Agenda – Standing Policy Committee on Water, Waste and Environment – June 15, 2026

REPORTS

Item No. 3 Construction, Renovation and Demolition Waste Reduction Strategy

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That this report be received as information.

DECISION MAKING HISTORY:

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 and granted an extension of time of up to 90 days.

STANDING COMMITTEE DECISION:

On September 9, 2025, The Standing Policy Committee on Water, Waste and Environment concurred in the recommendation of the City Centre Community Committee, and directed the Winnipeg Public Service to:

1. Review best practices from other Canadian municipalities regarding contractor construction and demolition waste diversion strategies, including mandatory recycling, material reuse, and waste-reduction incentives;

2. Work with the Climate Action and Resilience Committee to assess policy options and provide guidance on integrating waste reduction into broader emissions reduction efforts;

3. Explore potential regulatory and policy tools—such as mandatory source separation, diversion targets, and penalties or incentives for compliance—to reduce contractor-generated waste going to landfill;

4. Report back to Standing Policy Committee on Water, Waste and Environment within 180 days with recommendations for implementing a construction and demolition waste reduction strategy for the City of Winnipeg.

ADMINISTRATIVE REPORT

Title: Construction, Renovation and Demolition Waste Reduction Strategy

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

AUTHORIZATION

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EXECUTIVE SUMMARY

The Public Service reviewed best practices on construction, renovation and demolition material (CRD) diversion. The Province of Manitoba regulates recycling of this material.

In 2023, the Province of Manitoba created the CRD Waste Diversion Task Force to find ways to divert CRD waste. The City of Winnipeg participated in a Working Group to support the Task Force. The Task Force's final report has not been published yet.

Once the Task Force report is done, the Public Service can engage with the Climate Action and Resilience Committee (CARC). Further discussion is included in the CIWMS Five Year Review report. Any financial implications will be considered in future budgets.

Commercial customers can use current CRD diversion options. City landfills have reduced tipping fees for:

- clean wood waste;
- clean soil; and
- clean concrete.

There are also local third-party options for recycling cardboard and shingles.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On September 9, 2025, the Standing Policy Committee on Water, Waste and Environment directed the Winnipeg Public Service to:

1. Review best practices from other Canadian municipalities regarding contractor construction and demolition waste diversion strategies, including mandatory recycling, material reuse and waste-reduction incentives.

2. Work with Climate Action and Resilience Committee to assess policy options and provide guidance on integrating waste reduction into broader emissions reduction efforts.

3. Explore potential regulatory and policy tools – such as mandatory source separation, diversion targets and penalties or incentives for compliance – to reduce contractor-generated waste going to landfill.

4. Report back to Standing Policy Committee on Water, Waste and Environment within 180 days with recommendations for implementing a construction and demolition waste reduction strategy for the City of Winnipeg.

IMPLICATIONS OF THE RECOMMENDATIONS

The Comprehensive Integrated Waste Management Strategy (CIWMS) review recognized that a key ingredient necessary for pursuing a CRD Waste Management Strategy is Provincial direction and support. Many of the important elements of a successful Strategy will require Provincial direction.

HISTORY/DISCUSSION

It is estimated that 12 percent of solid waste generated in Canada is construction, renovation and demolition (CRD) waste, 84 percent of which is disposed, mainly in landfills[1].

Landfilled CRD waste is expensive to manage, poses risks to human health and the environment, and represents a missed opportunity to recover value from discarded materials. Approximately 87 percent of CRD waste is from five types of materials:

- concrete/aggregate;
- asphalt pavement and roofing shingles;
- unpainted, untreated, uncontaminated wood;
- unpainted, untreated, uncontaminated drywall; and
- metals.

There are limited end use markets in this region for certain materials that come from CRD diversion programs. These include but are not limited to shingles, drywall and plastic film.

According to a report by the Canadian Council of Ministers of the Environment (CCME), it is possible to divert as much as 95 percent of CRD waste materials through reuse and recycling

[1] Environment and Climate Change Canada, Waste Characterization Report, 2015: En14-532-2015-eng.pdf

Federal and Provincial initiatives, and investments to address the housing affordability and shortage across cities in Canada will significantly increase the quantities of construction, renovation and demolition waste generated. This is not only due to increased construction and renovation projects to supply new housing, but also due to increases in the number of demolitions of single-unit dwellings to make way for higher density projects.

