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Consolidated financial statements of  
The Corporation of the Town  
of Whitby

December 31, 2022

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## Independent Auditor's Report

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

### Opinion

We have audited the consolidated financial statements of The Corporation of the Town of Whitby (the "Town"), which comprise the consolidated statement of financial position as at December 31, 2022, and the consolidated statements of operations, change in net financial assets and cash flows for the year then ended, and notes to the financial statements, including a summary of significant accounting policies (collectively referred to as the "financial statements").

In our opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Town as at December 31, 2022, and the results of its operations, changes in net financial assets, and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

### Basis for Opinion

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

### Responsibilities of Management and Council for the Financial Statements

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

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

Council is responsible for overseeing the Town's financial reporting process.

## Auditor's Responsibilities for the Audit of the Financial Statements

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

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

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

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

The logo for Deloitte LLP, featuring the word "Deloitte" in a cursive script followed by "LLP" in a plain sans-serif font.

Chartered Professional Accountants  
Licensed Public Accountants  
December 4, 2023

**The Corporation of the Town of Whitby**  
**Consolidated statement of financial position**  
As at December 31, 2022

	Notes	<b>2022</b>	2021
		<b>\$</b>	<b>\$</b>
<b>Financial assets</b>			
Cash		<b>93,690,071</b>	97,649,810
Investments	4	<b>315,164,758</b>	289,063,712
Taxes receivable	5	<b>20,538,191</b>	14,708,078
Accounts receivable		<b>22,907,521</b>	23,442,463
Long term note receivable	6	<b>6,065,473</b>	6,207,777
Investment in Government Business Enterprise	19	<b>84,169,143</b>	80,405,122
Promissory note receivable	19	<b>28,337,942</b>	28,337,942
		<b>570,873,099</b>	539,814,904
<b>Liabilities</b>			
Accounts payable and accrued liabilities		<b>30,786,319</b>	29,074,454
Other current liabilities		<b>18,831,120</b>	8,596,965
Long term debt	7	<b>16,343,000</b>	17,149,000
Deferred revenue	8	<b>256,315,067</b>	245,325,250
Liability for contaminated sites	9	<b>4,490,000</b>	3,556,000
Employee future benefits liabilities	10	<b>13,440,882</b>	12,653,445
		<b>340,206,388</b>	316,355,114
Net financial assets		<b>230,666,711</b>	223,459,790
<b>Non-financial assets</b>			
Tangible capital assets	11	<b>717,442,859</b>	683,402,030
Prepaid expenses		<b>1,399,296</b>	1,603,308
Inventory of supplies		<b>713,522</b>	702,082
		<b>719,555,677</b>	685,707,420
Accumulated surplus	12	<b>950,222,388</b>	909,167,210

The accompanying notes are an integral part of the consolidated financial statements.

Approved by the Board

\_\_\_\_\_, Director

\_\_\_\_\_, Director

**The Corporation of the Town of Whitby**  
**Consolidated statement of operations**  
Year ended December 31, 2022

	Notes	Budget \$	2022 Actual \$	2021 Actual \$
		<b>(Note 14)</b>		
<b>Revenue</b>				
Taxation		<b>110,420,786</b>	<b>112,077,550</b>	105,332,172
User fees and charges		<b>26,801,204</b>	<b>23,920,973</b>	16,943,506
Grants		<b>7,306,241</b>	<b>1,568,880</b>	4,393,436
Developer and other contributions earned	8 and 16	<b>14,572,992</b>	<b>47,072,067</b>	16,009,098
Canada Community Building Fund	8	<b>2,215,170</b>	<b>2,747,490</b>	1,705,602
Investment income (loss)		<b>459,700</b>	<b>(7,452,252)</b>	6,278,078
Fines, penalties and interest		<b>3,333,189</b>	<b>3,701,773</b>	3,234,183
Licenses and permits		<b>1,172,900</b>	<b>2,214,587</b>	1,162,731
Rents and other		<b>741,001</b>	<b>2,748,118</b>	2,861,188
Revenue recognized on contributed tangible capital assets	11	—	—	101,354
Net earnings, Government Business Enterprise	19	<b>4,185,000</b>	<b>6,778,880</b>	5,596,800
		<b>171,208,183</b>	<b>195,378,066</b>	163,618,148
<b>Expenses (Schedule 1)</b>				
General government		<b>35,689,449</b>	<b>29,880,446</b>	25,782,801
Protection to persons and property		<b>31,112,847</b>	<b>32,233,812</b>	30,981,805
Transportation services		<b>33,745,109</b>	<b>44,614,837</b>	47,011,865
Environmental services		<b>7,727,843</b>	<b>7,230,085</b>	6,785,766
Recreation and cultural services		<b>35,414,751</b>	<b>34,264,743</b>	27,491,552
Planning and development		<b>4,807,551</b>	<b>4,791,726</b>	6,943,365
Social and family services		<b>1,590,343</b>	<b>1,307,239</b>	1,663,369
		<b>150,087,893</b>	<b>154,322,888</b>	146,660,523
Annual surplus		<b>21,120,290</b>	<b>41,055,178</b>	16,957,625
Accumulated surplus, beginning of year		<b>909,167,210</b>	<b>909,167,210</b>	892,209,585
<b>Accumulated surplus, end of year</b>		<b>930,287,500</b>	<b>950,222,388</b>	909,167,210

The accompanying notes are an integral part of the consolidated financial statements.

