



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 desk-side 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.

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 2031¹. 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>

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 making². The declaration directed staff to deepen the commitment of the Town towards protecting the economy, ecosystems, and communities from the impacts of climate change³.

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, 2022⁵.

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 Recycling⁶. 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 facilities⁷. 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

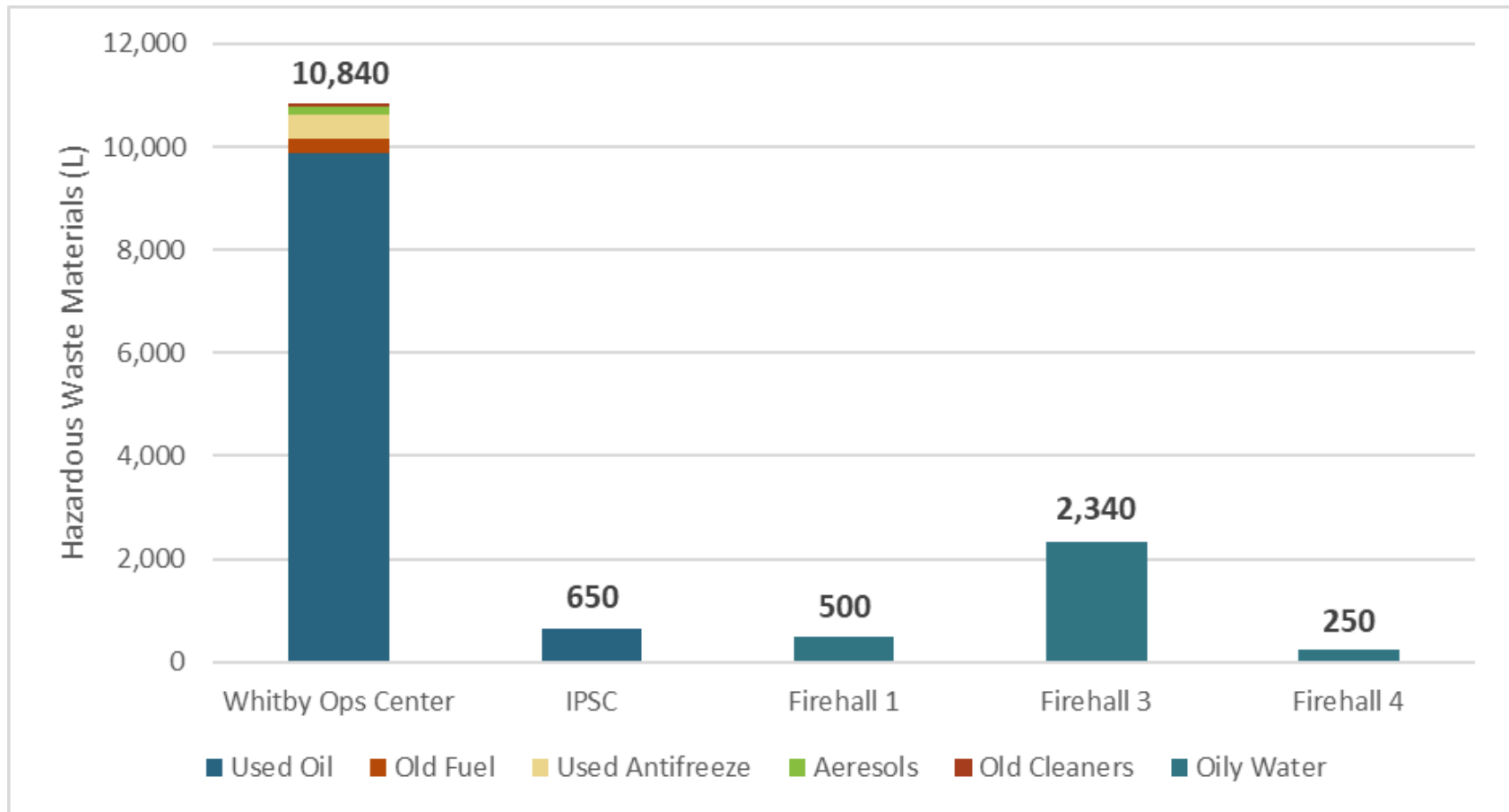
2.4.1 Other Facility Waste Management Services

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 advertising 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

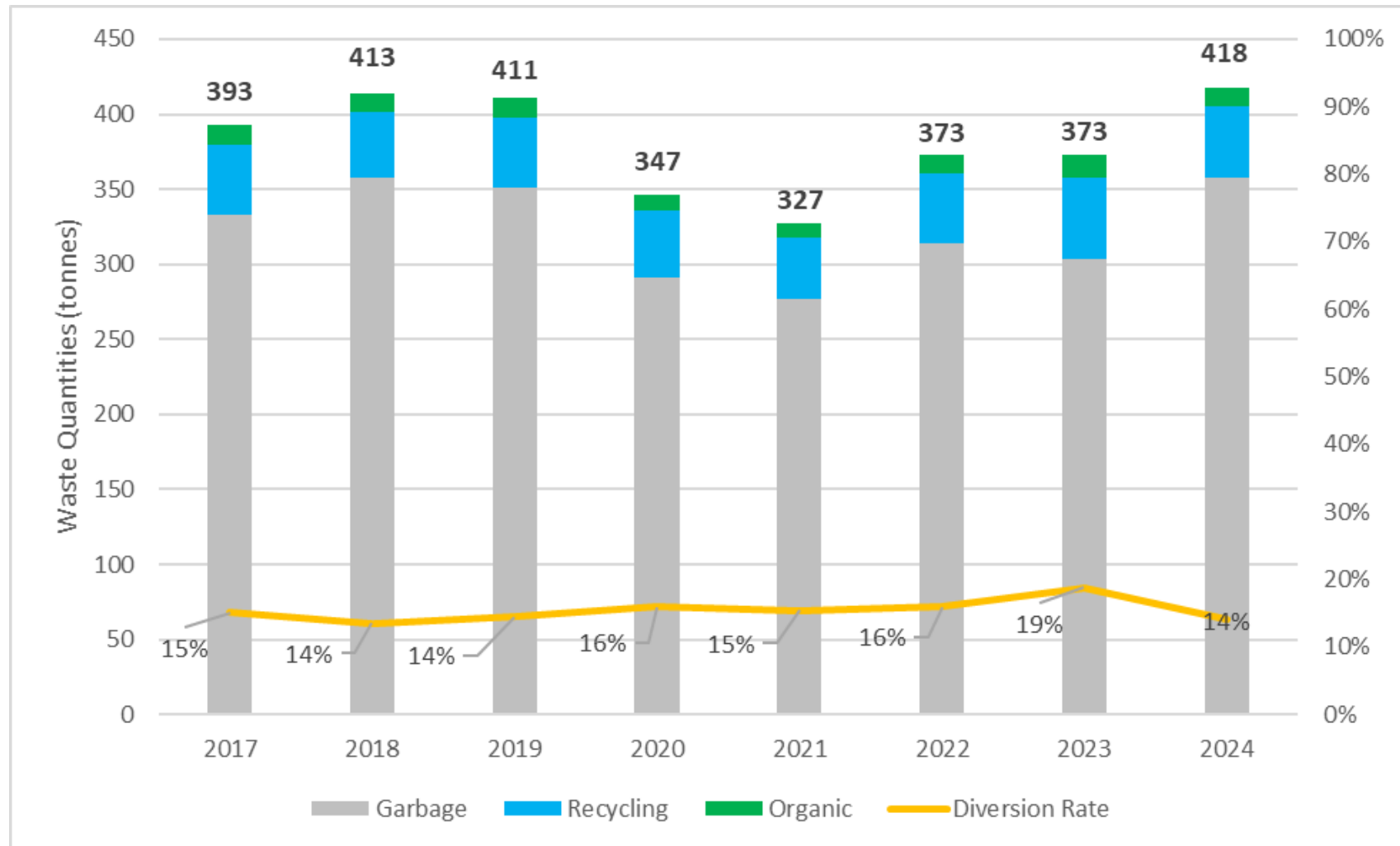
The following subsections provide a summary of the historical waste quantities and composition at Town facilities and in public spaces.

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 audit⁸.

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.

