



Climate Emergency
Action Plan
ANNUAL REPORT

2025 Dashboard

CONTENTS

3 *Introduction*

4 *Outlook*

Current Likelihood of Meeting Targets
Upcoming Council Decisions

6 *2025 Climate Budget*

7 *Indicators and Progress on Actions*

Headline Indicators
Progress Indicators
Action Milestones

The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətaʔ (Tseil-Waututh) Peoples.

Abbreviations

ACCS	Arts, Culture and Community Services
BM	Big Move
CCAS	Climate Change Adaptation Strategy
CEAP	Climate Emergency Action Plan
DBL	Development, Buildings and Licensing
ENG	Engineering Services
FH	Fraser Health Authority
FSC	Finance and Supply Chain Management
PB	Vancouver Board of Parks and Recreation
PDS	Planning, Urban Design and Sustainability
REFM	Real Estate and Facilities Management
SPSO	Strategy and Project Support Office
VCH	Vancouver Coastal Health Authority
VEMA	Vancouver Emergency Management Agency

INTRODUCTION

In 2020, the City of Vancouver adopted the Climate Emergency Action Plan (CEAP), with targets to cut carbon pollution in half by 2030, and to be carbon neutral before 2050. Included in that was a commitment to report annually on progress made.

The Outlook section is a qualitative assessment of how likely 2030 CEAP targets will be achieved, given current progress and pace of implementation. Upcoming Council decisions related to CEAP are listed. The Annual Report also includes the current-year Climate Budget, and the latest available indicators and progress updates towards CEAP targets.

Go to vancouver.ca/climateemergency for past Annual Reports, the full Climate Emergency Action Plan report to City Council (including the full list of CEAP actions, milestones and indicators, and the Investment Strategy and Financial Framework), and other documents.

Big Moves

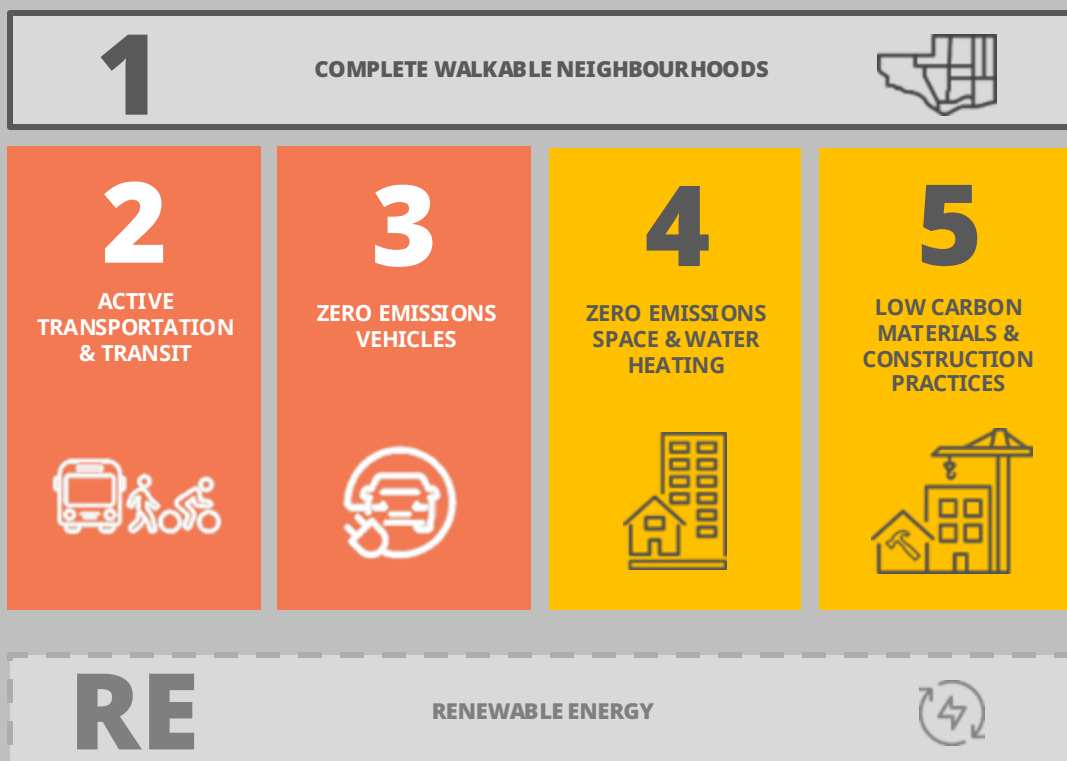
Reducing carbon pollution is a long-term and complex problem, requiring integrated solutions. CEAP is built around **five Big Moves**: bundles of interdependent actions that together achieve our outcomes.

