Agenda – Council – July 16, 2026

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

Item No. 4 2025 Comprehensive Integrated Waste Management Strategy (CIWMS) Annual Report

STANDING COMMITTEE RECOMMENDATION:

On July 7, 2026, 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 this report be received as information.

Agenda – Council – July 16, 2026

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

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 7, 2026, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Water and Waste, and Environment and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 2, 2026, 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.

COUNCIL DECISION:

On June 20, 2019, Council concurred in the recommendation of the Standing Policy Committee on Water and Waste, Riverbank Management and the Environment and adopted the following:

1. That the Public Service report back to Council annually on the amount of residential waste created (generation) per capita, sent to a landfill (disposal) per capita, and recycled/composted/etc. (diverted) per capita as measures of performance.

2. That the Public Service develop a source separated organics pilot program and report back to Council with recommendations for the pilot project.

3. That the Public Service report back to Council by the third quarter of 2020 with a ten-year financial plan for the Solid Waste Utility, including recommendations for waste diversion programs.

4. That the development of the multi-family waste diversion fee be included with the ten-year financial plan (Recommendation 3).

5. That the 50% waste diversion target, as approved by Council on October 19, 2011, be deferred so that Public Service can recommend a revised waste diversion target after completion of the recommended source separated organics pilot program (Recommendation 2) and ten-year financial plan (Recommendation 3).

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

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

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

ADMINISTRATIVE REPORT

Title: 2025 Comprehensive Integrated Waste Management Strategy (CIWMS) Annual Report

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

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Gordichuk, CCLP, Manager, Solid Waste Services	T. W. Shanks, M. Eng., P. Eng. Director, Water and Waste Department	B. D'Avignon, acting for T. Graham	M. Dryburgh, acting for J. Dunford

EXECUTIVE SUMMARY

This annual report summarizes the activities and financial results for 2025.

2025 was the 13th full year of implementation of the Comprehensive Integrated Waste Management Strategy (CIMWS) since beginning in the last half of 2012.

2025 program results include:

- A stable residential waste diversion rate (small decrease from 28.3 to 28.2 percent)
- decrease in total tonnage of waste generated of 0.8 percent
- decrease to per capita residential waste generation of 1.6 percent
- decrease to per capita residential garbage generation of 1.5 percent
- decrease in the number of visits to 4R Winnipeg Depots by 1.5 percent
- increase in the weight of materials managed at 4R Winnipeg Depots by 13.9 percent

Overall, there was a decrease in the amount of total waste managed in 2025 compared to 2024.

RECOMMENDATIONS

That this report be received as information.

REASON FOR THE REPORT

On October 19, 2011, Council approved the Comprehensive Integrated Waste Management Strategy (CIMWS). Recommendation No. 28 of the CIWMS requires: That the Winnipeg Public Service publish an annual report on the status of the Master Plan.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications associated with the recommendation of the report.

HISTORY/DISCUSSION

In 2009, more than 283,000 tonnes of residential material were landfilled within the City of Winnipeg and 54,000 tonnes of residential material were recycled and composted. This resulted in a diversion rate of about 15 percent which was one of the lowest in Canada. At the same time, the Public Service was recommending changes to the garbage and recycling collection systems based on the feedback from collectors, industry trends and other municipalities in North America.

As a result, in June 2010, Council directed the Public Service to create a waste diversion strategy in consultation with the public, to increase the waste diversion rate, explore options for material collection and provide uniform service for Winnipeg residents. Working with a consultant and through an extensive public engagement process, a made-for-Winnipeg plan was developed.

On October 19, 2011, Council approved the Comprehensive Integrated Waste Management Strategy (CIWMS) with the overall strategy to increase Winnipeg's diversion rate to 35 percent by 2016 and to greater than 50 percent by 2022 and thereafter. Implementation of the plan began in the last half of 2012, with 2013 being the first full year of the program.

An objective of OurWinnipeg 2045 is to prioritize a sustainable waste management system that conserves resources, minimizes waste, creates integrated resource recovery opportunities, and mitigates greenhouse gas emissions through diversion of waste. Winnipeg's Climate Action Plan and Community Energy Investment Roadmap further support actions to increase waste diversion efforts and minimize solid waste greenhouse gas emissions.

PROGRAM RESULTS – 2025

1. <u>Residential Waste Generation</u>

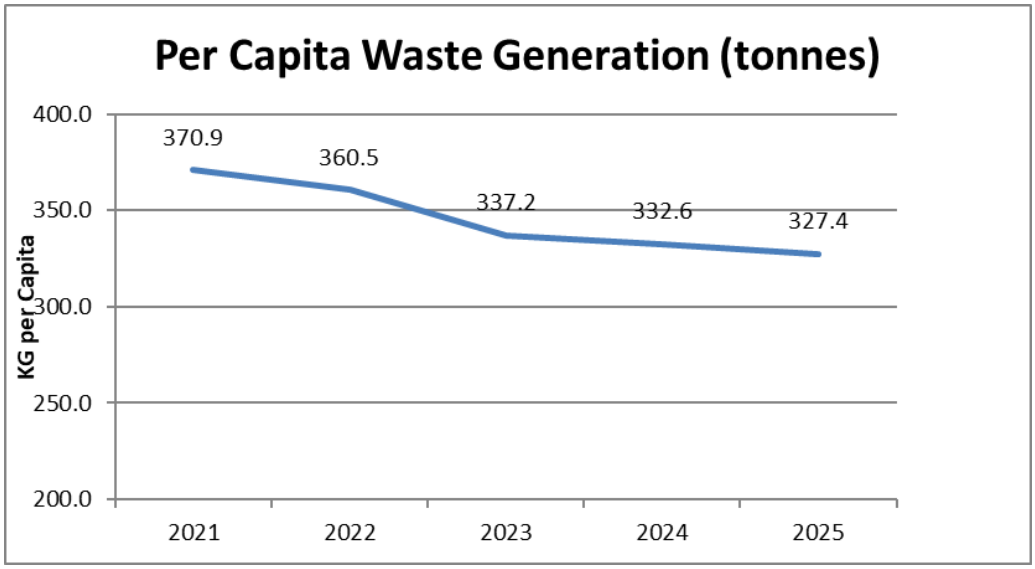
Residential waste generation is the total tonnage of waste generated by residents, and includes garbage, recycling, leaf and yard waste, and other divertible materials collected and managed by City of Winnipeg programs[1]. In 2025, total residential waste generated was approximately 284,958 tonnes; a decrease of 0.8 percent compared to 287,240 tonnes in 2024.