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

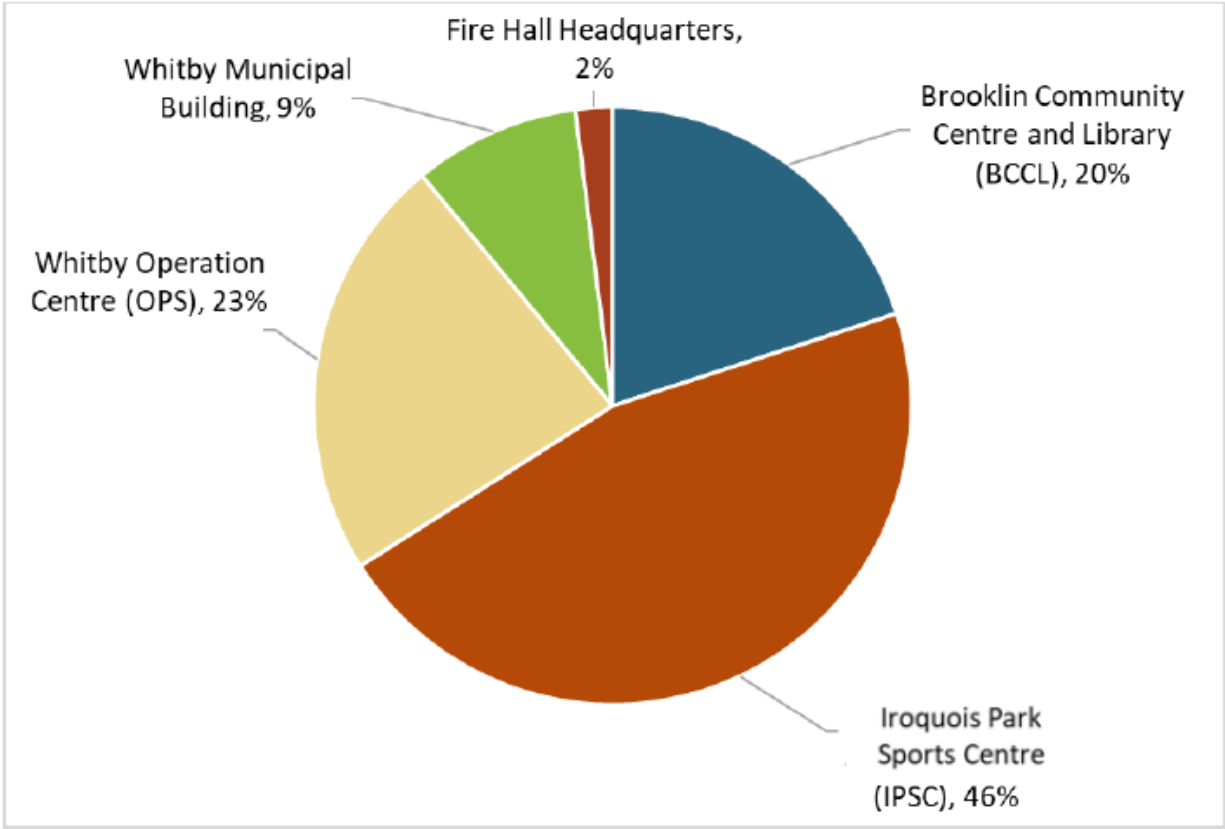


Figure 2-3 shows most of the waste disposed in the garbage stream was from the IPSC (46%), followed by the OPS (23%) and The BCCL (20%).

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

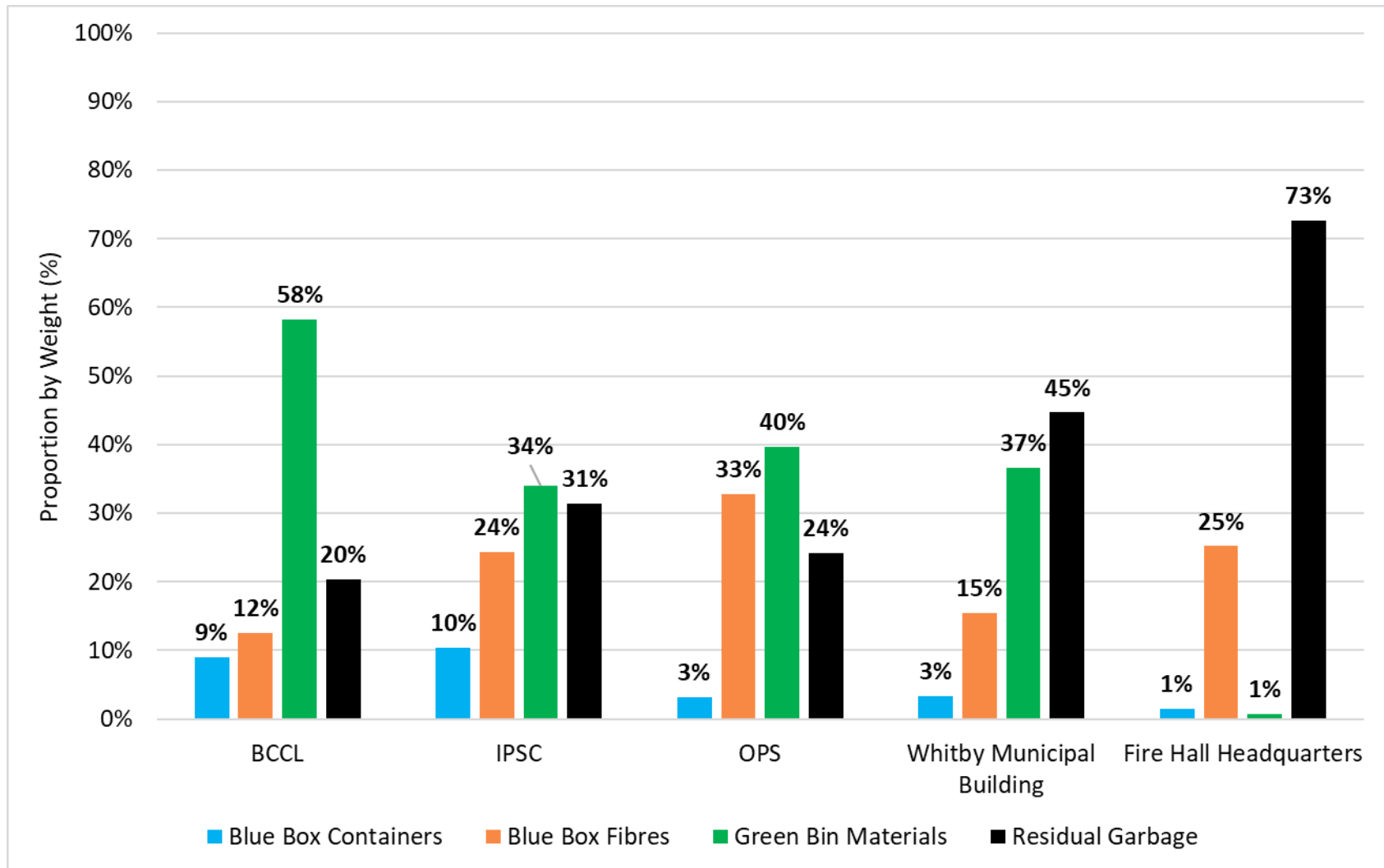


Table 2-5: WRG 2023 Facilities Audit – Common Material Types Disposed by Category and Facility

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.

