Agenda – Council – July 13, 2023

Reports – Standing Policy Committee on Water, Waste and Environment – June 23, 2023

Item No. 6 Multi-Family Waste Diversion and Management Strategy

STANDING COMMITTEE RECOMMENDATION:

On July 5, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and submitted the following to Council:

1. That the Public Service implement the Multi-Family Waste Diversion and Management Strategy to assist the City in meeting its solid waste service goals and objectives, including the introduction of a Multi-Family Waste Diversion Fee that will be presented to Council in 2023 with the 10-Year Financial Plan for the Solid Waste Utility.

2. That, subject to the approval of Recommendation 1, the Water and Waste Department 2023 budget and future forecast years be amended for the financial impact as follows:

2023	2024	2025	2026
$54,071	$111,610	$113,266	$115,338

3. That, subject to the approval of Recommendations 1 and 2, 1.0 permanent WAPSO X3 FTE (Waste Diversion Specialist) be added to the Water and Waste Department's employee complement.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Reports– Standing Policy Committee on Water, Waste and Environment – June 23, 2023

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 5, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On June 23, 2023, the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

On June 5, 2023, the Standing Policy Committee on Water, Waste and Environment granted an extension of time of 30 days for the Winnipeg Public Service to report back on the matter.

COUNCIL DECISION:

On March 23, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

1. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Water, Waste and Environment on the following, in conjunction with its report in 90 days on 'Garbage Management Plan for Existing Multifamily Dwellings:

    A. Proactive inspections of businesses and other commercial property occupants' operations to ensure solid waste collection services are in place with the appropriate containers.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

STANDING COMMITTEE RECOMMENDATION:

On February 27, 2023, the Standing Policy Committee on Water, Waste and Environment granted an extension of time of 90 days for the Winnipeg Public Service to report back on the matter.

Reports – Standing Policy Committee on Water, Waste and Environment – June 23, 2023

DECISION MAKING HISTORY (continued):

COUNCIL DECISION:

On December 15, 2022, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, as amended, and adopted the following:

1. That the Winnipeg Public Service be directed to report back to the appropriate Standing Committee within 90 days on a garbage management plan process for existing multi-family dwellings within old mature neighbourhoods in Winnipeg.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Administrative Report

Title: Multi-Family Waste Diversion and Management Strategy

Critical Path: Standing Policy Committee on Water, Waste, and Environment – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Gordichuk, Manager Solid Waste Services	T. W. Shanks, Director, Water and Waste Department	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

This report presents the Multi-Family Waste Diversion and Management Strategy. The strategy is needed to improve overall waste management and increase recycling and waste diversion at multi-family properties. The plan requires the creation of one new position (Waste Diversion Specialist) for successful implementation, and for ongoing direct engagement with multi-family properties to ensure acceptable service levels and bylaw compliance.

The strategy recommends the following actions:

1. Expand Education and Outreach
2. Implement Solid Waste Design Guidelines
3. Enhance Data Collection
4. Review Operations, Service and bylaws
5. Increase Resources

A diversion strategy for the multi-family sector was recommended in the Council-approved Comprehensive Integrated Waste Management Strategy (CIWMS) in 2011. In 2016, the Public Service engaged HDR Corporation Inc. to undertake this work. The Multi-Family Waste Diversion and Management Strategy was put on hold in 2017 until the completion of a five-year review of CIWMS and the completion of a 10-year financial model for Solid Waste Services. In 2021, the Public Service resumed the project.

The Multi-Family Waste Diversion and Management Strategy builds on waste management environmental objectives and targets outlined OurWinnipeg 2045, the Community Energy Investment Roadmap, Winnipeg Climate Action Plan, and CIWMS.

RECOMMENDATIONS

1. That the Public Service implement the Multi-Family Waste Diversion and Management Strategy to assist the City in meeting its solid waste service goals and objectives,

including the introduction of a Multi-Family Waste Diversion Fee that will be presented to Council in 2023 with the 10-Year Financial Plan for the Solid Waste Utility.