**The Corporation of the Town of Whitby**  
**Consolidated statement of change in net financial assets**  
Year ended December 31, 2022

	Notes	Budget \$	2022 Actual \$	2021 Actual \$
		<b>(Note 14)</b>		
<b>Annual surplus</b>		<b>21,120,290</b>	<b>41,055,178</b>	16,957,625
Acquisition of tangible capital assets	11	<b>(56,182,638)</b>	<b>(64,439,993)</b>	(23,566,650)
Amortization of tangible capital assets	11	<b>28,227,000</b>	<b>26,908,091</b>	26,174,939
Write down/disposal of tangible capital assets	11	—	<b>3,491,073</b>	9,008,730
		<b>(6,835,348)</b>	<b>7,014,349</b>	28,574,644
Decrease (increase) in prepaid expenses		—	<b>204,012</b>	(226,169)
(Increase) in inventory of supplies		—	<b>(11,440)</b>	(98,994)
Change in net financial assets		<b>(6,835,348)</b>	<b>7,206,921</b>	28,249,481
Net financial assets, beginning of year		<b>223,459,790</b>	<b>223,459,790</b>	195,210,309
<b>Net financial assets, end of year</b>		<b>216,624,442</b>	<b>230,666,711</b>	223,459,790

The accompanying notes are an integral part of the consolidated financial statements.

**The Corporation of the Town of Whitby**  
**Consolidated statement of cash flows**  
Year ended December 31, 2022

	Notes	2022 \$	2021 \$
<b>Operating activities</b>			
Annual surplus		<b>41,055,178</b>	16,957,625
Items not involving cash			
Amortization	11	<b>26,908,091</b>	26,174,939
Write down/disposal of tangible capital assets	11	<b>3,491,073</b>	9,008,730
Net earnings of Government Business			
Enterprise	19	<b>(6,778,880)</b>	(5,596,800)
Value of contributed tangible assets recognized as revenue	11	—	(101,354)
Changes in non-cash assets and liabilities			
Taxes receivable		<b>(5,830,113)</b>	1,561,329
Accounts receivable		<b>534,942</b>	(12,577,109)
Inventory of supplies		<b>(11,440)</b>	(98,994)
Prepaid expenses		<b>204,012</b>	(226,169)
Accounts payable and accrued liabilities		<b>1,711,865</b>	2,839,949
Other current liabilities		<b>10,234,155</b>	998,259
Deferred revenue		<b>10,989,817</b>	66,894,364
Liability for contaminated sites		<b>934,000</b>	—
Employee future benefits liability		<b>787,437</b>	678,983
		<b>84,230,137</b>	106,513,752
<b>Capital activity</b>			
Acquisition of tangible capital assets	11	<b>(64,439,993)</b>	(23,465,296)
<b>Financing activities</b>			
Repayment of long-term debt	7	<b>(806,000)</b>	(797,000)
Proceeds from issuance of long-term debt		—	—
		<b>(806,000)</b>	(797,000)
<b>Investing activities</b>			
Net changes in investments		<b>(26,101,046)</b>	(124,287,490)
Issuance of note receivable	6	—	(6,277,566)
Collection of notes receivable	6	<b>142,304</b>	69,789
Dividends from Government Business Enterprises	19	<b>3,014,859</b>	3,641,600
		<b>(22,943,883)</b>	(126,853,667)
Change in cash during the year		<b>(3,959,739)</b>	(44,602,211)
Cash, beginning of year		<b>97,649,810</b>	142,252,021
<b>Cash, end of year</b>		<b>93,690,071</b>	97,649,810

The accompanying notes are an integral part of the consolidated financial statements.



## **1. Significant accounting policies**

The consolidated financial statements of The Corporation of the Town of Whitby (the "Town") are the representations of management prepared in accordance with accounting standards, as recommended by the Public Sector Accounting Board ("PSAB") of the Chartered Professional Accountants of Canada.

### *(a) Reporting entity*

#### *(i) Consolidated financial statements*

These consolidated financial statements reflect the assets, liabilities, accumulated surplus, revenues, expenses and annual surplus of the reporting entity. The reporting entity is comprised of all organizations, local boards and committees which are controlled by the Town, including the following:

- Town of Whitby Public Library Board;
- Groveside Cemetery Board; and
- Downtown Whitby Business Improvement Area.

All material inter-entity transactions and balances are eliminated on consolidation with the exception of transactions/balances with Government Business Enterprise (Note 1(a) (ii)).

#### *(ii) Investment in Government Business Enterprise*

The Town's investment in Elexicon Corporation is accounted for on a modified equity basis, consistent with generally accepted accounting principles as recommended by PSAB for investments in government business enterprises. Under the modified equity basis, Elexicon Corporation's accounting policies are not adjusted to conform to those of the Town and inter-organizational transactions and balances are not eliminated. The Town recognizes its equity interest in the annual earnings or loss of Elexicon Corporation in its consolidated statement of operations with a corresponding increase or decrease in its investment asset account. Dividends that the Town may receive from Elexicon Corporation and other capital transactions are reflected as adjustments in the investment asset account.

#### *(iii) Accounting for region and school board transactions*

The taxation, other revenues, expenses, assets and liabilities with respect to the operations of the school boards and the Region of Durham are not reflected in the municipal fund balances of these financial statements.

#### *(iv) Trust funds*

Trust funds and their related operations administered by the Town are not consolidated but are reported separately on the "Trust Funds Statement of Financial Activities and Change in Fund Balance" and the "Trust Funds Statement of Financial Position".

### *(b) Basis of accounting*

#### *(i) Revenues and expenses*

Revenues and expenses are reported on the accrual basis of accounting. The accrual basis of accounting recognizes revenues, as they are earned and measurable; expenses are recognized, as they are incurred and measurable as a result of the receipt of goods or services and the creation of a legal obligation to pay.

**1. Significant accounting policies (continued)**

*(b) Basis of accounting (continued)*

*Tax revenue*

Tax revenue is recognized on all taxable properties within the Town included in the tax roll provided by the Municipal Property Assessment Corporation, using property values included in the tax roll or property values that can be reasonably estimated by the Town as it relates to supplementary or omitted assessments using tax rates authorized by Council for the Town's own purposes in the period for which the tax is levied.

