

Town of Whitby

Staff Report

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Report Title: 2025 Annual Sustainability Report and 2026–2031 Energy Conservation and Demand Management Plan

Report to: Committee of the Whole

Date of meeting: April 13, 2026

Report Number: CAO 15-26

Department(s) Responsible:

Office of the Chief Administrative Officer

Submitted by:

Sarah Klein, Deputy CAO

**Acknowledged by M. Gaskell,
Chief Administrative Officer**

For additional information, contact:

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and Climate Change

1. Recommendation:

1. That Report CAO 15-26 be received for information;
2. That Council approve the 2026–2031 Energy Conservation and Demand Management (ECDM) Plan, included as Attachment 2, in accordance with Ontario Regulation 25/23;
3. That Staff be directed to post the approved ECDM Plan on the Town’s website and submit it to the Ministry of Energy and Mines to satisfy provincial reporting requirements; and,
4. That the Clerk forward a copy of Report CAO 15-26 to the Region of Durham, Sustainability Department.

2. Highlights:

- The 2025 Annual Sustainability Report (Attachment 1) documents progress made across climate mitigation, resilience, community engagement, and sustainable municipal operations, aligned with Council-endorsed plans and strategies.

- The Annual Sustainability Report supports the Town’s climate reporting commitments, including disclosure of corporate greenhouse gas (GHG) emissions through the Carbon Disclosure Project (CDP), in alignment with the Town’s participation in the Global Covenant of Mayors, Race to Zero, and Race to Resilience initiatives.
- Key achievements in 2025 include:
 - Development of Version 2 of the Whitby Green Standard (WGS) and an accompanying incentive program.
 - Continued progress toward corporate GHG reduction targets, including conversion of the Civic Recreation Complex combined heat and power system to backup operation, delivering emissions reductions equivalent to removing approximately 100 vehicles from the road.
 - Launch of Whitby’s first Sustainable Neighbourhood Action Program (SNAP) in West Lynde, engaging residents and partners and delivering early climate resilience projects.
 - Expanded community resilience and greening initiatives, including emergency preparedness education and the planting of more than 1,100 native trees and shrubs through community partnerships.
- The 2026–2031 Energy Conservation and Demand Management (ECDM) Plan (Attachment 2) establishes a five-year framework to guide corporate energy management and greenhouse gas reduction efforts. The Plan supports implementation of the Zero Carbon Whitby framework by prioritizing energy efficiency and demand management actions, while also fulfilling the Town’s provincial energy reporting and planning requirements under Ontario Regulation 25/23.

3. Background:

3.1. Annual Sustainability Report

The Town of Whitby recognizes that sustainability is a priority, both corporately and within the community. The Town has the following Council-endorsed strategic plans to guide the implementation of sustainability actions:

Community Strategic Plan (2023)

The Community Strategic Plan provides a shared vision and objectives for how the Town Council and Staff will work together to deliver on community priorities. Within Whitby’s Community Strategic Plan are four strategic pillars with the second strategic pillar focusing on Whitby’s Natural and Built Environment. The actions outlined in this report specifically align with the first objective of this pillar: Demonstrate environmental leadership in sustainability and addressing climate change.

For an update on progress see the [Community Strategic Plan Progress Report](#).

Climate Emergency Response Plan

The Whitby Climate Emergency Response Plan is the primary mechanism to respond to a changing climate across the community. Due to the complexity and different

approaches necessary to fully understand the response needed to address climate change, the Whitby Climate Emergency Response Plan has been divided into two phases:

- Phase 1: Resilience
- Phase 2: Mitigation

Phase 1 – Resilience (2022)

Phase 1 involved the development of a Resilience Plan, which was approved by Council in September of 2022. The purpose of the plan is to address the climate changes the community is already experiencing and expect to experience in the future even with the adoption of greenhouse gas emissions (GHG) mitigation measures. Risk and vulnerability modelling was done by developing two future scenarios for the Town of Whitby:

- An **adapted scenario**, where measures to reduce the direct and indirect risks of climate change are applied across the community; and
- A **business-as-usual scenario**, which includes growth and development without a climate adaptation lens.

