



# Winnipeg and the SDGs:

A Voluntary Local Review of Progress 2021



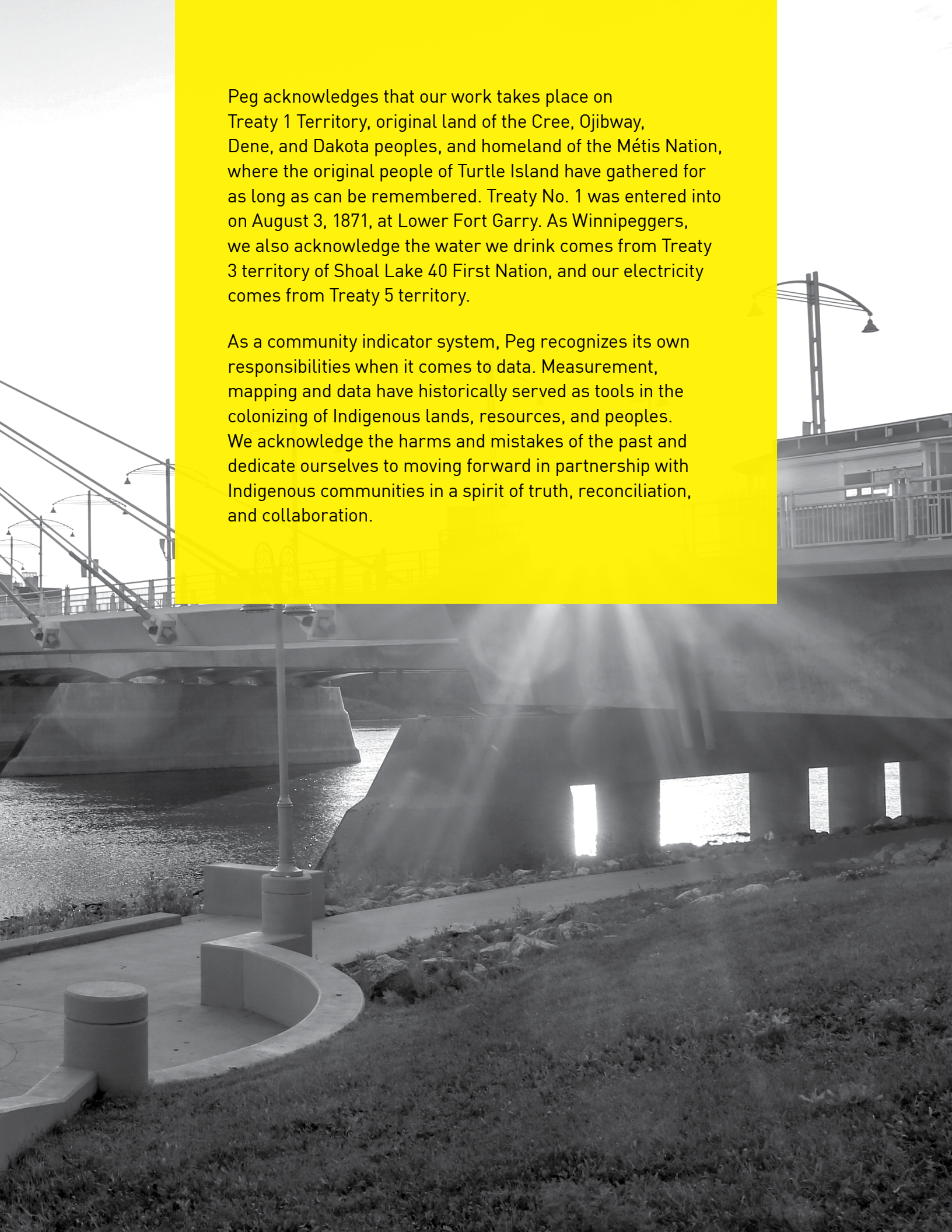
Ai Weiwei's "Forever Bicycles" at The Forks.  
[Daniel Crump / Winnipeg Free Press / December 26, 2020.]









A black and white photograph of a bridge over a river. The bridge has several arches and a walkway with a railing. In the foreground, there is a concrete walkway with a curved edge and a lamp post. The background shows a body of water and a building on the right side. A large yellow rectangular area is overlaid on the top half of the image, containing text.

Peg acknowledges that our work takes place on Treaty 1 Territory, original land of the Cree, Ojibway, Dene, and Dakota peoples, and homeland of the Métis Nation, where the original people of Turtle Island have gathered for as long as can be remembered. Treaty No. 1 was entered into on August 3, 1871, at Lower Fort Garry. As Winnipeggers, we also acknowledge the water we drink comes from Treaty 3 territory of Shoal Lake 40 First Nation, and our electricity comes from Treaty 5 territory.

As a community indicator system, Peg recognizes its own responsibilities when it comes to data. Measurement, mapping and data have historically served as tools in the colonizing of Indigenous lands, resources, and peoples. We acknowledge the harms and mistakes of the past and dedicate ourselves to moving forward in partnership with Indigenous communities in a spirit of truth, reconciliation, and collaboration.



# Foreword

Like previous Peg reports, Winnipeg's first Voluntary Local Review (VLR) provides a snapshot of where Winnipeg stands on issues that matter most to Winnipeggers. It makes this information accessible to a growing international network of peer cities that have decided to voluntarily report where they stand in relation to the United Nations' (UN) 17 Sustainable Development Goals (SDGs).

Officially adopted in 2015 by Canada and 192 other countries as part of the UN's 2030 Agenda, the SDGs are commitments to end poverty, protect the planet, and ensure all people enjoy peace and prosperity by promoting inclusive, equitable, safe, and sustainable societies. Using data from Peg, Winnipeg's community indicator system (CIS), this report gives us a chance as a community to highlight where Winnipeg is rising to meet today's most difficult policy challenges, as well as identifying gaps that can help us move forward in the years ahead. As we discuss in this report, the current

Peg indicators have limitations, particularly in respect to the crucial issues of the human rights and well-being of Indigenous peoples. Peg nonetheless provides a unique picture of life in Winnipeg.

Achieving the global SDGs requires local action and local monitoring, and with guidance from a group of leaders from the nonprofit sector, local government and academia, as well as learnings from community organizations doing innovative work throughout the city, Winnipeg's first VLR will begin to show how we can close gaps between our local realities and the global implementation of the SDGs.

Winnipeg's VLR will be one of the first to be published in Canada, joining communities from across the world who are working towards localizing the SDGs – commitments to end poverty, protect the planet, and ensure all people enjoy peace and prosperity by promoting inclusive, equitable, safe, and sustainable societies.

For maps, graphs, sources, media coverage, commentary and previous reports, visit [mypeg.ca](http://mypeg.ca).



# Acknowledgements

This report was made possible through the contributions of countless individuals and organizations throughout Winnipeg and beyond who lent their time and expertise to this endeavour. In particular, the Peg team would like to thank and acknowledge the following individuals and groups for discussing their work, sharing their insights, and providing feedback on the report:

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- Make Poverty History Manitoba
- Mama Bear Clan
- Manitoba Eco-Network
- Mood Disorders Association of Manitoba
- Mother Earth Recycling
- NorWest Co-op Community Health
- Opportunities for Employment
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- SEED Winnipeg
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- The Winnipeg Foundation
- Trina Flett, Indigenous Relations Director, United Way Winnipeg
- Winnipeg Poverty Reduction Council
- Winnipeg Trails Association

## Peg Advisory Committee

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- Colin Fast, Winnipeg Chamber of Commerce
- Brenda Jasper, City of Winnipeg
- LuAnn Lovlin, The Winnipeg Foundation
- Scott McCullough, Institute of Urban Studies, University of Winnipeg
- Darcy Penner, Canadian Community Economic Development Network
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- Noralou Roos, Manitoba Centre for Health Policy, University of Manitoba
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- Darren Swanson, Novel Futures
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- Laura Rempel, Planner, City of Winnipeg

Questions or comments related to Peg or the VLR can be directed to [mypeg.ca/contact](http://mypeg.ca/contact)



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# Moving Forward Together



I am pleased to join United Way Winnipeg and the International Institute for Sustainable Development in presenting this year's annual Peg report, and Winnipeg's first Voluntary Local Review (VLR).

COVID-19 has been an unprecedented challenge for our community, and many Winnipeggers continue to struggle with its impacts. Using Peg's data allows us to see more clearly how we can move forward in recovery together, and where we need to focus our efforts to make sure that the same recovery is available to everyone.

For many years, the City of Winnipeg has been an advocate for using data to improve the quality and sustainability of life in our community. Our award-winning Open Data Portal and efforts to tie our master development plan, OurWinnipeg 2045, to measurable data points are increasing transparency in government decision making. This work is crucial to building a city that works well for all of Winnipeg's residents.

A Voluntary Local Review gives us an opportunity to assess our progress, celebrate our successes, and determine where more work is needed to ensure Winnipeg is a city where no one is left behind. This report is the first of many Voluntary Local Reviews for Winnipeg, and an early step in our continuing journey towards alignment with the Sustainable Development Goals (SDGs). The SDGs are a powerful framework for setting goals and moving forward with impactful initiatives. Winnipeg's Million Trees Challenge, for example, not only maintains the "quality of life on land" by preserving our city's unique urban tree canopy, but increases our resilience to climate change by lowering street-level temperatures, saves money by naturally stabilizing riverbanks, and improves mental health by giving Winnipeggers quick access to nature. Likewise, while Winnipeg's Indigenous Accord is first and foremost an aid to local leaders who want to fulfill the vision of the Truth and Reconciliation Commission of Canada's Calls to Action, it also advances the larger social, environmental, and economic goals for our city.

As you read this VLR and the stories of community groups that have worked tirelessly to serve their community throughout the pandemic, I hope you will be struck by the resolve Winnipeggers have to see their city reach its full potential.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Brian Bowman". The signature is stylized and fluid, with a long horizontal stroke at the end.

**Mayor Brian Bowman**



# A Step Forward for Winnipeg

United Way Winnipeg and the International Institute for Sustainable Development are pleased to share with you Peg's seventh report on well-being in Winnipeg. This year, our report takes the form of a Voluntary Local Review (VLR), which is a subnational review of the United Nations' Sustainable Development Goals (SDG) implementation, and shares the city's progress towards localizing the SDGs. This will be Winnipeg's first VLR, and only the second published VLR in Canada.

For both of our organizations, elevating our annual Our City report and the data housed within Peg into a United Nations Voluntary Local Review has been a chance to reflect on the strengths of our home and why we choose to live here. Reviewing other VLRs, we've found inspiration in other cities righting long-standing wrongs. It has also increased our understanding of how some marginalized populations in Winnipeg are being left behind. Moving forward, we're committed to re-examining the indicators Winnipeggers helped us select a decade ago, with new understandings of identity, marginalization, and the urgent journey of reconciliation with Indigenous peoples.

A core belief behind Peg has always been that it's not enough to care about Winnipeg – we need to measure to really know how our community is doing. Winnipeg's first VLR has given us a chance to combine Peg's rich collection of data with inspiring stories from the community, from organizations who are working on the ground to move our city forward and truly leave no one behind.

This report only gives a snapshot of the information available on the Peg website ([mypeg.ca](http://mypeg.ca)). We encourage you to visit the website to explore the other indicators in Peg's eight theme areas or to download the data for your own use.

For us, this VLR is a moment: significant, but part of a much larger movement toward a fair, safe, sustainable city. We hope it is a moment that helps you in your own work.



**Connie Walker**

*Connie Walker*

President & CEO  
United Way Winnipeg



**Jane McDonald**

*JMcDonald*

Executive Vice President  
International Institute for  
Sustainable Development

# Acronyms

Acronym	Meaning
CCEDNet	Canadian Community Economic Development Network
CEDA	Community Education Development Association
CFC	Community Food Centre
CIS	Community Indicator System
CMA	Census Metropolitan Area
CCM	Child Centered Model
CMHC	Canadian Mortgage and Housing Corporation
EDI	Early Development Instrument
EDW	Economic Development Winnipeg
FNHSSM	First Nations Health and Social Secretariat of Manitoba
GDP	Gross Domestic Product
GHG	Greenhouse Gas
IFS	Indigenous Food Sovereignty
IISD	International Institute for Sustainable Development
IRCOM	Immigrant & Refugee Community Organization of Manitoba
LICO-AT	Low Income Cut-off After Tax
MBC	Mama Bear Clan
MbEN	Manitoba Eco-Network
MBM	Market Basket Measure
MCHP	Manitoba Centre for Health Policy
MCIEB	Manitoba Collaborative Indigenous Education Blueprint

Acronym	Meaning
MCIC	Manitoba Council for International Cooperation
MDAM	Mood Disorders Association of Manitoba
MER	Mother Earth Recycling
MMIWG	Missing and Murdered Indigenous Women and Girls
MPHM	Make Poverty History Manitoba
NCTR	National Centre for Truth and Reconciliation
NGO	Non-Governmental Organization
OCAP	Ownership, control, access, and possession
OFE	Opportunities for Employment
SDG	Sustainable Development Goal
TEI	Treaty Education Initiative
TRC	Truth and Reconciliation Commission
UN	United Nations
UNDRIP	UN Declaration on the Rights of Indigenous Peoples
UWW	United Way Winnipeg
VLR	Voluntary Local Review
WECM	Women's Enterprise Centre of Manitoba
WPRC	Winnipeg Poverty Reduction Council
WRHA	Winnipeg Regional Health Authority
2SLGBTQQIA+	Two-Spirit, lesbian, gay, bisexual, transgender, queer, questioning, intersex, and asexual plus



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# Executive Summary

Building on data from Winnipeg's community indicator system, Peg, Winnipeg's first Voluntary Local Review reports on Sustainable Development Goals that reflect the issues chosen by Winnipeggers as priorities when Peg was originally created a decade ago. This long legacy of data-driven reporting enables deep insights in the trends that have shaped Winnipeggers' well-being over time, and shines a light on how the invaluable work undertaken by decision-makers, community organizations, businesses, academic institutions, and residents is contributing toward achieving the SDGs in Winnipeg.

