Agenda – Standing Policy Committee on Water, Waste and Environment – July 2, 2026

REPORTS

Item No. 3 Winnipeg Climate Action Plan – 2025 Annual Report

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That this report be received as information.

Agenda – Standing Policy Committee on Water, Waste and Environment – July 2, 2026

DECISION MAKING HISTORY:

COUNCIL DECISION

On June 25, 2026, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

1. That an extension of time of up to 30 days be granted for the Winnipeg Public Service to report back on the Winnipeg Climate Action Plan – 2025 Annual Report.

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

On July 13, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

1. That the Winnipeg Climate Action Plan – Annual Report be received each year in June to allow for the data gathering and analysis required for the annual Corporate GHG inventory.

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

On September 20, 2018, Council adopted the recommendation of the Standing Policy Committee on Water and Waste, Riverbank Management and the Environment which included the following:

1. That the Winnipeg Public Service report back annually to Council on the Winnipeg Climate Action Plan beginning in 2019.

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: Winnipeg Climate Action Plan – 2025 Annual Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Raddatz, RPP, MCIP Manager, Office of Sustainability	T. W. Shanks, M. Eng., P. Eng. Director, Water and Waste Department	N/A	M. Dryburgh, acting for J. Dunford

EXECUTIVE SUMMARY

This report provides an outline of climate action and policy development in 2025. The City kept acting and providing funding to help meet its climate targets. OurWinnipeg 2045 sets the City's goal of reaching net-zero emissions by 2050. The Community Energy Investment Roadmap (CEIR) guides the City on how to reduce emissions to meet climate targets. In the third year of the roadmap, the City took steps to lower emissions and stay on track to meet its climate goals.

Some highlights of 2025 activity include:

- The Winnipeg Climate Action Plan update was started.
- Zoning and process changes were made. These changes are intended to accelerate low-carbon, climate-resilient communities. They are also meant to direct growth to serviced, transit-supportive and walkable neighbourhoods.
- The Building Emissions Reduction Strategy was approved.
- Winnipeg's fleet of zero-emission buses increased.
- Funding was secured for a district geothermal system feasibility study and business case.
- Support for nature-based solutions and community resilience continued through:
    - Home Grown Winnipeg;
    - Land Dedication Reserve Fund; and
    - the Winnipeg Food Council.

The City's target is net-zero emissions by 2050. In 2025, emissions from City operations were 324,638 tonnes of CO2e. This was 5,159 tonnes of CO2e (or 1.6 percent) more than emitted in 2024. The City's biggest source of emissions was waste, followed by vehicles and buildings. This shows that meeting the City's climate goals will require reductions in these areas.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On July 13, 2023, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste and Environment and adopted the following:

1. That the Winnipeg Climate Action Plan – Annual Report be received each year in June to allow for the data gathering and analysis required for the annual Corporate GHG inventory.

On September 20, 2018, Council concurred in the recommendation of the Standing Policy Committee on Water, Waste, Riverbank Management and the Environment that the Winnipeg Public Service report back annually to the Council on the Winnipeg Climate Action Plan beginning in 2019.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications associated with the recommendations of this report.

HISTORY/DISCUSSION

This report provides an outline of the City's climate action and policy development in 2025. This was the third full year of implementation for OurWinnipeg 2045 and the Community Energy Investment Roadmap (CEIR). OurWinnipeg 2045 is Winnipeg's guiding climate policy with the climate action target of net zero emissions by 2050. The CEIR identifies City and community-wide systems level actions and investments to achieve net zero emissions. Through the Corporate Greenhouse Gas (GHG) Inventory process, the City tracks progress toward our climate action targets.

While the City continues to advance actions across governance, policy, transportation, waste, and resilience, corporate GHG levels will need to decline faster to meet the City's targets. . However, there are many actions that may not yet be reflected in the Corporate GHG Inventory, even though they remain important to long-term progress. The actions from OurWinnipeg 2045 and the CEIR will help save energy and guide future building, infrastructure, and operating decisions. This will result in reducing emissions over time with a continued focus on the largest contributing sources.