*(ii) Investments*

Investments in units of pooled investment funds are recorded at market value. Other portfolio investments are recorded at lower of cost or market.

*(iii) Non-financial assets*

Non-financial assets are not available to discharge existing liabilities and are held for use in the provision of services. They have useful lives extending beyond the current year and are not intended for sale in the ordinary course of operations.

*Tangible capital assets*

Tangible capital assets are recorded at cost which includes all amounts that are directly attributable to acquisition, construction, development or betterment of the asset. The cost, less residual value, of the tangible capital assets excluding land are amortized on a straight-line basis over their estimated useful lives as follows:

	<u>Useful life-years</u>
Land improvements	10–20
Building and building improvements	10–50
Vehicles, machinery and equipment	5–20
Stormwater management	15–75
Road infrastructure	<u>25–50</u>

One half of the amortization is charged in the year of acquisition and in the year of disposal. Assets under construction are not amortized until the asset is available for productive use.

*Contribution of tangible capital assets*

Tangible capital assets received as contributions are recorded at their fair value as the date of receipt and also are recorded as revenue.

*Interest capitalization*

The Town's tangible capital asset policy does not allow for the capitalization of interest costs associated with the acquisition or construction of tangible capital assets.

*(iv) Deferred revenue – obligatory reserve funds*

Deferred revenue – obligatory reserve funds represents development charge contributions, payments in lieu of parkland, building code net revenues, and Federal/Provincial grants such as Invest in Ontario and Canada Community-Building Fund (formally Federal gas tax). These amounts have been collected but the related services have yet to be performed. These amounts will be recognized as revenue in the fiscal year the related services are performed.

**1. Significant accounting policies (continued)**

*(b) Basis of accounting (continued)*

*(v) Deferred revenue – general*

Deferred revenue – general represents user fees and charges, which have been collected, for which the related services have yet to be performed. These amounts will be recognized as revenue in the fiscal year the related services are performed.

*(vi) Employee future benefits liabilities*

The present value of the cost of providing employees with future benefits programs is recognized as employees earn these entitlements through service.

*(vii) Government transfers*

Government transfers are recognized as revenues by the Town in the period during which the transfer is authorized and any eligibility criteria are met. Government transfers are deferred if they are restricted through stipulations that require specific actions to be carried out in order to keep the transfer. For such transfers, revenue is recognized when the stipulation has been met.

*(viii) Reserves and reserve funds*

Certain amounts, as approved by Town Council are set aside in reserves and reserve funds for future operating and capital purposes. Transfers to and/or from reserves and reserve funds are an adjustment to the respective fund when approved.

*(ix) Liability for contaminated sites*

A liability for the remediation of a contaminated site is recognized as the best estimate of the amount required to remediate the contaminated site when contamination exceeding an environmental standard exists, the Town is either directly responsible or accepts responsibility, it is expected that the future economic benefit will be given up, and a reasonable estimate of the amount is determinable. If the likelihood of the Town's obligation to incur these costs is either not determinable, or if an amount cannot be reasonably estimated, the costs are disclosed as contingent liabilities in the notes to the financial statements.

*(x) Use of estimates*

The preparation of financial statements in conformity with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts in the financial statements and accompanying notes. Significant estimates relate to taxes receivable, accounts receivable, employee future benefits liabilities and accounts payable and accrued liabilities. Due to the inherent uncertainty in making estimates, actual results could differ from those estimates.

**The Corporation of the Town of Whitby**  
**Notes to the consolidated financial statements**  
December 31, 2022

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**2. Operations of School Boards and the Region of Durham**

Further to Note 1 ((a) iii), requisitions were made by the Region of Durham and School Boards requiring the Town to collect property taxes and payments in lieu of property taxes on their behalf. The amounts raised and remitted are summarized as follows:

	<b>School Boards</b>	<b>Region of Durham</b>	<b>2022 Total</b>	2021 Total
	\$	\$	\$	\$
Taxation	<b>57,373,837</b>	<b>166,496,114</b>	<b>223,869,951</b>	210,169,683
Payment in lieu of taxes	<b>592,502</b>	<b>2,347,172</b>	<b>2,939,674</b>	3,054,629
Amounts raised and remitted	<b>57,966,339</b>	<b>168,843,286</b>	<b>226,809,625</b>	213,224,312

**3. Trust funds**

Trust funds administered by the Town amounting to \$1,603,286 (\$1,493,174 in 2021) have not been included in the "Consolidated Statement of Financial Position" nor have their operations been included in the "Consolidated Statement of Operations". The trust funds have been reported separately on the "Trust Funds Statement of Financial Activities and Change in Fund Balance" and "Trust Funds Statement of Financial Position".

**4. Investments**

Investments include units in pooled investment funds with a market value of \$163,711,321 (\$149,875,586 in 2021), as well as portfolio investments in guaranteed investment certificates with a cost of \$151,453,437 (\$139,188,126 in 2021) and a market value of \$153,252,867 (\$140,246,160 in 2021).

**5. Taxes receivable**

The balance in taxes receivable, including penalties and interest, is comprised of the following:

	<b>2022</b>	2021
	\$	\$
Current year	<b>10,354,303</b>	6,257,406
Arrears previous years	<b>10,183,888</b>	8,450,672
	<b>20,538,191</b>	14,708,078

**6. Long term note receivable**

The Town issued the Abilities Centre Durham a fixed rate term loan on June 1, 2021. The loan bears interest at 2.58% per annum and is repayable in monthly installments of principal and interest of \$25,066 over a period of 30 years. Continuity of the balance receivable is as follows:

	<b>2022</b>	2021
	\$	\$
Balance, beginning of year	<b>6,207,777</b>	—
Loan advanced	—	6,277,566
Principal payments received	<b>(142,304)</b>	(69,789)
Balance, end of year	<b>6,065,473</b>	6,207,777

Interest income in the amount of \$158,488 (\$80,607 in 2021) has been recognized on the consolidated statement of operations.