The report begins with an acknowledgement that Peg is committed to moving forward in a spirit of truth, reconciliation, and collaboration and to address crucial gaps that currently exist in terms of reflecting First Nations, Inuit, and Métis Nation perspectives, priorities, and experiences in relation to sustainable development. This is followed by a portrait of Winnipeg and its people, including an overview of the city's demographics and cultural diversity, historical context, economy, and natural environment.

In line with the 2030 Agenda's principle to ensure no one is being left behind and that the needs of those most behind are addressed first, the report also takes a critical look at how the benefits of prosperity have been distributed among Winnipeggers. This section highlights that recent immigrants and people identifying as Indigenous or members of other racialized communities have been hit harder than other groups by the COVID-19 pandemic.

Ten SDGs are profiled within the report, using Peg indicators to reflect Winnipeg's progress for each. Some indicators illustrate the many impacts COVID-19 has had on the community, sometimes breaking positive multi-year trends and highlighting areas on which recovery efforts should focus. For other indicators, we have shown pre-pandemic trends, but don't yet have the data to show the impact of COVID-19 empirically. Each SDG also highlights community organizations that are working to localize the SDGs with innovative and important front-line work. (See the table on the following page for a brief overview by goal.)

Reflections and recommendations include a summary of Winnipeg's progress towards localizing the SDGs, a review of data gaps and opportunities, and a discussion of the importance of the future work of setting targets together as a community.

The Voluntary Local Review process uses a shared language that is relevant not only locally, but globally. However, beginning the VLR process does not mean that it is complete. This report is simply one step in an ongoing journey toward sustainable development.



## Overview by Goal

SDG	Summary
<b>SDG 1: No Poverty</b>	10% of Winnipeggers were living in poverty based on the market basket measure in 2019, and 9.9% based on the low income cut-off (after-tax). The effect of COVID-19 on poverty rates will become apparent as more data becomes available.
<b>SDG 2: Zero Hunger</b>	Food bank use has increased by 19% over the last five years of available data (2015-2019). In addition, Winnipeg's largest Food Bank has reported an estimated 30% increase in demand since the pandemic began in spring of 2020, coupled with fewer donations.
<b>SDG 3: Good Health and Well-being</b>	Life expectancy is generally improving over time; however, there is still a wide gap between neighbourhoods. Diagnosed mood and anxiety disorders were holding steady pre-pandemic, but more data is needed to understand the significant effects of the pandemic on Winnipeggers' mental health.
<b>SDG 4: Quality Education</b>	High school graduation rates ranged from 70.8% to 88.5% across neighbourhoods, while data from the early development instrument shows that more children are 'on-track' in the category of physical health & well-being versus communication skills and general knowledge, with results varying across neighbourhoods.
<b>SDG 8: Decent Work and Economic Growth</b>	The pandemic has had significant impacts on work and economic growth. In 2020, the participation rate in Winnipeg declined to the lowest rate seen since 1970. While the unemployment rate was relatively steady from 2009-2019, it jumped to 8.7% in 2020. Housing prices in Winnipeg have increased 39% between 2010 and 2020, compared to a 67.4% increase across Canada.
<b>SDG 10: Reduced Inequality</b>	Winnipeggers' median household income is almost twice as high in the city's highest income area as in its lowest - a difference of just over \$36,000. While dwelling conditions have improved across the city since 2000, inequalities remain.
<b>SDG 11: Sustainable Cities and Communities</b>	Winnipeg has nearly 634 dwellings per km <sup>2</sup> , ranging from a low of 222.8 in Assiniboine South to a high of 1894.5 Downtown. Housing starts have increased overall since 2010, but do not reflect the affordability of new housing. City-wide, Winnipeg has seen a slight increase in active and public transportation since 2001.
<b>SDG 13: Climate Action</b>	Winnipeg saw encouraging trends around residential waste going to landfill from 2007 to 2019. However, new data shows an increase of 28.7 kg in per capita residential waste going to landfills in the last year, possibly due in part to more people staying at home during the pandemic. The number of transit trips per capita dropped from 68.83 in 2019 to 34.57 in 2020. More data is needed to see how these numbers will change as Winnipeg moves into recovery from the pandemic.
<b>SDG 16: Peace, Justice and Strong Institutions</b>	There is significant variation in the number of crimes committed across neighbourhoods, ranging from 3.9 incidents per 1,000 in Assiniboine South to 37.5 in the Downtown neighborhood in 2020. In the most recent municipal election in 2018, 42.33% of registered voters in Winnipeg voted, a decrease of 7.9 percentage points compared to the previous municipal election in 2014.
<b>SDG 17: Partnership for the Goals</b>	Winnipeg has a wide range of groups contributing to achieving the goals set out in the 2030 Agenda, including specific organizations explicitly integrating and working toward localizing the SDGs through policies and partnerships (such as the International Institute for Sustainable Development and United Way Winnipeg via the Peg project). The federal, provincial, and municipal governments are all working to align planning with the SDGs and tackle specific policy challenges.

# Dashboard

The following table provides an overview of the SDGs that are reported on in the Voluntary Local Review, along with the Peg theme area and specific indicators that have been chosen to illustrate how Winnipeg is doing. The 5 Year Percent Change column shows the percentage change over a five-year period, and which span of years are covered. We encourage you to begin with the dashboard and then refer to the detailed SDG summaries within the report to learn more about the data over time, and for deeper analysis.

Throughout the report you'll find a summary of each SDG and what the associated indicators tell us about

Winnipeg's progress against the goals, and an overview of what Winnipeg is doing to move forward, including profiles of key civil society organizations that are working in innovative ways to drive community progress.

We recognize that data is not yet available for all indicators for the years impacted by COVID-19. As a result, certain trends may not be reflective of the current situation created by the pandemic. For each Peg indicator highlighted in the dashboard, the availability of data is discussed in detail in the corresponding SDG sections.

- **5-Year Percent Change is moving towards desired change**
- **5-Year Percent Change is moving away from desired change**
- **No Change**























\* Where data five years prior was not available, the closest year available was used.

\*\* All trends were calculated as percent changes. A percent change of five percent was used to determine trends. Where an indicator had a percent change of less than five percent, the trend is set to No Change. The choice of five percent change is subjective. Where trend data is not available, the data is disaggregated across multiple variables, or changes in the data do not represent increasing or decreasing situations, the trend is set to N/A (Not Available).

\*\*\* Trends calculated between 2018 and 2014 municipal elections.

\*\*\*\* Trends calculated for Winnipeg Regional Health Authority.



SDG	Peg Theme	Indicator	5 Year Percent Change	Page #
	 <b>Basic Needs</b>	Market Basket Measure	● (2015-2019)	<a href="#">27</a>
		LICO-AT	● (2015-2019)	<a href="#">28</a>
	 <b>Basic Needs</b>	Food Bank Use	● (2015-2019)	<a href="#">33</a>
	 <b>Health</b>	Life Expectancy (Male)****	● (2007-2011 - 2012-2016)	<a href="#">37</a>
		Life Expectancy (Female)****	● (2007-2011 - 2012-2016)	<a href="#">37</a>
		Mood & Anxiety Disorders	● (2002/03-2006/07 - 2007/08-2011/12)	<a href="#">38</a>
	 <b>Education &amp; Learning</b>	High School Graduation Rates	n/a	<a href="#">43</a>
		Early Development	n/a	<a href="#">44</a>
	 <b>Economy</b>	Participation Rate	● (2016 - 2020)	<a href="#">49</a>
		Unemployment Rate	● (2006 - 2020)	<a href="#">50</a>
		Youth Unemployment Rate	● (2006 - 2020)	<a href="#">50</a>
		Average House Price	n/a	<a href="#">51</a>
	 <b>Basic Needs</b>	Median Household Income	● (2010 - 2015)	<a href="#">55</a>
	 <b>Built Environment</b>	Dwelling Condition	● (2011 - 2016)	<a href="#">56</a>
	 <b>Built Environment</b>	Dwelling Density	●	<a href="#">61</a>
	 <b>Economy</b>	Housing Starts	n/a	<a href="#">62</a>
	 <b>Built Environment</b>	Commuting Patterns (Personal Vehicle)	● (2011 - 2016)	<a href="#">63</a>
		Commuting Patterns (Public Transit)	● (2011 - 2016)	<a href="#">63</a>
		Commuting Patterns (Active Transit)	● (2016 - 2020)	<a href="#">63</a>
	 <b>Natural Environment</b>	Residential Waste Going to Landfill	● (2016 - 2020)	<a href="#">64</a>
	 <b>Built Environment</b>	Public Transit Use (Per Capita)	● (2016 - 2020)	<a href="#">70</a>
	 <b>Social Vitality &amp; Governance</b>	Personal Safety	● (2016 - 2020)	<a href="#">75</a>
		Voter Turnout	● (2014 - 2018)	<a href="#">76</a>

# The Human Rights of Indigenous Peoples, Truth and Reconciliation, and the SDGs

It is important to acknowledge from the outset that this report does not adequately reflect First Nations, Inuit, and Métis Nation perspectives, priorities, and experiences in relation to sustainable development. This is a crucial gap that will be addressed in future reports. There is much work to be done to ensure Peg, as a community indicator system that is designed to reflect all residents of Winnipeg, continues to move forward in a spirit of truth, reconciliation, and collaboration.

## Decolonizing Peg

Like most statistics and indicators, Peg is a product of Canada's colonial history. Data and statistics have historically been used to justify the appropriation of Indigenous lands and resources, and Indigenous communities have been harmed under the pretext of research and in violation of individual and community rights to privacy. Data about Indigenous communities continue to be used in ways that perpetuate harmful stereotypes and fail to recognize Indigenous worldviews. Decolonizing Peg requires a broad approach that includes working in partnership with Indigenous governments and expertise to collect, interpret, and present data through an Indigenous lens, based on Indigenous protocols.

As this report sets out, Winnipeg has the largest Indigenous population of any city in Canada. We know that there are often stark differences between Indigenous peoples and non-Indigenous people in Winnipeg in terms of quality of life and access to basic services. However, the data set on which this report is based, Peg, does not track these differences. As a consequence, any conclusions about progress in local implementation of the SDGs must be carefully qualified so that the reality of those "furthest behind" is not obscured. Statistics concerning the population as a whole will underestimate the challenges facing Indigenous peoples, while indicators of overall progress do not tell us whether Indigenous peoples are able to fairly share in those benefits. Similar concerns also apply to other marginalized communities in Winnipeg.

## The Role of Indigenous Organizations and Governments

In Winnipeg, Indigenous peoples and organizations are at the forefront of realizing the SDGs through the services and supports they provide to individuals and neighbourhoods facing hunger, housing insecurity, violence, and other forms of economic and social marginalization and exclusion. This report attempts to reflect the importance of these organizations as part of the short case studies inserted in each section.

It is important to acknowledge the critical role that Indigenous governments play in the design and delivery of such services and supports, in Winnipeg and in the home communities of many First Nation, Métis Nation, and Inuit residents of Winnipeg. This role is certain to expand as more Indigenous communities move to restore their own jurisdiction over services previously provided through the federal or provincial governments. Winnipeg's next VLR can be greatly strengthened through collaboration with Indigenous governments to more clearly identify the contributions they are already making to SDG implementation and to reflect their vision for the future.

## Indigenous Peoples and the SDGs

Indigenous peoples around the world were part of the global dialogue leading to the adoption of the SDGs. At the same time, many Indigenous peoples, organizations, and academic experts have pointed out that more needs to be done to interpret the SDGs through the lens of Indigenous worldviews, values, and laws.

One crucial starting point for applying such an Indigenous lens is to consider the implications of the UN Declaration on the Rights of Indigenous Peoples (UNDRIP) for the interpretation and implementation of the SDGs. The Declaration was adopted by the UN General Assembly in 2007 as the global "minimum standard for the survival, dignity and well-being" of Indigenous peoples, and the 2030 Agenda is clear that implementation of the SDGs must be consistent with human rights standards, which would include





the Declaration. The federal government has recently adopted national legislation that affirms that the Declaration is a universal human rights instrument with application in Canadian law. The commitments set out in that Act, which include collaborative development of a national implementation plan and reform of federal laws to ensure consistency with the Declaration, will have significant impacts for Indigenous peoples in Winnipeg.

The minimum standards affirmed in the Declaration are relevant to all SDGs. In preparation for future VLRs, it is envisioned that work with Indigenous experts will be done to revisit the underlying assumptions of this process about which SDGs and which indicators should be prioritized. Furthermore, to effectively achieve the SDGs, actions must cohere with existing governance mechanisms that confront the harms of colonization and support Indigenous self-determination.