To support the achievement of the adaptation actions, a detailed five-year community-led implementation plan has been developed.

Phase 2 – Mitigation (2023)

In December 2023, Climate Emergency Response Plan, Phase 2: Mitigation was completed and endorsed by Council. Phase 2 focused on climate mitigation and identified the sources of GHG emissions in Whitby and provided recommendations to reduce GHG emissions. The Mitigation Plan was developed to help prevent climate change from occurring in the future through the elimination of community GHG emissions.

The development of the Mitigation Plan included modelling the size of the climate challenge in Whitby. The Mitigation Plan provides low-carbon pathways and recommendations to meet the Town's community-wide GHG emissions reduction targets. Implementing the Mitigation Plan's low-carbon scenario will result in improved energy efficiency in all sectors (i.e., residential, institutional, commercial, and industrial buildings; and transportation) and will create opportunities for economic growth and community development.

Version 2 of the Whitby Green Standard (2025)

Version 1 of the Whitby Green Standard (WGS) was endorsed by Council in September 2020 to help advance a more sustainable community and support Whitby's goal of reducing GHG emissions. It serves as a guide for developers to incorporate sustainability measures into new projects, to make sure these developments contribute positively to the environment and the community. In 2025, the WGS was updated to Version 2, which increases the baseline sustainability requirements for new development. As part of the transition, Council approved a new WGS Incentive

Program, which will include staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town's allocation from the Housing Accelerator Fund.

With the introduction of the Incentive Program, Version 2 of the Whitby Green Standard has shifted to an incentive-based framework. While participation is voluntary, developers are strongly encouraged to achieve Tier 1, which represents a minimum best-practice standard.

Council has also endorsed that all new Town facilities be constructed to achieve Tier 3 of the WGS, demonstrating leadership in municipal climate action and high-performance building design.

Zero Carbon Whitby (2021)

[Zero Carbon Whitby](#) was endorsed by Council in March 2021; this plan serves as the Town's Corporate Energy Management Plan.

Zero Carbon Whitby has been developed as a framework for implementing a low carbon decision mechanism across the organization. The Plan derives the amount of emissions that Whitby's corporate operations must reduce to support global GHG emission reduction targets. Based on a 2019 corporate emissions baseline of 5,525 tCO₂e, the Town has adopted the following short-, medium-, and long-term corporate GHG emissions reduction targets:

- 20% reduction by 2025 (1,105 tCO₂e)
- 40% reduction by 2030 (2,210 tCO₂e)
- 100% reduction by 2045 (5,525 tCO₂e)

These targets were developed to reflect the Town's contribution to limiting the global annual average temperature increase to 1.5°C.

Embedded within Zero Carbon Whitby is a Carbon Reduction Framework, an overarching framework for GHG emissions management, extending over multiple years and all aspects of municipal operations. This framework empowers staff to develop and implement actions from the bottom up to meet GHG reduction targets by aligning capital and operating budgets with GHG reduction targets.

Zero Carbon Costing Study (2022)

As the first step of the implementation of the Zero Carbon Whitby Framework, the Zero Carbon Whitby Costing Study was completed. The Study was one of the main recommendations of the Zero Carbon Whitby Framework. The Zero Carbon Costing Study provides a detailed implementation plan for the Town to remain within its carbon budget and reach zero emissions by 2045. The Zero Carbon Costing Study provides a schedule and incremental budget for the Zero Carbon Whitby Plan that optimizes the Town's corporate carbon budget with its existing capital budget and asset management plans. It also provides guidance on the establishment of the Zero Carbon Revolving Reserve Fund.

The estimated incremental cost of this work between 2022 and 2045 is \$63.7 million. In return, over the same period the Study estimates there will be \$75.3 million in total savings and avoided costs.