Big Move 1 addresses land use. As a municipal government, it is our biggest lever for change and enables all the other Big Moves.

Big Moves 2 and 3 address how we move around the city

Big Moves 4 and 5 address how we use energy in our buildings and how we build them

Renewable Energy is *not* a Big Move but contains actions previously within Big Move 4 that improve access to renewable energy. This enables many of the other Big Moves.



UPDATED BIG MOVE STRUCTURE

Previously, a sixth Big Move addressed natural climate solutions that capture and sequester carbon. This overlapped substantially with the 2024 Climate Change Adaptation Strategy's nature-based adaptation and resilience actions, many with carbon-drawdown co-benefits. To reduce duplication, Big Move 6 has been removed from CEAP.

OUTLOOK

CURRENT LIKELIHOOD OF REACHING 2030 TARGETS

City staff have assessed the current likelihood of meeting each of the Big Move targets, assigning a qualitative rating of **likely**, **at-risk**, or **unlikely**.

Assessments consider external and internal factors, for example:

- modelled effectiveness of current policies, given factors such as applicability, stringency, community and market readiness, etc.
- potential outcome changes from policy decisions by the City and other levels of government
- budgetary decisions and funding availability
- City/external partner pressures: staff resources and changes in scheduled implementation

1 COMPLETE, WALKABLE NEIGHBOURHOODS

90% of people live within an easy walk/roll of their daily needs

UNLIKELY

Significant steps in Vancouver Plan implementation have been taken this year through advancing planning in Jericho Lands. Next steps include finalizing the Rupert Renfrew Station Area Plan (summer 2025), implementing villages and launching neighbourhood centres planning. Despite this work, achieving the 2030 target is unlikely, based on the historic and anticipated rates of development. Progress toward this target will impact the pace of progress toward the Big Move 2, active transportation and transit, target.

2 ACTIVE TRANSPORTATION & TRANSIT

Two-thirds of trips in Vancouver to be by active transportation and transit

UNLIKELY

Much of the work underway towards the targeted shift to active transportation and transit is outlined in the recently completed Active Mobility Plan and Council's direction on transit priority corridors and measures, as well as to reallocate more space from cars to other uses. These investments will be supported by the removal of parking minimums in new buildings. The main challenges in meeting this target are a lack of tools to disincentivize driving, along with securing the necessary investment to build out the sustainable transportation network. The financial challenges are amplified by external economic pressures.

3 ZERO EMISSIONS VEHICLES

50% of the km driven on Vancouver's roads to be by zero emissions vehicles

AT RISK

Early uptake of electric vehicles in Vancouver continues to be a success story, and the provincial government's decision to strengthen the Zero Emission Vehicle Act will help continue that trend. The impact of tariffs on the transition to EVs is still being assessed. Our work is increasingly focused on ensuring there is enough home, workplace and public charging so that residents have convenient, reliable access to EV charging. As part of the work ahead, staff will look to meet charging needs through a mix of private sector, BC Hydro and City investment, including more curbside charging and more charging in City-owned parking lots throughout the City.

Staff will also be restating the Big Move 3 target to align with the provincial government's Zero Emissions Vehicle Act for the 2026 reporting cycle. This update is not expected to change the ambition of Big Move 3 and will allow progress to be more easily tracked, as the tracking the current goal requires vehicle odometer readings, which remain unavailable.

