City of Winnipeg

Recycling Strategy for Apartments and Condos

Multi-family Diversion Strategy

Executive Summary

September 2022

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1 Introduction and Background

The City of Winnipeg (City) initiated the development of a Multi-family Diversion Strategy (Strategy) from 2016 to 2017. The project was put on hold for the City to complete a five-year review of the Comprehensive Integrated Waste Management Strategy (CIWMS) and complete a 10-year financial model. In 2021, the City restarted the project.

Since the original start to this Strategy, the City has implemented a number of other plans and strategies that are directly applicable to this work including:

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

This Strategy has been developed with consideration to assisting the City in meeting the goals and objectives stated in the above plans and strategies.

2 Baseline System

The City's population is expected to approach one million by 2040, with housing trending towards Multi-family Dwellings (MFD). From 2020 to 2025, MFD housing is forecasted to increase by 27 percent as compared to Single Family Dwellings (SFD) at two percent.[1] In 2021, the City provided garbage collection service to 1,990 buildings, serving 80,582 MFD units. Garbage is collected in standardized garbage carts or front-load bins. Property owners are responsible for procuring their own front-load bins. Recycling collection is automated using standardized recycling carts or front-load bins. The standard size of the MFD recycling cart is 360L. The City provides recycling carts or metal bins to MFD. The City also provides large item pickup service (for a fee of $11.25 (2022) per item with a maximum of 10 items collected per pickup).

MFD residents can also transport other divertible materials (household hazardous waste, electronic waste, scrap metal, batteries, etc.) to the 4R Winnipeg Depots in the City. Mattresses and boxsprings are accepted at no charge at the Brady 4R Winnipeg Depot for recycling.

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

3 Goals & Objectives

The following MFD Strategy goals and objectives were developed considering input from stakeholders and City staff and updated as necessary to reflect new policies and regulations.

1. Reduce GHG emissions and increase diversion of waste from MFD through enhanced or new diversion programs.
2. Increase participation in the City's waste management plan and involve MFD residents and other stakeholders in MFD diversion initiatives.

[1] Source: Conference Board of Canada, Spring 2021 Metropolitan 1 Data; Canada Mortgage and Housing Corporation (CMHC)

3. Implement a sustainable MFD waste management program that balances social, environmental and financial considerations.
4. Develop design standards for storage and collection of waste.

4 Public Engagement

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 in MFD.

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

5 Opportunities to Increase Diversion

Feedback from public and stakeholder engagement, as well as City staff, was considered in the following opportunities to increase diversion. Some opportunities identified will be considered as part of the update to the CIWMS, as they would benefit all residents, not just those of MFD.

The following table presents the opportunity with a short description along with the timing and costs. Timing for implementation has been categorized as short-term (2023-2025), mid-term (2026-2029) and long-term (2030-2033). Costs have been categorized as Low (less than $100,000), Medium (>$100,000 to $200,000) and High (>$200,000).

	Opportunity	Description	Timing	Cost
Expanded Education and Outreach	City-wide P&E Opportunities	• Provide P&E material in more languages • More in-person outreach tactics • Develop more campaigns targeting specific materials • Provide information about City waste management facilities/practices to residents • Explore improvements to the City website	Ongoing	High
	MFD-Specific P&E Opportunities	• Conduct site visits to assess recycling programs • Form an MFD task force/advisory board • Develop and distribute a move-in package for new tenants • Work with community partners • Provide MFD resources • Develop friendly competitions between buildings or ways to highlight achievements by specific buildings	Ongoing	High

	Opportunity	Description	Timing	Cost
Policies and Regulations	Implement Design Standards	• Co-location of bins • Chute design/use • Alternative collection containers	Short-term	Low-Medium
	Additional Policies/ Regulations	• Voluntary chute closure program • Mandatory participation in diversion programs to receive garbage collection by the City • Mandatory provision of diversion programs regardless of service provider • Requirements for developers to ensure buildings are designed and constructed with sustainable waste management practices • Incentives for sustainable waste management practices • Future requirements for three-stream collection system	Long-term	Low
Other	Dedicated Staff Person	• New FTE to manage/coordinate MFD initiatives	Short-term	Medium
	Use of RFID/Sensors	• Use of RFID tags, on-board weigh scales and/or sensors to collect data	Short to Mid-term	Medium - High
	Waste Composition Studies	• Conduct waste composition study(ies)	Short-term	Low
	RFW Collection Pilot	• If City moves forward with residential food waste collection, conduct a pilot collection program with MFD	Medium to Long-term	Medium
	Operational Review	• Review number of bins and collection of bins at buildings • Target specific materials and provide bins designed to discourage contamination	Short-term	Medium

6 Cost Implications

As outlined in the CIWMS, and still ongoing, the Water and Waste Department annually projects a deficit for waste diversion since the City is still providing recycling and diversion services without any corresponding increase in fees or levying fees from MFD.