### **Truth and Reconciliation**

The Calls to Action of the Truth and Reconciliation Commission (TRC) and the calls for justice of the National Inquiry on Missing and Murdered Indigenous Women and Girls (MMIWG) have direct implications for localizing the SDGs. To achieve the 2030 Agenda's central principle to leave no one behind, SDG implementation must address the disparities and harms associated with colonization and its impacts on Indigenous peoples in Canada as reported by the TRC and National Inquiry, specifically related to self-determination and governance, and on Indigenous land rights and ownership.

The 2030 Agenda calls for "quality, accessible, timely and reliable disaggregated data ...to ensure that no one is left behind." This is an important priority going forward. It is necessary to be mindful, however, that production and control of data is not socially or politically neutral. As mentioned above, there is a long history of data being used selectively and inaccurately to justify the colonial oppression of Indigenous peoples. First Nations, Inuit, and the Métis Nation

have developed their distinct protocols for ownership, control, and use of Indigenous data. A commitment to a rights-based and reconciliation-based approach to development must respect those protocols. In preparation for the next VLR, it will be necessary to revisit and revise Peg in collaboration with Indigenous partners.

# Characteristics of Winnipeg

Winnipeg is a diverse and creative city in the geographic centre of Canada and North America. Located at the junction of the Assiniboine and Red Rivers, it is known for its cold winters and vibrant arts and culture scene.

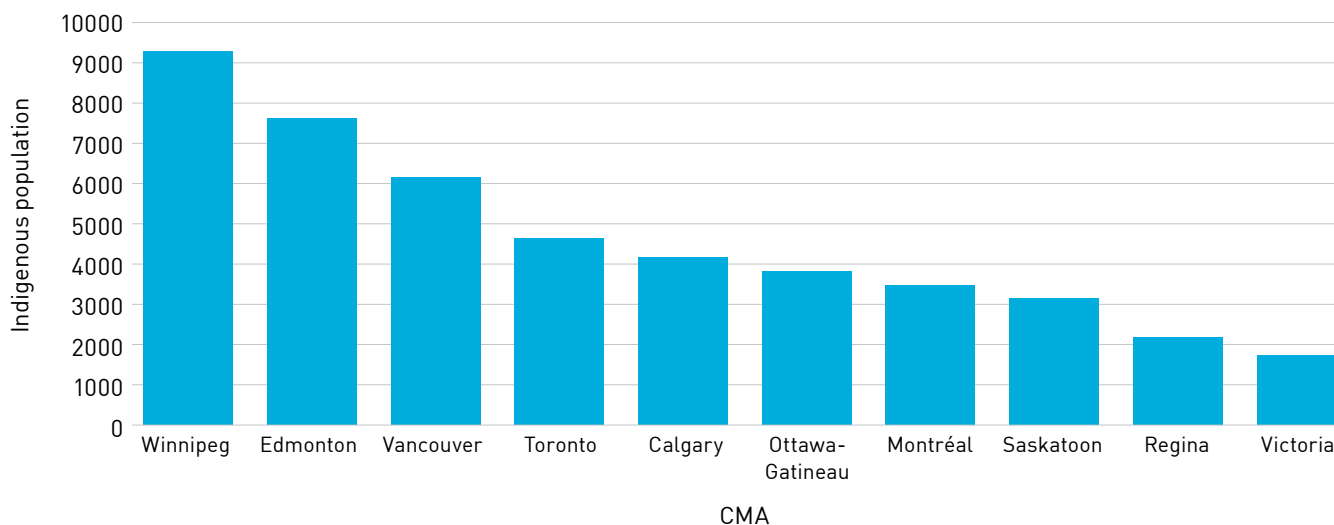
## Demographics and Cultural Diversity

Winnipeg is the largest city and capital of the Province of Manitoba, home to 55% of Manitoba's population.<sup>1</sup> The city's population grew by 15% between 2009 and 2019, reaching 763,900 in 2019.<sup>2</sup> Winnipeg is located wholly within Treaty One territory and the homeland of the Métis Nation, and has both the largest number and the highest concentration of Indigenous peoples of all major Canadian cities. In 2016, Indigenous people made up 12% of Winnipeg's population, compared to 4.9% nationwide. The Indigenous population is one of Winnipeg's fastest growing demographics, and is becoming increasingly urban over time (the proportion of Indigenous Manitobans living in Winnipeg has

increased from 34% to 38% over the past 20 years). Just over half of self-identified Indigenous people identify as Métis, and 44% identify as First Nations.<sup>3</sup>

Winnipeg has a rich history of cultural diversity that is growing stronger with time – this includes a strong Francophone community, with 10.2% of Winnipeggers able to speak French.<sup>4</sup> Like most Canadian cities, Winnipeg's recent population growth is primarily driven by international immigration, meaning a growing portion of the population are members of visible minorities. Between 2001 and 2016, Winnipeg's population belonging to a visible minority group rose by 15%. Winnipeg's proportion of minority communities, according to Canada's latest census in 2016 (pictured below), shows the city's largest minority group is its Filipino community. Ethnic groups large and small celebrate their cultural heritage at the world's largest and longest-running multicultural festival, Folklorama.

## Indigenous Population Size for Select Census Metropolitan Areas



Source: Statistics Canada<sup>4</sup>

## Distribution of Visible Minorities<sup>6</sup> in Winnipeg



- Filipino 33%
- Other 22%
- South Asian 17%
- Black 12%
- Chinese 9%
- Southeast Asian 4%
- Latin American 3%

\*Note: Data is representative of the city (CY) municipal boundaries  
Source: City of Winnipeg<sup>7</sup>

## Historical Context

Winnipeg's Indigenous history reaches back to time immemorial. As early as 4,000 BCE, diverse groups of First Nations, including Cree, Dakota, Dene, Ojibway, and Ojibway-Cree, used the area where the Assiniboine and Red Rivers meet as an important gathering place and transcontinental trade link. Between 1734 and 1760 when European fur traders first entered the area, this period marked the beginning of a complex, and often violent and exploitative relationship that continues to perpetuate structural racism and inequality to this day. Initially, First Nations and the Métis Nation actively engaged in trade based on their own values and law and later entered into Treaty relations with the settler state. In 1869, the Métis Nation under Louis Riel formed a provisional government in Winnipeg. This assertion of Métis Nation rights led to negotiations with Canada and the creation of the province of Manitoba. In 1871, First

Nations in southern Manitoba entered into Treaty 1 to protect their rights in the face of Canada's westward settler expansion. These solemn agreements, which should have formed the basis of the peaceful co-existence of Indigenous peoples and settlers, were instead widely violated.

Canada's long history of colonialism left a legacy of racism, violence, and trauma that is still being experienced, but also examined and addressed by recommendations made through the Truth and Reconciliation Commission and the National Inquiry on Missing and Murdered Indigenous Women and Girls. Taking affirmative action on these recommendations is the necessary next step. Present-day impacts of colonization are prevalent in Winnipeg and there is still a knowledge gap among descendant settlers and immigrants to understand the root causes of injustice and racism in Winnipeg.

Winnipeg is also known for its pivotal history of labour organization. Following the 1919 Winnipeg General Strike, there was an increase in public sector and charitable support that built the foundation for the social service sector in Manitoba, the establishment of labour unions, and increased political participation to advocate against inequality and marginalization.

## Natural Environment

Manitoba is made up of several ecosystems, including prairies, boreal forest, and tundra, as well as wetlands, rivers and lakes.<sup>8</sup> The City of Winnipeg is located in the Tall Grass Prairie portion of the Prairies Ecozone, and the landscape has been shaped by the three rivers that run through it - the Red, the Assiniboine, and the Seine.<sup>9</sup> Because Winnipeg lies at the bottom of the Red River Valley and has relatively flat topography and substantial snowfall, the city is prone to flooding; the flood of 1997 was the city's largest flood event of the 20th century, requiring the evacuation of over 9,000 residents.<sup>10</sup>

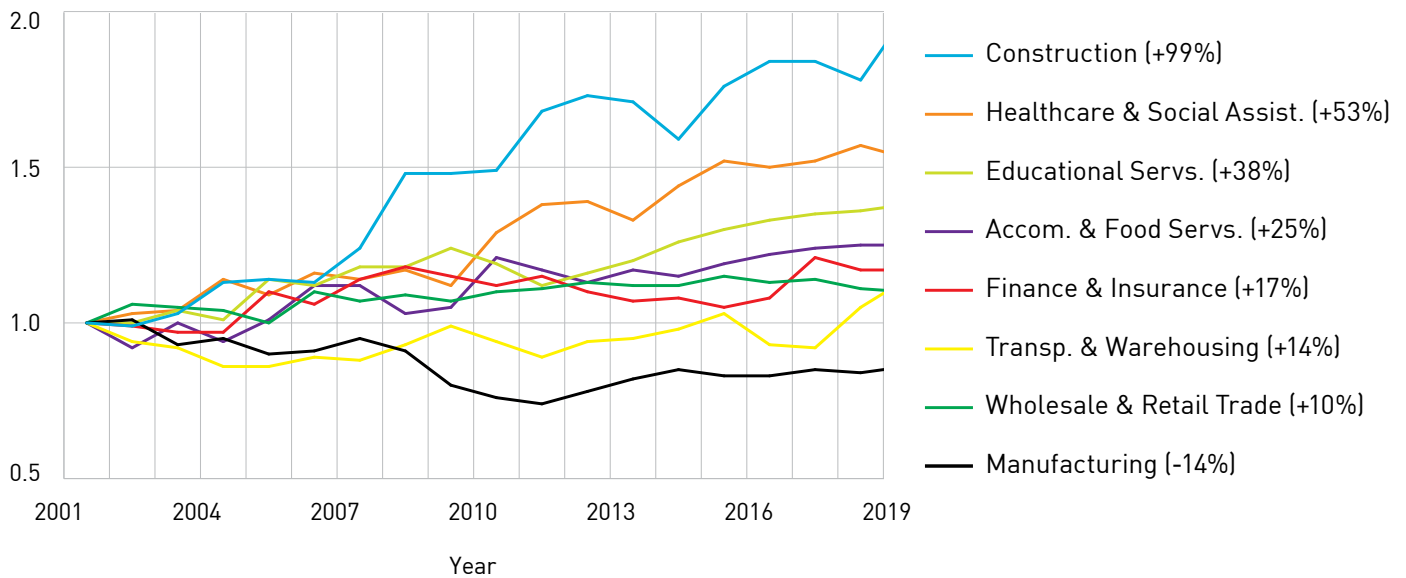
Winnipeg has a continental climate, with cold winters and hot summers. Current models of climate change suggest that Manitoba may see increasingly warmer conditions overall, including hotter summers, changes in precipitation, unpredictable weather, and more extreme events like storms, floods, and forest fires.<sup>11</sup>



## Economy

Because the majority of Manitoba's population is located in Winnipeg, the city plays a major role in the province's economy. Winnipeg's key sectors include aerospace, advanced manufacturing, creative industries, the ICT sector, and agribusiness.<sup>12</sup> Winnipeg's economy is highly diverse - the following figure shows how employment has changed over time, diversifying to not rely on a single sector.

Indexed change in employment in Winnipeg's eight largest industries, 2001-2020



Source: Statistics Canada<sup>13</sup>

Like many cities across the world, the COVID-19 pandemic has had significant economic impacts on Winnipeg's economic health. There were sharp declines in retail sales, employment rates, and other economic indicators in March 2020 as the first cases of COVID-19 were announced in Manitoba. The speed at which the economy recovers will be dependent on a variety of factors - while the distribution of vaccines has helped to begin the recovery, long-term implications on the local economy remain largely unknown.<sup>14</sup> It is clear that both individuals and local businesses have been hit hard - according to a survey by the Winnipeg Chamber of Commerce in early 2021, nearly a quarter of respondents suffered a 50% or more loss of revenue over the previous year.<sup>15</sup>

# Winnipeg's Community Indicator System, Peg



## What is Peg?

Since 2009, the IISD and UWW have partnered to manage Peg, an online CIS that tracks the well-being of Winnipeg. The Peg partnership benefits from IISD's scientific expertise on research and data, and United Way Winnipeg's expertise in inspiring social progress and connection to a network of community organizations. Gathering data from a variety of trusted providers, Peg is a central source for tracking a curated set of 57 indicators that shine a light on economic, environmental, cultural, and social elements of life in Winnipeg.

At its inception, Peg consulted with its Advisory Group, an initial community engagement group, and held public consultations with over 800 Winnipeggers to choose a set of indicators that tracked well-being in eight thematic areas. Consultations with policymakers, data providers, and civil society members helped in

selecting measurable, shareable, sensitive, stable, and continuous indicators. All Peg data is visualized on [mypeg.ca](http://mypeg.ca) in simple maps, charts, and graphs - the Peg website is a unique way to help democratize the use of local data and map that data to the SDGs.

Generally, the data in this report, as well as in Peg, is organized around Winnipeg's 12 Community Characterization Areas. These boundaries are used by the City of Winnipeg, the Province of Manitoba, and the Winnipeg Regional Health Authority (WRHA). Where data is not available for these geographies, Peg also uses data from Winnipeg's Census Metropolitan Area (CMA). Winnipeg's CMA boundaries include adjacent municipalities outside of the city's boundaries.





Skating on the duck pond at Assiniboine Park. (Daniel Crump / Winnipeg Free Press / January 9, 2020.)