4 ZERO EMISSIONS SPACE & WATER HEATING

Cut our carbon pollution from buildings in half, compared to what we had in 2007.

UNLIKELY

Significant wins over the past year include setting higher standards for new construction, establishing time of replacement regulations for water heating in detached homes, and launching energy and emissions reporting for large office, retail and multi-family buildings. These changes will help transition buildings in Vancouver away from fossil fuels, but not at a pace fast enough to reach our target. Further progress can be made by successfully implementing upcoming carbon pollution limits for large commercial and office buildings in 2026 and expanding to more buildings over time, introducing time of replacement heating equipment regulations in detached homes and expanding a voluntary retrofit program for multi-family buildings. Improving supports and removing barriers and continued collaboration with BC Hydro are also key to making it easier and more affordable to switch to electric space and water heating in all types of buildings.

5 LOW CARBON MATERIALS & CONSTRUCTION PRACTICES

Reduce embodied emissions from new buildings and construction projects by 40% compared to 2018.

LIKELY

With mass timber construction incentives and embodied-carbon reporting rules now in place, remaining on track relies on the introduction of embodied carbon reduction requirements, initially for new large buildings, with expanded incentives to support industry leaders. Recommendations were originally expected in 2024 and have been delayed to later in 2025 to provide more time for industry to share knowledge regarding effective solutions and to address concerns raised. The City continues to see new developments demonstrating leadership through approaches such as reducing underground parking and optimizing structural designs, using low carbon materials like mass timber and lower-carbon concrete. Many low-/no-cost options exist today, and some of the solutions, like layout and structural design efficiency, can also reduce construction costs by using less material.

FUTURE CHANGES: QUANTITATIVE TARGETS

The intent of CEAP reporting is to provide a summarized overview of complex climate solutions. Indicators, data sources, and the way we report will continue to improve over the course of CEAP.

The next Annual Report will replace the qualitative likelihoods (i.e., red, yellow and green ratings) with quantitative forecasts for the Big Move targets based on current policies and progress to date.

The next Annual Report will also put more emphasis on indicators where the City has more control over the outcomes. For instance, the City has significant control over the growth of electric vehicle charging, through station installations on public property and supporting/requiring charging on private property. A quantitative target could be set around the *number of chargers available to residents across the city* to complement the Big Move target focused on the transition to EVs.

OUTLOOK

UPCOMING COUNCIL DECISIONS

Council will consider a number of staff recommendations in late 2025 and early 2026* related** to Climate Emergency actions.

* Dates subject to change
** Council reports listed have the potential to advance the City's climate objectives; however, climate may not be their primary focus

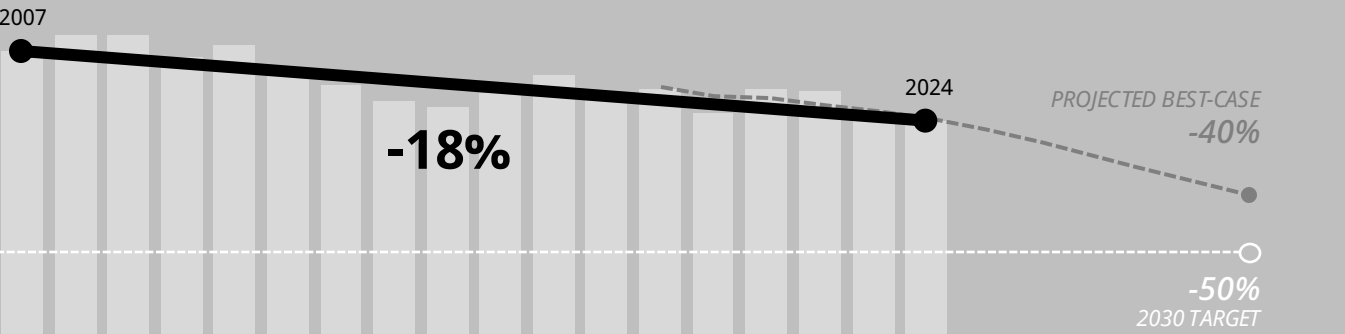
2025		2026	
Green Building incentives BM4	Embodied carbon reduction requirement in VBBL & incentives BM5	Detached home space heating regulations <i>at time-of-replacement</i> BM4	Official Development Plan BM1
Hydrogen option for lower business license fees <i>for gas station and parking lots</i> BM3	Climate Budget ALL	Villages BM1+2	Vision Zero Report BM2
Low-rise, mid-rise & tower district schedule & pre-zoning BM1+2			