2. That, subject to the approval of Recommendation 1, the Water and Waste Department 2023 budget and future forecast years be amended for the financial impact as follows:

2023	2024	2025	2026
$54,071	$111,610	$113,266	$115,338

3. That, subject to the approval of Recommendations 1 and 2, 1.0 permanent WAPSO X3 FTE (Waste Diversion Specialist) be added to the Water and Waste Department's employee complement.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

On June 23, 2010, Council directed the Public Service to undertake a comprehensive integrated waste management plan. A Multi-Family Waste Diversion and Management Strategy was recommended as a result of the plan.

The Comprehensive Integrated Waste Management Strategy (CIWMS) identifies the need to integrate and optimize the service level and efficiency of all facets of the solid waste management system, while minimizing environmental impacts. Multi-family dwellings are the fastest growing housing type in Winnipeg and require resources from these recommendations to provide an adequate level of service and to have future stability.

Environmental objectives and targets related to solid waste are outlined in OurWinnipeg 2045, the Community Energy Investment Roadmap, Winnipeg Climate Action Plan, and CIWMS, which highlight the need to minimize waste, reduce waste-related greenhouse gas emissions (GHG), achieve higher diversion rates (including from the multi-family sector), improve and sustain the performance of the City's solid waste services.

On December 15, 2022, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, as amended, and adopted the following:

1. That the Winnipeg Public Service be directed to report back to the appropriate Standing Committee within 90 days on a garbage management plan process for existing multi-family dwellings within old mature neighbourhoods in Winnipeg.

Subsequent extensions of time were provided by the Standing Policy Committee on Water, Waste and Environment (SPC-WWE).

Further, on March 23, 2023, Council concurred in the recommendation of the SPC-WWE and adopted the following:

1. That the Winnipeg Public Service be directed to report back to the Standing Policy Committee on Water, Waste and Environment on the following, in conjunction with its report in 90 days on 'Garbage Management Plan for Existing Multifamily Dwellings:

A. Proactive inspections of businesses and other commercial property occupants' operations to ensure solid waste collection services are in place with the appropriate containers.

This report is in response to the above directions.

IMPLICATIONS OF THE RECOMMENDATIONS

A budget amendment for 2023-2026 will be required for one WAPSO X3 FTE, as follows:

2023	2024	2025	2026
$54,071	$111,610	$113,266	$115,338

For the remainder of 2023, the Department will fund the new FTE through savings within Fund 445 Solid Waste and no new money is requested.

HISTORY / DISCUSSION

A Multi-Family Waste Diversion and Management Strategy was recommended as a result of the Council-approved Comprehensive Integrated Waste Management Strategy (CIWMS) in 2011. In 2016, the Public Service engaged HDR Corporation Inc. to undertake this work. The Multi-Family Waste Diversion and Management Strategy was put on hold in 2017 until the completion of both a five-year review of CIWMS and a 10-year financial model for Solid Waste Services. In 2021, the five-year review of CIWMS was approved by Council and the 10-year financial model for Solid Waste Services had been developed, and therefore, the Public Service resumed the project. HDR completed its report in September 2022 (Appendix A).

Since the original commencement of this project, the City has implemented a number of other plans and strategies that are directly applicable to the Multi-Family Waste Diversion and Management Strategy, including:

- OurWinnipeg 2045
- Complete Communities 2.0 Direction Strategy
- Community Energy Investment Roadmap
- Winnipeg Climate Action Plan
- Residential Infill Strategy

This Multi-Family Waste Diversion and Management Strategy has been developed with consideration of meeting the goals and objectives stated in the above plans and strategies.

BACKGROUND

The City's population is expected to approach one million by 2040, with housing trending towards multi-family dwellings. From 2020 to 2025, multi-family housing is forecasted to increase by 27 percent as compared to single-family dwellings (SFD) at two percent. In 2021, the City provided Solid Waste Services to 1,990 multi-family properties, serving 80,582 multi-family dwellings.

In 2021, the multi-family diversion rate was 15 percent, as compared to 35 percent for SFD.