The Study proposes that this incremental cost could be paid for entirely from a Zero Carbon Revolving Reserve Fund, seeded with an initial \$34.8 million in funding and then utilizing cost savings from energy, carbon tax, and select capital projects to fund the balance of the program in later years.

Council endorsed the Zero Carbon Whitby Costing Study in September 2022. As implementation has progressed, it is recognized that the high-level cost and savings estimates developed in 2022 do not always align precisely with actual project costs and realized savings. This is expected, as projects continue to be refined through detailed design and procurement, market conditions evolve, and other operational and implementation factors influence final costs and outcomes.

Reporting Commitments

In addition to plans and strategies, the Town is also dedicated to climate action through the following commitments:

Global Covenant of Mayors

The Town joined the Global Covenant of Mayors (GCoM) in 2019. GCoM is a global network of more than 10,000 cities spanning 139 countries worldwide. These local governments all recognize that ambitious climate initiatives in their communities need to be taken to keep global temperatures from rising more than 1.5°C.

Whitby's participation in the GCoM commits the community and Town of Whitby to the following milestones:

- Develop GHG emissions inventory;
- Assess climate risks and vulnerabilities;
- Define ambitious climate mitigation, resilience, and energy targets; and,
- Create complete climate action plans.

To meet the requirements of this campaign, the Town reports all of its climate action through the Carbon Disclosure Project.

Race to Zero and Race to Resilience

Race to Resilience and Race to Zero are global campaigns run by the COP26 Presidency and high-level Climate Champions. The purposes of these campaigns are to rally leadership and support from cities, regions, businesses, and investors to help frontline communities build resilience and adapt to the impacts of climate change while also reducing GHG emissions to stay within the 1.5°C global temperature increase, as outlined in the 2016 Paris Agreement.

In 2021, Whitby Council endorsed joining these campaigns. By joining Race to Resilience and Race to Zero, Whitby joined cities worldwide in committing to be

catalysts for change while also demonstrating the commitment to and delivery of the goals of the Paris Agreement and COP26. To meet the requirements of this campaign, Whitby reports all its climate actions through the Carbon Disclosure Project.

Carbon Disclosure Project

The Carbon Disclosure Project (CDP) is a not-for-profit charity that runs a global disclosure system for investors, companies, cities, states, and regions to manage their environmental impacts.

The annual evaluation report is used to gain an overview of environmental performance and how the Town of Whitby's response can be improved in the future. Reporting through CDP meets yearly reporting requirements as a member of the Global Covenant of Mayors, Race to Zero, and Race to Resilience.

3.2. Energy Conservation and Demand Management Plan

The Energy Conservation and Demand Management (ECDM) Plan establishes a five-year framework (2026–2031) to guide the Town of Whitby's corporate energy management and GHG reduction efforts. The Plan supports implementation of the Zero Carbon Whitby framework by providing a focused approach to tracking energy use, managing demand, and advancing emissions reductions, while aligning with the Town's long-term sustainability and climate objectives.

Zero Carbon Whitby, endorsed by Council in 2021, has served as the Town's corporate energy management framework and fulfilled provincial ECDM planning requirements from July 2021 to July 2026. Under Ontario Regulation 25/23, municipalities are required to update their ECDM Plan every five years. The 2026–2031 ECDM Plan represents the Town's required update under this regulation.

While the Zero Carbon Whitby Plan was based on the best available information at the time, experience implementing early actions has demonstrated that estimates, assumptions, and pathways evolve as projects move from planning into detailed design and delivery. As a result, Staff are taking an evidence-based, adaptive approach, using actual implementation experience to refine sequencing, costs, and feasibility over time. At this time, Staff are not recommending a full update to the Zero Carbon Whitby Plan. Instead, the Town is prioritizing targeted technical work to refine the pathway to net zero, including the completion of ASHRAE Level 3 Deep Energy Feasibility Pathway Studies for seven of the Town's highest-emitting facilities. This work will confirm technical feasibility, sequencing, enabling infrastructure requirements, and associated costs, and will directly inform future capital planning and implementation.