Vancouver's Carbon Pollution in 2024

Vancouver's emissions continue to trend downward from our baseline year, even as our population and economy grows. Continued reliance on fossil fuels make emissions sensitive to yearly fluctuations in activity: for instance, higher heating demand during a colder winter will typically result in higher building emissions. Annual volatility and overall emissions will decrease over the long term as the community transitions to zero emission buildings/vehicles and active modes of transport, decoupling resident activity and fossil-fuel-generated emissions.

FUTURE CHANGES TO PROJECTIONS

The next Annual Report will replace the single, best-case projection shown here with a range of projected overall carbon reductions. This range will better reflect the inherent uncertainty of policy decisions and outcomes, as well as factors outside the City's control.



Projected reductions assume successful implementation of the remainder of CEAP and the province's CleanBC Roadmap

2025 CLIMATE BUDGET

In December 2024, the City published the [2025 Climate Budget](#), defining which investments in the overall City budget are deemed Climate Priority items, and consolidating information on these investments and outcomes into one annual report.

The City's 2025 Capital and Operating Budgets include **\$38.4M** in Climate Priority (CEAP-related) capital investments to advance implementation across Big Moves 2-5 as shown below. **\$28.0M** in operating expenses in 2025 comprise predominantly staffing costs across departments working on climate initiatives related to CEAP, the Climate Change Adaptation Strategy (CCAS), or both.

The 2024 Climate Budget estimated **\$215M** in capital investment would be needed over 2024-26 to implement CEAP at the levels needed to achieve our target outcomes. This is broadly in line with other Canadian cities that have developed similar estimates. An estimated \$118M of this funding was identified in the City's 2023-26 Capital Plan.

Opportunities to reduce the funding gap include prioritizing regulatory/advocacy tools, optimizing project delivery at a lower cost, advocating for funding from senior government and partners, and continuing to include CEAP investment needs in upcoming financial planning processes.

The previous year's (2024) Climate Budget included a list of unfunded immediate-priority CEAP and CCAS projects. This informed the Capital Mid-Term Update in 2024, which addressed many of these (e.g., active transportation and transit-related projects). Other projects were also successfully funded through external grant funding or through budget reallocation. No unfunded short-term projects have been identified for 2025, as staff focus on existing program delivery.

Staff will prepare a 2027-30 CEAP investment needs estimate to inform 2027-30 Capital Plan development.

External Funding

City staff actively look for opportunities to advocate for and leverage funding from senior government and partners to enable CEAP projects. External funding programs are often cost-shared, so staff submit high-priority projects that best meet funding program requirements. Applications allow the City to either accelerate work underway, or undertake projects only made possible by significant available external funding. The following funding applications are currently in progress as of Q1 2025:

- Safety and Accessibility Upgrades for Arbutus Greenway \$18.4M
- Hastings Community Centre Energy Retrofit \$2.4M
- Champlain Heights Community Centre Energy Retrofit \$2.4M
- Electric Fire Pumper Trucks \$4.7M
- Renfrew Public Library Energy Retrofit \$1.5M
- Public EV Chargers at Collingwood Park and Eburne Park \$0.2M