**7. Long term debt**

The Town has assumed responsibility for the payment of principal and interest charges on certain debt issued via the Regional Municipality of Durham, to fund Town capital infrastructure projects. The long-term debt reported on the consolidated statement of financial position include the following:

	<b>2022</b>	2021
	\$	\$
Long term debt, issued in 2018 in the amount of \$4,000,000, bears interest at rates ranging from 2.2%-3.35% and matures annually on September 14th of each year through 2038	<b>3,376,000</b>	3,538,000
Long term debt, issued in 2020 in the amount of \$14,250,000, bears interest at rates ranging from 0.45%-2.2% and matures annually on October 2nd of each year through 2040	<b>12,967,000</b>	13,611,000
	<b>16,343,000</b>	17,149,000

The following table outlines the principal and interest requirements on the long-term debt.

	Principal	Interest	Total
	\$	\$	\$
2023	814,000	310,626	1,124,626
2024	823,000	301,683	1,124,683
2025	833,000	291,834	1,124,834
2026	843,000	280,970	1,123,970
2027	856,000	268,829	1,124,829
Thereafter	12,174,000	1,892,014	14,066,014
	<b>16,343,000</b>	<b>3,345,956</b>	<b>19,688,956</b>

Interest expense in the amount of \$320,510 (\$306,477 in 2021) has been recognized on the consolidated statement of operations.

**The Corporation of the Town of Whitby**  
**Notes to the consolidated financial statements**  
December 31, 2022

**7. Long term debt (continued)**

The above debt issued in the name of the Town has been approved by Council through by-law as required by legislation. The annual principal and interest payments required to service the long-term debt of the municipality are within the annual repayment limit prescribed by the Ministry of Municipal Affairs and Housing

**8. Deferred revenue**

Deferred revenue represents user fees and charges and grants which have been collected or received but for which the related services have yet to be performed. These amounts will be recognized as revenues in the fiscal year the related services are performed. Deferred revenues balances are summarized as follows:

	2022 \$	2021 \$
Obligatory reserve funds		
Development Charges Act	<b>187,120,302</b>	175,018,972
Subdivider Contributions	<b>14,615,324</b>	14,118,359
Parkland	<b>9,149,755</b>	16,540,009
Canada Community Building Fund	<b>20,465,302</b>	18,809,784
Building Code Act	<b>15,551,588</b>	10,833,866
Subtotal - Obligatory reserve funds	<b>246,902,271</b>	235,320,990
Deferred revenue – general	<b>9,412,796</b>	10,004,260
	<b>256,315,067</b>	245,325,250

The changes during the year in obligatory reserve funds which are reflected directly in the deferred revenue balance are analyzed as follows:

	Development Charges Act \$	Subdivider Contributions \$	Canada Community Building Fund \$	Parkland \$	Building Code Act \$	Total \$
Opening balance	<b>175,018,972</b>	<b>14,118,359</b>	<b>18,809,784</b>	<b>16,540,009</b>	<b>10,833,866</b>	<b>235,320,990</b>
Restricted fund received	<b>42,819,132</b>	<b>1,088,291</b>	<b>4,071,496</b>	<b>5,139,291</b>	<b>4,373,670</b>	<b>57,491,880</b>
Interest earned	<b>3,010,964</b>	<b>126,140</b>	<b>331,512</b>	<b>96,290</b>	<b>344,052</b>	<b>3,908,958</b>
Revenue recognized	<b>(33,728,766)</b>	<b>(717,466)</b>	<b>(2,747,490)</b>	<b>(12,625,835)</b>	<b>—</b>	<b>(49,819,557)</b>
Closing balance	<b>187,120,302</b>	<b>14,615,324</b>	<b>20,465,302</b>	<b>9,149,755</b>	<b>15,551,588</b>	<b>246,902,271</b>

**9. Liability for contaminated sites**

The Town has recorded an unfunded liability of \$4,490,000 (\$3,556,000 in 2021) for the estimated remediation costs associated with Town owned sites with identified contaminants in the soil. The liability estimate for the sites identified was based on an environmental assessment conducted by a third party engineering firm. At this time, the Town does not anticipate obtaining any recoveries in respect of the estimated liability.

## 10. Employee future benefits liabilities

The Town makes available to qualifying employees who retire before the age of 65, the opportunity to continue their coverage for such benefits as extended health and medication, dental care and life insurance. Coverage ceases at the age of 65. The accrued benefit liability and the expense for the year ended December 31, 2022, are based on the results and assumptions of an actuarial valuation as at December 31, 2021. The significant actuarial assumptions used in estimating the Town's related accrued benefit obligation are as follows:

Discount rate	3.00%
Inflation rate	1.75% per year
Dental benefit cost escalation	3.75% per year
	5.75% in 2021 reducing by
Medical benefit cash escalation	0.3333% per year to 3.75% in 2027

Information about the Town's post retirement benefit plan is as follows:

### *Accrued benefit liability*

	<b>2022</b>	2021
	\$	\$
Accrued benefit obligation	<b>17,817,435</b>	17,533,937
Unamortized actuarial (gains)/loss	<b>(4,376,553)</b>	(4,880,492)
Employee future benefit liability	<b>13,440,882</b>	12,653,445

### *Expense*

	<b>2022</b>	2021
	\$	\$
Current year benefit expense	<b>1,111,147</b>	1,057,630
Plan Amendments	—	—
Amortization of actuarial (gains)/losses	<b>522,434</b>	503,939
Interest on accrued benefit obligation	<b>503,939</b>	515,658
	<b>2,137,520</b>	2,077,227

## 11. Tangible capital assets

### (i) *Contributed tangible capital assets*

The Town records all tangible capital assets contributed by an external party at fair value on the earlier of the date received or of the transfer of risk and responsibility. Typical examples are land, roadways, and storm sewer lines installed by a developer as part of a subdivision agreement. Transfer of tangible capital assets in 2022 amounted to nil (\$101,354 in 2021).