Measuring the tonnage of residential waste generated per capita is recognized as a key indicator of system performance by Municipal Benchmarking Network Canada (MBNC), as it can more accurately reflect the variabilities of diversion programs, such as the continued light weighting of recyclable materials and natural variations in leaf and yard waste (LYW).

[1] Includes materials collected through City curbside contracts and self-hauled by residents to 4R Winnipeg Depots and community recycling centres.

From 2024 to 2025, Winnipeg's population increased by 0.8 percent, from 843,640 people to 850,260 people. As a result, per capita waste generation in 2025 was approximately 327kg, compared to 333kg in 2024, a decrease of 1.6 percent.

The following graph illustrates the per capita waste generation rate over the past five years. Since 2021, per capita residential waste generation has steadily declined by a rate of 10.9 kg per year, from approximately 371 kg in 2021 to approximately 327 kg in 2025.



2. Residential Waste Diversion

Breaking down per capita residential waste generation by waste stream shows the amount of residential waste that is disposed of in the landfill (garbage), versus the amount that is diverted to recycling, composting and other diversion programming.

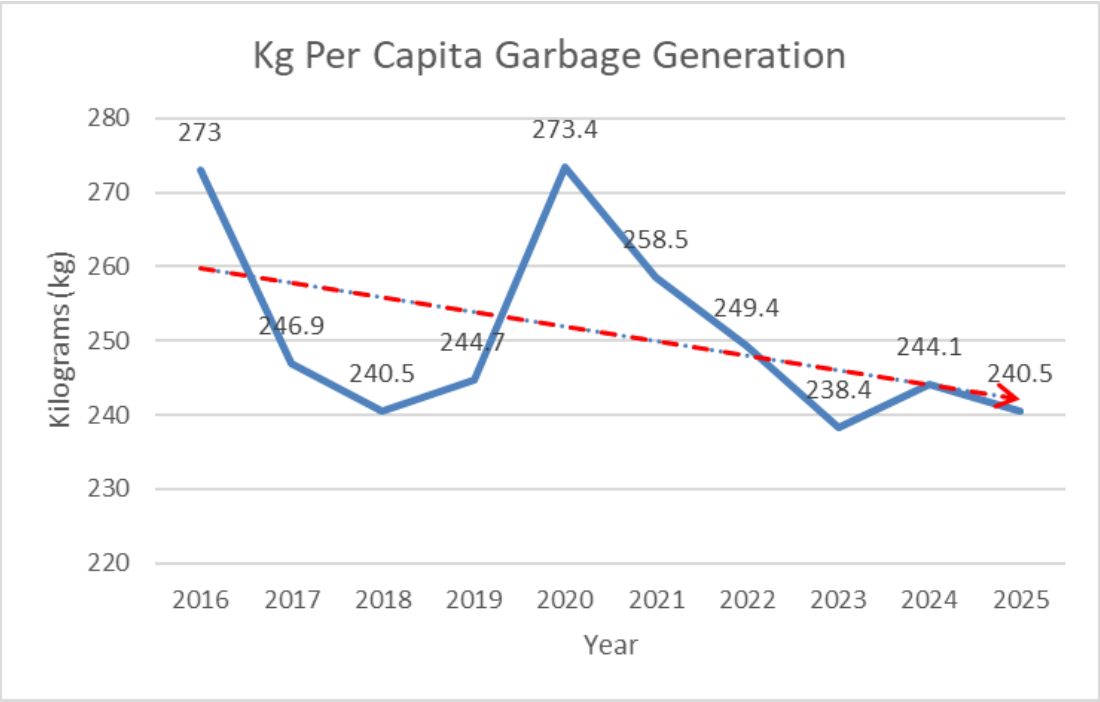
Residential Waste Managed by City of Winnipeg Programs per Capita (kg)

	2011	2024	2025	2025 vs 2024	2025 vs 2011
Population	677,800	843,640	850,260	+0.8%	+25.5%
Garbage	309.4	244.1	240.5	-1.5%	-22.3%
Recycling	67.6	44.9	42.9	-4.4%	-36.5%
Leaf & Yard Waste	13.5	36.7	36.6	-0.3%	+170.1%
4R Winnipeg Depots	N/A	6.9	7.4	+7.1%	
Total Residential Waste Generated[2]	390.6	332.6	327.4	-1.6%	-16.2%

[2] Total residential waste includes a small amount of waste collected from municipal facilities and small commercial generators

Tracking this information over time demonstrates the level of progress made on waste reduction and diversion. In particular, tracking the amount of waste (garbage) per capita that is sent to landfill aligns with best practices.

Of the approximately 327 kg per capita residential waste generated and managed by City programs in 2025, approximately 241 kg was disposed as garbage, a decrease of 1.5 percent from 2024.