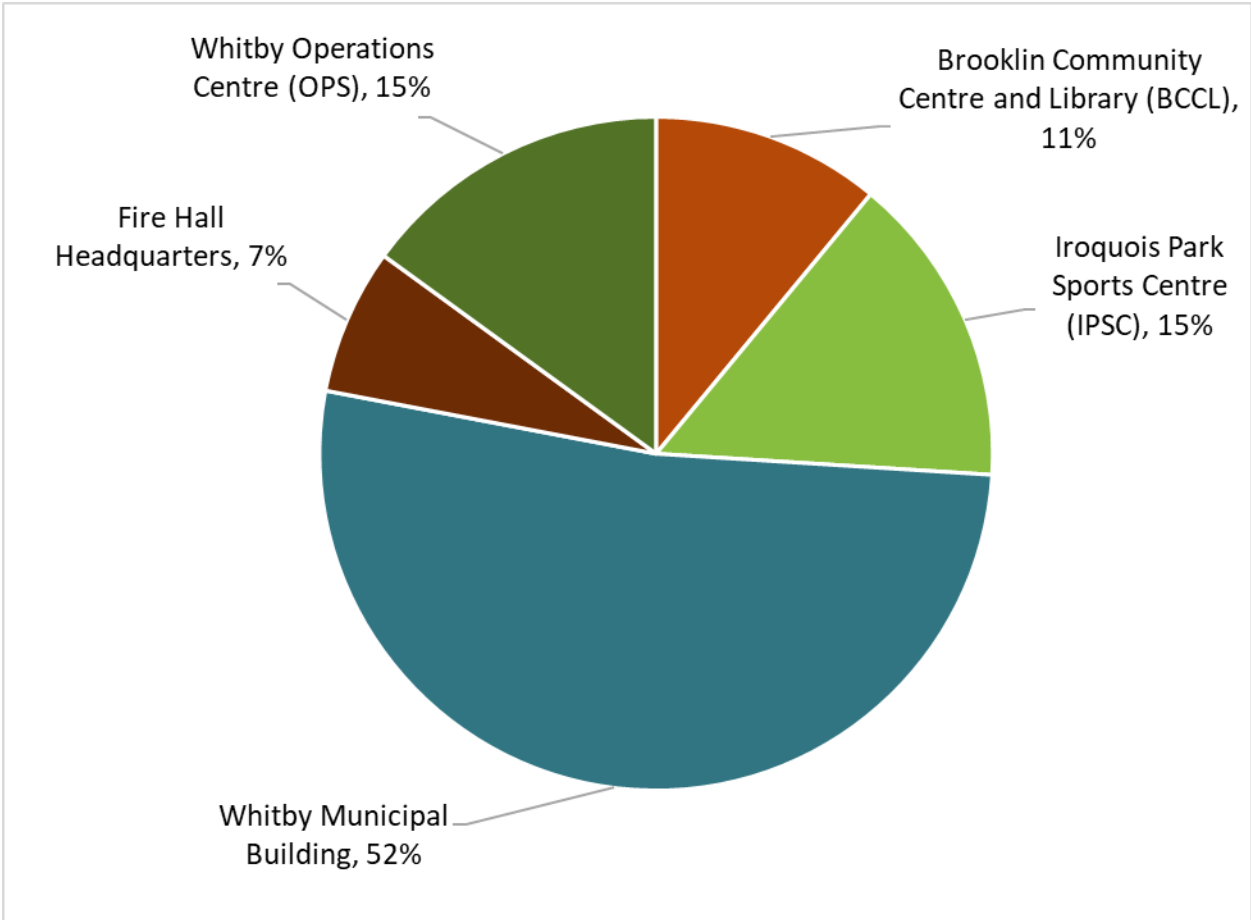
As illustrated in **Table 2-5**, the materials most commonly found in the Town facilities' garbage stream are:

- 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.

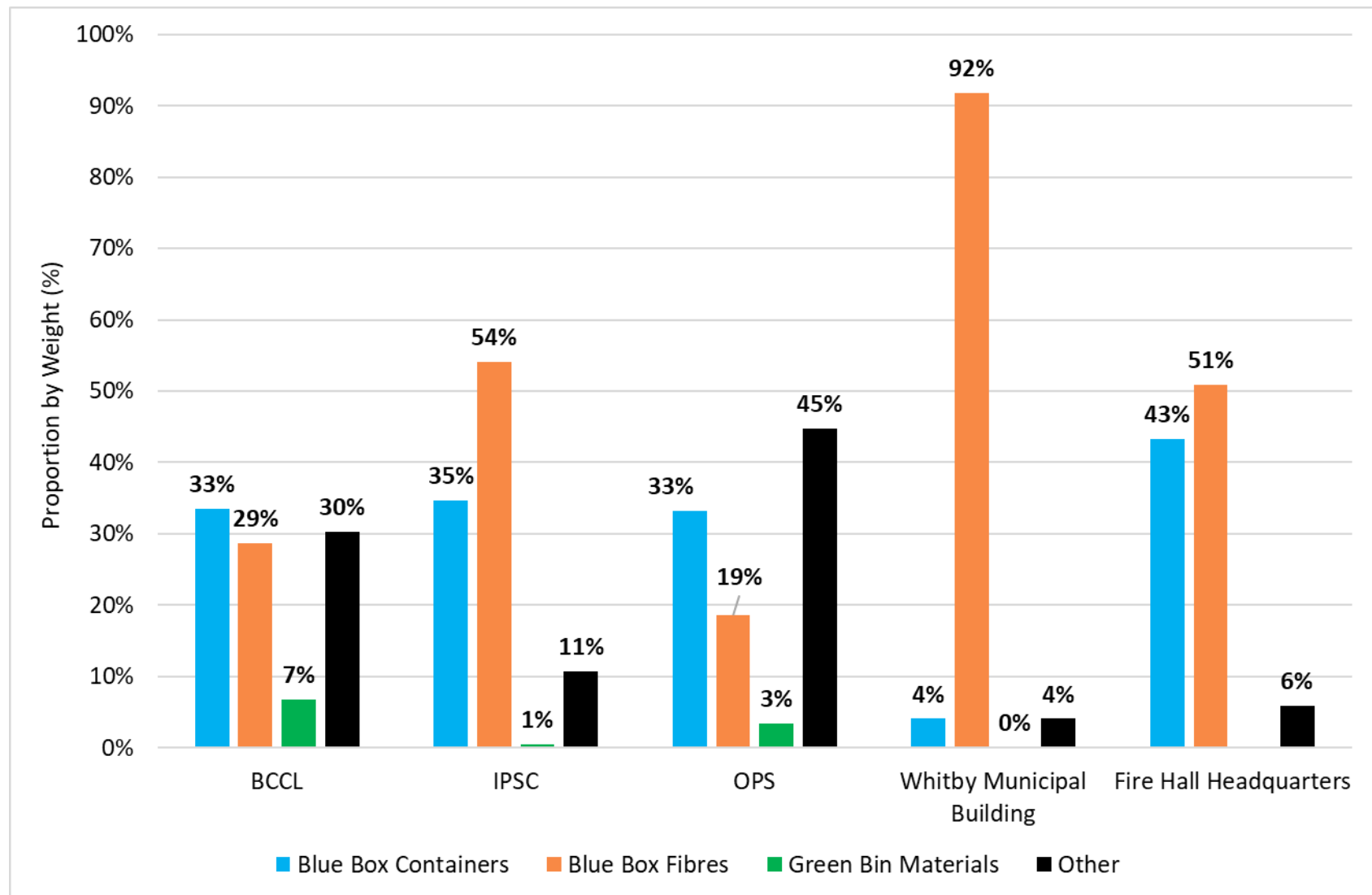
Figure 2-5: WRG 2023 Facilities Audit - Recycling Stream Distribution



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).

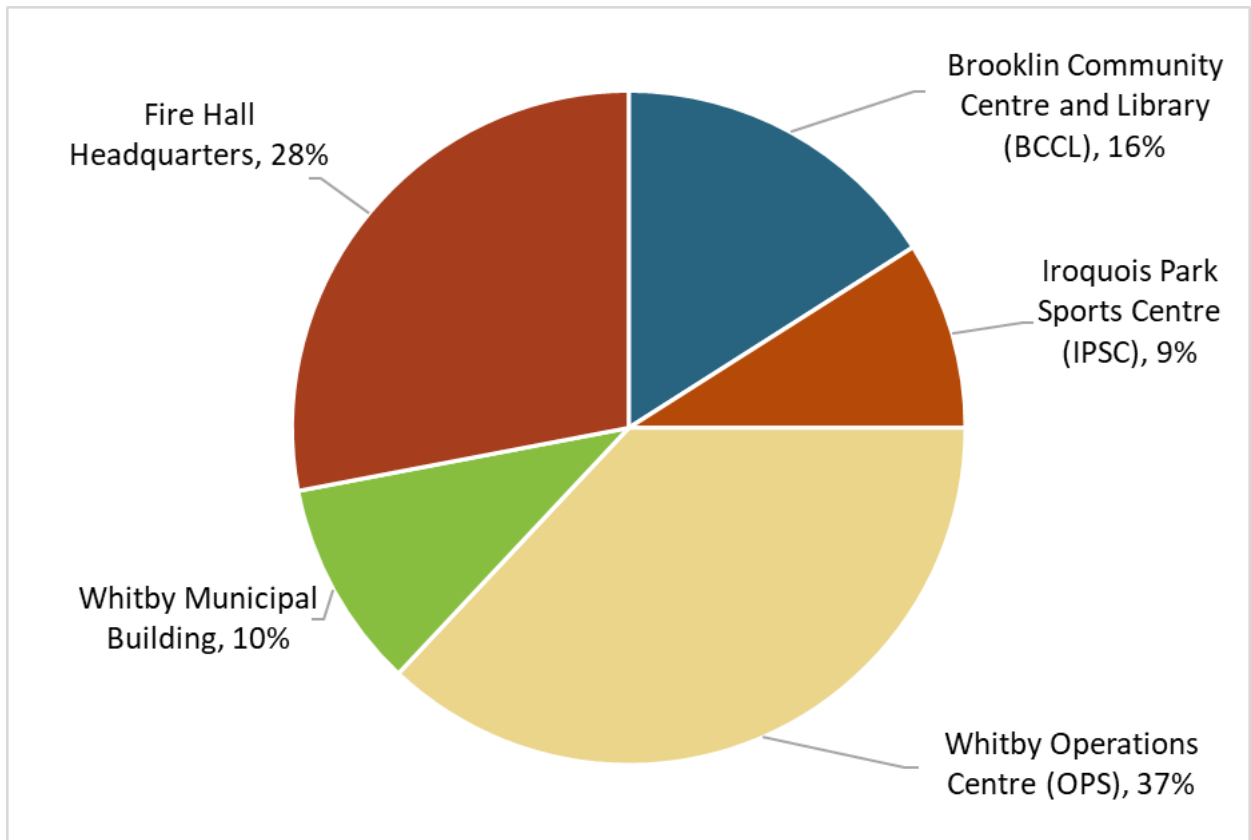
Figure 2-6: WRG 2023 Facilities Audit - Recycling Stream Composition