### (ii) *Tangible capital assets recognized at nominal value*

Certain assets have been assigned a nominal value of one Canadian dollar, because of the difficulty of determining a tenable valuation and/or the assets were older than their estimated expected useful lives, and therefore were fully amortized.

**11. Tangible capital assets (continued)**

*(iii) Works of art and historical treasures*

The Town applies efforts to protect and preserve a number of owned historical buildings, collections of equipment, artifacts, documents and exhibits and works of art. These assets are not held for financial gain or to provide service but rather for public exhibition, education or research in furtherance of public service. These historical treasures and works of art are not recognized as tangible capital assets in the financial statements. The acquisition or betterment of such assets is recognized in the financial statements as an operating expense.



**The Corporation of the Town of Whitby**  
**Notes to the consolidated financial statements**  
December 31, 2022

**11. Tangible capital assets (continued)**

(iv) Other

No interest was capitalized during the year (nil in 2021).

	Land \$	Land improvements \$	Building and building improvements \$	Vehicles, machinery and equipment \$	Stormwater management \$	Road infrastructure \$	Work in progress \$	2022 Total \$
<b>Cost</b>								
Balance, beginning of year	85,595,078	95,834,874	162,832,654	37,970,123	82,787,261	627,080,446	47,692,175	1,139,792,611
Additions	3,905,633	349,201	4,835,545	4,737,349	135,714	4,728,150	45,748,401	64,439,993
Work in progress completed	—	2,212,736	—	—	—	3,429,487	(5,642,223)	—
Write downs/disposals	—	(993,081)	(641,609)	(2,464,063)	—	(2,033,433)	(2,525,743)	(8,657,929)
Balance, end of year	<b>89,500,711</b>	<b>97,403,730</b>	<b>167,026,590</b>	<b>40,243,409</b>	<b>82,922,975</b>	<b>633,204,650</b>	<b>85,272,610</b>	<b>1,195,574,675</b>
<b>Accumulated amortization</b>								
Balance, beginning of year	—	42,504,627	86,039,915	25,163,818	21,317,267	281,364,954	—	456,390,581
Write downs/disposals	—	(738,850)	(641,609)	(2,257,626)	—	(1,528,771)	—	(5,166,856)
Amortization expense	—	2,717,411	4,783,847	3,239,367	1,107,173	15,060,293	—	26,908,091
Balance, end of year	—	<b>44,483,188</b>	<b>90,182,153</b>	<b>26,145,559</b>	<b>22,424,440</b>	<b>294,896,476</b>	—	<b>478,131,816</b>
Net book value, end of year	<b>89,500,711</b>	<b>52,920,542</b>	<b>76,844,437</b>	<b>14,097,850</b>	<b>60,498,535</b>	<b>338,308,174</b>	<b>85,272,610</b>	<b>717,442,859</b>

**The Corporation of the Town of Whitby**  
**Notes to the consolidated financial statements**  
December 31, 2022

**11. Tangible capital assets (continued)**

(iv) Other (continued)

	Land \$	Land improvements \$	Building and building improvements \$	Vehicles, machinery and equipment \$	Stormwater management \$	Road infrastructure \$	Work in progress \$	2021 Total \$
<b>Cost</b>								
Balance, beginning of year	84,323,733	92,854,390	160,936,691	41,696,138	82,443,699	629,939,940	45,849,916	1,138,044,507
Additions	1,271,345	3,305,021	1,953,093	1,947,093	104,539	2,751,770	12,233,789	23,566,650
Work in progress completed	—	321,512	—	—	288,684	9,779,789	(10,389,985)	—
Write downs/disposals	—	(646,049)	(57,130)	(5,673,108)	(49,661)	(15,391,053)	(1,545)	(21,818,546)
Balance, end of year	85,595,078	95,834,874	162,832,654	37,970,123	82,787,261	627,080,446	47,692,175	1,139,792,611
<b>Accumulated amortization</b>								
Balance, beginning of year	—	40,066,525	81,706,209	26,833,850	20,238,350	274,180,524	—	443,025,458
Write downs/disposals	—	(490,041)	(57,130)	(5,136,824)	(21,247)	(7,104,574)	—	(12,809,816)
Amortization expense	—	2,928,143	4,390,836	3,466,792	1,100,164	14,289,004	—	26,174,939
Balance, end of year	—	42,504,627	86,039,915	25,163,818	21,317,267	281,364,954	—	456,390,581
Net book value, end of year	85,595,078	53,330,247	76,792,739	12,806,305	61,469,994	345,715,492	47,692,175	683,402,030

## 12. Accumulated surplus

Accumulated surplus consists of individual fund surplus, reserves and reserve funds and invested in tangible capital assets as follows:

	<b>2022</b>	2021
	\$	\$
General	<b>6,648,711</b>	6,358,809
Unfunded employee future benefits	<b>(13,440,882)</b>	(12,653,445)
Debenture recovery in future years	<b>(16,343,000)</b>	(17,149,000)
Unfunded liability for contaminated sites	<b>(4,490,000)</b>	(3,556,000)
Internal borrowings from deferred revenue	<b>(989,280)</b>	(1,739,340)
Unfunded capital	<b>(2,840,537)</b>	(2,467,648)
Equity in government business enterprise	<b>112,507,085</b>	108,743,064
Reserve and Reserve Funds	<b>151,727,432</b>	148,228,740
Invested in tangible capital assets	<b>717,442,859</b>	683,402,030
	<b>950,222,388</b>	909,167,210

### *Internal borrowings from deferred revenue*

As a means of funding various infrastructure projects, funds were borrowed from the Operating Fund for growth-related infrastructure normally funded from Development Charges reserve funds. The internal borrowing is repaid over a determined period of time. The financing arrangements and ultimate repayment are approved by Council through the current budget process. The following is a summary of the remaining balances related to internal borrowing:

	<b>2022</b>	2021
	\$	\$
Whitby Public Library	—	464,938
Recreation and Cultural	<b>270,956</b>	301,175
Soccer Dome and Turf	<b>718,324</b>	973,227
	<b>989,280</b>	1,739,340

## 13. Pension agreements

The Town makes contributions to the Ontario Municipal Employees Retirement System ("OMERS") which is a multi-employer plan, on behalf of all permanent, full-time members of its staff. The Plan is a defined benefit plan that specifies the amount of the retirement benefit to be received by the employees based on the length of service and rates of pay. Contributions paid to OMERS for the year were \$12,384,160 (\$9,694,259 in 2021).

