Agenda – Council – March 26, 2026

Report – Standing Policy Committee on Water, Waste and Environment – March 2, 2026

Item No. 2 Award of Contract for Garbage Cart, Recycling Cart and Yard Waste Collection Request for Proposal No. 896-2024

STANDING COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment, as amended, and submitted the following to Council:

1. That a contract for Request for Proposal No. 896-2024 be awarded to Municipal Waste Management Ltd. for Area One, the proponent that submitted the second most advantageous offer meeting the specifications, in the amount of $19,659,728.50 per year (GST and MRST extra as applicable and subject to an annual inflationary adjustment), for work that includes the collection of Garbage, Recycling, Yard Waste and Surplus Waste generated in the City of Winnipeg for the period from February 1, 2027, to January 31, 2032.

2. That a contract for Request for Proposal No. 896-2024 be awarded to GFL Environmental Inc. for Area Two, the proponent that submitted the most advantageous offer meeting the specifications, in the amount of $17,351,068.60 per year (GST and MRST extra as applicable and subject to an annual inflationary adjustment), for work that includes the collection of Garbage, Recycling, Yard Waste and Surplus Waste generated in the City of Winnipeg for the period from February 1, 2027, to January 31, 2032.

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

Report – Standing Policy Committee on Water, Waste and Environment – March 2, 2026

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 17, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment, with the following amendment:

- Delete Recommendation 3 in its entirety and renumber the remaining recommendation accordingly

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 2, 2026, the Standing Policy Committee on Water, Waste and Environment concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendation 3 and renumber the remaining recommendation accordingly:

    "3. That the Winnipeg Public Service be directed to deliver organic compost pick up services, commencing in 2030, using an in-house delivery model."

and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: Award of Contract for Garbage Cart, Recycling Cart and Yard Waste Collection Request for Proposal No. 896-2024

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

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Gordichuk, CCLP, Manager of Solid Waste Services	T. W. Shanks, M. Eng., P. Eng. Director, Water and Waste Department	T. Graham	J. Dunford

EXECUTIVE SUMMARY

This report is for the award of a contract with GFL Environmental Inc. (GFL) and Municipal Waste Management Ltd. (MWM) for the Garbage Cart, Recycling Cart and Yard Waste Collection Contract.

The contract splits the City into two service Areas and bidders submit separate prices for each Area. Contractors can only be awarded one of the two areas (so each area will be serviced by a different contractor). GFL was the low bidder for each Area and MWM was the second lowest bidder for each Area.

This report recommends Area One be awarded to MWM and Area Two be awarded to GFL. This provides the best combined value to the City. The projected annual cost for both Areas combined is $37,010,797.10 for year one of the five-year term. For context, the projected annual cost for the last two years of the existing contract was $38 million (for 2025) and $42 million (for 2026).

The recommendations of this report are compliant with the Purchasing Policy and applicable trade agreements.

RECOMMENDATIONS

1. That a contract for Request for Proposal No. 896-2024 be awarded to Municipal Waste Management Ltd. for Area One, the proponent that submitted the second most advantageous offer meeting the specifications, in the amount of $19,659,728.50 per year (GST and MRST extra as applicable and subject to an annual inflationary adjustment), for work that includes the collection of Garbage, Recycling, Yard Waste and Surplus Waste generated in the City of Winnipeg for the period from February 1, 2027, to January 31, 2032.

2. That a contract for Request for Proposal No. 896-2024 be awarded to GFL Environmental Inc. for Area Two, the proponent that submitted the most advantageous offer meeting the specifications, in the amount of $17,351,068.60 per year (GST and MRST extra as applicable and subject to an annual inflationary adjustment), for work that includes the collection of Garbage, Recycling, Yard Waste and Surplus Waste generated in the City of Winnipeg for the period from February 1, 2027, to January 31, 2032.

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

REASON FOR THE REPORT

The award of a multi-year contract greater than $10 million, for which there are not yet funds approved by Council, must be authorized by Council in accordance with Section B8.2.2 of the City of Winnipeg Purchasing Policy F1-003.