## Peg and the SDGs

In 2017, the Peg team engaged in an exercise to localize the SDGs in Winnipeg. Each indicator was cross listed with the 231 SDG indicators under the global framework; we found each could align to one or two SDGs. Peg's SDG alignment was published in our 2018 and 2019 Our City reports, and is now a key part of the VLR process.

While the data and experience reflected in Peg have been of tremendous value to analyze where Winnipeg stands in relation to important SDGs, such as the goals on poverty, health, and education, Peg currently does not include enough data to cover seven of the SDGs, including SDG 14 (Life Below Water), and SDG 15 (Life on Land) - two SDGs that are particularly important from an Indigenous perspective. These issues surely matter to Winnipeggers, but they were not part of the consensus on Peg indicators developed in 2013. We will be engaging with Winnipeggers again to update Peg's scope and mandate, and we expect that Peg indicators will evolve in the context of the SDGs.

## Peg as Community Infrastructure

Because of its local relevance and connections to the SDGs, Peg is used widely in Winnipeg to inform municipal policy endeavours. Peg indicators are proposed to make up most of the preliminary evaluation framework for the City's 25-year development strategy, OurWinnipeg 2045. At time of publication, OurWinnipeg 2045 has been given second reading by Council (July 22, 2021) and is being reviewed by the Province. In consultation with IISD staff, the City of Winnipeg also oriented its development strategy according to the SDGs, and Mayor Brian Bowman cited Peg as an inspiration for the City to orient the OurWinnipeg 2045 plan according to the SDG framework. Integrating Peg indicators into a central municipal planning policy, provided us a springboard to engage all stakeholders to track progress toward the SDGs and envisage useful additional indicators for developing a sustainable community. At an arm's length from the City of Winnipeg, Peg is also well positioned to enable political dialogue and civic engagement to integrate community-level data into inclusive planning processes. Winnipeg's Climate Action Plan and Poverty Reduction Strategy also cite Peg indicators as a key strategy to track progress and for reporting.

See [Appendix 1](#) for a table illustrating the alignment between the SDGs, Peg indicators, and the goals included in OurWinnipeg 2045.





## **What is a Voluntary Local Review?**

A Voluntary Local Review is a data-driven review by a municipality or region (also known as “subnational” area) on where the community stands in relation to the United Nations’ 17 Sustainable Development Goals. Officially adopted in 2015 by Canada and 192 other countries as part of the UN’s 2030 Agenda, the SDGs are commitments to end poverty, protect the planet, and ensure all people enjoy peace and prosperity by promoting inclusive, equitable, safe, and sustainable societies. When they were adopted, then UN Secretary-General Mr. Ban Ki-moon called the SDGs (and the 169 targets associated with them) a “roadmap to ending global poverty, building a life of dignity for all and leaving no one behind.”

Peg is fully aligned with the SDGs and connected to a global network of municipal leaders and United Nations groups already working on Voluntary Local Reviews. This report uses our rich, community-selected dataset to gauge how we’re measuring up on a selection of SDGs. A Voluntary Local Review gives us a chance to reflect on our strengths and challenges as a community, highlighting connections between issues and trends with hard evidence. This process will build consensus on evidence-based policymaking in our community and inspire local action by connecting Winnipeg with a global effort to forge a better world. By completing this comprehensive Voluntary Local Review, Winnipeg can reflect on and measure how we are localizing the SDGs while building a city where no one is left behind.

# Approach

Winnipeg's approach to assembling its Voluntary Local Review is driven by data and grounded in our community's stated priorities. In this section, we describe how we assembled the Review using a community indicator system. This process can be replicated in other communities, especially those with community data projects.

To write Winnipeg's report, we first examined international best practices against our local context. As a result, our Review makes sense in Winnipeg while also serving as a guide for other cities' work. We evaluated two available guidelines to inform our approach:

1. The United Cities and Local Governments and UN-Habitat's Guidelines for Voluntary Local Reviews (part of a VLR series of reports) give guidance, definitions, and technical support to those assembling a VLR.
2. The Institute for Global Environmental Strategies' Shimokawa Method for Voluntary Local Reviews, a handbook that outlines a ten-step process that communities can follow based on the successful case of a small town in northern Japan.

Both guidelines show how cities around the world are using their VLR to localize Agenda 2030 within communities and employing the SDGs as levers for transformation.

To assemble Winnipeg's Review, we drew on international guidelines as well as local realities. While this Review aligns with the two available guidelines, our local context also makes it unique. In Winnipeg, our approach to assembling the VLR contributes two aspects that are different from many other Reviews.

1. **While some VLRS are written by municipal governments, Winnipeg's VLR takes an arm's length approach.**

This report is written by two NGOs: a research organization, the International Institute for Sustainable Development, and a philanthropic organization, United Way Winnipeg. While both organizations consulted with City of Winnipeg leadership and civil servants, the VLR is not an official City of Winnipeg report. The main drawback of this approach is that neither organization has the jurisdiction to set targets or implement municipal plans to achieve the SDGs. However, we can support the City of Winnipeg to set SDG-linked targets and implement them. As an important benefit of this approach, the VLR process and the report itself exist outside the municipal political cycle, positioning it to endure transitions and point to a longstanding, community-informed dataset.

**2. While many cities begin collecting local data and aligning it to SDG indicators as part of their VLR, Winnipeg already has a local data platform aligned to the SDGs.**

The Shimokawa method for VLRs suggests the most standardized guidelines for cities. It emphasizes the importance of gathering data and tracking progress to give cities a better understanding of where they stand in reaching SDG targets. Winnipeg's VLR relies on data from Peg, a trusted community indicator system established over a decade ago. Community indicator systems (CIS) are useful platforms for communities to use data to set targets, inspire action, and measure progress toward locally meaningful objectives while contributing to global progress and the SDGs. Peg's indicators, like the SDGs, represent a comprehensive set of measurements of social, environmental, and economic progress in Winnipeg.

With Peg indicators and the City of Winnipeg's enthusiasm for tracking progress toward the SDGs, Winnipeg was in a good position to assemble its VLR. Peg's strong dataset, aligned to the SDGs, allowed us to build on existing localization work, having already completed a key step recommended in VLR guidelines. Instead, the Peg team undertook different types of research to inform the VLR. First, we conducted a policy review of federal, provincial, and municipal policies associated with each relevant SDG. Next, we conducted interviews with key civil society organizations working on the front lines of sustainable development to get a clear sense of the challenges of making progress in Winnipeg. Throughout the process, we sought advice from our advisory committee on data availability, relevant legislation, and where to seek further guidance. Overall, Winnipeg's VLR is a data-driven report based on a collaboratively developed community indicator system that ties local priorities to the global SDGs.

## **Establishing a Baseline**

This report is one of the first Voluntary Local Reviews produced in Canada, and an early step in a long journey to track Winnipeg's progress against the SDGs. Because this is Winnipeg's first VLR process, it will focus on assessing current conditions and establishing a baseline that can be used in the future to track change and drive progress against the SDGs.

Because the report takes an arm's length approach, the reflections and recommendations provided within focus more on data, measurement, and tracking as opposed to policy interventions and the setting of specific targets or goals. It is our hope that future VLRs will build on this foundational work, engaging with federal, provincial, and municipal policy initiatives to identify targets and measure change.

Finally, Winnipeg's strength as a community is rooted in its people. While numbers and graphs can speak to our progress, a full picture can only emerge when data is combined with what is happening on the ground. Within this report, key civil society organizations have been profiled to paint a picture of what's happening everyday within our city to move the SDGs forward.

# Leaving No One Behind in Winnipeg

“Leave no one behind” and endeavouring to “reach the furthest behind first”<sup>16</sup> are the central, transformative promises of the SDGs. These statements represent the commitment of all UN Member States to eradicate poverty in all its forms, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind. It not only requires identifying the groups left behind, but also understanding the reasons for their exclusion and determining their needs. To leave no one behind in Winnipeg, we need quality data to help identify and deliver evidence-based support to people who are marginalized and excluded.

People can be left behind for multiple, intersecting reasons including discrimination, geographic remoteness, governance, socio-economic status, and vulnerability to shocks and crises.<sup>17</sup> While there are significant gaps in knowledge despite our country’s data-rich history, what information is available shows groups being left behind in Canada include immigrants and refugees, Indigenous peoples on and off reserves, people living with disabilities, members of the 2SLGBTQIA+ community, and children.<sup>18</sup> The Canadian Centre for Policy Alternatives found Winnipeggers who already experience discrimination and exclusion were pushed further behind throughout the COVID-19 pandemic.<sup>19</sup> Race, ethnicity, and Indigeneity are associated with differential, negative outcomes in respect to health, wealth, employment, and policing across the city. Winnipeg has a selection of available data on the harms associated with marginalization, but significant gaps remain. While access to more data is important, the process must involve the necessary partners - not only to acquire the data, but to ensure the data is appropriately contextualized, used, and interpreted. Any group represented by data must be an integral part of the process from the beginning.

Official data tells part of the story about who is being left behind in Winnipeg. Data from the Canadian Index for Measuring Integration shows that of the population working full-time, Canadian-born people make \$5,646 more than immigrants.<sup>20</sup> Winnipeg’s low-income elderly population is growing over time, and poverty among

Winnipeg’s elderly is also gendered; the prevalence of low-income was 6.1% for men in Winnipeg, and 9.0% for women in Winnipeg.<sup>21</sup> Poverty also harms single parents in our region: across all Canadian provinces, Manitoba has the highest rates of poverty for single parents at 63.1%.<sup>22</sup>

Community-based research done outside of Statistics Canada can help illuminate other groups left behind that are historically excluded from official data. For example, Winnipeg residents who experience homelessness are traditionally left out of the national census despite the urgency of understanding the tremendous marginalization they face. The Winnipeg Street Census fills this data gap with a Point-in-Time Count to advance local knowledge of homelessness and help identify service needs so policies and programs can be more effective at preventing and ending homelessness. The 2021 Interim Street Census found 66% of respondents (who all were experiencing homelessness at the time) were Indigenous, despite Indigenous persons only making up 12% of Winnipeg’s total population.<sup>23</sup>

In 2020, the City of Winnipeg undertook an in-depth analysis of low-income data to identify geographic areas of higher poverty. Analysis looked at the number and density of people with low incomes as well as an additional layer of analysis of data for two specific demographic groups most impacted by poverty, Indigenous residents and children (0-14 years old). The assessment was created to help guide the City’s priorities and strategies moving forward.

COVID-19 led to two unique innovations to better understand how the pandemic leaves people living in Manitoba behind. First, Manitoba was the first Canadian province to track COVID-19 cases by race and ethnicity. The data collected through this initiative shows just over half of the people who tested positive for COVID-19 identified as a member of a racialized group, despite these groups together making up only 35% of Manitoba’s population.<sup>24</sup> In particular, the data showed that some racialized groups, specifically African, Filipino, North American Indigenous, and South Asian, are overrepresented in COVID-19 case counts.





A mural, "En Masse X Winnipeg" at the New West Hotel on Main Street. (John Woods / Winnipeg Free Press / June 26, 2018.)

Societal inequities that already placed certain groups at a disadvantage have become intensified during the pandemic. For example, members of racialized groups are more likely to work at high-risk jobs that cannot be done from home and less likely to have paid sick leave, and more likely to live in intergenerational or inadequate housing. First Nations, Inuit, and Métis Nation citizens experienced a greater frequency of underlying health problems pre-pandemic, making them more vulnerable to risk of infection and serious illness from the virus. Other factors listed by the report that have contributed to an increased risk to racialized groups include "stress from racism, discrimination and economic and social disadvantage" and "barriers to accessing health care and social services."<sup>25</sup>

Second, Manitoba has an excellent model for culturally appropriate, evidence-based programming to target groups left behind, run by the First Nations Health and Social Secretariat of Manitoba (FNHSSM). FNHSSM's mission is to ensure the well-being of First Nations by: developing innovative programs and policy; upholding and protecting First Nations values and systems; supporting education and training; and supporting Indigenous owned research and evaluation.<sup>26</sup> They

set up a data-driven approach to respond to the pandemic with explicit ownership over their own data. This initiative was extremely effective at helping First Nations deal with rising COVID-19 cases and excelling at vaccine rollout; it now informs vaccination outreach to other marginalized groups.

Both official and unofficial data can tell us how marginalization shapes inequality in Winnipeg. Good data that is disaggregated according to sex, gender, race, and ethnicity is crucial to track who is being left behind and design evidence-based policy for equity.

Finally, one of the guiding principles of Winnipeg's Voluntary Local Review is to be strength-based as opposed to deficit-based in our analysis. Throughout the document, we have highlighted examples of positive work being done to advance equity in Winnipeg. A strength-based approach values the capacity, skills, knowledge, connections, and potential in communities. It does not mean ignoring challenges, but rather focuses on highlighting the resources, resilience, and strengths that exist to tackle the challenges in front of us.

# SDG 1: No Poverty

There are multiple dimensions that can lead to poverty, and Peg includes a range of measures to track poverty in Winnipeg. Peg tracks Canada's official measure of poverty, the Market Basket Measure, as well as Low Income Cut-Off (After-tax), the percentage of people who must spend a large amount of their income on basic needs.

