



Climate Emergency Action Plan **ANNUAL REPORT**

2026 Dashboard

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The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh Úxwumixw (Squamish), and səliłwətał (Tsleil-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, Environment 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.

This Annual Report includes the current-year Climate Budget for CEAP actions, 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

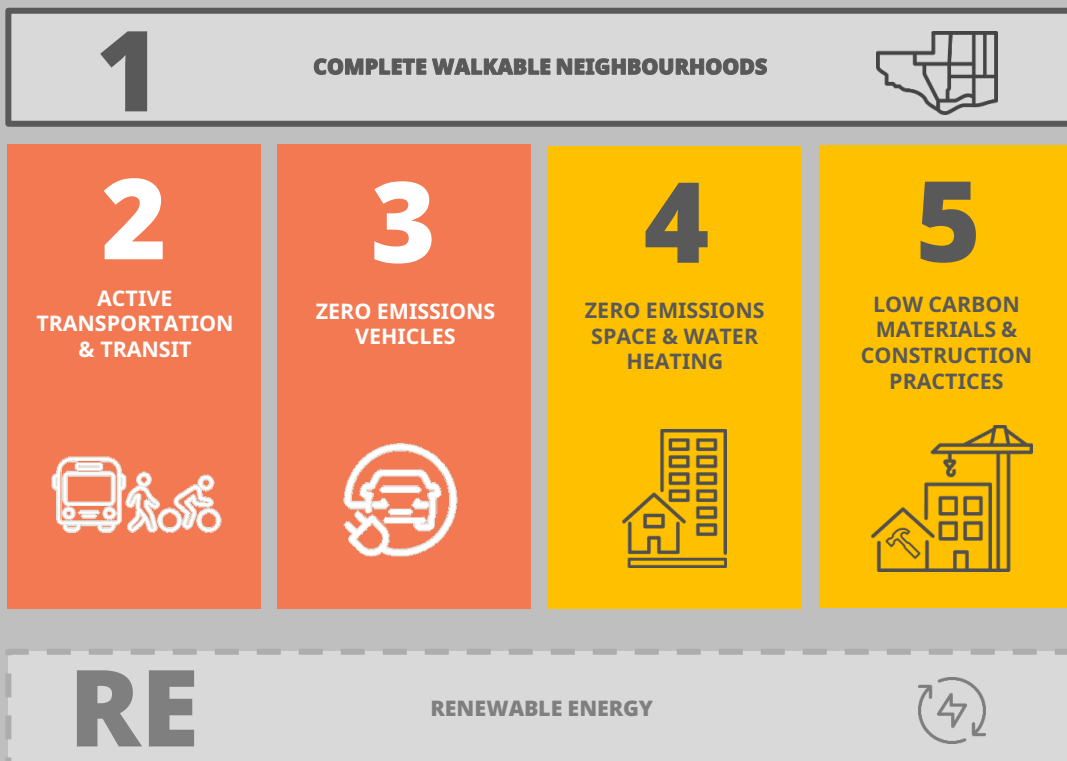
Reducing carbon pollution is a long-term and complex problem, requiring integrated solutions. CEAP is built around **five Big Moves**: bundles of interdependent actions that together achieve our outcomes.

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.

FORECASTING VANCOUVER'S CARBON POLLUTION

In 2025, the City updated its carbon pollution forecasts. We included the impacts of policies adopted and work done to-date on CEAP and CleanBC (the Province of BC's emissions-reduction plan). The result is a range of potential carbon reductions, replacing our qualitative assessments of success (*Current Likelihood of Meeting 2030 Targets*) and the projection (a single best-case future) shown in previous Annual Reports.