Each year an independent actuary determines the funding status of OMERS Primary Pension Plan (the Plan) by comparing the actuarial value of invested assets to the estimated present value of all pension benefits that members have earned to date. The most recent actuarial value of the Plan was conducted at December 31, 2021. The results of this valuation disclosed total actuarial liabilities of \$130.306 billion in respect of benefits accrued for service with actuarial assets at that date of \$123.628 billion indicating an actuarial deficit of \$6.678 billion. As OMERS is a multi-employer plan, any pension plan surpluses or deficits are a joint responsibility of Ontario municipal organizations and their employees. As a result, the Town does not recognize any share of the OMERS pension surplus or deficit.

#### 14. Budget figures

The 2022 operating budget adopted by Council was prepared on the traditional fund accounting basis. The financial statements are prepared on a full accrual basis of accounting. Accordingly, the approved 2022 budget figures were adjusted to a full accrual basis for the financial statements. Full accrual accounting adjustments include amortization expense on tangible capital assets and other capital adjustments, removing transfers from/to reserves, and recognition of post-employment benefits. Details of the adjustments to the 2022 approved operating budget, prepared on the fund accounting basis, to a full accrual accounting basis presentation in the Consolidated Financial Statements is as follows:

	Operating budget adopted by council \$	Adjust for consolidated entities \$	PSAS adjustments \$	2022 budget presented in statements \$
Taxation	110,420,786	—	—	110,420,786
User fees and charges	26,074,204	135,000	592,000	26,801,204
Developer and other contributions	—	14,572,992	—	14,572,992
Canada Community Building Fund	—	2,215,170	—	2,215,170
Revenue recognized on contributed tangible capital assets	—	—	—	—
Other	9,874,308	6,840,000	483,723	17,198,031
	<b>146,369,298</b>	<b>23,763,162</b>	<b>1,075,723</b>	<b>171,208,183</b>
Expenses				
General government	29,081,037	(2,122,988)	8,731,400	35,689,449
Protection	29,536,847	—	1,576,000	31,112,847
Transportation	23,066,553	73,031	10,605,525	33,745,109
Environmental	4,227,343	—	3,500,500	7,727,843
Social and family	1,131,093	453,250	6,000	1,590,343
Recreation and culture	22,883,975	4,552,926	7,977,850	35,414,751
Planning and development	4,359,561	381,040	66,950	4,807,551
Interfund transfers	32,082,889	3,178,174	(35,261,063)	—
	<b>146,369,298</b>	<b>6,515,433</b>	<b>(2,796,838)</b>	<b>150,087,893</b>
Annual surplus	—	17,247,729	3,872,561	21,120,290

#### 15. Contingent liabilities

##### *Unsettled legal claims and potential other claims*

The Town has been named as the defendant in certain legal actions in which damages have been sought. The outcome of these actions is not determinable at this time and, accordingly, no provision has been made in these financial statements for any liability that may result.

#### 16. Contractual obligations

The Town of Whitby has entered into a Development Charges Works Funding and Reimbursement Agreement with the West Whitby Landowners Group related to developer up-fronting of road infrastructure. Development charges are received from the West Whitby Landowners Group in accordance with the Town's Development Charges By-Law. Until July 2027, when any remaining amount of the road infrastructure costs are due, the Town will continue to use a portion of the Development Charges received from the West Whitby Landowners Group as reimbursement for the road infrastructure.

**16. Contractual obligations (continued)**

Development charge revenue is recognized as the West Whitby Landowners Group is reimbursed or a payable is established for the up-fronted infrastructure. In 2022, \$15,014,415 (\$3,485,575 in 2021) of development charge revenue and infrastructure assets (work-in-progress) was recognized related to this agreement.

The estimated value for the construction of infrastructure based on the Development Charges Works Funding and Reimbursement Agreement is \$31,079,000 (excluding indexing). To date, total revenue recognized, recorded as reimbursed or payable to the West Whitby Landowners Group, and recognized as Town infrastructure assets (work-in-progress) is \$30,416,712 (\$15,402,297 in 2021).

**17. Lease commitments**

The Town has commitments under building lease agreements for the Garden Street branch and office units expiring in 2025. The Town also has lease commitments for an urban space at 1010 Byron Street South, expiring in 2024. Future minimum lease payment obligations under operating leases are as follow:

	\$
2023	302,013
2024	309,426
2025	113,928
	725,367

**18. Guarantees**

The Town’s primary guarantees include indemnities in favour of third parties, such as purchase and sale agreements, confidentiality agreements, engagement letters with advisors and consultants, outsourcing agreements, leasing contracts, information technology agreements and service agreements.

These indemnification agreements may require the Town to compensate counterparties for losses incurred by the counterparties as a result of breaches in representation and regulations or as a result of litigation claims or statutory sanctions that may be suffered by the counterparties as a consequence of the transaction. The terms of these indemnities are not explicitly defined and the maximum amount of any potential reimbursement cannot be reasonably estimated.