Since adoption in 2018, the Winnipeg Climate Action Plan (WCAP) has guided sustainability action across City departments. In 2025, the Office of Sustainability began updating the plan to align with the City's net-zero by 2050 target, address the growing complexity of climate change, and develop Winnipeg's first climate resilience strategy.

The updated WCAP will set out actions to reduce emissions, lower energy use, and strengthen the City's ability to prepare for and respond to climate impacts. It will also support coordination

with community partners, businesses, Indigenous peoples, and other governments. It will build on what is already working while identifying where stronger action is needed to protect residents and support long-term climate goals.

Corporate Greenhouse Gas (GHG) Inventory

The Corporate GHG Inventory relies on departmental reporting of emissions-related data. This data is used by the departments to meet their own reporting requirements. It includes energy use and emissions from buildings, vehicles, equipment, water and waste infrastructure, and streetlights to measure the energy used and CO_2e emitted in providing the services and infrastructure for Winnipeg. This also includes waste landfilled at the Brady Road Resource Management Facility. This waste has no associated energy consumption in the inventory but does have a significant impact on reported greenhouse gas emissions.

In 2025, the City emitted over 324,000 tonnes of CO_2e and used just under 2.7 million gigajoules (GJ) of energy. This energy use is comprised of 237 million kWh of electricity, 19.8 million cubic meters of natural gas, 23.0 million litres of diesel fuel, and 5.9 million litres of gasoline. More detailed accounting, including sector definitions, and in-depth analysis can be found in the appendix.

Both emissions and energy use increased by approximately 1.5 percent in 2025. Energy use increased over 41,500 GJ, and emissions increased over 5,100 tonnes CO_2e. The increase in emissions was driven mostly by about 2,100 more tonnes CO_2e emissions from landfilled waste. Increases also came from increased diesel consumption, (1,300 tonnes of CO_2e), and increased use of natural gas (1,800 tonnes of CO_2e).

Source	**2025 Energy**		**2025 CO_2e**		
	Total Energy (GJ)	Change from 2024 (%)	Total CO_2e (tonnes)	Change from 2024 (%)	Change from 2024 (Tonnes CO_2e)
Buildings	906,270	4.1%	26,856	6.0%	1,519
Vehicle Fleet	1,081,031	1.7%	72,538	1.7%	1,215
Streetlights	110,042	0.0%	56	5.1%	3
Water and Wastewater	596,840	-2.4%	11,107	3.1%	336
Corporate Waste	-	-	214,080	1.0%	2,086
TOTAL	2,694,183	1.5%	324,638	1.6%	5,159

Table 1: Corporate energy use and emissions by sector

Many factors affect the City of Winnipeg's emissions, including vehicle fuel efficiency, workplace attendance, weather, and the amount of waste generated in the community. For example, improved vehicle fuel efficiency reduced emissions by more than 150 tonnes of CO2e., Some factors, such as colder weather, less precipitation, or higher waste volumes, appear as changes in annual energy use and emissions. The CEIR outlines actions that can help reduce the impact of these factors over time, such as better insulation and more efficient building systems, fleet electrification, and expanded waste diversion programs.

A Whole City Approach

Achieving climate action goals requires integrating climate considerations into decision-making. The Senior Management Team Climate Steering Committee continued to provide direction and oversight on implementing climate policy. The Committee oversaw the design and launch of the WCAP update project, multiple funding applications, and capacity building resources. Development of asset management decision-making processes for climate resilient action have begun with participation in the Economic Tools for Advancing Adaptation program led by ICLEI with financial support from Natural Resources Canada.

The Climate Action Resilience Committee (CARC) completed projects, shared advice, and expanded community networks. CARC hired Prairie Climate Centre to conduct research to support alignment and mainstreaming climate actions across government.

Under the Sustainable Procurement Action Plan, the City uses a range of tools, including below-threshold purchases, procurement questionnaires, Social Value Menu clauses, and Indigenous and social enterprise set-asides. Engagement with Indigenous and social enterprises have increased, and competitive processes delivered strong social and environmental value. Together, these efforts advanced the Winnipeg Climate Action Plan (WCAP) commitment to integrate sustainability and climate action into procurement standards.

