ASHRAE Level 3 energy audits at seven of its highest GHG-emitting facilities (excluding the Iroquois Park Sports Centre). These audits will confirm technical feasibility, identify energy conservation measures, refine cost estimates, and establish implementation sequencing. The resulting findings will form the framework for carbon reduction across these buildings and guide capital decision-making beyond 2030.

In parallel, the Town's largest energy-consuming and highest-emitting facility, the Iroquois Park Sports Centre, will undergo its own targeted Deep Energy Retrofit initiative. This work focuses on fuel switching away from natural gas, improved ventilation and heat recovery, and comprehensive building performance upgrades. While design and analysis work will begin in 2026, the majority of emissions reductions from these deep retrofit measures are expected to be realized between 2027 and 2030, with anticipated reductions of approximately 450 tCO_2e annually. Given the scale of this facility, these projects will play a critical role in achieving the Town's medium-term emissions reduction targets.

The Town is also committed to ensuring that new municipal facilities are designed and constructed to net-zero emissions standards wherever feasible. This approach is deliberate and preventative: by delivering new buildings that operate without on-site fossil fuel combustion, the Town avoids increasing its future emissions reduction burden and eliminates the need for costly retrofits later in the asset lifecycle. Planned net-zero facilities for the Community, Animal and Enforcement Building and Fire Hall #6 demonstrate this commitment and ensure that growth in municipal infrastructure does not undermine long-term climate objectives. Emissions savings associated with new construction are calculated based on the net reduction achieved as older, less efficient facilities are taken offline.

Additional near-term projects include a high-efficiency tube heater retrofit for the vehicle bays at the Whitby Operations Centre, which will reduce energy consumption and improve operational efficiency in a high-use operational facility.

Collectively, the proposed investments of approximately $35 million are expected to deliver more than 510.6 tCO_2e in annual GHG emissions reductions, with the majority of savings attributable to deep retrofit and electrification measures at Iroquois Park Sports Centre (Table 6). The projects listed in Table 6 have been approved by Council and represent a critical early implementation phase of Zero Carbon Whitby, prioritizing high-impact facilities and measures that deliver substantial emissions reductions while establishing the technical and operational foundation for future phases of decarbonization.

Together, this integrated portfolio of planning, retrofits, and net-zero new construction ensures the Town remains on a steady, achievable pathway toward its 2030 and 2045 targets, while supporting a resilient, low-carbon municipal building portfolio that delivers long-term service reliability and financial sustainability.

Table 6. Approved 2026 to 2031 Zero Carbon Whitby Projects

Facility	Approved Projects	Cost Estimates	GHG Emission Savings (tCO2e) *Annualized over a calendar year
Iroquois Park Sports Centre	Ice resurfacing hot water boiler - ASHP	$240,000	71.2
Iroquois Park Sports Centre	Domestic Hot Water Boiler Replacement with – Water Source Heat Pump	$400,000	28.0
Iroquois Park Sports Centre	Envelope Air Sealing – Rink 1, 2, and pool	$345,000	30.4
Iroquois Park Sports Centre	Furnace Replacement with Hydronic Air Handler	$115,000	15.2
Iroquois Park Sports Centre	Hot Water boiler replacement with water source heat pump	$400,000	59.2
Iroquois Park Sports Centre	Low-flow shower heads and timer optimization	$ 80,000	15.2
Iroquois Park Sports Centre	Pool Area - Replace RTUs with ASHP - Natural Gas Backup	$240,000	15.2
Iroquois Park Sports Centre	Pool Cover	$330,000	8.8
Iroquois Park Sports Centre	Pool water boiler replacement with water source heat pump	$480,000	19.2
Iroquois Park Sports Centre	Pool water waste heat recovery system	$38,000	14.4
Iroquois Park Sports Centre	Restaurant & office area - Replace RTUs with ASHP - Natural Gas Backup	$630,000	24.8

Iroquois Park Sports Centre	Rink 1 and 2 - Replace RTUs with ASHP - Natural Gas Backup	$780,000	69.6
Iroquois Park Sports Centre	West Arenas - Change Room Ventilation Air Heat Recovery	$380,000	6.4
Iroquois Park Sports Centre	West Arenas – Replace NG Infrared heaters with Electric	$240,000	1.6
Iroquois Park Sports Centre	West Arenas – Replace RTUs with ASHP - Natural Gas Backup	$1,500,000	80.8
Whitby Operations Centre	Replace Tube Heaters with high efficiency models	$ 350,000	17
55+ Community Centre	Lighting Upgrades	$ 500,000	18.7
55+ Community Centre	Envelope Upgrades	N/A	18.7
55+ Community Centre	HVAC Upgrades	N/A	18.7
55+ Community Centre	Replace natural gas boilers with ASHP	N/A	18.7
Community, Animal and Enforcement Building	Construction of New Net-Zero Facility to replace an existing facility	$15,876,500[3]	14.9[4]
Fire Hall #6	Construction of New Net-Zero Facility	$ 11,700,000[5]	N/A

3 Cost estimates represent the full construction cost of the new net-zero facility. These figures do not isolate or quantify the incremental cost of incorporating net-zero design elements relative to a conventional building construction.

4 GHG emissions savings are attributable to the decommissioning of the existing Animal and Enforcement Building and its replacement with a net-zero facility, resulting in the elimination of ongoing operational emissions.

5 Cost estimates represent the full construction cost of the new net-zero facility. These figures do not isolate or quantify the incremental cost of incorporating net-zero design elements relative to a conventional building construction.

7 Pathways Projects	Conduct ASHRAE Level 3 Energy Audits to develop a strategy/pathway to GHG emissions reductions	$ 350,000	N/A
Total		**$34,974,500**	**510.6**

2.4 Implementation of Renewable Energy

This section outlines the Town's progress to date and planned next steps related to the implementation of renewable energy systems across municipal facilities.

2.4.1 Current Renewable Energy Systems

The Town currently has one operational renewable energy system: a rooftop solar photovoltaic (PV) array located at the Civic Recreation Complex.

In 2025, the Civic Recreation Complex solar PV array generated 11,085 kWh of electricity, generating $6,851 in revenue through the Town's net-metering arrangement[6]. This locally generated renewable energy supports the Town's corporate GHG reduction goals while also providing long-term operational cost savings.

Figure 9 illustrates the annual solar electricity generation at the Civic Recreation Complex between 2021 and 2025. The solar PV array was installed partway through 2021; as a result, electricity generation for that year reflects a partial year of operation, which accounts for the lower annual generation shown.

[6] This array was installed as part of the microFIT program that operates under a 20-year contract with the Independent Electricity System Operator (IESO). This program takes the electricity generated by these panels and measures it by a separate meter in order to sell it back to the grid at guaranteed, predetermined rates.

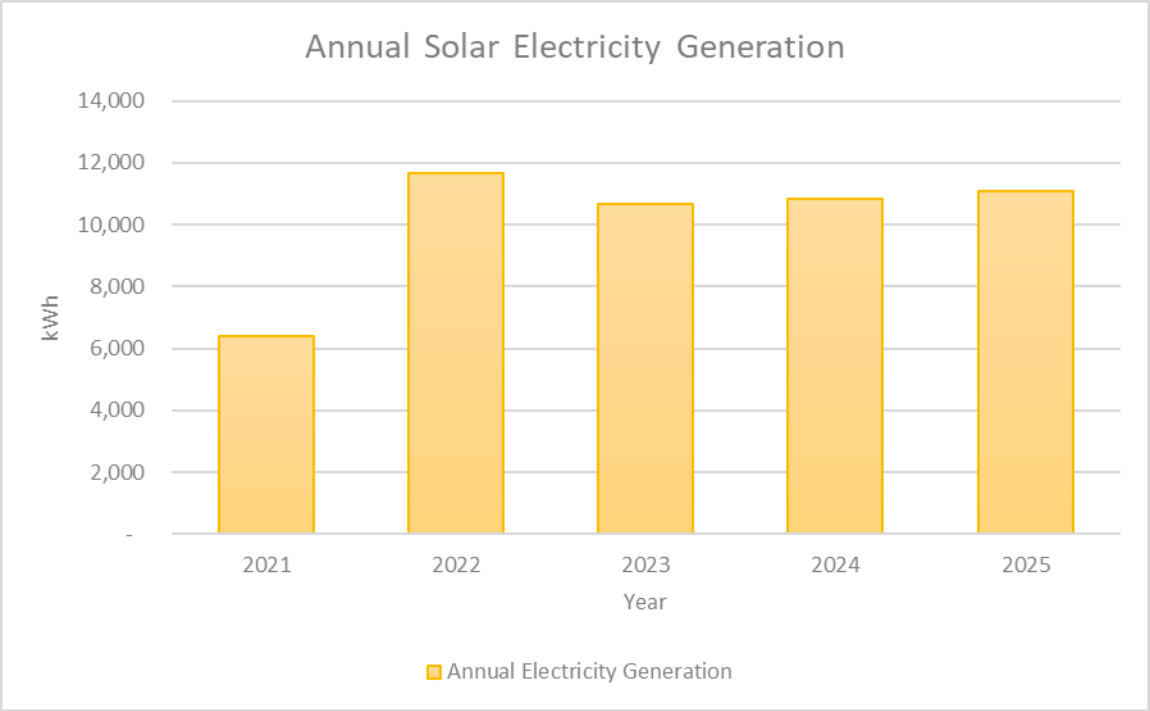

Figure 9. Civic Recreation Complex Annual Solar Electricity Generation (2021-2025)

2.4.2 Future Renewable Energy Systems

The Fieldgate Sports Complex, anticipated to be completed in 2026, will incorporate a 300 kW rooftop solar photovoltaic (PV) array installed on the arena roofs, with the potential for future expansion on the pool roof. Once operational, the solar PV system is expected to generate approximately 340,000 kWh of electricity annually, significantly increasing the Town's onsite renewable electricity generation and reducing reliance on grid supplied power.

In addition to solar generation, the Fieldgate Sports Complex will be serviced by a geothermal district energy system to meet the facility's heating and cooling requirements. Together, these systems will reduce the facility's operational GHG emissions and support the Town's broader transition toward low carbon municipal buildings.

Whitby Fire Hall #5 (Fire Headquarters) will also be evaluated for a potential rooftop solar PV installation. This evaluation will be undertaken following completion of a roof condition assessment to confirm the structure's ability to safely support a solar array and to determine overall technical feasibility.

2.5 Submetering

Submetering has been installed at the Iroquois Park Sports Centre, McKinney Centre, and Whitby Municipal Building (Town Hall) to enable real time monitoring of electricity

consumption at the equipment and system level, providing detailed insight into energy use patterns and consumption trends at each facility.

As new facilities are developed, submetering will be incorporated at the design stage where feasible. The Fieldgate Sports Complex, currently under construction, will include submetering to support performance monitoring from the outset. These submeters will be used to track energy consumption, assess the effectiveness of energy efficiency initiatives, and support ongoing energy management across corporate facilities.

3.0 Fleet Electrification

In alignment with the direction set out in Zero Carbon Whitby, the Town is advancing the gradual electrification of its corporate fleet as a key pathway to reducing transportation related GHG emissions. Corporate fleet emissions represent a significant and ongoing source of emissions within municipal operations and transitioning to low and zero emission vehicles is a critical component of achieving both the Town's 2025 and 2030 climate targets.

3.1 Current State (2025)

As of 2025, the Town's corporate fleet includes 16 plug-in hybrid electric vehicles (PHEVs), supported by 24 electric vehicle (EV) charging stations located at corporate facilities. Of these charging stations, nine are dedicated to corporate fleet use, including one Level 3 DC fast charger, which enables faster charging and improves operational flexibility for fleet vehicles with higher utilization requirements.

Throughout 2025, corporate PHEVs utilized EV charging infrastructure 1,099 times, consuming 15,515 kWh of electricity. This shift from gasoline to electricity resulted in an estimated 16.2 tCO_2e in avoided emissions, representing emissions that would have been generated had these vehicles continued to rely on conventional fuel. These avoided emissions are reported separately from facility-based emissions reductions and fleet growth impacts because they reflect emissions avoided by charging vehicles with electricity instead of using gasoline, rather than a reduction in emissions from existing Town operations already included in the corporate GHG inventory. This distinction supports transparent and accurate reporting while demonstrating the tangible climate benefits of fleet electrification and its role in maintaining operational reliability.

Figure 10 illustrates the monthly greenhouse gas (GHG) emissions avoided through corporate fleet electrification in 2025.

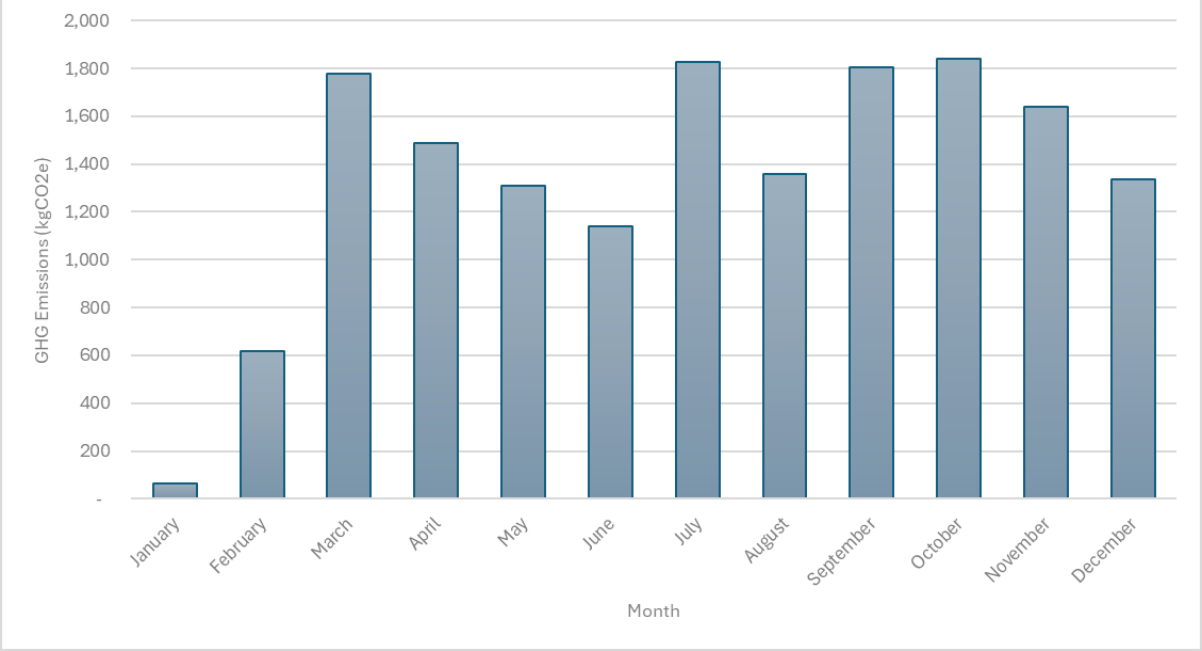

Figure 10. Fleet Vehicles Monthly GHG Emissions Avoidance (2025)

3.2 Future State (2026 to 2031)

Consistent with Zero Carbon Whitby, it is the Town's goal that new light duty- fleet[7] vehicle purchases be electric wherever operationally feasible[8]. As part of this transition, in 2026 the Town plans to purchase two electric pickup trucks.

Planning for the Transition: Fleet Electrification Study (2026)

To support a scalable and well sequenced transition, the Town will initiate a Fleet Electrification Study in 2026. This study will provide a comprehensive roadmap for transitioning the corporate fleet over time and will assess:

- Fleet composition and vehicle replacement cycles
- Suitability of electric vehicles across different operational needs
- Charging infrastructure requirements, including location, capacity, and phasing
- Electrical capacity and grid readiness at corporate facilities
- Capital and operating cost implications
- Implementation timelines aligned with emissions reduction targets

[7] Light-duty fleet vehicles are defined as passenger vehicles, vans, SUVs, and light-duty pickup trucks with a gross vehicle weight rating of 3,856 kg (8,500 lbs) or less, consistent with Transport Canada classifications.

[8] An example where electric is not suitable is a pickup truck equipped with a front-mounted snow plow because the added weight, high energy demand, cold-weather operation, and extended duty cycles significantly reduce driving range and can exceed current electric vehicle performance and reliability limits for critical winter operations.

The study will ensure that fleet electrification is planned in a way that is operationally feasible, cost effective, and supported by adequate infrastructure, while minimizing service disruptions and maximizing emissions reductions.

Together, the Town's existing fleet electrification efforts, planned vehicle purchases, and forthcoming Fleet Electrification Study establish a strong foundation for accelerating emissions reductions from corporate transportation. This phased and evidence based approach will support continued progress toward the Town's 2030 target of a 40% reduction in corporate GHG emissions, while ensuring that fleet operations remain reliable and responsive to service needs.

4.0 Conclusion

The Town remains firmly committed to improving energy efficiency and reducing GHG emissions in alignment with its declared Climate Emergency and the long-term direction set out in Zero Carbon Whitby. This ECDM Plan provides a transparent and structured five year framework (2026–2031) that builds on the progress achieved to date while strengthening the technical, organizational, and financial foundations required to deliver deeper emissions reductions in the years ahead.

As demonstrated throughout this Plan, the Town has made measurable progress through the implementation of completed projects across municipal facilities and fleet operations, delivering real and verifiable emissions reductions. At the same time, the Town has deliberately invested in planning, analysis, and feasibility work, recognizing that achieving transformational reductions requires more than incremental improvements. These foundational efforts, including deep energy audits, pathway studies, fleet electrification planning, and renewable energy integration, are essential to unlocking the scale of change required to meet the Town's 2030 target of a 40% reduction and its net-zero-by-2045 goal.

A defining strength of the Town's approach is the integration of climate considerations into routine corporate decision making. Through carbon budgeting, lifecycle based analysis, and alignment with capital and operational planning, the Town ensures that energy and emissions impacts are considered alongside service delivery, asset management, and financial sustainability. This approach fosters accountability, transparency, and consistency across departments, while enabling staff to identify and advance low carbon solutions as part of their day-to-day work.

The 2026–2031 ECDM period represents a critical transition from early implementation and enabling work toward the delivery of larger scale retrofits, electrification, and net zero new construction. Planned investments in renewable energy systems, submetering, fleet electrification, and deep energy retrofits position the Town to accelerate emissions reductions while managing growth and maintaining reliable municipal services.

Energy conservation and decarbonization are not onetime initiatives but ongoing organizational commitments. By embedding sustainability and climate considerations at every stage of planning, design, procurement, and operations, the Town continues to foster a culture of collaboration and shared responsibility across departments and with

external partners. This whole organization approach is essential to navigating uncertainty, adapting to evolving technologies and policies, and sustaining momentum over the long term.

Together, Zero Carbon Whitby and this ECDM Plan ensure continuity in corporate climate direction while providing a clear and compliant framework to guide action over the next five years. Through disciplined planning, strategic investment, and continued collaboration, the Town is well positioned to advance toward its zero carbon future while delivering lasting value for residents, staff, and the community.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Corporate Waste Management Strategy

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CAO 16-26**

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:

Sarah Klein, Deputy CAO

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

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1. Recommendation:

1. **That Council endorse, in principle, the Corporate Waste Management Strategy;**
2. **That the Corporate Waste Management Strategy be integrated into departmental work plans; and**
3. **That Council direct Staff to update the Corporate Waste Management Strategy every five years.**

2. Highlights:

- The purpose of this Report is to present to Council the final draft of the Corporate Waste Management Strategy (CWMS) for information and endorsement.
- The CWMS provides a coordinated approach to reduce corporate waste, improve diversion, and support the Town's sustainability and climate action objectives.
- The Strategy aligns with the Zero Carbon Whitby Plan, which targets net-zero corporate greenhouse gas (GHG) emissions by 2045 and a zero-waste corporate target by 2040.
- The Town's current waste diversion rate across facilities averages 30%, with key challenges including contamination of diversion streams, inconsistent bin types

and signage, overflowing bins in public spaces, and limited tracking of waste data.

- The Strategy establishes a practical corporate diversion target of 60% by 2040, guided by the waste hierarchy: prevent, reduce, reuse, recycle, recovery, disposal.
- The Strategy includes eight key recommendations covering standardized receptacles and placement, staff and public engagement, policy updates, event guidelines, and conducting regular audits.
- A phased implementation timeline prioritizes infrastructure standardization, training, and policy review between 2026–2029, with later implementation of single-use policies and event guidelines.
- Receptacle design emphasizes color-coded bins, consistent signage, shape-limiting openings, centralized staff sorting stations, and high-visibility placement across facilities and parks.
- Capital funding of $310,000 has been allocated for phased replacement of facility waste bins, with additional resources considered for public engagement and education.
- The CWMS supports the Town's Community Strategic Plan Pillar 2: Connected & Resilient Environment, helping to reduce GHG emissions, increase waste diversion, and advance Whitby's net-zero and zero-waste corporate commitments.

3. Background:

The purpose of this report is to present to Council the final draft of the Corporate Waste Management Strategy (CWMS, Strategy) for information and endorsement. The CWMS has been developed using facility waste audit data collected in 2023, together with recommendations from the Zero Carbon Whitby Costing Study, and provides a coordinated approach to reducing corporate waste, improving diversion[1], and supporting the Town's sustainability and climate action objectives.

Corporate waste is an important component of the Town's GHG emissions profile. Waste generated through corporate operations currently contributes approximately 141 tonnes of carbon dioxide equivalent (CO_2e) per year, representing about 2.7% of total corporate GHG emissions. Although this is a relatively small proportion of overall emissions, addressing it is essential to supporting the Town's broader emissions-reduction efforts and its long-term Zero Carbon goals.

By reducing waste generation, increasing diversion, and improving operational practices, the CWMS directly supports the Town's efforts to lower corporate GHG emissions and contributes to a more integrated and comprehensive path toward achieving Whitby's zero-carbon future.

To situate the CWMS within the Town's broader climate efforts, the next sections outline the overarching commitments that guide corporate GHG emissions reduction.

[1] Waste diversion refers to the quantity of waste diverted from a landfill or incineration facility.

Climate Change Declaration

In June 2019, Whitby Council became the first Durham municipality to declare climate change an emergency. Through this declaration, Council identified that:

"…to reduce the local and global impacts of climate change Council recognizes the need to strive for a deep reduction in greenhouse gas emissions...Council requests staff to consider climate change as a priority in all activities and works completed across the municipality to strive for a deep reduction in greenhouse gas emissions, and to consider the comprehensive and proactive implementation of measures to promote mitigation and resiliency in the face of climate change."

Zero Carbon Whitby Plan

The Zero Carbon Whitby Plan is intended to serve as the Town's corporate greenhouse gas (GHG) mitigation plan and identifies actions to achieve GHG emissions reduction targets. The Plan, which was adopted in March 2021, aims to align capital and operating budgets with GHG emissions reduction targets. The Plan recommends that the Town adopt a net zero corporate GHG emissions target by 2045, with the following interim targets (reductions are to below 2019 levels):

- 20% GHG emissions reduction by 2025;
- 40% GHG emissions reduction by 2030; and,
- 100% GHG emissions reduction by 2045.

To achieve these targets, the Town has identified key areas of focus, including Facilities, Fleet, and Waste.

Zero Carbon Whitby Costing Study

The Town's Zero Carbon Whitby Costing Study, completed in 2022, provides a schedule for projects to be undertaken to complete the Zero Carbon Whitby Plan. The Study set a long-term zero waste target for corporate operations by 2040. It also highlighted the need for a comprehensive waste strategy, supported by annual waste audits and an enhanced diversion program. Through this Study, the actions identified to achieve the target of zero corporate waste by 2040 included:

- Tracking corporate waste volumes by category (e.g., organic waste, recyclables, paper, landfill, etc.). It was noted that each category can be dealt with differently, so gathering basic data about the types and quantities of waste is fundamental to developing an effective waste reduction plan;
- Complete comprehensive waste audits at all major Town-operated facilities and selected smaller facilities to understand types and proportions of waste by facility; and
- Educate staff on waste reduction broadly and support small-scale, continuous improvement initiatives throughout the organization.

Facilities Waste Audit 2023

In 2023, Waste Reduction Group (WRG) was retained by the Town to conduct a waste audit for the following five Town facilities:

- Brooklin Community Centre and Library
- Iroquois Park Sports Centre
- Whitby Operations Centre
- Whitby Municipal Building
- Fire Hall Headquarters

These buildings were selected because, together, they represent a cross‑section of the Town's facility types and functions. By including sites that vary in age, building design, service delivery, user groups, and waste‑generating activities, the Town was able to develop a comprehensive understanding of waste patterns across multiple facility categories. This strategic sampling approach ensures the findings are broadly applicable and can inform corporate‑wide waste reduction and diversion improvements.

Waste materials sampled from the audit included various functional areas, such as hallways and common areas, washrooms, offices, outdoor, and gyms/recreational areas.

Current Waste Infrastructure

The Town currently manages waste across 26 Town-owned and operated facilities, each equipped with a variety of indoor waste, recycling, and organics receptacles that reflect the operational needs and user volumes of each site. The number and types of containers vary significantly by facility with a combined total of several hundred receptacles across the system. For example, major facilities such as Iroquois Park Sports Centre with 135 receptacles, Town Hall with 364 receptacles, the Operations Centre with 212 receptacles, and the Whitby Central Library with 151 receptacles illustrate the scale and diversity of waste infrastructure across the Town's indoor spaces.

Beyond municipally owned buildings, the Town also manages an extensive network of waste receptacles in parks and public spaces. This includes 362 waste bins across local parks and trails, comprising 98 in-ground containers and 264 wire baskets, 134 of which are seasonal. Additionally, in the downtowns of Whitby and Brooklin, the Town maintains 79 streetside waste receptacles.

4. Discussion:

The Town's Corporate Waste Management Strategy (CWMS) serves as an operational blueprint for enhancing waste reduction and diversion across all municipal facilities, Town‑managed public spaces, including parks, trails, and areas surrounding Town buildings, as well as at Town‑led events.

4.1. Key Findings and Current State Review

The Town's current waste diversion performance across its facilities averages 30%, based on historical waste quantities and waste audit data from 2023.

The current state review identified key gaps in corporate waste management, including contamination of diversion streams, non-standardized bins and signage, and limited diversion options in public spaces:

- Contamination and Lost Diversion: Recyclables and organics, such as food waste and paper towels, are frequently disposed of in the garbage stream.
- Inconsistent Infrastructure: Varied bin types and unclear signage create confusion and reduce proper sorting.
- Staff and Public Skepticism: Concerns about whether separated materials are truly diverted reduce participation.

4.2. Surveys, Staff Consultation, and Jurisdictional Scan

Consultation with Town staff identified several key areas for improvement in waste management. High contamination in recycling streams was attributed to inconsistent signage and general uncertainty among staff and the public regarding proper sorting. Staff also emphasized the importance of mandatory training and educational campaigns to promote a culture of sustainability among both employees and the public. Section 6 provides a detailed discussion of staff and public consultation feedback and insights.

A jurisdictional scan of municipalities across Ontario and Canada highlighted best practices in corporate and public space waste management, including standardized multi-stream receptacles, clear signage, centralized bin placement, staff training, and phased implementation. Leading municipalities also emphasize regular waste audits, targeted diversion of high-volume streams such as organics and dog waste, and pilot programs to test innovative approaches. These insights helped inform the CWMS by providing proven, practical actions to improve diversion, reduce contamination, and support the Town's broader sustainability and climate objectives.

4.3. Strategy Goals and Recommendations

The Town's "zero waste by 2040" Council-adopted target serves as a guiding principle for environmental leadership, driving the transition toward a circular economy. However, zero waste is meant to guide our decisions, not serve as a literal measure. Even though it suggests eliminating all garbage, it's really an aspiration that helps steer continuous improvement. It would require 100% recovery of all divertible materials with markets to reuse and recycle and 100% diversion from disposal (i.e., zero waste disposal).

To translate this vision into a functional operational plan, the Strategy establishes a practical goal of a 60% diversion rate by 2040. This target is grounded in the Town's current baseline and starting point of the Strategy. It considers existing infrastructure, budgetary limits, resource and staff capacity and the Town's current diversion rate. This practical approach provides an ambitious yet fiscally responsible and achievable pathway, enabling measurable progress while remaining within the Town's operational capacity and budget constraints.

The CWMS presents a series of recommendations organized according to the waste reduction hierarchy, listed in order of preferred action as illustrated in Figure 1.

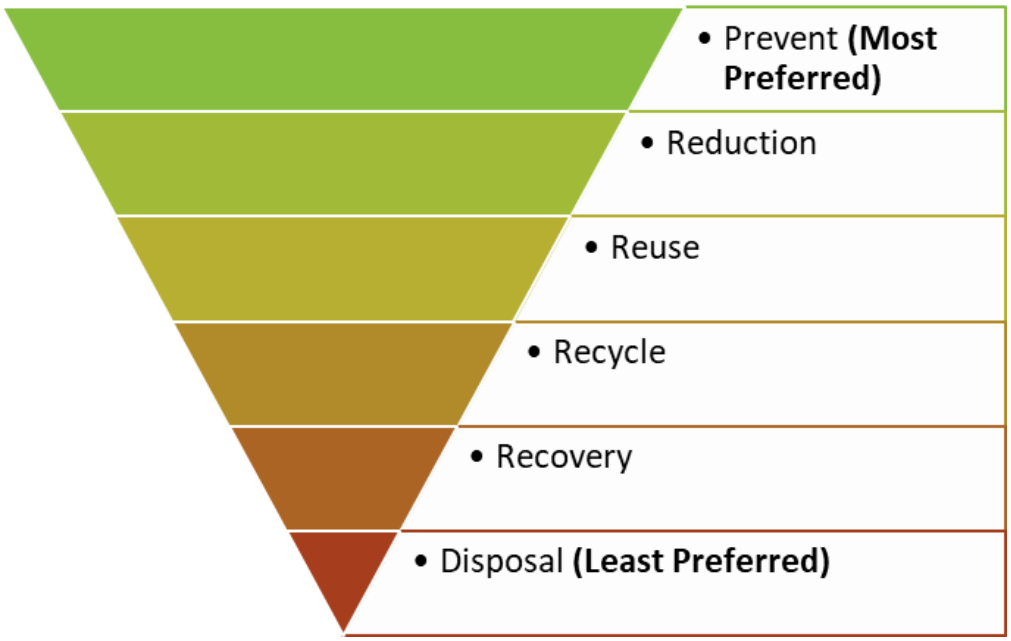

Figure 1 - Waste Reduction Hierarchy

The recommendations were evaluated based on their potential impacts on waste diversion, to ensure alignment with the targeted diversion rate of 60% by 2040, as well as their greenhouse gas (GHG) emissions reduction potential, operational implications (e.g., staffing requirements), and financial considerations. Based on this evaluation, eight priority recommendations were identified, and a phased implementation timeline was developed to support their rollout.

The recommendations focus on standardizing infrastructure, implementing source reduction policies, and increasing engagement and transparency. The eight priority recommendations are as follows:

- **Recommendation #1: Procure and Implement Standardized Receptacles** - This recommendation calls for the Town to adopt standardized, three-stream waste receptacles across all facilities, featuring consistent colours and signage aligned with North American and Town household waste standards. This ensures users can easily identify recycling, organics, and garbage streams, improving sorting accuracy and overall diversion.
- **Recommendation #2: Adopt Standardized Receptacle Placement Guidelines** - This involves developing clear placement guidelines for where receptacles should be located to support proper waste sorting, such as replacing deskside garbage bins with centralized sorting stations.
- **Recommendation #3: Review the Corporate Procurement Policy** - This recommendation focuses on strengthening the procurement policy to prioritize waste prevention, reuse, and diversion. Updates may include encouraging reuse of existing assets, requiring durable and repairable products, and incorporating recycled content or recyclability criteria into procurement decisions.
- **Recommendation #4: Develop and Implement a Corporate Single Use Policy** - This policy would limit the use and purchase of single-use items—such

as bottled water, disposable cutlery, and single-use coffee pods—by switching to reusable or bulk alternatives. The policy would also outline processes and facility adjustments needed to support the transition to low-waste operations.

- **Recommendation #5: Implement a Staff Engagement Waste Training Program** - This includes developing staff training modules and internal engagement campaigns grounded in behavioural insights and community-based social marketing. Activities may include educational workshops, recognition programs, internal swaps, tours of waste facilities, and ongoing communication to build a culture of zero waste.
- **Recommendation #6: Implement Enhanced Public Engagement and** Education - This recommendation emphasizes creating a public outreach campaign using consistent signage, social media messaging, events, contests, and tools like the Waste Buddy App. Public-facing facilities offer opportunities to model and encourage good sorting practices, such as hosting “Book Swaps” or “Sports Equipment Swaps.”
- **Recommendation #7: Enhance Event Waste Management Guidelines** - This involves strengthening the Special Event User Guide to include clear waste diversion requirements - such as mandatory three-stream sorting stations and guidance on acceptable food service ware. The Town would also develop consistent guidelines for internal Town events and explore opportunities to elevate guidelines into requirements.
- **Recommendation #8: Conduct Regular Waste Audits and Monitoring** - Regular audits will help identify common sorting issues, track progress, and guide refinement of education and engagement initiatives. While annual audits are ideal, audits may be conducted on a rotating schedule to balance staff workload. The Town can also train staff to perform visual or formal audits to support ongoing monitoring.

4.4. Strategy Implementation and Next Steps

The Strategy’s phased approach for the first five years of implementation, outlined in Table 1, prioritizes the standardization of waste infrastructure, the development of training and engagement programs (Recommendations #1, #2 #5, and #6), and the review of an existing Town policy (Recommendation #3) for implementation between 2026 and 2029. Subsequent actions, including the development of a Corporate Single-Use Policy (Recommendation #4), enhancements to Event Guidelines (Recommendation #7), and ongoing waste audits (Recommendation #8), are scheduled for 2028–2029.

Table 1. Phased Implementation of Priority Recommendations

Legend:

PP: Planning Period

PP+IP: Planning & Implementation

IP: Implementation Period

M+M: Maintenance & Monitoring

Recommendations Name	2026	2027	2028	2029	2030
R1: Procure and Implement Standardized Receptacles	PP + IP	PP+IP	IP	IP	IP
R2: Adopt Standardized Receptacle Placement Guidelines	PP+IP	IP	IP	M+M	M+M
R3: Review the Corporate Procurement Policy	PP + IP	M+M	M+M	M+M	M+M
R4: Develop and Implement a Corporate Single Use Policy		PP + IP	IP	IP	M+M
R5: Implement a Staff Engagement and Training Program	PP	IP	IP	M+M	M+M
R6: Implement Enhanced Public Engagement and Education	PP	IP	IP	IP	M+M
R7: Enhance Event Waste Management Guidelines			PP + IP	IP	M+M
R8: Conduct Regular Waste Audits and Monitoring		PP + IP	IP	IP	M+M

5. Financial Considerations:

One of the most significant cost drivers identified in the Strategy is the standardization of waste receptacles across all municipal facilities. Annual capital funding has been allocated through the Asset Management Reserve Fund since 2023 under Project #55237610 – ALL – Facilities Waste Container Replacement. To date, a total budget of $310,000 has been approved for this initiative.

Approximately a third of these funds have been utilized to procure and install new waste bins at the Fieldgate Sports Complex. The remaining balance will be used to initiate the phased replacement of existing facility waste bins to align with the standardized bin design adopted at the Fieldgate Sports Complex, ensuring consistency in waste management infrastructure across all municipal sites.

Additional funding of $50,000 annually to support the continued replacement of waste bins across all facilities has been incorporated into the 10-Year Capital Forecast until all facilities are equipped with the standardized design adopted.

While the majority of the remaining recommendations identified in the Strategy are anticipated to be completed by existing staff - potentially leveraging Waste Services staff requiring modified duties to support implementation - it is recommended that Waste Services explore the opportunity to hire a co-op student to enhance public engagement and education efforts. This option will be further reviewed as part of the 2027 budget planning process.

6. Communication and Public Engagement:

To inform the development of the Corporate Waste Management Strategy, the Town undertook a comprehensive consultation process with both the public and internal staff.

6.1. Public Engagement

An online public survey was available on the Town's website from July 15 to August 8, 2025, receiving over 1,300 responses. The survey assessed residents' awareness of waste prevention, reduction, and diversion, and gathered feedback on waste management practices in Town facilities, parks, and public spaces. Responses related exclusively to the residential waste stream were excluded from this Strategy.

Key themes from the public consultation included:

- Strong Public Interest in Diversion: Residents expressed a clear willingness to support improved diversion efforts. Many indicated they already recycle, compost, and participate in litter clean-ups.
- Desire for Improved Infrastructure: Residents expect multi-stream (garbage, recycling, compost) options wherever garbage bins are provided and identified gaps in bin availability, maintenance, and placement.
- Concerns Regarding Contamination and Trust: There is significant skepticism about whether separated waste is properly diverted. Confusion due to inconsistent rules across municipalities and limited transparency regarding post-collection processing were also noted.
- Education and Communication Gaps: Respondents identified the need for clearer, more visual, and standardized signage, as well as broader outreach through schools, community events, and digital platforms.
- Policy and Enforcement Opportunities: Suggestions included stronger enforcement against littering and illegal dumping, requirements for waste diversion at public events and commercial properties, and reduction of single-use materials.

6.2. General Staff Engagement

An online survey of Town and Library staff identified both strengths and challenges in corporate waste management. Strengths included multi-stream bins in facilities, hazardous waste drop-off options, dedicated operational staff, and sustainability-conscious policies. Key challenges were high contamination in recycling and compost streams, inconsistent bin types and signage, overflowing receptacles, limited tracking of bin data, and reliance on single-use items. Opportunities highlighted included standardized bin systems, enhanced staff training, updated policies, improved infrastructure (e.g., bottle-filling stations, pet waste pilots), stronger event waste requirements, and formalized data monitoring. Overall, contamination and misuse of public bins were consistent and significant concerns.

7. Input from Departments/Sources:

In addition to the general staff survey, targeted interviews were conducted with the following departments, providing insight into current operational practices, strengths of the existing system, and key barriers to improved diversion performance:

- Parks
- Facilities
- Creative Communities (Events)

8. Strategic Priorities:

The Corporate Waste Management Strategy directly advances Pillar 2 of the Community Strategic Plan, “Whitby’s Natural & Built Environment – Connected & Resilient,” particularly Objective 2.1: Demonstrate environmental leadership in sustainability and addressing climate change. Through the implementation of this Strategy, the Town will increase overall waste diversion and reduce GHG emissions associated with waste, ensuring that Whitby continues to lead in sustainability and climate mitigation.

Specifically, the Strategy supports the implementation of the Zero Carbon Whitby Plan and the Town’s net-zero corporate emissions target by 2045. Achieving net-zero carbon will require emissions reductions across all operational areas, including waste. The Zero Carbon Whitby Costing Study further highlights the need for comprehensive waste audits, improved tracking of waste streams, and enhanced diversion programming.

The Corporate Waste Management Strategy directly advances these recommendations by establishing a realistic corporate diversion target of 60% by 2040, supported through phased implementation and ongoing performance monitoring. By aligning infrastructure replacement and operational practices with climate objectives and measurable diversion targets, the Strategy positions waste reduction as a critical and practical component of Whitby’s pathway toward achieving its net-zero and zero waste commitments.

9. Attachments:

Attachment 1 – Corporate Waste Management Strategy

DILLON CONSULTING

Corporation of the Town of Whitby

Corporate Waste Management Strategy

Final

March 2026 – 25-1638

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Acronyms, Abbreviations, Definitions

AI	Artificial Intelligence
Annual Report	Annual Sustainability Report
BCCL	Brooklin Community Centre and Library
CIF	Continuous Improvement Fund
cm	Centimetres
CMO	Circular Materials Ontario
COA	Creative Outdoor Advertising
CS	Community Services
CWMS	Corporate Waste Management Strategy
EPR	Extended Producer Responsibility
EFW	Energy from Waste
GHG	Greenhouse Gas
GIS	Geographic Information Systems
HDPE	High-density Polyethylene
IC	Implementation Champion
IP	Implementation Period
IPSC	Iroquois Park Sports Centre
kg	Kilograms
KPI	Key Performance Indicator
LDPE	Low-Density Polyethylene
m^2	Square metre

M+M	Maintenance and Monitoring Period
OPS	Whitby Operations Centre
PP	Planning Period
PET	Polyethylene Terephthalate
Plan	Zero Carbon Whitby Plan
PPE	Personal Protective Equipment
PP+IP	Planning and Implementation Period
PRO	Producer Responsibility Organization
PWM	Port Whitby Marina
Study	Zero Carbon Whitby Costing Study
Town	Town of Whitby
WCL	Whitby Central Library
Whitby CRC	Whitby Civic Recreation Complex
WDO	Waste Diversion Ontario
WRG	Waste Reduction Group (Auditor)

Executive Summary

The Town of Whitby's Corporate Waste Management Strategy (CWMS, Strategy) serves as an operational blueprint to improve waste reduction and diversion efforts across all municipal facilities and Town-managed public spaces. This initiative is driven by the Town's overarching environmental goals, including achieving net-zero corporate greenhouse gas (GHG) emissions by 2045 under the Zero Carbon Whitby Framework, and moving towards a Zero Waste target for corporate operations by 2040. Waste from corporate operations currently contributes approximately 141 tonnes of carbon dioxide equivalent annually (about 2.7% of total corporate emissions). While this represents a relatively small portion of the Town's overall emissions profile, it remains an important area to address as part of a comprehensive emissions reduction strategy.