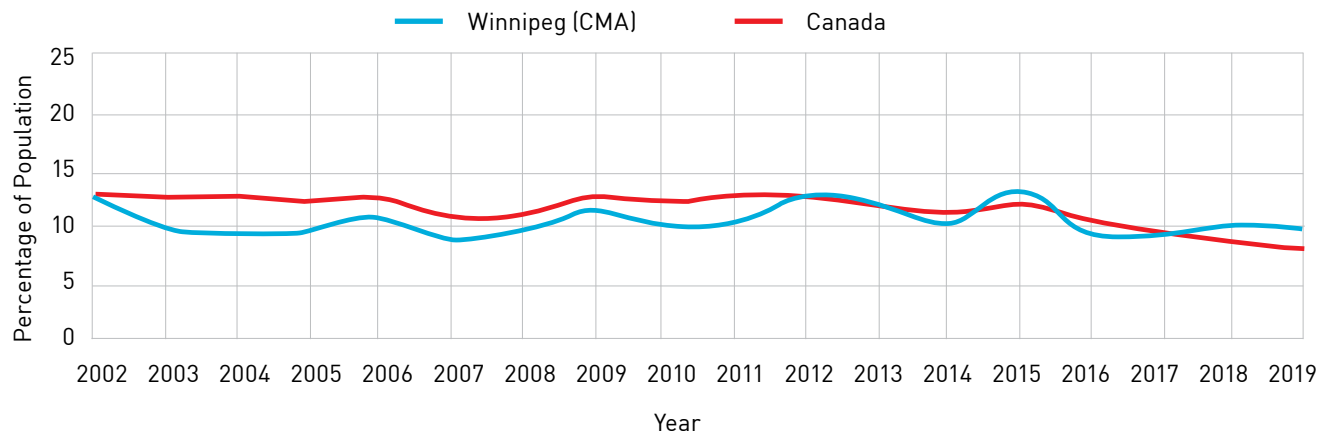




## Market Basket Measure

Market basket measure (MBM) tracks the percent of individuals living on a low income based on the cost of a specific basket of goods and services required to meet basic needs in various areas of Canada. In 2019, 10% of Winnipeggers in the Census Metropolitan Area (CMA) were living on a low income based on the MBM. While this number has decreased since 2015 (13.2%), it remains higher than the Canadian rate in 2019 (8.2%).

### Market Basket Measure (MBM) - 2008 Base



Source: Statistics Canada<sup>27</sup>

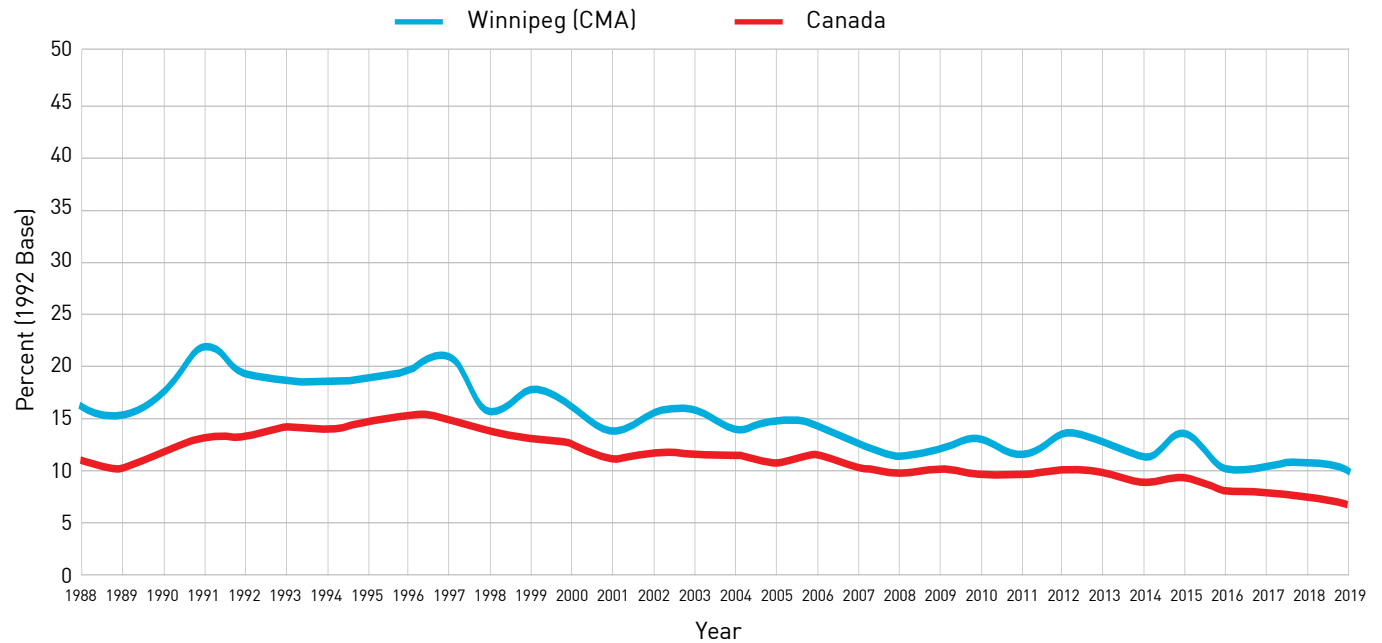


Trails along Winnipeg's Red River. (Mikaela Mackenzie / Winnipeg Free Press / September 24, 2021.)

## Low Income Cut-off After Tax (LICO-AT)

Low income cut-off (after tax) measures the percentage of all people that spend a higher-than-average percentage of their income on basic needs (1992 base). In 2019, 9.9% of Winnipeggers in the CMA lived below the low income cut-off (after tax), compared to 6.5% Canada-wide. The number of Winnipeggers in the CMA who are living below the after-tax low income cut-off has decreased since 2015 (13.3%).

### Low Income Cut-Off, After Taxes



Source: Statistics Canada



## What We're Doing

All levels of government, community groups, and Peg recognize that poverty is both visible and complex. Poverty disproportionately harms children, Indigenous peoples, and recent immigrants living in Winnipeg. Groups who are more likely to experience poverty in Winnipeg include people of colour, people with a disability, 2SLGBTQQIA+ people, and lone parents, especially women – and people can be members of multiple groups, increasing the likelihood they will experience poverty. Poverty in Winnipeg tends to be geographically concentrated in the inner city, although suburban communities have pockets of poverty.<sup>28</sup> Poverty is a complicated issue with many contributing factors. Systemic factors, including policy, can often play a role in determining which groups are more likely to be marginalized and by how much. Conversely, policies can also result in certain groups being advantaged.

Federal and provincial levels of government have jurisdiction over key areas that can support poverty reduction, including housing, health, education, and income support. Federally, poverty is addressed through Canada's National Poverty Reduction Strategy, with targeted support to the Canada Child Benefit, increases to the Guaranteed Income Supplement, and the National Housing Strategy. The Province of Manitoba oversees the Manitoba Poverty Reduction Strategy, which has set a target of reducing the child poverty rate by 25% by 2025, compared to the baseline year of 2015. The strategy also commits to working with the federal government and other parties to support the federal goals of reducing the national poverty rate by 20% by 2020 and 50% by 2030.<sup>29</sup>

Municipalities may also have a role in reducing poverty. The City of Winnipeg approved its first Poverty Reduction Strategy in November 2021. The Strategy is based around eight goals, which address systems change, affordable housing, employment and income opportunities, community well-being supports, transportation, equitable city services, food security, and community safety.<sup>31</sup>

Winnipeg has a strong group of community organizations working to address the root causes of poverty. The Winnipeg Poverty Reduction Council, led by United Way Winnipeg, includes representatives from federal, provincial and municipal governments who can provide recommendations on poverty reduction. The Canadian Centre for Policy Alternatives brought together civil society groups to write the Winnipeg Without Poverty Plan in 2018 to advocate for a municipal poverty reduction strategy that matches other Canadian cities. With a deep understanding of the interconnectedness between housing and poverty, End Homelessness Winnipeg was established in 2015 to implement the 10-year Plan to End Homelessness in Winnipeg. In 2020 they released *Kíkinanaw Óma: A Strategy to Support Unsheltered Winnipeggers*, which brought together first responders, City of Winnipeg officials, community agencies, and those with lived experience to develop strategies to advance unsheltered individuals with their right to housing.

## Civil Society Spotlights

### MAKE POVERTY HISTORY MANITOBA

Make Poverty History Manitoba (MPHM) is a coalition of front-line agencies and individuals helping people currently living in poverty, with a goal to change policy and the systems that can end poverty for good. MPHM originally came together 15 years ago and published *The View from Here* - a visionary document that outlined what a coordinated provincial poverty-reduction strategy might look like.

MPHM operates from the belief that the causes of poverty are far deeper than just low incomes or unemployment, and seeks to address social exclusion through the interconnected issues of reconciliation, childcare, public transportation, health, recreation, education, training, and others. In addition, MPHM works to educate all Winnipeggers on the impact of poverty, so they can take action and contribute to the solution. MPHM has played a role in some key leaps forward for poverty reduction in Winnipeg, including leading advocacy for the provincial Rent Assist program and as a co-creator of the Poverty Reduction Strategy released by the City of Winnipeg.

MPHM's chair, Michael Barkman, notes that Winnipeg's size means it has a strong sense of collaboration and community, which is crucial to political advocacy and poverty reduction work. But challenges remain – reducing child poverty is an important focus, and key to the work around truth and reconciliation. Poverty in Winnipeg is racialized and disproportionately Indigenous, and Barkman notes there is an obvious link between decolonizing and working towards ending poverty. There is so much knowledge and wisdom to gain from Indigenous communities in Manitoba, and MPHM feels it is important to let that knowledge lead the process of moving forward.

***“Addressing poverty is a spectrum - supports are needed today but we also need to take systemic action to end it. The pandemic has exacerbated inequities that already existed in our community.”***

-Michael Barkman, Make Poverty History Manitoba



An income distribution map at a Make Poverty History Manitoba community consultation in 2017. (John Woods / Winnipeg Free Press / March 21, 2017).



At SEED Winnipeg, work to reduce poverty and renewing Winnipeg's inner city is done primarily through financial empowerment. Programs are based on Community Economic Development principles, which means communities initiate and generate their own solutions to their common economic problems. SEED's programs include business development supports, credential recognition supports, and micro-loans for skilled immigrants, access to identification, tax filing, financial literacy, matched savings, and a financial help line. Last year alone, SEED and partner agencies worked with community members to access over \$16 million in benefits and assets, secure over 700 pieces of ID, and open 63 RESPs. Over 4,000 community members attended financial literacy or coaching sessions and 488 service providers attended 'train the trainer' or capacity building sessions. In addition, 10 businesses were launched or expanded, and 11 jobs were created.

In addition to their programs, SEED works in partnership with Indigenous community members and organizations to reduce the ongoing impact of colonization by taking action on the recommendations of the Truth and Reconciliation Commission, and also works in partnership with other organizations and across sectors to scale program delivery and combine efforts to address systemic barriers.

***“SEED envisions a world where opportunities exist for all people and communities to realize their hopes. In the next 5 to 10 years we would like to see a substantial reduction in poverty, economic inequality and racial inequities.”***

-Louise Simbandumwe, Co-Director, SEED Winnipeg Inc.

# SDG 2: Zero Hunger

Food insecurity is a significant issue in Winnipeg. In 2011-12, 11.5% of Winnipeggers experienced food insecurity and in 2017-18, this number rose to 15.7%.<sup>32</sup> There are many reasons why people suffer from food insecurity, and Winnipeg has a range of initiatives to address its symptoms and causes.

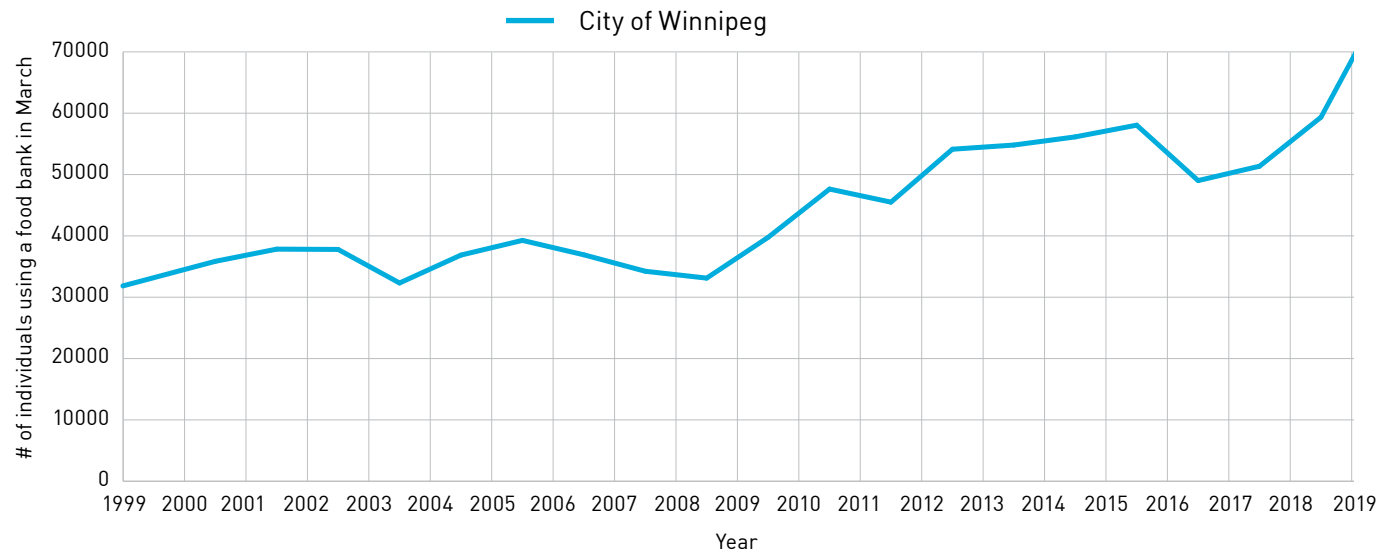




## Food Bank Use

Peg tracks SDG 2 through data from our city's largest food bank organization, Harvest Manitoba. The Food Bank Use indicator measures the number of Winnipeggers using a food bank in the month of March. In 2015, 58,050 people used a food bank during the month of March, while 69,085 people used a food bank in the same month in 2019 - a 19% increase. While we do not yet have data for years affected by COVID-19, Harvest Manitoba reported experiencing a 30% increase in demand during the spring of 2020, coupled with 60% fewer donations.<sup>33</sup>

### Food Bank Use



Source: Harvest Manitoba



Volunteers at work in the Harvest Manitoba warehouse. (Jesse Boily / Winnipeg Free Press / April 8, 2020).