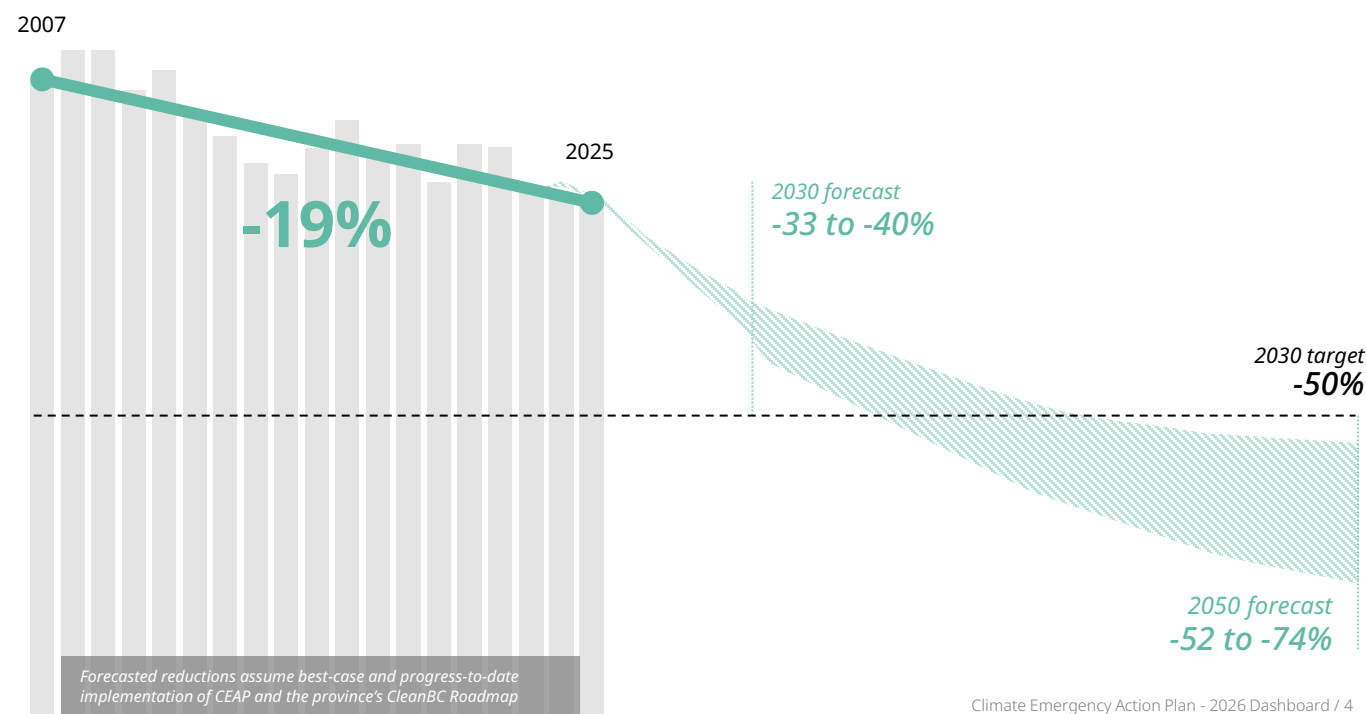
City and Provincial policies work in tandem to deliver emissions reductions. Trying to project the impact of a single initiative can be difficult and inaccurate, so we have grouped individual CEAP and senior-government actions and policies together into current ("progress-to-date") and best-case scenarios. This accounts for interconnectedness and results in more realistic projections. Scenarios also better represent the inherent uncertainty of policy decisions and outcomes, as well as factors outside the City's control.

Updated forecasts show substantial emissions reductions from CEAP and provincial policies. Despite this, given the short time horizon left in CEAP, the 2030 reduction target is unlikely to be achieved. In a best-case scenario (full implementation of City and provincial policies), the 2030 target may be achieved closer to 2034. However, the projections underline the importance of near-term action: initiatives undertaken in the next few years could help cut carbon pollution by nearly three-quarters by 2050.