PURPOSE
This Multi-Family Waste Diversion and Management Strategy identifies opportunities to achieve higher waste diversion rates and improve and sustain the performance of the City's solid waste services through the following goals:

- Reduce greenhouse gas (GHG) emissions and increase the diversion of waste from multi-family dwellings through enhanced or new diversion programs.
- Increase participation in the City's waste management plan and involve multi-family residents and other stakeholders in multi-family diversion initiatives.
- Implement a sustainable multi-family waste management program that balances social, environmental and financial considerations.
- Develop design standards for the storage and collection of waste.

PUBLIC ENGAGMENT
The City engaged the public in various ways (webpage, survey, public open houses, stakeholder meetings) to solicit input on the current state of recycling in Winnipeg as well as potential future programs that could be explored to increase diversion at multi-family properties.

The results of these engagements are summarized in Appendix B. In general, they highlight that Winnipeg residents are interested in recycling but sometimes lack the tools, knowledge or means to do so properly. Several themes emerged from public engagement that have been included in the implementation plan, including:

- Increase promotion and education by providing a variety of materials for residents and building/property management staff;
- A review of the number of bins provided to buildings and/or collection adjustments;
- Interest in a Green Cart pilot program;
- Design standards for buildings.

Other feedback on barriers and challenges included:

- Difficulties for older residents
- Older buildings are not equipped for recycling
- Language barriers
- Difficulty finding information online
- Extra steps to go outside and dump recycling
- Lack of signage
- Illegal dumping
- Confusion over acceptable materials
- Collection schedule inconvenience
- Overflowing carts

FINDINGS / RECOMMENDATIONS
The City currently provides waste diversion services to most multi-family properties. However, in order to meet its climate change and waste diversion goals, waste diversion in multi-family buildings needs to increase as waste diversion rates for this sector are considerably lower than SFD. The 2021 multi-family waste diversion rate was 15 percent, as compared to the SFD waste diversion of 35 percent.

Promotion and education will be a critical component of increasing participation, which would include building on the City's current program and making some improvements designed to better engage multi-family residents. Multi-family design guidelines will help make recycling more convenient and accessible as multi-family properties continue to be developed in the City. New staffing will also be important in order to efficiently and effectively implement and maintain programs. Other long-term options designed to collect and divert more materials will help increase diversion rates (e.g. multi-family organics collection), but the City can improve existing programs and services through the following initiatives:

1. Expand Education and Outreach

The Multi-Family Waste Diversion and Management Strategy states that, in order to support behaviour change to reduce and divert waste, the City needs to continually look for ways to reach and engage residents. It recommends that this be done through the use of social marketing tactics, relatable terminology, understandable measures of success, simplified explanations of environmental impacts, and providing more information on what happens to garbage and recycling in the City. It also suggests the City needs to engage with building staff to resolve issues, provide promotion and educational materials to residents, and generally serve as a resource to support diversion programs.

The Multi-Family Waste Diversion and Management Strategy highlights the following opportunities for both City-wide and multi-family-specific outreach.

<u>City-Wide Outreach Opportunities:</u>

1. Provide promotion and education material in more languages
2. More in-person outreach tactics
3. Develop more campaigns targeting specific materials
4. Provide information about City waste management facilities/practices to residents
5. Improve the City website

<u>Multi-Family-Specific Outreach Opportunities:</u>

1. Conduct site visits to assess recycling programs
2. Form a multi-family task force/advisory board
3. Develop and distribute a move-in package for new tenants
4. Work with Community Partners (i.e. Immigration Partnership Winnipeg)
5. Provide multi-family diversion resources

2. Implement Solid Waste Design Guidelines

The Multi-Family Waste Diversion and Management Strategy recommends the City implement new policies and regulations that would make waste diversion programs more accessible, consistent, and convenient for residents. It highlights solid waste design guidelines as a key tool for improving sorting practices and participation rates in the City's waste diversion programs by incorporating waste diversion into building design.

As part of the Multi-Family Waste Diversion and Management Strategy, draft design guidelines were developed in collaboration with the Planning, Property and Development Department. The development of the draft design guidelines considered feedback from internal and external stakeholders through multiple engagement sessions (i.e. focus groups, peer review). They will serve as a tool to assist property owners - including authorized developers, architects and

planners to navigate the development approval process and design proposals in ways to ensure developments meet Solid Waste collection service requirements. This includes ensuring equal access to garbage and recycling services for residents, interior and exterior waste storage requirements, mandatory recycling requirements to receive City Solid Waste Services, access and safety requirements, and other policy requirements to ensure accessibility and higher diversion.