In Winnipeg, projections show that between now and 2050, most of the new housing starts will be multi-units. As per baseline projections in the City's 2025 Population Projections report, between 2025 and 2030, 69 percent of total housing starts are expected to be multi-units. Advancing circular economy practices and strategies in the CRD Waste management sector will be crucial in capturing the value and limiting the negative impacts of these significant waste streams

Since 2012, the Public Service has implemented the Comprehensive Integrated Waste Management Strategy (CIWMS). CIWMS underwent a five-year review in 2023 and 2024. The review provided recommendations to improve the current waste management system. A report identifying the recommendations will be brought forward in a future report. One mid- to long-term recommendation is the development of a CRD Waste Diversion Strategy.

The CIWMS Review audited the composition of 20 waste loads from the CRD sector and analyzed 311 call data on reports of bulky and abandoned waste. The waste loads had a high proportion of treated wood, clean wood and cardboard. The loads were eight percent clean wood and seven percent cardboard. While there are currently no local opportunities to divert treated wood, there are opportunities divert clean wood and cardboard.

Current challenges for CRD waste diversion include:

- Lack of legislation, regulation or mandated Extended Producer Responsibility (EPR) programs for CRD waste material diversion,
- The current $10 per tonne WRARS levy does not create enough incentive to divert CRD materials and has not increased since its inception, limiting growth for waste diversion in Manitoba,
- Competing landfills adjacent to the city provide alternatives for disposal, creating a disadvantage to any City CRD waste material program. A tipping fee increase for CRD materials or other incentives for diversion would be needed to fund a program,
- The majority of CRD material is managed by private waste management companies and the City does not have access to private waste tonnage data on CRD waste generated in Winnipeg region,
- Lack of regional processors for recycling of CRD waste materials limits alternatives to landfilling for this waste stream,
- Geographical distance and low volumes currently diverted makes transporting CRD processed materials to end markets economically impractical (no economy of scale),
- End use and markets are limited for some processed material,
- Diverting CRD waste from a project site can have high cost, increase demand on site space, and potentially delay project completion,
- Budget has not been established for the development of a full-scale City CRD strategy.

In 2023 and 2024, the Province of Manitoba initiated a CRD Waste Diversion Task Force. The task force, comprised of the Province of Manitoba, Winnipeg Metropolitan Region and Manitoba Heavy Construction Association reviewed ways to divert CRD through reuse and recycling. The

City of Winnipeg participated in a Working Group to support the Task Force. The Task Force's final report has not yet been published.

The Task Force report will be used as a guideline to develop a City of Winnipeg CRD waste diversion strategy. Further collaboration with the Task Force and potential engagement with local recyclers to understand their constraints and opportunities will be done as needed.

Once the Task Force provides guidance on the policy, the Public Service will engage CARC in setting the strategies for CRD diversion. Further strategies for waste diversion will be discussed in the CIWMS Five Year Review report, and any financial implications will be considered in future budgets.

The Public Service performed a jurisdictional scan of other Canadian municipalities on their CRD Waste Diversion or similar programs (Appendix A). It is important to note that each City is working within a context different from the City of Winnipeg, which can make it challenging to make comparisons for the implementation of CRD waste diversion initiatives. In larger metropolitan regions like Metro Vancouver, Calgary and Greater Toronto, there is an economy of scale that supports a robust recycling and reuse market.

Additional actions that have been taken in some municipalities are:

- Metro Vancouver has developed a Construction and Demolition (C&D) Waste Reduction and Recycling Toolkit that assists with waste management planning, identification of salvage/reuse opportunities, navigation to local recycling and disposal facilities, and safe hazardous materials management.
- In Edmonton, there is a C&D waste management facility located at the Edmonton Waste Management Centre, which is independently operated by KBL Environmental. Select material is sorted and diverted from landfill.
- The Town of Okotoks is undergoing a pilot project to divert C&D waste from a large construction site.
- The City of St. John’s acquired a shredder to help process C&D materials. The processed material is not currently recyclable; however, processing improves landfill airspace efficiency.

The province of Ontario has several regulations regarding C&D waste.