## What We're Doing

While Winnipeg has many organizations who play the important role of providing food to those who need it—including Harvest Manitoba, NorWest Co-op Community Health, Spence Neighbourhood Association, the West Broadway Neighbourhood Association, Wahbung Abinoonjiiag, and Sage House, among many others—it is widely recognized food banks are not long-term solutions to achieve SDG 2. According to Food Banks Canada, poverty is the leading factor in food bank use. To end hunger, Food Secure Canada states, “Anything that makes big ticket items like housing, childcare, and education more affordable will have a positive impact on food security simply because they support the household budget.” This statement matches advocacy from local organizations on the need to enhance income redistribution programs that have measurable impacts reducing food insecurity. Examples of such federal programs include the Canada Child Benefit, the Guaranteed Income Supplement, Old Age Security, employment insurance, and pandemic income supports.

The Manitoba government supports various programs to increase food security. For example, in partnership with five community organizations (including two located in Winnipeg), the province launched the Home Nutrition and Learning Program, which provides packages of nutritious breakfast ingredients, child-friendly recipes and educational activities to low-income school-age children who might otherwise experience food disruption during the pandemic.

The City of Winnipeg took great strides from 2014-2018 in forming the Winnipeg Food Council, a citizen committee advising the Mayor and Council on food systems policy. With community and political support, the Winnipeg Food Council is making positive policy changes to help the production, processing, distribution, consumption, and disposal of food in Winnipeg. For example, to enhance urban agriculture, the Council proposed amendments to zoning bylaws to support small-scale farming on vacant lots, and indoor urban agriculture in more places throughout Winnipeg.

The City of Winnipeg Poverty Reduction Strategy has included food security and food system resilience as one of its eight goals, and key direction 1.7 of the City of Winnipeg’s Climate Change Action Plan states: “Increase Opportunities, Respond to Food Needs Throughout Winnipeg and Increase Access to Local and Sustainable Food.”<sup>34</sup>

OurWinnipeg 2045, the City of Winnipeg’s proposed 25-year development plan, recognizes that local food production and connections to our food are part of vital and healthy neighbourhoods, requiring comprehensive intergovernmental cooperation and sustainability planning policies. The City of Winnipeg’s work on SDG 2 can contribute to the realization of the Calls for Justice from The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls. Call for Justice 4.1 calls on all governments “to uphold the social and economic rights of Indigenous women, girls, and 2SLGBTQIA people by ensuring that Indigenous Peoples have services and infrastructure that meet their social and economic needs.” Call for Justice 4.1 also states, “All governments must immediately ensure that Indigenous Peoples have access to safe housing, clean drinking water, and adequate food.”<sup>35</sup>

Winnipeg’s inner city has a large population of Indigenous residents, and has also been a food desert for many years. While access to food is important, issues of food security for Indigenous peoples must also take into account the importance of culturally appropriate foods and other issues of food sovereignty. Indigenous Food Sovereignty (IFS) is a movement to reconnect people and food systems guided by four main elements: the recognition that food is sacred; participation in food systems; self-determination; and supportive legislation and policy.<sup>36</sup> In Winnipeg, many Indigenous-led organizations throughout the city are focusing on these principles to ensure that Indigenous people living in the city can strengthen their cultural connection to food, including access to traditional foods and practices such as growing, harvesting, and production.<sup>37</sup>

## Civil Society Spotlights



NorWest Co-op Community Health is the only health Cooperative in Manitoba, and is driven by the mission of people taking control of their own health. Offering a variety of services including primary care, community development, counselling, outreach, food security and advocacy, childcare, and youth mental health, NorWest operates under the philosophy that “there’s no wrong door.” This enables staff to ensure that community members are connected with the program or service that best meets their needs.

Just one of NorWest’s many innovative programs is the Community Food Centre (CFC), a welcoming place where community members come together to cook, grow, and learn about food. The NorWest CFC is a partner site of Community Food Centres Canada, and is designed to go beyond offering short-term handouts and work towards addressing underlying issues of poverty and chronic hunger, offering programs that empower people to advocate for their health and offering access to healthy food in a dignified way.

In addition to the CFC, NorWest operates food programming out of several Family Resource Centres, offering a safe, welcome space close to home for community members to access services and help meet basic needs. Family Resource Centres offer meals, hampers, food skills programming and a range of poverty reduction programs and services.

Due to the pandemic, NorWest saw food insecurity increase in their community significantly, with low-income and racialized communities hit the hardest. Last year the NorWest CFC provided over 34,000 meals to community members, offered 89 food skills sessions, and had 366 visits to their advocacy office, helping reduce social isolation and increase community engagement.

***“We pride ourselves on our vision and mission, which is people taking control of their own health.”***

-Michelle Kirkbride, Community Development Coordinator, NorWest Co-op Community Health



Lunch is served, featuring produce donated by local Manitoba producers.



First harvest from the community garden. (Photos provided by NorWest Co-op Community Health).



# SDG 3: Good Health and Well-Being

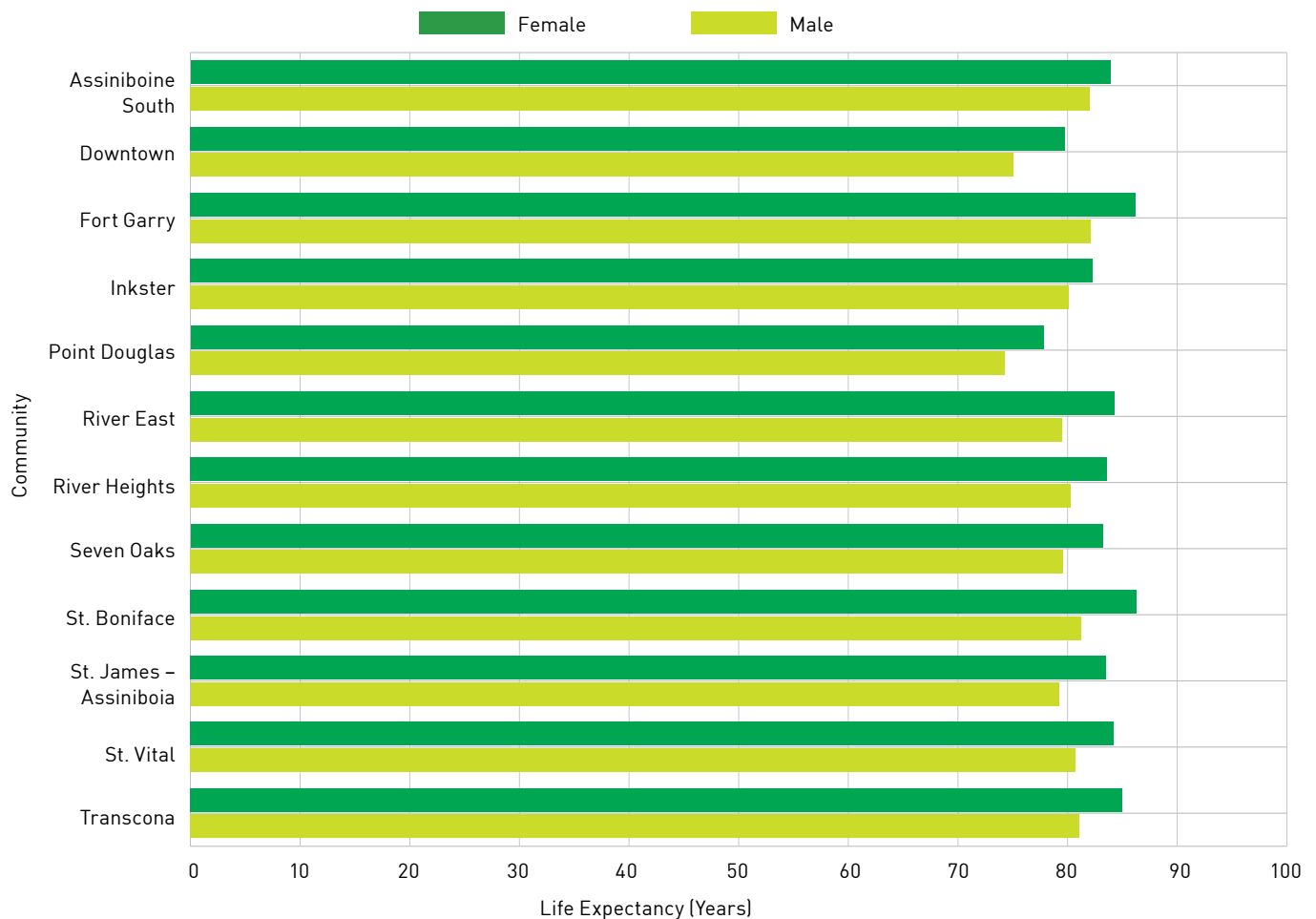
SDG 3 aims to ensure healthy lives and promote well-being for all, at all ages. This goal addresses a wide range of health priorities, from access to health care, health equity and health coverage to reproductive health and communicable diseases. Winnipeg has seen mixed trends in health and well-being indicators that vary across the city - while some indicators show encouraging gains, others point out where challenges remain.



## Life Expectancy

Life expectancy is an estimate of how long, on average, people can expect to live from birth. This data is available across Winnipeg's 12 Community Characterization Areas. Overall, women's life expectancy improved from 2002-2006, when it ranged from a low of 76 years (Point Douglas) and a high of 84 years (Fort Garry and St. Boniface), to 2012-2016, when it ranged from a low of 78 years (Point Douglas) to a high of 86 years (Fort Garry and St. Boniface). Men's life expectancy similarly improved over time: from a low of 72 years (Point Douglas and Downtown) and a high of 80 years (Assiniboine South and Fort Garry) in 2002-2006 to a low of 74 years (Point Douglas) and a high of 82 years (Assiniboine South and Fort Garry) in 2012-2016. Despite this overall improvement, there is still a wide gap between life expectancies across neighbourhoods - up to seven years between Winnipeg's lowest income neighbourhood (Downtown) and its highest (Assiniboine South).

### Life Expectancy, 2012 – 2016



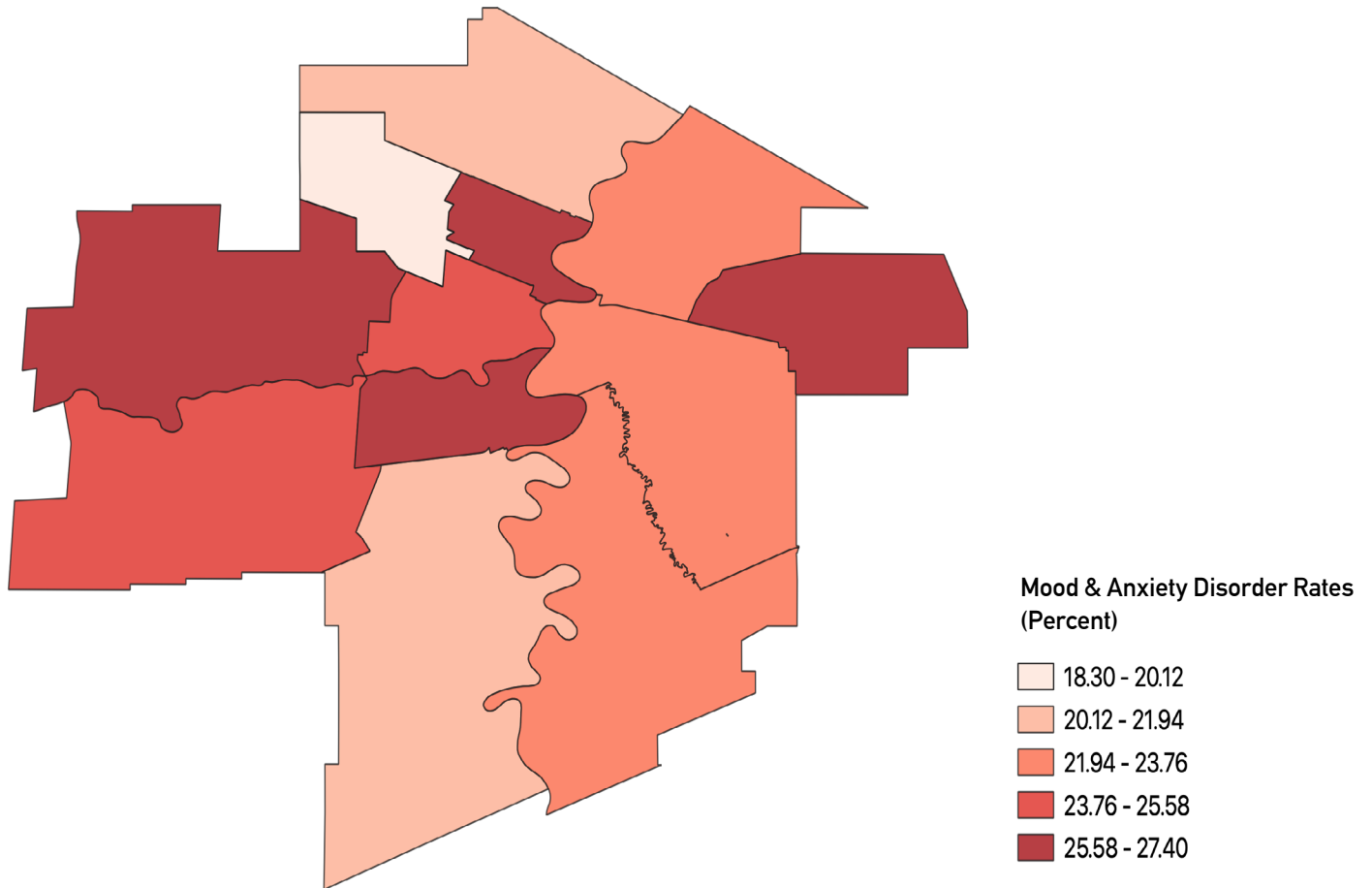
Source: Winnipeg Regional Health Authority



## Mood and Anxiety Disorders

The Mood and Anxiety Disorders indicator measures the percentage of people aged ten and above who have been diagnosed with a mood or anxiety disorder. Diagnosed mood and anxiety disorders differ across neighbourhoods, with the latest data from 2007/2008-2011/2012 ranging from 18.3% of the population in Inkster to 27.4% of the population in Point Douglas. There is no available data since the onset of the COVID-19 pandemic.