Other policies, such as mandatory provision of recycling or incentives for sustainable waste management practices could be explored in the future.

3. Enhance Data Collection

The Multi-Family Waste Diversion and Management Strategy identifies areas where the City could enhance the data collected on composition and quantities of waste managed at multi-family properties to more accurately monitor waste generation, diversion and composition. Currently, it is difficult to quantify multi-family waste generation and/or composition, overall and by building, as it is collected along with small commercial waste (and sometimes SFD). Data collection could be undertaken through the use of technology (i.e., Radio Frequency Identification tags, onboard weigh scales) and through waste composition studies. The use of AI technology, such as smart sensors or in-bin cameras that can be installed to identify contamination, could also be explored as a future option to monitor fullness and optimize collections.

4. Review Operations, Service and By-laws

The public engagement results indicate that some residents may experience operational issues at some multi-family properties regarding bin capacity and collection frequency. While the Public Service has reviewed the service standards and frequency of collection as part of the 10-year financial plan to confirm an adequate level of service based on fees collected, a more substantial review of bin quantities and collections at these buildings may be able to reveal instances where onsite waste management can be improved, either through City collection services, or private services where the building requires a level of service that the City cannot provide.

A lack of sufficient onsite waste storage capacity and/or waste removal service can lead to waste accumulation and/or dumping of waste onto other properties, which are violations under the Neighbourhood Livability By-Law; or dumping of waste in bins on other properties, which is a violation under the Solid Waste By-Law. Compliance with these bylaws may be improved if the City's expectations for onsite waste storage and removal for multi-family properties (including properties that do not receive City collection service) are more clearly communicated.

As part of recommendation 4 of the HDR report, a review of the Solid Waste By-Law and the Neighbourhood Livability By-Law will be carried out to determine what amendments can be made to require multi-family properties to have sufficient onsite waste storage capacity and waste removal service, including an associated fine for not meeting this requirement.

5. Increase Resources

The City will need to ensure resources are available to implement the recommendations of this strategy. The majority of options described in the strategy have little to no capital costs, but do require additional operational funds for successful implementation and ongoing program management.

To successfully implement the full suite of recommendations provided in the Multi-Family Waste Diversion and Management Strategy, 1.0 Full Time Equivalent of a WAPSO Grade X3 position is required to carry out the following duties:

- Conduct outreach with building staff and residents
- Develop and distribute promotion and education material to building staff and residents
- Resolve waste storage and collection issues
- Monitor contamination and make recommendations to reduce contamination
- Conduct waste audits
- Oversee diversion programs (including source-separated organics)
- Collect and analyze data

IMPLEMENTATION PLAN

Page 4 of the attached HDR report (Appendix A) includes the proposed implementation plan, highlighting planning and the implementation and maintenance phases. Of note, all the promotion and education tactics described in the Multi-Family Waste Diversion and Management Strategy have been included in the implementation plan, regardless of the target audience (multi-family-specific or citywide). Enhancements to existing programs have been scheduled primarily as short-term actions, with the more complex options occurring as mid or long-term actions.

COST IMPLICATIONS

As outlined in the CIWMS, the Water and Waste Department annually projects a deficit for waste diversion, since the City continues to provide recycling and diversion services to a growing multi-family sector without any associated cost recovery measures.

On October 8, 2021, as part of the report on the ten-year financial plan for the solid waste utility, a recommendation was made to the Standing Policy Committee on Water and Waste, Riverbank Management and the Environment for a mandatory Multi-Family Waste Diversion Fee of $44 annually per dwelling unit to be implemented on January 1, 2023, to fund diversion programs. This fee would have raised $4.25 million in revenue and supported equity with SFD who have been funding the City's recycling program (provided to both SFD and multi-family buildings), and diversion programs such as the 4R Winnipeg Depots and community recycling depots.

The Standing Policy Committee recommended to Council that the implementation of the fee be referred to the 2022 Budget Review Process. The Multi-Family Waste Diversion Fee was not approved in the 2022 budget, which showed a deficit for recycling and waste diversion of $1.076 million in 2022 and $1.942 million in 2023.