Key Findings and Current State Review

Waste diversion refers to the quantity of waste diverted from a landfill or incineration facility. The Town's current waste diversion performance across its facilities averages 30%, based on historical waste quantities and waste audit data from 2023.

The current state review revealed several significant gaps related to contamination of diversion streams, non-standardized waste receptacles and signage, and lack of diversion opportunities in public spaces. These are further described as follows:

- **Contamination and Lost Diversion**: High volumes of recyclable materials, particularly food waste and paper towels, are being disposed of in the garbage stream but could be diverted through the Green Bin organics program;
- **Lack of Consistency**: Non-standardized bin types, and unclear signage lead to confusion and poor sorting practices across various locations;
- **Public and Staff Skepticism:** Widespread concern exists that separated materials are not genuinely diverted, reducing buy-in for sorting efforts; and
- **Public Space Issues:** Waste management in parks lacks recycling or organics options, meaning that divertible materials such as recyclables and organics are disposed in the garbage stream, leading to frequent overflowing waste bins. Illegal dumping of household waste in public bins is also an issue.

Surveys, Staff Consultation, and Jurisdictional Scan

Consultation with Town staff revealed several areas for improvement, including high contamination in recycling streams attributed to unclear, inconsistent signage and general staff and public uncertainty on sorting. Illegal dumping of household waste was identified as an issue that leads to overflowing bins in public spaces. Staff also strongly advocated for mandatory training and educational campaigns directed towards staff and the public to promote a culture of sustainability.

A jurisdictional scan of municipalities across Ontario and Canada highlighted best practices in corporate and public space waste management, including standardized multi-stream receptacles, clear signage, centralized bin placement, staff training, and phased implementation. Leading municipalities also emphasize regular waste audits, targeted diversion of high-volume streams such as organics and dog waste, and pilot programs to test innovative approaches. These insights helped inform the CWMS by providing proven, practical actions to improve diversion, reduce contamination, and support the Town's broader sustainability and climate objectives.

Strategy Goals and Recommendations

The Town's "zero waste by 2040" Council-adopted target serves as a guiding principle for environmental leadership, driving the transition toward a circular economy. However, zero waste is meant to guide the Town's decisions, not serve as a literal measure. Although it suggests eliminating all garbage, it is really an aspiration that helps steer continuous improvement. It would require 100% recovery of all divertible materials with markets to reuse and recycle and 100% diversion from disposal (i.e., zero waste disposal).

To translate this vision into a functional operational plan, the Strategy establishes a practical goal of a 60% diversion rate by 2040. This target is grounded in the Town's current baseline and starting point of the Strategy. It considers existing infrastructure, budgetary limits, resources, capacity for new staff and the Town's current diversion rate. This practical approach provides an ambitious yet fiscally responsible pathway, enabling measurable progress while remaining within the Town's operational capacity and budget constraints.

The CWMS proposed a long list of recommendations organized around the waste reduction hierarchy, in order of preference:

- 1st Prevent waste;
- 2nd Reduce waste;
- 3rd Reuse materials;
- 4th Recycle materials;
- 5th Recovery of energy; and
- 6th Disposal of waste.

The recommendations were evaluated based on their potential impacts on waste diversion, to ensure alignment with the targeted diversion rate of 60% by 2040, as well as their greenhouse gas (GHG) emissions reduction potential, operational implications (e.g., staffing requirements), and financial considerations. Based on this evaluation, eight priority recommendations were identified, and a phased implementation timeline was developed to support their rollout.

The recommendations focus on standardizing infrastructure, implementing source reduction policies, and increasing engagement and transparency. The eight priority recommendations are as follows:

- **Recommendation #1: Procure and Implement Standardized Receptacles** - This recommendation calls for the Town to adopt standardized, three-stream waste receptacles across all facilities, featuring consistent colours and signage aligned with North American and Town household waste standards. This ensures users can easily identify recycling, organics, and garbage streams, improving sorting accuracy and overall diversion.
- **Recommendation #2: Adopt Standardized Receptacle Placement Guidelines** - This involves developing clear placement guidelines for where receptacles should be located to support proper waste sorting, such as replacing deskside garbage bins with centralized sorting stations.
- **Recommendation #3: Review the Corporate Procurement Policy** - This recommendation focuses on strengthening the procurement policy to prioritize waste prevention, reuse, and diversion. Updates may include encouraging reuse of existing assets, requiring durable and repairable products, and incorporating recycled content or recyclability criteria into procurement decisions.

- **Recommendation #4: Develop and Implement a Corporate Single-Use Policy** - This policy would limit the use and purchase of single-use items—such as bottled water, disposable cutlery, and single-use coffee pods—by switching to reusable or bulk alternatives. The policy would also outline processes and facility adjustments needed to support the transition to low-waste operations.
- **Recommendation #5: Implement a Staff Engagement Waste Training Program** - This includes developing staff training modules and internal engagement campaigns grounded in behavioural insights and community-based social marketing. Activities may include educational workshops, recognition programs, internal swaps, tours of waste facilities, and ongoing communication to build a culture of zero waste.
- **Recommendation #6: Implement Enhanced Public Engagement and Education** - This recommendation emphasizes creating a public outreach campaign using consistent signage, social media messaging, events, contests, and tools like the Waste Buddy App. Public-facing facilities offer opportunities to model and encourage good sorting practices, such as hosting "Book Swaps" or "Sports Equipment Swaps."
- **Recommendation #7: Enhance Event Waste Management Guidelines** - This involves strengthening the Special Event User Guide to include clear waste diversion requirements—such as mandatory three-stream sorting stations and guidance on acceptable food service ware. The Town would also develop consistent guidelines for internal Town events and explore opportunities to elevate guidelines into requirements.
- **Recommendation #8: Conduct Regular Waste Audits and Monitoring** - Regular audits will help identify common sorting issues, track progress, and guide refinement of education and engagement initiatives. While annual audits are ideal, audits may be conducted on a rotating schedule to balance staff workload. The Town can also train staff to perform visual or formal audits to support ongoing monitoring.

Receptacle Standardized Design and Specifications

Waste receptacle selection and placement should be intentional and guided by best practices identified to enhance increased diversion. The recommended specifications for receptacles prioritize consistency, clarity, and durability across both facilities and parks.

- **Colour Coding Standard:** The Town should adhere to the North American standard for all waste receptacles, consistent with the Region of Durham's colour coding for household waste: Blue for Recycling, Green for Organics, and Black for Garbage;
- **Consistent Signage:** Signage must be consistent across all Town receptacles, prioritizing images over text to aid in quick decision-making and reducing language or terminology barriers;
- **Shape-Limiting Openings:** Lids on receptacles should incorporate different opening shapes and styles to physically guide users and prevent contamination;
- **Durability and Serviceability (Parks):** Outdoor receptacles should be sturdy units such as heavy-duty durable plastic or heavy-gauge metal with a powder-coated finish for durability against vandalism and weather. Note that heavy-duty plastic in-ground receptacles were identified as an effective option and readily serviceable.
- **Co-Location:** It is a best practice to place all available streams (recycling, organics, garbage) together;
- **Centralized Sorting Stations:** Individual deskside garbage receptacles in staff areas should be removed and replaced with centralized, multi-stream sorting stations. This forces users to engage with the system and has been proven effective in significantly reducing garbage volumes;
- **High-Visibility Locations at Municipal Facilities:** Place receptacles at key transition points where people are likely holding waste, such as main entrances/exits, elevators, and waiting areas. Bins must be clearly visible and not obstructed;
- **Parks Waste Bin Placement:** Place bins at gathering areas, such as near picnic tables. To deter illegal dumping, consideration should be given to placing receptacles further away from parking areas or roadsides; and
- **Food Service Areas:** Kitchens and break rooms must have receptacles for organics/food waste, paired with recycling and garbage receptacles.

Strategy Implementation and Next Steps

The strategy's phased approach prioritizes the standardization of infrastructure, the foundation of training and engagement programs (Recommendations #1, #2, #5, and #6), and review of an existing Town policy (Recommendation #3) for launch between

2026 and 2029 as the next steps. Recommendations such as developing the Corporate Single-Use Policy (Recommendation #4), enhancing Event Guidelines (Recommendation #7), and conducting ongoing audits (Recommendation #8) are scheduled for implementation later in the timeline in 2028 and 2029.

1.0 Introduction

The Town of Whitby (Town, Whitby) is located within the Region of Durham, on the north shore of Lake Ontario. The Town is one of the fastest growing municipalities in Canada, with an expected population increase from 140,000 to 190,000 by 2031[1]. The Town is one of eight Local Area Municipalities within the Region of Durham and is responsible for providing residential waste collection for the municipality. These waste collection services include garbage, source separated organic waste, yard waste, large item bulky waste, metals, porcelain, and electronics that have been generated within the Town by its residents. The Region of Durham provides garbage and organic waste disposal and processing services for all of its Local Area Municipalities. Garbage is hauled to the Durham York Energy Centre for energy recovery and incineration and organic waste is sent to an anaerobic digestion facility for processing.

The residential curbside Blue Box recycling program is managed at the provincial level through the Extended Producer Responsibility (EPR) Framework for the recently amended Blue Box program. This framework shifts the responsibility and cost of collecting and processing Blue Box recycling from municipalities to the producers of paper products and packaging-like products. Producers employ a Producer Responsibility Organization (PRO) to provide collection and management of the recyclables collected on their behalf to meet their regulatory obligation. Circular Materials Ontario (CMO) is the PRO that is responsible for providing a common collection system for all Blue Box designated materials in Ontario for the residential sector only.

This CWMS focuses on the Town's management of waste generated only in its municipal facilities and public spaces (including local parks, trails and areas immediately outside of Town-owned and operated facilities). Streetside waste receptacles are not in the scope of the Strategy as there are receptacles that are not collected or managed by the Town. As such, there are no actions or specific recommendations related to streetside receptacles in the Strategy, however this could be considered in the next update of this CWMS.

[1] Town of Whitby (May 2021). Situational Analysis, Summary of Findings, https://connectwhitby.ca/22703/widgets/92167/documents/58984

1.1 Zero Carbon Whitby Framework

Development of a CWMS is aligned with the Town's Zero Carbon Whitby Framework action items, and its Corporate Action Plan adopted in March 2021 to align capital and operating budgets with a net zero corporate GHG emissions target by 2045. To achieve this net zero GHG target, actions have been identified that focus on the Town's highest GHG emission sources, which include Facilities, Fleet Street Lights and Waste.

In 2022, the Town completed the Zero Carbon Whitby Costing Study, a cost analysis that provided a more detailed implementation plan, including a schedule and incremental budget that optimizes the Town's corporate carbon budget within its existing capital budget and asset management plans. The Zero Carbon Whitby Costing Study identified a Zero Waste target by 2040 to align with a net zero emissions target by 2045.

The Town's commitment to a "Zero Waste by 2040" target represents an ambitious goal for environmental leadership. In the context of modern municipal operations, "Zero Waste" is best understood as a guiding principle, rather than an actual metric of 100% elimination of waste i.e., zero waste. Given the large denominator represented by total waste generated (in tonnes), moving the diversion rate even a few percentage points necessitates considerable effort. The Zero Waste goal lies in its ability to drive systemic change, encourage innovation in procurement, and foster a corporate culture of continuous improvement that strives towards minimal waste and a circular economy. It signals the Town's intent to move away from a linear "take-make-waste" model toward a circular economy where materials are reused, repurposed, recycled and recovered due to their value as a resource.

As a result, this CWMS defines realistic and practical waste diversion goals to operationally achieve a 60% diversion rate by 2040 in municipal facilities, based on the Town's current baseline diversion rate for municipal facilities (30%), current practices and state of progress in a benchmark comparison to other municipalities and their implemented initiatives and strategies over time. Further detail is provided in **Section 6.1**.

Effective waste management supports the Town's broader climate goals, as material lifecycles—from extraction to disposal—significantly drive GHG emissions. Although the Town uses Durham Region's Energy from Waste (EFW) facility for residual garbage, the greatest climate benefits come from upstream waste reduction and diversion.

Prioritizing recycling and organics reduces demand for energy intensive virgin materials and keeps high value resources circulating in the economy. Increasing opportunities to Reduce, Reuse, and Recycle is essential to achieving these outcomes.

Optimizing corporate waste streams also strengthens operational sustainability. Each tonne diverted from the EFW system lowers energy intensive transportation and processing needs, reducing overall environmental impact. By targeting 60% diversion, corporate facilities contribute meaningfully to local climate objectives while maximizing EFW system efficiency. Once this target is reached, the Town can pursue progressively higher goals toward a zero waste future. Regular updates to the Strategy will help track progress and inform future targets.

1.2 Purpose of CWMS

The purpose of the CWMS is to provide strategic recommendations for the implementation and continuous improvement of an enhanced waste diversion program in Town-owned and operated facilities and public spaces. This strategy is intended to be a practical tool for Town staff, guiding them in implementing and monitoring recommendations that will help achieve the waste reduction targets outlined in this strategy.

This CWMS is structured into seven chapters:

- **Chapter 1:** Introduction of the CWMS and an overview of its purpose;
- **Chapter 2:** An overview of the current state of waste management services within Town facilities and public spaces, along with a summary of relevant background documents, including Town strategies, action plans, and sustainability plans. Historical waste quantity and composition data are analyzed and consolidated to estimate the total amount of waste managed in Town facilities and public spaces. Geographic Information Systems (GIS) mapping of waste receptacles in corporate facilities and public spaces was developed to provide visualization of the available diversion opportunities and receptacle locations within the Town;
- **Chapter 3:** Documentation of consultation activities conducted during this project with the public and Town staff, including the feedback received,

summarizing perceived strengths, weaknesses, and areas for improvement in waste management;

- **Chapter 4:** A jurisdictional scan illustrating best practices and lessons learned from other municipalities;
- **Chapter 5:** A needs assessment summary identifying potential gaps and opportunities in the Town's waste management services at their facilities and public spaces;
- **Chapter 6:** Development of goals and metrics to track waste reduction, an overview of the recommendations for improving waste management at facilities and public spaces, a technical and financial evaluation of the recommendations, and specifications for standardized design of receptacles was provided;
- **Chapter 7:** A potential timeline for implementing the recommendations, along with a toolkit and communication plan; and
- **Chapter 8:** A summary of the key findings and recommendations from this CWMS.

By implementing this strategy, the Town aims to lead by example in sustainable waste management, to work towards the Zero Carbon Whitby targets and contribute to a cleaner, greener and sustainable future for its residents and the environment.

2.0 Current State Review

This section provides an overview of the current state of waste management in Town facilities and public spaces. It includes a review of background documents to identify relevant Town policies or plans that outline potential waste management or emissions reduction targets that should be considered, relevant regional and provincial context, a summary of historical and current waste quantities and composition, and the current service level in facilities and public spaces.

2.1 Municipal Plans and Studies

Several municipal plans, studies, and reports are relevant to the development of the CWMS, and outlined below.

2.1.1 Zero Carbon Whitby Plan

In June 2019, the Town declared a Climate Emergency, joining nearly 2,000 jurisdictions in 34 countries. This action acknowledges the climate crisis and creates a commitment to considering the environment in all local decision making[2]. The declaration directed staff to deepen the commitment of the Town towards protecting the economy, ecosystems, and communities from the impacts of climate change[3].

The Zero Carbon Whitby Plan (Plan) is intended to serve as the Town's corporate GHG mitigation plan and identifies actions to achieve GHG emissions reduction targets. The Plan, which was adopted in March 2021, aims to align capital and operating budgets with GHG emissions reduction targets. The Plan recommends that the Town adopt a net zero corporate GHG emissions target by 2045, with the following interim targets (reductions are to below 2019 levels):

- 20% GHG emissions reduction by 2025;
- 40% GHG emissions reduction by 2030; and,

[2] https://cela.ca/municipalclimatepresentation/
[3] https://pub-whitby.escribemeetings.com/Meeting.aspx?Id=7254c42d-2ef7-434c-a7b5-88773f1da31d&Agenda=Agenda&lang=English#:~:text=Whereas%20the%20Town%20of%20Whitby,across%20all%20corporate%20operational%20areas;

- 100% GHG emissions reduction by 2045.

To achieve these targets, the Town has identified key areas of focus, including Facilities, Fleet, and Waste. GHG emissions from waste are identified in the report as currently contributing to emissions of approximately 141 tonnes of carbon dioxide equivalent annually (or approximately 2.7% of total corporate emissions).

2.1.2 Zero Carbon Whitby Costing Study

The Town's Zero Carbon Whitby Costing Study (Study), completed in 2022, provides anticipated costs, savings and a schedule for projects to be undertaken to complete the Zero Carbon Whitby Plan. The Study set a long-term zero waste target for corporate operations by 2040. It also highlighted the need for a comprehensive waste strategy, supported by annual waste audits and an enhanced diversion program. Through this Study, the actions identified to achieve the target of zero corporate waste by 2040 included:

- Tracking corporate waste volumes by category (e.g., organic waste, recyclables, paper, landfill, etc.);
    - It was noted that each category can be dealt with differently, so gathering basic data about the types and quantities of waste is fundamental to developing an effective waste reduction plan;
- Complete comprehensive waste audits at all major Town-operated facilities and selected smaller facilities to understand types and proportions of waste by facility;
    - This information is to be used to develop a Corporate Waste Strategy to reduce and manage corporate waste and related emissions; and
- Educate staff on waste reduction broadly and support small-scale, continuous improvement initiatives throughout the organization.

2.1.3 Sustainability Annual Report

The Town's Annual Sustainability Report (Annual Report)[4] is intended to fulfil the annual reporting requirement outlined in the Zero Carbon Whitby Framework and the Town's

[4] Town of Whitby (2024). Sustainability Annual Report, 2024, https://www.whitby.ca/Departments/Sustainability/2024-Annual-Sustainability-Report.pdf

Community Climate Emergency Response Plan, as well as illustrate the progress made towards the initiatives outlined in these plans. The 2024 Annual Report aligned to the 10 principles of the One Planet Living Planning Framework, which includes several social, environmental, and economic sustainability aspects, namely “Zero Waste”. According to the 2024 Annual Report, the Town completed the following actions to align with the “Zero Waste” principle:

- Enhanced Green Bin program (i.e., additional materials added to the Town’s Green Bin program);
- Community litter clean-up in parks and public spaces;
- Lunch and learn to educate municipal staff about the enhanced Green Bin program;
- Waste reduction story and craft time at Whitby Central Library;
- Repair café at Whitby Central Library;
- Waste diversion drop-off at Rotary Club of Whitby and Whitby Central Library;
- Curbside giveaway pilot (i.e., Swap Days); and,
- Curbside battery collection.

2.2 Provincial and Regional Policies and Targets

The Town’s corporate waste management is impacted by Regional and Provincial waste management policies and targets, which are outlined below.

2.2.1 Extended Producer Responsibility

On June 3, 2021, the Province of Ontario finalized the regulation to transition Ontario's Blue Box Program to full EPR. Through this framework, the responsibility and cost of collecting and processing recycling shifted from municipalities to the producers of paper products and packaging-like products.

In 2025, an amendment to the Blue Box EPR regulation resulted in the cancellation of the planned expansion of blue box recycling collection to public spaces. Corporate facilities are considered non-eligible sources and therefore are not required to be serviced for blue box recycling collection by PROs. While the EPR regulation will not include municipal facilities and public space recycling in the common collection system, continuing to align corporate programs with residential programs will support increased sorting compliance through a consistent approach.

2.2.2 Regional Waste Targets

The Town is committed to aligning its environmental and waste management efforts with the overarching goals and targets established by the Region of Durham. The Region of Durham adopted a zero waste by 2040 target. As a municipality within the Region, Whitby endeavors to align its strategies and operations with key metrics and goals set forth by the Region. Specifically, this ambitious goal of achieving zero waste by 2040 was reviewed and adopted by Council on September 26, 2022[5].

2.3 Corporate Waste Studies and Reports

The Town has previously conducted studies to gather data about corporate waste management and support improvement of waste diversion in facilities and public spaces. A brief overview of these reports is provided below for context regarding previous corporate waste management efforts.

2.3.1 Perfecting Indoor Public Space Recycling

In December 2011, the Town was sponsored by a grant from Waste Diversion Ontario's (WDO)'s Continuous Improvement Fund (CIF) for the completion of a public space recycling project titled Perfecting Indoor Public Space Recycling[6]. Nine Town facilities were equipped with a total of 31 standardized multi-port (openings) waste receptacles (e.g., garbage, Blue Box containers, Blue Box fibres, and organic waste streams) to improve waste diversion rates in public spaces. Standard signage and educational materials were developed in collaboration with the public through focus groups and online surveys. Program performance was assessed by completing weight and waste composition studies for facilities. It was noted that five of the nine Town facilities selected for this study were audited. **Table 2-1** presents the diversion rates before and after implementing the multi-port waste receptacles study.

[5] https://pub-whitby.escribemeetings.com/filestream.ashx?documentid=10443
[6] Continuous Improvement Fund (CIF) (2011). Perfecting Indoor Public Space Recycling. CIF #268. https://thecif.ca/pdf/reports/268-Final_Report.pdf

Table 2-1: CIF Study Program Performance (2011)

Facility	Pre-Program Diversion Rate	Post-Program Diversion Rate
Brooklin Community Centre and Library	16.1%	30.9%
Centennial Building	16.5%	62.2%
McKinney Centre	2.2%	14.9%
Port Whitby Marina	21.4%	54.2%
Whitby Civic Recreation Complex	13.0%	51.3%
Average	**13.9%**	**42.7%**

Based on the results of the facilities' waste audits, implementation of multi-port waste receptacles increased the overall diversion rate in the five audited Town facilities. A key observation from the study was that the overall garbage tonnages increased following the implementation of the new receptacles. This surge in garbage tonnage was attributed to a large sporting festival occurring during the program implementation, highlighting the need to address seasonal variance through annual monitoring.

Following the project close out, the following lessons learned were noted:

- Adequate buffer time should be allotted for budgetary approvals, production and delivery of multi-port receptacles;
- Waste composition studies should be conducted for individual facilities; and
- Ongoing promotion and education should be done to reinforce sustainable waste management habits.

2.3.2 Facilities Waste Audit 2023

In 2023, Waste Reduction Group (WRG) was retained by the Town to conduct a waste audit for five Town facilities[7]. Waste materials sampled from the audit included various functional areas, such as hallways and common areas, washrooms, offices, library,

[7] Waste Reduction Group (WRG) (2023). 2023 Facilities Waste Audit.

outdoor, and gyms/recreational areas. Detailed discussion and analysis about the WRG 2023 Facilities Waste Audit is provided in **Section 2.6.1.1**.

2.4 Town Facilities Waste Management

There are currently 26 Town-owned and operated facilities which require waste collection services. Waste management for Town-owned and operated facilities is provided by the Community Services (CS) Department and is a joint responsibility of both the Facilities Division and the Operations Waste Services Division within CS. The Facilities Division staff ensure that the waste generated inside the facilities has been collected and consolidated. Once the waste has been consolidated, Waste Services Division staff is then responsible for managing collection contracts and/or delivery of waste services to ensure the waste is hauled to the appropriate waste management facility or end destination.

Most of the Town facilities waste is collected under the Town's collection contract for containerized waste and recycling, which is presently provided by Waste Connections of Canada, for garbage collection, and GFL Environmental Inc. for facility recycling collections. Recycling is collected as a single stream in totes (i.e., mixed fibres and containers), with some locations also offering dedicated front-end bins for cardboard. The Town's contract for facility waste collection expires at the end of 2026. The 13 facilities for which contracted waste collection services are provided are listed below. The asterisk denotes locations that also receive Town green bin collection from in-house services.

- Iroquois Park Sports Centre*;
- Whitby Operations Centre*;
- McKinney Centre *;
- Port Whitby Marina*;
- Whitby 55+ Recreation Centre*;
- Whitby Civic Recreation Complex*;
- Heydenshore Pavilion;
- Animal Control;
- Centennial Building*;
- Luther Vipond Arena;

- Cullen Central Park;
- Brooklin Community Centre and Library*; and,
- Central Library (Whitby Public Library)*.

All other Town facilities are collected by in-house Town Waste Services staff. This is done using two-stream side-loading waste collection vehicles that have incorporated these locations into residential collection routes (see **Table 2-5** for complete list of facilities). These locations receive collection for both garbage and source separated green bin organics.

Collection frequency is weekly, and for some locations is twice per week, and typically occurs on Tuesdays and/or Fridays depending on the facility. The Port Whitby Marina, Heydonshore and Cullen Central Park have seasonal collection (Spring to Fall) to accommodate their schedule from April to November (in-season operating months), with call-in collection service during off-season months.

Table 2-2 provides a summary of all Town facilities, as well as the number and type of waste containers (e.g., garbage, recycling, and organics) available at each facility.

Each facility contains a variety of waste receptacle types—for example, large open-top garbage bins, small desk-side 26-litre bins, and outdoor front-end loading containers. **Appendix B** provides illustrations of the full range of bin types found across Town facilities.

Although it is noted in **Table 2-2**, that the Heydenshore Pavilion, Brooklin Community Centre, the Brooklin Community Centre and Library, Centennial Building, and the Luther Vipond Arena all have organic waste collection receptacles, staff have noted that due to contamination levels, staff were disposing green bin waste into the garbage. It is presumed that this practice has been happening for the few years. For this reason, no organic waste was being diverted from these facilities.

Table 2-2: List of Town Facilities and Number of Waste Containers

No.	Facility Name	Address	Description	Number of Waste Receptacles			
				Garbage	Recycling	Organics	Total
1	Iroquois Park Sports Centre (IPSC)	500 Victoria Street West Whitby, ON L1N 9G4	Largest municipally owned sports complex in Canada, equipped with six arenas, six tennis courts, four baseball diamonds, one 25-metre pool, one soccer field, an exercise centre, children's playground, meeting rooms, and an administrative office.	109	13	13	**135**
2	McKinney Centre	222 McKinney Drive Whitby, ON L1R 3M3	Arena complex with three ice pads, meeting rooms, activity rooms, playgrounds, skateboard park, tennis courts, and an administrative office.	40	18	3	**61**
3	Whitby Civic Recreation Complex (CRC)	555 Rossland Road East Whitby, ON L1N 2M8	Recreational complex with pool and sauna areas, change rooms, and locker areas.	43	14	12	**69**
4	Town Hall	575 Rossland Road East Whitby, ON L1N 2M8	Municipal staff building.	176	171	17	**364**
5	Operations (OPS)	333 McKinney Drive Whitby, ON L1R 3M2	Operations centre maintains and manages municipal fleet, and houses much of Community Services Department, and Planning-Engineering. Includes an office area, lunchroom, change rooms, indoor vehicle storage, stock rooms, large garage and loading dock.	114	96	2	**212**
6	Port Whitby Marina (PWM)	301 Watson Street West Whitby, ON L1N 1A2	Marina operated year-round.	40	8	8	**56**
7	Whitby Central Library (WCL)	405 Dundas St West Whitby, ON	Branch library.	76	59	16	**151**
8	Brooklin Community Centre and Library (BCCL)	8 Vipond Road Whitby, ON L1M 1B3	Two-storey building with activity rooms, a gymnasium, meeting rooms, and a branch library.	31	23	10	**64**
9	Fire Hall 1	6745 Baldwin Street Whitby, ON L1M 1Y1	Fire station.	5	6	2	13
10	Fire Hall 2	1600 Manning Road Whitby, ON L1N 3L8	Fire station.	5	6	2	13

No.	Facility Name	Address	Description	Number of Waste Receptacles			
				Garbage	Recycling	Organics	Total
11	Fire Hall 3	1501 Brock Street South Whitby, ON L1N 4M5	Fire station.	5	6	2	13
12	Fire Hall 4	734 Dundas Street West Whitby, ON L1N 2N5	Fire station.	6	7	2	15
13	Fire Hall 5 (Headquarters)	111 McKinney Drive Whitby, ON L1R 3M2	Fire station.	31	31	5	67
14	Centennial Building	416 Centre Street South Whitby, ON L1N 4W2	Rental facility for special occasions, conferences, and meetings. Facility includes a banquet hall.	15	15	6	**36**
15	Luther Vipond Arena	67 Winchester Road East Brooklin, ON L0B 1C0	Arena equipped with baseball diamonds, playgrounds, tennis courts, skateboard park, and fairgrounds.	31	2	1	**34**
16	Whitby 55+ Recreation Centre	801 Brock Street South Whitby, ON L1N 4L4	Seniors' recreation centre.	12	12	5	**29**
17	Brooklin Community Centre	45 Cassels Road East Whitby, ON L1M 1B3	Community centre with upper hall and kitchen.	6	5	2	**13**
18	Spencer Community Centre	7035 Country Lane Whitby, ON L1M 1N4	Recreational hall available for rentals and special occasions.	3	1	1	**5**
19	Ashburn Community Centre	780 Myrtle Road West Ashburn, ON L0B 1A0	Community centre with a kitchen.	4	2	0	**6**
20	Heydenshore Pavilion	589 Water Street Whitby, ON L1N 9V9	Recreational hall available for rentals and special occasions with an outdoor patio.	5	5	2	**12**

No.	Facility Name	Address	Description	Number of Waste Receptacles			
				Garbage	Recycling	Organics	Total
21	Cullen Central Park	4015 Cochrane Street Whitby, ON L1N 5R5	Outdoor parks pavilion for camps and permits.	3	1	0	**4**
22	Animal Services Centre	400 Thickson Road North Whitby, ON L1R 2W9	Animal care and sheltering services.	7	3	0	**10**
23	Lynde House Museum	900 Brock Street South Whitby, ON L19 4L6	Museum.	3	3	2	**8**
24	Station Gallery	1450 Henry Street Whitby, ON L1N 0A8	Art gallery.	23	14	0	**37**
25	Colborne Office Space	312 Colborne Street West Whitby, ON L1N 1X3	Century home converted into office spaces.	8	11	0	**19**
26	King Street Office Space	117 King Street Whitby, ON L1N 4Z1	Century home converted into office spaces.	7	7	0	**14**

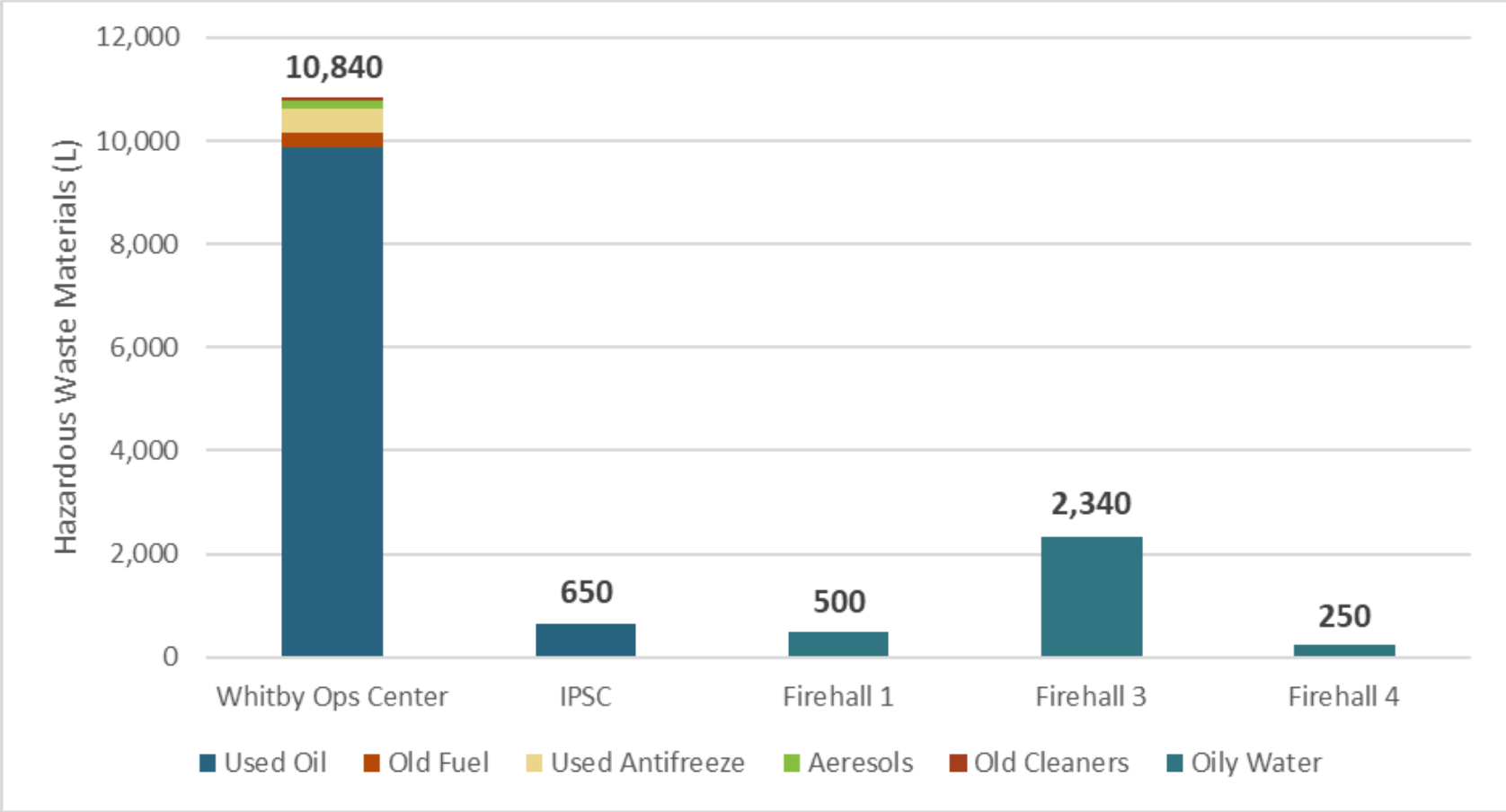
2.4.1 Other Facility Waste Management Services

The Town also manages corporately generated hazardous and specialty wastes at dedicated sites, including the Operations (OPS) Yard, which uses totes for temporary storage of operational materials such as used paint from maintenance and used oil from fleet servicing, and the Port Whitby Marina, which maintains separate storage for used oil from marine maintenance and other associated chemicals. Beyond these operational areas, specialized chemicals from public facilities such as pools and arenas are handled via regular, professional collections with a registered hauler for safe disposal of controlled chemicals. Furthermore, specific corporate waste streams are addressed through dedicated arrangements, including a collection service for all facility fluorescent bulbs and a registered collection service for compressed gas.

Residents are also permitted to drop off batteries year-round at battery specific collection bins located in several Town facilities, including Town Hall, the WCL, BCCL, CRC, IPSC, and OPS. These receptacles are managed by battery producers under the provincial EPR program for used batteries which is managed by their producers.

Figure 2-1 illustrates the total hazardous waste materials disposed in corporate facilities in 2025. In total, approximately 14,580 liters of hazardous materials were disposed.

Figure 2-1: Facilities Hazardous Waste Materials Disposed (2025)



2.5 Public Space Waste Management

The following subsections describe waste management collection in the Town's public spaces. Public spaces include local parks, trails and areas immediately outside of Town-owned and operated facilities.

2.5.1 Streetside Waste Management

The Town offers 79 streetside waste containers in its downtown cores (Whitby and Brooklin). There are 76 split stream receptacles for garbage and recycling, two solar compacting waste receptacles, and one recycling bin, which are serviced by Town waste collection staff twice per week as part of the existing curbside residential collection services.

The Town also offers streetside bins through a contract with Creative Outdoor Advertising (COA), which is a company that provides multi-port streetside garbage and recycling receptacles along sidewalks, bus stops, key intersections, and on the entrance way to some larger Town facilities or other high traffic areas, primarily for the purpose of using the bins as adverting space. A contract agreement and partnership between the Town and COA began in 2007 and is automatically renewed annually. Bin locations are typically added to the contract at the request of COA, who submits a location request to the Town, that is then reviewed by internal departments of the Town including Traffic, Right-of-way services and Waste Services prior to approval. Durham Regional Transit has also been involved with COA requests in the past five years. The Town, DRT and COA will need to clarify the process and expectations regarding COA receptacles due to the increasing number of them more recently in the Town. COA is responsible for providing the receptacles, collection of garbage and recycling, and maintenance of the receptacles. As part of the agreement, COA is to provide the Town with a revenue of $8 per bin per month. In return, COA sells advertising space to companies for COA's revenue. Garbage and recycling is collected weekly by COA using a truck and trailer, which is then hauled to Miller Waste Systems private facility located in Markham, Ontario. Photos of the bins used at streetside are shown in **Appendix B**.

2.5.2 Parks Waste Management

The Town's Parks Department is responsible for waste management collection in local parks and trails. The Town collects garbage from 362 locations in public spaces. There

are 98 in-ground receptacles, and 264 wire baskets, 134 which are seasonal and are removed during the winter. Photos of the bin types in Parks are shown in **Appendix B**.

During peak seasons, garbage in parks is collected 7 days per week utilizing two Haul All garbage trucks. The Town also deploys dedicated weekend collection crews to support high use public areas, such as the waterfront. Their responsibilities include litter collection and servicing of waste and recycling bins. This enhanced coverage is provided during peak seasons, with reduced or paused weekend service during off-peak periods.

2.5.3 Events Waste Management

The Town hosts several special events throughout the year. These can take the form of corporate events, or events for the public which can either be Town-supported or third-party events. There are approximately 40 such events annually.

Management and oversight of these events is handled by the Creative Communities Department within the Town. Waste generated at Town events is handled by the Parks Operations Division and Waste Services Division of Community Services.

The Town includes waste management requirements in its Special Event User Guide asking permit applicants to outline how they will manage recycling and diversion at their events. However, consistent tracking and enforcement of these requirements is limited. While a small number of larger third-party event organizers have voluntarily introduced three stream diversion programs, this remains voluntary rather than a formal requirement.

2.6 Historical and Current Waste Quantities

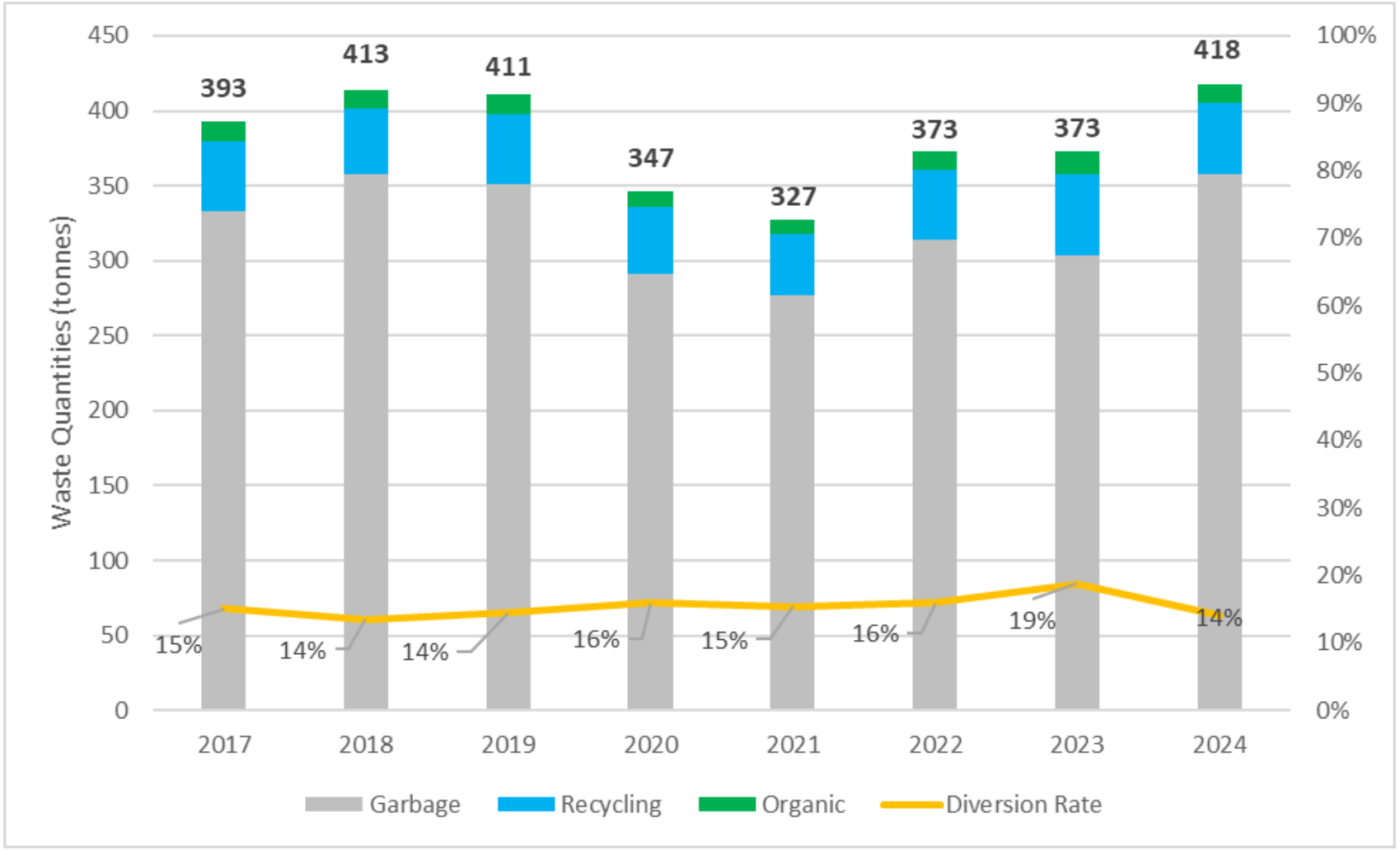
The following subsections provide a summary of the historical waste quantities and composition at Town facilities and in public spaces.