CLIMATE EMERGENCY ACTION PLAN 2025 CAPITAL INVESTMENTS

2025 Multi-Year Capital Budget (Annual Budget): "Climate Priority" Initiatives

Goal Area	Service Areas	Capital Plan Program/Project	2025 Budget Allocation, \$M
BM2 Active Transportation + Transit	<ul style="list-style-type: none">• Active transportation corridors & complete streets• Traffic signals• Transportation safety & accessibility• Transit integration & reliability	2023-26 Active Transportation	\$17.1
		2023-26 Transit Improvements	\$7.1
		2023-26 New Signals	\$3.0
		2023-26 School Program	\$0.8
BM3 Zero Emission Vehicles	<ul style="list-style-type: none">• Vehicles & equipment	2023-26 Electrification of Fleet – Parks	\$1.3
		2023-26 Electrification of Fleet – Sanitation	\$0.7
		2023-26 Electrification of Fleet – Street	\$1.0
		2023-26 Electrification of Fleet – VFRS	\$0.1
		2023-26 Electrification of Fleet – VPD	\$1.8
	<ul style="list-style-type: none">• Zero emission vehicles	2023-26 Off-Street Electrical Vehicle Charging Infrastructure: Non-City Buildings	\$1.8
		2023-26 Public-Realm EV charging	\$1.1
BM4 Zero Emission Space + Water Heating	<ul style="list-style-type: none">• Green buildings	2023-26 Energy Retrofits: Non-City Buildings	\$2.5
	<ul style="list-style-type: none">• Generation	NEU - New Renewable Energy Generation Planning	\$0.1
TOTAL, \$M			\$38.4

HEADLINE INDICATORS

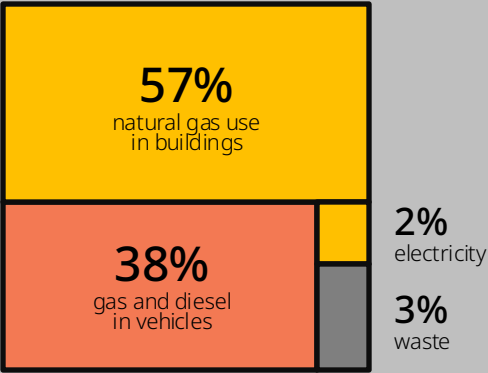
CEAP headline indicators summarize the collective high-level impact of our actions on overall carbon pollution.

Headline		Baseline		2023		2024		Target		Notes
Community										
Carbon pollution ¹ (total)	tCO ₂ e	2,859,000	2007	2,390,000	-17%	2,360,000	-18%	-50%	2030	Slight decrease in emissions year-over-year due to the introduction of 1% renewable natural gas in supply to all Vancouver customers, as well as lower vehicle fuel sales (due in part to growth in electric vehicles) and BC Hydro's continuous improvement in clean energy delivery.
Carbon pollution ¹ (stationary)	tCO ₂ e	1,610,000	2007	1,415,000	-12%	1,400,000	-13%	-50%	2030	
Carbon pollution ¹ (transportation)	tCO ₂ e	1,033,000	2007	905,000	-12%	890,000	-14%	-50%	2030	
Corporate (City operations)										
Carbon pollution ² (total)	tCO ₂ e	545,000	2008	140,000	-74%	145,000	-73%	-60%	2030	Slight increase in landfill gas generated; capture-system efficiency remained level.
Carbon pollution ² (stationary)	tCO ₂ e	26,500	2008	19,250	-27%	19,500	-27%	-50%	2030	Slight increase in fleet emissions due to increased activity of heavy-duty vehicles.
Carbon pollution ² (fleet vehicles)	tCO ₂ e	20,000	2008	7,500	-62%	8,500	-57%	-50%	2030	

Vancouver’s Carbon Pollution in 2024

Carbon pollution from burning natural gas to heat buildings and hot water remains the largest portion of our emissions. Fossil fuels use in vehicles contribute the second-biggest share of our emissions. Electricity is low-carbon in British Columbia, so all the electricity use in buildings and in electric vehicles makes up only a small portion. Emissions from landfilled, decomposing waste also make up just a small portion, as the Vancouver Landfill has a capture system in place that diverts this gas for other uses, such as renewable natural gas.