Two notable City and provincial policy changes are not accounted for in these forecasts:

- On May 21, 2026, Council approved [Motion 8 – Eliminating Regulatory Barriers to Housing Affordability Through Alignment with the Provincial Building Code](#), which directs staff to review and amend housing and energy regulations, pause enforcement on the Energize Vancouver program, and repeal time-of-replacement regulations for domestic hot water equipment in detached homes and duplexes. Further analysis is needed to understand the full implications, but the direction from Motion 8 will limit the carbon reduction achievable by CEAP and push the carbon forecast upward.
- As of June 2026, the Province of BC is amending the Zero-Emission Vehicles Act. The proposed sales-target revisions will slow the overall transition to electric vehicles in BC, including in Vancouver, and push the carbon forecast upwards.

At present, Vancouver's carbon pollution is still trending downward from our baseline year, even as our population and economy grows. Carbon pollution fluctuates every year due to continued reliance on fossil fuels. For instance, higher heating demand during a colder winter will typically result in higher building emissions, if those heating systems are carbon-intensive. This annual volatility, and carbon pollution overall, will decrease over the long term as the community transitions to zero emission buildings/vehicles and active modes of transport.



2026 CLIMATE BUDGET

The City's 2026 Capital and Operating Budgets include **\$49.7M** in CEAP-related capital investments to advance implementation across Big Moves 2-5 as shown below.

In past annual reports, estimated operating expenses have been included. With the 2026 Budget Implementation and Workforce Restructuring project, broad changes were made to the City's 2026 operating budget, staffing levels, and organizational roles. As such, no climate-related operating expenses total was calculated.

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: broadly in line with other Canadian cities that have developed similar estimates. This represents a funding gap relative to the City's 2023-26 Capital Plan climate investments.

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 future financial planning processes.

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:

- False Creek Neighbourhood Energy Utility Feasibility Study \$0.2M
- Electrical Efficiency Upgrades for Gresham Residence \$0.3M
- West End Community Centre Energy Efficiency Upgrades \$0.2M
- TransLink – Bus Speed and Reliability Projects \$0.6M
- TransLink – Walking Infrastructure to Transit Projects \$2.1M
- TransLink – Major Road Network and Bicycle Projects \$3.6M
- TransLink – Bicycle Infrastructure Capital Cost Share Projects \$4.4M

In addition, the following funding applications are currently in progress as of Q1 2026:

- Public Chargers – Maple Grove Elementary, Bayview Elementary Park, Nanaimo Park \$0.3M

CLIMATE EMERGENCY ACTION PLAN 2026 CAPITAL INVESTMENTS

2026 Multi-Year Capital Budget (Annual Budget): "Climate Priority" Initiatives

Goal Area	Service Areas	Capital Plan Program/Project	2026 Budget Allocation, \$M
BM2 Active Transportation + Transit	- Active transportation corridors & complete streets - Traffic signals - Transportation safety & accessibility - Transit integration & reliability	2023-26 Active Transportation	\$23.6
		2023-26 Transit Improvements	\$13.4
		2023-26 New Signals	\$3.1
		2023-26 School Program	\$0.8
BM3 Zero Emission Vehicles	Vehicles & equipment	2023-26 Electrification of Fleet – Disposal	\$0.04
		2023-26 Electrification of Fleet – Parks	\$1.4
		2023-26 Electrification of Fleet – Sanitation	\$0.3
		2023-26 Electrification of Fleet – Streets	\$2.6
		2023-26 Electrification of Fleet – Vancouver Fire and Rescue Services	\$0.05
		2023-26 Electrification of Fleet – Vancouver Police Department	\$0.6
	Zero emission vehicles	2023-26 Electrification of Fleet – Other	\$0.15
		2023-26 Off-Street Electrical Vehicle Charging Infrastructure: Non-City Buildings	\$1.5
BM4 Zero Emission Space + Water Heating	Generation	2023-26 Public-Realm EV charging	\$1.3
		Neighbourhood Energy Utility - New Renewable Energy Generation Planning	\$0.9
TOTAL, \$M	Numbers may not sum due to rounding		\$49.7