2.6.1 Town Facilities

The Town tracks garbage volumes collected from Town facilities that are serviced via front-end waste collection vehicles. All recycling and organic waste quantities were estimated based on the number of containers available for collection on a weekly basis. Other facilities waste is collected with the Town's internal curbside collection services; as such, residual garbage weights are not available or known.

The total waste disposed annually from Town facilities and serviced by front-end collection and their estimated diversion rates from 2017 to 2024 is illustrated in **Figure 2-2**. On average, the Town has been achieving a waste diversion rate of approximately 15% from 2017 to 2024 for front-end collected waste. This is based on total garbage tonnes collected and an estimated diverted tonnes based on number of containers of recycling and organics.

Figure 2-2: Facility Total Waste Disposed and Diversion Rates (2017 to 2023)



2.6.1.1 Audit Discrepancies

Estimates for waste generation at the five Town facilities audited was supported by waste data from the facilities in 2022 and the 2023 Facilities Waste Audit conducted by WRG. Samples from a 24-hour period were collected from each facility. These facilities have garbage receptacles, as well as access to two-stream recycling receptacles, and organic waste receptacles. WRG extrapolated the sample weight to the total number of days in a year to acquire estimated annual quantities. It is noted that this estimation does not account for seasonal fluctuations in facility traffic, which can be substantial for some facilities. Based on the annual extrapolation, WRG estimated that approximately 39,252 kilograms (kg) of waste was generated from the five audited Town facilities in 2023, where 18,588 kg (or 47%) was diverted, and 20,664 kg of waste was disposed (or 53%).

Table 2-3: Total Estimated Annual Waste Generation for Buildings Audited (in kilograms)

Waste Stream	Estimated Annual Quantity (kg)	Percentage (%)
Garbage	20,664	52.7%
Diversion	**18,588**	**47.3%**
Recycling	8,681	22.1%
Organic Waste	9,907	25.2%
Total	**39,252**	**100%**

WRG completed a waste audit for select Town facilities in 2023. **Table 2-4** illustrates the diversion rate and capture rates in the recycling and organic waste programs at the five audited facilities according to the WRG audit[8].

[8] Town staff noted challenges with the quality control and reliability of the waste audit results.

Table 2-4: WRG 2023 Facilities Audit - Facility Performance Metrics

Facility	Recycling Capture Rate (%)	Organics Capture Rate	Diversion Rate (%)
Brooklin Community Centre and Library (BCCL)	49.7%	38.1%	37%
Iroquois Park Sports Centre (IPSC)	28.4%	22.3%	19.2%
Whitby Operations Centre (OPS)	63.2%	65.8%	51.3%
Whitby Municipal Building	92%	58.9%	74.9%
Fire Hall Headquarters	63.6%	99.9%	87.1%
Average	**59.4%**	**57%**	**53.9%**

Based on discussions with Town staff, the BCCL is equipped with totes for organics collection; however, these receptacles were not in active use. This appears to be due to a combination of factors, including the absence of a clear handling protocol and infrastructure constraints related to the lack of compatible tipping equipment on the collection vehicle. Because the audit assumed organics collection was occurring at BCCL when it was not, the audited diversion rate likely overstates performance at this site. In addition, audit procedures resulted in commingling of some bags and inconsistent handling, which limits confidence in the site level results at the rest of the audited facilities.

Reconciling Audit Results with Reported Data

Table 2-3, shows a 2023 audit-based diversion rate of 47% at audited facilities, compared to an annual average of 15% reported for facilities with front-end collection. Given the procedural limitations described above—particularly the mischaracterization of organics at BCCL—the true diversion rate is expected to fall between these two figures. For planning purposes, this Strategy applies a prudent baseline estimate of **~30% diversion**, reflecting a midpoint between the audited and reported values. This interim baseline will be refined through improved procedures (e.g., clarified protocols, proper equipment, and stricter chain of custody during audits) and subsequent- verification.

2.6.1.2 Waste Composition

Waste materials sampled from the audit included hallways and common areas, washrooms, offices, library, outdoor, gyms/recreational areas, and cafeterias Audited material was organized in the following four material categories:

- Blue Box Containers (e.g., polystyrene, glass, aluminum, steel cans, etc.);
- Blue Box Fibres (e.g., fine paper, cardboard, craft paper, etc.);
- Green Bin Materials (e.g., organics and paper towels); and
- Residual Garbage (e.g., coffee cups, Styrofoam, textiles, other non-recyclables, etc.).

A broad list of the material types for each category is listed in **Appendix A**.

Garbage Stream

Based on projections from the audit by WRG in 2023, an estimated 20,644 kilograms of waste was disposed in the garbage stream at the audited Town facilities. **Figure 2-3** illustrates the breakdown of waste disposed during the audit period.

Figure 2-3: WRG 2023 Facilities Audit – Garbage Stream Distribution

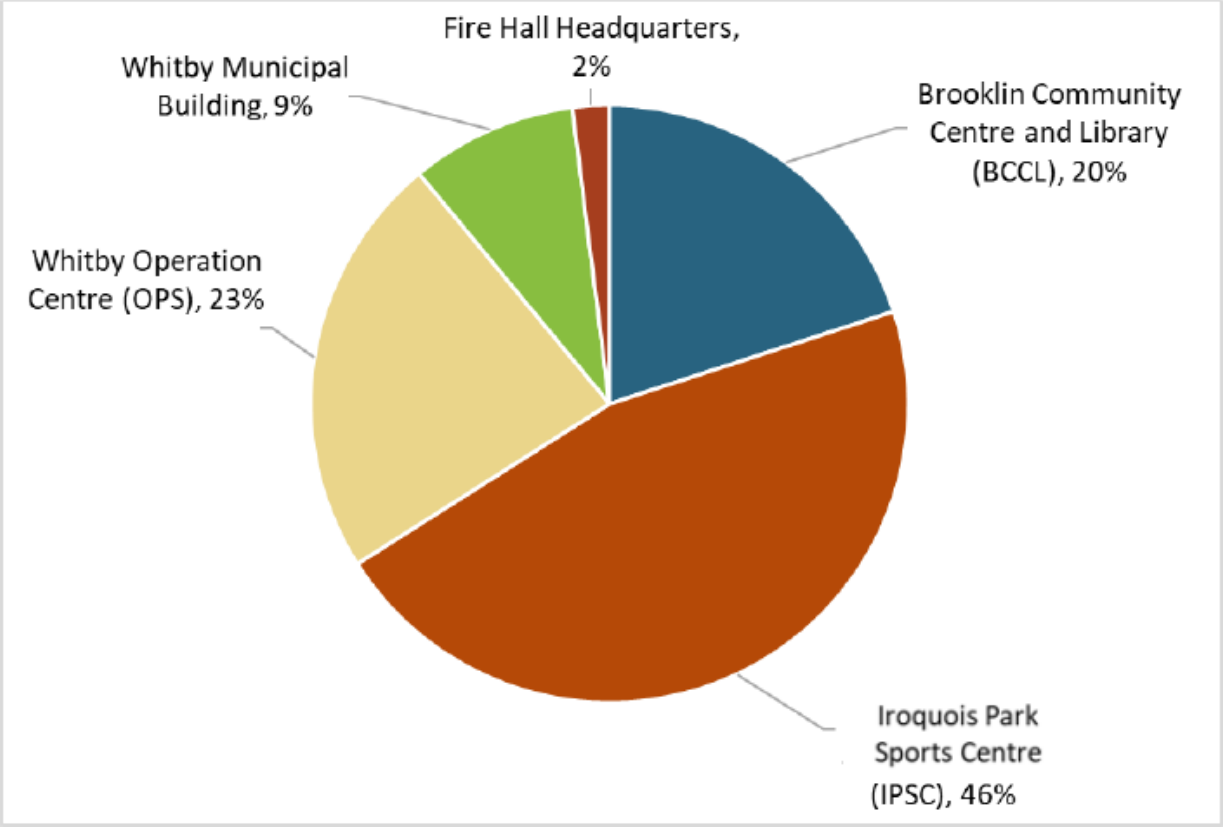


Figure 2-3 shows most of the waste disposed in the garbage stream was from the IPSC (46%), followed by the OPS (23%) and The BCCL (20%).

Figure 2-4 illustrates the breakout of material categories per audited facility. As shown in **Figure 2-4**, much of the waste disposed of in the garbage stream is categorized as 'Green Bin Materials', indicating lack of participation or compliance with available diversion programs.

Based on the results of the waste audit, **Table 2-5** summarizes which material types made up the largest proportion in the garbage stream at each facility.

Figure 2-4: WRG 2023 Facilities Audit - Garbage Stream Composition

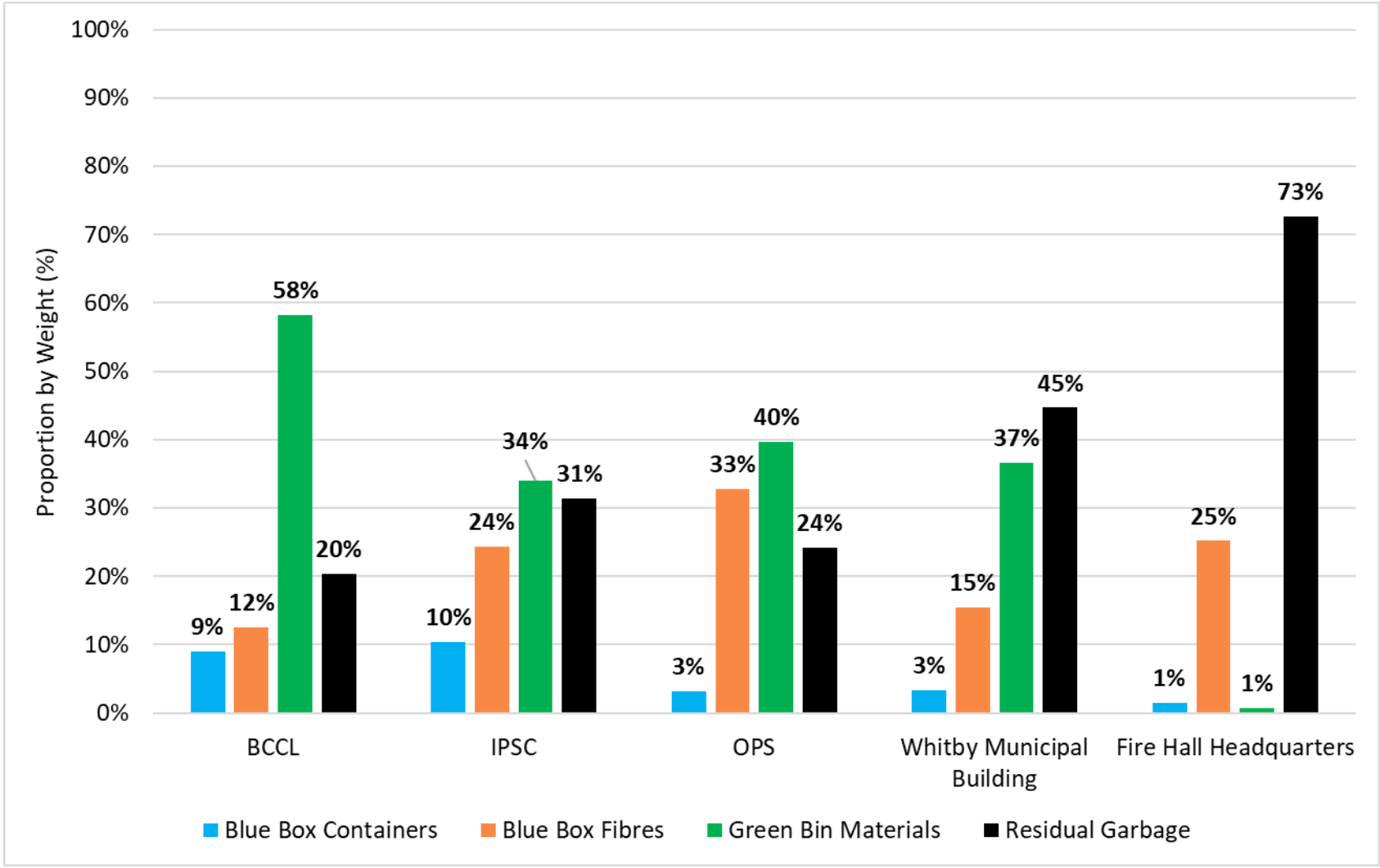


Table 2-5: WRG 2023 Facilities Audit – Common Material Types Disposed by Category and Facility

Facility	Blue Box Containers	Blue Box Fibres	Green Bin Materials	Residual Garbage
BCCL[9]	Low quantities present in garbage stream	Low quantities present in garbage stream	Organic waste - 49%	Non-recyclables- 11%
IPSC	Low quantities present in garbage stream	Fine paper – 15%	Organic waste - 25%	Non-recyclables- 12%
OPS	Low quantities present in garbage stream	Fine paper – 24%	Organic waste – 25% Paper towels – 15%	Non-recyclables - 17%
Whitby Municipal Building	Low quantities present in garbage stream	Low quantities present in garbage stream	Organic waste – 15% Paper towels – 22%	Non-recyclables - 19%
Fire Hall Headquarters	Low quantities present in garbage stream	Fine Paper – 13% Cardboard – 12%	Low quantities present in garbage stream	Low-Density Polyethylene (LDPE) Plastic Films - 34% Non-recyclables - 38%

[9] It is noted that organic waste is no longer being collected at the BCCL.

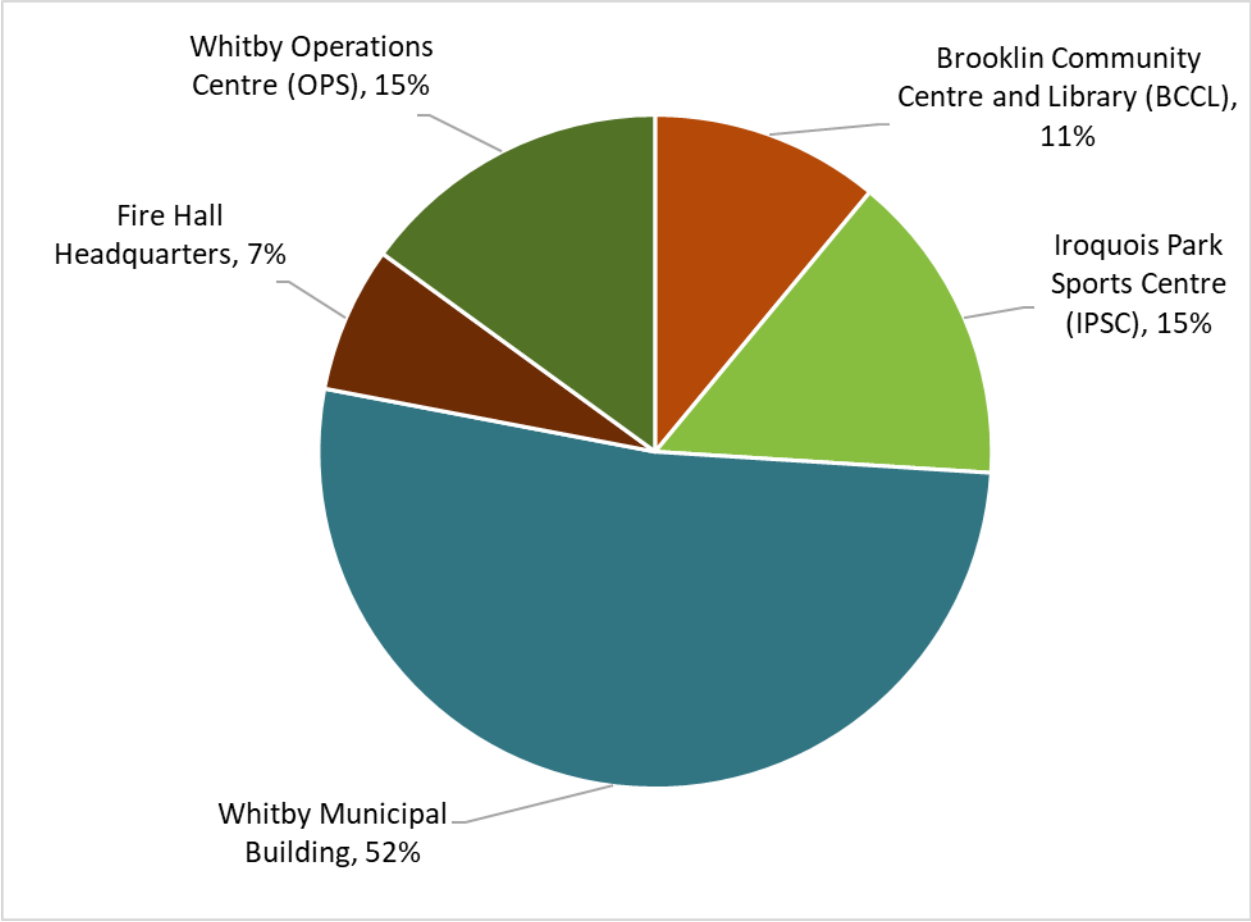
As illustrated in **Table 2-5**, the materials most commonly found in the Town facilities' garbage stream are:

- Organic wastes;
- Paper towels; and,
- Non-recyclable materials (e.g., hazardous waste, coffee cups, black plastics, chip bags, etc.).

Recycling Stream

Based on projections for annual waste generation from the 2023 WRG audit, it was estimated that approximately 8,681 kilograms of materials were placed into the recycling stream at the audited Town facilities. **Figure 2-5** illustrates the distribution of recycling across the facilities audited.

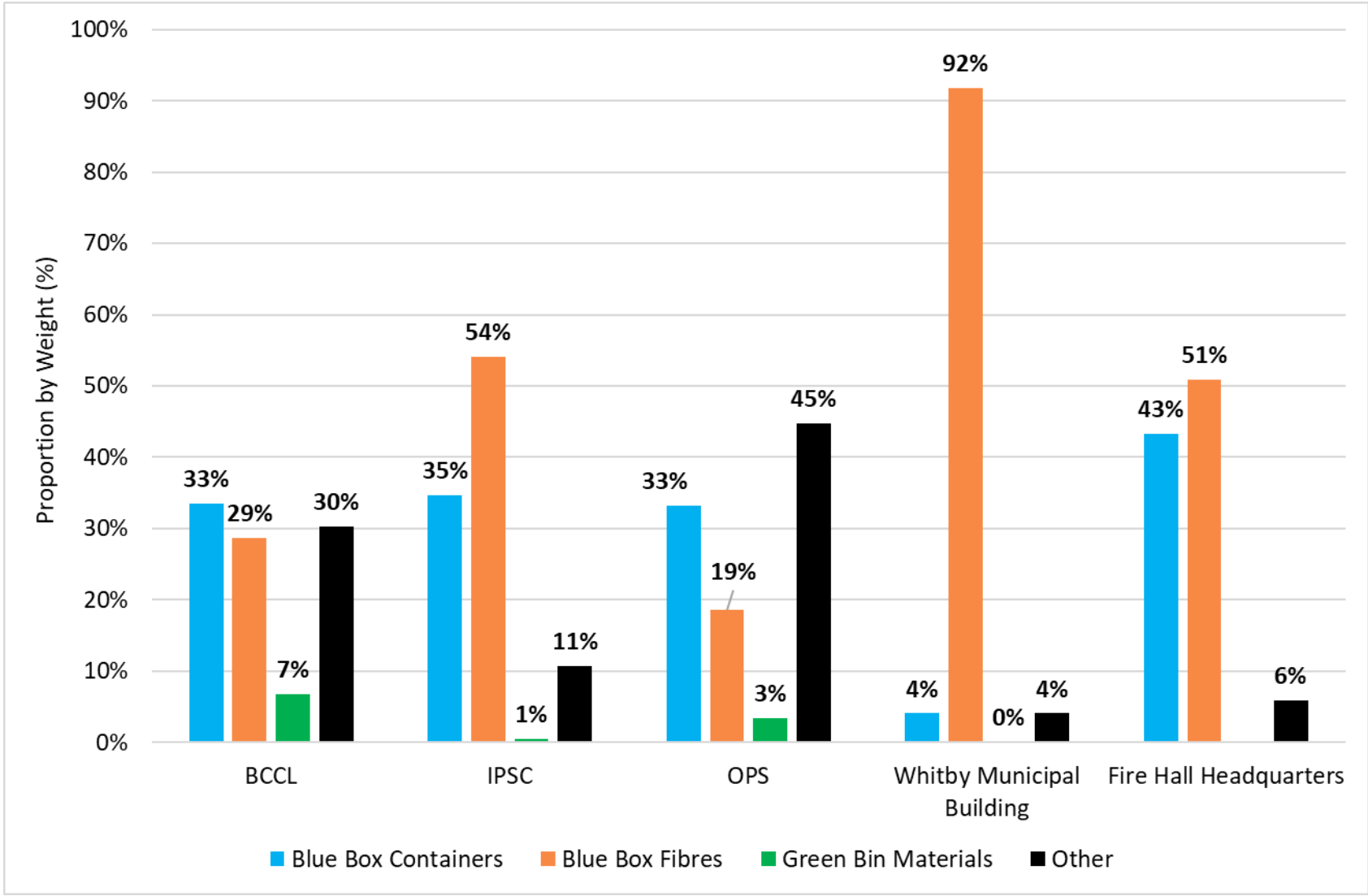
Figure 2-5: WRG 2023 Facilities Audit - Recycling Stream Distribution



As illustrated in **Figure 2-5**, most of the materials recycled (by weight) is generated from the Whitby Municipal Building (52%), followed by OPS (15%) and the IPSC (15%).

Figure 2-6 illustrates the breakout of material categories per audited facility in the recycling stream. Most of the material found in the recycling containers audited was Blue Box recyclable materials, and there was little contamination. The exceptions are the OPS building and BCCL, which both have significant quantities of residual garbage (mainly composed of Low-Density Polyethylene (LDPE) plastic films).

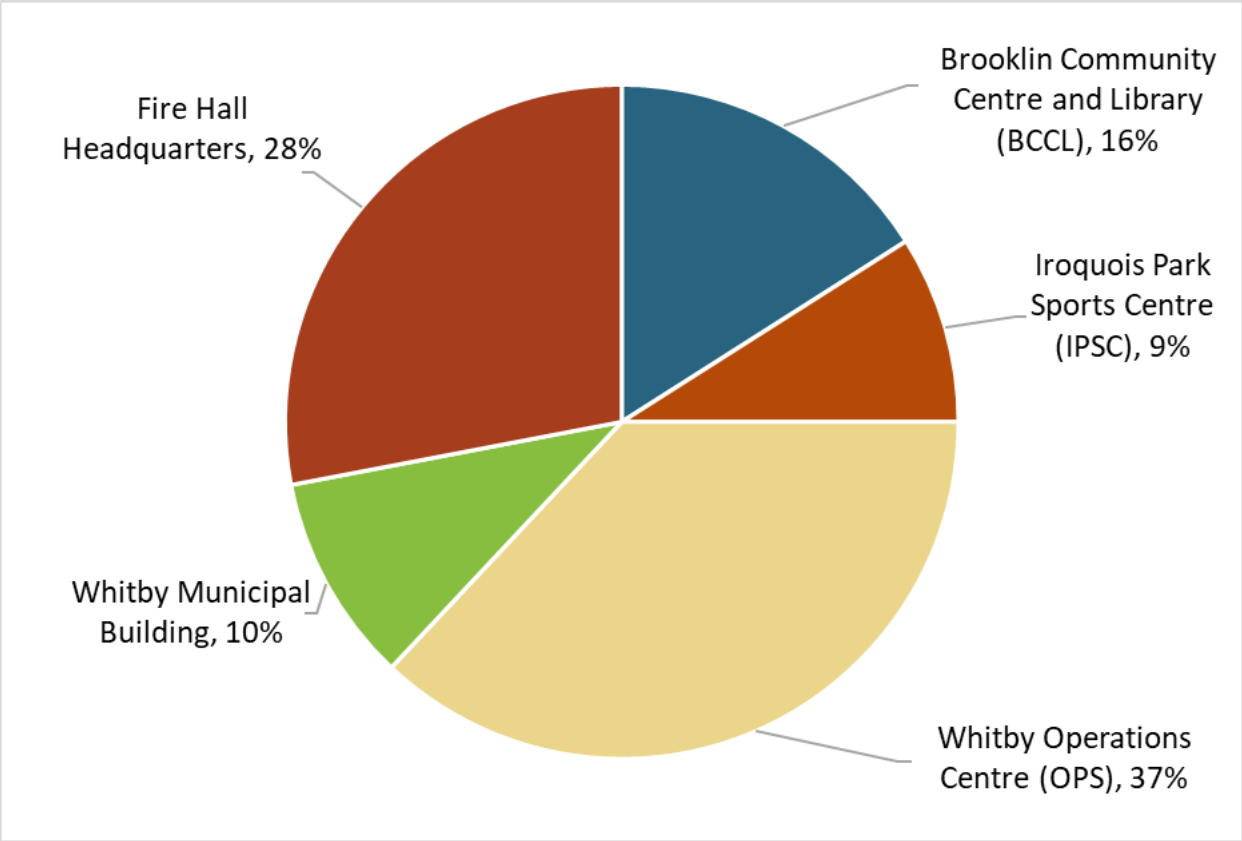
Figure 2-6: WRG 2023 Facilities Audit - Recycling Stream Composition



Organic Waste Stream

Based on annual projections from the 2023 WRG waste audit, it is estimated that in 2023, approximately 9,907 kilograms of organic waste was diverted at the audited Town facilities. **Figure 2-7** illustrates the proportion of the total organics stream disposed at each facility assessed in the audit.

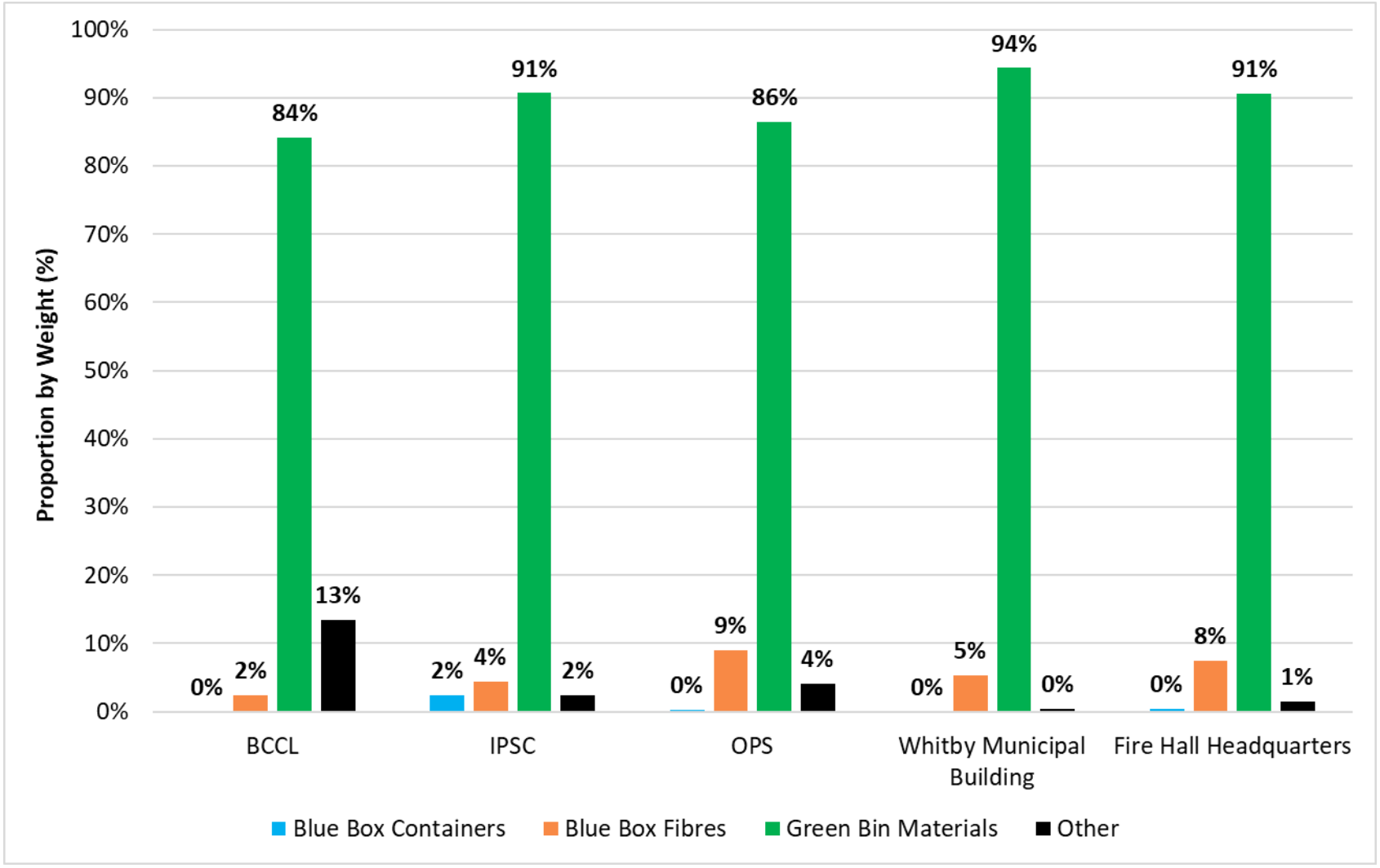
Figure 2-7: WRG 2023 Facilities Audit - Organic Stream Distribution



As illustrated in **Figure 2-7**, most of the organic waste diverted was at OPS (37%), followed by the Fire Hall Headquarters (28%) and the BCCL (16%).

Figure 2-8 illustrates the breakout of material categories disposed in the organics stream by audited facility. Much of the waste found in the organics stream is categorized as Green Bin Materials, indicating little contamination in the organic waste stream. The contamination rate ranged from 6% to 16% for the organics stream in audited facilities. The largest contamination (16%) was found in the BCCL.

Figure 2-8: WRG 2023 Facilities Audit – Organic Waste Stream Composition



2.6.2 Public Spaces

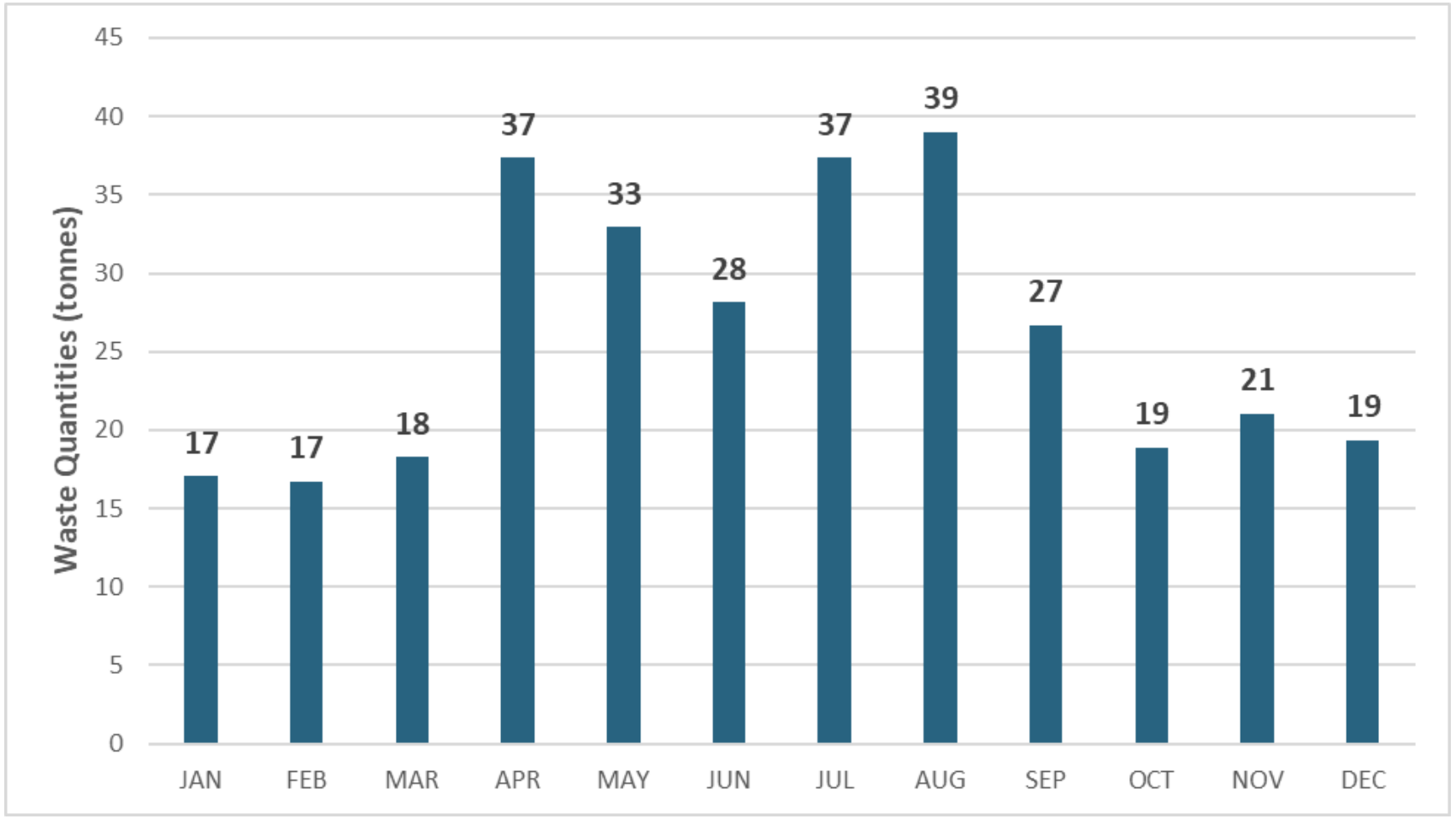
Table 2-6 illustrates the annual garbage disposed in parks on a monthly basis. Based on the data, the Town has managed relatively consistent quantities from 2022 to 2024, at approximately 300 tonnes annually.

Table 2-6: Monthly Garbage Disposed in Parks (Tonnes)

Month	Waste Quantities (tonnes)		
	2022	2023	2024
January	16.0	18.4	16.9
February	15.6	16.0	18.7
March	19.6	18.5	16.8
April	62.9	24.6	24.7
May	30.2	34.0	34.6
June	22.0	31.7	30.8
July	36.9	42.1	33.0
August	40.8	38.9	37.4
September	18.5	29.6	32.0
October	16.6	11.7	28.4
November	16.8	25.0	21.4
December	19.1	14.3	24.7
Total	**314.9**	**304.7**	**319.4**

Figure 2-9 illustrates the average monthly quantities from 2022 to 2024. The Town manages larger volumes of waste generated in the parks during the summer months (e.g., April to August).

Figure 2-9: Average Monthly Garbage Quantities (2022 to 2024)



2.7 GIS Mapping

For visual representation and comparison, two GIS maps of the current placement of waste receptacles at Town facilities and in public spaces are provided in **Appendix C**. As the Town implements changes in their CWMS, updates to the following maps should be kept current by GIS resources for future monitoring and planning:

1. **Figure C-1** illustrates the location of public spaces bins in parks, at bus stops, and at streetside; and
2. **Figure C-2** illustrates the location of corporate facilities, and the types of waste streams present at each facility.

3.0 Strategy Consultation

Both Town staff and the public were consulted to further understand strengths, weaknesses, and areas of improvement with respect to corporate waste management. This included online surveys aimed at collecting feedback from Town staff, waste staff attendants, and the public and virtual interviews with Town staff from the Parks, Facilities, and Creative Communities (Events) departments.

Results from the consultation efforts are described below. The full list of survey questions is summarized in **Appendix D**.

3.1 Surveys

Surveys were developed by the Town aimed at gathering information on corporate waste management from the public and from Town staff, Library staff and waste attendants. Details of the surveys and findings are provided below.

3.1.1 Public Survey

An online survey was made available on the Town's website from July 15, 2025, to August 8, 2025, and received over 1,300 responses. Residents were surveyed on their awareness and understanding of waste management concepts (e.g., waste prevention, reduction, and diversion), as well as their perceptions of the Town's corporate waste management system, including facilities and parks. The full list of questions is listed in **Appendix D**.

Responses related solely to the residential waste stream, with no relevance to corporate waste management, were recorded but excluded from the scope of this strategy report. Feedback identifying opportunities to improve waste management practices at Town facilities and in public spaces was included. Common themes that emerged from the survey included:

Resident Waste Management Behaviours

- Waste Sorting in Public Facilities & Events
    - Lack of awareness: Many did not know they should sort waste at these locations;

- Skepticism: Widespread concern that separated waste all ends up in the same place; and
- Expectations: Residents want sorting options wherever garbage bins are provided — arenas, parks, trails, bus stops, sports fields, conservation areas, etc.

3.1.1.1 Strengths

Many of the strengths reflected in the survey were related to public engagement. The residents communicated that they wanted to help the Town improve diversion. Specifically, residents indicated:

- Many residents already recycle, compost, pick up litter, and want to be part of solutions;
- Several respondents praised collection crews and acknowledged Whitby's efforts overall; and
- Residents recognize that manufacturers, packaging, and provincial/federal systems play a major role in waste generation.

3.1.1.2 Weaknesses

- Public Bins & Littering
  - Not enough bins in plazas, trails, playgrounds, bus stops, and parks;
  - Overflowing or missing bins; lack of compost/dog waste bins;
  - Household garbage often dumped in public bins; and
  - Confusion when bins all look the same or lack clear signage.
- Trust & Consistency
  - Strong skepticism that recycling and compost are actually diverted (with some residents perceiving that "all waste is thrown in the same truck");
  - Confusion from inconsistent rules across municipalities (e.g., plastic bags, Styrofoam, and packaging wrap); and
  - Lack of transparency about what happens after pickup.
- Education Gaps
  - Many new residents and children lack awareness of local waste rules and practices;

- Signage is often text-heavy, small, or unclear; images and colour coding are needed;
- Residents confused by plastic types and recycling symbols; and
- Overall need for simpler, clearer communication.

3.1.1.3 Opportunities

- Infrastructure Improvements
  - Consider pilot program to install three-stream bins (garbage, recycling, compost) in public spaces where appropriate and feasible;
  - Add dog waste bins and stations in parks/trails;
  - Use animal-proof, buried, or lockable bins in problem areas; and
  - Ensure bins are cleaned, not just emptied.
- Policy & Enforcement
  - Stricter fines for littering, dumping, and misuse of bins;
  - Require plazas, businesses, apartments, and public events to provide recycling/composting; and
  - Ban or limit single-use plastics, Styrofoam, and excessive packaging.
- Education & Communication
  - Increased outreach through schools, community events, and social media (e.g., TikTok); and
  - Clearer, colour-coded signage with large fonts and images.
- Incentives & Engagement
  - Community clean-up days, swap/exchange events, repair cafés; and
  - Fun/interactive bins (e.g., talking bins, vending machines that reward recycling).

3.1.2 Town Staff, Library Staff and Waste Attendant Survey

An online survey was made available to Town staff, Library staff, and Town waste staff attendants. These groups were asked to provide feedback on the corporate waste management system (i.e., Town facilities and parks). The full list of questions is listed in **Appendix D**. Common themes that emerged from this survey include:

3.1.2.1 Strengths

- Separate stream bins available – staff recognize the presence of recycling, compost, and garbage bins as a positive step;
- Hazardous waste options – drop-off facilities for items such as batteries are appreciated and used; and
- Whitby "Waste Wizard" tool – valued resource for quickly identifying the proper waste stream.

3.1.2.2 Weaknesses

- Paper consumption – heavy reliance on paper copies across departments;
- Employee awareness gaps – many staff are unsure about proper sorting practices;
- Signage issues – unclear or inconsistent bin signage leads to contamination;
- Wasteful purchasing – bottled water still bought in bulk for staff events;
- Challenging items – difficulty recycling electronics, books, and batteries within workplace settings;
- Garbage often left behind in public spaces (e.g., tables, changerooms, pool decks, lobbies, even on top of bins); and
- Overflowing receptacles in parking lots, outdoor areas, lobbies, and changerooms.

3.1.2.3 Opportunities

- Policy changes
  - Develop a clear printing policy to reduce unnecessary paper use; and
  - Encourage hand dryers in place of paper towels by removing paper towels from the washrooms or set up a dedicated composting approach for the disposed paper towels.
- Food and beverage waste reduction in corporate facilities
  - Discourage single-use coffee pods; promote reusable pods or bulk-brew systems, perhaps through a stated policy;
  - Replace single-use sugar/milk containers with shared dispensers;
  - Encourage staff to use reusable containers/Tupperware; and
  - Select food vendors who follow waste-reduction practices.