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.

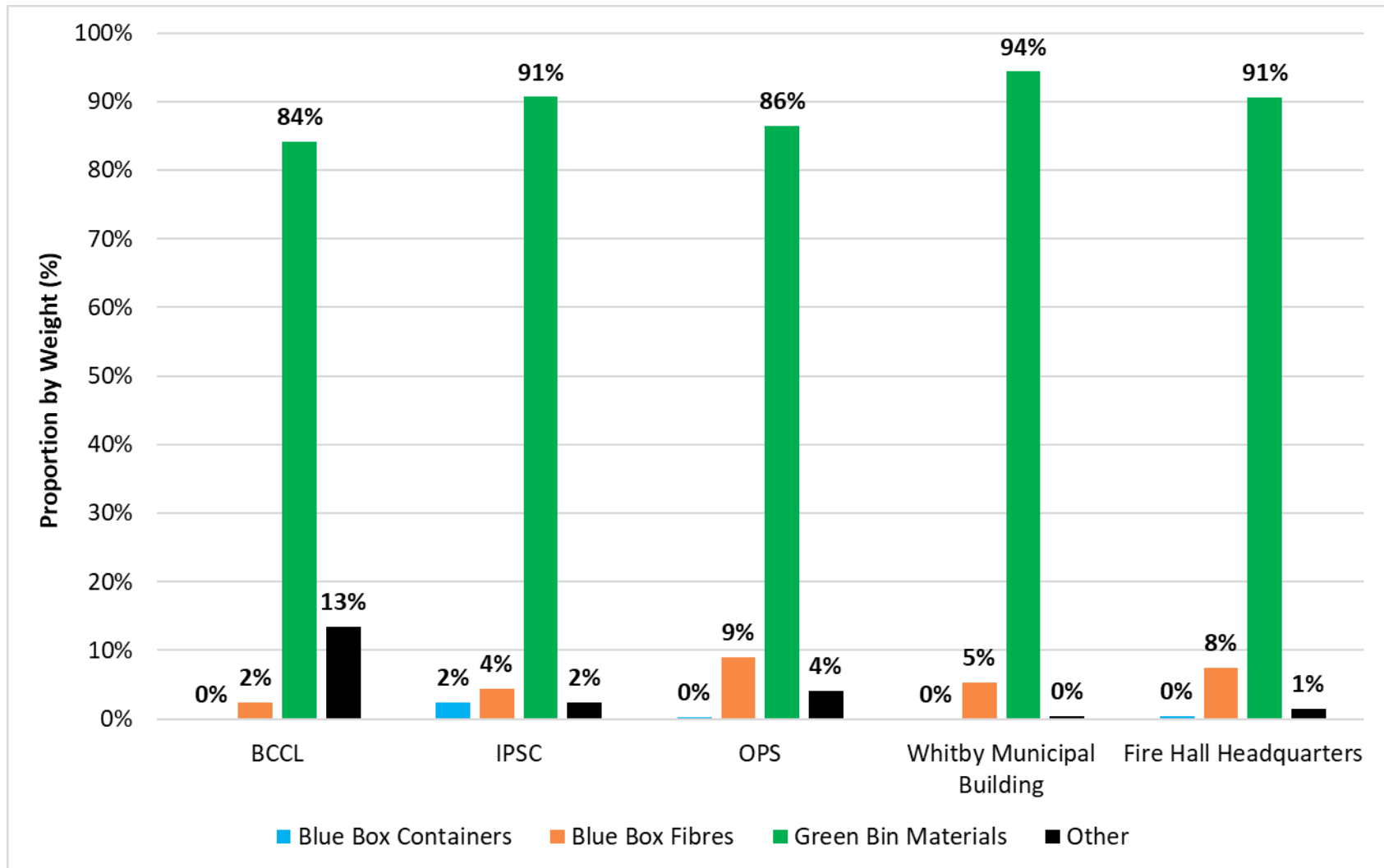
Figure 2-7: WRG 2023 Facilities Audit - Organic Stream Distribution



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

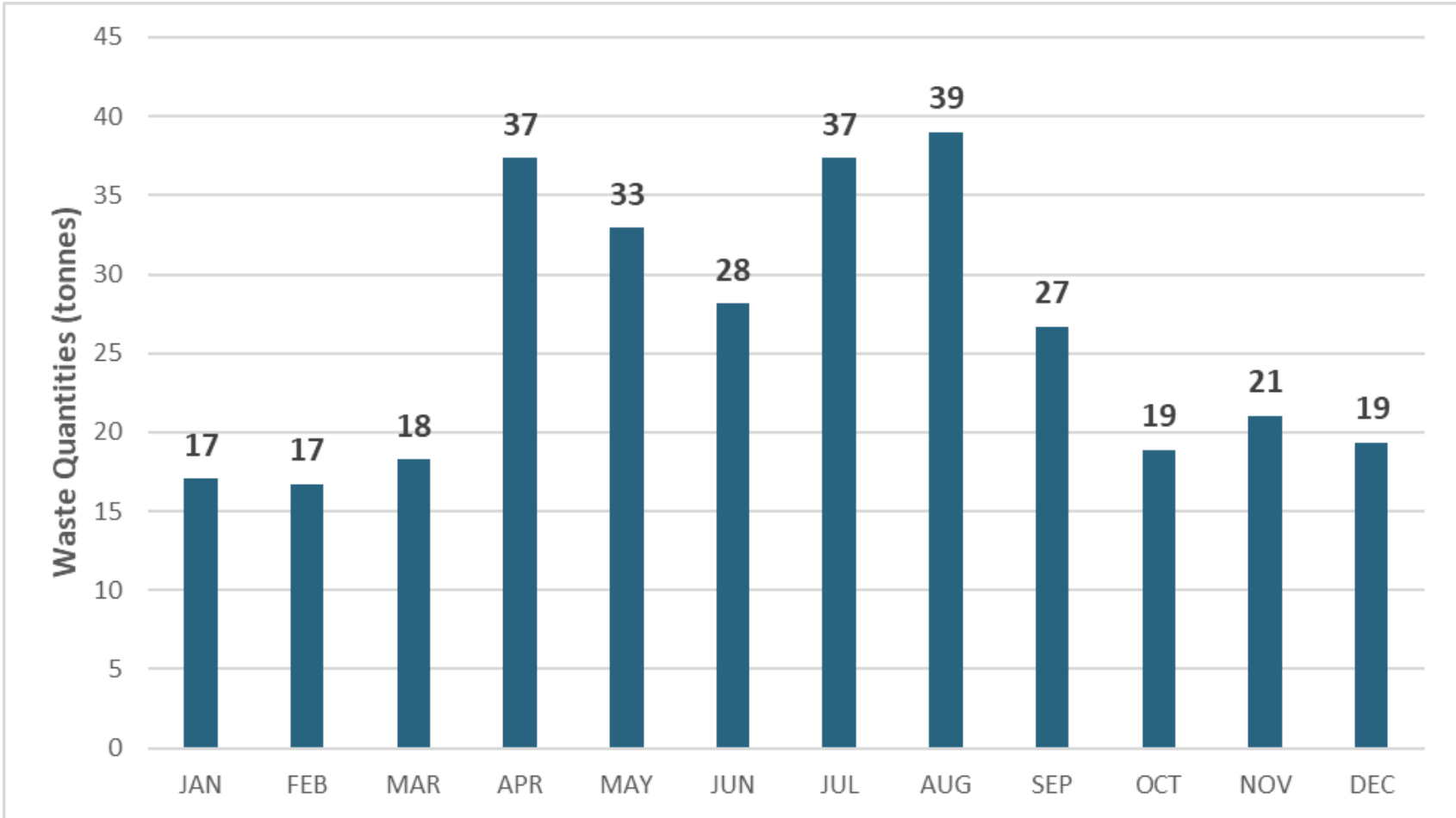
Table 2-6 illustrates the annual garbage disposed in parks on a monthly basis. Based on the data, the Town has managed relatively consistent quantities from 2022 to 2024, at approximately 300 tonnes annually.