GPC Basic, Scopes 1 and 2 + Scope 3 Waste.
Due to rounding, percentages may not add up to exactly 100%.



PROGRESS INDICATORS

These indicators summarize City progress on CEAP actions. These more immediate outcomes contribute to our ultimate goals of long-term carbon reduction.

Indicator		Baseline		Current		Target		Notes
Big Moves 1-3								
AAA bikeways ³	km	82	2017	108	2024	Increase		The Granville Connector (opening summer 2025) will alone add approximately 1.5km to the 336km active transportation network.
Bus-lane network	bus-lane kilometre*hours ⁴	418	2019	556	2024	Increase		Increased capacity on bus routes 23 & 25, added new bus lanes on 49th between Oak & Cambie, and extended bus lanes on Granville St at 16th Ave.
Public EV chargers deployed (Fast Charge and Level 2, cumulative) ⁵	#	78	2016	123	2024	Increase		24 public chargers were updated in 2024.
Public perception: access to daily needs	% residents	-		74%	2024	Increase		Nearly three-quarters of surveyed residents indicated they can walk to many of the services and amenities they need.
Public perception: access to home/near-home EV charging	% residents	-		31%	2024	Increase		Availability/awareness of local charging appears to be on the rise (31% in 2024).
Sustainable mode share ⁶	trips	48%	2017	52%	2024	67%	2030	Declined post-COVID but has rebounded to 2018 levels (52%).
Vehicle kilometres travelled (VKT)	km/resident	5,950	2007	3,708	2024	Decrease		
Zero emission vehicles (ZEVs)	% resident registered vehicles	0.3%	2016	6.1%	2023	Increase		22,232 of 365,875 registered passenger/ commercial vehicles in Vancouver in 2023 (most recent data from ICBC).
Big Moves 4-5								
Renewable energy generation at the False Creek Neighbourhood Energy Utility (NEU)	%	56%	2018	69%	2024	Increase ⁷		7,000 tCO ₂ e reduced in 2024, per 2025 NEU Customer Rates report to Council.
Carbon pollution intensity (community, new buildings)	kgCO ₂ e/m ²	20.7	2007	3.9	2024	0	2030	Requirements for new buildings approved in 2024 will apply in 2025.
Floor area impacted by carbon pollution regulations (community, existing buildings)	m ²	Pending data		Pending data		Increase		See <i>Future Changes</i> below: staff are developing new indicators to measure policy reach and supports for existing-building decarbonization.
Installed capacity of new renewably powered building systems (community, existing buildings)	kW	Pending data		Pending data		Increase		
Renewable energy consumed (community, all buildings) ⁸	%	36%	2007	42%	2024	55%	2030	1% renewable natural gas introduced into supply to all Vancouver customers starting July 2024.
Tall mass timber buildings approved (community, cumulative) ⁹	#	1	2020	10	2024	Increase		
Embodied carbon intensity (community, new buildings)	embodied kgCO ₂ e/m ²	Pending data		Pending data		-40%	2030	Staff are exploring and reviewing modelling data to enable measurement.

FUTURE CHANGES: INDICATORS

Indicators, data sources, and the way we report will continue to improve over the course of CEAP. Some indicators listed above, especially those which no data is available, will be replaced. This is to ensure continued accountability and transparency around the City's actions and outcomes related to carbon reduction. Staff also continue to explore equity indicators to help ensure the City advances climate action in ways that address existing inequities and do not inadvertently cause further harm to disproportionately impacted communities.

MILESTONES

These milestones summarize our progress on prioritized City implementation of CEAP in 2024-2025.