The nature of these indemnification agreements prevents the Town from making a reasonable estimate of the maximum exposure due to the difficulties in assessing the amount of liability which stems from the unpredictability of future events and the unlimited covered offered to counterparties. Historically, the Town has not made any significant payments under such or similar indemnification agreements and therefore, no amount has been accrued in the financial statements with respect to these agreements.

**19. Investment in government business enterprise**

(a) *Equity in Elexicon Corporation*

Elexicon Corporation, as a government business enterprise, is accounted for on the modified equity basis in these financial statements. Elexicon Corporation serves as the electrical distribution utility for a number of communities including the Town of Whitby, Town of Ajax, City of Pickering, City of Belleville and the Municipality of Clarington, and conducts non-regulated utility service ventures through its subsidiaries. The following table provides condensed supplementary consolidated financial information for the corporation and its subsidiaries for the year ended December 31. The amounts are disclosed in thousands of dollars:

	<b>2022</b>	2021
	<b>(000's)</b>	(000's)
	<b>\$</b>	<b>\$</b>
Assets		
Current	<b>106,273</b>	104,266
Capital and intangibles	<b>661,146</b>	584,949
Other	<b>1,505</b>	341
Total assets	<b>768,924</b>	689,556
Regulatory balances	<b>58,573</b>	39,164
Total assets and regulatory balances	<b>827,497</b>	728,720
Liabilities		
Current	<b>313,840</b>	82,543
Long-term debt	<b>89,209</b>	258,526
Other	<b>151,541</b>	135,130
Total liabilities	<b>554,590</b>	476,199
Shareholders' equity		
Share capital	<b>97,692</b>	97,692
Contributed capital	<b>25</b>	25
2019 Contributed surplus	<b>79,301</b>	79,301
Accumulated other comprehensive loss	<b>3,130</b>	(1,257)
Retained earnings	<b>82,730</b>	75,354
Total equity	<b>262,878</b>	251,115
Regulatory balances	<b>10,029</b>	1,406
Total liabilities, equity and regulatory balances	<b>827,497</b>	728,720
Comprehensive income		
Commodity revenue	<b>430,139</b>	417,285
Commodity expenses	<b>(434,592)</b>	(426,225)
Distribution revenue	<b>84,574</b>	84,070
Operating expenses	<b>(75,016)</b>	(69,322)
Other expense	<b>909</b>	(1,560)
Accumulated other comprehensive loss	<b>4,387</b>	558
Net movements in regulatory balances, net of tax	<b>10,783</b>	12,684
Total comprehensive income for the year	<b>21,184</b>	17,490

**19. Investment in government business enterprise (continued)**

*(a) Equity in Elexicon Corporation (continued)*

The continuity of the Town's equity in Elexicon Corporation is as follows:

	<b>2022</b>	2021
	\$	\$
Balance, beginning of year	<b>108,743,064</b>	106,787,864
Change in valuation of investment	—	—
Equity share of net earnings for the year	<b>6,778,880</b>	5,596,800
Dividend received	<b>(3,014,859)</b>	(3,641,600)
Balance, end of year	<b>112,507,085</b>	108,743,064

The Town's equity investment in Elexicon at year end is represented in the Statement of financial position as follows:

	<b>2022</b>	2021
	\$	\$
Investment in Elexicon Corporation	<b>84,169,143</b>	80,405,122
Promissory note receivable (19 (b))	<b>28,337,942</b>	28,337,942
	<b>112,507,085</b>	108,743,064

*(b) Promissory note receivable*

The promissory note receivable of \$28,337,942 previously owed by Whitby Hydro was assumed by Elexicon Corporation on amalgamation, amended and restated, and form part of the investment in the government business enterprise. Interest revenue earned totaled \$1,170,357 (\$1,170,357 in 2021).

Commencing April 1, 2019, for a ten-year period, interest on the note will be determined based on the deemed long-term interest rate prescribed by the Ontario Energy Board in its most recent cost of capital parameter update ("OEB rate"). As of April 1, 2019, the OEB rate was determined at 4.13%.

On the tenth-year anniversary of the note, the interest rate will be adjusted to the OEB rate in effect at that time. Thereafter, the interest rate will be adjusted to the OEB rate in effect at the earlier of:

- (i) The five-year anniversary of the most recent interest rate adjustment of these notes, and
- (ii) The date on which Elexicon Energy Inc. files a cost-of-service application with the Ontario Energy Board.

The Town may demand full or partial repayment with sixty days' notice of the principal and accrued interest. The Town has agreed not to demand repayment of the notes prior to December 31, 2022.

**19. Investment in government business enterprise (continued)**

(c) *Contingencies and guarantees of Elexicon Corporation (the "Corporation") as disclosed in their financial statements are as follows:*

(i) *Insurance claims*

The Corporation is a member of the Municipal Electric Association Reciprocal Insurance Exchange ("MEARIE") which was created on January 1, 1987. A reciprocal insurance exchange may be defined as a group of persons formed for the purpose of exchanging reciprocal contracts of indemnity or inter-insurance with each other. MEARIE provides general liability insurance to member electric utilities. MEARIE also provides vehicle and property insurance to the Corporation.

Insurance premiums charged to each member utility consist of a levy per \$1,000 of service revenue subject to a credit or surcharge based on each electric utility's claims experience. The maximum coverage is \$40,000,000 per occurrence for liability insurance, \$21,000,000 for vehicle insurance and \$198,798,000 for property insurance, plus \$12,000,000 for privacy, cyber, and network security insurance.

(ii) *Contractual obligation - Hydro One Networks Inc.*

The Corporation's subsidiary, EEI, is party to a connection and cost recovery agreement with Hydro One related to the construction by Hydro One of a transformer station designated to meet VCI's anticipated electricity load growth. Construction of the project was completed during 2007 and VCI connected to the transformer station during 2008.