- Improve bin infrastructure
  - Strategically place bins across staff offices, Town facilities, and outdoor areas;
  - Ensure recycling and compost options are available alongside garbage bins to reduce default disposal into garbage; and
  - Address overflow issues in high-traffic facilities (e.g., Iroquois Park). This should be informed by data shared by staff.
- Water solutions
  - Expand access to refillable water fountains and bottle-filling stations to reduce plastic single-use bottled water.
- Employee engagement
  - Build stronger awareness campaigns and training to help staff confidently sort waste; and
  - Improve signage with clear, visual cues.

3.2 Town Department Consultation

Building upon survey data, interviews were conducted with Parks, Facility Staff and Creative Communities (Events) to get further insights. Two separate virtual interviews were held with staff representatives to gain insight on the strengths of the existing waste management system, current operational challenges, and potential areas for improvement.

3.2.1 Feedback from Parks Staff

A virtual interview was held on October 10, 2025, with staff representatives from the Town's Parks department. Staff provided the following insights into the existing waste management system's strengths, weaknesses and areas for improvement:

3.2.1.1 Strengths

- Hardworking, responsive staff with effective routing;
- Strong local knowledge enables quick adjustments;
- Transitioning more than 650 open-top containers to 90 strategically placed in-ground receptacles has reduced illegal dumping; and

- Litter collection is a shared responsibility - any Parks staff on site (grass, forestry, and inspectors) will pick up litter.

3.2.1.2 Weaknesses

- Some public space bins are overflowing, potentially due to residents disposing household waste when bag limits are exceeded, or collection days are missed. This is particularly present in garbage bins located closer to the road or adjacent to parking lots;
- Construction and demolition debris has been found in the bins as well;
- Staff attempted recycling at public events, but experienced high levels of contamination, which made it difficult to determine how to handle the contaminated waste. The receptacles had clear coloured signage. However, it was noted that the Town worked with student volunteers to educate and support the public to help reduce contamination;
- Large volumes of pet waste are present in the garbage stream;
- Waste generated from encampments can be strewn by the road. Staff do not go through the bags due to the potential presence of used needles or biohazardous materials. There is a separate company that will collect this waste; and
- Data is not formally tracked nor monitored on which bins see more contamination, bin fullness levels, bin damage, etc.

3.2.1.3 Opportunities

- Staff are interested in a pet waste pilot program, where pet waste is collected as a separate stream, to free up the space in garbage receptacles;
- Staff suggested smaller receptacle openings to prevent construction debris and other illegally dumped household items;
- Better placement of garbage bins may help reduce overflowing bins, such as relocating further away from roads and parking lots; and
- Periodically track data for each bin to assess whether implemented changes are effective or if further adjustments are needed.

Contamination of bins with household waste was a key theme that arose in this interview. Staff noted that contamination is higher in bins located near roads and parking lots, where it is easy for vehicles to pull up and dispose of items directly from

their vehicles. They noted that spikes in contamination occurred according to residential collection schedules, as well as around certain times of the year. Staff spent more time discussing this theme than any other that emerged.

3.2.2 Feedback from Facilities and Creative Communities (Events) Staff

A virtual interview was held on November 5, 2025, with key team members from the Town's Facilities Division and one member from Creative Communities, responsible for overseeing all Town events and processing the permits for third party events. Staff provided insight on current strengths, issues and opportunities with the waste system for key facilities and at Town events.

3.2.2.1 Strengths

- Policy that minimizes single-use water bottles and encourages re-fillable water bottles with refill stations;
- Town staff are efficient at sorting paper recycling; and
- Event permits ask about users' approach to recycling and sustainable practices.

3.2.2.2 Weaknesses

- Contamination of recycling stream bins is high, particularly in public areas;
- Bin types are inconsistent;
- Signage and instructions on which bins to use when and why may be insufficient; and
- Data is not tracked on bin contamination levels, fullness status, bin damage, etc.

3.2.2.3 Opportunities

- Better and consistent signage on which bins to use including a note that explains to users that 'contamination of recycling or compost bins may result in the whole bin's materials going to landfill due to safety issues with staff sorting through waste;
- Additional public education and engagement is needed to support improved sorting. In areas where there are clearly labelled separate streams, there is still significant contamination;

- Consistent bin styles and placement. Specifically, place at least two streams (recycling and waste bins) together wherever possible;
- Ensure all areas with food (such as kitchens) have organic waste bins with clear signage;
- Strengthen the wording in contracts for events to require users to separate their waste by streams; and
- Track data for each bin to determine if changes made are effective or if additional changes are needed.

Contamination was a key theme that arose during the interview, with one facility staff member noting that even a small battery only recycling receptacle, placed next to bins for other types of waste, received high levels of contamination.

One staff member suggested a model undertaken in some malls, where dedicated staff in food courts accept waste trays from the public and separate the items correctly. This would likely be too costly to implement but, additional source separation bins placed around facilities could help promote positive behaviours. Having bin types that were standardized across all facilities was discussed as an option to help with public education and use.

4.0 Jurisdictional Scan

A jurisdictional scan was conducted to gather information about how other municipalities have approached corporate and public space waste management. There were two types of jurisdictional scans prepared:

1. Comparative Municipalities; and
2. Other Municipalities with Corporate Waste Management Plans and Initiatives.

The jurisdictional scan can inform the development of recommendations that have been proven or practiced in other municipalities.

4.1 Comparative Jurisdictional Scan

A jurisdictional scan was conducted to gather information about how other municipalities have approached corporate and public space waste management and to inform the development of recommendations that have been proven or practiced in other municipalities. The jurisdictions were selected based on their similarity in population and geographical size compared to the Town, similar budgetary restrictions, and the fact that they are located in Ontario so are therefore operating under the same provincial regulatory conditions for waste. Interviews with municipal staff were conducted to gather feedback on Key Performance Indicators (KPIs) and data metrics, reduction, reuse and recycling initiatives, policies and infrastructure and technology. The following municipalities were solicited for an interview:

- Peterborough, Ontario;
- Guelph, Ontario;
- Clarington, Ontario; and
- Pickering, Ontario.

It is noted that one of the above municipalities requested that the municipality name was not attributed to the information shared. As such, the findings from the jurisdictional scan have been anonymized. This approach was discussed and agreed upon by the municipality concerned with confidentiality. **Table 4-1** illustrates jurisdictional practices for facilities and **Table 4-2** illustrates practices for public spaces. Many local municipalities currently do not have practices in place for public spaces, due

to logistical complexity and the potential for high contamination rates in recycling or organic waste bins.

Table 4-1: Jurisdictional Review – Municipal Facilities

Municipality	Existing Waste Management Practices in Facilities	KPIs and data metrics	Waste Initiatives, Policies, Infrastructure, or Technology
Municipality #1	Municipality #1 does not have a standardized approach to bin selection and placement in facilities or parks. Waste collection from municipal facilities is carried out by several contractors. At some facilities, there are no opportunities for diversion. The municipality is in the process of issuing a Request for Proposal (RFP) to standardize bin collection at municipal facilities (office spaces, arenas, and ice rinks).	Diversion performance at municipal facilities is not measured or tracked and is estimated to be between 0-10%. This is due to lack of infrastructure (recycling and/or organic waste bins). There are no metrics tracked for parks.	Municipal staff indicated the need to issue and adopt a formal statement or policy to guide future direction and provide timelines to initiate new programs and improvements. A major challenge noted was receiving support from staff at municipal facilities, as staff perceive the implementation of new initiatives as additional workload. Staff emphasized the importance of a top-down approach, as well as communicating regular metric updates to motivate staff.
Municipality #2	Municipality #2 implemented standardized, three-stream receptacles in municipal facilities. The receptacles are located centrally in facilities to encourage proper sorting practices. Bin selection decisions were made based on accessibility, aesthetic, and function in smaller spaces. The municipality has a Sustainable Waste Management Policy to guide their actions. They use a tailored approach by implementing different size bins to meet the needs of the facility. Receptacles have clear and colour-coded signage, with some facilities having braille.	Currently, there are no metrics in place to track waste management in facilities and parks. Initially, success was measured by the number of facilities onboarded to the new program. Staff emphasized the importance of conducting visual audits by reviewing the contents of the bins when emptied to assess sorting at a high level and general waste composition and follow-up audits every six months following the initial audit and receptacle implementation.	Municipal staff indicated implementation of a Green Team and support from the senior leadership to standardize receptacles in municipal facilities. Initially, the municipality conducted pilot programs for under-desk attachments for recycling bins equipped with a smaller garbage bin but later removed all deskside bins in favour of centralized bins. This approach improved sorting practices. Implementation of clear signage was noted to be the most cost-effective method to communicate to staff and the public. Regarding staff training and education, embedding waste management policies and sorting information in new employe onboarding packages, within annual policy reviews, or mandatory training checklists proved to be effective. The municipality conducted a robust communications strategy, which was supported by senior leadership, who sent out an email notifying staff of upcoming changes to facilities waste management. Staff engagement included events, informational postcards, reference to a sorting guide, and addition of a waste component to employee onboarding presentations.

Municipality	Existing Waste Management Practices in Facilities	KPIs and data metrics	Waste Initiatives, Policies, Infrastructure, or Technology
Municipality #3	The municipality's Council provided a directive to implement three stream sorting across municipal facilities. The municipality implemented standardized receptacles from Busch Systems in a phased approach over 5 to 6 months. Facility staff were consulted to evaluate and determine best placement.	No metrics are currently tracked, as there have not been any waste audits. However, municipal staff indicated that most residents are sorting correctly, as contaminated loads would be disposed by custodial staff in the garbage.	The municipality emphasized a top-down approach where the changes should be communicated by senior staff or higher. For example, their Council directive to eliminate all single-use plastics from municipal facilities and buildings where an environmentally responsible alternative exists provided a clear mandate for change.
Municipality #4	Municipality #4 uses adjustable and modular receptacles within facilities and sought input from maintenance to the number of streams offered, as well as receptacle placement. The municipality had challenges with overflowing and contaminated bins. Receptacles were selected to have size limiting openings and clear signage.	No metrics tracked.	The municipality emphasized collaboration with maintenance staff to determine the number of bins to place within facilities as well as where to place them.

Table 4-2: Jurisdictional Scan - Public Spaces

Municipality	Existing Waste Management Practices in Public Spaces	KPIs and data metrics	Waste Initiatives, Policies, Infrastructure, or Technology
Municipality #1	Not Applicable.	Not Applicable.	Not Applicable.
Municipality #2	Currently, the municipality's parks have garbage and recycling. Recycling opportunities are limited to high-volume areas, such as sports and select parks, due to logistical issues and concerns regarding contamination of recycling bins (particularly pet waste).	Not Applicable.	The municipality emphasized the importance of consistent graphics and using the same icons from their sorting guide for all signage to maintain a familiar look and feel for residents, while tailoring content to materials likely to be produced in that specific location. Most of the waste generated in parks is composed of pet waste. The municipality has discussed diversion of pet waste, but noted that many residents use common plastic bags, rather than compostable bags, which make diversion difficult without a specialized facility.
Municipality #3	Not Applicable.	Not Applicable.	Not Applicable.
Municipality #4	The municipality has not yet implemented diversion opportunities in Parks. However, pet waste bins have been implemented to areas with high pet waste volumes. Collection is provided by a third party, and the waste is hauled to an anaerobic digestion facility.	Not Applicable.	Not Applicable.

4.2 Other Municipalities with Corporate Waste Management Plans and Initiatives

Information about implemented and established current practices related to corporate waste management known from four additional municipalities in Ontario and three others from across Canada is presented below. These municipalities currently have detailed information that is publicly available related to various corporate waste practices in place.

These other municipalities include:

- Toronto, Ontario (2021 population: 2,794,356[10]);
- Markham, Ontario (2021 population: 338,503[11]);
- Mississauga, Ontario (2021 population: 717,961[12]);
- Burlington, Ontario (2021 population: 125,435[13];
- Winnipeg, Manitoba (2021 population: 749,607[14];
- Edmonton, Alberta (2021 population: 1,010,899[15]); and
- Langley, British Columbia (2021 population: 132,603)[16].

[10] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=toronto&GENDERlist=1&STATISTIClist=1&DGUIDlist=2021A00053520005&HEADERlist=0
[11] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=markham&GENDERlist=1&STATISTIClist=1&DGUIDlist=2021A00053519036&HEADERlist=0
[12] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=mississauga&GENDERlist=1&STATISTIClist=1&DGUIDlist=2021A00053521005&HEADERlist=0
[13] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=Burlington&DGUIDlist=2013A000435015&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0
[14] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&GENDERlist=1&STATISTIClist=1&HEADERlist=0&DGUIDlist=2021A00054611040&SearchText=winnipeg
[15] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=edmonton&GENDERlist=1&STATISTIClist=1&DGUIDlist=2021A00054811061&HEADERlist=0
[16] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=langley&DGUIDlist=2021A00055915001&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0

This research can support the Town in identifying what relevant practices and recommendations to advance its corporate waste management, building on current and established practices already in place.

4.2.1 Toronto, Ontario

The following subsections describe the corporate and public waste management practices in Toronto, Ontario, which had a population of 2,794,356 as of the 2021 Statistics Canada Census.

4.2.1.1 Corporate Waste Management

The City of Toronto, through its TransformTO Net Zero Strategy, set a target for City-owned buildings to achieve zero waste[17]. Annual waste audits are conducted for City office facilities with floor space more than 10,000 square metres (m^2), to comply with the Province of Ontario's 3Rs Regulations. As of 2023, this includes seven City-owned facilities, which are City Hall, Metro Hall, Scarborough Civic Centre, North York Civic Centre, Etobicoke Civic Centre, 703 Don Mills Road and 1530 Markham Road. Between 2020 and 2024, the waste diversion rate across these facilities has been in the range of 72 to 77%.

4.2.1.2 Public Space

The City has street litter bins which have separate compartments for garbage and recycling. Its City parks have separate park bins for recycling and garbage, and some parks have green bins for organics collection. After a 2018 audit showed that 84% of waste in bins next to off-leash dog areas was organic waste (dog waste), the City installed green bins in all off-leash dog areas to support diversion of pet waste from landfill[18]. Pet waste bags do not have to be compostable or biodegradable, as the City's organics are processed at anaerobic digestion facilities which can manage plastic bags.

[17] https://www.toronto.ca/services-payments/water-environment/environmentally-friendly-city-initiatives/greening-city-operations/waste-management-in-city-facilities/
[18] https://www.toronto.ca/community-people/animals-pets/pets-in-the-city/green-bin-pilot-in-city-of-toronto-off-leash-dog-parks/

4.2.2 Markham, Ontario

The following subsections describe the corporate and public waste management practices in Markham, Ontario, which had a population of 338,503, as of the 2021 Statistics Canada Census.

4.2.2.1 Corporate Waste Management

The City of Markham has a corporate waste diversion goal of 85% by 2023, outlined in the 2020 to 2024 Strategic Plan, which was extended to 2026 due to the COVID-19 pandemic[19]. As part of the Strategic Plan, the City's Waste Diversion Committee and staff engaged in a process which reviewed all City waste management and diversion programs, found opportunities that aligned with regional and City strategies and goals, and developed a list of programs and initiatives designed to help achieve the 85% diversion goal. Goals outlined in the waste strategy, titled "Best of the Best 2", included:

- Eliminate single-use plastics at City facilities;
- Promote and educate staff and vendors on corporate zero waste policy (through e-newsletter, posters, group education seminars and training modules);
- Reduce contamination and improve waste diversion at City's public-use facilities, ensuring all stations have three-stream sorting with clear signage; and
- Pilot testing of various targeted programs for the public to facilitate diversion. This included piloting the use of cigarette butt containers in public spaces, pilot testing a pet waste collection system at a condo/multi-residential development and evaluating possible bin and lid improvements to minimize contamination from public waste, including pet waste.

4.2.2.2 Public Space

Various strategies and potential programs for improving waste diversion are outlined in the City's "Best of the Best 2" waste strategy. Strategies included placement of mailbox recycling bins in all wards, reviewing bin and lid improvements to minimize contamination, pilot testing cigarette butt containers in public spaces, piloting dog

[19] https://www.markham.ca/sites/default/files/about-city-markham/The%20Best%20of%20the%20Best%202%20Markham%27s%20Diversion%20Strategy%20%282020-2023%29%20-%20Presentation%20-%20July%206%202020_.pdf

waste collection systems at condo/multi-residential buildings, refreshing waste signage and container consistency across recreation facilities, and pilot testing elimination of waste receptacles in public parks to require users to take waste home[20].

4.2.3 Mississauga, Ontario

The following subsections describe the corporate and public waste management practices in Mississauga, Ontario, which had a population of 717,961 as of the 2021 Statistics Canada Census.

4.2.3.1 Corporate Waste Management

The City of Mississauga's Environment Division manages its Corporate Waste Diversion Program, which set a goal in 2019 to achieve an overall 75% diversion rate across City-owned facilities within six years[21]. The Environmental Division advances this goal by undertaking waste audits, equipment mapping and inventories, providing staff training, delivering programs, and coordinating the use of waste sorting infrastructure and signage. Metrics that are tracked to evaluate program performance include the number of audits delivered, the diversion rate achieved, how many staff receive waste training and program metrics (such as the weight of batteries collected). Staff implemented standardized waste bins and signage in the Civic District, which resulted in a nine percent improvement in waste diversion from landfill. The City has many corporate waste programs and practices that support waste diversion and advancing towards the goal of 75% waste diversion from landfill. Some of these programs and practices include:

- Waste audits (goal of 100 audits conducted annually across facilities, but frequency for each location is not specified) in facilities and parks, some conducted by third-party professionals, but many conducted by staff, summer students and Green Leaders;
- Waste training delivered to City staff (10% of staff trained annually);
- Special waste collection programs, including confidential paper shredding, battery collection, and fluorescent bulb recycling; and

[20] https://www.markham.ca/sites/default/files/about-city-markham/The%20Best%20of%20the%20Best%202%20Markham%27s%20Diversion%20Strategy%20%282020-2023%29%20-%20Presentation%20-%20July%206%202020_.pdf
[21] https://www.mississauga.ca/wp-content/uploads/2019/07/18154951/2019-environment-summary.pdf

- Supporting staff participation in the "20-Minute Makeover", which involves spending 20 minutes picking up litter around your workplace.

These practices, and programs are delivered by staff in the Environment Division, with support from Green Leaders, which are a team of staff volunteers working across the City involved in supporting sustainability efforts.

4.2.3.2 Public Space

Garbage and recycling containers are provided in City parks for visitors to dispose of waste. Additionally, the City completed a pilot program to collect dog waste in parks to divert it from landfill (2018 to 2021). Collection containers were placed in seven parks in Mississauga as part of the pilot program, including some off-leash dog parks. The City partnered with a private company, Sutera Inc., to design the containers, and the company collected the waste and transported it to an energy production facility. From the initiation of the pilot project in 2018 to 2021, 34.4 metric tonnes of dog waste were collected and diverted through the program[22]. Additionally, the City observed significant decreases in contaminated recycling in parks as a result of the pilot, from approximately 81% in 2017 to 53% in 2020[23]. The pilot program was successful, and the program was expanded. As of 2024, the dog waste collection containers are located in 18 parks across Mississauga[24].

4.2.4 Burlington, Ontario

The following subsections describe the corporate and public waste management practices in Burlington, Ontario, which had a population of 125,435 as of the 2021 Statistics Canada Census.

[22] https://www.mississauga.ca/projects-and-strategies/city-projects/dog-waste-pilot-program/#:~:text=The%20City%20of%20Mississauga%20has,including%20the%20Animal%20Services%20facility.
[23] https://www.mississauga.ca/city-of-mississauga-news/news/mississaugas-successful-dog-waste-pilot-becomes-permanent-program/#:~:text=Based%20on%20waste%20audits%2C%20the,free%20areas%20(where%20access%20allows)
[24] https://www.mississauga.ca/city-of-mississauga-news/news/dog-waste-is-still-causing-quite-a-stink-in-mississauga/

4.2.4.1 Corporate Waste Management

In 2009, City Council adopted a zero-waste policy[25] to guide strategic actions with two main goals: minimize waste through efficient resource management and maximize reuse and properly divert waste via recycling and composting programs. The policy included initiatives such as guidelines for zero waste internal staff events and food services, replacing individual waste bins with centralized stations at City Hall, expanding waste management programs to satellite facilities, creating informative signage for waste disposal, installing bottle refilling stations, and discontinuing bottled water sales in most City facilities, supported by the "Thirsty? Try the Tap" campaign. In 2024, the City Council updated the Zero Waste Policy to encompass all services and operations on City property, both indoor and outdoor[26].

The City has implemented centralized waste stations in most City facilities to enable sorting for recycling, organics and garbage. At City Hall, this initiative reduced daily garbage output by 50%. Additionally, individual garbage stations have been removed from staff workstations to encourage waste reduction through proper sorting at the centralized waste sorting stations[27].

The "Thirsty? Try the Tap" campaign was launched to encourage the use of tap water and reduce bottled water sales at City facilities. Key initiatives include installing decals to direct people to water fountains with bottle fillers, eliminating water coolers and bottled water at meetings, ceasing bottled water sales where fountains are available, upgrading water fountains, removing bottled water from vending machines and concessions, introducing "water bars" at outdoor events, prohibiting sports teams from selling bottled water for fundraising, and integrating municipal sites with water bottle fillers into the City's mapping system.

[25] https://www.burlington.ca/en/council-and-city-administration/resources/Corporate-Policies/Zero-Waste-Policy.pdf
[26] https://www.burlington.ca/en/home-property-and-environment/resources/Garbage-Recycling-and-Leaf-Collection/Waste-Initiatives/City-of-Burlington-Zero-Waste-Guide.pdf
[27] https://www.burlington.ca/en/home-property-and-environment/waste-initiatives.aspx#Recycling-at-city-facilities

4.2.4.2 Public Space

The City has dual stream (garbage and recycling) waste containers in major parks, near picnic areas and near sports fields[28].

4.2.5 Winnipeg, Manitoba

The following subsections describe the corporate and public waste management practices in Winnipeg, Manitoba, which had a population of 749,607 as of the 2021 Statistics Canada Census.

4.2.5.1 Corporate Waste Management

The City of Winnipeg has a Corporate Waste Reduction Strategy (2014), which outlines the current state of waste management within the City and outlines approaches for implementing a program to support waste reduction and diversion in the City[29]. At the time of the strategy development, waste audits demonstrated that City Hall achieved a 61% diversion rate, and a public facility (Cindy Klassen Recreational Complex) had a 13% diversion rate. Neither facility had an organics program. Waste diversion rates were estimated for other City facilities, parks, and public areas, and targets were set over the short, medium, and long term. The overall corporate diversion target for 2025 was set at 65%. Facilities were grouped into categories, to support the development of strategies tailored to the waste generation types and program opportunities. Categories were:

- Corporate Office;
- Public Recreation, Community Service, and Cultural Venues;
- Operations and Maintenance Yards;
- Green Spaces;
- Open Spaces; and
- Public Service (e.g., fire and rescue stations, police stations, and daycares).

The strategy established waste reduction and diversion targets for the City, with short and long-term goals defined for the various facility categories. Measurement of progress

[28] https://www.burlington.ca/en/home-property-and-environment/waste-initiatives.aspx#Recycling-at-city-facilities
[29] https://legacy.winnipeg.ca/sustainability/documents/WasteManagementAndDiversion/CorporateWasteReductionStrategy.pdf

was encouraged, through tonnage data, regular checks of waste container contents, and staff surveys. It was also recommended that a new staff member be hired, a "Zero Waste Manager" to be placed in charge of implementation of the strategy. Other notable recommendations and strategies in the report included:

- The development of clearly defined best practices;
- Implementation of pilot programs, such as different container placement, communication and engagement programs, and signage in office settings;
- New waste containers;
- Identification of office champions;
- Staff training (build in reminders and engagement to all staff throughout the year, with a focus on janitorial staff, supervisors, and managers);
- Communication and education programs; and
- Ongoing program monitoring (visual inspections by staff, monitoring of tonnage).

The recommendations included a phased approach, where staff focused on internal programs first, including implementing organics collection, waste reduction in offices, then operations and maintenance yards, improving recycling systems in community centres, and finally, the most challenging aspect of the waste stream, identifying ways to reduce waste in public spaces (especially side streets and parks)[30].

A 2025 review of the City's overall solid waste strategy (encompassing all City managed waste, including residential, Comprehensive Integrated Waste Management Strategy Review) recommends that the City update its Corporate Waste Reduction Strategy[31].

4.2.5.2 Public Space

In the 2014 Corporate Waste Reduction Strategy, it was estimated that the diversion rate for public use waste containers was 5%. Recommendations to improve waste diversion in public spaces included increasing the number of recycling containers, setting a consistent decision-making process with respect to placement of containers, and consistency of containers across the City.

[30] https://swananorthernlights.org/wp-content/uploads/2015/02/Aver-Lindsay-City-of-Winnipeg-Facilities-and-Operations-Corporate-Waste-Reduction-Stretegy.pdf
[31] https://legacy.winnipeg.ca/sustainability/documents/WasteManagementAndDiversion/CorporateWasteReductionStrategy.pdf

4.2.6 Edmonton, Alberta

The following subsections describe the corporate and public waste management practices in Edmonton, Alberta, which had a population of 1,010,899 as of the 2021 Statistics Canada Census.

4.2.6.1 Corporate Waste Management

The City of Edmonton's 25-Year Waste Strategy (2019) establishes a zero-waste framework and sets a target of 90% diversion across the residential and non-residential sectors[32]. Within the strategy, Council identified the City Corporation leading by example as a key direction to advance waste management. The 2024 roadmap included reducing waste in day-to-day civic operations and implementing source-separated organics in City-owned and operated buildings, facilities, and attractions.[33]. According to its website, these have been completed, and three-stream sorting infrastructure is currently in place across 240 City-owned facilities in Edmonton. The City takes a consistent approach to the waste sorting infrastructure across all City-owned facilities as well as public spaces.

4.2.6.2 Public Space

Since the end of 2021, three-stream sorting infrastructure has been in place across major outdoor attractions, amenities and in 240 City-owned facilities in Edmonton[34]. The City has a map of all sorting stations available on its website, categorized by facility or space type. The container design, signage, and placement were selected and implemented based on research and consultation with other cities and is consistent with the design of the residential waste program. Key elements of the sorting station design that support proper sorting and diversion include:

- Obvious and consistent colours of containers (blue – recycling, green – organics, black – garbage);
- Waste stream labels with icons of accepted items in each stream; and

[32] https://www.edmonton.ca/sites/default/files/public-files/WasteStrategy_CR_5829_25YearWasteManagementStrategy.PDF
[33] https://www.edmonton.ca/sites/default/files/public-files/WRRoadmap.pdf?cb=1757429701
[34] https://www.edmonton.ca/programs_services/garbage_waste/waste-sorting-public-space

- Clear and documented criteria for placement of waste containers, which is outlined on their website[35].

4.2.7 Langley, British Columbia

The following subsections describe the corporate and public waste management practices in the Township of Langley, British Columbia, which had a population of 132,603 as of the 2021 Statistics Canada Census.

4.2.7.1 Corporate Waste Management

The Langley Events Centre serves as a flagship model for the Township of Langley's "Responsible" corporate recycling program, representing the first mid-sized arena in the region to implement a comprehensive zero-waste strategy. Following a series of 2012 waste audits which revealed that 46% of the facility's waste was compostable, the Township implemented a single stream recycling system and an organic waste diversion program.

Key initiatives included the installation of over 36 multi-stream receptacles made from recycled materials, construction of a dedicated back-of-house waste and recycling room, and a shift toward green procurement (e.g., replacing single-serve items with bulk condiments and compostable packaging).

Further, the facility established specialized collection for product stewardship materials, including electronics, batteries, Styrofoam, and gymnastics foam pit materials. New initiatives were supported by an educational campaign directed towards the staff and the public (e.g., through workshops, implementation of new signage, and a resource guide outlining program details)[36].

4.2.7.2 Public Space

Langley developed a Public Spaces Waste Management Program, which implements multi-stream waste receptacles in select parks, trails, and other public areas to support waste diversion. A 2017 pilot project of multi-stream waste containers demonstrated that sorting accuracy was acceptable in public spaces, and staff and the public

[35] https://www.edmonton.ca/programs_services/garbage_waste/public-space-waste-container-placement-criteria
[36] https://www.tol.ca/en/services/resources/sustainability/corporate-sustainability/LEC-Zero-Waste-Brochure.pdf

appreciated the opportunity to dispose of materials properly. The pilot was expanded in winter of 2018 to more public spaces across the Township.

A waste composition study also demonstrated that 61% of garbage in public space bins was dog waste. To divert more waste and reduce GHG emissions associated with pet waste decomposing in a landfill, the Township sought to develop a separate dog waste collection program. A separate container, for dog waste only, was established and placed next to the other waste containers. The dog waste containers have been installed at four off-leash dog parks and 18 locations along trails. The dog waste is collected by a hauler and de-bagged. The separated waste is hauled to a wastewater treatment plant for processing.

The public spaces waste streams for each location were selected based on the typical use of the public space:

- Three-stream dog waste, garbage and recycling placed along trails, streets and in dog parks;
- Three-stream garbage, compost and recycling bins placed in areas where food is being consumed, or where dogs are not allowed such as playing fields, spray parks, picnic shelters and near concession stands;
- Four-stream dog waste, garbage, compost and recycling will be installed in locations where all types of waste are likely to be generated.

4.2.8 Jurisdictional Summary

Common themes across the municipal practices in the key interest areas included:

- **KPIs and Data Metrics**
  - **Waste Audits are Essential:** Regular waste audits are fundamental for establishing baseline data, tracking progress, and identifying opportunities. Toronto conducts annual audits for large facilities, and Mississauga uses audits in both facilities and parks to measure performance;
  - **Beyond Diversion Rates:** Leading municipalities track a variety of metrics. Mississauga, for example, also measures the number of staff who receive waste training, and the total weight of specific materials collected (e.g., batteries), providing a more holistic view of program success; and

  - **Facility-Specific Targets:** Winnipeg's strategy of categorizing facilities (offices, parks, etc.) and setting tailored short and long-term goals for each is a smart practice for creating achievable, context-specific targets.
- **Reduction, Reuse, and Recycling Initiatives**
  - Successful initiatives are often targeted, engaging, and focused on reducing waste at the source.
  - **Targeting High-Volume Waste Streams:** A standout practice is the focus on diverting dog waste in public parks. Audits in Toronto and Langley identified dog waste as a major component of landfill-bound trash (up to 84% and 61%, respectively). In response, Toronto, Mississauga, and Langley all implemented successful, dedicated dog waste collection programs;
  - **Staff Engagement is Crucial:** Corporate programs thrive on employee participation. Best practices include creating volunteer "Green Leader" teams (Mississauga), identifying "office champions" (Winnipeg), and providing regular training and educational materials (Markham, Mississauga);
  - **Source Reduction Focus:** The most effective strategy is to prevent waste from being created in the first place. Burlington's "Thirsty? Try the Tap" campaign, which phased out bottled water sales and installed water bottle filling stations, is a prime example of a successful source reduction initiative; and
  - **Pilot Programs:** Testing new ideas on a small scale is a low-risk, high-reward strategy. Mississauga and Langley's successful dog waste programs began as pilots, and Markham uses pilots to test various public space initiatives like cigarette butt containers.
- **Policies**
  - Effective waste management is underpinned by formal, high-level strategies and policies that provide a clear mandate for action;
  - **Specific Strategies/Policies:** Jurisdictions with strong programs have strategies that are specific to corporate and public space waste, whether they have a specific strategy, such as Burlington's Zero Waste Policy, or whether targets and programs are outlined as part of larger strategies,

such as Toronto's TransformTO Net Zero Strategy or Edmonton's 25-Year Waste Strategy;

- **Phased Implementation:** For large-scale changes, a phased approach is practical. Winnipeg's strategy recommended focusing on internal programs (offices, operations yards) first before tackling the more challenging public space waste stream;
- **Policy Updates:** Policies should be reviewed and updated on a defined schedule to integrate regulatory or market changes, evolving practices, and technology developments. Burlington updated its Zero Waste Policy in 2024 to be more comprehensive, and a 2025 review in Winnipeg recommended updating its 2014 strategy, demonstrating the need for periodic review and modernization; and
- **Supporting Documents:** Other important documents, including contracts, standard operating procedures, staff training resources, work instructions, etc. should support the policy.

- **Infrastructure and Technology**
  - The physical infrastructure for waste sorting is a critical component of a successful program. Consistency and clarity are the most important principles;
  - **Standardized Bins and Signage**: Edmonton exemplifies this best practice with its consistent three-stream sorting stations (organics, recycling, garbage) across all 240 city facilities and public spaces. The stations use consistent colors, icons, and labels. Mississauga also saw a 9% improvement in diversion after standardizing its bins and signage;
  - **Waste Bin Placement:** Bin placement should be intentional. Langley's program is a model for this, using three-stream or four-stream receptacles depending on the location's typical use (e.g., adding a dog waste stream along trails and a compost stream near picnic areas); and
  - **Centralized Stations in Offices**: A simple but highly effective change in corporate environments is removing individual desk-side garbage bins and replacing them with centralized, multi-stream sorting stations. This tactic forced users to sort their waste and resulted in a 50% reduction in daily garbage output at Burlington's City Hall.

5.0 Needs Assessment

This section defines the current and future waste management requirements considered in the development of the Strategy. It builds on past successes and identifies key gaps and emerging opportunities. The analysis includes an assessment of the current state, alignment with the Town's goals, information gathered from public and staff surveys and staff interviews, and findings from the jurisdictional scan to inform the Town's CWMS.

The Town is committed to a sustainable future, with overarching goals to reduce its environmental impact, minimize waste generation, increase resource efficiency and demonstrate corporate social responsibility.

The Town has identified several key operational objectives, with a primary goal to streamline and standardize the waste reduction process across all corporate locations and improve overall efficiency and effectiveness. Success also hinges on ensuring all employees are well-informed and actively engaged through a comprehensive communication and training plan.

5.1 Facilities

Gaps and opportunities identified for waste management in corporate facilities are outlined below. This includes both public-facing facilities such as recreation centres, and facilities which are primarily workplaces for Town staff such as the Whitby Municipal Building.

5.1.1 Gaps

An analysis of the Town's corporate facilities indicates that the primary gap is the absence of a formalized, overarching waste management framework, resulting in inconsistent practices across locations. This can lead to confusion about how to use the waste management system and skepticism about waste reduction and diversion.

Specific gaps identified included:

- **Inconsistent Processes:** Waste receptacles and collection practices vary across facilities, which can lead to confusion about what is the preferred practice;

- **Lack of Transparency:** A lack of clear communication about the Town's waste diversion processes and successes can reduce buy-in from the public and employees;
- **Low Program Adherence:** In some facilities, it was noted that despite the availability of multi-stream bins, observations by facility staff indicate that there is low adherence to correct sorting protocols among facility users;
- **Wasteful Purchasing:** Procurement practices are not always aligned with waste reduction goals, evidenced by the continued bulk purchasing of single-use items like bottled water for staff events, and lack of policies related to printing paper; and
- **Hard-to-Recycle Items:** There is a lack of clear and convenient processes for managing challenging but common workplace items such as books.

5.1.2 Opportunities

Significant opportunities exist to advance the Town's corporate waste management practices by developing a standardized, efficient and transparent system, and improving user education. Development of this CWMS presents an opportunity to better define a clear and transparent waste management system.

Key opportunities for improving corporate facility waste management include:

- **Defining Waste Receptacle Design:** Creating a clear and consistent sorting system across all corporate facilities will simplify processes for employees and the public using these systems;
- **Implement Policy Changes:** Develop clear policies to reduce consumption, such as a formal printing policy and new guidelines that discourage single-use items (e.g., coffee pods, coffee cups, bottled water, disposable dishware) in favour of reusable or bulk alternatives;
- **Promoting the Program and Engaging Facility Users:** Implementing outreach to educate and inform the public and staff about the CWMS, its implementation and waste management successes help to add transparency and build engagement with waste management practices; and
- **Educate Facility Users:** Clear signage to indicate which items go where and communicate that placing the wrong item in the wrong bin causes contamination

which can mean that a bin of recycling or compost is not diverted after all due to rejection of the load at their processing facilities because of high contamination. Unfortunately, contamination is very high in public space outdoor bins.

5.2 Public Spaces

Gaps and opportunities identified for waste management in public spaces are outlined below. This includes public waste management collection in local parks, trails and outside of Town-owned and operated facilities.

5.2.1 Gaps

An assessment of the Town's public space waste management practices reveals interconnected gaps spanning infrastructure, public awareness/understanding and communication. Specific gaps identified included:

- **Quantity of Bins:** High-traffic areas should be evaluated to determine whether the number or size of receptacles is sufficient to prevent overflow;
- **Lack of Diversion Opportunities:** There are no dedicated receptacles for organic waste in public spaces. Only some public spaces have recycling receptacles. In areas where there is only a garbage receptacle, the public does not have the opportunity to divert waste; and
- **Trust and Transparency:** Widespread skepticism that sorted materials are actually processed separately, feeding a perception that sorting is pointless.

5.2.2 Opportunities

There are opportunities to enhance public space waste management by reviewing bin placement and establishing consistent standards to ensure receptacles are located where they are most effective. There is also an opportunity to respond to public demand for more sorting options by piloting recycling and organics collection in select public spaces. In addition, targeted public education initiatives such as campaigns modeled after Markham's 'Take Your Recycling Home' program can help reduce the disposal of recyclable materials in garbage bins.

6.0 Development of Recommendations

This section outlines the waste management recommendations identified through a comprehensive review of the Current State, along with the gaps, challenges, and opportunities highlighted by the Town and identified through public and staff consultations. It also considered the practices of other Ontario municipalities, as well as three additional Canadian examples from outside the province. Each potential recommendation was identified for its ability to address identified gaps and advance the Town's corporate waste management goals.

This section includes, for both facilities and public spaces, the following:

- Goals: Waste Reduction Targets and Metrics
- Recommendations and Approaches; and
- Evaluations.

6.1 Goals: Waste Reduction Targets and Metrics

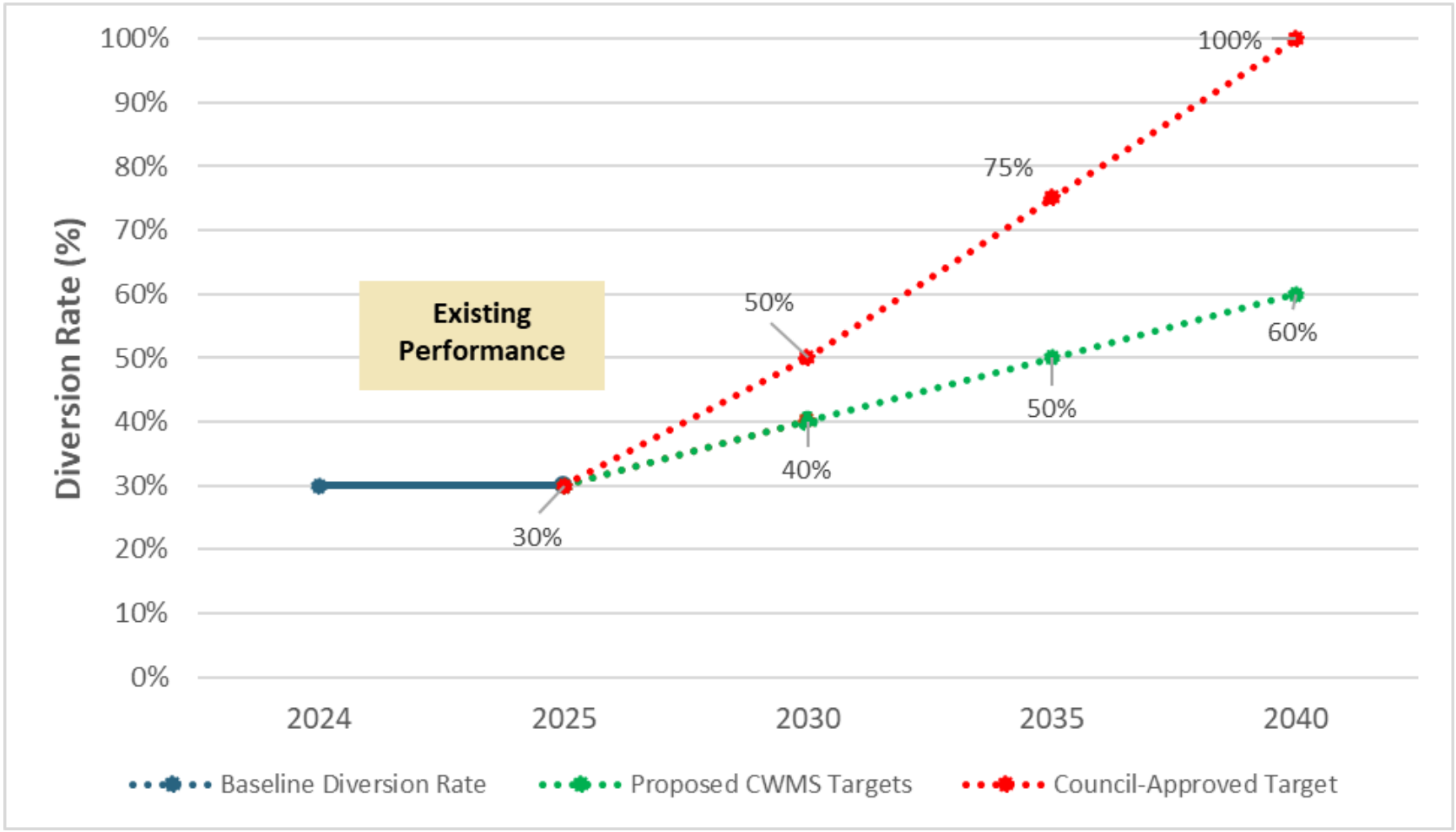
In September 2022, the Town's Council adopted 'Zero Waste by 2040' as a guiding principle to drive the shift towards implementing waste reduction and diversion initiatives to eliminate waste at the source and maximize material recovery. As mentioned in **Section 2.2.2**, the Town's ambitious goal of "Zero Waste by 2040" is understood as a guiding principle, which prioritizes waste reduction, reuse, and diversion, rather than as a metric of 100% waste elimination. An absolute 100% diversion rate is currently technically and economically unfeasible, as it implies the total elimination of all garbage, which is not achievable, as a residual stream of garbage will remain a physical necessity. Furthermore, the total elimination of garbage assumes perfect human behavior across all corporate facilities and public spaces.