4. Discussion:

4.1. Annual Sustainability Report

In 2025 several actions were taken towards achieving the goals and objectives of the Council-endorsed strategic plans discussed above. The following provides a summary of the progress made in 2025 on some of the key actions.

Climate Emergency Response Plan

Phase 1 – Resilience

In 2025, Whitby advanced 58 of the 106 total actions in the Phase 1 – Resilience Implementation Plan, with 29 actions currently in progress and 29 completed. This reflects a steady acceleration in implementation, building on 14 actions initiated in 2023 and 16 in 2024.

The key actions from the Phase 1 – Resilience Plan that were implemented in 2025 are listed below along with a high-level summary of the progress to date.

1.1.4 Policy: Require that administrative/staff reports to Council include an assessment of climate risk, resilience and mitigation strategies through the Sustainability portion of the Strategic Priorities section of reports.

Updated Council report to require climate risk, resilience, and mitigation considerations in the Sustainability portion of the Strategic Priorities section, ensuring alignment with Strategic Pillars and climate goals.

1.2.1 Initiative: Define at-risk populations, working with Whitby Diversity and Inclusion Advisory Committee.

In collaboration with the Town's Senior IDEA Specialist and the Whitby Diversity and Inclusion Advisory Committee, climate-related at-risk populations were identified to ensure future climate policies, programs, and engagement efforts incorporate equity and vulnerability considerations.

1.5.5 Program/Education: Develop a community-level education program on the importance of developing emergency preparedness plans for a variety of climate emergencies.

Developed and delivered a community education program on emergency preparedness for climate-related events, using social media, the Town's Climate Change and Extreme Weather webpage, workshops, and outreach at local events.

1.5.6 Education: Develop education programs specifically for:

- Homeowners and renters to take action to make their homes more resilient and improve preparedness for emergencies.
- Homeowners and renters to take action to reduce their home's GHG emissions.
- Heat-related illness
- Extreme weather events and emergency preparedness

Expanded community education efforts to help residents prepare for climate emergencies and reduce emissions, including social media campaigns, workshops, and outreach at Town events. The Durham Greener Homes program was also expanded to include a Weather-Ready program which supports home resilience improvements.

2.1.3 Policy/initiative: Include climate resilience measures as part of the mandatory tier of the WGS and note the adaptation benefits for efficiency actions such as landscaping, air tightness, windows and doors, insulation, and efficient heating and cooling systems.

Updated the WGS (Version 2) by incorporating climate-resilience requirements into Tier 1 for larger multi-residential buildings, such as providing a refuge area with heating, cooling, lighting, potable water, and 72 hours of backup power, while strengthening Tier 2 by requiring developers to use Whitby's Climate Emergency Response Plan and Climate Insights mapping tool to demonstrate building resilience. Financial incentives are available when both tiers' elements are achieved.

2.3.1 Initiative: Develop guide about qualified contractors with external links to additional tips and information to complete wet-proof and dry-proof home retrofits.

Added resources to the Town's Energy Savings for Homes and Businesses webpage to help residents find qualified contractors and access guidance on wet-proof and dry-proof home retrofits, including links to Durham Greener Homes for additional information.

3.1.4 Initiative: Develop an urban forest management strategy with recommendations on the following:

- Meeting the canopy cover target and number of trees planted, focusing on both individual plantings (street trees) and opportunities for creating new urban forests
- Identifying trees resilient to expected changes in climate, and build resilience through diversified plantings throughout the Town
- Maintaining a town-wide tree inventory and monitoring and tracking tree conditions.
- Introducing improved soil standards for new plantings for trees, as well as other plants.
- Monitoring for and managing climate-related risks to trees such as diseases, pests, invasive species, and heat stress and identifying the introduced species that can be planted to maintain canopy targets, as well as ways to manage habitat loss for birds and animals reliant on current tree species in Whitby.
- Identifying roles for the Town, local organizations, and citizen scientists including considering a collaborative tree monitoring program throughout the community.