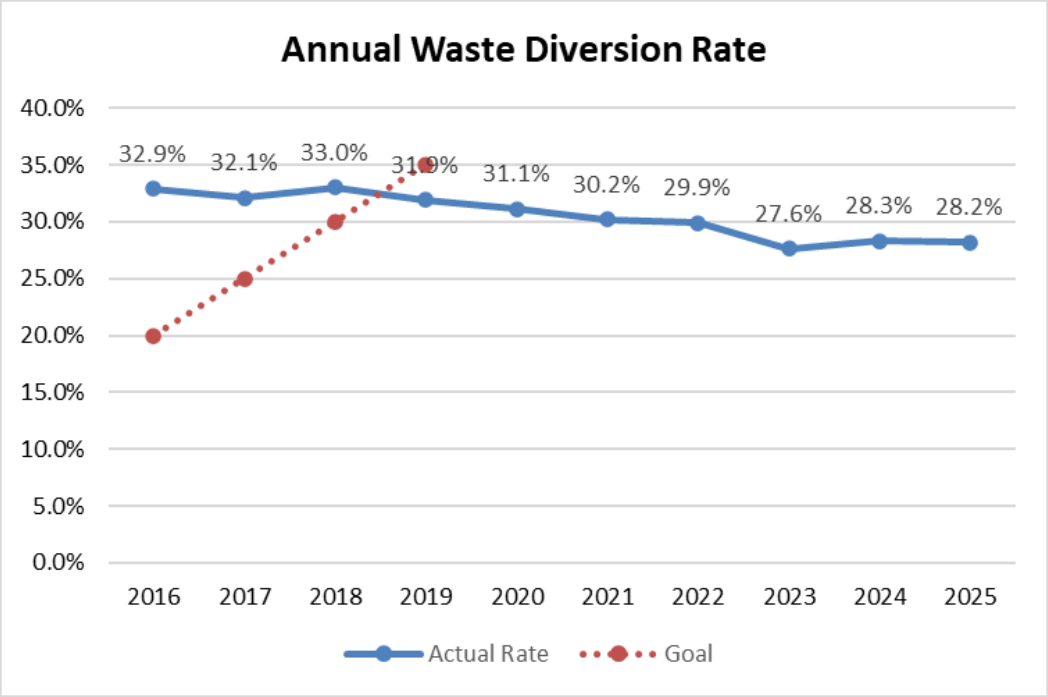


Diversion Rate

The residential waste diversion rate is calculated as a percentage of the total diverted residential tonnage divided by the total residential tonnage landfilled and diverted. This aligns with the *Generally Accepted Principles for Calculating Municipal Solid Waste System Flow* manual, which is consistent with the methodology of the other cities that participate in MBNC.

In 2025, the residential waste diversion rate remained stable at 28.2 percent in 2025 as compared to 28.3 percent in 2024.

The following graph represents the waste diversion goals established by CIWMS to 2016, as well as the actual rate for the past 11 years (2016-2025). It highlights that diversion rates remain relatively stable and that the City did not reach its initial goal of a 35 percent diversion rate by 2016. Over the past five years (2021 to 2025), the average diversion rate was 28.8 percent.



A significant decrease to residential waste landfilled (and a corresponding increase to the waste diversion rate) will not occur without the introduction of a city-wide Green Cart Program.

3. <u>Recycling Program (Curbside and Recycling Depots)</u>

The total weight of recyclable materials collected (from curbside residential blue cart collection and from recycling depots) and processed was 42,796 tonnes in 2025, a decrease of 2.1 percent from the 2024 weight of 43,715 tonnes. This decrease is partially due to the continuing downward trend since 2020.

Known as the “evolving tonne”, the composition of recyclable materials continues to shift away from heavier and denser material (e.g., glass, metal, and newsprint) to lighter and bulkier material (e.g., plastic, corrugated cardboard). This trend emphasizes the importance of considering overall per capita waste generation, in conjunction with recycling diversion rates (percentage of recyclables found in the garbage stream) when evaluating overall performance of recycling programs.

Data from 2023/24 curbside waste audits for single-family, multi-unit and small commercial customers show that, on average, 15 percent of the garbage stream is made up of materials that could have been recycled.

Waste audits at the City’s materials recycling facility (MRF) show that approximately 18 percent of materials collected from the curbside recycling stream are not accepted in the City’s recycling program (contamination) and must be landfilled.

Through ongoing resident education and awareness about what materials are accepted in the City’s recycling program and at 4R Winnipeg Depots, less recyclable material should end up in the garbage stream and there should be less contamination in the recycling stream.

4. Leaf and Yard Waste Collection and Composting

LYW is collected biweekly during the months of May through October each year, or can be self-hauled to a 4R Winnipeg Depot. Tonnages of LYW available for composting fluctuate from year to year, depending on weather conditions.

Leaf and Yard Waste Composted

Year	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Tonnes	31,108	30,959	26,851	33,133	29,784	36,993	31,630	33,041	28,528	34,123

In 2025, 31,108 tonnes of residential LYW material was composted by the City, with approximately 22,600 tonnes from curbside collection and just over 8,500 tonnes self-hauled to 4R Winnipeg Depots.

This is an increase of 149 tonnes from 2024, or 0.5 percent. Per capita, there was an 8.4 percent decrease for curbside collection and 35.1 percent increase for self-haul over the period. The significant increase in self-hauled LYW may be due to an increase in residents awareness to divert the material. Additionally, population growth results in more waste being generated and subsequently diverted.

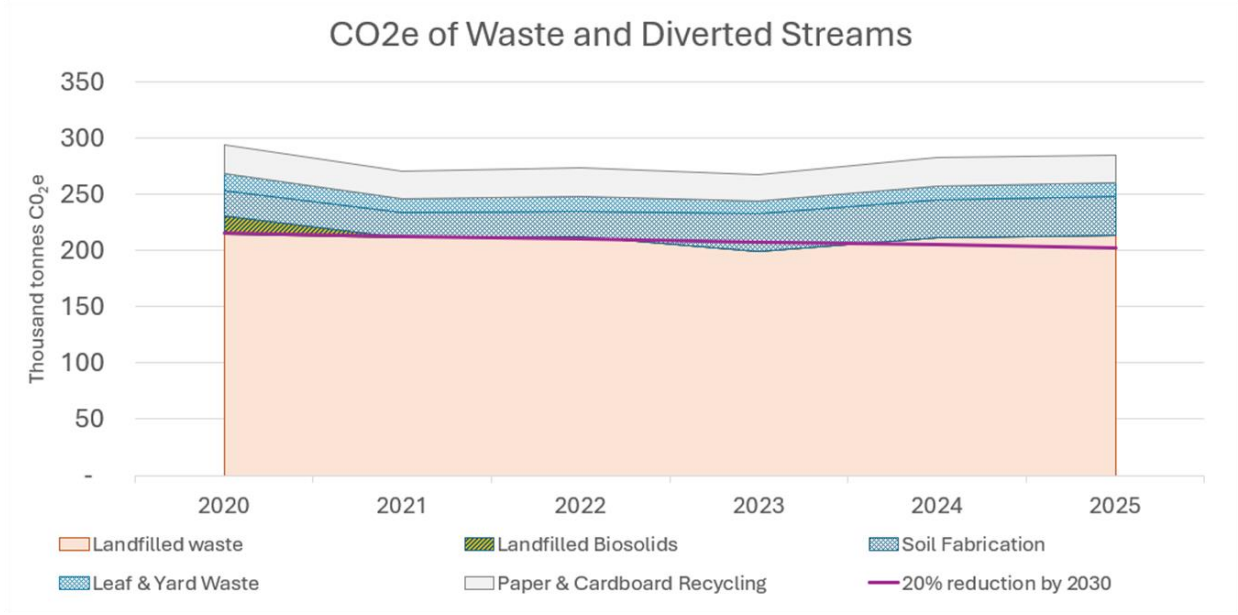
Composting takes place at the Brady Road Resource Management Facility (BRRMF). In 2025, 11,967 tonnes of material were also received from public sources, including the City's Retention Pond Weed Harvesting Program, in addition to the residential LYW material received for composting.