HEADLINE INDICATORS

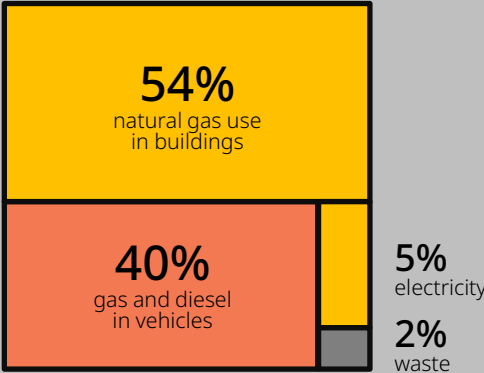
Vancouver’s community-wide carbon pollution, as well as the City’s operational carbon pollution.

Headline		Baseline		2024		2025		Target		Notes
Community Carbon Pollution ¹										
Total	tCO ₂ e	2,859,000	2007	2,360,000	-18%	2,350,000	-19%	-50%	2030	Slight decrease in emissions year-over-year due to landfill gas capture system improvements, increased renewable natural gas content in supply to all customers, and BC Hydro's continuing delivery of clean energy, offset by a modest increase from transportation emissions.
Stationary	tCO ₂ e	1,610,000	2007	1,400,000	-13%	1,370,000	-15%	-50%	2030	
Transportation	tCO ₂ e	1,033,000	2007	890,000	-14%	935,000	-9%	-50%	2030	
Corporate Carbon Pollution (City operations) ²										
Total	tCO ₂ e	545,000	2008	145,000	-73%	75,000	-86%	-60%	2030	Efficiency improvements in landfill gas capture system led to significantly lower emissions.
Stationary	tCO ₂ e	26,500	2008	19,500	-27%	18,500	-31%	-50%	2030	Slight decrease in stationary emissions due to a warmer winter and less heating load in City facilities overall.
Fleet Vehicles	tCO ₂ e	20,000	2008	8,500	-57%	8,500	-57%	-50%	2030	

Vancouver’s Carbon Pollution in 2025

Carbon pollution from burning natural gas to heat buildings and hot water remains the largest portion of our emissions. Fossil-fueled vehicles contribute the second-biggest share of our emissions. Electricity is low-carbon in British Columbia, so all the electricity used in buildings and electric vehicles makes up only a small portion. Emissions from landfilled, decomposing waste are also just a small portion, as the Vancouver Landfill has a system in place that captures most of this gas and diverts a portion to 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%.



CITY-LED TARGETS

Previously, the CEAP Annual Report included an assessment of the likelihood of meeting the Big Move targets, assigning a qualitative rating of likely, at-risk, or unlikely. With this way of reporting, it was not always clear how the City's was doing on actions within our control, as factors beyond our control (e.g., energy prices and senior government policy) can affect progress toward the Big Move targets.

Beginning with this Annual Report, the City will include a set of City-Led Targets for outcomes where the City has a more direct role in leading delivery. These are not a replacement of CEAP goals, but they are more measurable and immediate. They set out the City's intentions within each Big Move to bring us closer to meaningful carbon reductions. Note that on May 21, 2026, Council approved [Motion 8 – Eliminating Regulatory Barriers to Housing Affordability Through Alignment with the Provincial Building Code](#), which may affect City-Led Targets.

The transition to electric vehicles is a good illustration of how City-Led Targets will be used. Whether residents choose electric vehicles or not is a personal choice based on a variety of factors, many of which are outside the City's control: for instance, energy prices and the availability and cost of electric vehicles. Improving access to home, workplace, and public charging is the most important factor in that choice that the City has significant influence over, which is why it has been set as the City-Led Target for Big Move 3.