The Town developed an Urban Forestry Management Plan which is undergoing final review. The recommendations outlined in this action were considered during its development and were included where feasible.

3.1.11 Program: Plant trees alongside trails, sidewalks, and outdoor sports fields/facilities to provide cooling benefits.

The Town received funding through the Federation of Canadian Municipalities, Growing Canada's Community Canopies to support planting 800 trees across the Town to provide cooling benefits.

3.2.5 Initiative: Select a neighbourhood for a pilot project to install green infrastructure, with signage and community participation where possible.

Launched the Sustainable Neighbourhood Action Plan (SNAP) in West Lynde, engaging over 750 residents and 90 students, planting 50 trees and shrubs, hosting 34 community events, and partnering with more than 30 organizations. Additional neighbourhood initiatives included installing and educating residents about rain barrels, partnering with two local schools to install two pollinator garden projects and one rain garden, and conducting a neighbourhood-wide survey to gather input to establish the vision and goals in the SNAP Action Plan.

Phase 2 – Mitigation

In 2025, Whitby advanced 32 of the 61 actions in the Phase 2 – Mitigation Implementation Plan, with 25 actions currently in progress and seven completed. This reflects a steady acceleration in implementation, building on 11 actions initiated in 2024. In addition, eight actions were already in progress prior to the plan's formal approval in 2023, and one action was completed at the time of Council's approval.

The key actions from the Phase 2 – Mitigation Plan that were implemented in 2025 are listed below along with a high-level summary of the progress to date.

1.2.1 Program/Initiative: Convene a “CERP: Resilience and Mitigation Roundtable” of Town, Region of Durham, and Elexicon Energy Staff representatives to:

- Determine the allocation of both Implementation Plan's actions into departmental work plans;
- Identify internal operational and capital funding opportunities for each sub-action;
- Determine the Town's role in each sub-action and identify internal leads;
- Build and leverage external partnerships; and
- Adaptively respond to changes in sub-actions, external funding opportunities, and technological developments.

Convened a resilience and mitigation roundtable with 20 internal and external partners to advance implementation of Whitby's Climate Emergency Response Plan through collaboration, strategic planning, and identification of next steps.

2.1.2 Initiative: Investigate the development of a residential Property Assessed Clean Energy (PACE) program. Similar programs have been implemented across Canada, including the City of Edmonton's Residential Clean Energy Improvement Program (CEIP), Toronto's Home Energy Loan Program (HELP), and Nova Scotia PACE, which can be used as a guide and precedent for the creation of a Whitby PACE program. Allow building owners to stack PACE loans with the Durham Greener Homes Program.

Advanced development of a residential Property Assessed Clean Energy program through Durham Region, with Regional Council approval to implement a PACE/Local Improvement Charge (LIC) program that will support and complement the Durham Greener Homes program.

2.1.3 Program/Initiative: Investigate additional financing opportunities for residents to make retrofits and potentially stack with the Durham Greener Homes Program.

Through the Housing Accelerator Fund, the Town introduced a \$5,000 top-up in 2024 for Whitby residents participating in the Durham Greener Homes Program. Whitby continues to lead program participation across Durham Region, with 652 enrollments and ranking second per capita. To date, Whitby residents have completed 49 EnerGuide-verified retrofits and installed 41 air-source heat pumps.

2.1.12 Education: Educate the Industrial, Commercial, and Institutional (ICI) sector on the energy retrofits that can be completed, the benefits of energy retrofits and heat pumps. For example, educational materials/initiatives could include a video series of businesses successfully undertaking retrofits.

Delivered targeted education to the industrial, commercial and institutional sector through a dedicated business retrofit incentives workshop, raising awareness of energy efficiency upgrades, heat pumps, and available incentives.