The finished product produced at the BRRMF meets the standards established by the *Compost Quality Alliance* and the *Canadian Council of Ministers of the Environment*. Compost is used as top dressing on finished areas of BRRMF, provided to other City departments, or sold as surplus goods.

Approximately 12,698 cubic meters of compost was sold in 2025. An additional 1,259 cubic meters was made available for pick-up by Winnipeg residents through a compost giveaway held at BRRMF, Kilcona Park, and Summit landfill during May 9 to 11 to coincide with Compost Awareness Week.

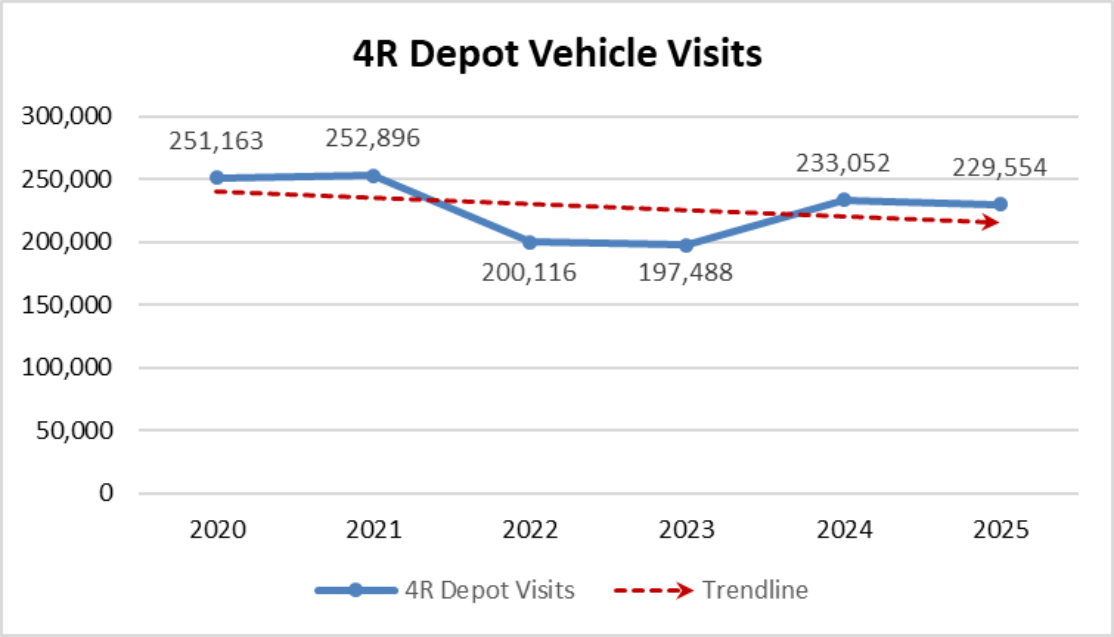
5. Greenhouse Gas Emissions from Waste and Diverted Streams (new)

The following graph illustrates the amount of greenhouse gas emissions generated from landfilled waste and diverted streams, expressed in thousands of tonnes of carbon dioxide equivalent (CO2e), from 2020 to 2025. It also shows the progress towards the greenhouse gas emissions reduction target of 20 percent by 2030, relative to 2011, as mandated in OurWinnipeg 2045. Overall, the greenhouse gas emissions associated with these waste and diverted streams have remained relatively stable since 2020.



6. 4R Winnipeg Depots

Approximately 229,554 vehicles visited the three 4R depots in 2025, a decrease of 3,498 visits from 2024 (1.5 percent). The chart below illustrates a general trend of sustained usage over the past six years. It is assumed that the increase in visits in 2020 and 2021 is due to factors relating to the COVID-19 pandemic.



Although there were slightly fewer vehicle trips, the Brady, Pacific and Panet 4R Winnipeg Depots combined managed approximately 15,600 tonnes of material in 2025, a 13.9 percent increase compared to 2024. Increased awareness of the materials accepted may contribute to residents bringing more materials per trip, resulting in fewer overall visits.

Of the 15,600 tonnes managed in 2025, approximately 9,310 were diverted into recycling or composting programs. The remaining approximately 6,290 tonnes consisted of clean fill[3] and concrete/ceramic which were used at BRRMF for daily operations.

Tonnes of Material Managed at 4R Winnipeg Depots

Material	2024	2025
Batteries	98	99
Bicycles	16	17
Ceramics and Concrete	2,454	2,523
Clean Fill	3,491	3,767
Electronics	665	614
HHW	577	552
Oil	185	204
Mattresses	349	421

Material	2024	2025
Glass	91	97
Lumber	142	318
LYW	2,954	4,138
Appliances	204	208
Recyclable Material	1,449	1,413
Scrap Metal	675	816
Tires	344	381
Food Waste[4]	6	32
Total	**13,700**	**15,600**

7. Collections Performance

Reported Missed Collections

Reported[5] cart collection deficiencies increased for garbage (4.4 percent) in 2025 compared to 2024, but decreased for recycling (1.2 percent) and yard waste collection (40.7 percent).

Collection	Approximate No. of Locations Collected Weekly	311 Reports of Missed Collection		
		2023	2024	2025
Garbage carts	217,000	12,052	10,033	10,473
Recycling carts	218,300	6,334	5,750	5,680
Yard waste (April to November)	107,700	1,686	2,575	1,528
Total		**20,072**	**18,358**	**17,681**

Collection deficiencies for garbage and recycling carts slightly decreased below the five-year rolling averages (10,582 and 5,826 respectively). Despite the slight decrease, there are still a large number of properties awaiting cart replacement due to a servicing backlog. Occupants awaiting replacement carts are required to place their waste out in bags for manual collection rather than using their carts. Inconsistencies with how occupants set out bags for manual collection, in combination with the large number of properties using this method, made it challenging for contractors to ensure collections were completed correctly.

[3] Clean fill typically consists of clay or soil. These are materials that are not originally intended for disposal and therefore not considered diverted material.

[4] Food waste tonnages were added to the tonnes of material managed for both 2024 and 2025 in this report.