- Ontario requires a City-approved C&D Recycling Plan for new construction, including residential and non-residential additions/alternations. The Plan targets concrete, asphalt, clean wood, brick, metal, cardboard, and gypsum, and applicants must achieve at least 65 percent diversion. No permit is issued without an approved plan, and occupancy depends on a diversion report with quantities and receipts.
- Ontario’s Environmental Protection Act related to C&D waste requires builders and demolishers of projects greater than 2,000 square meters to complete a pre-construction/demolition waste audit, prepare written reduction work plans, implement them, and communicate them on-site. The Act further mandates a source-separation program in place before work starts, that either separates specified streams on-site or removes co-mingled streams for immediate separation at approved premises.

Provincial support in British Columbia, Ontario and Nova Scotia, along with a lack of landfill capacity help drive diversion. The City of Winnipeg does not have these contributing factors in comparison.

Circumstances in Winnipeg, such as limited provincial regulations and distance from end use markets for sorted CRD material, limit the sustainability of a full scale CRD waste diversion program at this time. However, the Public Service can promote current options for commercial customers by disposing of the following CRD materials:

- Clean wood: can be brought to either Summit Road Landfill or the Brady Resource Management Facility where it is accepted at a discounted tipping fee ($65 per tonne).
- Cardboard: third party companies in Winnipeg to process and market cardboard on a regular basis for a fee.
- Clean soil: is accepted at the Brady Road Resource Management Facility with a discounted tipping fee ($9 per tonne).
- Clean concrete: is accepted at the Brady Road Resource Management Facility with a discounted tipping fee ($11.30 per tonne).
- Shingles: third party companies recycle shingles in Winnipeg for a fee.

FINANCIAL IMPACT

Financial Impact Statement

Date: May 13, 2026

Project Name:

CONSTRUCTION, RENOVATION AND DEMOLITION WASTE REDUCTION STRATEGY

COMMENTS:

The mid- to long-term financial implications associated with CRD diversion strategy are identified in the CIWMS 5 Year Review report.

Tanis Yanchishyn, CPA, CA

Tanis Yanchishyn, CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with: n/a

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with the OurWinnipeg 2045 policies through

Our Winnipeg Goal: Environmental Resilience

Objectives:

- Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leaderships, and collaborative actions that mitigate and adapt to a changing climate.
- Minimize and divert waste from landfill.

Policies:

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.

Our Winnipeg Goal: Social Equity

Objectives:

- Build social cohesion through community development solutions, coordinated, effective partnerships, and responsive service delivery. Learn from community knowledge and leaderships, work to be responsive to community needs, and align government processes, resources and services accordingly.

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)

SUBMITTED BY

Department: Water and Waste Department
Division: Solid Waste Services
Prepared by: Mark Kinsley, C.E.T.
Date: May 13, 2026
File No.: G-329

ATTACHMENT:
Appendix A: CRD Waste Management Practices in Canada

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Metro Vancouver	City of Edmonton	City of Calgary	Town of Okotoks	City of Lethbridge	City of Saskatoon	City of Regina	City of Brandon	Cape Breton Regional Municipality (CBRM)	City of St. John's
Respective Province has committed to develop C&D regulations to reduce disposal and increase reuse and recycling:									
Yes	No	No	No	No	No	No	No	No	No
Community has tipping fees on C&D waste to encourage reuse/recycling:									
Yes, $158/tonne	No	Yes, lower rate for drywall and recyclable wood ($90/tonne)	No	Yes, diversion will cost less than disposing	No	No	Yes, $55/tonne	Yes, sorted is $56.63, unsorted is $113.26	Yes
Community mandates recycling for specified C&D materials:									
Yes, some jurisdictions have a minimum requirement on demolitions	No	No	No	Yes, if the required materials are not removed the load is charged an extra $50 per tonne	No	No	No	Yes	Yes, only for metal at this time
Community has a disposal ban to encourage reuse/recycling:									
Yes, surcharge 50% of load cost on clean wood	No	Yes, mixed loads with surcharge materials will have a higher charge	No	No	No	No	No	Yes, treated/pressurized wood must go to a second-generation landfill site.	No
Community has P&E to promote C&D reuse/recycling:									
Yes	No	No	No	Yes	No	No	Yes	Yes	No
Other conditions that might affect C&D disposal/diversion in community:									

Low demand for wood	n/a	Only policies that would apply to City operations, no private sector	n/a	Private companies have diversion practices	Limited end markets for materials			Distance and cost	Low demand due to small population and distance to other communities