2.4.2 Initiative: By end of 2024, update the WGS minimum requirements to Tier 2 and develop a Terms of Reference (TOR) outlining specific requirements for each performance criteria.

The Town updated the WGS to Version 2, strengthening the sustainability requirements in the baseline tier and shifting the program to an incentive-based model that supports and rewards higher-performing developments.

3.1.1 Policy: Complete a review and assessment of zoning by-laws to screen for any barriers to solar photovoltaic (PV) installations, and update by-laws accordingly.

Completed a review of zoning by-laws to identify barriers to solar photovoltaic installations, with recommendations to be considered through the current Zoning By-law update.

4.3.1 Program: Organize an annual test drive event in partnership with Plug'n Drive.

Hosted an electric vehicle test drive event in partnership with Plug'n Drive, giving residents hands-on experience with EVs and access to information on electric vehicles.

Whitby Green Standard

In 2025, Sustainability staff reviewed 37 Tier 1 WGS applications at various stages of the development approval process. Council also approved Version 2 of the WGS in 2025, strengthening baseline sustainability expectations for new development while reducing administrative burden for applicants. As part of this update, Council approved a new WGS Incentive Program, which includes staff support, public recognition for high-performing projects, and a one-year pilot financial incentive funded through the Town's allocation from the Housing Accelerator Fund.

Version 2 of the WGS is structured around three performance tiers:

- Tier 1 – Good Performance: Foundational sustainability practices recommended for all new development.

- Tier 2 – Better Performance: Enhanced measures demonstrating leadership in energy efficiency, climate resilience, and sustainable site design.
- Tier 3 – Highest Performance: Advanced requirements aligned with net-zero carbon standards.

The WGS remains a voluntary program; however, developers seeking incentives are required to complete the updated WGS Checklist.

Zero Carbon Whitby

2025 Corporate GHG Reduction Target and Performance

Through Zero Carbon Whitby, the Town established a short-term corporate GHG emissions reduction target of 1,105 tCO₂e by 2025, representing a 20% reduction from baseline levels. This target was based on emissions reductions expected from projects approved through the 2023–2025 capital budgets.

While the approved 2023–2025 zero carbon projects were initially estimated to deliver 881.3 tCO₂e in emissions reductions, not all projects were fully implemented by the end of 2025, with some projects deferred or cancelled. As a result, the net emissions reductions achieved totalled 564.1 tCO₂e, representing approximately 49% of the 2025 target.

Implementation Challenges and Scope Adjustments

The variance between budgeted and realized emissions reductions is primarily the result of implementation challenges identified after budget approval, as well as technical and operational constraints.

Several projects required additional electrical service upgrades that were not fully identified or costed at the budgeting stage. These unforeseen requirements would have added significant out-of-scope capital costs and extended project timelines beyond approved budgets. As a result, some Zero Carbon projects could not proceed as originally designed.

Where possible the Town advanced hybrid or phased approaches, such as partial electrification or interim solutions, to maintain service levels and manage costs. While appropriate from an operational and fiscal perspective, these adjustments resulted in lower near-term emissions reductions than originally projected.

Recognizing these challenges, Staff are incorporating lessons learned into future capital planning and budgeting. This includes confirming electrical capacity requirements earlier in project development, assessing hybrid or phased options at the outset, and identifying potential stranded or mid-life assets. Capital planning tools have also been updated to clearly outline expected GHG reductions, alternative implementation pathways, and lifecycle implications, supporting informed decision-making through the 2027 Budget process and stronger alignment with the Town's 2030 and 2045 greenhouse gas reduction targets.

Cancelled and Deferred Projects

Between 2023 and 2025, the variance in projected GHG savings between proposed and completed Zero Carbon Whitby projects is partially due to some projects being cancelled or deferred. Among the projects that were not completed according to the original schedule, 64% were cancelled and 36% were deferred. Emissions savings associated with deferred projects are expected to be realized in future years as these initiatives advance.