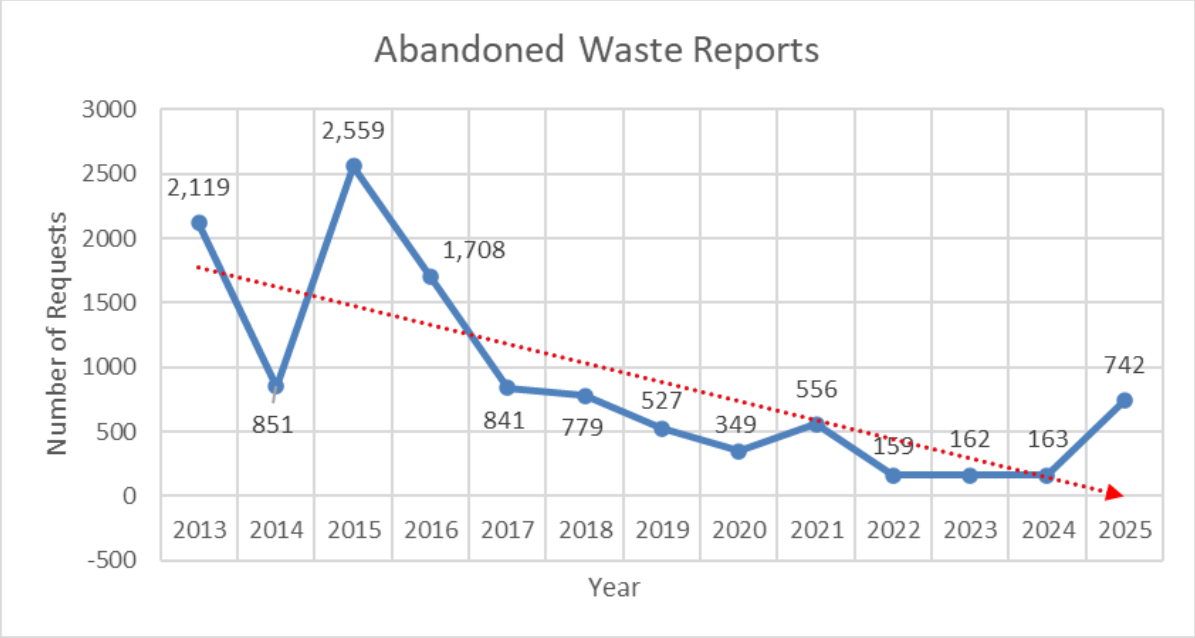
[5] The total number of 311 reports of missed collection may not be a true indication of contractor performance and penalties. For example, upon investigation by either the City or the contractor, a number of complains registered as missed collection show:

- There was a valid reason why collection did not occur
- The call should have been recorded as a different type of service request.

2025 leaf and yard waste collection deficiencies were lower than the five-year rolling average (1,894). This was primarily due to earlier notice provided for the end of LYW collection in 2025. This allowed residents time to ensure all material was out for collection before LYW collection ended.

Reported Abandoned Waste

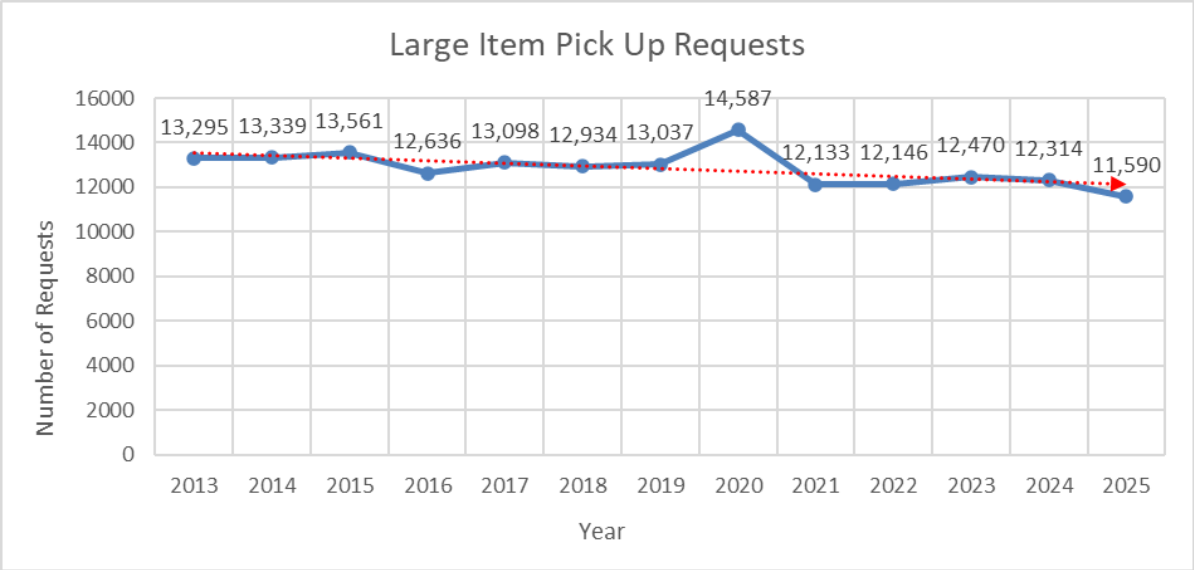
In 2025, reports of abandoned waste increased significantly with 742 reports compared to 163 in 2024, an increase of 355 percent. This increase is likely the result of a new online reporting option for abandoned waste in 2025, where residents are now able to report abandoned waste online rather than by phone. Additionally, the increase in reports reflects the change in consolidating these requests in Water and Waste (Front street and boulevard pickup was previously only collected by the Public Works Department).