City-Led Target		Baseline		as of 2025	2030 Target	Explanation
Big Move 1						
Housing approved (2023-30) ³						
in Vancouver	units	-		21,710	58,000	Housing units approved by the City between 2023 and 2030.
in transit-oriented areas, neighbourhood centres, villages and the Metro Core	%	-		92% ⁴	Increase	
Big Move 2						
Active priority network added (2023-30)	km	-		12	114 ⁵	Active-mobility enabling infrastructure built or upgraded between 2023 and 2030.
Bus priority network added (2023-30)	bus-lane kilometre-hours ⁶	-		7	680	Priority bus travel capacity on the roadway network added between 2023 and 2030.
Big Move 3						
Available electric vehicle charging ⁷	charging ports (Level 2-equivalents)	-		4,842	15,600	Charging capacity in Vancouver, expressed as an equivalent number of Level 2 charging ports available to residents and the public.
Big Move 4						
Building carbon pollution under regulation ⁸	% of carbon pollution from all buildings in Vancouver	0%	2007	7% ⁹	28%	Portion of building carbon pollution that the City is able to influence through policy and regulation (focusing on space and hot water heating).
Building carbon-pollution intensity	kgCO ₂ e/m ²	20.7	2007	2.3	0.0	Allowable carbon pollution in new construction in Vancouver.
Big Move 5						
New building embodied-carbon intensity	units embodied CO ₂ e (tbd)	Target-setting study underway				Allowable embodied-carbon in new construction in Vancouver.

PROGRESS INDICATORS

Achieving our long-term carbon reduction goals depends on these more immediate outcomes.

Indicator		Baseline		2025	2030 Target	Notes
Big Moves 1-3						
AAA bikeways ¹⁰	km	82	2017	108	Increase	Vancouver's active transportation network spans 336km.
Bus stop improvements ¹¹ (annual completed)	#	39	2022	94	Increase	Granville bus stop balancing; Route 23 upgrade from shuttle to standard buses; Robson/Denman bus bulbs/stop balancing
Public EV chargers deployed (Fast Charge and Level 2, cumulative) ¹²	#	78	2016	142	Increase	Vendor exited EV charging business in 2025, halting new installations. Vendor selection in 2026.
Public EV charger uptime	%	-		94%	Increase	New indicator: average uptime of the City's public L2 and DC Fast Charge stations
Public perception: access to daily needs ¹³	% residents	-		73%	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 ¹³	% residents	27%	2022	35%	Increase	Availability/awareness of local charging has increased every year since 2022 when tracking began.
Sustainable mode share ¹⁴	trips	48%	2017	53%	67%	Declined post-COVID but has rebounded above 2018 levels (52%).
Vehicle kilometres travelled (VKT)	km/resident	5,950	2007	3,527	Decrease	Reduced driving can help with household savings as gasoline prices rise.
Zero emission vehicles (ZEVs)	% resident-registered vehicles	0.3%	2016	8.0%	Increase	28,681 of 357,864 registered passenger/ commercial vehicles in Vancouver in 2025 (most recent data from ICBC).
Big Moves 4-5 and Renewable Energy						
Renewable energy generation at the False Creek Neighbourhood Energy Utility (NEU)	%	56%	2018	72%	Increase ¹⁵	7,070 tCO ₂ e forecasted reductions in 2025, per 2026 NEU Customer Rates report.
Renewable energy consumed (community, all buildings) ¹⁶	%	36%	2007	44%	55%	2-3% renewable natural gas blended into supply to all customers in 2025.
Tall mass timber buildings approved since baseline (community) ¹⁷	#	1	2020	12	Increase	

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

Progress on prioritized CEAP actions in 2025-2026. On May 21, 2026, Council approved [Motion 8 – Eliminating Regulatory Barriers to Housing Affordability Through Alignment with the Provincial Building Code](#). The immediate impacts are reflected below.