On December 18, 2025, Council concurred with the recommendation of the Executive Policy Committee and adopted the following:

1. That the Public Service be directed to:
    A. Proceed with the bids on private collection of garbage, recycling and leaf and yard waste collection only, for commencement in 2027.

IMPLICATIONS OF THE RECOMMENDATIONS

This recommendation involves two separate multi-year contracts – a contract for Area One and a contract for Area Two. The duration of each respective contract will commence upon contract award, and each respective contract requires that the collection and delivery of garbage, recyclables, yard waste and surplus waste (and other work) commence and continue for the period from February 1, 2027, to January 31, 2032, with the option of two mutually agreed upon one-year extensions.

Funding for the collection of garbage is included in the Annual Current Estimates Account No 001 521083 201912 999 for Area One and 001 521090 201912 999 for Area Two.

Funding for the collection of recycling is included in the Annual Current Estimates Account No. 445 521025 201907 999.

Funding for the collection of yard waste is included in the Annual Current Estimates Account No. 445 521096 201906 999.

HISTORY / DISCUSSION

The work of this contract consists of the collection of curbside Garbage, Recycling, Yard Waste and Surplus Waste generated in the City of Winnipeg, described as Area One and Area Two, entitled to such services as governed by the Solid Waste By-law. Extra Work and Additional Work Outside the Area.

Collection of Garbage and Recyclables is by automated and/or semi-automated cart collection. Collection of the Yard Waste and Surplus Waste is by manual collection, with Yard Waste collection on a bi-weekly schedule from April to November, weather permitting.

The Request for Proposals (RFP) for Garbage Cart, Recycling Cart and Yard Waste Collection was advertised on the MERX Canadian Public Tenders on December 8, 2025, and closed on January 23, 2026.

A total of four Proposals were received from various proponents.

A selection committee, comprised of three representatives from the Solid Waste Services Division, reviewed the proposals using the Purchasing Standard Scoring Matrix spreadsheet.

The proposals were evaluated based on the following criteria, as set out in Section B24 of the RFP:

(a)	compliance by the Proponent with the requirements of the Request for Proposal or acceptable deviation therefrom:	(pass/fail)
(b)	qualifications of the Proponent pursuant to B18:	(pass/fail)
(d)	Total Bid Price; (Section B)	40%
(e)	Experience of Proponent; (Section C)	20%
(f)	Experience of Key Personnel Assigned to the Project; (Section D)	10%
(g)	Project Understanding and Methodology (Section E)	20%
(h)	Project Schedule. (Section F)	5%
(i)	Social Procurement Questionnaire (Section G)	2.5%
(j)	Environmental Procurement Questionnaire (Section H)	2.5%

Applying rating criteria defined in the RFP, each member reviewed and scored each proposal independently. The consensus ratings were then calculated and are shown in Table 1 – Summary and Appendix A: Consensus Matrix Area One, and Table 2 – Summary and Appendix B: Consensus Matrix Area Two.

Table 1 - Summary (Area 1)

RFP Evaluation Criteria	Points	Proposals Received			
		GFL	Proponent #2	MWM	Proponent #4
Compliance	Pass/Fail	Pass	Pass	Pass	Pass
Qualifications	Pass/Fail	**	**	Pass	**
		$19,640,141.35	$25,613,916.20	$19,659,723.60	$25,585,859.40
Total Bid Price	40.00	40.00	30.67	39.96	30.70
Experience of Proponent	20.00	18.50	18.00	14.50	16.33
Experience of Key Personnel Assigned to the Project	10.00	9.00	10.00	8.83	8.50
Project Understanding and Methodology	20.00	20.00	20.00	19.66	15.92
Project Schedule	5.00	4.83	5.00	3.58	3.25
Social Procurement Questionnaire	2.50	1.91	0.74	0.88	0.44
Environmental Procurement Questionnaire	2.50	1.56	2.19	1.88	1.56
Total Evaluation Score	**100.00**	**95.80**	**86.60**	**89.29**	**76.71**

*** Qualifications are only verified for the recommended Proponent.*
Certain information is removed to protect the confidentiality of the Proponents' proposals.