The Housing Accelerator Fund (HAF) agreement continued to deliver housing and infrastructure grants, contribute City land, and advancing zoning and process changes to accelerate low-carbon, climate-resilient communities. The City awarded a second round of the HAF Grants, including three major Downtown Transformational projects. This brought total City support in 2024 and 2025 to $62 million across 23 projects and is expected to deliver 2,553 new units (1,230 affordable). All projects went through an energy efficiency evaluation and are located near frequent transit stops.

Council approved zoning by-law amendments to enable additional density, allowing up to four dwelling units per lot city-wide as-of-right and permitting four-storey, four-unit buildings within 800 metres of high-frequency transit routes. These changes align with CEIR by directing growth to serviced areas, strengthening transit-supportive and walkable neighbourhoods.

Green Buildings

Buildings account for an estimated 46 percent of community-wide emissions in 2025. City facilities were the second biggest energy consumer, and third largest source of emissions at 34 percent of overall energy use and eight percent of emissions at the corporate level. Natural gas used for heating remains the largest source of emissions from municipal buildings.

The City embedded energy efficiency targets and carbon reduction requirements into new construction and pursued funding to improve the performance of existing facilities. This work included completing the design of the South Winnipeg Recreation Campus, beginning construction of the Winnipeg North Transit Garage, and securing $228,000 from Efficiency Manitoba to support building envelope and energy-efficient lighting upgrades. It also included the Council approved Building Emissions Reduction Strategy (BERS), a roadmap to net-zero building emissions by 2050 through efficiency, electrification, and renewable energy.

Zero-Emissions Transportation

Transportation accounts for an estimated 46 percent of community-wide emissions. Fuel use for City operations, accounted for 40 percent of overall energy use and 22 percent of total emissions.

Twelve zero-emission buses operated an in-service testing program and avoided an estimated 17 tonnes of CO_2e. The City ordered 25 more battery-electric buses, bringing the total number of zero-emission buses in service or on order to 65, representing approximately 10% of the total bus fleet. The City also purchased additional fast chargers to support up to 80 battery-electric buses. Work began on a hydrogen fuelling station that will support up to 20 fuel-cell buses.

City facilities and electrical systems are being studied to assess capacity to support more electric vehicle charging.

The City updated the Flexible Workplace Policy, increasing the in office requirement from two days to three days per week, which incresed the amount of commuter trips. However, the program still saved 16,167 commuting trips per month and avoided an estimated 809 tonnes of CO_2e.

The City officially opened the 4.5 km Keewatin Multiuse Path, completing a long-planned corridor and expanding safe, connected infrastructure for walking and cycling in northwest Winnipeg. The project included upgrades such as lighting and controlled pedestrian half-signals, supporting a more comfortable and reliable, year-round active transportation network. The City also constructed a nearly 700 m multi-use pathway on Pembina Highway as part of the Pembina Highway Overpass at Abinojii Mikanah Rehabilitation Project, bridging a gap in the Bicycle Network and providing a safe, separated crossing over Abinojii Mikanah.

Local Renewable Energy

In 2025, the City secured funding for a feasibility study and business case for a proposed district geothermal system along the Graham Avenue corridor in downtown Winnipeg. The project will evaluate the potential to reduce natural gas use by connecting multiple buildings to a shared heating and cooling system that uses heat recovery, thermal networking, and ground-source energy storage. The study will assess technical and financial viability, including system design, energy modelling, lifecycle costs, and implementation options. The City received $400,000 in external funding for this work, including $200,000 from Efficiency Manitoba's Innovation Fund and $200,000 from the Federation of Canadian Municipalities' Community Energy Systems Program.

Winnipeg Transit completed a Class 3 cost estimate for a proposed grid-tied microgrid at the Brandon Garage. The concept is expected to combine rooftop solar photovoltaic (PV) generation with an integrated battery energy storage system and a microgrid controller to manage on-site power and optimize grid interaction. The estimate confirmed that significant structural upgrades would be needed to support the roof loading for the PV installation. As a result, the projected return on investment is 16 to 36 years, depending on the level of external funding available.

Sustainable Waste Management

Community GHG emissions from waste come from both City-owned and private landfills. Organic matter in landfills decays over time and can continue to release GHGs long after it is buried. Waste accounted for an estimated 7 percent of community-wide emissions, and 65 percent of corporate emissions in 2025.