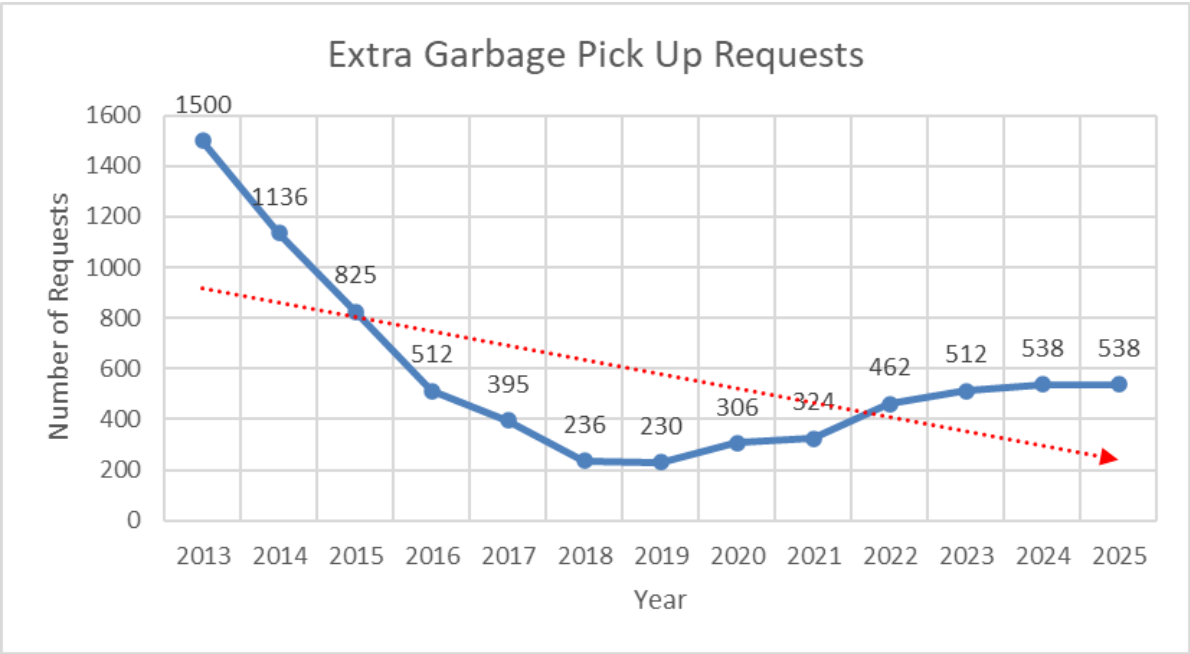
Note: The spike of reports in 2015 and 2016 was due to SWS Field Inspectors conducting inspections in targeted areas and reporting cases of abandoned waste to 311.

Requests for Additional Service

Requests to 311 for Large Item Pickups decreased from 12,314 in 2024 to 11,590 in 2025 or 5.9 percent. This continues a generally stable trend since the introduction of the cart collection program in 2012. There was a small spike of requests in 2020, assumed to be related to the COVID pandemic.



The number of residents using the Extra Garbage Pickup service remained stable, with 538 pickups in 2024 and exactly 538 pickups in 2025 as well. Since the introduction of the cart collection system, there has been a general trend of fewer requests for Extra Garbage Pickup. This has shifted to an upward trend beginning in 2020. This increase may be related to more residents working from home since the COVID pandemic, resulting in more residential garbage.



8. Organic Waste – Community Drop-Off Sites

2025 was the first full year of operation of the residential food waste drop-off program in partnership with Compost Winnipeg. The food waste collected is delivered to Prairie Green

landfill for composting. Approximately 398 tonnes of food waste was collected in 2025 at 14 community sites and all three 4R Winnipeg Depots. Additional sites are planned for 2026.

Until the City secures an organics processing facility for a residential green cart program, the drop-off sites provide an interim option for food waste diversion for residents. It is anticipated that a city-wide, residential green cart program will be established by 2030, with a program for multi-unit properties to be reviewed.

9. Textile Diversion Program (new)

In September 2025, the textile diversion program was implemented at the three 4R Winnipeg Depots. Partnerships were established with Adult & Teen Challenge, Diabetes Canada, and Salvation Army to place and manage collection bins at each depot for residents to drop off textiles. Tonnages are not available for 2025, as not all the organizations were recording their weights at the time. Tonnages will be available for 2026.

10. Landfill Gas Capture/Greenhouse Gas Reduction

In its 12th full year of operation, the landfill gas (LFG) system at the Brady Road Resource Management Facility (BRRMF) captured and flared 8.67 million cubic metres of gas, which resulted in a GHG reduction equivalent of 56,989 tonnes of carbon dioxide. This amount is equivalent to avoiding the annual carbon dioxide emissions of 13,293 passenger cars[6], a 32.4 percent decrease in carbon dioxide equivalent avoided compared to 2024 (19,664 passenger cars). Of note, the volume and make up of LFG varies each year depending on the biological breakdown of waste and other factors such as system efficiencies. In 2025, repairs to the LFG system caused some wells to be offline for months at a time without collection, resulting in decreased pressure in some areas and less gas collection overall. The reduced gas capture may have caused higher quantities of methane to be released, resulting in higher overall greenhouse gas emissions.

11. Public Engagement

The Community Liaison Committee for the BRRMF was established in 2014 as part of the requirements of the Environment Act Licence. Two Committee meetings were held in 2025: May 14 and November 19. Committee members received updates and provided comment on:

- The review of the Comprehensive Integrated Waste Management Strategy (CIWMS)
- Landscaping activities on finished areas of the landfill and Administration building
- Noise and odour considerations
- Vector management
- Ways to reduce the impact of landfill activities (e.g., construction, operations) on the local environment
- New cell construction (Cell 35)
- Planned new fill area (Area B)

[6] Based on USA Environmental Protection Agency Greenhouse Gas Equivalencies Calculator

12. Biosolids Soil Fabrication

The 2018-2020 Biosolids Soil Fabrication Pilot Project examined the viability of utilizing biosolids and other residuals generated from City operations, primarily wood waste and street sweepings, to fabricate topsoil to complete the cap system at Summit Landfill. Solid Waste Services submitted an Environment Act licence proposal for an ongoing biosolids soil fabrication program in 2020. The pilot project is extended while the application is under review.

In 2025, 35,298 tonnes of biosolids were used to make soil as part of this initiative at Summit Landfill. An additional 3,473 tonnes of biosolids were used for soil fabrication at BRRMF. This project, combined with the City's Biosolids Land Application program (27,268 tonnes), helped ensure that no biosolids were landfilled in 2025.

13. Multi-Family Waste Diversion Strategy

Council approved the Multi-Family Waste Diversion and Management Strategy in 2023. In October of 2024, a permanent Waste Diversion Specialist was hired to expand education and outreach to multi-unit properties on solid waste programs, conduct site visits to assess recycling programs, work with community partners, finalize solid waste guidelines, and support new waste diversion policies.