Table 2 - Summary (Area 2)

RFP Evaluation Criteria	Points	Proposals Received			
		GFL	Proponent #2	Proponent #3	Proponent #4
Compliance	Pass/Fail	Pass	Pass	Pass	Pass
Qualifications	Pass/Fail	Pass	**	**	**
		$17,351,068.60	$26,406,004.48	$17,863,475.04	$26,849,642.60
Total Bid Price	40.00	40.00	26.28	38.85	25.85
Experience of Proponent and Subconsultant	20.00	18.50	18.00	14.50	16.33
Experience of Key Personnel Assigned to the Project	10.00	9.00	10.00	8.83	8.50
Project Understanding and Methodology	20.00	20.00	20.00	19.66	15.92
Project Schedule	5.00	4.83	5.00	3.58	3.25
Social Procurement Questionnaire	2.50	1.91	0.74	0.88	0.44
Environmental Procurement Questionnaire	2.50	1.56	2.19	1.88	1.56
Total Evaluation Score	**100.00**	**95.80**	**82.21**	**88.18**	**71.85**

*** Qualifications are only verified for the recommended Proponent.*
Certain information is removed to protect the confidentiality of the Proponents' proposals.

GFL was the low bidder for each Area, with MWM being the second lowest bidder for Area 1.

MWM's proposal received the second highest overall score of 89.29 out of a maximum score of 100.00 for Area One. GFL Environmental received the highest overall score with 95.80 out of a maximum of 100.00 for Area Two.

As per B25.4 of the RFP, the City intends to award a Contract for each Area to separate Proponents.

As per B25.5 of the RFP and further to B25.3, should a Proponent submit the most advantageous offer for both Areas, such Proponent will not be awarded a Contract for both Areas despite having submitted the most advantageous offer for both Areas. Such Proponent shall be awarded a Contract for one Area only, and the City, in its sole discretion, shall determine which Area, in the City's best interests, that is to be awarded to such Proponent.

As per section B22 of the bidding procedures, an interview with MWM was scheduled and completed on February 3, 2026, to confirm their proposed collection vehicle procurement plan as well as to confirm the experience of the key personnel and support staff assigned to complete the scope of work and the contract obligations.

Solid Waste Services of the Water and Waste Department are satisfied that the Proponents for Area One and Area Two have the necessary resources to perform all of the work in accordance with the requirements of the specifications. The Proponents have satisfactorily carried out previous works of a similar nature.

The recommended Proponent for Area One, MWM, has a Certificate of Recognition (COR) provided by the Construction Safety Association of Manitoba, Certification No. 42106-11.

The recommended Proponent for Area Two, GFL, has a COR provided by the Manitoba Heavy Construction Association's WorkSafely Program, Certification No. MH230622G.

The Public Service recommends awarding the contract for Area One to MWM for the Contract duration of February 1, 2027, to January 31, 2032, for a cost of $19,659,728.50 per year, GST and MRST extra, as applicable, as well as any annual growth and inflationary adjustments.

The Public Service recommends awarding the contract for Area Two to GFL for the Contract duration of February 1, 2027, to January 31, 2032, for a cost of $17,351,068.60 per year, GST and MRST extra as applicable as well as any annual growth and inflationary adjustments.

The Public Service recommends that contracts be awarded to MWM and GFL, submitting the most advantageous offers to the City, at an estimated annual cost of $37,010,797.10, GST and MRST extra as applicable.

The estimated maximum contract value presented on the table below includes growth and inflationary adjustments.