Milestone	Due Date		Responsible	Progress
Big Move 1 - Complete, Walkable Communities				
90% of people live within an easy walk/roll of their daily needs.				
Seek Council approval for the Rupert/Renfrew Station Area Plan.	2025	Q3	PDS	Underway
Adopt the low-rise, mid-rise and tower district schedules and pre-zoning for Broadway, Cambie and Rupert Renfrew.	2025	Q4	PDS	Underway
Complete villages planning program including engagement, draft plan and areas of pre-zoning.	2026	Q2	PDS	Underway
Develop scope of work for Neighbourhood Centres planning project.	2026	Q1	PDS	Underway
Complete Jericho Lands Official Development Plan.	2025	Q2	PDS	Complete
Big Move 2 – Active Transportation & Transit				
Two-thirds of trips in Vancouver to be by active transportation and transit by 2030.				
Continue to work with Province to advance UBCx subway extension.	Ongoing		ENG	Underway
Continue to advance walking and cycling infrastructure identified in Active Mobility Plan.	Ongoing		ENG	Underway
Continue to implement bus speed and reliability improvements, specifically along Council's priority corridors of Granville, Kingsway, Hastings, 49 th , Marine, Broadway, King Edward, West 4 th , and Downtown to the Ironworkers Memorial Bridge (Powell, Cordova, etc.)	Ongoing		ENG	Underway
Big Move 3 – Zero Emissions Vehicles				
50% of the km driven on Vancouver's roads to be by zero emissions vehicles by 2030.				
Continue to expand the public charging network through CoV investment and enabling increased BC Hydro investment.	Ongoing		ENG	Underway
Launch phase 2 to advance retrofits for EV charging in multi-unit rental buildings in coordination with building energy retrofits.	2025	Q3	PDS	Underway
Expand public curbside charging program.	2025	Q4	PDS	Underway
Implement and monitor gas station and parking lot regulations compliance.	Ongoing		PDS	Underway

MILESTONES

These milestones summarize our progress on prioritized City implementation of CEAP in 2024-2025.

Milestone	Due Date		Responsible	Progress
Big Move 4 – Zero Emissions Space & Water Heating <i>By 2030, cut our carbon pollution from buildings in half, compared to what we had in 2007.</i>				
Research, consult on and brief Council on highest equipment efficiency requirements for detached home heating systems at time of replacement.	2025	Q4	PDS	Underway
Provide owners, homebuilders and contractors with supports to facilitate successful compliance with hot water highest efficiency equipment standards.	2027	Q1	PDS	Underway
Research and initiate engagement on a hotel retrofit support program to launch in 2026.	2025	Q4	PDS	Underway
Launch and initiate communications of Multi-Family Resilient Upgrade Program.	2025	Q2	PDS	Underway
Expand energy and carbon reporting for large commercial and multi-family buildings.	2026	Q2	PDS	Underway
Big Move 5 – Low Carbon Materials & Construction Practices <i>By 2030, reduce embodied emissions from new buildings and construction projects by 40% compared to 2018.</i>				
Add initial embodied carbon reduction requirements in VBBL.	2025	Q4	PDS	Underway
Explore incentives to include low embodied carbon construction.	2025	Q4	PDS	Underway
Establish an embodied carbon baseline.	2025	Q4	PDS	Underway
Renewable Energy				
Accelerate electrification related to implementation of BM3+4 through the City's collaboration with BC Hydro	Ongoing		PDS	Underway
Take next steps on the NEU decarbonization roadmap: 1) complete detailed feasibility assessment of identified energy sources and 2) develop an enhanced green heat rate aligned with 2025 VBBL GHGI requirements.	2026	Q4	ENG	Underway
Financial Framework, Equity and Indicators				
Report to Council with the 2026-30 Climate Plan: Complete research, engagement and technical analysis necessary to develop a new complete neighbourhoods and zero emission vernicles 2030 targets and new action(s) to meet the BM1-5 targets.	2025	Q4	PDS	On Hold
Engage with each of the Local Nations to determine their areas of interest for collaboration and to discuss funding support from the City for their climate work.	Ongoing		PDS, FSC	Underway
Report to Council with a CEAP Annual Report, including targets and indicators for actions/outcomes, and recommendations for City-Controlled Targets.	2025	Q3	PDS	Underway
Report to Council with a Climate Budget Annual Report to inform CoV prioritization and investment dedisions (e.g., 2027-30 Capital Plan).	2025	Q4	PDS	Underway