In 2025, the accessibility of promotional and educational messaging improved by updating online information, including the new revamp of the Recyclepedia app. Waste diversion information continued to be shared with community group visits at multi-unit residences, schools, and scheduled library programming. Additionally, collaboration with multi-unit property owners and buildings managers continued, to assist in the improvements of their diversion programs.

14. Single Use Plastics

The *Single-use Plastics Prohibition Regulations* remain in force. As of December 20, 2025, the manufacture, import, and sale for export of single use plastic: check-out bags, cutlery, food service containers, stir sticks, straws and ring carriers have all been prohibited through these regulations. Further action will be reviewed as part of the future Corporate Waste Reduction Strategy.

15. Financial Results

Council's 2012 adoption of the CIWMS included the introduction of the annual Waste Diversion Fee. Effective April 1, 2024, this fee was charged at an annual rate of $80 per dwelling unit to residential properties. On March 27, 2025, Council adopted the report, *Solid Waste Utility Financial Plan and Rate Model 2025-2027*. The report recommended various fees and charges, structural changes to the Solid Waste Utility and supporting reserves and by-laws allowing the utility to become fully self-supporting like many other cities across Canada. Solid waste collection, disposal, recycling, waste diversion services, and green cart programs would be funded through fees that will recover the cost of these services.

Effective April 1, 2025, the Waste Diversion Fee was eliminated and replaced with a new Waste Management Fee, applicable to residential, multi-unit and small commercial customers.

The mandatory Waste Management Fee for residential properties is billed on a per dwelling unit per day basis at an annual cost of $254 per dwelling unit. The fee funds the cost of base level garbage collection service (240 litre), base level recycling collection service (240 litre), leaf and yard waste collection and to cover the cost of universal services. Universal services include the 4R Winnipeg Depots, community recycling depots, dead animal collection, bulky waste sweeps for arson prevention, neighbourhood cleanup tipping fees, landfill closure and post closure costs and services provided to organizations registered as a Charity with Canada Revenue Agency (CRA) that are not categorized as a multi-unit property, Business Improvement Zones (upon application) and City owned community centres and arenas.

The mandatory Waste Management fee for multi-unit properties is billed on a per dwelling unit per day basis at an annual cost of $127 per dwelling unit. The fee funds the cost of base level garbage collection service (120 litres per dwelling unit), base level recycling collection service (120 litres per dwelling unit) from multi-unit properties (building or portions of buildings with eight or greater dwelling units, including a building or portion thereof that is used as an assisted living facility) as well as cover the costs of universal services.

The total revenue collected in 2025 was $58.9 million, significantly higher than 2024 revenue collected of $16.7 million as a result of a full cost recovery on all services.

Operating costs for garbage and recycling collection have increased as a result of Council approved contract extension and contractual price adjustments. Recycling processing has increased as a result of increased contamination as well as contractual price adjustments. Continued operational efficiencies have decreased the cost of composting leaf and yard waste, including the fabrication of soil at BRRMF.

Operating Cost Highlights

Contract Costs (in Millions)			
	2025	**2024**	**2023**
Garbage Cart Collection	$16.27	$13.7	$12.6
Recycling Cart Collection	$16.6	$14.5	$13.5
Recyclable Material Processing	$9.1	$8.7	$8.0
Leaf and Yard Waste Collection	$3.6	$3.6	$3.0
Leaf and Yard Waste Composting	$0.2	$0.6	$0.4

Processing and Marketing of Recyclable Material

2025 was the sixth full year of operations for the materials recovery facility (MRF). A variety of factors including technological, contractual and operational improvements have sustained the MRF's ability to adapt to fluctuating global recycling markets providing enhanced processing and marketing performance. Fluctuations in global recycling markets for paper products, metals, and plastic, enhanced by the changes in supply and demand were comparable to last year with a decrease in revenues to $7.957 million in 2025 as compared to $9.388 million in 2024 (a 17.3 percent decrease).

Carts

In 2025, the department spent approximately $1.5 million for the purchase of garbage and recycling carts for new housing developments and for the replacement of damaged carts. This amount is consistent with 2024 ($1.7 million) due to the aging out of carts.

Solid Waste Financial Plan
Water and Waste reported to Council on March 27, 2025, on a sustainable financial model with cost recovery of Solid Waste Collection, Disposal, Recycling and Waste Diversion. Included in this report were changes to the Solid Waste Bylaw and Fees and Charges to support the proposed financial model. The recommendations of this report have been implemented.

Solid Waste Asset Management Reserve
On March 27, 2025, Council approved the Solid Waste Asset Management Reserve (SWAMR), for the purpose of funding Solid Waste capital programs and projects, including but not limited to collection carts and bins, billing systems, operational equipment and infrastructure including landfill gas expansions, cell construction and site improvements. Future contributions to the reserve will match planned capital spending to meet ongoing program needs for solid waste collection, solid waste disposal, recycling and waste diversion. As of December 31, 2025, the balance in the SWAMR was $1.523 million.

Waste Diversion Reserve
On March 27, 2025, Council approved that the existing Waste Diversion Reserve (WDR), approved by Council on October 19, 2011, be phased out and no new funding be transferred to the reserve. The existing Council approval and established waste diversion programs will draw down the balance of the reserve and future programs will be funded from the SWAMR. As of December 31, 2025, the balance in the WDR was $18.821 million. Funding from the WDR will be used to fund residential green carts and other waste diversion initiatives.

Landfill Rehabilitation Reserve
On March 27, 2025, Council repealed the decision of December 12, 2017, in which the Landfill Rehabilitation Reserve (LRR) be funded through annual deposits from tipping fee revenue accounts of the Solid Waste Disposal Fund based on a portion of the tipping fee per tonne charged on garbage disposal (the current rate is $1 per tonne of material landfilled), and approve that future contributions to the reserve will be funded through the Solid Waste Utility and match planned capital spending to meet ongoing program needs. As of December 31, 2025, the balance in the LRR was $2.096 million.

Solid Waste By-law 30/2025
The Solid Waste By-law 110/2012 was repealed and replaced by Solid Waste By-law 30/2025, which took effect April 1, 2025, as approved by Council on March 27, 2025.

Operational System Improvements
Improvements to data tracking will continue to be made through upgrades to the collections tracking software system. Upgrades have also been made to Customer Care and Billing in order to implement new fees for the multi-unit sector, effective April 1, 2025.