Contract Year (2027 – 2032)	ESTIMATED TOTAL COST (including maximum allowable price adjustments of 5%, on start date and annually thereafter)
1*	$37,010,797.10
2	$38,861,336.96
3	$40,804,403.80
4	$42,844,623.99
5	$44,986,855.19
TOTAL	**$204,508,017.04**

** Prices will be adjusted according to D26 of the RFP*

The table below compares the first year of the new contract to the prior contract extension award. Pricing accounts for the difference in contract terms and actual payments made may vary to award based on growth, inflation and customer response to diversion initiatives. The new contract term was designed to align with future programming changes.

Area 1	302-2016 Extension Year 1 (2025)	302-2016 Extension Year 2 (2026)	896-2024 Year 1 (2027)
Garbage	$9,605,023	$10,602,666	$8,348,843
Recycling	$9,857,002	$10,917,290	$9,002,454
Yard Waste	$2,450,275	$2,767,272	$2,308,431
Area 1 Subtotal	**$21,912,300**	**$24,287,228**	**$19,659,729**
Area 2			
Garbage	$7,259,996	$7,943,738	$7,796,933
Recycling	$7,173,130	$7,880,572	$7,711,971
Yard Waste	$1,750,973	$1,972,258	$1,842,164
Area 2 Subtotal	**$16,184,099**	**$17,796,568**	**$17,351,069**
Total	**$38,096,399**	**$42,083,796**	**$37,010,797**

The requirements for Bid Securities are waived for this purchase in accordance with the authority delegated to the Manager of Purchasing.

The proposals recommended for acceptance are the highest rated meeting all the requirements of the specifications. The offers were originally open for acceptance until March 24, 2026, but all proponents agreed to extend their offers to April 2, 2026.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 17, 2026

Project Name:

AWARD OF CONTRACT FOR GARBAGE CART, RECYCLING CART AND YARD WASTE COLLECTION
REQUEST FOR PROPOSAL NO. 896-2024

First Year of Program **2027**

	2027	2028	2029	2030	2031
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	$ 33,926,564	$ 36,707,125	$ 40,642,482	$ 42,674,606	$ 44,808,336
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 33,926,564	$ 36,707,125	$ 40,642,482	$ 42,674,606	$ 44,808,336
Less: Existing Budget Amounts	33,926,564	36,707,125	40,642,482	42,674,606	44,808,336
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments: Funds for these contracts are included in the annual Current Budgets identified as – Solid Waste Disposal Fund - Refuse Collection - Single Family Ref Coll Area 1 445 521083 201912 999, Single Family Ref Coll Area 2 445 521090 201912 999, Solid Waste Diversion - Recycling Single Family Blue Cart 445 521025 201907 999 and Solid Waste Diversion - Other, Leaf/Yard Waste Collection 445 521096 201906 999. The duration of this contract is for the period of February 1, 2027 to January 31, 2032. Costs include an annual maximum price adjustment of 5% to account for growth and inflation. The total maximum contract cost over 5 years is estimated at $204,508,017.04.

Rob Isaac

Rob Isaac, CPA
Acting Manager of Finance and Administration

mb
12-Feb-26

CONSULTATION

In preparing this report there was consultation with:

- Legal Services Department
- Purchasing Division, Corporate Finance Department

OURWINNIPEG POLICY ALIGNMENT

This report aligns with OurWinnipeg 2045, Policy 2.16 Waste Minimization, by focusing on avoiding landfill waste rather than waste disposal efficiency.

Objective: Minimize and divert waste from landfill.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

This report aligns with the Winnipeg Climate Action Plan through Strategic Opportunity 6: Waste Reduction and Diversion.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Winnipeg Poverty Reduction Strategy (WPRS) and its Goals and Objectives. It was determined that the WPRS is not applicable to this specific report.

SUBMITTED BY

Department: Water and Waste
Division: Solid Waste Services
Prepared by: Andrew Sinclair, Eng. L.
Date: February 18, 2026
File No.: G-310

ATTACHMENTS:

APPENDIX A: Consensus Matrix Area One
APPENDIX B: Consensus Matrix Area Two