To bridge the gap between vision and execution, the Strategy defines realistic and incremental diversion targets that align with best practices from leading jurisdictions. While the 2040 vision remains the long-term objective, the Town will measure success through attainable milestones that reflect Whitby's current baseline and infrastructure capacity. Targeting a 60% diversion rate by 2040 allows the Town to maintain public credibility and avoid the stagnation that comes from unattainable goals.

It is recommended that the Town target a diversion rate of 60% diversion in corporate facilities by 2040. It is noted that this target diversion rate is slightly lower than the range observed in best practice research (i.e., range of approximately 65-85%). Many of the municipalities reviewed in the jurisdictional scan have had corporate waste management strategies in place for several years (e.g., Winnipeg has had a corporate waste management strategy since 2014), have greater staffing capacity, and are able to track metrics annually (e.g., Mississauga completes 100 waste audits annually). The 60% waste diversion target was developed in consideration with the Town's existing baseline diversion rate, as well as potential staffing and budgetary constraints.

Figure 6-1 illustrates a projection of the "Zero Waste" target, compared to the more realistic proposed facility waste diversion goals, which take into account the Town's current and anticipated future budget pressures, as well as the provincial waste regulatory framework. With current diversion at 30%, achieving zero waste by 2040 would require annual increases of roughly 5%, whereas reaching 60% diversion would require about 2% growth per year.

Figure 6-1: Proposed Facility Waste Diversion Goals



It is noted that multiple factors contribute to the success of waste management programs and initiatives. These include user participation and outreach efforts which can impact the diversion potential of the program and initiatives. Raising the diversion rate by even a few percentage points is difficult and depends on impactful programs like recycling and organics collection. These are established in corporate facilities but not yet across public spaces. Additional gains will require greater participation in existing programs, since targeting smaller material streams is costlier and delivers only marginal diversion benefits.

Public spaces offer some diversion opportunities through the Downtown streetside containers; however, the parks currently have no waste diversion options. Recent 2025 amendments to the Ontario Blue Box EPR regulation removed the requirement to expand blue box recycling collection in public spaces. If the Town implemented recycling in public spaces, the collected materials would need to be managed and financed by the Town. The Town should continue to monitor provincial regulations with respect to this sector and consider implementation of initiatives to reduce disposal of recyclable materials in public spaces (e.g., Markham's 'Take Your Recycling Home' campaign).

Developing meaningful performance metrics for public spaces is challenging when diversion options are limited. Without recycling or organics capture in parks, all material collected is currently disposed, making traditional metrics and indicators, such as a diversion rate or capture rate irrelevant for this sector.

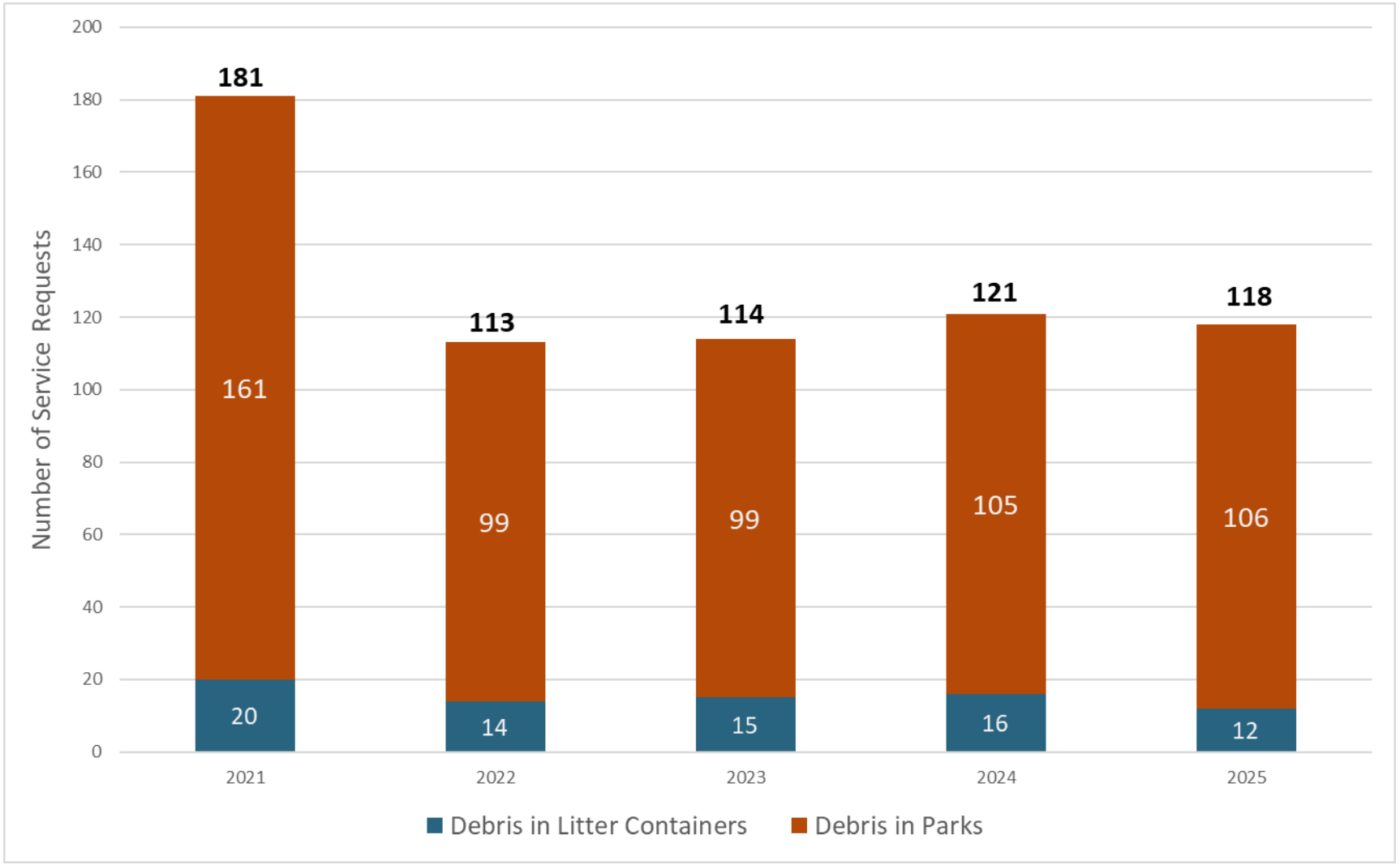
In these instances, metrics often rely on operational measures such as the number of service requests or complaints received, and the amount of staff time required to address public space waste management issues, such as overflowing bins. While these indicators still provide value, they offer a narrower view of system performance and do not fully reflect the opportunities that would exist in a more robust diversion environment with recycling. As diversion infrastructure and best practices in public spaces expands over time, the Town may be able to incorporate more comprehensive and outcome-based metrics with respect to a diversion rate performance, but not at this time.

Figure 6-2 illustrates the annual number of parks service requests related to debris in litter containers and in parks from 2021 to 2025.

Service requests may be related to overflowing bins, illegal dumping at or in outdoor bins, requests for new or additional bins, requests to have bins moved, missing bins, bin maintenance, animals scavenging in bins, and dropped items in bins.

Based on **Figure 6-2**, after 2021, the total number of annual service requests has remained relatively consistent from 2022 to 2025 (ranging from 130 to 153). It shows that 'Debris in Parks' is the most frequent service request that staff consistently attend to. Based on a review of the annual data, "Debris in Parks" assumed to relate to overflowing receptacles or littering and illegal dumping in parks (e.g., pet waste, broken glass, etc.). It is noted that the data illustrated in **Figure 6-2** may include some variances, such as repeat calls from individual residents or multiple reports regarding the same issue.

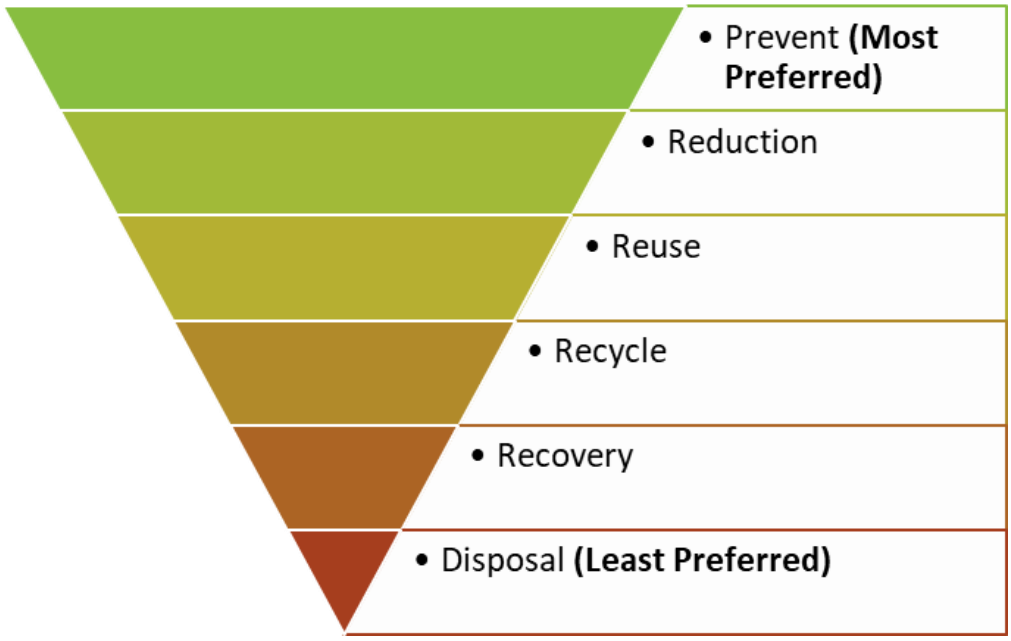
Figure 6-2: Annual Number of Parks Service Requests (2021 to 2025)



6.2 Recommendations

A long list of recommendations was developed to address the gaps and needs of the Town's waste management system. The recommendations were categorized based on the waste reduction hierarchy[37], shown in **Figure 6-3**, which prioritizes waste prevention and reduction to maximize the recovery of waste materials and support a circular economy framework.

Figure 6-3: Waste Reduction Hierarchy



The recommendations address multiple levels of the waste hierarchy to provide the Town with a realistic approach toward its long-term waste diversion target of 60%. By diversifying actions across the hierarchy, the Town can establish a functional foundation for sustainable waste diversion, engagement, and long-term operational success.

Appendix E illustrates recommendation categorization as well as the rationale considered for recommendation implementation. The following provides a high-level summary of the proposed recommendations.

[37] Government of Canada (n.d.). Reducing Municipal Solid Waste: The Waste Reduction Hierarchy – Rethinking to Recovery, https://www.canada.ca/en/environment-climate-change/services/managing-reducing-waste/municipal-solid/reducing.html

6.2.1 Procure and Implement Standardized Receptacles

Procure and implement standardized waste receptacles for all Town facilities. The receptacles should have consistent colour and signage, following the North American standard and practices for household waste in the Town using blue (recycling), green (organics), and black (garbage). Signage can be adapted for different applications to direct users to the appropriate bin; however, all signage should have a consistent look, design and format, and be consistent with diversion guidance provided for household waste in the Town. Information on standardized design and specifications is provided in **Section 6.4**.

6.2.2 Adopt Standardized Receptacle Placement Guidelines

Adopt standardized receptacle placement guidelines for Town facilities that specify where bins should be located to better support waste diversion. Examples include removing deskside garbage receptacles in office areas and implementing centralized sorting stations. **Appendix H** provides a toolkit to support staff with proper bin placement, along with a checklist to help assess bin condition, signage, contamination, and other considerations that can guide implementation of this action.

6.2.3 Pilot Pet Waste Collection at a Dog Park

Select a location with significant pet waste generation (i.e., an off-leash dog parks) to pilot a pet waste collection program. This can be implemented by the Town or by engaging with a private company to procure receptacles and collect the source separated pet waste for organics processing.

6.2.4 Review Corporate Procurement Policy

Conduct a review of the Corporate Procurement Policy to identify opportunities to be more specific with respect waste prevention, reuse, and diversion to support the Town's waste diversion goals. The Corporate Procurement Policy includes language about sustainability, but there may be opportunities to be more specific such as identifying internal reuse opportunities before making new purchases (i.e., requirements to seek reuse opportunities of corporate assets internally), durability or repairability requirements, and/or requiring recycled content or recyclability of materials.

6.2.5 Develop and Implement a Corporate Single Use Policy

Develop a Corporate Single-Use Policy that discourages the use and procurement of single-use items in the corporate setting in favour of reusable or bulk alternatives. The policy could support staff and Town purchasing policy decisions for internal use or events to reduce the purchase of single-use items such as bottled water, single-use coffee pods, plastic cutlery, paper plates, disposable hand towels (paper towels) in washrooms, removal of vending machines with single-use plastics, etc. The policy could define processes to support staff in the procurement of reusable items to facilitate facility purchasing changes (e.g., placement of smaller waste bins in bathrooms when disposable towels are removed, etc.).

6.2.6 Implement a Staff Engagement and Training Program

Develop staff engagement and training materials to inform staff about the CWMS and the Town's waste diversion goal of 60% diversion by 2040. Staff engagement strategies should leverage concepts from behavioural insights and community-based social marketing, which have been demonstrated to support sustainable behaviour change, including waste reduction and diversion.

Engagement and training initiatives may include staff training modules, internal promotion through newsletters, stickers, and posters, and positive recognition mechanisms—such as featuring facility-level improvements in internal communications (e.g., replacing single-use items like plastic cutlery and disposable plates with reusable alternatives). Additional activities can include contests, internal staff swaps of reusable goods, and tours of waste facilities to help staff better understand waste diversion processes and their importance. These engagement and education efforts should be ongoing to help foster a sustained culture of zero waste across the Town.

6.2.7 Implement Public Engagement and Education

Develop and deliver a public engagement and outreach campaign that includes sorting in public facing facilities. This could include the implementation of consistent signage on receptacles, program promotion, attendance at public events with a booth promoting waste diversion efforts, messaging on the Waste Buddy App, communication on social media, contests, media engagement, and other strategies. Public attendance at corporate facilities and associated activities should be leveraged to support engagement

and education that is relatable to the public (i.e., libraries host a 'Book Swap" or recreation facilities host a "Sports Equipment Swap").

Public engagement and education strategies should leverage concepts from behavioural insights and community-based social marketing.

6.2.8 Enhance Event Waste Management Guidelines

Enhance the existing waste management guidelines in the Special Event User Guide to be more specific with respect to waste diversion requirements. The guidelines could identify requirements for providing three-stream (recycling, organics, garbage) receptacles, with signage to guide event participants. It could also include guidelines about food service ware (e.g., reusable, compostable/recyclable). Identify opportunities to enhance the guideline to become a protocol or requirement. Develop a guideline or protocol for internal Town events that is consistent with the requirements for third party events.

6.2.9 Conduct Regular Waste Audits

Conduct regular waste audits in Town facilities to gather information about common sorting issues to support targeted education and engagement initiatives and track progress on the Town's waste reduction and diversion initiatives. It is noted that annual waste audits are ideal for identifying issues and monitoring progress. However, waste audits can be conducted on a rotating basis at lower frequencies (i.e., every other year at select facilities, and the remaining facilities can be audited the following year) to reduce financial burden. The Town could also certify their own staff on waste auditing, or train staff on visual audit procedures (i.e., observation only with no physical sorting of waste) to conduct informal audits.

6.2.10 Pilot Diversion Opportunities in Parks

Review and assess the piloting of recycling and organic waste diversion opportunities in Town parks. This may include selecting standardized waste receptacles (e.g., in-ground bins compared with above-ground models), choosing appropriate types of receptacles based on specific park areas (such as organic waste bins near picnic sites), and determining whether collection should be conducted by the Town or a private contractor. In addition, implement targeted public education initiatives—such as

campaigns encouraging park users to take recyclable materials home when appropriate—to further decrease the disposal of recyclables in garbage bins and support overall waste diversion goals.

6.3 Recommendation Evaluations

The long list of recommendations was evaluated based on their anticipated impacts on waste diversion, GHG emissions reduction, and financial and staffing capacity. A detailed description of the evaluation is presented in in **Appendix E**. A high-level summary of the evaluation is presented in **Table 6-1**.

Following evaluation of all proposed recommendations against available financial and staff capacity, the recommendations to **Pilot Pet Waste Collection at a Dog Park** and **Pilot Diversion Opportunities in Parks** were not identified as priority recommendations for inclusion in the first iteration of this Strategy.

While both recommendations align with long-term waste diversion goals, their implementation would require new operational funding, ongoing maintenance resources, contamination monitoring, and program administration capacity that are not currently available. In particular, pet waste diversion programs involve complex processing requirements, limited end-market options, and higher contamination risks, which reduce near-term feasibility and cost-effectiveness. Similarly, introducing new diversion streams in parks would require significant public education, additional collection infrastructure, contamination management, and enforcement resources to achieve meaningful diversion outcomes.

At this time, the Strategy prioritizes recommendations that deliver higher diversion impact relative to cost and operational complexity. Deferring these pilots allows staff to focus on foundational waste reduction initiatives and compliance-related changes that are already underway.

Additionally, should EPR frameworks under Ontario's Blue Box Regulation (O. Reg. 391/21) be expanded in the future to include public spaces, producers may assume greater financial and operational responsibility for recycling infrastructure and collection in parks. This could significantly alter the cost-benefit analysis of public space diversion initiatives.

For these reasons, the recommendations to **Pilot Pet Waste Collection at a Dog Park** and **Pilot Diversion Opportunities in Parks** are proposed for reconsideration during the next Strategy review cycle in approximately five years. At that time, updated regulatory direction, funding mechanisms, market conditions, and municipal capacity can be reassessed to determine feasibility and strategic alignment.

Table 6-1: Recommendation Evaluation Summary

Recommendation	Category (Waste Hierarchy)	Waste Diversion Impact	Financial Impact	GHG Emissions Reduction	Priority Recommendations
Procure and Implement Standardized Receptacles	Recycle	Medium	High	Medium	Yes
Adopt Standardized Receptacle Placement Guidelines	Recycle	Medium	Low	Low	Yes
Pilot Pet Waste Collection at a Dog Park	Recycle	Medium	Low	Medium	No
Review Corporate Procurement Policy	Reduce	Low	Low	Low	Yes
Develop and Implement a Corporate Single-Use Policy	Prevent	Medium	Medium	Medium	Yes
Implement a Staff Engagement and Training Program	Recycle	Medium	Low	Medium	Yes
Implement Public Engagement and Education	Recycle	Medium	Low	Medium	Yes
Enhance Event Waste Management Guidelines	Recycle	Low	Low	Low	Yes
Conduct Regular Waste Audits	Recycle	Low	High	Low	Yes
Pilot Diversion Opportunities in Parks	Recycle	High	High	Medium	No

6.4 Receptacle Standardized Design and Specifications

This section outlines recommendations for waste receptacle selection and placement to encourage better waste separation by users and streamline maintenance for Town staff. These changes also align the Town with best practices from other municipalities.

Several sources of information were used to support the development of the standardized receptacle design and placement guidelines, including:

- GIS data for existing waste bin locations;
- Existing facility waste audit data;
- Waste collection data for facilities and park's locations, where available;
- Survey data from Town Waste staff and waste attendants; and
- Interviews conducted with Town of Whitby Parks and Facilities staff.

The recommendations for standardized waste receptacle design and placement were also informed by findings from the jurisdictional scan and industry best practices. Several jurisdictions reviewed have invested significant effort in waste receptacle selection and placement across facilities and public spaces, with insights from interviews with representatives from Pickering, Guelph, Peterborough, and Clarington informing the recommendations.

6.4.1 General Recommendations

This section outlines general standards that can be applied to both parks and facility waste receptacles. **Sections 6.4.2** and **6.4.3** outline details specific to facilities and parks, respectively.

6.4.1.1 Colour Coding Standard

To reduce user confusion, the Town could adhere to the following colour standards (**Table 6-2**) for all receptacles and primary signage. This aligns with common industry practice and the municipalities interviewed. Additionally, it is aligned with Durham Region's colour coding for household waste.

Table 6-2: Standardized Colour Coding for Waste Receptacles

Stream	Colour	Rationale
Recycling	Blue	Common across other jurisdictions scanned as well as the standard for most waste receptacle manufacturers investigated. Aligns with household waste receptacle colours.
Organics	Green	Common across other jurisdictions scanned as well as the standard for most waste receptacle manufacturers investigated. Aligns with household waste receptacle colours.
Garbage	Black	Using a neutral tone such as black, helps to distinguish garbage from diversion streams allowing lids to visually stand out. Common across other jurisdictions scanned as well as the standard for most waste receptacle manufacturers investigated.

6.4.1.2 Consistent Signage and Appearance

It is expected that parks and streetside receptacles will be different than receptacles within facilities due to need for differences in durability, function, and different sorting requirements. However, the signage and colours for all the receptacles, indoors and outdoors managed by the Town, should be consistent where possible.

Consistent signage should include clear visuals to communicate and educate which items should be placed in each receptacle whether in facilities or in parks. Sign designs should prioritize the use of images over text-based signs for more effective communication. Research indicates users spend less than three seconds at a bin; realistic photographs of specific common waste items (e.g., a coffee cup) reduce

confusion significantly better than generic recycling symbols. Additionally, the use of symbols supports increased accessibility across users with different language and literacy skills. Examples of this signage is included **Figure 6-4** and **Figure 6-5**.

Figure 6-4: Examples of Signage (City of Guelph)

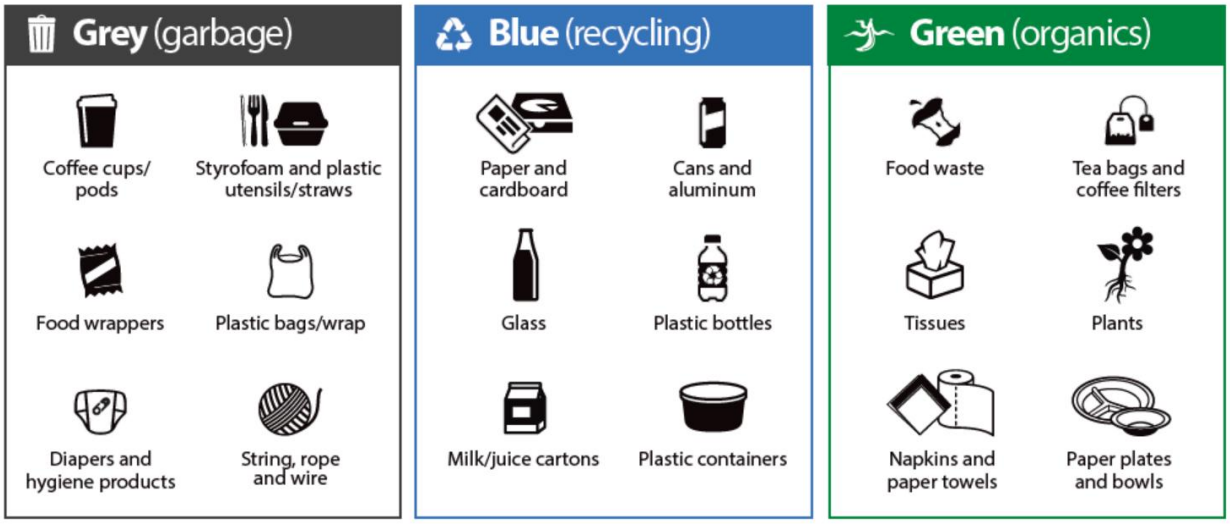


Figure 6-5: Example of Signage (Clarington)

Placement of the signage on receptacles should be carefully considered to be visible on the lid (for looking down) and the body or a backboard (for approaching users).

Additional signage can be employed as part of public/staff education and engagement programs to support increased diversion. It is recommended that behavioural strategies such as behavioural insights or community-based social marketing be employed to develop additional signage to support these efforts. An example is signage which communicates that contamination of receptacles with improperly sorted items may result in all the contents of the receptacle being sent to landfill due to contamination of the stream and/or the top three contaminants in diversion streams. This approach links the user's action with a consequence that is negative. Similar approaches have resulted in improvements in sorting behaviour.

An additional supplementary tool could be the deployment of receptacles that use artificial intelligence (AI) to scan and sort items. These receptacles may help reduce mis-sorting and increase diversion but the cost of these receptacles relative to regular, non-AI driven receptacles, is high. Saskatoon recently experienced public backlash for purchasing one of these AI driven receptacles and its efficacy at sorting was also questioned[38].

6.4.1.3 Receptacle Openings

Different sizes and shapes of receptacle openings can guide users to properly sort their waste and have demonstrated positive impacts on diversion. Note that for blue receptacles, there are two options available that should be used depending on the location of the unit. Some receptacle manufactures provide an option that integrates these two designs into one. The details for the openings are described in **Table 6-3**.

[38] https://ccgazette.ca/2025/10/29/saskatoon-taxpayers-stuck-with-26000-bill-for-ai-garbage-can/#:~:text=Using%20city%20and%20federal%20taxpayers,Sort%E2%80%9D%20in%20January%2C%202025

Table 6-3: Size and Shape Limiting Openings for Waste Receptacles

Stream	Colour	Opening Size	Rationale
Recycling	Blue	Round Hole (~10 to 13 centimetres [cm]) for bottles	Intuitively accepts beverage bottles and cans while rejecting pizza boxes or bulk trash.
Recycling	Blue	Narrow Horizontal Slot	Accepts paper and flattened cardboard; prevents the disposal of bottles or coffee cups and un-flattened cardboard that consumes a lot of volume.
Recycling	Blue	Narrow, horizontal slot with round hole in the center	Accepts paper and flattened cardboard as well as beverage bottles and cans.
Organics	Green	Small Square or Chute	Sized for food scraps and paper towels. Note that flaps or rosettes are generally discouraged as users are reluctant to touch dirty surfaces, which reduces participation.
Garbage	Black	Large Geometric Opening	Accommodates general refuse. In parks, openings should be restricted in size specifically to prevent the dumping of household construction debris and large garbage bags.

6.4.2 Receptacles in Facilities

It is recommended that the Town take a phased approach to replacing facility receptacles that considers the facilities of greatest need and prioritizes the order of importance. Phasing in implementation in facilities will spread out the capital investment and allow lessons learned from one facility to be applied to others. It can also help reduce storage space needed for a large number of waste receptacles prior to the point when they are deployed. The goal would be to place three different coloured receptacles, but to also engage with custodial staff and have them inform these decisions, adjust placement and identify which receptacles are needed.

Appendix F outlines a roadmap to complete the actions recommended around receptacle selection and placement. Additional recommendations for receptacles used in facilities are summarized in **Table 6-4**.

Table 6-4: Facility Receptacle Recommendations

Specification	Description	Rationale
System Type	Modular, Top-Load Plastic Station	Visually appealing, consistent, clearly labeled receptacles to facilitate ease of use by waste generators and custodial staff.
Material	High-density polyethylene (HDPE) or similar durable plastic.	Plastic is cost-effective, resistant to denting, and allows for easy cleaning. It avoids rust issues associated with indoor metal receptacles in wet areas like pool changerooms. A sturdier bin is also a more sustainable purchase, if it can be maintained and used long enough.
Modularity	The system must utilize a common base unit with interchangeable lids.	If a lid cracks or a waste stream changes (e.g., adding organics to a new area), the Town only replaces the lid, not the entire station. This reduces lifecycle inventory costs.
Capacity	23 to 25 gallons per stream. *Note that there will be exceptions to these volumes. Custodial staff should help inform final receptacle placement and selection. See **Appendix F**.	This size is standard for communal offices and corridors, balancing capacity with the ergonomic safety of custodial staff lifting liners. If larger bins are deemed necessary for some area, consider receptacles with serviceability from the front rather than the top.

Specification	Description	Rationale
Serviceability	Lids must be easily removable without keys to facilitate rapid liner changes by staff. Receptacles that are serviceable from the front, rather than the top, can provide better ergonomics associated with emptying waste.	Custodial staff are key managers of the system and confirming that receptacles are set up for efficient service is key to reduce staff operational challenges.
Collection Frequency	Waste collection frequency should be tailored to facility type, volume of facility traffic, peak usage periods.	Facility and custodial staff can inform on volumes of waste disposed due to familiarity with daily operations.

6.4.3 Standardized Waste Receptacle Placement Guidelines

Standardized placement of waste receptacles supports waste diversion and streamlines maintenance and custodial work. There are documented best practices for waste receptacle placement through research of human behaviour and waste diversion, as well as jurisdictional scans. General guidelines include:

1. **All Streams:** Best practice dictates grouping all relevant waste streams together (wherever they are applicable) to facilitate diversion. Standalone garbage bins should be avoided; instead, ensure that recycling and organics options are available alongside disposal points where appropriate [39];
2. **Centralized Sorting Stations:** Deskside garbage receptacles should be removed, and staff directed to centralized sorting stations in office environments, with all three streams together. Training should be paired with this change to educate staff on the reasons. For example, a study illustrating the impact of implementing centralized waste receptacles after removal of deskside bins was completed in 2024. The study involved the completion of a survey to assess perceived impact on diversion after removing deskside bins in universities and colleges and replacing them with centralized waste receptacles. Based on the results of the survey, the majority of schools observed an increase in diversion rate and reduction in contamination rates[40];
3. **Consistency:** Maintain a consistent order of streams (e.g., garbage on the far right, recycling next, then compost);
4. **Transition Points:** Place receptacles at key transition areas where people are likely to be holding waste, such as main entrances/exits, elevators, and waiting areas;
5. **High-Traffic Zones:** Prioritize placement in areas with heavy foot traffic or waste generation;
6. **Visibility:** Receptacles must be clearly visible and not be obstructed by pillars, vending machines, or doors. If a receptacle is hard to find, littering increases;

[39] Parks will be on a different schedule to achieve this than facilities. Facilities are expected to rapidly transition while parks will slowly transition according to data collected by staff.
[40] https://www.buschsystems.com/wp-content/uploads/2024/10/Centralized-Survey-Results_Main-Report.pdf

7. **Washrooms:** Consider removing paper towel waste receptacles if switching to hand dryers; otherwise, place an organics only receptacle near the exit clearly marked for paper towels;
8. **Ease of servicing:** Waste receptacles should be easily accessed for servicing by custodial staff. Receptacles that are overflowing will encourage people to improperly sort their waste and/or litter; receptacles should be emptied regularly to prevent this issue;
9. **Kitchens and Breakrooms:** These areas must have receptacles for organics for food waste, paired with recycling and garbage;
10. **Meeting Rooms:** Ensure centralized stations are available just outside or inside large meeting rooms to capture coffee cups and paper; and
11. **Parks:** Review and assess waste receptacle placement in Town parks and develop a standardized approach for determining appropriate locations and types of bins. Waste receptacles should be prioritized in gathering areas—such as near picnic tables, shelters, and high-use activity zones.

6.4.4 Implementation Considerations

Implementing a standardized waste receptacle system requires careful planning and strategic communication to support a smooth and successful transition. Gaining staff buy-in is essential, as their participation directly affects the system's operational efficiency and long-term sustainability. Therefore, the implementation strategy should clearly define the project's objectives, offer thorough staff training, and establish efficient custodial protocols to facilitate this organizational change effectively. Considerations as part of planning for the transition include:

- **Alignment and Training:** Information about the standardized receptacle design and placement guidelines should be communicated as part of staff training. For all staff, a high-level overview should be provided as part of the waste management training module to provide familiarity and facilitate staff knowledge on how to use the system. For custodial staff, additional training should be provided to promote the reinforcement of the standardized specifications for the waste system;

- **Communication:** Communication with staff about the standardized system supports buy-in and participation. Further details about communication to staff is outlined in the Communications Plan provided for this CWMS; and
- **Repurposing of Existing Receptacles:** Repurposing of the existing receptacles should be considered prior to procuring the standardized receptacles. Opportunities could include finding a new use within Town operations (i.e., storage containers), re-selling this on Gov-deals, allowing staff to take them home for their use, donating to institutions or other organizations (i.e., schools, non-profit organizations, etc.), or offering them to the public. Phased implementation of the standardized receptacles will reduce the quantity of existing receptacles to manage at one time and may facilitate more reuse opportunities.

6.4.5 Receptacle Recommendations

Consulting with Facility staff, particularly custodial staff about receptacle placement and style is recommended prior to making final selections. **Table 6-5** provides the three bin options that could meet the needs of the Town and the recommendations of this report for facility's waste receptacles.

During future site tours with custodial staff, identify ideal receptacle placement and discuss any risks of vandalism or rough use that may require heavy-duty receptacles, along with issues related to unpredictable waste volumes. For example, if bins are empty on some days and near overflowing on others, this may indicate the need for a more flexible receptacle design that can better accommodate variable waste quantities.

Table 6-5: Recommendations for Modular Three-Stream Receptacle

Receptacle	Description / Pros and Cons	Cost	Image
Busch Systems - Waste Watchers Series	• Modular bins with interchangeable lids; • Picking a standard base colour will allow bases to easily be swapped out or moved to other locations; • Inexpensive; • Less efficient use of floor space – each receptacle is a separate unit and must be grouped together; • Receptacles are all the same size – cannot increase size for receptacles that will get more use; and • Top removal of bags only – heavy bags may cause ergonomic issues for Custodial staff.	$160 – for one $480 – for three	
Waste Wise Products – TIM Line	• Single receptacle that can handle one, two, or three streams. Unit is adjusted based on the insertion of the top, colour coded, interchangeable dividers; • Bag liners are used, allowing the space on the inside to accommodate higher volumes disposed in one receptacle over the others; • Efficient use of floor space – no air gaps between receptacles of different streams; • Sturdy and hard to knock over;	Approximately $1,260.00	

Receptacle	Description / Pros and Cons	Cost	Image
	• Front service means bags can be unloaded from the front, avoiding lifting injuries for staff handling heavy bags; • Comes in different sizes and slim profiles to better fit in a diversity of spaces; and • Expensive.		
Waste Wise Products – Flex-E Line	• Single receptacle that can handle one, two, or three streams. Unit is adjusted based on the insertion of the top, colour coded, interchangeable dividers; • Bag liners are used, allowing the space on the inside to accommodate higher volumes disposed in one receptacle over the others; • Efficient use of floor space – no air gaps between receptacles of different streams; • Inexpensive; and • No slim design available – floor space may be an issue in some areas.	~$400/50 gallon receptacle	

7.0 Implementation

The ten recommendations identified in this CWMS are intended to guide the Town in working towards a diversion rate of 60% by 2040.

A phased implementation timeline is illustrated in **Table 7-1**. This phased timeline sequences the major initiatives, from bin standardization to policy development and continuous staff engagement. The plan categorizes the lifecycle of each initiative into distinct phases, requiring different levels of staff involvement:

- **Planning Period (PP):** This phase involves research, feasibility studies, policy drafting, procurement processes, and finalizing operational protocols. Input from Town staff (i.e., Sustainability, Waste, Finance, Procurement teams, and Town Council) will be required during this stage;
- **Implementation Period (IP):** The implementation phase is the active change period, where new infrastructure is installed, policies are launched, and training is delivered. Town staff may be required to participate in new training procedures or adapt to new standards and guidelines (e.g., using new bins, changing purchasing habits); and
- **Maintenance and Monitoring Period (M+M):** The long-term phase of continuous improvement. This requires sustained vigilance from staff to ensure protocols are followed and goals are met. Data from waste audits and engagement feedback can drive ongoing adjustments during this phase.

7.1 Timeline

The implementation timeline (**Table 7-1**) illustrates that Recommendation #1 to 3, and #5 and #6 would enter the planning period in 2026, for implementation initiating in 2026 to 2027. Recommendation #4 and #8 would enter the planning period in 2027. Recommendation #7 would enter planning and implementation in 2028. It is noted that most initiatives transition into the Maintenance and Monitoring phase by 2030.

Table 7-1: Implementation Timeline for Priority Recommendations

Legend:

PP: Planning Period | **PP+IP**: Planning & Implementation | **IP**: Implementation Period | **M+M**: Maintenance & Monitoring

Recommendation Name	Timeline				
	2026	2027	2028	2029	2030
R1: Procure and Implement Standardized Receptacles	PP + IP	PP+IP	IP	IP	IP
R2: Adopt Standardized Receptacle Placement Guidelines	PP+IP	IP	IP	M+M	M+M
R3: Review the Corporate Procurement Policy	PP + IP	M+M	M+M	M+M	M+M
R4: Develop and Implement a Corporate Single-Use Policy		PP + IP	IP	IP	M+M
R5: Implement a Staff Engagement and Training Program	PP	IP	IP	M+M	M+M
R6: Implement Enhanced Public Engagement and Education	PP	IP	IP	IP	M+M
R7: Enhance Event Waste Management Guidelines			PP + IP	IP	M+M
R8: Conduct Regular Waste Audits and Monitoring		PP + IP	IP	IP	M+M

7.2 Toolkit and Communication Plan

A toolkit and communication plan were developed to support the implementation of the priority recommendations.

The toolkit acts as a reporting and mitigation tool and is designed as a checklist for staff to identify potential waste management issues in Town facilities and initiate the corresponding series of actions to take for each potential issue.

The communication plan provides a high-level plan for communicating with staff and the public regarding the CWMS, its goals, and actions. It is focused on the first five years of the CWMS (2026 to 2030), and outlines the focus, key messages, and communication tactics to support implementation of the CWMS.

The toolkit and communication plan are attached in **Appendix H**.

8.0 Conclusion

The CWMS serves as an operational blueprint for the Town of Whitby to transition from its current waste practices toward a sustainable, circular economy model. By focusing on municipal facilities and public spaces, this Strategy supports the Town's Zero Carbon Whitby framework and the Council-adopted guiding principle of achieving zero waste by 2040. While the total elimination of waste is a visionary ideal goal, this report establishes a practical, metric-driven target of achieving a 60% diversion rate by 2040.

Based on findings from waste audits, staff and public consultations, and a jurisdictional scan—and with a current baseline diversion rate of approximately 30%—there is significant room for improvement to achieve the Town's 60% diversion target. The development of the Strategy highlighted specific strengths, gaps, and opportunities that shaped its recommendations:

- **Gaps and Challenges:** A key barrier to higher diversion is a lack of standardization and infrastructure. Facilities currently have inconsistent bin types and, in some cases, unclear signage, leading to high contamination rates where recyclables and organics are lost to the garbage stream. In public spaces, specifically parks, the absence of diversion options means 100% of material is currently disposed of as garbage, compounded by issues of illegal dumping and high volumes of pet waste;
- **Strengths:** Despite these challenges, there is a baseline foundation to build upon. Staff and residents have expressed a willingness to participate in diversion programs if the systems are clear and accessible. Operational successes, such as the transition to in-ground waste containers in parks, have already reduced illegal dumping instances; and
- **Opportunities:** The most immediate opportunities lie in standardizing waste bins to reduce user confusion and implementing source reduction policies. There is also a distinct opportunity to tackle the largest single waste stream in parks by piloting a dedicated pet waste diversion program.

The jurisdictional scan revealed that successful corporate waste programs rely on establishing clear, ambitious diversion targets supported by regular waste audits to

measure progress and identify opportunities for improvement. Best practices emphasize the standardization of physical infrastructure, where consistent bin colours, visual-heavy signage, and the use of centralized sorting stations, rather than deskside receptacles, are proven to reduce contamination and confusion. Additionally, leading municipalities prioritize staff engagement and address high-volume waste streams in public spaces by implementing specific diversion programs, such as those for pet waste in parks.