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	<p>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.</p> <p>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).</p>	<p>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.</p>	<p>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.</p> <p>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.</p>
Municipality #2	<p>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.</p>	<p>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.</p> <p>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.</p>	<p>Municipal staff indicated implementation of a Green Team and support from the senior leadership to standardize receptacles in municipal facilities.</p> <p>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.</p> <p>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 employee onboarding packages, within annual policy reviews, or mandatory training checklists proved to be effective.</p> <p>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.</p>

Municipality	Existing Waste Management Practices in Facilities	KPIs and data metrics	Waste Initiatives, Policies, Infrastructure, or Technology
Municipality #3	<p>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.</p>	<p>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.</p>	<p>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.</p>
Municipality #4	<p>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.</p> <p>The municipality had challenges with overflowing and contaminated bins. Receptacles were selected to have size limiting openings and clear signage.</p>	<p>No metrics tracked.</p>	<p>The municipality emphasized collaboration with maintenance staff to determine the number of bins to place within facilities as well as where to place them.</p>

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.

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: 2,794,356¹⁰);
- Markham, Ontario (2021 population: 338,503¹¹);
- Mississauga, Ontario (2021 population: 717,961¹²);
- Burlington, Ontario (2021 population: 125,435¹³);
- Winnipeg, Manitoba (2021 population: 749,607¹⁴);
- Edmonton, Alberta (2021 population: 1,010,899¹⁵); 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 waste¹⁷. Annual waste audits are conducted for City office facilities with floor space more than 10,000 square metres (m²), 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 landfill¹⁸. 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 pandemic¹⁹. 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 home²⁰.

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 years²¹. 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 program²². 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 2020²³. The pilot program was successful, and the program was expanded. As of 2024, the dog waste collection containers are located in 18 parks across Mississauga²⁴.

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,incl%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\(where%20access%20allows\)](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/>

Corporate Waste Management

In 2009, City Council adopted a zero-waste policy²⁵ 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 outdoor²⁶.

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 stations²⁷.

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 fields²⁸.

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 City²⁹. 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 Strategy³¹.

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-Strategy.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 sectors³². 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 Edmonton³⁴. 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 website³⁵.

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

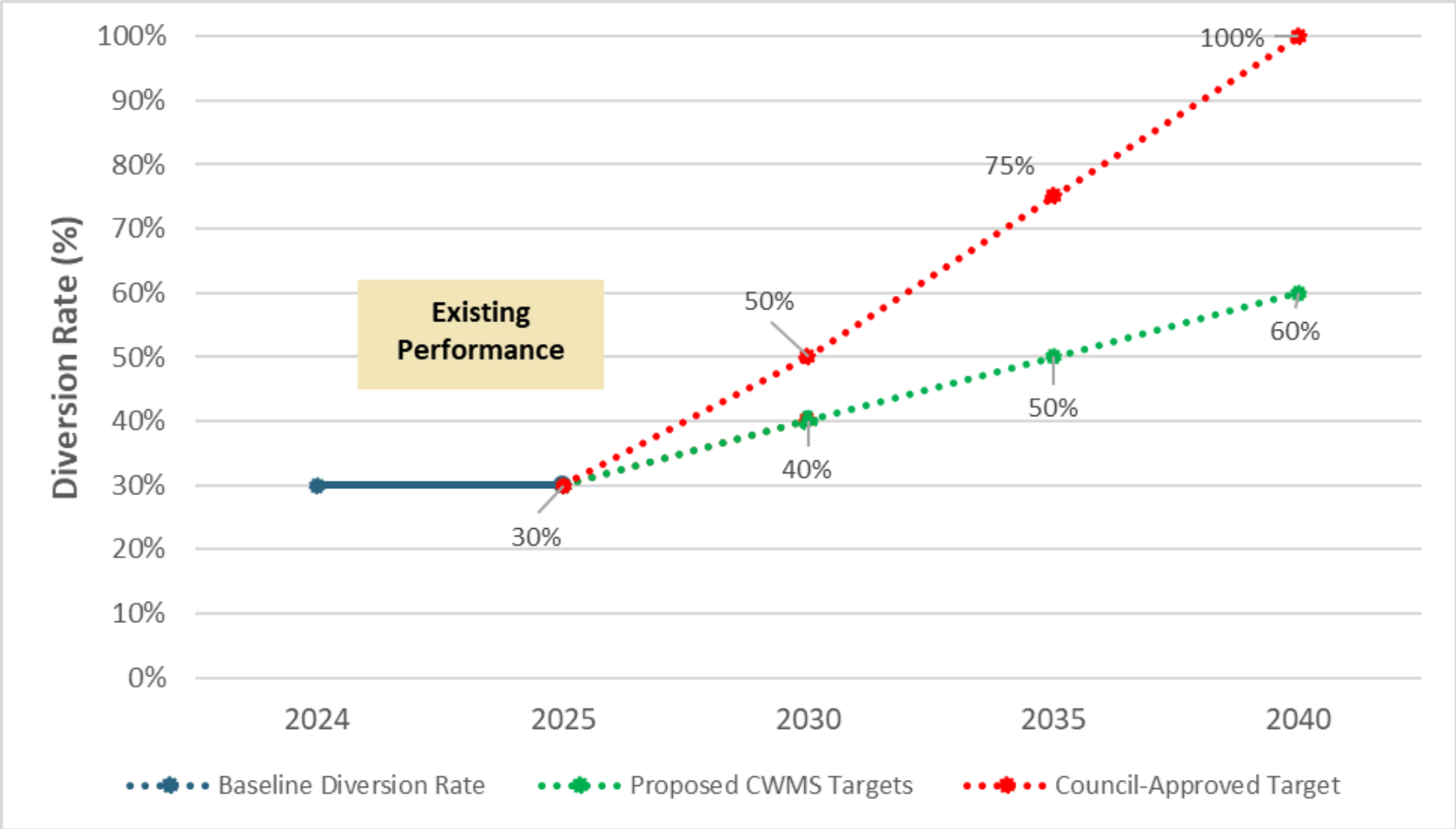
In September 2022, the Town's Council adopted 'Zero Waste by 2040' as a guiding principle to drive the shift towards implementing waste reduction and diversion initiatives to eliminate waste at the source and maximize material recovery. As mentioned in **Section 2.2.2**, the Town's ambitious goal of "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.