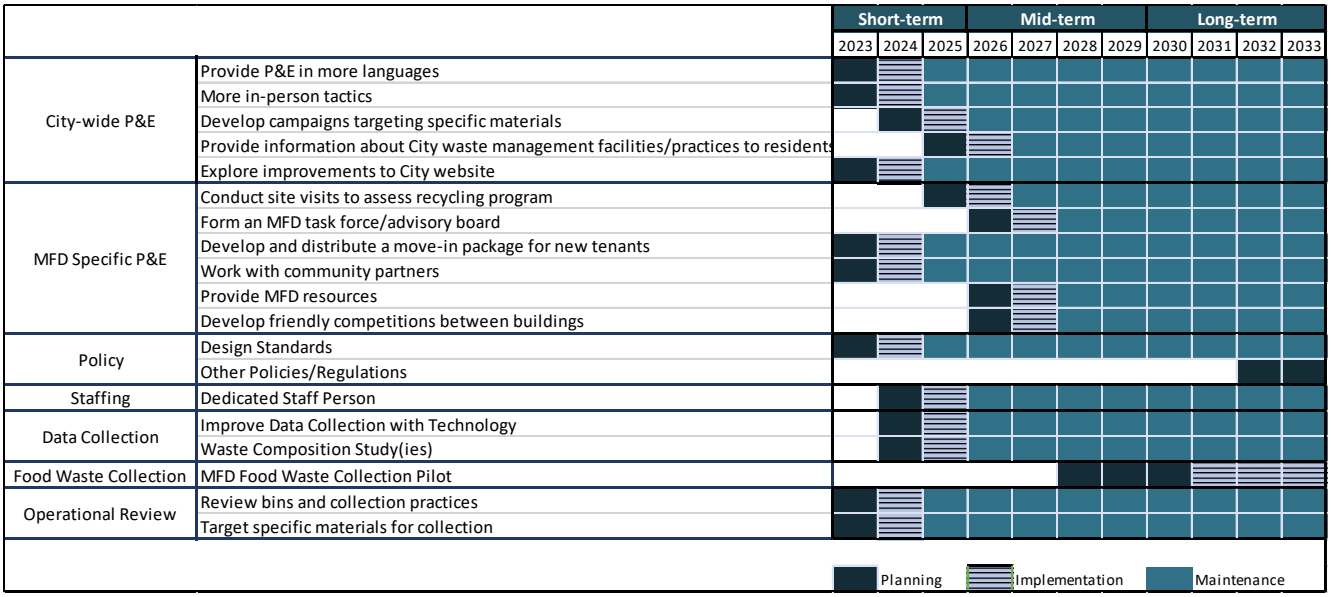
On October 8, 2021, as part of the report on the ten-year financial plan for the solid waste utility, a recommendation was made for a mandatory MFD Waste Diversion Fee of $44, implemented on January 1, 2023 to fund diversion programs. This fee would have raised $4.25 million in revenue and supported equity with SFD who have been funding the City's recycling program (provided to both SFD and MFD), and diversion programs such as the 4R and community depots. The Standing Policy Committee on Water and Waste, Riverbank Management and the Environment recommended to Council that the implementation of the fee be referred to the 2022 Budget Review Process. The MFD Waste Diversion Fee was not considered 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.[2] It is unknown how the City will recoup this deficit in the future unless property taxes are raised or a MFD Waste Diversion Fee is implemented.

The average weight of residential recycling declined from 2017 to 2020 while collection and processing costs increased and market prices for commodities fluctuated. The number of MFD buildings is increasing at a faster rate than SFD homes, a trend which is projected to continue into the future, further reducing the available funding for diversion programs. The City needs a source of sustainable funding to implement new programs, and to increase diversion. If the City is committed to following through on strategies to achieve its climate action goals and waste diversion goals, it must be equally committed to raising resources to fund these programs.

7 Implementation Plan

The following image presents the proposed implementation plan for the options listed above, highlighting the planning, implementation and maintenance phases. As mentioned above, all the P&E tactics described in this Strategy have been included in the implementation plan, regardless of the target audience. Enhancements to existing programs have been scheduled primarily as short-term actions, with the more complex options occurring as mid or long-term actions.



8 Conclusion

The City currently provides waste diversion services to most MFD, however, in order to meet its climate change and waste diversion goals, waste diversion in MFD needs to increase as waste diversion rates for this sector lag considerably behind SFD. The 2021 MFD waste diversion rate was only 15 percent, as compared to the SFD waste diversion of 35 percent. Increased waste diversion may occur through the implementation of more or different programs, but also through increased uptake and participation in existing programs and services. Opportunities to increase diversion in MFD will be critical as the number of MFD buildings continue to increase, and more residents,

[2] 2022AdoptedOperatingCapitalBudget.pdf (winnipeg.ca)

including an ageing population, choose to live in multi-family buildings. Many MFD residents do not have cars and rely on public transit and many people choose to live in MFD for accessibility. The City needs to consider the needs of this population as part of their waste management programs and services, and how to adequately fund new or enhanced programs and services.

P&E will be a critical component of increasing participation, building on the City's current program with some improvements designed to better engage MFD residents. MFD design standards will help make recycling more convenient as more buildings get developed in the City. Staffing will also be important in order to efficiently and effectively implement and maintain programs. Other options designed to collect and divert more materials will help increase diversion rates, but the City should focus on improving existing programs and services.

The majority of options described in this report have little to no capital costs but do require additional operational funds for successful implementation. Some options, which are more complex or applicable to SFD as well, may form part of a larger waste management strategy and can be considered in the next update of the CIWMS. The implementation of these services would require Council approval. Implementation of the options developed as part of the Strategy will assist the City in meeting its goals and objectives, including diversion of more waste from MFD.