To the extent that the cost of the project is not recoverable from future transformation connection revenues, EEI is obliged to pay a capital contribution equal to the difference between these revenues and the construction costs allocated to EEI. The construction costs allocated to EEI for the project are \$19,950,000.

Hydro One has performed a true-up based on actual load at the end of the tenth anniversary of the in-service date and is expected to perform another true-up based on actual load at the end of the fifteenth anniversary of the in-service date.

(iii) *Prudential Support*

Purchasers of electricity in Ontario, through the IESO, are required to provide security to mitigate the risk of default based on their expected activity in the market. The IESO could draw on this security if the Corporation fails to make the payment required on a default notice issued by the IESO. The Corporation has provided a \$64,000,000 guarantee to the IESO on behalf of EEI.

(iv) *General claims*

From time to time, the Corporation is involved in various lawsuits, claims and regulatory proceedings in the normal course of business. In the opinion of management, the outcome of such matters will not have a material adverse effect on the Corporation's consolidated financial position and results of operations or cash flows.



**19. Investment in government business enterprise (continued)**

*(d) Lease commitments*

The Corporation is committed to lease agreements for various vehicles and an office building.

When measuring the lease liabilities for leases, the Corporation discounted lease payments using the implicit rate of each lease agreement with a range of 4.94% to 7.2% for vehicle leases and 2.00% for office building lease

Future minimum non-cancellable lease payment obligations under finance leases are as follows:

	\$
2023	177,000
2024	124,000
2025	95,000
2026	71,000
Thereafter	45,000
	512,000

**20. Segmented information**

The Town provides a wide range of services to its residents.

Segmented information has been provided in Schedule 1 for the following Town Services:

- Protection to persons and property
 

Protection is comprised of Fire Services and Municipal Law Enforcement and Licensing Services (“MLELS”). Fire Services is responsible to provide fire suppression, fire prevention, education, planning and emergency incident services to the Town of Whitby. MLELS is responsible for the investigation and enforcement of various municipal by-laws relating to property standards, lot maintenance, zoning, signs, noise, parking and animal services.
  
- Transportation and Environmental Services
 

The majority of Transportation Services are provided by the Operational Services and Engineering Services. The primary responsibilities include inspection and maintenance of the Town roads, sidewalks and storm drainage networks, traffic engineering, transportation planning, streetlights, road and sidewalk snow clearing and winter control.

Environmental Services are provided by Operational Services and Engineering Services. Responsibilities include sustaining the quality of life for the residents of the Town of Whitby through the collection of organics and residual waste, and monitoring and administering of environmental programs.
  
- Recreation and Culture
 

Recreation Services provides public services that contribute to neighbourhood development and sustainability, the provision of recreation and leisure services, such as fitness, skating and aquatic program, and the support of arts and culture. Operational Services provide the maintenance, improvement and beautification of parks and trails. This segment includes the Whitby Public Library which provides facilities and materials to meet the informational, educational recreational and culture needs of the Town’s residents.

**20. Segmented information (continued)**

- Planning and Development

Development Services manages urban and rural development, local neighborhood planning, community development and heritage matters. It ensures an acceptable quality of building construction and maintenance of properties. Development Services also develops and maintains the Town's Official Plan and Zoning By-laws and amendments.

- General Government and Social and Family Services

Financial Services, Organizational Effectiveness and the Office of the CAO are primarily responsible for the provision of internal services that support the work of Town Council, management and staff across all municipal departments as well as for the provision of external services to the public. These services are provided through the governance and corporate management divisions including Town Clerk, Technology and Innovation Services, Finance and Human Resources.

Social and Family Services include the Groveside Cemetery, which provides maintenance and administration of cemetery operations. Additionally, it ensures the benefit and protection of each citizen who has purchased or has an interest in interment rights within the cemetery.

Revenues and expenses directly attributable to each segment are reported by segment. Typically, general government expenses are incurred in support of all services. Similarly general government revenues including taxes are used to finance all activities of the Town. For purposes of segmented reporting general government revenues and expenses have not been allocated to the other services but rather are shown separately.

**The Corporation of the Town of Whitby**

**Schedule 1 – Consolidated schedule of segmented disclosure**

Year ended December 31, 2022

	Protection to persons and property \$	Transportation and Environmental services \$	Recreation and culture \$	Planning and development \$	General government/ social and family services \$	Consolidated \$
<b>Revenue</b>						
Tax revenues	—	—	—	—	112,077,550	112,077,550
Grants	28,980	421,629	517,549	135,471	465,252	1,568,881
Developer contributions used	159,031	28,948,522	17,705,272	208,340	2,798,392	49,819,557
Other revenue	4,374,560	9,026,968	6,560,609	3,963,797	7,986,144	31,912,078
	<b>4,562,571</b>	<b>38,397,119</b>	<b>24,783,430</b>	<b>4,307,608</b>	<b>123,327,338</b>	<b>195,378,066</b>
<b>Expenses</b>						
Salaries and wages	27,004,583	16,756,945	20,212,201	3,632,499	17,964,048	85,570,276
Materials and supplies	1,371,207	9,313,786	3,980,463	1,091,446	5,999,816	21,756,718
Contracted services	2,469,078	4,153,174	3,167,342	55,569	3,201,240	13,046,403
Other	15,125	228,868	877,115	12,211	2,417,003	3,550,322
Loss on disposal of tangible capital assets	34,948	3,030,405	254,230	—	171,489	3,491,072
Amortization	1,338,873	18,361,749	5,773,392	—	1,434,083	26,908,097
	<b>32,233,814</b>	<b>51,844,927</b>	<b>34,264,743</b>	<b>4,791,725</b>	<b>31,187,679</b>	<b>154,322,888</b>
<b>Annual (deficit) surplus</b>	<b>(27,671,243)</b>	<b>(13,447,808)</b>	<b>(9,481,313)</b>	<b>(484,117)</b>	<b>92,139,659</b>	<b>41,055,178</b>