To bridge the gap between the current state and the 2040 target, the following priority recommendations structured around the waste reduction hierarchy have been proposed:

- Recommendation #1: Procure and Implement Standardized Receptacles;
- Recommendation #2: Adopt Standardized Receptacle Placement Guidelines;
- Recommendation #3: Review the Corporate Procurement Policy;
- Recommendation #4: Develop and Implement a Corporate Single-Use Policy;
- Recommendation #5: Implement a Staff Engagement Waste Training Program;
- Recommendation #6: Implement Enhanced Public Engagement and Education;
- Recommendation #7: Enhance Event Waste Management Guidelines; and
- Recommendation #8: Conduct Regular Waste Audits and Monitoring.

The Strategy utilizes a prioritized implementation timeline to ensure financial responsibility and operational feasibility. Between 2026 and 2029, the immediate focus is on standardizing the waste diversion infrastructure, which includes the procurement of standardized receptacles (Recommendation #1), and the adoption of placement guidelines. Additionally, the Town will review its existing Corporate Procurement Policy (Recommendation #3) to identify opportunities to strengthen its focus on waste prevention, reuse, and recycling requirements. Concurrently, the Town will roll out staff training and public engagement programs (Recommendations #5 and #6) to support waste diversion and reduction. Following this foundation, from 2028 to 2029, the Town will layer in governance and measurement tools by implementing the Corporate Single-Use Policy (Recommendation #4) and Event Waste Management Guidelines (Recommendation #7), while initiating regular waste audits (Recommendation #8) to track progress.

By adhering to this strategic roadmap, monitoring key performance metrics, and regularly reviewing progress, the Town of Whitby will not only optimize its corporate

operations but also demonstrate the environmental leadership necessary to achieve a 60% diversion rate and a greener and sustainable future by 2040.

Appendix A

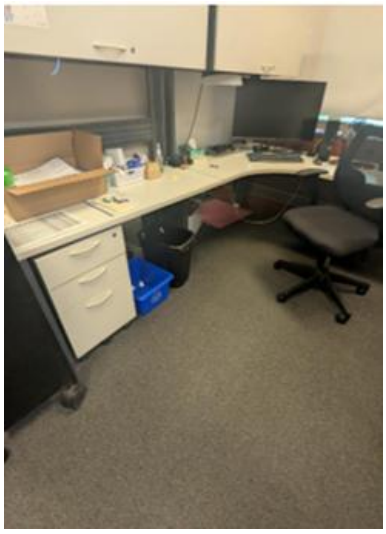
2023 Facility Waste Audit Data

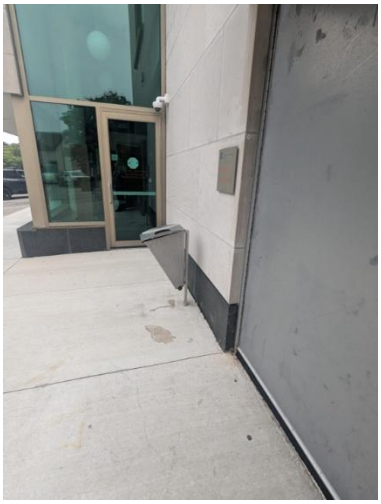
Table A-1: WRG 2023 Facilities Audit - Material Category and Types

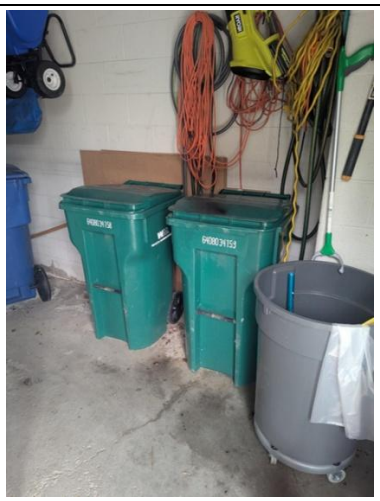
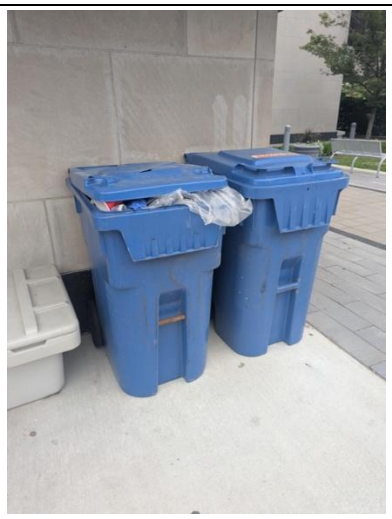
Material Category	Material Type
Blue Box Containers	Polyethylene Terephthalate (PET) #1
	HDPE Plastic Containers #2
	PP #5
	Polystyrene #6
	Glass
	Aluminum
	Steel Cans
	Gable Top Containers
	Aseptic Containers
Blue Box Fibres	Fine Paper
	Newspaper
	Boxboard
	Craft Paper
	Containerboard
	Cardboard
Green Bin Materials	Paper Towels
	Organics
Residual Garbage	Coffee Cups
	Cold Beverage Wax-Lined Paper Cups
	LDPE (#4) Plastic Films
	Styrofoam
	Plastic Strapping
	Personal Protective Equipment (PPE)
	Textiles
	Non-Recyclable

Appendix B

Facility and Public Space Bin Types

No.	Bin Type Name	Photo
1	4-feet tall round open top garbage bins	
2	Small 26-liter garbage and recycling open top bins	
3	Large closed top square recycling bin	

No.	Bin Type Name	Photo
4	Small compost bin	
5	Three-stream (garbage, recycling, organics) receptacle	
6	Outdoor steel garbage bin	

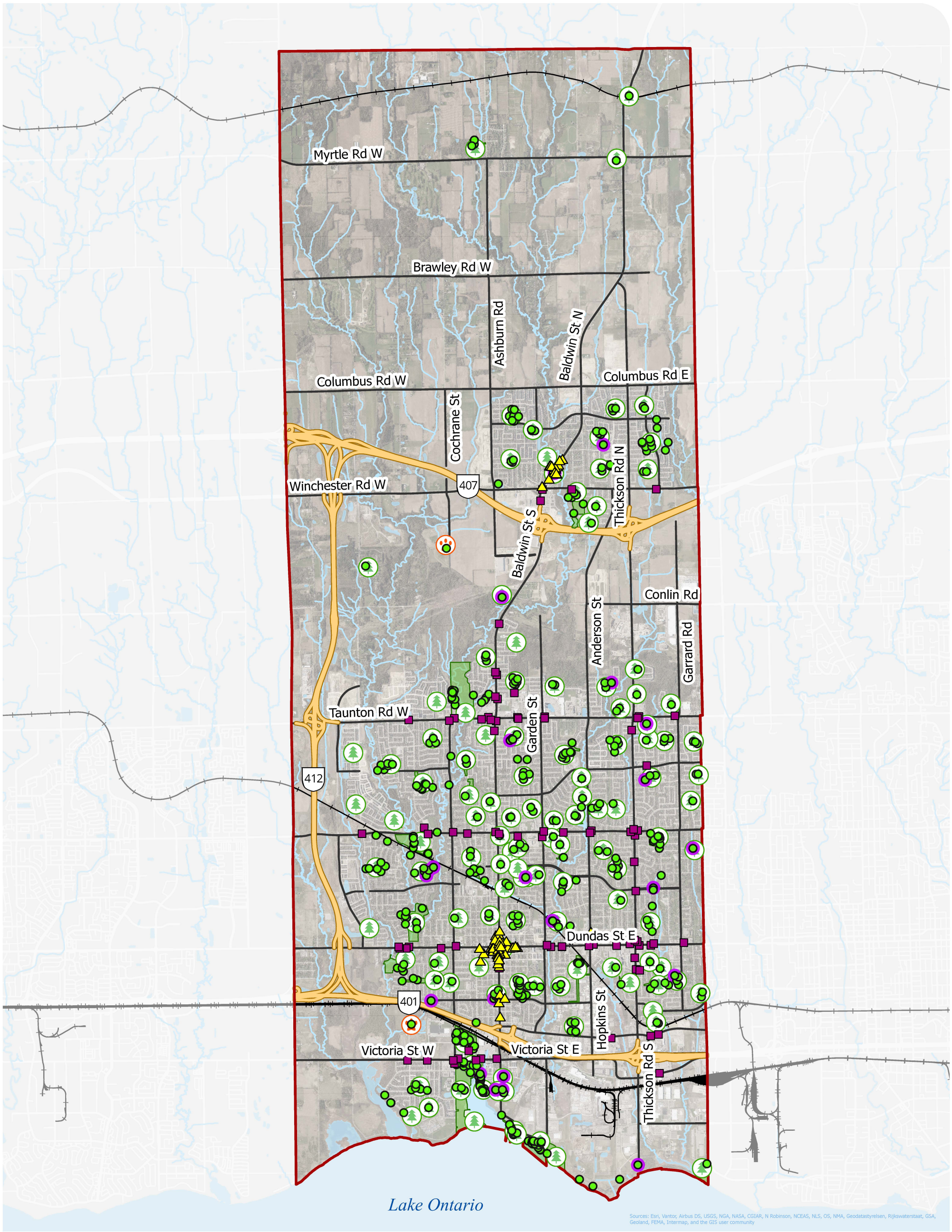
No.	Bin Type Name	Photo
7	Outdoor 4-yard front end loading bins	
8	Green organic waste cart	
9	Recycling cart	

No.	Bin Type Name	Photo
1	Square open top receptacle	
2	In-ground receptacle	

No.	Bin Type Name	Photo
1	Downtown Core Streetside Bins	
2	COA Streetside Bin - Example 1	
3	COA Streetside Bin - Example 2	
4	COA Streetside Bin - Example 3	
5	COA Streetside Bin - Example 4	

Appendix C

GIS Mapping of Receptacles



Town of Whitby

Corporate Waste Management Study

- Town Boundary
- Freeway
- Major Road
- Railway
- Water Feature
- Park*
- Offleash Park
- Waste Bin (Downtown)
- Waste Bin (Bus Stop)
- Waste Bin (Park)
- Waste Bin (Park, street adjacent)

*Dogs are permitted on-leash at all parks

Location of Parks and Public Space Bins

Figure C-1

DILLON CONSULTING

MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR, TOWN OF WHITBY

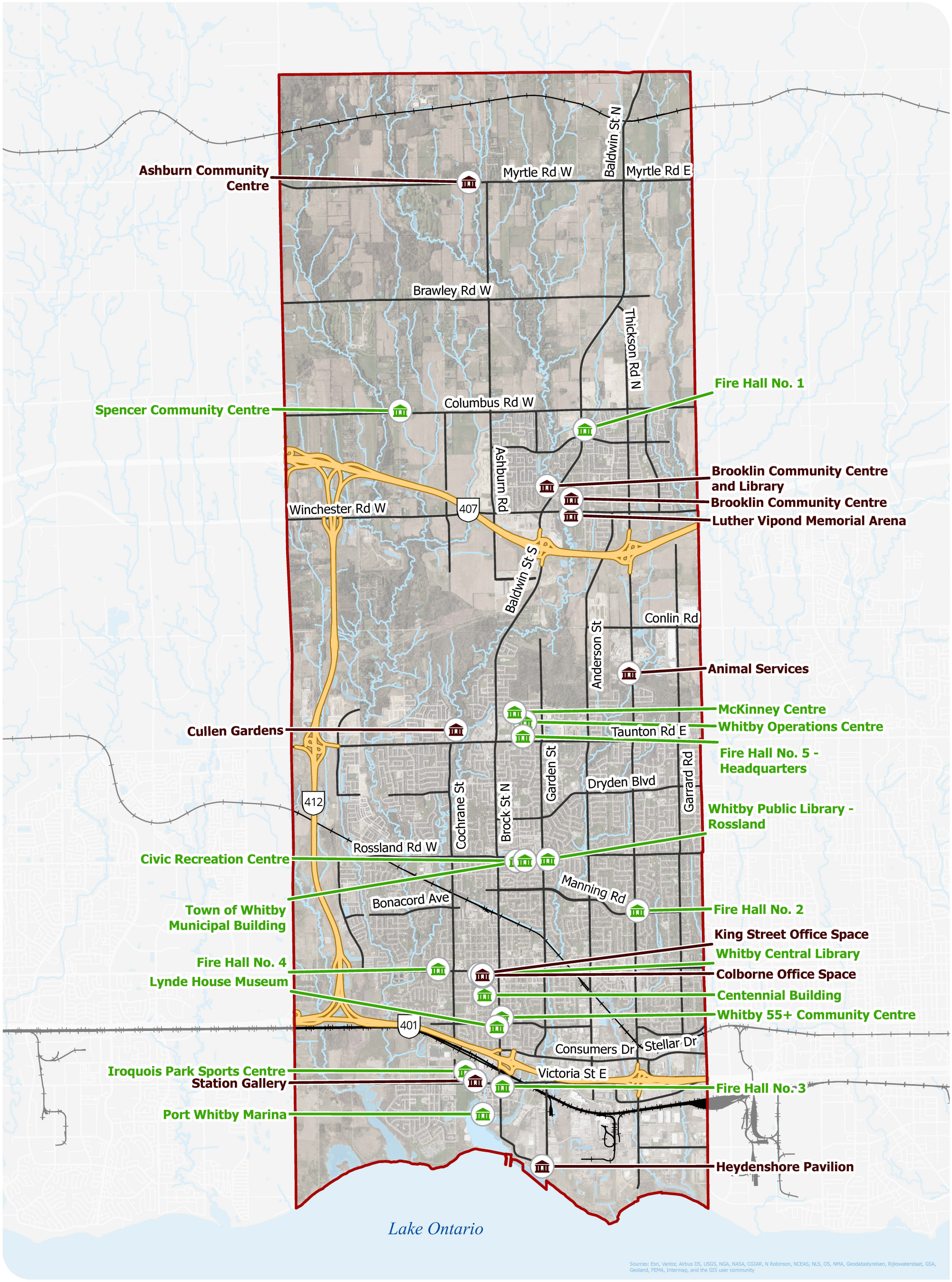
MAP CREATED BY: LK
MAP CHECKED BY: LA
MAP PROJECTION: NAD 1983 UTM Zone 17N

SCALE 1:65,000

0 0.5 1 2 km

PROJECT: 25-1638 STATUS: DRAFT DATE: 2026-01-08

FILE LOCATION: K:\2025\251638\Product\Client\Report_Figures\report_aprx\report_aprx.aprx\251638_Fig_C-1_Parks



Town of Whitby
Corporate Waste Management Study

Town Boundary
Freeway
Major Road
Railway
Water Feature

Facility by Presence of Source Seperation Bins
Waste, Recycling, and Compost Present
Waste and Recycling Present

Location of Town Facilities by Separation Stream
Figure C-2

DILLON CONSULTING

MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR, TOWN OF WHITBY

MAP CREATED BY: LK
MAP CHECKED BY: LA
MAP PROJECTION: NAD 1983 UTM Zone 17N

SCALE 1:65,000
0 0.5 1 2 km

PROJECT: 25-1638 STATUS: DRAFT DATE: 2026-01-08

FILE LOCATION: K:\2025\251638\Product\Client\Report_Figures\report_aprx\report_aprx.aprx\251638_Fig_C-2_Facilities_Separation

Appendix D

Online Survey Questions

Resident Survey Questions

1. Indicate how familiar you are with the following term: Waste reduction/prevention
    a. Very familiar
    b. Somewhat familiar
    c. Not very familiar
    d. I've never heard of it
2. Indicate how familiar you are with the following term: Waste diversion
    a. Very familiar
    b. Somewhat familiar
    c. Not very familiar
    d. I've never heard of it
3. Indicate how important the following is to you: Waste reduction/prevention
    a. Very important
    b. Somewhat important
    c. Not very important
4. Indicate how important the following is to you: Waste diversion (e.g., recycling and composting)
    a. Very important
    b. Somewhat important
    c. Not very important
5. What motivates you to reduce waste? (Select all that apply)
6. What motivates you to reduce waste? (Select all that apply) (Other (please specify))
7. What are some common ways you try to reduce waste in your daily life? (Select all that apply)
8. What are some common ways you try to reduce waste in your daily life? (Select all that apply) (Other (please specify))
9. How often do you try to reduce the amount of waste you create (e.g., by avoiding single-use products, choosing items with less packaging, or reusing materials)?

10. Which of the following would you support to help reduce your waste in a public space? (Select all that apply)
11. Which of the following would you support to help reduce your waste in a public space? (Select all that apply) (Other [please specify])
12. Do you recycle at home?
13. Why not?
14. In your opinion, how easy or difficult is it to reduce waste in your daily life?
15. When consuming beverages, do you use your own reusable bottle?
16. If recycling and composting is available at public facilities or events, do you take the time to sort your waste?
17. Why not?
18. Are you ever unsure what items should go in the recycling and compost versus the garbage?
19. Do you compost at home?
20. Why not?
21. If you are unsure, what stream (paper recycling, plastic recycling, compost or garbage) an item should go into what do you do?
22. Are the signs that are often on waste bins at Town of Whitby facilities helpful in showing which items go in recycling, compost, or garbage - especially for things you're unsure about?
23. If there are specific items that you are unsure where to put - recycling, compost, or garbage - please list them.
24. If only a garbage bin is available in a public space, do you take your recycling and/or compost home to divert it?
25. Why not?
26. What would help you divert more waste properly? (Select all that apply)

27. What would help you divert more waste properly? (Select all that apply) (Other [please specify])
28. Do you have any ideas to help the Town Re-Think our waste and do more to reduce and divert waste in Whitby?

Town Staff Survey Questions

1. How familiar are you with the terms "waste reduction/prevention and diversion"?
2. How important is waste reduction/prevention and diversion (e.g., recycling, composting) to you personally?
3. What motivates you to reduce waste? (Select all that apply) Since you selected ‘other', please specify what motivates you to reduce waste.
4. What are some common ways you try to reduce waste in your daily life? (Select all that apply) Since you selected 'other', please specify some of the common ways you try to reduce waste in your daily life.
5. When consuming beverages, do you use your own reusable bottle? 6. What Town Facility or Facilities do you work at?
6. Do you see opportunity for waste reduction in staff spaces (offices, lunchrooms and washrooms)? Since you selected 'yes', do you have any thoughts or suggestions for how we can reduce waste in staff spaces?
7. How often are you printing materials?
8. If you selected always, often, or sometimes, please list the items that you typically print (public notices, posters, etc..).
9. Which of the following items do you think would help residents reduce waste in Town Facilities? Since you selected 'other', please specify what you think would help residents reduce waste in Town Facilities.
10. If recycling and composting is available when you are at a Town Facility or a Staff/Town event, do you take the time to sort your waste? Since you selected 'no, never', why not?
11. Are you ever unsure what items should go in the recycling and compost versus the garbage? If you are unsure, what stream (paper recycling, plastic recycling, compost or garbage) an item should go into what do you do?

12. Are the signs that are often on waste bins at Town of Whitby facilities helpful in showing which items go in recycling, compost, or garbage - especially for things you're unsure about?
13. If applicable, please list items that you are often unsure of whether they should be recycled (paper and plastic), composted or thrown in the garbage.
14. If only a garbage bin is available, do you take your recycling and/or compost with you to divert it later. If no, why not?
15. Do you find Town of Whitby Facilities have enough waste bins? Since you selected 'no', what Town of Whitby facility or facilities do you feel could use more waste bins?
16. What would help you divert more waste properly? (Select all that apply) Since you selected 'other', please specify what would help you divert more waste properly.
17. What are your thoughts on central waste sorting area for staff, where they would bring all waste and separate it into the right bin?
18. Do the tasks you carry out at work generate any hard to recycle waste? Since you selected 'yes', please list the hard to recycle waste generated.
19. Do you have any additional suggestions or comments about how the Town can Rethink our waste and improve on reducing and diverting waste in Whitby?

Waste Attendant Staff Survey Questions

1. What Town Facility or Facilities do you work at?
2. Do see opportunity for waste reduction in public spaces? Since you selected 'yes', do you have any thoughts or suggestions for waste reduction in public spaces?
3. Do you see opportunity for waste reduction in staff spaces (offices, lunchrooms and washrooms)? Since you selected 'yes', do you have any thoughts or suggestions for waste reduction in staff spaces (offices, lunchrooms and washrooms)?
4. How often would you say you see “contamination” in the recycling or compost streams?
5. How often would you say you see “divertible” (i.e., recycling or compost) in the garbage?
6. What are the main waste items that you often see put in the wrong bin (e.g., coffee cups)?
7. What do you do with the materials when you see contamination? 8. Do you ever see waste left by public through out the facility? If you answered yes, are there any common locations that you see this happening most frequently? (List specific location)
8. Are there any bins that you find are always overflowing before they are scheduled to be emptied? If so, can you please provide the general location of the bins within the Facility?
9. Do you have any feedback on actions the Town can take to help public members sort their waste better?
10. Do you have any feedback on actions the Town can take to help Staff Members sort their waste better?
11. What are your thoughts on a central waste sorting area for staff, where they would bring all waste and separate it into the right bin?
12. Do you have any issues with the large multi sort waste bins when you empty them (e.g., are they ergonomical and easy to empty or have they ever broken)?

Appendix E

Recommendations Evaluation

Application	Recommendation	Description	Rationale for Recommendation	*Recommendation Category	Diversion Impact on Waste Diversion (low, medium, high)	Costs (High level estimated capital and operational cost - low, medium, high)	GHG (Impact on greenhouse gas reductions - low, medium, high)	Implementation Considerations (e.g. staffing requirements)	Move Forward as Priority Recommendation
Parks	Procure and Implement Standardized Receptacles	Procure and implement standardized waste receptacles for all Town facilities. The receptacles should have consistent colour and signage, following the North American standard and practices for household waste in the Town using blue (recycling), green (organics), and black (garbage). Signage can be adapted for different applications to direct users to the appropriate bin, however all signage could have a consistent look, design and format, and be consistent with diversion guidance provided for household waste in the Town.	Consistent receptacles and messaging is demonstrated to improve waste sorting, reduce confusion, and builds trust and transparency about waste practices. Consistency also simplifies the approach for staff managing waste infrastructure, collections, and outreach.	4.Recycle	This recommendation is anticipated to have a medium impact on diversion, as facilities already have diversion opportunities in place (i.e., receptacles and program). Implementation of standardized receptacles with clear consistent signage promotes awareness of proper waste sorting habits and can support the reduction of contamination in diversion streams.	This recommendation is anticipated to have high financial impacts due to the cost of purchasing new receptacles. However, this could be mitigated by phasing in new receptacles over time. It is estimated that purchase of receptacles, new signage, and the cost to retrofit the Town's existing collection trucks with a tipper may range from $148,000 to $366,000, based on the number of facilities and receptacle locations. Annual operating costs may range from $40,000 to $50,000 annually.	This recommendation is anticipated to have a medium impact on GHG emissions reduction. Standardized waste receptacles and signage have a demonstrated positive impact on waste diversion, thereby promoting the diversion of organic waste and reducing the quantity sent to the energy from waste (EFW) facility.	It is assumed that the Town would work with their procurement and financial departments to procure the receptacles.	Yes
Facilities	Adopt Standardized Receptacle Placement Guidelines	Adopt standardized receptacle placement guidelines which detail where receptacles should be placed in facilities, public spaces, and parks. Examples include removal of deskside garbage receptacles in office environments, implementation of centralized sorting stations and inclusion of organic waste collection in spaces where food is consumed (e.g., picnic areas).	Consistent and standardized receptacle placement has been demonstrated to improve waste diversion in institutions and in public spaces.	4.Recycle	This recommendation is anticipated to have a medium impact on diversion. Improved receptacle placement is demonstrated to improve diversion.	This recommendation is anticipated to have low financial impacts, as staff time will be required to review the receptacle placement guidelines and place the receptacles in facilities and public spaces.	This recommendation is anticipated to have a low impact on GHG emissions reduction. Proper placement of waste receptacles has been demonstrated to improve waste diversion. Improving organic waste diversion supports carbon capture from reuse of organics materials for soil and or anaerobic digestion for methane gas capture. However, it is noted that placement of receptacles must be paired with education.	This recommendation requires staff time to review and adopt placement guidelines for facilities and public spaces, as well as to provide guidance to staff responsible for these areas. It is anticipated that this work can be completed within the existing staff complement (i.e., 0.05 to 0.1 FTE). Once implemented, the guidelines would be incorporated into standard operating practices	Yes
Parks	Pilot Pet Waste Collection at a Dog Park	Select areas with significant pet waste generation (i.e., off-leash dog parks or similar) to pilot separate pet waste collection. This can be implemented by the Town or by engaging with a private company to procure receptacles and collect the source separated pet waste for organics processing.	This provides an opportunity to divert what can make up a significant amount of organic waste contamination in the garbage stream in some parks, and can be implemented more quickly than organic collection across all parks. In other jurisdictions, it has led to significant improvements in organic diversion. Town staff and the public identified this as an opportunity for additional waste diversion during Strategy consultation.	4.Recycle	This recommendation is anticipated to have a medium impact on diversion, as Parks staff have noted large quantities of pet waste in the garbage stream.	This recommendation of a pilot is anticipated to have a low financial impact, as it is intended that the program be piloted in a few parks, prior to full implementation. It is noted that the pet waste would need to be collected separately from garbage. The Town has an existing organic waste collection program, so pet waste may be able to be processed through the existing organic waste collection program. Discussions with the processor are necessary to confirm feasibility. Alternatively, the Town could contract the pet waste containers and collections to a private company. Further, the Town may also consider retaining a consultant to complete a waste composition study during the pilot program to assess program performance to determine feasibility of expanding the program. It is estimated that purchase of receptacles and signage and materials to pilot a pet waste program may range from $4,000 to $24,000, depending on type and number of receptacles purchased (simple bins to inground). Annual operating costs are estimated to be approximately $2,000 for that additional staff time to add the collection to the existing route for a pet pilot.	This recommendation is anticipated to have a medium impact on GHG emissions reduction, as the diversion of pet waste would result in a reduction of the quantity of organics sent to the EFW process. Organic waste diversion supports carbon capture from reuse of organics materials for soil and or anaerobic digestion for methane gas capture.	This recommendation is anticipated to require staff time to procure equipment and place bins in parks. This may also involve retaining a private contractor to collect and dispose of the waste, or amend the existing collection contracts to include collection from the pilot program. There would be staff time associated either with the receptacle procurement, placement, and collection, or the contracting of the service to a private company (i.e., 0.05 FTE). It is anticipated this could be completed with existing staff.	No. While the pilot program would have a low financial impact at this stage, fully implementing this initiative would require significant capital investment and additional staff resources. Therefore, it is recommended that this item be proposed for reconsideration during the next Strategy review cycle, anticipated to occur in approximately five years.
Facilities	Review Corporate Procurement Policy	Conduct a review of the Corporate Procurement Policy to identify opportunities to be more specific with respect waste prevention, reuse, and diversion to support the Town's waste diversion goals. The Corporate Procurement Policy includes language about sustainability, but there may be opportunities to be more specific such as identifying internal reuse opportunities before making new purchases (i.e. requirements to seek reuse opportunities of corporate assets internally), durability or repairability requirements, or requiring recycled content or recyclability of materials.	Making procurement choices that prevent, reduce, or reuse materials or prioritize waste prevention or diversion in services, avoids generation of waste. This is aligned with the Town's waste diversion goals, and the waste hierarchy.	2.Reduce	This recommendation is anticipated to have a low impact on diversion, as reviewing the policy would not have a direct impact on waste diversion. However, implementation of a robust Policy that prioritizes waste prevention, reuse and recycling could have a larger impact on waste diversion.	This recommendation is anticipated to have a low financial impact to the Town, as the review and amendments of the Policy would not have any capital or operating costs. As it is unknown what outcomes of a Policy update would involve, financial impacts of implementation of new Policy requirements can't be predicted at this time.	This recommendation is anticipated to have a low impact on GHG emissions reduction, as the recommended action is to review the Policy to determine opportunities to further prioritize waste prevention, reuse, and recycling. Updates to the policy could have larger impacts on GHG emissions reduction, however at this time the outcome of the policy review is not known at this time.	This recommendation requires staff time for review of the Corporate Procurement Policy, research on other municipal approaches, and consultation with other staff departments. It is assumed this could be carried out with the existing staff complement, estimated to take about 0.2 FTE for a 1-year period.	Yes
Facilities	Develop and Implement a Corporate Single-Use Policy	Develop a Corporate Single-Use Policy that discourages the use and procurement of single-use items in the corporate setting in favour of reusable or bulk alternatives. The policy could support staff and Town purchasing policy decisions for internal use or events to reduce the purchase of single-use items such as bottled water, single-use coffee pods, plastic cutlery, paper plates, disposable hand towels (paper towels) in washrooms, removal of vending machines with single-use plastics, etc. The policy could define processes to support staff in the procurement of reusable items to facilitate facility purchasing changes (e.g., placement of smaller waste bins in bathrooms when disposable towels are removed, etc.).	Single-use items are ubiquitous and often so common that they go unconsidered, but can make up a large portion of the non-divertible waste stream. Single-use item reduction is necessary for the Town to advance towards its waste diversion goals. The creation of a deliberate policy will formalize the consideration of single-use items, suggesting reusable items wherever possible. Waste audit data from 2023 illustrated large quantities of recyclable materials disposed in the garbage.	1.Prevent	This recommendation is anticipated to have a medium impact on waste diversion. By developing a corporate-wide Policy, waste reduction is addressed at the source and provides a unified structural approach that can immediately eliminate single-use items, such as paper towels, bottled water, coffee pods, plastic cutlery, lunch room waste, etc. The overall impact on diversion will depend upon the contents of the Policy, effective ongoing communication and reminders, and the oversight to confirm that it is communicated to and being followed by staff and management.	This recommendation is anticipated to have a medium financial impact to the Town. The development of the Policy itself is not anticipated to have financial impacts to the Town, as it requires only staff time to develop. However implementation of the Policy may identify require capital or operating funds to support the Policy (i.e., hand dryers or refillable water stations). These costs cannot be determined until the Policy is finalized and could be considered as part of Policy development.	This recommendation is anticipated to have a medium impact on GHG emissions reduction, as implementation of a robust policy that meaningfully reduces single-use items would reduce waste volumes sent to the EFW facility.	This recommendation requires staff time for research and development of a corporate Single-Use Policy, as well as Council approvals. It is assumed that this could be carried out with the existing staff complement, estimated to take about 0.2 FTE for a 1-year period for a staff member to develop with input from other staff and seek approval for implementation.	Yes
Parks and Facilities	Implement a Staff Engagement and Training Program	Develop staff engagement and training materials to inform staff about the Comprehensive Waste Management Strategy (CWMS) and the Town's waste diversion goals. Staff engagement strategies should leverage concepts from behavioural insights and community-based social marketing, which have been demonstrated to support sustainable behaviour change, including waste reduction and diversion. Engagement and training can include staff training modules, internal promotion of the program through newsletters or stickers and posters, positive recognition mechanisms (e.g., internal staff newsletter to regularly feature changes made at different facilities like switching from single-use items such as plastic disposable cutlery and plates to reuseable options), contests, internal staff swaps of goods and/or tours of waste sites or facilities to educate staff about waste diversion and its importance. Engagement and education should be ongoing to support creating a culture of zero waste within the Town.	Staff participation is necessary to achieve the Town's waste diversion goals. Waste audit data from 2023 illustrates the presence of recyclable or compostable material in the garbage stream. This recommendation educates staff on proper sorting practices to address confusion that currently exists. Engagement activities support the workplace culture shift and behaviour change necessary to achieve 60% diversion by 2040. Demonstrates internal commitment to staff that the Town is committed to achieving their waste and GHG goals.	4.Recycle	This recommendation is anticipated to have a medium impact on diversion. Many of the Town's facilities have opportunities for diversion already (i.e., recycling and organics programs). Staff and waste attendants have noted there is a lack of awareness of proper sorting practices. Implementing staff engagement and training can promote sustained behaviour change and waste reduction	This recommendation is anticipated to have a low financial impact to the Town. Staff training can build upon materials developed as part of the CWMS (i.e., toolkit and communication plan), and be incorporated as part of regular staff meetings, events, etc. Engagement and education activities can be supported by a small annual operating fund, if available (i.e. $2,000), such as to provide prizes for contests, materials to promote events, etc., but is not necessary to educate and engage staff.	The recommendation is anticipated to have a medium impact to GHG emissions reduction. Encouraging waste reduction and improving organic waste diversion has a direct impact on the organic waste sent to the EFW facility. Organic waste diversion supports carbon capture from reuse of organics materials for soil and or anaerobic digestion for methane gas capture.	This recommendation requires staff time to develop educational and engagement materials and communicate them across the Town. It is assumed that an additional 0.25 FTE or co-op student would be required to develop training materials, and engage staff through contests, challenges, regular communications. An existing staff member could oversee a co-op student to support these ongoing efforts. To make the necessary culture shift to support the Town's waste diversion goals, ongoing education and engagement is necessary, and therefore staff resources should be dedicated to implementing this recommendation for the duration of the CWMS.	Yes

Application	Recommendation	Description	Rationale for Recommendation	*Recommendation Category	Diversion Impact on Waste Diversion (low, medium, high)	Costs (High level estimated capital and operational cost - low, medium, high)	GHG (Impact on greenhouse gas reductions - low, medium, high)	Implementation Considerations (e.g. staffing requirements)	Move Forward as Priority Recommendation
Parks and Facilities	Implement Public Engagement and Education	Develop and deliver a public engagement and outreach campaign that includes sorting in public facing facilities. This could include the implementation of consistent signage on receptacles, program promotion, attendance at public events with a booth promoting waste diversion efforts, messaging on the Waste Buddy App, communication on social media, contests, media engagement, and other strategies. Public attendance at corporate facilities and associated activities should be leveraged to support engagement and education that is relatable to the public (i.e. libraries host a 'Book Swap" or recreation facility hosts a "Sports Equipment Swap"). Public engagement and education strategies should leverage concepts from behavioural insights and community-based social marketing.	Current waste diversion rates in public-facing facilities are low, despite sorting infrastructure in place to divert waste. Further, waste audit data from 2023 illustrates the presence of recyclable or compostable material in the garbage stream. This suggests that there may be confusion with respect to sorting requirements or a lack of engagement from the public. Public education and engagement initiatives can support the necessary behaviour changes to improve waste diversion in public-facing facilities and in public spaces. It also supports building trust with the public about waste management practices and demonstrates that the Town is also implementing the waste management practices at corporate facilities and in public spaces that residents are expected to carry out in their households.	4.Recycle	This recommendation is anticipated to have a medium impact on diversion. Attributing improvements in Promotion and Education (P&E) to diversion impact is difficult, as it relies on the strength of the P&E program, public behaviour and putting a comparison baseline in place to measure the P&E impact. However, it is noted that many of the Town's facilities have opportunities for diversion already (i.e., recycling and organics programs) and development of tailored, public-friendly educational materials and initiatives can help promote proper sorting practices and engage the public regarding the Town's waste diversion goals.	This recommendation is anticipated to have a low financial impact to the Town, as standardization of bins and signage are covered under recommendations 1 and 2. Engagement and education activities can be supported by a small annual operating fund, if available (i.e. $5,000), such as to develop materials, set up a booth or initiate events at Town facilities, etc., but is not necessary to educate and engage the public.	This recommendation is anticipated to have a medium impact on GHG emissions reduction. Attributing improvements in P&E to diversion impact is difficult, as it relies on the strength of the P&E program and resident behaviour. However, improving public awareness of proper sorting practices can support diversion of waste generated from concessions and events (particularly food waste). Organic waste diversion supports carbon capture from reuse of organics materials for soil and or anaerobic digestion for methane gas capture.	Staff time will be required to develop educational materials and support outreach and engagement initiatives. This may include hosting booths at local sports facilities or complexes to promote sustainable waste management habits. It is assumed that an additional 0.25 full time equivalent (FTE) or co-op student would be required to support this initiative. An existing staff member could oversee a co-op student to support these ongoing efforts. To make the necessary culture shift to support the Town's waste diversion goals, ongoing education and engagement is necessary, and therefore staff resources should be dedicated to implementing this recommendation for the duration of the CWMS.	Yes
Parks and Facilities	Enhance Event Waste Management Guidelines	Enhance the existing waste management guidelines in the Special Event User Guide to be more specific with respect to waste diversion requirements. The guidelines could identify requirements for providing three-stream (recycling, organics, garbage) receptacles, with signage to guide event participants. It could also include guidelines about food service ware (e.g., reusable, compostable/recyclable). Identify opportunities to enhance the guideline to become a protocol or requirement. Develop a guideline or protocol for internal Town events that is consistent with the requirements for third party events.	Based on the feedback from Facilities staff, the Town and some third-party events may voluntarily manage their own waste and report data, however staff have noted that there is still room for improvement, as diversion was relatively low and the diverted streams were highly contaminated. Additionally, internal events were identified as an opportunity to improve waste diversion. This recommendation addresses the current operational inconsistency and the opportunity for the Town to lead by example at its own events and set expectations.	4.Recycle	This recommendation is anticipated to have a low impact on diversion, as it involves only the development of a guideline. Implementing the guideline may have a medium impact on diversion, although it cannot be determined until the guideline is finalized, as it depends on the contents. Additionally, the implementation and accountability regarding utilization of the guideline will also be a factor in how it supports waste diversion. Establishing and adopting a standardized diversion protocol would facilitate diversion by reduction at the source (removal or reduction of single-use items) and providing opportunities to recycle and compost event waste.	This recommendation is anticipated to have low financial impact, as it requires only existing staff time to develop the guideline document. There are no capital or operating costs associated with the development of the guideline. Potential financial impacts from implementation once the guideline is developed should be scoped as an action item during its development to understand long term impact of the recommended policies.	This recommendation is anticipated to have a low impact on GHG emissions reduction, as it involves only development of the actual guideline document. However, GHG emissions reductions as a result of implementation of the guideline recommendations and policies over time, could have a medium impact on GHG emissions reduction. Implementing opportunities to divert organic waste generated at annual events could reduce the quantity of organic waste going to the EFW facility. However, this cannot be predicted at this time, as the guideline and it specific outcomes would be established during its development.	Staff time would be required to develop a standardized guideline. It is assumed that this could be carried out by the existing staff complement, estimated to use 0.1 FTE over a 1-year period to develop, seek input from other staff, finalize, and communicate. Should the Town wish to implement requirements for monitoring or follow up to confirm adherence to the protocols, additional staff time would be required.	Yes
Facilities	Conduct Regular Waste Audits	Conduct regular waste audits in Town facilities to gather information about common sorting issues to support targeted education and engagement initiatives and track progress on the Town's waste reduction and diversion initiatives. It is noted that annual waste audits are ideal for identifying issues and monitoring progress. However, waste audits can be conducted on a rotating basis at lower frequencies (i.e., every other year at select facilities, and the remaining facilities can be audited the following year) to reduce financial burden. The Town could also certify their own staff on waste auditing, or train staff on visual audit procedures to conduct informal audits.	Waste audits support data gathering to inform strategy work and define progress on waste diversion goals. This also supports identification of practices that are making an impact on waste diversion and helps to inform outreach and education program (i.e., what is commonly thrown away/missorted).	4.Recycle	This recommendation is anticipated to have a low impact on diversion. Although waste composition studies do not directly influence diversion rates, the results can be used to develop targeted educational and promotional materials to promote staff awareness.	This recommendation is anticipated to have a high financial impact to the Town, as it is assumed the Town would retain a consultant to complete the waste audit based on current staff resources and certifications. Alternatively, the Town may wish to certify their own staff in the future to complete waste audits internally to mitigate ongoing audit costs to support performance metrics and planning.	This recommendation is anticipated to have a low impact on GHG emissions reduction. Although waste composition studies do not directly influence GHG emissions, the results can be used to maximize and promote organic waste diversion.	It is assumed that the Town would retain a reliable quality consultant to conduct the waste composition audits. Alternatively, the Town may wish to certify their own staff to complete waste audits. Audits may be completed every other year over a two week period. It is assumed that staff time would be required to review and relay the results of the study to inform future waste reduction or diversion initiatives. Staff could also support informal visual inspections of waste to support information about sorting compliance and quality control or checks. This could be conducted based on staff capacity, or be conducted by a co-op student seasonally as an observer.	Yes
Parks	Pilot Diversion Opportunities in Parks	Develop and implement a pilot program to review and assess recycling and organic waste diversion opportunities in Town parks. The pilot may include evaluating standardized waste receptacle options (e.g., in-ground bins compared with other container types), selecting appropriate receptacle types based on specific park uses (such as placing organic waste bins near picnic areas), determining priority locations in which to launch the pilot, and assessing whether collection is best performed by Town staff or a private contractor.	Feedback from staff interviews indicated that park receptacles may overflow. Piloting the expansion of diversion programs will support the Town's goal of achieving 60% waste diversion by 2040, while also freeing up capacity in garbage containers.	4.Recycle	If the pilot of diversion in the selected parks is successful and expanded to all parks, this action is anticipated to have a high impact on diversion, as a recycling program would capture materials that are typically disposed of in the garbage stream.	If the pilot program is successful and expanded to all parks, this recommendation is anticipated to have a high financial impact, as the Town would need to procure standardized receptacles and collect and process recyclable materials separately. This may also include retaining a private contractor.	If the pilot program is successful and expanded to all parks, this recommendation is anticipated to have a medium impact on GHG emissions reduction. This supports methane reductions by diverting organics (e.g., food waste from large picnic areas) from the EFW facility. Organic waste diversion supports carbon capture from reuse of organics materials for soil and or anaerobic digestion for methane gas capture.	This recommendation will require additional staff time to select and procure standardized three-stream receptacles for parks, develop a Request for Proposal (RFP) for the pilot public-space recycling program, review submissions, award the contract, and obtain necessary approvals. It is assumed that these tasks can be completed using the existing staff complement. Additional staffing may be required during the summer months (peak periods) to assist with collection if the pilot program is expanded. It is estimated that an additional 0.5 FTE would be required.	No. While piloting diversion opportunities in select parks would support long-term waste reduction goals, fully implementing this initiative across the entire parks system would require substantial capital investment and additional seasonal staffing to manage increased collection and maintenance demands. The Town would need to procure standardized three-stream receptacles, develop and issue an RFP, evaluate vendor proposals, and potentially retain a private contractor for expanded servicing. Given these considerable financial and operational implications—particularly if the pilot were to scale to all parks—it is recommended that this initiative not be advanced as a priority action at this time. Instead, it should be revisited during a future Strategy review cycle once resource capacity and funding availability can be reassessed.