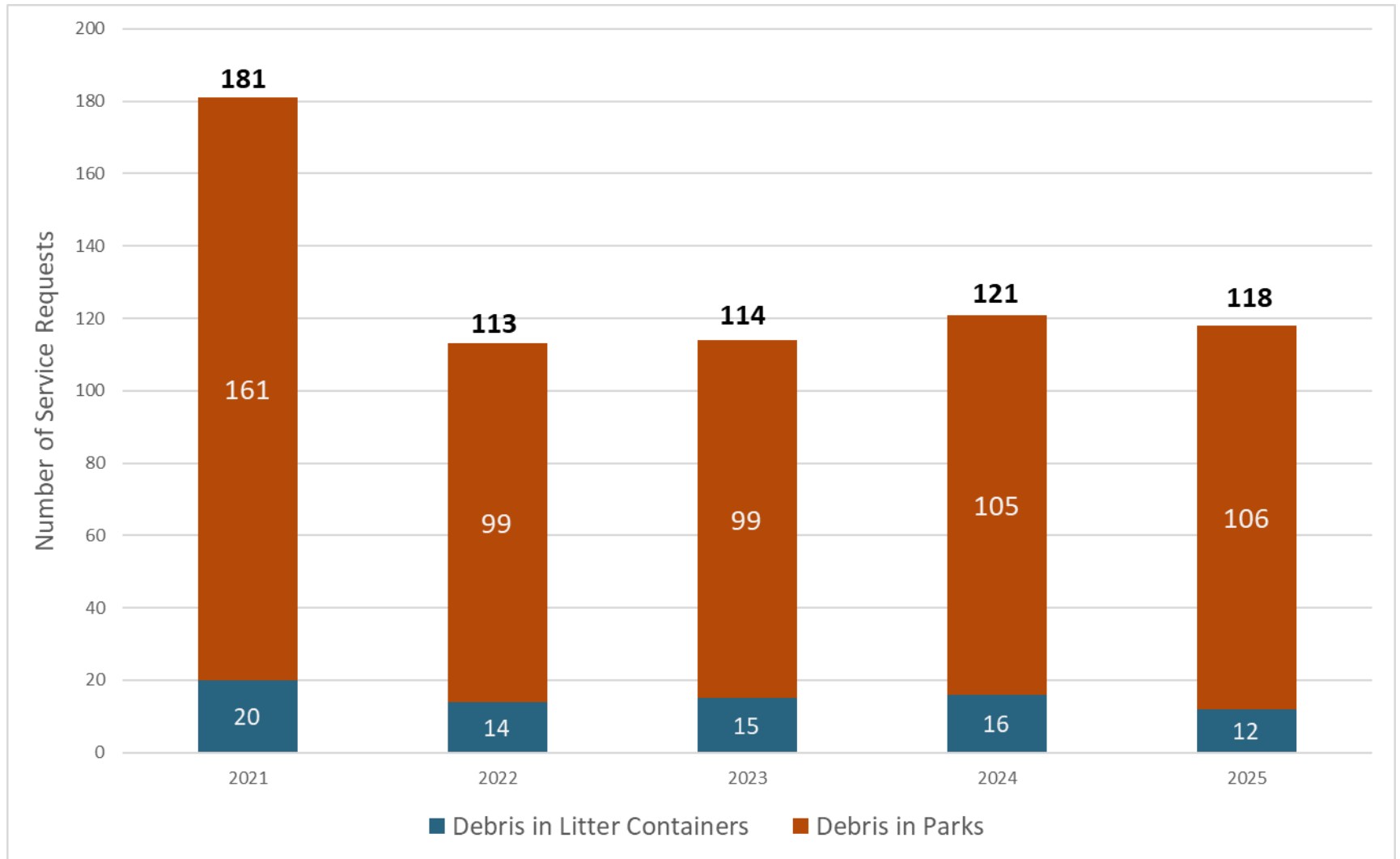
In these instances, metrics often rely on operational measures such as the number of service requests or complaints received, and the amount of staff time required to address public space waste management issues, such as overflowing bins. While these indicators still provide value, they offer a narrower 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)

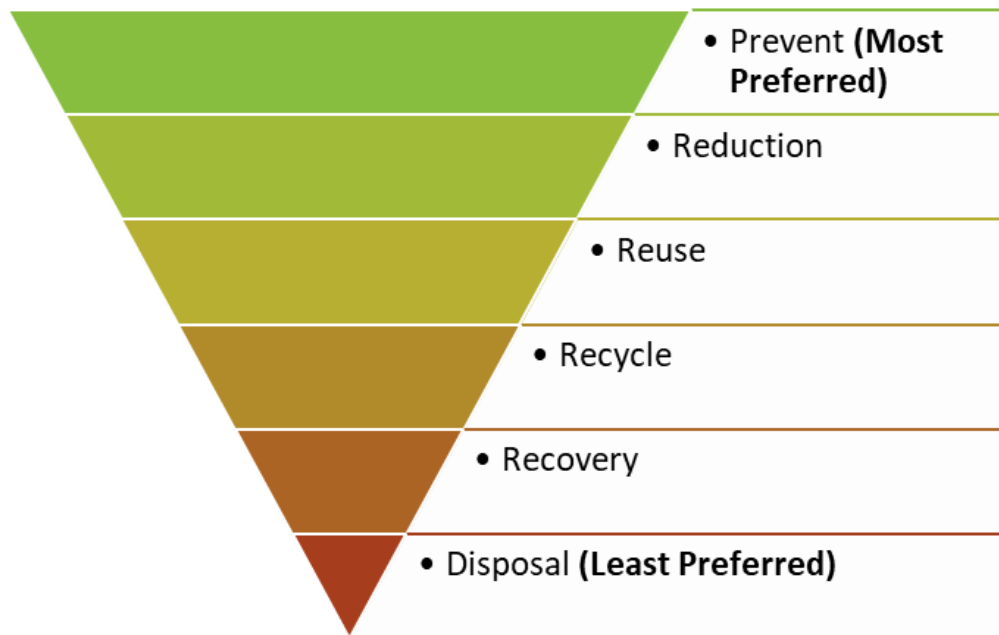


6.2

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 hierarchy³⁷, 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 **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)

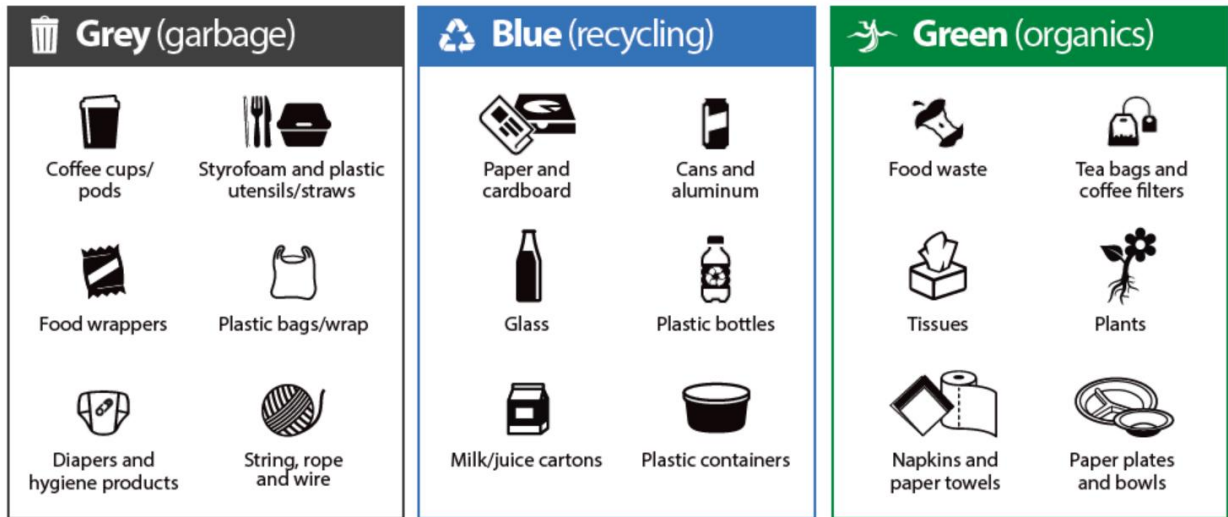


Figure 6-5: Example of Signage (Clarington)



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 questioned³⁸.

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://cggazette.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.

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 appropriate³⁹;
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 rates⁴⁰;
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	<ul style="list-style-type: none"> • 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. 	<p>\$160 – for one \$480 – for three</p>	
Waste Wise Products – TIM Line	<ul style="list-style-type: none"> • 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; 	<p>Approximately \$1,260.00</p>	

Receptacle	Description / Pros and Cons	Cost	Image
	<ul style="list-style-type: none"> • 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. 		
<p>Waste Wise Products – Flex-E Line</p>	<ul style="list-style-type: none"> • 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. 	<p>~\$400/50 gallon receptacle</p>	

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**.