Cancelled and deferred projects were influenced by technical feasibility, cost-effectiveness, funding availability, and capital prioritization. In several cases, projects were deferred to support improved readiness, refined scope, or better integration with broader capital planning, rather than discontinued entirely.

Additional detail on implementation challenges, scope adjustments, and the variance between budgeted and realized emissions reductions is provided in the 2025 Annual Sustainability Report (Attachment 1).

Utility-Based Emissions Trends

The Town's total utility-related emissions in 2025 were 735 tCO₂e lower than in 2019, representing a 19% overall reduction. While this decline aligns directionally with the Town's climate objectives, utility-based emissions reflect a range of factors beyond specific projects, including weather variability, facility usage patterns, and changes in the carbon intensity of the electricity grid. As such, utility data is used as a high-level indicator of overall trends rather than a direct measure of project performance.

Analysed together the project-specific GHG emissions reductions (564.1 tCO₂e) and the utility-related emissions (735 tCO₂e)—demonstrate that while Zero Carbon Whitby project implementation is progressing steadily, broader consumption patterns have also contributed to overall emissions reductions during this period. For this reason, continued implementation of Zero Carbon Whitby projects remains essential to achieving and sustaining emissions reductions over the long term—particularly as weather conditions continue to fluctuate and the carbon intensity of the electricity grid may increase over time.

Pathway to 2030 and Beyond

Although the Town did not fully achieve its 2025 emissions reduction target, the first phase of implementing Zero Carbon Whitby appropriately focused on early implementation, operational improvements, and enabling work, rather than large-scale deep energy retrofits.

To advance progress toward the Town's medium-term target of a 40% reduction by 2030, the Town initiated a Deep Energy Feasibility Pathway Study in 2026, focusing on seven of its highest-emitting facilities. In parallel, the Iroquois Park Sports Centre Deep Energy Retrofit Project is commencing in 2026 and is expected to deliver up to 450 tCO₂e in annual emissions reductions once fully implemented over the next three years. Together, these initiatives represent a strategic shift from foundational planning and pilot efforts toward the deeper, higher-impact emissions reductions required to achieve the Town's long-term climate objectives.

2026 Key Projects

In 2026, the Town's Sustainability priorities include the following:

- Completing and implementing a Corporate Waste Management Strategy;
- Developing a new Invasive Species Management Plan;
- Developing a Fleet Electrification Strategy;
- Completing a Deep Energy Feasibility Pathway Study; and
- Commencing the Iroquois Park Sports Centre Deep Energy Retrofit Project.

4.2. Energy Conservation and Demand Management Plan

The ECDM Plan provides a consolidated overview of the Town's corporate energy use and GHG emissions performance and establishes a compliant framework for ongoing reporting and implementation. The Plan fulfills the Town's obligations under Ontario Regulation 25/23, which requires municipalities to update their ECDM Plan every five years, publicly post the approved plan, and submit it to the Province.

The ECDM Plan confirms that total corporate energy use in 2025 remains below the 2019 baseline, despite year-to-year fluctuations influenced by atypical facility operations during the COVID-19 pandemic and subsequent normalization of use. Importantly, reductions in natural gas consumption have driven measurable GHG emissions reductions, even where electricity consumption has increased due to electrification initiatives.

The ECDM Plan does not replace the Zero Carbon Whitby framework. Rather, it functions as a five-year implementation and reporting tool that operates in parallel with Zero Carbon Whitby, translating long-term emissions reduction targets into a practical operational context. This approach maintains continuity in corporate climate direction while strengthening the foundation for implementation from 2026–2031.

5. Financial Considerations:

The Town has approximately \$647,252 in Council approved Sustainability capital funding, comprised of allocations from the 2026 capital budget and approved carry forward from prior years, to support ongoing and future sustainability initiatives. This funding does not include Zero Carbon Whitby capital projects.