### Diagnosed Mood and Anxiety Disorders by Community Area, 2007/08 – 2011/12



Source: Manitoba Centre for Health Policy

## What We're Doing

Health outcomes are influenced by many factors within and outside of the healthcare system, including where we live, work and play. Social determinants of health relate to “an individual’s place in society, such as income, education or employment,” and include discrimination, racism, and other historical trauma experienced by Indigenous peoples and other groups.<sup>38</sup> The data trends described above indicate that while all Winnipeggers are included in the same health care system, other factors can lead to different health outcomes, and every level of government has a role to play in supporting healthy communities. Policy-wise, health care falls under the jurisdiction of the Government of Manitoba, but the City of Winnipeg, research institutions, and civil society organizations also support SDG 3 in many ways.

The Departments of Manitoba Health and Seniors Care, along with the newly formed Mental Health Wellness and Recovery provide planning, policy, funding, and oversight to the health system in Manitoba. In 2018, the province established Shared Health, which leads the planning and integration of clinical and preventive services province-wide. Service delivery organizations like the Regional Health Authorities, CancerCare Manitoba, and the Addictions Foundation of Manitoba remain responsible for the delivery of health care services across the province. The Winnipeg Regional Health Authority serves Winnipeg residents with a mission to coordinate and deliver quality, caring services that promote health and well-being. The WRHA directly addresses health inequalities through its Health Equity Action Plan (released in 2013) along with supplementary work including a survey and engagement process with Local Health Involvement Groups completed in 2016, and the most recent WRHA Community Health Assessment (completed in 2019).

The City of Winnipeg recognizes that health and well-being are shaped by a myriad of factors. One of OurWinnipeg 2045’s six goals focuses on Good Health and Well-being. Through this goal, the City of Winnipeg will focus on enabling access to basic needs for good physical and mental health, supporting positive health outcomes through the built and natural environment, and proactively identifying and addressing threats to community safety and well-being. Each objective is connected to several policies that will support health equity, active transportation, community safety, and affordable housing, among others.

## Health Inequities and the Indigenous Community

Winnipeg-based researchers also delve into issues surrounding racialized health inequalities. Notably, The Indigenous Institute of Health and Healing, Ongomiizwin (meaning clearing a path for generations to come) officially launched at the University of Manitoba in 2017. It is the largest Indigenous education and health unit in Canada. Ongomiizwin's mandate is to provide leadership and advance excellence in research, education, and health services in collaboration with First Nations, Métis, and Inuit communities to reflect the health-related Calls to Action made by the Truth and Reconciliation Commission of Canada. These Calls to Action address themes such as honouring traditional knowledge and healing practices; providing safe learning environments; improving support and retention of Indigenous students; educating all students and faculty in cultural safety and anti-racism; and removing barriers to health professional education.

A 2019 study published by the FNHSSM and the Manitoba Centre for Health Policy (MCHP) found that the health gap between First Nation peoples and all other Manitobans is growing.<sup>39</sup> Often, Indigenous Peoples are not meaningfully involved in decisions on health care and face much more significant barriers to accessing health care services. Examples of such barriers would be difficulties that arise from being unsheltered and without a permanent address. Racism and a lack of education surrounding Indigenous health among health care providers is also a significant issue. Additionally, First Nations people are over-prescribed opioid painkillers, which significantly increases the risk of developing a substance dependence. Among Indigenous women, the rates of heart disease and stroke are far greater than the general population, and they also suffer from higher rates of suicide attempts. Furthermore, crucial mental health services for combating the detrimental psychological effects of racism and colonial oppression and culturally relevant health care services are inaccessible to most Indigenous Peoples.

The Manitoba Centre for Health Policy is a research unit within the Department of Community Health Sciences at the University of Manitoba that collates and hosts a rich dataset of population health data. MCHP conducts research to measure health and well-being for all Manitobans and identifies inequalities in outcomes across regions and income groupings. MCHP carries out population-wide research on health services, population and public health, and the social determinants of health. While they have a wide range of data on physical and mental health, substance use, and the complex social determinants of health such as housing and justice, MCHP also identifies significant data gaps. Prominent data gaps include a lack of individual-level information on household income, indicators that are strength-based rather than deficit-based, mental health data related to service providers that are not physicians (psychologists, social workers, counsellors and nurses), and data on people who have undiagnosed mental or physical disorders. Access to high-quality, current data is crucial to drive advocacy and policy reform on key issues. MCHP has been involved with Peg from the beginning, with many of Peg's health indicators using data produced by the centre.

## Civil Society Spotlights

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Mood Disorders Association of Manitoba (MDAM) is a community-based, grassroots organization that provides peer support, education and advocacy for those living with mood disorders and other co-existing mental health illnesses throughout Manitoba. MDAM is part of a holistic support system, working with health professionals, family and friends of the individual, and community organizations to offer care and support for those who need it.

While not a treatment centre, MDAM works to fill the gaps and offer support for those who may be waiting for treatment. The organization offers a wide network of programs and services, including peer support groups throughout the province, Women's speaker series, a postpartum warmline, and support for families and youth.

In some ways, the pandemic has helped MDAM reinvent – like many organizations, when COVID-19 closed in-person support groups, MDAM pivoted to offer sessions online. While this has made programs more accessible for those with access to tools to utilize available technologies, MDAM would like to work towards ensuring computers, Wi-Fi, and the skills to use them are available to anyone who needs them, particularly for disenfranchised groups including newcomers to Canada and those from vulnerable populations who may have language or other cultural barriers to accessing services related to mental health.

***“We offer peer support to those who seek our services by staff and volunteers who have similar lived or shared experience. We meet the individual where they are at in their wellness journey.”***

-Rita Chahal, Executive Director, Mood Disorders Association of Manitoba



# SDG 4: Quality Education

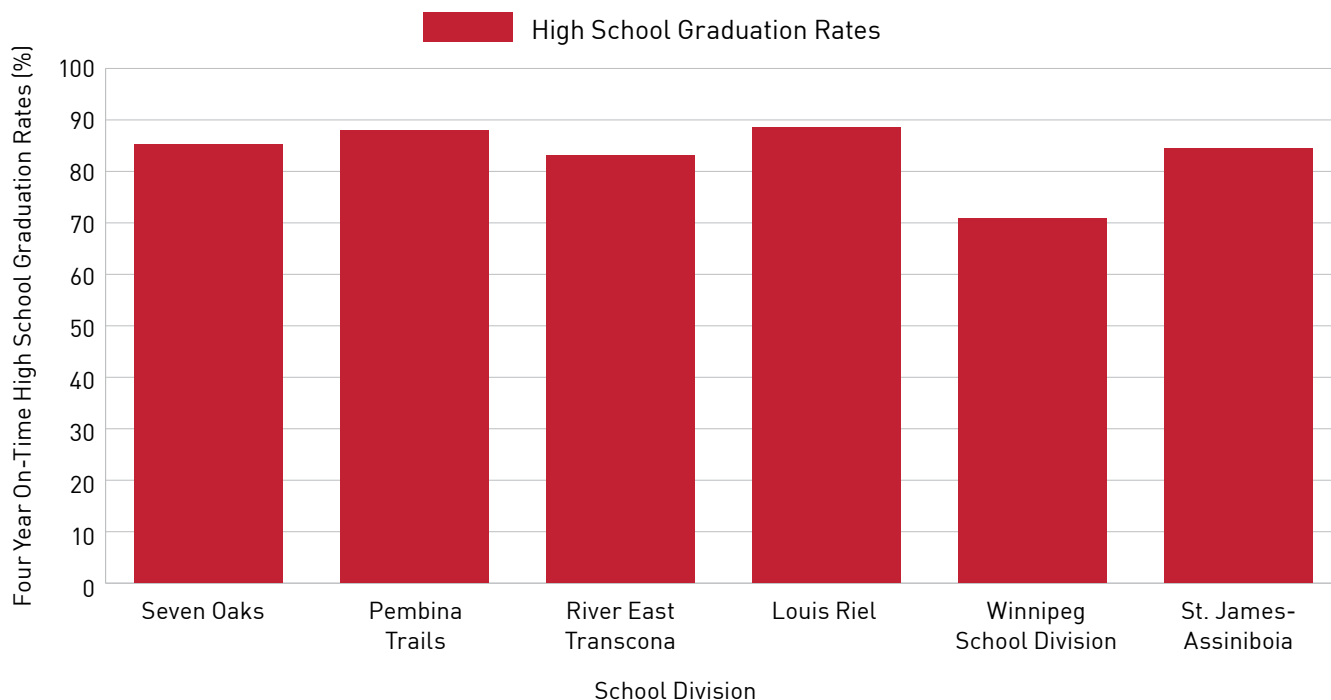
SDG 4 advocates for inclusive and equitable quality education as well as lifelong learning opportunities for all. Because access to quality education can be foundational to developing solutions to our greatest challenges, SDG 4 can have a substantial impact on improving indicators across all SDGs and the overall quality of life for all Winnipeggers. The indicators within SDG 4 show varying access and outcomes related to education across the city. Currently, SDG 4 can be tracked by measuring students' high school graduation rates and the Early Development Instrument.



## High School Graduation Rate

The provincial high school graduation rate measures the percentage of students who graduate within four years of entering Grade 9. Graduation rates are strongly associated with long term health and quality of life, as education and learning are seen as a doorway out of poverty. Winnipeg's highest four-year on-time high school graduation rates in 2015-2019 were in the Louis Riel School Division (88.5%) and Pembina Trails School Division (88.0%), while the lowest four-year graduation rates were in the Winnipeg School Division (70.8%). While four-year graduation rates were lower in the Winnipeg School Division, many students graduate in five or six years, which the Province of Manitoba also tracks.