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


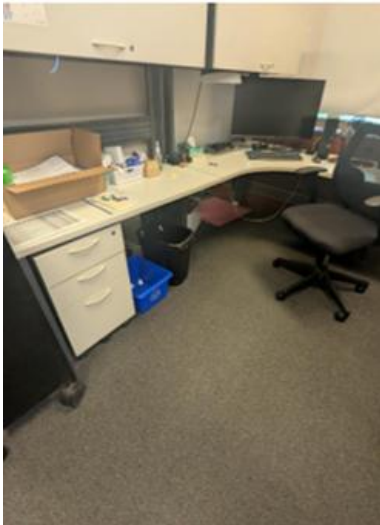

2023 Facility Waste Audit Data




Table A-1: WRG 2023 Facilities Audit - Material Category and Types


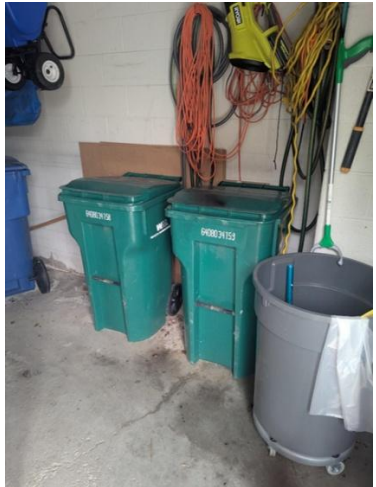

Material Category	Material Type
Blue Box Containers	Polyethylene Terephthalate (PET) #1
	HDPE Plastic Containers #2
	PP #5
	Polystyrene #6
	Glass
	Aluminum
	Steel Cans
	Gable Top Containers
	Aseptic Containers
Blue Box Fibres	Fine Paper
	Newspaper
	Boxboard
	Craft Paper
	Containerboard
	Cardboard
Green 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-foot tall round open top garbage bins	 <p>The photo section for item 1 contains four images. The top-left image shows a black bin in a library or office hallway. The top-right image is a close-up of a black bin with a white cloth draped over its rim. The bottom-left image shows a black bin in an office cubicle. The bottom-right image shows a black bin in a corner of a room.</p>
2	Small 26-liter garbage and recycling open top bins	 <p>The photo for item 2 shows a small black open-top bin placed under a desk in an office cubicle. A blue recycling bin is also visible nearby.</p>
3	Large closed top square recycling bin	 <p>The photo for item 3 shows a large blue recycling bin with a closed lid, featuring a recycling symbol. It is located in an office area near a glass partition.</p>

No.	Bin Type Name	Photo
4	Small compost bin	
5	Three-stream (garbage, recycling, organics) receptacle	
6	Outdoor steel garbage bin	

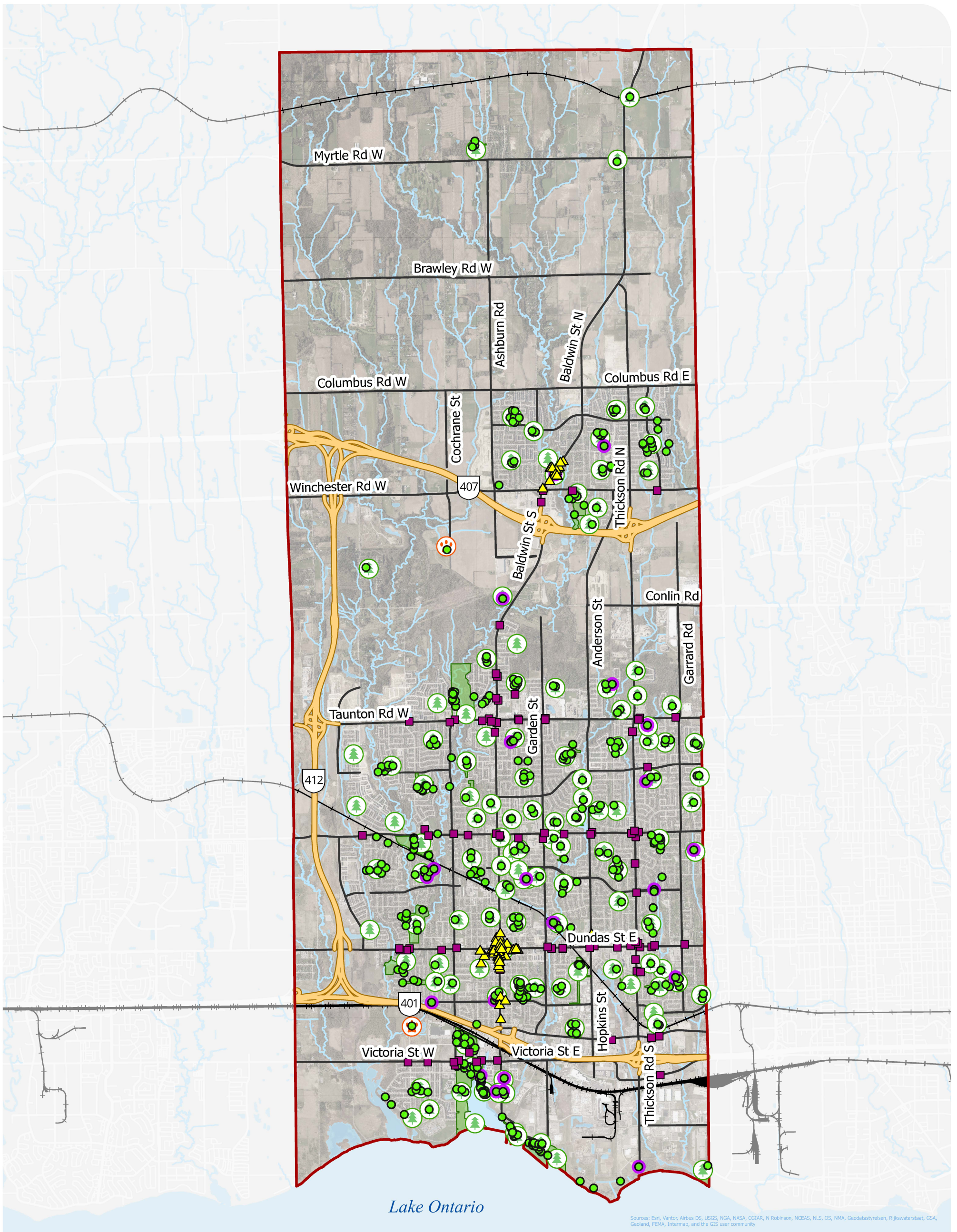
No.	Bin Type Name	Photo
7	Outdoor 4-yard front end loading bins	
8	Green organic waste cart	
9	Recycling cart	

No.	Bin Type Name	Photo
1	Square open top receptacle	 A square, open-top metal mesh receptacle, likely made of galvanized steel, stands in a snowy field. The receptacle is empty and has a small black handle on its front edge. The background shows a line of trees and a building under a grey sky.
2	In-ground receptacle	 A green, in-ground receptacle with a lid, standing in a snowy field. The receptacle is cylindrical and has a circular opening on top with a white lid. The lid has a small white icon of a person and a trash can, with the text "Pick Up Bin" below it. The background shows a line of trees and a building under a grey sky.

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



Sources: Esri, Vantor, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatasyrisen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap, and the GIS user community

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

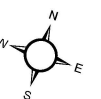
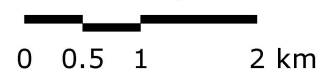
Figure C-1