Four new food waste drop-off sites were added to improve food waste diversion opportunities for residents, with funding provided through the Compost Support Program and an annual operating grant. This program, in partnership with Compost Winnipeg, is expected to remain in place until a city-wide green cart program is implemented.

Resilience

Resilience means taking action to prepare for and respond to the local impacts of climate change. These impacts include more extreme heat days, heavy summer rain, drought, and more freeze-thaw events as the climate becomes less stable. In 2025, the City continued taking action to improve climate resilience.

The City advanced development of the Greenspace and Natural Corridors Plan (Greenspace Plan) and the Biodiversity Policy. This work is intended to enhance the connectivity of green spaces and parks throughout Winnipeg to support biodiversity and natural systems.

Community engagement and access initiatives continued through the Winnipeg Clean Air Centres and Cooling Spaces. Six community centres (Luxton, Bronx Park, East Elmwood, Riverview, Lord Roberts, and St. Norbert) offered relief from smoke, poor air quality, and extreme heat, with access to water and air conditioning. The Hydration Stations program expanded with a new station in Central Park, bringing the total to nine. Ready Winnipeg community preparedness reached 1,509 individuals through 60 in-person and virtual presentations on hazards, personal preparedness, and resilience.

The City also supported nature-based solutions and community resilience initiatives through targeted funding. Home Grown Winnipeg awarded $190,966 for community tree planting grants. The Land Dedication Reserve Fund provided $551,405.97 for climate-related projects, including active transportation, greenspace planning, energy efficiency, food security, and shade shelters. The Winnipeg Food Council also delivered its fourth round of Urban Agriculture and Community Gardens Small Grants, awarding $15,000 to 17 projects from 29 applications requesting just over $50,000.

FINANCIAL IMPACT

Financial Impact Statement **Date:** April 28, 2026

Project Name:

WINNIPEG CLIMATE ACTION PLAN - 2025 ANNUAL REPORT

COMMENTS:

The report is received for information. There is no financial impact associated with the recommendations of this report.

Tanis Yanchishyn, CPA, CA

Tanis Yanchishyn, CPA, CA
Manager of Finance and Administration

CONSULTATION

This Report has been prepared in consultation with:

- Assets and Project Management
- Chief Administrative Office - Housing Accelerator Fund
- Corporate Finance – Purchasing
- Planning Property and Development
- Public Works Department
- Transit
- Winnipeg Fire Paramedic Services

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg Goal: Leadership and Good Governance
Objective 1. Establish and implement priority actions through evidence-informed decision-making processes.

Evidence-informed actions require transparent and accountable decision-making to determine the long-term public interest and the appropriate trade-offs in levels of service, taxation, and budget priorities.

OurWinnipeg Goal: Environmental Resilience
Objective 1. 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.

Recognize that climate changes will have significant impacts on community assets and services, and include consequences for human health, social welfare, the natural and built environments and ecosystems, the economy, and urban infrastructure. Adapt government regulation, policy, resource allocation, organizational culture and leadership, partnerships, and resident behaviors and awareness, to empower the community to realize the many benefits that emerge when mitigating greenhouse gas emissions, preparing for and reducing risks to lessen the shocks, stresses and other negative impacts of climate change.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #1: Corporate Leadership
Key Direction #1.1 Cultivate a Corporate Culture That Values Climate Action

Strategic Opportunity #7 Community Climate Resiliency Key Direction #7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Winnipeg Climate Action Plan aligns with the Winnipeg Poverty Reduction Strategy as both place focus on building a more resilient, sustainable, and equitable city for all residents. The Plan and the Winnipeg Poverty Reduction Strategy both represent the intention for increased resiliency of our communities, municipalities, and the city as a whole, while also placing emphasis on providing increased support to residents experiencing poverty related to the effects of climate change.

SUBMITTED BY

Department: Water and Waste
Division: Office of Sustainability
Prepared by: Gurtej Singh, Green Buildings Specialist
Date: May 15, 2026
File No: O-005

Attachment:

Appendix A: City of Winnipeg Corporate Greenhouse Gas Emissions 2025