CAPITAL COSTS

Green Cart Program

In 2025, consultants were retained to define baseline conditions for the City's Green Cart Program, including a geotechnical investigation and land drainage study at the proposed composting facility site, which is on City-owned land currently licensed under the BRRMF. A project manager was also hired within the Solid Waste Services Division to manage the Green Cart Program.

The residential food waste drop-off sites established in October 2024 continued through 2025, with collection at 14 community sites and all three 4R Winnipeg Depots. Additional sites are planned for 2026.

BRRMF New Waste Disposal Phase in Area B

In 2025 a new waste disposal cell (Cell 35) was constructed in Area B at the BRRMF (Tender 107-2025). The design incorporated use of tire derived aggregate to include the beneficial use of a diverted material in the constructed waste disposal cell. The surface water management plan for Area B was initiated with the installation of new drainage ditches and culverts to support new roadways in Area B; implementation of the surface water management plan will continue as new waste disposal cells are constructed in Area B. Landfilling (waste disposal) in Cell 35 started in March 2026.

Comprehensive Integrated Waste Management Strategy – Five-Year Review (2023/24)

RFP 262-2023 to review and update the Comprehensive Integrated Waste Management Strategy was completed in October 2024 on schedule and on budget. The project included a review of the goals and recommended options, data collection (i.e., waste audits), and public engagement. Deliverables include a final CIWMS report with recommendations for short, mid and longer-term options, and associated implementation plans for each option.

The recommended options were shared with stakeholders and the public. The final report will be made available on the project website when the CIWMS report is submitted to Council, which is anticipated in 2026.

Onsite Leachate Treatment Feasibility Study

A study to assess the technical and regulatory feasibility of treating leachate onsite at the BRRMF using Evaplant technology (willow trees) was undertaken through a single source consulting contract (No. 839-2023) beginning in Q4 2023 and carried out over 2024. The project involved the review of technical documentation; assessment of feasibility; and preparation of a preliminary design, schedule and costs (both capital and operating) for an onsite treatment system.

The results of the study were received in Q2 2025, and it was determined to not move forward with this project. The volume of leachate produced at the BRRMF has decreased significantly, making the project financially unfeasible. In addition, the large footprint required for the Evaplant system, combined with ongoing site improvements that continue to reduce leachate production, further limits the viability of this option at this time. Conditions will be continually monitored, and needs will be re-evaluated in the future should circumstances change and make the project more favorable.

16. 2026 Implementation Plan

Comprehensive Integrated Waste Management Strategy – Five-Year Review (2023/24)
The recommended options in the CIWMS report will be submitted to Council in 2026 in preparation for future implementation.

Green Cart Program – Planning and Procurement
In 2025, consultants retained in 2024 continued to assist in the development of procurement and contract documents to secure organic waste processing services for the City's Green Cart Program. A request for qualifications (RFQ) was issued and two proponents were qualified to respond to a request for proposals (RFP) to enter into a contract to build, operate, and maintain a composting facility of City-owned land currently licensed under the BRRMF. At the end of the contract, the composting facility will be owned by the City. The project is on schedule to start curbside green cart collection from residents in 2030.

Landfill Gas Beneficial Use – Alternative Energy Project
As per March 24, 2022, Council direction, the Public Service commenced negotiations with Integrated Gas Recovery Services Inc. (IGRS) to become a raw resource landfill gas supplier on a 20-year term. In 2026, the Public Service will continue to work with IGRS and consult with other stakeholders to develop a renewable natural gas production facility from BRRMF landfill gas.

Biosolids Soil Fabrication Pilot Project
Year nine of the Biosolids Soil Fabrication Pilot Project will take place in 2026. The continuation of the pilot project includes the all-season fabrication of soil used at Summit and the BRRMF to supplement landfill cover, which is required to support a vegetative layer. Operations include ongoing environmental monitoring and daily site management. Planned, regular drone flights will map out plotted areas and help track the site coverage more closely.

BRRMF New Waste Disposal Cell Design and Construction (Cell 36)
In 2026, a design for a new waste disposal cell (Cell 36), leachate collection system, roadways, and surface water management features will be completed. The roadway construction will be tendered and completed in 2026. Cell 36 excavation will be tendered in 2026, while cell construction will be tendered for construction in 2027. The roadway and leachate collection system will support Cell 36 and future waste disposal cells in Area B.

Food Waste Reduction Project
2026 will be the fifth year of the food waste reduction project carried out in partnership with Winnipeg Food Council. A Food Waste Reduction Strategy will be developed by a consultant. The consultant will conduct a background review of City initiatives (OurWinnipeg 2045, Poverty Reduction Strategy, etc.), research other municipal food waste strategies, and engage with community organizations to create a public engagement campaign for the City. This will replace the former Love Food Hate Waste campaign, an external partnership that provided promotion and education material, which was discontinued in 2024.

Disaster Debris Management Plan
In 2026, the City will issue an RFP to retain a consultant to prepare a Disaster Debris Management Plan. This plan will guide the City through the procedures and logistics required for effective, environmentally responsible recovery actions in the event that a natural or human made disaster occurs. The RFP is expected to be awarded in Q2 2026, with a final plan expected to be completed by Q4 2026.

Communication Strategy

The City will continue to use a multi-pronged approach to communicate its solid waste programs and services, as well as its waste reduction and diversion efforts. Examples of different communication activities include:

- Providing new single-family dwellings with information packages on collection and diversion services.
- Continued public education through social and traditional media (TV, digital, radio, newspaper, community newsletters) to increase recycling and decrease contamination.
- Continued work with external stakeholders on initiatives as well as participation in community events to promote waste diversion

FINANCIAL IMPACT

Financial Impact Statement **Date:** April 30, 2026

Project Name:

2025 Comprehensive Integrated Waste Management Strategy (CIWMS) Annual Report

COMMENTS:

There are no financial implications associated with the recommnedations 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:

N/A

OURWINNIPEG POLICY ALIGNMENT

This report is in accordance with the OurWinnipeg 2045 policies through

OurWinnipeg Goal: Environmental Resilience

Objectives:

- 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.

OurWinnipeg Goal: Social Equity

Objectives:

- Build social cohesions 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 systematically disadvantaged members of the community.

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)
6.3 Utilize Biosolids In Agriculture and Landscaping Industries (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 supports efforts to maintain a clean and healthy environment for all 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: Alexandra Grislis, BSc; Melissa Bunkowsky, CPA, CGA
Date: May 14, 2026
File No.: G-222