Appendix F

Receptacle Implementation Roadmap

Table F-1: Receptacle Implementation Roadmap

Step	Description	Rationale
1	Identify an Implementation Champion (IC), likely from the Sustainability Team, who will drive the implementation of the plan, work with the Waste Team and Custodial or Parks staff to identify bin locations, roll out training, and generally be the point person for any questions or issues. The IC should expect to spend approximately 20% of their time on this work.	For efficiency, it is recommended that one point person be responsible for the changes. Having a passionate staff member help drive the implementation of the plan should increase the success of the changes.
2	IC will organize site visits with lead Custodial staff personnel from each facility. IC will visit each facility with a floor plan and walk through the facility with Custodial staff to identify: • Where three colour receptacles should be placed; • Any areas where an exception should be made to the three-stream approach (e.g., washrooms may only need small waste receptacles); • Areas of heavy use or where bins are likely to experience damage; • Which facilities are in greatest need of receptacle change; and • Which facilities will need changes to their outdoor dumpsters to accommodate three streams and how the dumpsters will be placed.	Custodial staff buy-in is vital to successfully implementing the changes. Empowering Custodial staff to share their knowledge to inform bin placement and exceptions to the three-stream sorting standard will increase buy-in and the overall success of the program.

Step	Description	Rationale
	The IC should mark each floor plan with receptacle placement and colour coded stream. The IC will work with Parks Staff to review and assess waste receptacle placement in Town parks and develop a standardized approach for determining appropriate locations and types of bins. This review will consider both areas where additional bins may be needed due to consistent overflow, as well as locations where bins may be removed or relocated because they are being misused or attracting illegal dumping. Waste receptacles should be prioritized in gathering areas—such as near picnic tables, shelters, and high-use activity zones—to support proper disposal while minimizing opportunities for misuse.	
3	Review the budget for receptacle replacement and select (**Table 6-5**) based on budget and Custodial staff feedback (Step 2). Negotiate with the Town's hauler the cost to change dumpsters placed at facilities (or parks) to accommodate increased diversion.	This will guide decision making around the types of receptacles that are purchased.
4	IC should develop a phased approach to receptacle replacement based on information gathered from Custodial staff.	Based on the information collected from Custodial staff about facilities and park receptacles that are currently facing the most

Step	Description	Rationale
		problems, a phased approach to roll out should be developed. This will help the changes be less overwhelming to staff and allow adjustments based on lessons learned.
5	IC to develop simple training material on how staff should sort their own waste (e.g., lunchroom and desk-side items) in alignment with the Town's waste streams. The material can take the form of a short, recorded presentation or a one-page visual guide with examples of common items (e.g., coffee cups, food scraps, plastics) and where they go. Some municipalities have also produced short, low-cost videos using staff to model proper and improper sorting behaviors—this approach could be adapted here. A brief quiz should follow the training to help reinforce key points and support retention."	Ensuring existing and all new staff are given the same information will help make the changes implemented effective and lasting.

Appendix G

Phased Approach to Parks Diversion

1. **Phase 1**: Follow the roadmap presented in **Appendix F**, which describes the steps to implement changing facility and eventually, parks, receptacles;
2. **Phase 2:** Use the information from Phase 1 to estimate a cost for receptacle updates including new ones or signage as well as cameras to deter illegal dumping (Phase 4). Also determine budget required for additional recycling and organics dumpsters.
3. **Phase 3**: Update receptacles to follow the colour coding for receptacle lid colour and signage described in **Section 6.4.1.1** and **Section 6.4.1.2**. For existing garbage receptacles, this will involve adding signs to receptacles and replacing problematic receptacles (e.g., damaged, undersized, etc.) as illustrated in **Table 6-2**;
4. **Phase 4**: Install security cameras and notice signage in areas of high illegal dumping occurrences;

This phased approach may support the management and tracking of more complex elements of park waste management. Additional details on the types of receptacles selected for parks is provided in **Table G-1** below.

Table G-1: Parks Receptacle Recommendations

Table G-1 Note:

* Note that metal mesh receptacles in parks are discouraged due to:

- **Sanitation Hazards:** The perforated design allows liquids to leak onto pavements, creating permanent stains and spreading foul odors;
- **Pest Attraction:** The open mesh allows smells to escape and provides easy access for wasps, flies, and rodents;
- **Maintenance Difficulties:** The small holes trap grime that is hard to clean, and sharp edges frequently tear trash bags during removal;
- **Aesthetic Issues:** These receptacles force park visitors to view unsightly waste, making public spaces feel less clean and well-maintained;
- **Durability Concerns:** The high surface area of the perforations makes the metal more vulnerable to rust, corrosion, and structural denting; and
- **Wildlife Interference:** Unlike solid receptacles, mesh designs allow birds and raccoons to see and "pick" at the trash through the sides.

These receptacles also may inadvertently encourage illegal dumping due to:

- **Large Openings:** The wide, unrestricted tops make it physically easy to put large household trash bags into the receptacles, whereas specialized receptacles use small slots to prevent this.
- **Low Barrier to Entry:** These receptacles often lack locking lids or heavy covers, offering a "path of least resistance" for people looking to quickly drop off unauthorized waste.
- **Debris Accumulation:** Small scraps often fall through the mesh holes onto the ground, creating a littered environment that psychologically lowers the standard for others to add their own large bags.
- **Normalization of Misuse:** The utilitarian, "general-purpose" look of mesh receptacles can lead people to believe they are for all types of waste rather than strictly for small park litter.

Category	Description	Rationale
System Type A	Heavy-Gauge Metal Cabinet*	Material: Powder-coated steel or aluminum with rust-proof undercoating. Access: Side-opening doors are preferred. Top-loading receptacles are discouraged. Side door openings reduce the lift requirement for maintenance staff, as they can slide the bags out rather than lifting them straight up and over the edge of the receptacles. Additionally, side door openings prevent precipitation from entering the receptacle, which avoids creating a heavy waste slurry or freezing contents that cause expansion and unit damage. Finish: Surfaces must be non-porous to allow for the removal of graffiti via sanding or solvents.
System Type B	In-Ground Deep Collection Units	Rationale: The Town currently operates 107 in-ground units. Expanding this network is recommended to address the issue of overflowing open-top receptacles and illegal dumping of household waste. Capacity: Large volume capacity reduces collection frequency, offsetting the higher capital cost.

Appendix H

Communications Plan and Toolkit

CWMS Communications Plan (2026 to 2030)

Objective: To build internal awareness, foster a culture of sustainability among municipal staff, and transparently communicate the Town's commitment to waste reduction in corporate operations and public spaces.

This plan outlines three phases of communication for the initial five-year strategy period, aligned with the recommendations and the implementation plan. For each phase, the following is identified:

- **Focus:** The directional communication priority for the time period. For example, in the first phase (2026), the focus should be on informing and developing a foundation rather than generating reporting or gathering data.
- **Key Messages:** The core takeaway that you want the audience to remember. This should be the main focus of all communications.
- **Implementation of Recommendations:** Provides a summary of the implementation status of the recommendations based on the proposed implementation timeline. This provides context for what the implementation status of the various recommendations would be during this phase of communication.

Additionally, for each phase, communication actions are identified to support implementation of the CWMS including:

- **Action:** A communication action to support the implementation of the CWMS.
- **Target Audience:** Refers to the specific group of people the message is aimed at.
- **Channel:** The specific platform or methods used to deliver the message.

The communication actions for Phases 1 to 3 are outlined in **Table 1**, **Table 2** and **Table 3**, respectively.

1.1 Phase 1: Launch and Foundation (2026)

Focus: Build awareness of CWMS and gather initial momentum. The primary goal for 2026 is to inform staff and the public about the CWMS and the fact that it is an active corporate priority.

Key Message: Leading by example: the Town is transforming its own operations to increase waste diversion to work towards a zero-waste goal.

Link to Recommendations: The following recommendations will be in the Planning Period in this phase of communication:

- R1: Procure and Implement Standardized Receptacles;
- R2: Adopt Standardized Receptacle Placement Guidelines;
- R3: Review Corporate Procurement Policy;
- R5: Implement a Staff Engagement and Training Program; and
- R6: Implement Public Engagement and Education.

Table 1: Recommended Communication for Phase 1

Action	Target Audience	Channels/Method
Develop and deploy staff training module	Town staff	Develop brief (~15 min) presentation on CWMS, implementation plan and staff involvement. Require all staff to complete training (could be live presentation or recorded for staff to review at their convenience).
Regular communication with staff regarding CWMS goals and actions	Town staff	Implement regular communications with staff (i.e., monthly/bimonthly or quarterly) in the Buzz (staff newsletter) and/or the Wire (intranet) to communicate goals, progress, actions, and opportunities to provide input or feedback on the process throughout the implementation timeframe. Communication must be regular and ongoing to support continued engagement.
Communicate the CWMS, and its goals and actions, to the public	Public	Post a summary of the CWMS (i.e., goals and targets and recommendations) on the Town's website. Make posts on social media about the CWMS and link to the website with more information.

1.2 Phase 2: Staff Engagement & Culture (2027)

Focus: Build internal buy-in and drive culture change. In 2027, the focus shifts to staff engagement to support a culture of waste reduction and diversion within the Town. Engagement here supports the long-term success of all 10 recommendations.

Key Messages: The Town has an internal culture of waste reduction and diversion and is focused on achieving its waste reduction and climate goals.

Link to Recommendations: The following recommendations will be in the Planning and Implementation Periods in this phase of communication:

- R1: Procure and Implement Standardized Receptacles;
- R2: Adopt Standardized Receptacle Placement Guidelines;
- R3: Review Corporate Procurement Policy;
- R4: Develop and Implement a Corporate Single-Use Policy;
- R5: Implement a Staff Engagement and Training Program;
- R6: Implement Public Engagement and Education; and
- R8: Conduct Regular Waste Audits.

Table 2: Recommended Communication for Phase 2

Action	Target Audience	Channels/Method
Internal communications about waste receptacles and use	Town Staff	Information circulated in the Buzz and through the Wire about waste receptacles, reminders about proper sorting and the CWMS. Develop and post signs in staff areas about waste receptacles and proper sorting.
Internal contest/engagement activities	Town Staff	Initiate internal engagement event(s). Ideally, several activities could be prepared and delivered to support staff engagement. This could include contests (i.e. send a photo of yourself with reusable drinkware at work to enter a contest), staff reuse/swap events (i.e.

Action	Target Audience	Channels/Method
		swap of goods such as clothing, housewares, sporting goods, etc.). This could also include an audit demonstration.
Promotion of "Take Your Recycling Home"	Town Staff	Information circulated in the Buzz and through the Wire promoting taking your recycling home to reduce the recycling that the Town has to manage through private contracts.
Promote waste receptacles and proper sorting.	Public (and Town Staff)	Develop and implement new, standardized signage for waste receptacles. Develop promotional signs that can be posted at facilities (and posted on social media) to communicate to the Public about using the receptacles and sorting. Use behavioural insights approaches to develop effective messaging.

1.3 Phase 3: Implementation & Scaling (2028 to 2030)

Focus: Moving waste reduction and diversion from a new initiative or special project to a standard part of all employee activities. The communications will focus on informing and educating staff on new initiatives and operationalizing waste reduction and diversion in expectations for staff.

Key Messages: Waste reduction and diversion is a part of the corporate culture at the Town. We are measuring our success and evolving our operations to support our long-term waste goals.

Link to Recommendations: The following recommendations will be in the Implementation or Planning and Implementation Periods in this phase of communication:

- R1: Procure and Implement Standardized Receptacles;
- R2: Adopt Standardized Receptacle Placement Guidelines;
- R3: Review Corporate Procurement Policy;
- R4: Develop and Implement a Corporate Single-Use Policy;
- R5: Implement a Staff Engagement and Training Program;
- R6: Implement Public Engagement and Education;
- R7: Develop Event Waste Management Guidelines; and
- R8: Conduct Regular Waste Audits.

Table 3: Recommended Communication for Phase 3

Action	Target Audience	Channels/Method
Conduct staff training on new and/or updated policies	Town Staff	Require staff training on corporate procurement policy, corporate single-use policy, event waste management guidelines, etc. Staff training can be deployed as deemed appropriate by the Town (i.e. all staff or only those impacted, training can be provided by presentation, self-guided presentation or review and sign-off of policies).
Provide progress report and seek feedback	Town Staff	Share progress report on CWMS implementation and impact on waste diversion. This could be conducted through staff channels such as the Buzz or the Wire. Request feedback from staff on CWMS implementation (i.e. conduct an email survey).
Evaluate interest in staff volunteer group	Town Staff	Conduct outreach to staff (i.e. via email/the Buzz) to determine interest in staff volunteer support from various departments to support ongoing implementation, initiatives and efforts to reduce and divert waste.

Placement & Availability

Action	Action Description
Relocate bin(s)	Move existing bin to a more visible, high-traffic location (e.g., entrance, lobby, by food vendor).
Add bin(s)	Request new bin(s) for an un-serviced area where waste is found.
Add Streams	Replace a garbage-only bin with a full multi-stream (organics, recycling and garbage) station or designated pet waste bin (Garbage, Recycling, Organics).
Group Bins	Move separate bins (e.g., garbage and recycling) so they are twinned or grouped together into one station.

Bin Condition & Capacity

Action	Action Description
Repair/Replace	Submit work order to repair or replace damaged bin.
Clean Bin	Submit work order for bin cleaning.
Increase Frequency	Recommend an increase in collection frequency to prevent overflow.
Decrease Frequency	Recommend a decrease in collection frequency for underused bins.
Larger Bin	Recommend replacing the current bin with a larger-capacity model.
Smaller Opening	(Parks/Public Spaces) Recommend bin with smaller opening to prevent illegal dumping of large bags.

Signage & Contamination

Action	Action Description
Replace Signage	Request new, standardized signage that is clear and visual.
Adjust Signage	Re-post existing sign so it is at eye-level, clean, and facing the user.
Targeted Education	Recommend a targeted reminder for staff (meeting, email) or public (poster) about a specific contaminant (e.g., "Paper towels go in Green Bin!").

Other Issues

Action	Action Description
Staff Training	Remind staff about the **Waste Training Module** and the **Whitby Waste Buddy** tool.
Monitor Area	Increase monitoring of a "problem" area to identify waste disposal or sorting issues.
Report Dumping	For household or construction waste, report to manager/security for follow-up.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Compliance Audit Committee and Terms of Reference - 2026 Municipal Election

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CLK 01-26**

Department(s) Responsible:

Office of the Town Clerk

Submitted by:
C. Harris, Town Clerk

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

K. Narraway, Sr. Manager, Legislative Services/Deputy Clerk

1. Recommendation:

1. That the draft Compliance Audit Committee Terms of Reference as shown in Attachment 1 to Report CLK 01-26 be approved; and,
2. That the Clerk be authorized to bring forward a by-law to appoint a roster of individuals for the 2026 Municipal Election Compliance Audit Committee as per the draft Terms of Reference; and,
3. That, at such time as the above by-law is enacted by Council, that the 2026 Municipal Election Compliance Audit Committee be deemed to be established in accordance with the Municipal Elections Act.

2. Highlights:

- Section 88.37 of the Municipal Elections Act (MEA) requires the establishment of a Compliance Audit Committee (CAC) before October 1st of an election year.
- The CAC shall have the same four (4) year term as council, commencing on November 15, 2026, and concluding on November 14, 2030, or until such time that the CAC has disposed of any remaining matters in accordance with the MEA.

- Four local Durham Region municipalities (Ajax, Pickering, Oshawa, and Whitby), the Regional Municipality of Durham, and the Durham District School Board have partnered to coordinate resources for the selection and recruitment of a roster of individuals who would be eligible to serve on a CAC for each participating municipality/board.

3. Background:

In accordance with the MEA, candidates and third-party advertisers are bound by election campaign finance rules and must file provincially prescribed financial statements with the Clerk outlining their financial activities. The role of the CAC is to consider applications from electors who are entitled to vote and who believe on reasonable grounds that a candidate or registered third party has contravened a provision of the MEA relating to election campaign finances. The Committee will either grant or reject an elector's application, and if granted, appoint an auditor licensed under the Public Accounting Act to conduct an audit. If the audit identifies an apparent contravention, the CAC shall decide whether to commence a legal proceeding against the candidate or third-party advertiser.

The MEA also requires the Clerk to prepare reports identifying apparent campaign contributions in excess of the permitted limits. Should the Clerk determine that a contributor has exceeded the limits, the Clerk must prepare a report and forward it to the CAC. The CAC will consider the Clerk's report and decide whether to commence legal proceedings against a contributor for an apparent contravention.

4. Discussion:

By working together, the four local municipalities, the Regional Municipality of Durham, and the Durham District School Board will streamline the administrative processes involved with the recruitment and training of CAC members. The joint recruitment effort will also provide a wider pool of qualified applicants to choose from.

A selection committee comprised of the Clerk, or designate, from each of the participating municipalities and a representative from the school board will identify qualified candidates to form the roster of individuals eligible to serve on the Committee. The following criteria will be assessed:

- Demonstrated knowledge and understanding of municipal election campaign finance rules;
- Proven analytical and decision-making skills;
- Experience working on committees, boards, adjudicative bodies, task forces, or similar settings;
- Demonstrated knowledge of quasi-judicial proceedings; and,

- Excellent oral and written communication skills.

Preference will be given to individuals with experience in accounting, law, law enforcement, municipal elections, and academics from related fields. Applicants will be required to complete an application form outlining their qualifications and experience. Upon identification of the successful applicants, each municipality/board will bring forward a by-law to their respective Council to approve the roster of individuals who will be eligible to serve on the Committee. The roster will be comprised of no more than seven members, of whom a municipality's actual Committee will be comprised of three members selected from that roster by the Clerk. The particular three members selected by the Clerk may vary between applications or matters before the Committee, depending on multiple factors such as the availability of roster members and their specialization or expertise.

The Clerk will establish administrative practices and procedures for the Compliance Audit Committee, making best efforts to maintain consistency with those established by the partner municipalities and board.

5. Financial Considerations:

The Region will pay the costs for recruitment advertising.

The partner municipalities and board will share the costs for retainers for eligible Committee members and for training. It is proposed that the retainer for members be $400. The retainer fee will cover attendance at a mandatory training session and review of periodic updates or information supplied by the Clerk of any of the partner municipalities and board. The retainer fee will also cover any conversations which occur outside of a formal meeting of the CAC, for example virtual meetings with the Clerk. The stipend amount will be $400 per meeting, plus an additional $100 for any additional applications or reports being considered at the same meeting beyond the first one.

The MEA requires the municipality to pay all costs related to the operation and activities of the CAC, including an auditor's costs of performing a compliance audit, and the cost of any external legal counsel for the Committee. It is not possible to determine with certainty what the costs could be if a compliance audit is conducted.

6. Communication and Public Engagement:

The recruitment of members to the CAC will be done collectively by the participating municipalities and board with the central intake of applications being through the Region. Each municipality will post a similar advertisement on their respective websites and social media channels. In addition, the advertisement will also be placed in Workopolis, the Society of Adjudicators and Regulators, and Ontario Reports. These have been selected to target candidates with financial and legal backgrounds.

7. Input from Departments/Sources:

Not applicable.

8. Strategic Priorities:

Not applicable.

9. Attachments:

Attachment 1 - 2026 Joint Compliance Audit Committee Terms of Reference

2026 Municipal Election
Joint Compliance Audit Committee
Terms of Reference

Name:

The name of the Committee is the “2026 Municipal Election Joint Compliance Audit Committee” (“the Committee”).

Definitions:

Act means the Municipal Elections Act, 1996, S.O. 1996, c. 32, as amended from time to time.

Applicant means the individual who submitted the Application requesting a Compliance Audit.

Application means an Application accepted by the Clerk under sections 88.33(2) and 88.35(2) of the Act.

Candidate means the Candidate whose election campaign finances are the subject of an Application for a Compliance Audit.

Clerk means the Clerk or secretary of the Participating Body, or their designate.

Participating Bodies means the Town of Ajax, Regional Municipality of Durham, City of Oshawa, City of Pickering, the Town of Whitby and the Durham District School Board.

Registered Third Party means an individual resident in Ontario, a corporation carrying on business in Ontario or trade union who has filed with the clerk of the municipality responsible for conducting an election, a notice of registration to be a Registered Third Party for the election pursuant to Section 88.6 of the Act, and whose election campaign finances are the subject of an Application for a Compliance Audit.

Mandate:

The Committee is established pursuant to the requirements of section 88.37 of the Act for the Participating Bodies.

The powers and functions of the Committee are set out in section 88.33 to 88.37 of the Act.

Term of Committee:

The term of appointment for the Committee shall be concurrent with the term of office of the council or local board elected in 2026 and shall therefore serve for four (4) years commencing on November 15, 2026 and concluding on November 14, 2030 or until such time the applicable Committee has disposed of any remaining matters in accordance with the Act, whichever is later.

Composition:

When a compliance audit Application from an elector or a report from the Clerk indicating a Candidate or Registered Third Party has contravened any of the contribution limits under section 88.9 of the Act is received, the Committee comprised of three (3) members shall meet and consider the Application and/or report in accordance with the Act.

Members forming the Committee shall be selected by the Clerk from a roster of qualified individuals, who have been jointly recruited and appointed by the Participating Bodies.

The following persons are ineligible for appointment:

- Employees or officers of any of the Participating Bodies,
- A member of council or of a local board of any of the Participating Bodies,
- Any persons who are candidates in an election of any of the Participating Bodies for which the Committee is established; or
    - Any persons who are Registered Third Parties in an election of any of the Participating Bodies for which the Committee is established.

Should an appointed Committee Member accept employment or become an officer with any of the Participating Bodies, become a member of council or of a local board of any of the Participating Bodies, or register as a Candidate or a Third Party with any of the Participating Bodies, they will have been deemed to have resigned.

All Committee Members shall agree in writing that they will not work or volunteer for, or contribute to, any Candidate or Registered Third Party in any capacity in an election of any of the Participating Bodies.

If a person on the roster to serve on the Committee is identified as having participated or contributed to a Candidate's campaign or Registered Third Party, that person shall not be eligible to be selected as a Member with respect to an Application within the applicable Participating Body where the participation or contribution to a Candidate’s campaign or Registered Third Party occurred.

Conduct of Members:

Members of the Committee shall comply and conduct themselves in accordance with the Joint Compliance Audit Committee Administrative Practices and Procedures for the Participating Bodies.

Members shall not use their position on the Committee for any personal or political gain.

Remuneration:

Remuneration for Committee Members will be as follows:

- $400.00 retainer fee (costs will be shared equally by the Participating Bodies) for those individuals on the roster. The retainer fee shall cover attendance at a mandatory training session and review of periodic updates or information supplied by the Clerk of any of the Participating Bodies. The retainer fee will also cover any conversations which occur outside of a formal meeting of the Committee, for example virtual meetings with the Clerk. Payment of the retainer fee does not denote membership on a committee and covers the four (4) year term; and

- $400.00 per meeting attended, plus an additional $100.00 for any additional Application or report being considered after the first one, during the same meeting; plus mileage in accordance with the rate normally paid to employees of the applicable Participating Body. The per meeting rate shall cover review of background or agenda materials as required in preparation for a meeting.

Membership Selection:

At a minimum, the recruitment of persons to be included on the roster of individuals shall be advertised on the websites of the Participating Bodies. Other targeted recruitment measures may be initiated by the Clerks of the Participating Bodies.

All applicants will be required to complete an application and may be subject to further screening and an interview. The selection process will be determined by the Clerks of the Participating Bodies.

Applicants must have the ability to understand and apply the election campaign finance provisions of the Act and must remain impartial in order to fulfill their responsibilities.

Preference will be given to candidates that have experience related to compliance audit activities or investigative or adjudicative processes.

The following criteria will be considered when considering members:

- Demonstrated knowledge and understanding of municipal election campaign finance rules,

- Proven analytical and decision-making skills,

- Experience working on committees, boards, adjudicative bodies, task forces or similar settings,
- Experience in accounting and audit, law, law enforcement, academics, or municipal administration from related fields,
- Demonstrated knowledge of quasi-judicial proceedings,
- Availability and willingness to attend meetings; and,
- Excellent oral and written communication skills.

Meetings:

Meetings will occur as needed and shall be conducted in accordance with the Joint Compliance Audit Committee Administrative Practices and Procedures for the Participating Bodies.

Chair:

At the first meeting of a Committee on a particular report or Application, the members shall appoint one member to act as Chair for the duration of the Committee's deliberations.

Role of Clerk:

The Clerk will act as the main contact between the Committee, compliance audit Applicant, Candidate and Registered Third Party. In accordance with section 88.37(6) of the Act, the Clerk shall carry out any duties required under the Act to implement the Committee's decisions.

Where the Clerk or Committee determines that the Committee requires legal assistance in respect of a specific report or Application, or for other matters such as the Committee's role, interpretation of legislation, procedure, or other matters of a general nature pertinent to the Committee's business, the Clerk, in consultation with the Participating Body's solicitor, shall retain legal counsel to provide advice that may be subject to solicitor client privilege to the Committee.

Administrative Practices and Procedures:

The Clerk(s) of the Participating Bodies shall establish administrative practices and procedures for the Committee in accordance with s. 88.37(6) of the Act and shall carry out any other duties under the Act to implement the Committee's decisions.

The Clerk(s) of the Participating Bodies may be required to make administrative changes to these Terms of Reference or the administrative practices and procedures from time to time due to legislative changes, or if, in the opinion of the Clerk(s), the amendments do not change the intent of the Terms of Reference or the administrative practices and procedures.

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: 2027 Council, Committee, and Public Meetings Schedule

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **CLK 04-26**

Department(s) Responsible:

Office of the Town Clerk

Submitted by:
C. Harris, Director, Legislative Services/Town Clerk

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

K. Narraway, Sr. Manager, Legislative Services/Deputy Clerk

1. Recommendation:

That Council approve the 2027 Council, Committee, and Public Meetings Schedule appended to this report as Attachment 1.

2. Highlights:

- The 2026-2030 Term of Council begins with the Inaugural Meeting of Council on Monday, November 16, 2026.
- Council has previously approved meeting dates after the 2026 municipal election through to the end of 2026 through Report CLK 07-25 adopted at the Regular Council Meeting on June 23, 2025. These meetings include the Inaugural Meeting on November 16, 2026, Public Meetings on November 23, 2026, Committee of the Whole Meetings on November 30, 2026 and December 7, 2026, and a Regular Council Meeting on December 14, 2026.
- As reported to Council through Report CLK 07-25, it is anticipated that presentation of the 2027 budget by the Mayor for the 2026-2030 Term of Council will occur in January 2027 in accordance with Section 7 of Ontario Regulation 530/22. Due to the 2026 municipal election, the 2027 budget is not scheduled to be approved prior to the end of the year. Following the election, Financial Services will bring forward a report on the timelines for the 2027 budget process.

The proposed 2027 Council, Committee, and Public Meetings Schedule reserves availability in February and March 2027 for budget meetings.

3. Background:

Subsection 8.7 of the Procedure By-law requires Council to adopt a schedule of its meetings to be held in the following year. The Town Clerk is responsible for publishing the meeting schedule on the Town's website.

In the 2022 municipal election year, Council adopted the 2023 meeting schedule in May 2022, prior to the election. Adopting the 2027 meeting schedule now will allow the meeting schedule to be shared with candidates for Town Council when they file their nominations. The incoming Council would retain the authority to adjust the schedule as they see fit.

4. Discussion:

The proposed 2027 Council, Committee, and Public Meetings Schedule continues the four-week meeting cycle introduced in 2024 consisting of two Committee of the Whole Meetings, generally followed by Public Meetings or a Statutory Holiday (no meetings scheduled), followed by a Regular Council Meeting.

No meetings are scheduled during the weeks of Family Day, March Break, the Ontario Good Roads Association annual conference, Easter Monday, Victoria Day, Labour Day, Thanksgiving, and the December holiday period. Special Council meetings are booked as holds in July and August to address any urgent business requiring Council consideration.

In instances where time-sensitive reports require urgent consideration outside of the approved schedule, reports may be presented directly at Council Meetings or the Mayor may call Special Council Meetings. Further, in accordance with subsection 8.8 of the Procedure By-law, the date, time, and location of regular meetings of Council may subsequently be amended by consent of Mayor, and the Clerk shall note the change on the Town's website and shall give notice of the revised date, time and/or location to all Members of Council and to the public in accordance with Section 8.9 and Section 8.10 of the by-law.

Orientation sessions for the 2026-2030 Term of Council have been scheduled between November 2026 and March 2027, however these dates are not included on the 2027 Council, Committee, and Public Meetings Schedule. These dates will be shared with all candidates who file a nomination for a position on Town Council.

5. Financial Considerations:

Not applicable.

6. Communication and Public Engagement:

The 2027 Council, Committee, and Public Meetings Schedule will be added to the Town's website and meeting management software. Additionally, the Schedule will be shared with candidates who file a nomination for a position on Town Council. Lastly,

upcoming Council, Committee, and Public Meetings will be shared on the Town's social media channels.

7. Input from Departments/Sources:

The Senior Leadership team was consulted in the development of the 2027 Council, Committee, and Public Meetings Schedule. Additionally, the Commissioner of Financial Services/Treasurer has reviewed the proposed timing for presentation of the 2027 budget, and the Commissioner of Planning and Development has reviewed the proposed Public Meetings dates.

8. Strategic Priorities:

Publishing the 2027 Council, Committee, and Public Meetings Schedule in advance allows Staff to inform and engage the community about upcoming meetings. This supports Strategic Pillar 4 in the Community Strategic Plan: Whitby's Government – Accountable & Responsive.

9. Attachments:

Attachment 1 – 2027 Council, Committee, and Public Meetings Schedule

2027 Whitby Council and Committee Meeting Schedule

January

Su	Mo	Tu	We	Th	Fr	Sa
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

February

Su	Mo	Tu	We	Th	Fr	Sa
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28						

March

Su	Mo	Tu	We	Th	Fr	Sa
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31			

April

Su	Mo	Tu	We	Th	Fr	Sa
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	

May

Su	Mo	Tu	We	Th	Fr	Sa
						1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

June

Su	Mo	Tu	We	Th	Fr	Sa
		1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			

July

Su	Mo	Tu	We	Th	Fr	Sa
				1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31

August

Su	Mo	Tu	We	Th	Fr	Sa
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

September

Su	Mo	Tu	We	Th	Fr	Sa
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30		

October

Su	Mo	Tu	We	Th	Fr	Sa
					1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31						

November

Su	Mo	Tu	We	Th	Fr	Sa
	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30				

December

Su	Mo	Tu	We	Th	Fr	Sa
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	

Council at 7:00 p.m. – Council Chambers
Committee of the Whole at 7:00 p.m. – Council Chambers
Public Meetings at 7:00 p.m. – Council Chambers
Special Council – Council Chambers
Weekends and Statutory Holidays: Offices Closed

2027 Whitby Council and Committee Meeting Schedule

January 2027
January 11: Committee of the Whole
January 18: Committee of the Whole
January 25: Public Meetings

February 2027
February 1: Council
February 24: Public Meetings

March 2027
March 1: Committee of the Whole
March 8: Committee of the Whole
March 22: Council

April 2027
April 5: Committee of the Whole
April 12: Committee of the Whole
April 19: Public Meetings
April 26: Council

May 2027
May 3: Committee of the Whole
May 10: Committee of the Whole
May 24: Council
May 31: Committee of the Whole

June 2027
June 7: Committee of the Whole
June 14: Public Meetings
June 21: Council

July 2027
July 19: Special Council

August 2027
August 23: Special Council

September 2027
September 13: Committee of the Whole
September 20: Committee of the Whole
September 27: Public Meetings

October 2027
October 4: Council
October 18: Committee of the Whole
October 25: Committee of the Whole

November 2027
November 8: Council
November 22: Committee of the Whole
November 29: Committee of the Whole

December 2027
December 6: Public Meetings
December 13: Council

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: 2026 Property Tax Levy

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **FS 19-26**

Department(s) Responsible:

Financial Services Department

Submitted by:
Fuwing Wong, Treasurer and Commissioner of Financial Services

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Crystal Doucette, Senior Manager, Revenue and Taxation

1. Recommendation:

1. **That the 2026 property tax rates for the General Municipal Town Levies, shown in Attachment A of Report FS 19-26, be approved;**
2. **That the 2026 special tax levy and tax rates for the properties located within the Downtown Whitby Business Improvement Area (BIA), shown in Attachment B of Report FS 19-26, be approved;**
3. **That the final property tax bill due dates for all property tax classes be June 30, 2026 and September 29, 2026;**
4. **That prior to the issuance of the final tax bills, the Treasurer be authorized to adjust the due dates, if required, and notify Council at the earliest opportunity;**
5. **That a by-law for the General Municipal Town Levies and a separate by-law for the Special Tax Levy in support of the Downtown Whitby BIA, to set the due dates and levy rates for 2026 in accordance with the approved budgets and regulations, be brought forward to a future Council meeting; and,**
6. **That a by-law be brought forward to a future Council meeting, in accordance with the Section 355 of the Municipal Act, that sets actual taxes payable to $0 (zero) for a property tax account that has annual property taxes of less than $15.00 calculated in any year.**

2. Highlights:

- The Town of Whitby levies property taxes to fund local municipal programs and services included in the annual budgets approved by Council. After the budget is approved, tax rates are established to calculate property taxes required to fund the budget.
- These tax rates are calculated based on the Current Value Assessments ("**CVA**") as determined by the Municipal Property Assessment Corporation ("**MPAC**") and the tax ratios set by the Region of Durham.
- The Town also levies a Special Tax Levy from properties within the Downtown Whitby Business Improvement Area ("**BIA**") to fund programs, services, and events organized by the Downtown Whitby BIA Board of Management ("**BIA Board**").
- Subject to Council approval of this report and subsequent by-law, actual property taxes payable will be set at $0.00 (zero) if, in any year, the total amount of taxes to be imposed on a property is less than $15.00 for the year.
    - For properties that qualify, no property tax bill will be printed and mailed.
    - Based on a review of last year's (2025) final tax bills, there are 105 impacted tax accounts with the Town's portion of revenues estimated at $94 per year and direct costs (printing, paper, envelope, and postage) of issuing property tax bills twice a year estimated at $420 per year.

3. Background:

3.1 Municipal Levy:

The Town of Whitby adopted its 2026 Current and Capital Budgets at a meeting held on November 27, 2025.

Section 312(2) of the *Municipal Act, S.O. 2001 c 25* (the "**Municipal Act**"), as amended provides that for purposes of raising the general local municipal levy, a local municipality shall, each year, pass a by-law levying a separate tax rate, as specified in the by-law, on the assessment in each property class in the local municipality ratable for local municipal purposes.

3.2 Special Tax Levy for the Downtown Whitby Business Improvement Area:

By-law 7268-17 established a Downtown Whitby Business Improvement Area ("**BIA**") in accordance with Subsection 204 of the Municipal Act.

Section 208 (1) of the Municipal Act provides that the municipality shall annually raise the amount required for the purposes of a board of management, including any interest payable by the municipality on money borrowed by it for the purposes of the board of management.

The amount to be raised for the Downtown Whitby BIA will be a special tax levy, which is payable by property owners within the defined Downtown Whitby Business Improvement Area that are in one of the prescribed business property classes, in addition to the Town's general tax levy.

The Whitby Downtown BIA's 2026 budget was reviewed at the March 23, 2026 General Committee Meeting (see Staff Report FS 18-26) and is subject to Council approval on April 20, 2026. The proposed Special Tax Levy rates outlined in Attachment B attached to this report are in addition to the Town, Region, and Education property taxes. Funds collected from the Special Tax levy will be transferred to the BIA Board for the provision of enhanced services and events in the Downtown Whitby Business Improvement Area.

3.3 Property Tax Collection on behalf of the Region of Durham and School Boards

The Region of Durham adopted its 2026 Current and Capital Budgets on January 28, 2026. By-law 2026-006 Regional levy rates of taxation for Regional General purposes, By-law 2026-007 Regional levy rates of taxation for Durham Regional Police Services Board purposes, By-law 2026-008 Regional levy rates of taxation for Durham Region Transit Commission purposes and By-law 2026-009 Regional levy rates of taxation for Solid Waste Management purposes were approved on January 28, 2026.

As the Town also collects property taxes on behalf of the Region of Durham, final 2026 property tax bills (issued by the Town) will include the rates included in the approved Regional by-laws, and property tax ratios set by the Region of Durham under By-law 2025-060.

Further, the 2026 property tax bills issued by the Town will include property taxes collected on behalf of the Province of Ontario for Education. The final Education tax rates for all classes are established by regulation by the Province of Ontario.

3.4 Taxes Less than a minimum tax amount

In accordance with Section 355 of the Municipal Act, the municipality may pass a by-law providing that where, in any year, the total amount of taxes to be imposed on a property would be less than the tax amount specified by the municipality in the by-law, the amount of actual taxes payable shall be zero or an amount not exceeding the specified amount.

4. Discussion:

4.1 Tax Rates

The property tax rates for the Town of Whitby general municipal levy have been calculated to support the town's approved 2026 budget (see Attachment A).

Further, tax rates for a Special Tax Levy, in support of the Downtown Whitby BIA 2026 budget are included in Attachment B.

The tax rates for the Region of Durham general purposes, Region of Durham, Transit Commission, Region of Durham Solid Waste purposes and Durham Police Services Board purposes were approved by Regional Council January 28, 2026.

The tax rates for Education purposes have been regulated by the province.

4.2 Due Dates

The Final Tax Billing for all tax classes will be issued with tax instalment due dates of June 30, 2026 and September 29, 2026.

The Municipal Act requires tax bills to be sent a minimum of 21 days prior to the due date. Accordingly, any delays in the billing process may require a change in the payment due dates for all properties. It is recommended that the Treasurer be authorized to adjust the due dates, should this be required. This adjustment would be known prior to the issuance of the final 2026 tax bills. Adjustments will be communicated to Council at the earliest opportunity.

As in prior years, the Special Tax Levy for the Downtown Whitby BIA will also be issued (only to properties within the Downtown Whitby Business Improvement Area and in one of the prescribed business property tax classes) as part of the final billing with the same due dates as all other business property tax classes.

4.3 Taxes Less Than a Minimum Amount:

There are administrative costs involved in the issuance of property tax bills each year such as the cost of paper, contract printer fees, envelope supply costs, and postage. The Town of Whitby incurs the full cost of issuing property tax bills even though the tax bills are also issued on behalf of the Region and the Province (for the Education portion of property taxes). In accordance with section 355 of the Municipal Act, it is recommended that actual taxes payable be set at $0.00 (zero) if the total amount of taxes imposed on a property, in any year, is less than a minimum of $15.00 for the year. The $15.00 represents taxes calculated based on CVA multiplied by the Town, Regional, and Education (final) tax rates for the year (i.e., the Town's portion is a percentage of the $15.00). Staff will bring forward a by-law at a future Council to set this minimum amount in accordance with the legislation. Once approved, tax bills for such properties will no longer be printed/mailed.

4.4 Current Value Assessment and Province-wide Re-Assessments

The final tax rates for 2026 are based on the reassessment values completed by MPAC in 2016. A province-wide reassessment was scheduled to be completed, by MPAC, in 2020 to update the 2016 values. However, the Province of Ontario delayed the province-wide reassessment due to the due to the COVID-19

pandemic. Province-wide reassessments are currently still on hold while the province reviews the accuracy and fairness of the property reassessment system/methodology. Accordingly, 2026 property taxes will be calculated with the same assessment base as the years 2020 - 2025.

5. Financial Considerations:

The property tax levy for Town purposes totals $142,345,180.13. Tax rates based on this levy, current value assessments for the various tax classes (as shown in Attachment A) will be included in a future by-law for Council adoption.

The Special Tax Levy for Downtown Whitby Business Improvement Area purposes is included in Attachment B to this report and will also be included in a future by-law for Council adoption.