With multi-family buildings increasing at a faster rate than SFD homes, further reduction of available funding for multi-family diversion programs will compound the issue. The Multi-Family Waste Diversion and Management Strategy recommends that sufficient resources are made available to ensure Solid Waste services and programs are implemented successfully and properly maintained in the future, in order to meet the goals and objectives approved by Council.

The Multi-Family Waste Diversion and Management Strategy requires a source of sustainable funding to implement new programs and to increase diversion. The Public Service will recommend a sustainable funding source through the introduction of a revised Multi-Family Waste Diversion Fee that will be presented to Council in 2023 along with the 10-Year Financial Plan for the Solid Waste Utility. The amount of the proposed fee has not yet been determined.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 15, 2023

Project Name:
Multi-Family Waste Diversion and Management Strategy

First Year of Program **2023**

	2023	2024	2025	2026	2027
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 54,071	$ 111,610	$ 113,266	$ 115,338	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 54,071	$ 111,610	$ 113,266	$ 115,338	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 54,071	$ 111,610	$ 113,266	$ 115,338	$ -

Additional Comments: Direct costs include the salaries and benefits for the WAPSO X3, Step 19 (1 FTE) position. 2023 assumes salaries and benefits for six months. A net budget adjustment is required in order to proceed with the Multi-Family Waste Diversion and Management Strategy.

Lucy Szkwarek, CPA, CGA

MB
26/01/23

Lucy Szkwarek, CPA, CGA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Planning, Property and Development

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 Goals:
Environmental Resilience

- Objectives:
  - Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leadership, and collaborative actions that mitigate and adapt to a changing climate.
  - Minimize and divert waste from landfill.
- Policies:
  - 2.1 Climate Action Targets
    - Achieve an overall greenhouse gas emissions reduction target of 20 percent by 2030 and 80 percent by 2050, relative to 2011, through partnerships with the community, businesses, governments and Indigenous leadership.
  - 2.15 Circular Economy
    - Advance Winnipeg's circular economy to support waste reduction.
  - 2.16 Waste Minimization
    - Improve and sustain performance of the waste reduction and diversion system.

Social Equity

- Objectives:
  - Build social cohesion through community development solutions, coordinated, effective partnerships, and responsive service delivery. Learn from community knowledge and leadership, work to be responsive to community needs, and align government processes, resources and services accordingly
- Policies:
  - 5.1 Equitable Service Access
    - Provide municipal services through a lens that promotes equitable access for all, with a focus on the youngest, oldest, and systemically disadvantaged members of the community.
  - 5.6 Equitable Service Access
    - Welcome and support newcomers, and those who migrate from rural communities and reserves, through strategic collaboration and action that expedites service access and sense of belonging for residents.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report is in accordance with Winnipeg's Climate Action Plan through Strategic Opportunity #6 Waste Reduction and Diversion, and supports the following key directions:

6.1 Reduce Consumption and Increase Waste Diversion from Residential, Commercial and Industry (Primary Responsibility: Water and Waste Department).
6.2 Advance Winnipeg's Circular Economy to Support Waste Reduction (Primary Responsibility: Water and Waste Department)
6.4 Support Integrated Resource Recovery Opportunities (Primary Responsibility: Water and Waste Department)

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

One of the guiding principles of the Poverty Reduction Strategy is to promote and maintain the welfare of all residents. The effective management of solid waste services, which looks to increase waste diversion and subsequently reduce landfilled waste and harmful emissions, supports the efforts to clean up the environment and to protect the welfare of Winnipeg residents.

Waste management services are provided to all Winnipeggers, in an equitable, inclusive and accessible manner, which reflects Goal 6 of the Winnipeg Poverty Reduction Strategy - All City Services are Equitable, Inclusive and Accessible.

SUBMITTED BY

Department: Water and Waste
Division: Solid Waste Services
Prepared by: Richard Bolton, MNRM
Date: May 19, 2023
File No.: G-188

ATTACHMENTS:

APPENDIX A: Multi-Family Diversion Strategy

APPENDIX B: Public Engagement Summary