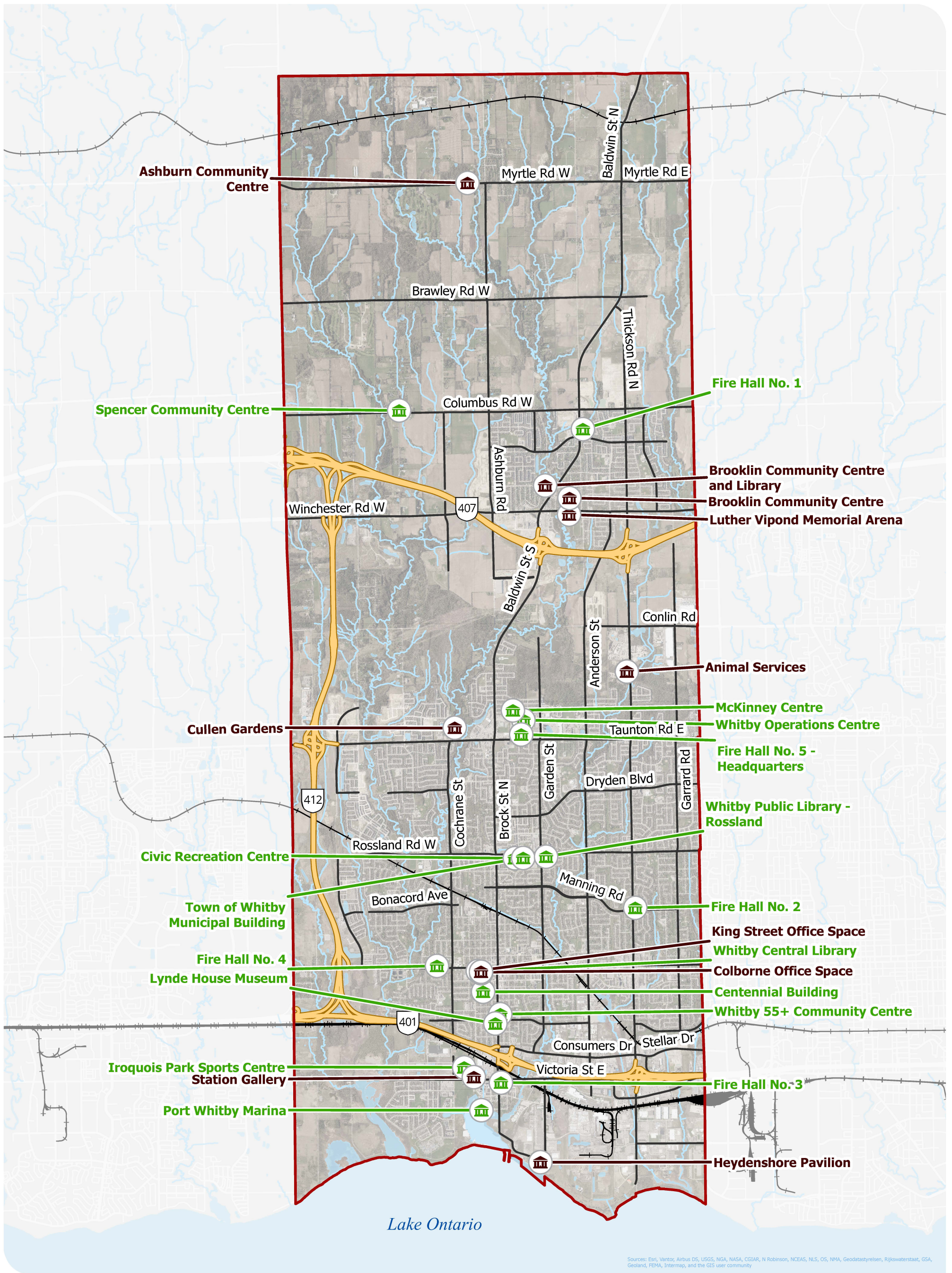
MAP DRAWING INFORMATION:
DATA PROVIDED BY MNR, TOWN OF WHITBY

MAP CREATED BY: LK
MAP CHECKED BY: LA
MAP PROJECTION: NAD 1983 UTM Zone 17N

SCALE 1:65,000



PROJECT: 25-1638 STATUS: DRAFT DATE: 2026-01-08



Sources: Esri, Vantor, Airbus DS, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatasyriselen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap, and the GIS user community

Town of Whitby

Corporate Waste Management Study

- Town Boundary
- Freeway
- Major Road
- Railway

Water Feature

Facility by Presence of Source Separation Bins

- 🏠 Waste, Recycling, and Compost Present
- 🏠 Waste and Recycling Present

Location of Town Facilities by Separation Stream

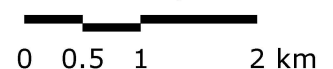
Figure C-2



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



PROJECT: 25-1638 STATUS: DRAFT DATE: 2026-01-08

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 Receipts	Procure and implement standardized waste receipts for all Town facilities. The receipts should have consistent colour and signage, following the North American standard and practices for household waste in the Town using both 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 receipts and messaging is demonstrated to improve waste sorting, reduce confusion, and build 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., receipts and signage). Implementation of standardized receipts 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 receipts. However, this could be mitigated by phasing in new receipts over time. It is estimated that purchase of receipts, new signage, and the cost to retrofit the Town's existing collection trucks with a zipper may range from \$348,000 to \$366,000, based on the number of facilities and receipt 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 receipt 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 receipts.	Yes
Facilities	Adopt Standardized Receipts Placement Guidelines	Adopt standardized receipt placement guidelines which detail where receipts should be placed in facilities, public spaces, and parks. Examples include removal of debris/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 receipt 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 receipt placement is demonstrated to improve diversion.	This recommendation is anticipated to have low financial impacts, as staff time will be required to review the receipt placement guidelines and place the receipts in facilities and public spaces.	This recommendation is anticipated to have a low impact on GHG emissions reduction. Proper placement of waste receipts has been demonstrated to improve waste diversion. Improved organic waste diversion supports carbon capture from reuse of organic materials for soil and/or anaerobic digestion for methane gas capture. However, it is noted that placement of receipts 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 with the existing staff complement (i.e., ODS 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 receipts 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 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 collection 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 receipts and signage and materials to pilot a pet waste program may range from \$4,000 to \$24,000, depending on type and number of receipts purchased (single bins to signposts). 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 pile.	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 organic 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 receipt 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 to 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 reparability requirements, or requiring recycled content or recyclable materials.	Making procurement choices that prevent, reduce, or reuse materials or prioritize waste prevention or diversion in service, 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 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 policies, 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 better-use 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 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 no staff time to develop. However implementation of the Policy may require capital or operating funds to support the Policy (i.e., hand dryer 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 approval. 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 reusable 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 standards 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 and 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 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 reduce and engage staff.	This recommendation is anticipated to have a medium impact on 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 organic 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	Diversions 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, contact, 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 and 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 (PRE) to diversion impact is difficult, as it relies on the strength of the PRE program, public behaviour and putting a comparison baseline in place to measure the PRE 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 goal.	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 in-store 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 PRE to diversion impact is difficult, as it relies on the strength of the PRE 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 organic material 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 guide event participants. It could also include guidelines about food service ware (e.g., reusable, compostable/recyclable). Identify opportunities to enhance the guidelines 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 reduction 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 its 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 protocol, 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 provide 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 audits 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 staff 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 installing 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 organic material for soil and/or anaerobic digestion for methane gas capture.	No. While piloting diversion opportunities in select parks would support long-term waste reduction goals, fully implementing this initiative across the entire park 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. 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.	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	<p>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.</p>	<p>For efficiency, it is recommended that one point person be responsible for the changes.</p> <p>Having a passionate staff member help drive the implementation of the plan should increase the success of the changes.</p>
2	<p>IC will organize site visits with lead Custodial staff personnel from each facility.</p> <p>IC will visit each facility with a floor plan and walk through the facility with Custodial staff to identify:</p> <ul style="list-style-type: none"> • 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. 	<p>Custodial staff buy-in is vital to successfully implementing the changes.</p> <p>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.</p>

Step	Description	Rationale
	<p>The IC should mark each floor plan with receptacle placement and colour coded stream.</p> <p>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.</p>	
3	<p>Review the budget for receptacle replacement and select (Table 6-5) based on budget and Custodial staff feedback (Step 2).</p> <p>Negotiate with the Town’s hauler the cost to change dumpsters placed at facilities (or parks) to accommodate increased diversion.</p>	<p>This will guide decision making around the types of receptacles that are purchased.</p>
4	<p>IC should develop a phased approach to receptacle replacement based on information gathered from Custodial staff.</p>	<p>Based on the information collected from Custodial staff about facilities and park receptacles that are currently facing the most</p>

Step	Description	Rationale
		<p>problems, a phased approach to roll out should be developed.</p> <p>This will help the changes be less overwhelming to staff and allow adjustments based on lessons learned.</p>
5	<p>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.”</p>	<p>Ensuring existing and all new staff are given the same information will help make the changes implemented effective and lasting.</p>

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*	<p>Material: Powder-coated steel or aluminum with rust-proof undercoating.</p> <p>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.</p> <p>Finish: Surfaces must be non-porous to allow for the removal of graffiti via sanding or solvents.</p>
System Type B	In-Ground Deep Collection Units	<p>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.</p> <p>Capacity: Large volume capacity reduces collection frequency, offsetting the higher capital cost.</p>

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.

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.