Similar to the 2020 - 2025 taxation years, the average residential property CVA in Whitby is $503,000. The Town's portion of property taxes on the average residential tax bill in 2026 is $2,355, or $468 per $100,000 of residential CVA.

The Special Tax Levy for the Downtown Whitby Business Improvement Area is $183 per $100,000 of commercial CVA for the impacted properties.

By establishing the minimum amount of taxes imposed on a property, in any year, where property taxes payable will be set at $0.00 (zero), approximately 210 tax bills (= 105 accounts impacted based on last year's/2025 final tax bills x 2 printings per year) a year will not need to be printed and mailed out:

- At a cost of $2 per bill for direct costs, such as printing, paper, envelope, and postage, the Town's projected savings is $420 (= 210 tax bills * $2 per bill) per year.
- The Town's projected annual revenue from the same 105 accounts (with annual taxes less than $15.00 per account) is approximately $94 per year (Town portion of the overall tax bill).

Further, since the minimum amount of taxes imposed, i.e., $15.00, would include the Regional and Education portion of taxes, the Region and School Boards would also share the financial impact of reducing the actual taxes payable for these properties to $0.00.

6. Communication and Public Engagement:

In addition to mailing tax bills, the Town will advertise the tax instalment due dates on the Town's page and in the Brooklin Town Crier prior to each due date. Town staff will also utilize the website and social media to assist with this communication.

7. Input from Departments/Sources:

N/A

8. Strategic Priorities:

- N/A

Attachments:

Attachment A - 2026 General Municipal Town Tax Rates

Attachment B – 2026 Downtown Whitby BIA Special Tax Levy Rates

ATTACHMENT "A"
2026 Final Tax Levy

Tax Class		Taxable Assessment	Municipal Tax Levy	Municipal Tax Rate
Residential Full Rate	RT	24,580,577,517	115,077,176.31	0.00468163
Residential Full Prov Tenant (PIL)	RP	1,664,500	7,792.57	0.00468163
Residential Full Rate (PIL)	RG	20,568,800	96,295.52	0.00468163
Multi-Residential Full Rate	MT	590,941,100	5,163,798.88	0.00873826
New Multi-Residential	NT	147,234,700	758,228.30	0.00514979
Commercial Full Rate	CT	1,619,277,333	10,992,244.18	0.00678836
Commercial Excess Land	CU	20,222,534	137,277.92	0.00678836
Commercial Vacant Land	CX	66,088,500	448,632.80	0.00678836
Commercial General Rate (PIL)	CG	143,953,300	977,207.42	0.00678836
Commercial General Vacant Land (PIL)	CZ	6,859,000	46,561.39	0.00678836
Commercial Full Rate (PIL)	CF	45,817,900	311,028.59	0.00678836
Commercial Vacant Land	CY	0	-	0.00678836
Commercial Tax Shared (PIL)	CH	6,244,000	42,386.55	0.00678836
Commercial Vacant Land Shared (PIL)	CJ	0	-	0.00678836
Commercial Prov Tenant (PIL)	CP	93,700	636.07	0.00678836
Commercial Full Excess Land Prov Tenant (PIL)	CQ	355,100	2,410.55	0.00678836
Commercial General Excess Land (PIL)	CW	2,161,900	14,675.76	0.00678836
Parking Lot	GT	7,531,700	51,127.92	0.00678836
Shopping Centre Full Rate	ST	614,225,791	4,169,588.33	0.00678836
Shopping Centre Excess Land	SU	300,100	2,037.19	0.00678836
Office Full Rate	DT	36,779,798	249,674.66	0.00678836
Office General	DG	376,400	2,555.14	0.00678836
Office General Excess Land (PIL)	DW	187,900	1,275.53	0.00678836
Industrial Ful Rate	IT	152,219,172	1,442,016.24	0.00947329
Industrial Excess Land	IU	3,109,195	29,454.30	0.00947329
Industrial Vacant Land	IX	70,690,000	669,666.81	0.00947329
Industrial Taxable Vacant Land Shared (PIL)	IJ	90,000	852.60	0.00947329
Industrial Taxable Shared (PIL)	IH	5,432,000	51,458.91	0.00947329
Industrial General Vacant land (PIL)	IZ	3,540,500	33,540.18	0.00947329
Industrial General (PIL)	IW	0	-	0.00947329
Pipelines	PT	43,469,000	250,190.02	0.00575560
Large Industrial Excess Land	LU	1,847,000	17,497.17	0.00947329
Large Industrial Full Rate	LT	127,804,942	1,210,733.18	0.00947329
New Construction Industrial vacant land	JU	0	-	0.00947329
Farmlands	FT	86,793,300	81,266.83	0.00093633
Farmlands Full Prov Tenant (PIL)	FP	1,216,500	1,139.04	0.00093633
Managed Forest	TT	4,061,200	4,753.26	0.00117041
Total Taxable Assessment		**28,411,734,382**	**$ 142,345,180.13**	
Exempt	EN	1,201,759,935		
Total Returned Assessment		29,613,494,317		

Attachment "B"
2026 Special Tax Levy for Downtown Whitby Business Improvement Area

Tax Class	Assessment	Special (BIA) Tax Levy	Taxes by Class
CT - Commercial Full Rate	108,909,600	0.0018358	199,935.70
CU - Commercial Excess Land	-	0.0018358	-
CX - Commercial Vacant Land	1,220,000	0.0018358	2,239.68
DT - Office Full Rate	4,201,100	0.0018358	7,712.38
E - Exempt	23,484,300	0	-
CF - Commercial Full Rate (PIL)	5,093,500	0	-
GT - Parking Lots	2,835,000	0.0018358	5,204.49
IT - Industrial Full Rate	1,190,400	0.00256188	3,049.66
JT - New Industrial Full Rate	-	0.00256188	-
MT - Multi-Res - Full Rate	25,413,200	0	-
RT - Residential Full Rate	51,853,400	0	-
ST - Shopping Full Rate	1,284,500	0.0018358	2,358.09
XT - New Commercial Full Rate	-	0.0018358	-
	$ 225,485,000		**220,500.00**

Town of Whitby

Staff Report

whitby.ca/CouncilCalendar

Report Title: Fence exemption request for 400 St. John Street

Report to: **Committee of the Whole**

Date of meeting: April 13, 2026

Report Number: **LS 04-26**

Department(s) Responsible:

Legal and Enforcement Services

Submitted by:
Francesco Santaguida, Commissioner of Legal and Enforcement Services/Town Solicitor

Acknowledged by M. Gaskell, Chief Administrative Officer

For additional information, contact:

Andre Gratton, Sr. Manager of Enforcement Services

1. Recommendation:

1. **That Report LS 04-26 be received for information; and,**
2. **That Council provide direction to staff regarding the fence exemption request for 400 St. John Street by approving or denying the request and applying any conditions Council deems appropriate.**

2. Highlights:

- The property in question 400 St. John Street, is in the Centre Ward and is zoned R2-DT under Zoning By-law # 2585. The property is also designated under Part V of Heritage Act - Werden's Plan Neighbourhood Heritage Conservation District (the "**Property**").
- A complaint was received regarding the fence construction, removal of the pool enclosure, and construction of a stone wall adjacent to King Street.
- The Property owners have obtained a heritage permit from the Town's Planning and Development Department.

- The fence construction in question also forms a Pool Enclosure (or PE) and as such would require all safety elements outlined in Section 6 of the Town of Whitby Fence By-law # 8228-25 (the "**Fence By-law**").
- The proposed wrought iron/concrete fence design would violate the Fence By-law, as the by-law restricts a fence in a front yard to have a maximum height of 1 metre (3 feet, 3 inches).
- The proposed fence would form a pool enclosure on the Property, which would require a minimum 1.2 metre (4' foot) fence.
- The Property owners have made an application for Council approval to construct a fence along the front- and side-yards of the Property, varying in height from 1.5 metres (5 feet) to 2.35 metres (7'7" feet) which borders St. John Street and King Street. These have been included in **Attachment 1**, pages 1-5.
- Staff circulated the application to neighbouring property owners and have not received any comments or concerns.
- Neither staff nor the Municipal Licensing and Standards Committee have delegated authority to approve the front yard portion of this request. Staff are bringing the side yard request to Council for approval to ensure that Council may consider the application received by the Town in its totality.
- Should Council approve the application for a fence height exemption, staff have included recommended conditions of approval as **Attachment 2.**

3. Background:

At the end of 2025, Enforcement Services received a complaint regarding work underway in the exterior yards of the Property related to the enclosure of an existing pool. Upon inspection, Enforcement Services noted the removal of the properties pool enclosure and the construction of a concrete fence. An investigation determined that the height of the newly constructed concrete fence exceeded the maximum fence height permitted by the Fence By-law. The Property has an existing pool for which a pool enclosure permit was issued.

Description of the Property

400 St John Street is located in the Werden's Plan neighbourhood of Downtown Whitby, in Centre Ward. The Property is a corner lot located at the northwest corner of St. John Street and King Street and has frontage on both streets. The Property is zoned R2-DT in accordance with Zoning By-law #2585. The property is designated under Part V of Heritage Act - Werden's Plan Neighbourhood Heritage Conservation District. As such, all works occurring in the exterior yards of the property require a Heritage Permit.

The Fence Height Exemption Request

The Property owners submitted an application on March 17, 2026, requesting an exemption to Section 9.4 of the Fence By-law to permit a front-yard fence on the Property which exceeds the maximum 1 metre (3 feet, 3 inch). The front-yard fence

design along St. John Street varies in height from 1.5 metres (5 feet) with two (2) 0.6 x 0.6 metre (2 feet x 2 feet) stone columns measuring 2.1 metres (7'7" feet) tall. The columns frame a 1.8 metre (6 foot) gate.

The submitted design also includes a side-yard fence along King Street which varies in height from 1.8 metres (6 feet) wrought iron fence, a 2.0 metre (6 feet, 6 inches) stone wall, and two (2) stone columns at 2.1 metres (7 feet). The King Street frontage is considered an exterior side-yard and the maximum permitted fence height is 2.0 metres (6 feet 6 inches).

While an exemption for the side-yard portion of proposed fence could be reviewed by the Commissioner of Legal and Enforcement Services under the delegated authority of Section 18.1 of the Fence by-law, given the complexity of the request and varying factors, staff recommend the request be reviewed in its totality by Council.

Front yard fence Pool Enclosure considerations

The Property owner is requesting a 1.5 metre fence along the St. John Street (front yard) frontage to allow it to act as a pool enclosure fence for the property. The minimum height for a pool enclosure is 1.2 metres (4 feet), and it must be constructed in a manner that discourages it from being climbed. The previous pool enclosure was a 1.2 metre (4 foot) chain-link fence located around the pool and pool deck.

4. Discussion:

Comments from the Heritage Whitby Advisory Committee

As the Property is located in the Werden's Plan Neighbourhood Heritage Conservation District, the Property owners were required to obtain a Heritage Permit for the fence they seek to build. The Heritage Whitby Advisory Committee ("**HWAC**") considered the Property owner's request at its meeting on February 10, 2026, (See Item 4.1 of the Meeting Minutes).

HWAC had a lengthy discussion regarding the proposed concrete and stone fence, the materials in context with the historical nature of the property, using vegetation as a privacy screen rather than concrete or stone, and using landscaping to minimize the visual impact of the requested concrete and stone fence.

Ultimately, HWAC recommended allowing the Heritage Permit based on the following motion:

> That the Heritage Whitby Advisory Committee recommends that the heritage permit application be granted for a perimeter fence at 400 St. John Street West subject to remedial actions consisting of:
>
> 1. Year round landscape screening on the street side of the stone fence;
> 2. Inserting wrought iron panels into the stone fence; and,
> 3. That the applicant continue to work with staff on the remediation.

HWAC does not have authority to permit the requested fence height under the Fence By-law. While a delegated decision maker, or Council, may consider the decision of HWAC, its decision to issue a permit is not binding on whether to grant a height exemption. The Planting Plan and Approval letter are included as pages 6-10 of Attachment 1.

Traffic Sightline considerations

After reviewing the proposed design and site plan, Transportation Staff recommend the following also be implemented as conditions of approval.

1. The proposed sight triangle at the intersection of St. John Street and King Street is acceptable. As shown, there should be no columns installed in the corners of the sight triangle at the corner of the property.
2. There should be no plantings placed between the fence and sidewalk to maintain visibility.
3. A clear line of sight is to be maintained through the fence on intersection approaches – 10m from end of curb radius at intersection on both approaches.

Circulation to Neighbouring Property Owners

In accordance with the Fence By-law, Enforcement Services staff circulated the notice of application to adjacent property owners directly affected by the application. No comments, concerns or objections were received by Town staff from the adjacent directly affected property owners.

Enforcement Services Review of Exemption Request

This application is a remedial application as construction of the fence was underway at the time the complaint was filed. Enforcement Services staff only consider fence material insofar as it could affect the climb-ability of a fence for a pool enclosure. In this instance, Enforcement Services is satisfied that the design and material of the fence would discourage climbing.

The Heritage Whitby Advisory Committee's conditions regarding the landscaping, as well as the proposal contained in Attachment 1, will require an encroachment agreement for the planting in the Town's right of way along King Street.

If approved, Town staff will ensure all elements of the fence meet the conditions that Council has established.

5. Financial Considerations:

The fee for "Fence Height Exemption Applications (More than 3 metres)", in the amount of $2,500, has been received from the applicant.

6. Communication and Public Engagement:

Staff have circulated the request to neighbouring property owners for comment. No comments were received.

7. Input from Departments/Sources:

Staff have received comments from Transportation and Policy & Heritage Divisions of the Planning and Development Services Department.

8. Strategic Priorities:

N/A

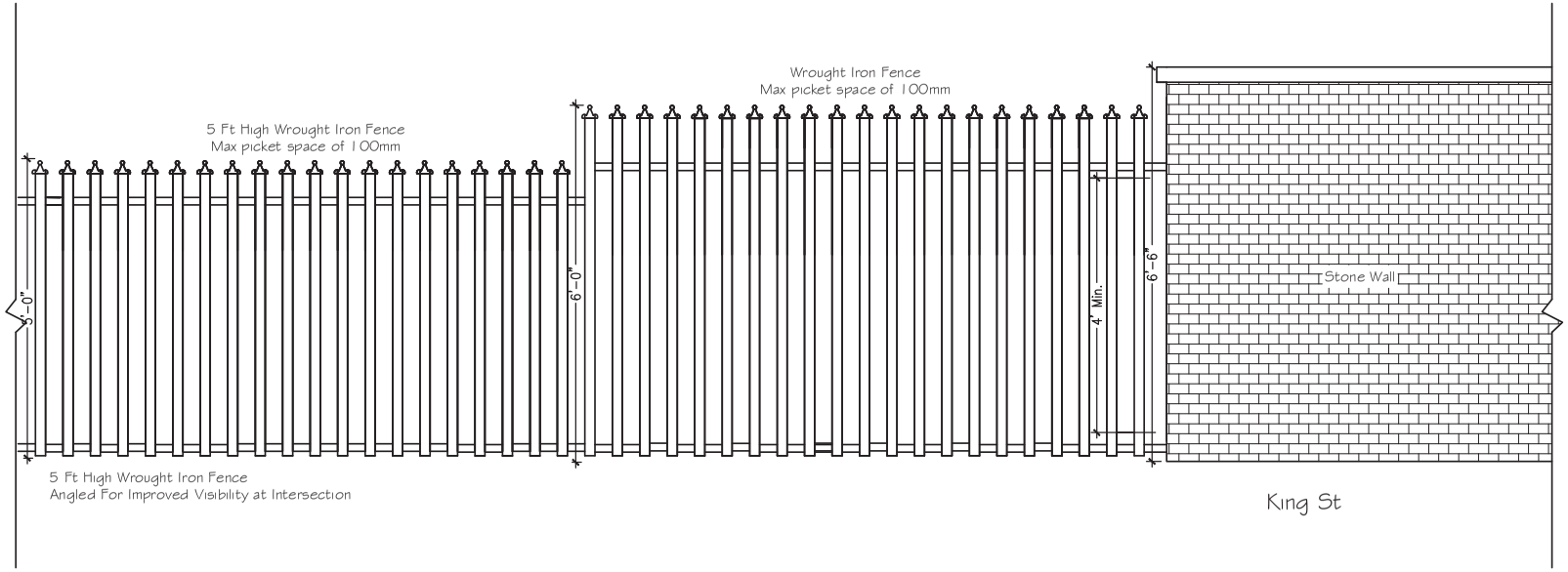
9. Attachments:

Attachment 1 – Fence Exemption for 400 St. John Street West Application Materials

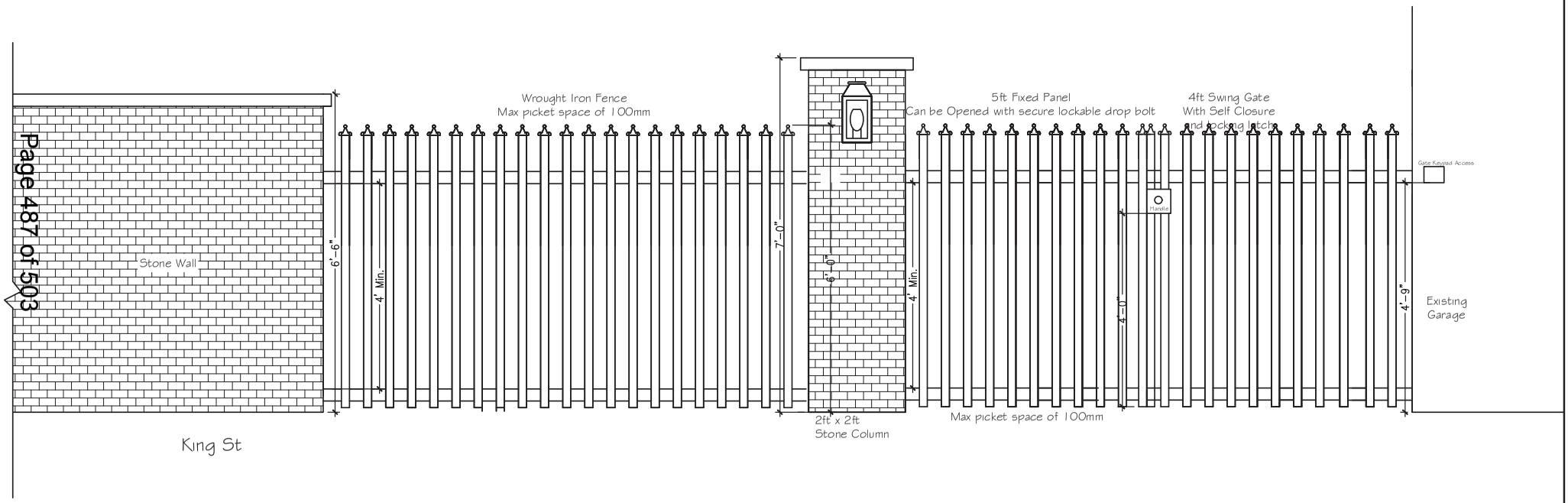
- **Pg. 1**: 400 St. John St. Whitby-King St Fence Elevation (South)- March 18th
- **Pg. 2**: 400 St. John St. Whitby-King St Fence Elevation North Gate by Garage - March 18th
- **Pg. 3**: 400 St. John St. Whitby-Site Plan
- **Pg. 4**: 400 St. John St. Whitby-St John St Fence Elevation - March 18th
- **Pg. 5**: Description of the Reason for Request- 400 St. John Street
- **Pg. 6-8**: 400 St. John St West_Planting Plan
- **Pg. 9-10**: Approval Letter

Attachment 2 – Recommended Conditions should Council approve the Application

1. 400 St. John St. Whitby-King St Fence Elevation (South)- March 18th

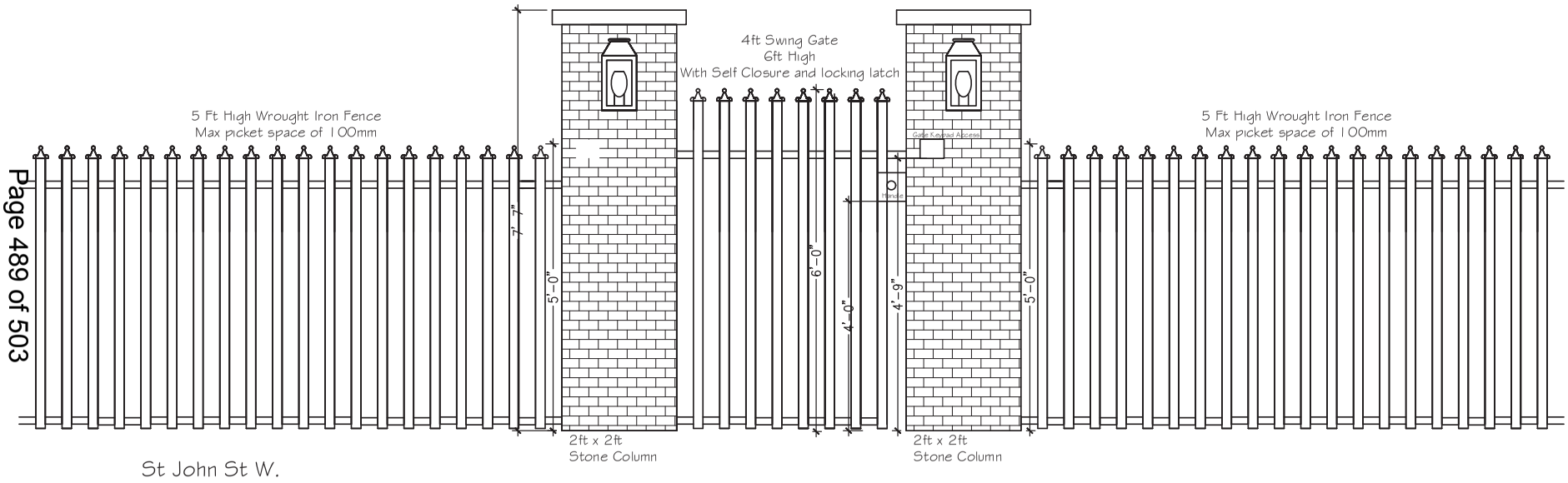


2. 400 St. John St. Whitby-King St Fence Elevation North Gate by Garage - March 18th



3. 400 St. John St. Whitby-Site Plan

4. 400 St. John St. Whitby-St John St Fence Elevation - March 18th



5. Description of the Reason for Request- 400 St. John Street

Description of the Reason for Request:
400 St. John St. West
March 18, 2026

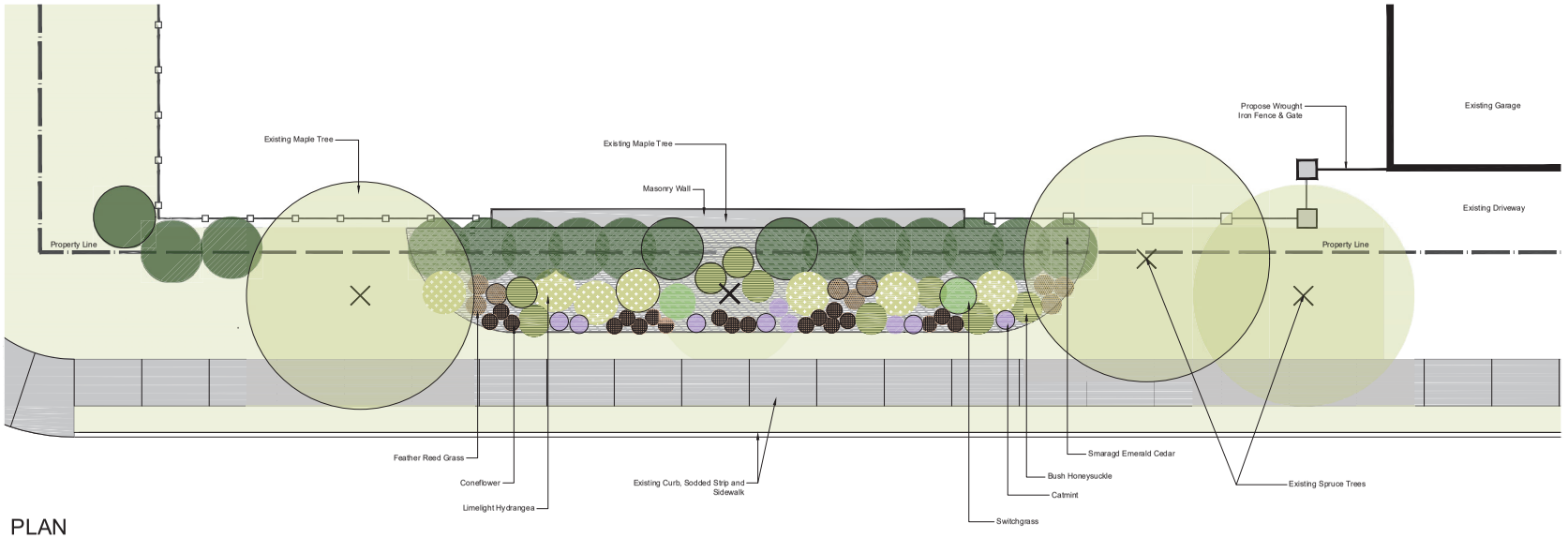
We are requesting approval for a fence in our front yard to address significant safety concerns for our family. We recently became the target of an unstable person who has come to our door twice threatening the use of firearms. This same individual has also circled our property in their truck while under the influence and has been known to drive on to properties in rage.

We met with a Durham Police officer in our home asking to have this person's firearms and vehicle removed and provided evidence. This plea went unmet and escalated with this person being apprehended in crisis, with a gun across from Rotary Park during broad daylight while children were playing in the playground.

While in custody, this person continued to contact us and has now been released on house arrest on Byron Street South awaiting trial. We have reason to fear that this person still has an unregistered gun in their possession and that we continue to be a fixation for him.

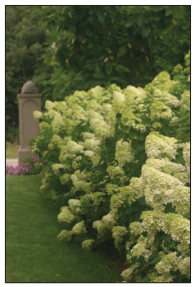
Our unique corner lot increases visibility and accessibility from multiple directions. Additionally, we have had other addicts come onto our property and lean on our fence while we sat by our pool (one is now in jail for robbing a local store at knifepoint). We have video footage of two men approaching our home during the night with bags only to run off once a light was turned on. And, as recently as February 2026, a neighbour witnessed someone in a vehicle on King Street videotaping our home at 12:30am.

6. 400 St. John St West Planting Plan



PLAN

Emerald Cedar



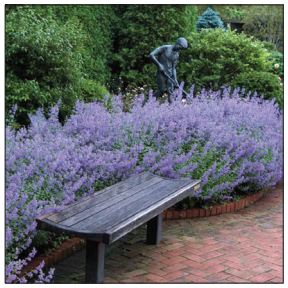
Hydrangea

Switchgrass

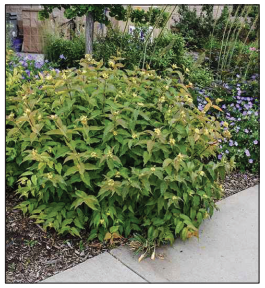
Qt.	Common Name	Latin Name	Size	Spacing	Height	Spread
EVERGREENS						
16	Emerald Cedar	Thuja Occidentalis 'Smaragd'	175cm	1.5m O.C	125-150cm	90-200cm
SHRUBS						
7	Limelight Prime® Hydrangea	Hydrangea paniculata 'Limelight Prime	3 Gal.	As Shown	125-150cm	125-150cm
9	Bush Honeysuckle	Diervilla lonicera	3 Gal.	As Shown	80-100cm	100-125cm
GRASSES AND PERENNIALS						
9	Feather Reed Grass	Calamagrostis acutiflora 'Karl Foerster	1 Gal.	As Shown	100-150cm	60-80cm
2	Switchgrass	Panicum virgatum 'Shenandoah'	1 Gal.	As Shown	100-125cm	100-125cm
19	White Swan Coneflower	Echinacea purpurea 'White Swan'	1 Gal.	As Shown	70-80cm	45-60cm
9	Catmint	Nepeta faassenii 'Walker's Low'	1 Gal.	As Shown	40-50cm	75-90cm

PLANT LIST

Coneflower



Catmint



Bush Honeysuckle

Karl Foerster Feather reed Grass

TOWN OF WHITBY
PLANTING PLAN

400 ST.JOHN STREET WEST

N

RENDER 1

Newly planted 175cm Cedars

TOWN OF WHITBY
PLANTING PLAN

400 ST.JOHN STREET WEST

N

RENDER 2

Established Cedars

TOWN OF WHITBY
PLANTING PLAN

400 ST.JOHN STREET WEST

N

7. Approval Letter

March 4, 2026

Jason Brumley
400 Saint John St. W
Whitby On
L1N 1N7

Re: Heritage Permit Application File # HP-24-25
SHANNON JENNIFER
Designated Part V

This letter is to advise that Staff, in consultation with the Heritage Whitby Advisory Committee, have reviewed the above noted Heritage Permit application for the construction of a fence and fence wall.

All information required to consider the application, in accordance with Section 42 of the *Ontario Heritage Act R.S.O. 1990 Chapter O.18* have been submitted.

At its meeting held on February 10th, 2026, the Heritage Whitby Advisory Committee passed the following resolution with respect to your Heritage Permit Application:

> That the Heritage Whitby Advisory Committee recommended that the heritage permit application be granted for a perimeter fence at 400 St. John Street West subject to remedial actions consisting of:
>
> 1. Year round landscape screening on the street side of the stone fence;
> 2. Inserting wrought iron panels into the stone fence; and,
> 3. That the applicant continue to work with staff on the remediation.

The Heritage Permit application is approved upon further review by staff and that staff are satisfied with the remediation work per the attached landscape plan with year round landscape screening on the street side of the stone fence.

Please note the approved Heritage Permit is for the above stated work only and not related to any future work on the subject property that may require a separate Heritage Permit.

Once the landscaping and fence have been installed, the town would like to confirm satisfactory completion by inspection. Please contact Ladan Sadeghian, Adam Dugas and Dave Johnson to arrange this inspection.

Sincerely,

David Johnson

Policy & Heritage Planning
905.444.3166

planning@whitby.ca

cc: Jennifer Shannon

Will Kang, Director of Building Services & Chief Building Official (via email)

Kim Laing, Supervisor Plans Examination (via email)

ATTACHMENT 2 TO REPORT LS 04-26

RECOMMENDED CONDITIONS OF APPROVAL SHOULD COUNCIL APPROVE A FENCE HEIGHT EXEMPTION AT 400 ST. JOHN STREET

1. The Owner shall install year-round landscape screening on the street side of the stone fence;
2. The Owner shall insert wrought iron panels into the stone fence;
3. The Owner shall work with the staff in Planning and Development Services, Policy and Heritage Planning Division on a remediation plan, to the satisfaction of the Commissioner of Planning and Development Services, or designate;
4. For plantings or landscaping within the Town's boulevard along King Street, the Owner shall execute an encroachment agreement in a form satisfactory to the to the Town Solicitor;
5. No columns shall be installed in the corners of the sight triangle at the corner of the property (Corner of King Street and St. John Street).
6. There shall be no plantings placed between the fence and sidewalk in the area of the sight triangle.
7. A clear line of sight shall be maintained through the fence on intersection approaches – 10 metres from end of curb radius at intersection on both approaches from King Street or St. John Street.

New and Unfinished Business - General Government

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
GG-0019	Refrigerated Outdoor Ice Rinks or Skating Trails	That following the tender results for the Whitby Sports Complex and as part of the development of the Parks and Recreation Master Plan, that Staff be directed to report on opportunities to install refrigerated outdoor ice rinks or skating trails in the Town	20 Mar 2023	25 Mar 2024	30 Nov 2026	Following the recommendations of the Parks and Recreation Master Plan.
GG-0021	Protecting Whitby's Urban Forest Canopy	That staff report back on the opportunity to protect trees of significance on private lands in order to preserve Whitby's urban forest canopy.	20 Mar 2023	04 Dec 2023	11 May 2026	This recommendation is to create a plan that will help guide a Tree Protection By-law
GG-0031	Requiring the Region of Durham to consult with the Town of Whitby prior to proposed expropriation requests or orders	That Staff report to Council through a memorandum on the Council Information Index on the legal feasibility of requiring Durham Region to consult with Town of Whitby Planning & Development Staff, CAO, and Council prior to a proposal of expropriation requests on private lands, or orders (for any buildings or lands) not being used for the purpose of providing utilities, (especially if the building is 70,000+ square feet). Which the purpose is to include a request for mandatory consultation with the Town and the Region.	18 Dec 2023	TBD		
GG-0037	FS 38-24, Financial Services Department Report Re: Declaration of Surplus - Town-owned lands at Cochrane Street and Highway 407	That FS 38-24, Financial Services Department Report re: Declaration of Surplus – Town-owned lands at Cochrane Street and Highway 407 be tabled.	28 Oct 2024			This item was tabled at the October 28, 2024 Committee of the Whole meeting.

New and Unfinished Business - General Government

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
GG-0041	Rental Renovation By-law and Renoviction Licence Program	1. That Staff be directed to investigate the feasibility, benefits, and cost of adopting a rental unit renovation by-law that would require landlords who issue an eviction notice (N-13) to a tenant to demolish, repair or renovate a unit to apply to the Town within a defined timeframe for a renovation licence prior to starting any work; and, 3. That Staff be directed to investigate the feasibility, benefits, and cost of a by-law and permitting program regarding the demolition or conversion to non-residential rental units of six (6) or more residential rental units pursuant to Section 99.1 of the Municipal Act, 2001.	03 Feb 2025	08 Jun 2026		
GG-0044	CMS 03-25, Community Services Department Report Re: Animal Shelter and Enforcement Services Facility – Design and Approach Update	3. That staff be directed to report back to Council for direction following the completion of the detailed design including final construction cost estimate, prior to issuing tender documents.	28 Apr 2025	22 Sep 2025	23 Mar 2026	
GG-0045	CMS 04-25, Community Services Department Report Re: Community Engagement for the Proposed Future Use of Luther Vipond Memorial Arena	4. That Staff be directed to report back to Council with the recommended program options considering the feedback received through engagement on the project.	28 Apr 2025	22 Sep 2025	23 Mar 2026	
GG-0048	CMS 08-25, Community Services Department Report Re: Gateway Removal Grant - Pilot Program	3. That staff report back with the results of the program and recommendations on continuation or conclusion of the one-year grant pilot program	23 Jun 2025	21 Sep 2026		

New and Unfinished Business - General Government

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
GG-0049	Request to Establish Protected Access Zones Around Sensitive Places	That the motion regarding Establishing Protected Access Zones around Sensitive Places be referred to Staff to prepare a report on the matter in the fall of 2025 prior to consideration of a draft by-law.	23 Jun 2025	23 Mar 2026		
GG-0050	Public Recognition of the Terry Fox Visit in Whitby	That the motion regarding Public Recognition of the Terry Fox Visit in Whitby be tabled.	22 Sep 2025			This item was tabled at the September 22, 2025 Committee of the Whole meeting.
GG-0053	Review of the Council Code of Conduct and Respect in the Workplace Policy	That the Clerk be directed to work with the Integrity Commissioner to review the recommendations in Section 3.2.3 of the Workplace Investigation Report.	15 Dec 2025	TBD		Reviewed with Integrity Commissioner. Pending outcome of HRTO matters.
GG-0054	Requiring Owners of Multi-Residential Properties to Provide Air-Conditioned Common Spaces	1. That Staff be directed to prepare a report and associated by-law for Council consideration requiring owners of multi-residential rental properties that do not have in-unit air conditioning to provide an air conditioned common space. accessible to all tenants at all times between June 1 and September 14, and cooled to no more than 26 degrees Celsius, except in instances where multi-residential properties do not have existing common spaces or in instances where the building construction and/or building ventilation system makes cooling a common space impossible	02 Feb 2026	04 May 2026		

New and Unfinished Business - General Government

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
GG-0055	Seasonal Waterfront Parking Management Plan	3. That Staff report back to Council by April 2026 with the necessary amendments to Traffic By-law # 8059-24, a proposed fee structure, and an implementation plan to ensure the program is operational for the 2026 summer season.	02 Feb 2026	13 Apr 2026		
GG-0056	Review of the Responsible Pet Ownership By-law Regarding Dangerous Dog Regulations	3.That staff report back to Council with findings, options, and any recommended amendments to the by-law, including potential legal, operational, and privacy considerations, at a future Council meeting.	09 Mar 2026	04 May 2026		
GG-0057	Hotel and Conference/Convention Centre Attraction Program	That Staff report back on a Hotel and Conference/Convention Centre Attraction Program.	09 Mar 2026			
GG-0058	Removal of the Registration Deadline for the Seniors Snow Clearing Program	That Staff report to Council on the removal of the registration deadline requirement for the Seniors Snow Clearing Program, including a review of communicating deadlines, the operational feasibility and implications of ongoing additions, and associated financial impact.	09 Mar 2026	21 Sep 2026		This will be part of the Winter Maintenance Report

New and Unfinished Business - General Government

Item Number	Description	Resolution	Meeting Date	Due Date	Revised Date	Explanation/Comments
GG-0059	Enhancing Municipal Accountability: Mandatory Disclosure of Third-Party Consultants and Strategic Advisors used by Members of Council	3. That, subject to the adoption of Bill 9 or any successor legislation and in any event no later than the expiry of this Term of Council, that the Integrity Commissioner and Staff report back with a framework to fulfill the disclosure requirements as outlined in Item 1, including the opportunity to more broadly define lobbyists beyond those providing support to Members of Council and to include those who seek to lobby Members through the establishment of a Lobbyist Registry.	09 Mar 2026	21 Sep 2026		

Memorandum to Council

Legal & Enforcement Services

Legal Services Division

To:	Mayor and Members of Council
CC:	N/A
From:	Francesco Santaguida - Commissioner, Legal and Enforcement Services/Town Solicitor
Date:	March 23, 2026
File #:	LS-M-05-2026
Subject:	Information re Municipal Participation and Authority within Criminal Parole Administration

Acknowledged by M. Gaskell, Chief Administrative Officer

Purpose

This Memorandum is to provide Council with a high-level overview of the parole process for incarcerated individuals, and any participation or authority that a municipality like the Town of Whitby may have in the parole process.

Executive Summary

The Correctional Service of Canada ("**CSC**") and/or Ontario Ministry of Correctional Services administer the parole of incarcerated individuals in Ontario. Ontario Municipalities, like the Town of Whitby, do not have standing to attend or participate in parole hearings, have no direct role in parole administration (including setting policy, deciding whether or not parole will be granted, or who may supervise individuals under parole (a "**parolee**" or "**parolees**").

The only indirect role an Ontario municipality may have in the parole process is the notification and cooperation with federal or provincial authorities through a local police service, i.e. Durham Regional Police Service ("**DRPS**") or the Ontario Provincial Police ("**OPP**"). Under the existing legislation and directives of the Commissioner of the CSC, there is a requirement to notify all local police services where a parolee may reside, and where there is a "High Profile Offender", the CSC must notify registered victims, police agencies, and in certain cases the federal Minister of Public Safety. There has been no formal requirement found in this research to suggest that it is mandatory to notify the municipality beyond the local police service.

Overview of Process

The following is a high-level overview of the parole process in Ontario.

The Parole Board of Canada is responsible for reviewing requests for parole from incarcerated individuals. An individual may request parole, at which point that request will be considered by the Parole Board of Canada. The Parole Board of Canada will decide whether or not to grant the individual parole, and if so whether conditions limiting the parole should be put in place.

The CSC then works with federal and provincial authorities to administer the parole, including notification of local police services. For parolees who are deemed to be "High Profile Offenders[1]", additional information sharing and notification may be required[2].

From the information available on the CSC website, the following individuals and agencies are to be notified regarding the release of a parolee into the public,

- Registered Victims[3]: the CSC contains procedures which allows victims of crime to register for information about a parolee.

- Local Law enforcement[4]: Police serving the community in which a parolee is planned to reside are informed of the release of the parolee.

- Other Authorities on a case-specific basis: The CSC may notify and coordinate with other agencies where the release may coincide with other administrative processes (e.g. deportation). CSC may also have a broader responsibility to notify individuals or provide information in the case of a "High Profile Offender", including notification to other victim/witness support services, and enhanced response to media inquiries[5].

A municipality does not have authority to become involved in the decision of the Parole Board of Canada in determining eligibility for parole, nor the administration of parole in Ontario.

While the CSC has authority to determine if a municipality should be directly notified of the release of a High Profile Offender, there is no publicly available document suggesting that there is an obligation to do so. Regardless, municipalities may be notified indirectly through the mandatory notification of the police services they administer.

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[1] https://www.canada.ca/en/correctional-service/corporate/acts-regulations-policy/commissioners-directives/712-4.html#2.6
[2] https://www.canada.ca/en/correctional-service/corporate/acts-regulations-policy/commissioners-directives/701.html#s1i
[3] https://www.canada.ca/en/correctional-service/corporate/acts-regulations-policy/commissioners-directives/784.html
[4] https://www.canada.ca/en/correctional-service/corporate/acts-regulations-policy/commissioners-directives/712-4.html#2.1
[5] https://www.canada.ca/en/correctional-service/corporate/acts-regulations-policy/commissioners-directives/701.html#s1i