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 Official Development Plan (ODP).	2026	Q1	PDS	Complete
Complete villages planning program including engagement, draft plan and areas of pre-zoning.	2026	Q3	PDS	Underway
Advance complete, walkable communities for large sites through planning (e.g., Northwest False Creek, Molson Lands, and Vancouver Community College) and implementation (e.g., Heather Lands, Jericho and East Fraser Lands).	2026	-	PDS	Underway
Develop scope of work for next ODP priority planning projects.	2028	-	PDS	Underway
Big Move 2 – Active Transportation & Transit		Two-thirds of trips in Vancouver to be by active transportation and transit by 2030.		
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.	Ongoing		ENG	Underway
Begin review of transportation demand management (TDM) policy outcomes	Ongoing		ENG	Not Started
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
Expand public curbside charging program.	Ongoing		PDS	Underway
Improve EV readiness implementation in residential buildings.	2026	-	PDS	Underway
Remove licensing requirements for cord cover program	2026	Q4	PDS	Underway

MILESTONES

Progress on prioritized CEAP actions in 2025-2026. On May 21, 2026, Council approved [Motion 8 – Eliminating Regulatory Barriers to Housing Affordability Through Alignment with the Provincial Building Code](#). The immediate impacts are reflected below.

Milestone	Due Date		Responsible	Progress
Big Move 4 – Zero Emissions Space & Water Heating				
By 2030, cut our carbon pollution from buildings in half, compared to what we had in 2007.				
Expand energy and carbon reporting for large commercial and multi-family buildings.	2026	Q2	PDS	Paused (Enforcement)
Support large office & retail owners to successfully meet GHG limits through direct outreach, warranted compliance deferrals, and launching a program to provide owners with customizable energy efficiency and decarbonization plans for their buildings.	2026	Q2	PDS	Paused (Enforcement)
Enact Time-of-Replacement (TOR) regulations for residential DHW system replacement and prepare industry for implementation including: i) engagement and education on TOR compliant DHW systems; ii) development of tools and processes for streamlined installation and permitting; iii) establish approach for compliance tracking.	2026	Q4	PDS	Cancelled (Regulation)
Undertake research on technical, economic, industry readiness, and support needs to inform TOR requirements for commercial roof-top units (RTUs).	2026	-	PDS	Under Review
Big Move 5 – Low Carbon Materials & Construction Practices				
By 2030, reduce embodied emissions from new buildings and construction projects by 40% compared to 2018.				
Undertake research and internal consultation to inform land-use incentives and remove barriers to catalyze deep embodied carbon reduction P3 building demonstration projects.	2026	Q3-4	PDS	Underway
Research, consult, and build capacity that normalize cost-saving design & construction approaches that also reduce embodied carbon emissions in new buildings.	2026	-	PDS	Underway
Research and consult (internally and externally) on policy and process changes that would enable fast, cost-effective, and repeatable 12-14 storey mass timber multi-family residential buildings.	2026	-	PDS	Underway
Renewable Energy				
Advance the NEU Energy Generation Strategy through targeted technoeconomic feasibility assessments on sewer and data centre heat recovery, and leveraging thermal energy storage and cooling service provision – to support transition to 100% renewable energy.	Ongoing		ENG	Underway
Proactively secure waste heat recovery opportunities from data centre proposals citywide.	Ongoing		ENG	Underway
Streamlining process to add new electric loads in existing multi-unit residential buildings.	Ongoing		PDS	Underway
Reducing service connection timelines and costs in new buildings.	Ongoing		PDS	Underway
Financial Framework, Equity and Indicators				
Publish Annual Climate Report, including targets and indicators for actions/outcomes and reporting improvements like City-Controlled Targets.	2026	Q3	PDS	Complete
Prepare financial information to inform climate investments in the 2027-30 Capital Plan, and publish Climate Budget Annual Report to support annual operating budget process.	2026	Q2, Q4	PDS	Underway
Develop a set of cross-cutting climate equity indicators, with reporting to begin in the 2027 Annual Report.	2027	Q2	PDS	Underway
Provide capacity funding through the referral process, grow relationships and identify collaboration opportunities based on shared priorities with the three Host Nations.	Ongoing		PDS, FSC	Underway