In support of Zero Carbon Whitby, a Zero Carbon Revolving Reserve Fund (ZCRRF) was established in September 2022 to support the implementation of zero-carbon initiatives. The ZCRRF helps fund zero-carbon retrofits, pilot projects, and the incremental costs associated with lower-emissions alternatives identified through the ECDM Plan. Operational savings from completed projects, along with session fees generated through the Town's electric vehicle charging stations, are reinvested into the fund. The current uncommitted balance of the ZCRRF is approximately \$246,276.

Proposed cost estimates resulting from the Deep Energy Feasibility Pathway Study, scheduled for completion in 2026 and focused on the Town's highest-emitting facilities, will be reported to Council for consideration through the annual budget process. In partnership with Durham Region, Staff allocated \$125,000 in 2025 from the Housing Accelerator Fund (HAF) (Capital Project #55247606, fully grant funded) to support the Durham Greener Homes Retrofit Program. This multi-year rebate partnership will run until December 2026. In addition, \$357,000 in HAF funding has been allocated to support a Pilot Financial Incentive Program for the WGS, aimed at advancing higher-performing, sustainable development across the Town.

Town staff continue to actively pursue additional external funding opportunities to support sustainability initiatives. A detailed summary of funding secured by the Town is provided in Appendix A of the 2025 Annual Sustainability Report (Attachment 1).

6. Communication and Public Engagement:

Public education and engagement are critical to building a sustainable community. In 2025, the Town conducted two surveys to inform key initiatives: one to gather resident input on priorities and concerns for the West Lynde SNAP, and a second to support development of the Corporate Waste Management Strategy. The waste survey assessed community awareness, expectations, and priorities related to waste prevention, reduction, and diversion in Town facilities, parks, and public spaces, with feedback from more than 1,300 respondents highlighting infrastructure needs, education and communication gaps, transparency, and policy and enforcement opportunities.

In addition to survey engagement, the Town delivered a broad range of sustainability- focused events, programs, and outreach initiatives to build awareness, encourage participation, and support climate action across the community. Activities spanned environmental education, waste reduction, biodiversity and pollinator protection, urban greening, active transportation, and climate resilience, and were delivered through partnerships with the Whitby Public Library, Durham Region, Central Lake Ontario Conservation Authority, community organizations, and advisory committees. Engagement included public workshops, library programming, community fairs, stewardship events, webinars, pop- up outreach, and volunteer- led initiatives, reaching residents of all ages and interests. Together, these efforts strengthened community partnerships and advanced the Town's sustainability and climate objectives through accessible, hands- on participation.

7. Input from Departments/Sources:

The Strategic Initiatives Division prepared the Annual Sustainability Plan with support from Operational Services, Finance, Community Services, and the Whitby Public Library, with facilities- related input to the ECDM Plan provided by the Facilities Team (Community Services).

8. Strategic Priorities:

The initiatives outlined in the 2025 Annual Sustainability Report and the 2026–2031 ECDM Plan directly align with the priorities of the Community Strategic Plan, endorsed by Council in 2023. Specifically, they support Objective 2.1: “Demonstrate environmental leadership in sustainability and addressing climate change” under Strategic Pillar 2: Whitby’s Natural & Built Environment. As outlined in Section 4, multiple actions were implemented in 2025 to advance this objective, while the ECDM Plan provides a structured framework to guide corporate energy management and emissions reductions over the next five years.

Sustainability initiatives are developed with consideration for inclusivity and accessibility, and all documents associated with this report have been reviewed to ensure they are accessible to all readers.

Together, the 2025 Annual Sustainability Report and the ECDM Plan demonstrate how the Town is advancing its goal of becoming a healthy and sustainable community by addressing climate change through both mitigation and adaptation, while embedding sustainability into long-term corporate planning and decision-making.

9. Attachments:

Attachment 1 - 2025 Annual Sustainability Report

Attachment 2 - Energy Conservation and Demand Management Plan (2026–2031)