### Four Year On-Time High School Graduation Rates, 2015-2019

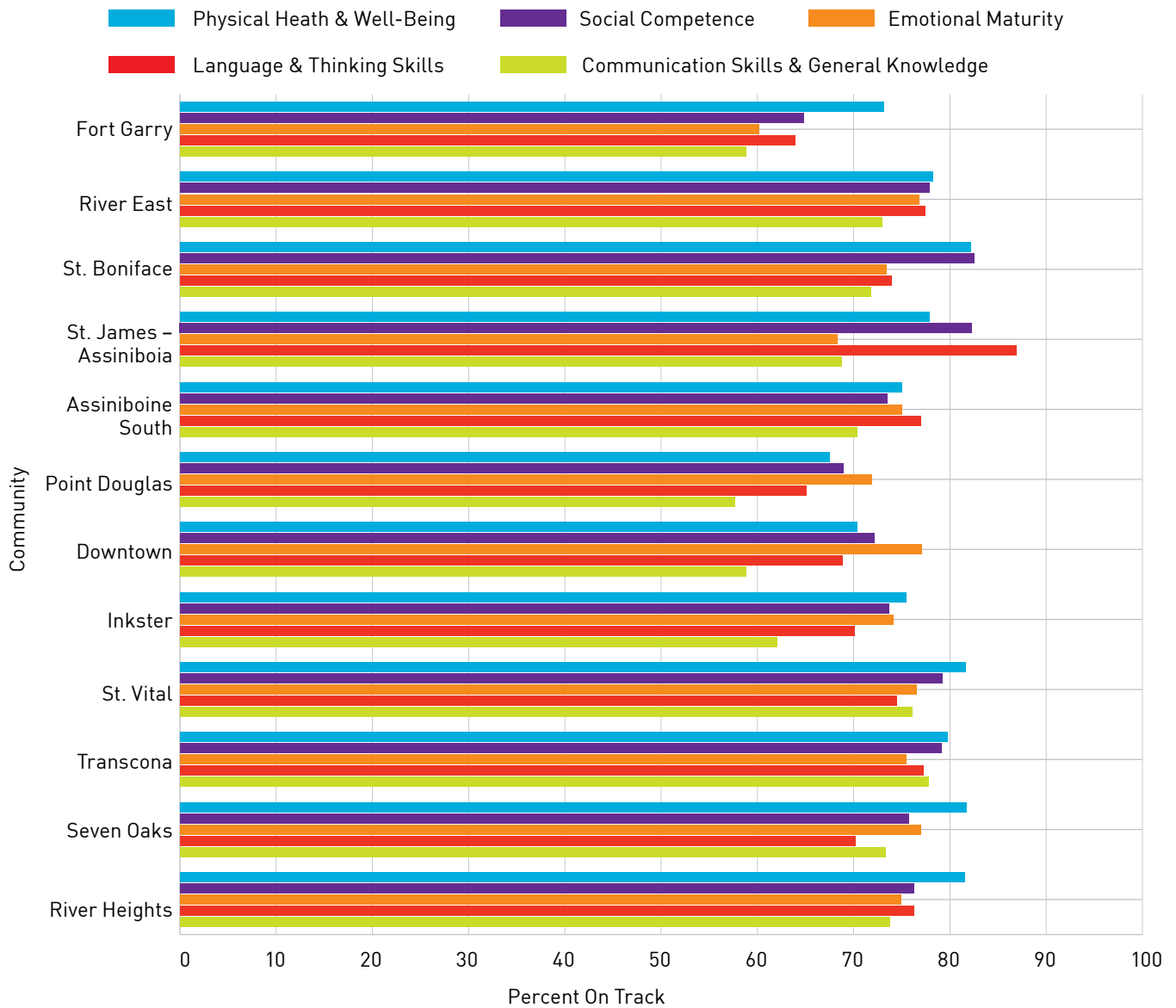


Source: Government of Manitoba, Education and Training

## Early Development

The Early Development Instrument (EDI) is a questionnaire that measures children’s ability to meet age-appropriate developmental expectations across five general domains: Physical Health and Well-Being, Social Competence, Emotional Maturity, Language and Cognitive Development, and Communication Skills and General Knowledge. The EDI is useful to assess strengths and deficits in students and to report on populations of children in different communities. Generally, in Winnipeg a larger percentage of children are determined to be ‘ontrack’ in the category of physical health & well-being rather than communication skills and general knowledge, but results vary geographically. For example, in 2018-2019, 82.2% of St. Boniface children were on track in physical health and well-being, compared to only 67.5% in Point Douglas. Results can be used by organizations and policy makers to make informed decisions about programs.

### Early Development Instrument (EDI) Assessment, 2018-19



Source: Healthy Child Manitoba

## What We're Doing

Education policy in Winnipeg is governed by the province of Manitoba. Currently, Winnipeg has six school divisions guiding the policies and budgets of the elementary schools, middle schools, and high schools. Post-secondary education in the city and the region is given financial oversight and accountability by the province's Advanced Education and Skills Division, while pre-school education and daycare licensing are directed by Manitoba Education.

The Province of Manitoba has stated that within the next five years, their goal is to ensure our students have the most improved performance in Canada.<sup>40</sup> In 2020, the Province commissioned a full review of K-12 education in Canada, leading to a final report that identified ten imperatives and 75 recommendations.<sup>41</sup>

The TRC Calls to Action #62 – 65 strive to increase every student's knowledge and awareness of the legacy of residential schools, treaties and Indigenous history through inclusion in Kindergarten to Grade 12 and post-secondary curricula. Manitoba Education has partnered with the Treaty Relations Commission of Manitoba, the Manitoba First Nations Education Resource Centre and the Assembly of Manitoba Chiefs to implement a five-year Treaty Education Initiative (TEI) that began in Fall 2019. It will ensure that all students grade K-12 and teachers learn about treaties and the treaty Relationship by providing classroom teachers with intensive professional development and treaty kits.

On December 18, 2015, Manitoba's six universities, three colleges, and the Manitoba School Boards Association signed the Manitoba Collaborative Indigenous Education Blueprint (MCIEB). Under the guidance of a steering committee made up of representatives from the educational partners who signed the Blueprint, as well as additional educational institutions, Indigenous organizations, and the government of Manitoba, the MCIEB convenes on issues such as student housing, language revitalization, and anti-Indigenous racism in education. The MCIEB's priorities also include the enhancement of professional development in cultural competency offerings for all levels of education, so that staff, faculty, and management have training opportunities in racism, diversity, equity, and cultural safety on an ongoing basis. Recommendations are routinely made by the MCIEB on policies and practices across school divisions and post-secondary institutions for formal integration of Indigenous knowledge(s), teaching approaches and models, and protocols to ensure a well-informed, respectful implementation.

The guiding principles for the MCIEB are based on Indigenous peoples' right to self-determination, celebrating Indigenous student and educator success, discovering and sharing best approaches and programs to meet the diverse needs of Indigenous students, and supporting reconciliation between Indigenous and non-Indigenous peoples in Manitoba through partnerships built on mutual respect.<sup>42</sup>

Winnipeg has a strong network of community organizations working to further support students outside of the formal school setting. For example, the Community School Investigators Summer Learning Program (offered through BGC Winnipeg) offers five weeks of high quality educational and recreational programming to children in the Winnipeg School Division who may be at risk of summer learning loss.<sup>43</sup> The Immigrant and Refugee Community Organization of Manitoba (IRCOM) offers a variety of educational programming to newcomer children and youth in Winnipeg's inner city, including homework support, mentorship and cultural adaptation, and language.<sup>44</sup> Several schools, family resource centres and other community groups throughout the city have implemented Walking School Buses, ensuring kids are able to make it to school safely and on time.<sup>45</sup> These are just a few examples of programs that provide a vital network of services supporting student success.

## Civil Society Spotlights



The Community Education Development Association (CEDA) grew out of an initiative in the mid-70s to create community schools programming at several Winnipeg schools. In 1979, the program grew into a nonprofit organization dedicated to incubating various community initiatives in Winnipeg's inner city.

For four decades, CEDA has been working within communities to develop needs-based programs to strengthen neighbourhoods, family life, and education for children, youth, and adults. Historic Winnipeg initiatives that have grown out of CEDA's work include LITE (Local Investment Towards Employment), BUILD Inc. (Building Urban Industries for Local Development), and the Inner City Housing Coalition.

Today, CEDA continues to lead projects and programs that "Help Communities Help Themselves." Key work includes a local chapter of Pathways to Education, an innovative and community-based program with chapters across Canada that provides a combination of academic, financial, social, and one-one-one supports to help students attain academic achievement, graduate from high school, and access post-secondary opportunities. CEDA Pathways to Education works with students in the Lord Selkirk Park, William Whyte, Dufferin, and North Point Douglas neighbourhoods to break the cycle of poverty through education.

The Community School Program places a Community Development Organizer directly within a school to work with the wider school community (including administration, staff, teachers, students, parents, and the broader community) identifying challenges facing students and families. Together, they develop and carry out a strategic plan to tackle some specific issues that are barriers to learning success.

Finally, the Centre for Anti-Oppression Studies offers leadership and training to assist individuals, agencies, and communities to engage in anti-oppression work and practice, as well as providing educational materials. The Centre's programming builds capacity to better understand and address the root causes of oppression and build a more just, inclusive, and healthy city.



CEDA runs a range of programs to break the cycle of poverty through education. (Photo provided by CEDA.)





Pluri-elles is a nonprofit organization serving Manitoba's Francophone community. Offering a broad range of programming touching on education, training, job readiness, health, and social services, Pluri-elles works with men, women, children, families, seniors, couples, and children of all ages to strengthen francophone communities within the province.

Education is one of the organization's many focuses, and they offer unique programs based on family literacy - the concept that supporting adults in the development of a stimulating family environment will promote the acquisition of essential skills and lifelong learning for all family members. Program support includes French literacy, preparing adults for their general studies diploma in French, homework support in French for children after school hours, and many more.

Other innovative programs include The Road to Success, a program that offers training and support for newcomer women to help them improve language skills in English and French, and access services including counselling, employability workshops, and computer literacy.

***“Je suis arrivée de la République démocratique du Congo en septembre 2019. Ma première langue est le français. Quand on est réfugié, on ne sait pas où commencer. La route vers le succès m'a beaucoup aidée. J'ai pu vraiment évoluer en anglais, mais aussi en français. Grâce à cela, cette année j'ai pu retourner à l'école en anglais! Je suis en 11e année à la Winnipeg Adult School. L'anglais est vraiment nécessaire ici. J'ai aussi beaucoup appris en informatique, et le counselling m'a vraiment aidée. Ça m'a montré comment bien m'adapter au Canada. J'avais beaucoup de questions, et Pluri-elles m'a donné les réponses. Je leur en suis très reconnaissante.”***

***“I arrived from the Republic of the Congo in September 2019. My first language is French. When you are a refugee, it's hard to know where to start. La route vers le succès program, really helped me. I was able to improve my English skills as well as my French. Thanks to this program, this year I was able to attend school in English! I am in 11th grade at the Winnipeg Adult School. English is a necessity here. I've also learned a lot about computer science, and the counselling has also helped me so much. It has showed me how to adapt well to Canada. I had so many questions and Pluri-elles was able to answer them. I am so grateful.”***

-Henriette Wakubenga, Pluri-elles participant

# SDG 8: Decent Work and Economic Growth

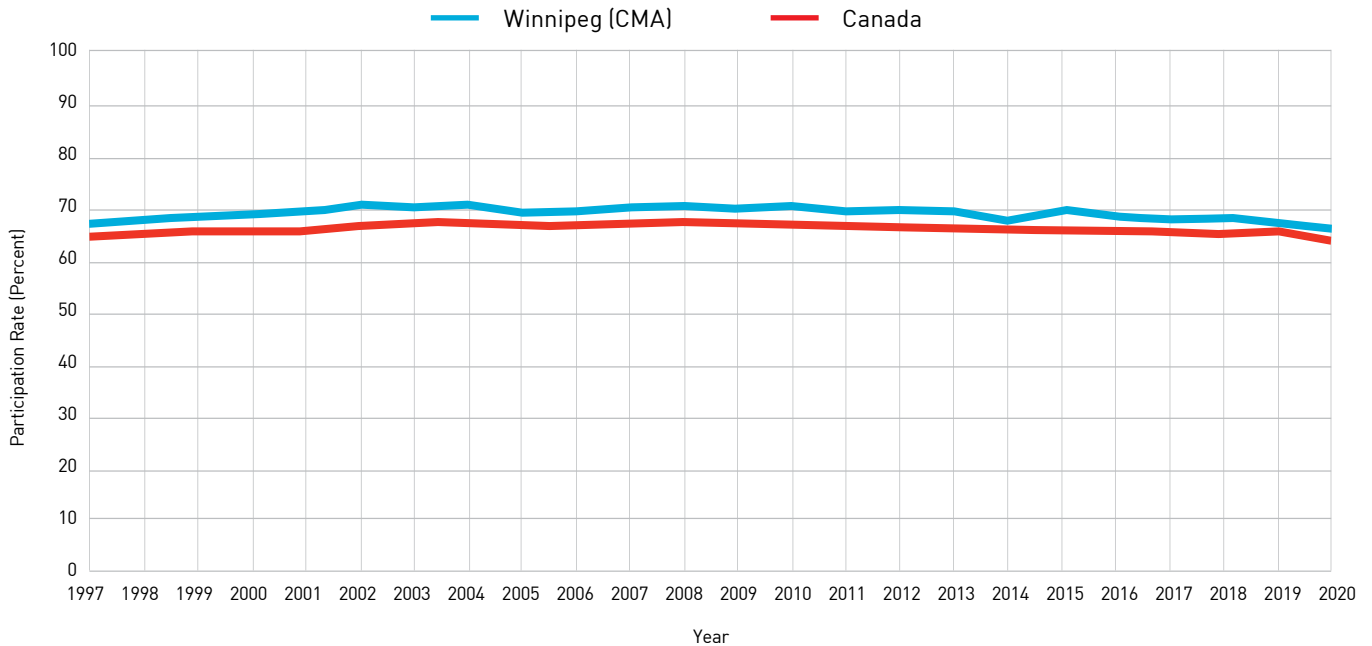
Tracking indicators related to decent work and economic growth is not just about the bottom line. Instead, SDG 8 aims to promote sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all. In this way, it's not just a measure of how much we produce and sell, but also a measure of how well we treat employees, how meaningful they find their work, and what quality of life they secure through this work. As employment and income are closely related, there is a strong link between SDG 8 and SDG 1: No Poverty.



## Participation Rate

Participation rate measures the percentage of working-age people (15 years and over) that are part of the labour force - either working or looking for work. From 2010-2019, the participation rate in Winnipeg (CMA) ranged from 70.5% to 67.4%. However, in part as a result of the COVID-19 pandemic, the participation rate declined to 66.7% in 2020, the lowest rate since 1970 (67.3%). In 2020, Canada also experienced its lowest participation rate (64.1%) in the last 30 years. It is, however, important to look at the participation rate and unemployment rate together. Although the participation rate dropped, it was not as drastic as the increase in unemployment. This is because even if someone lost their job, as long as they continued to look for work they were considered to be “participating” in the labour force.

### Participation Rate

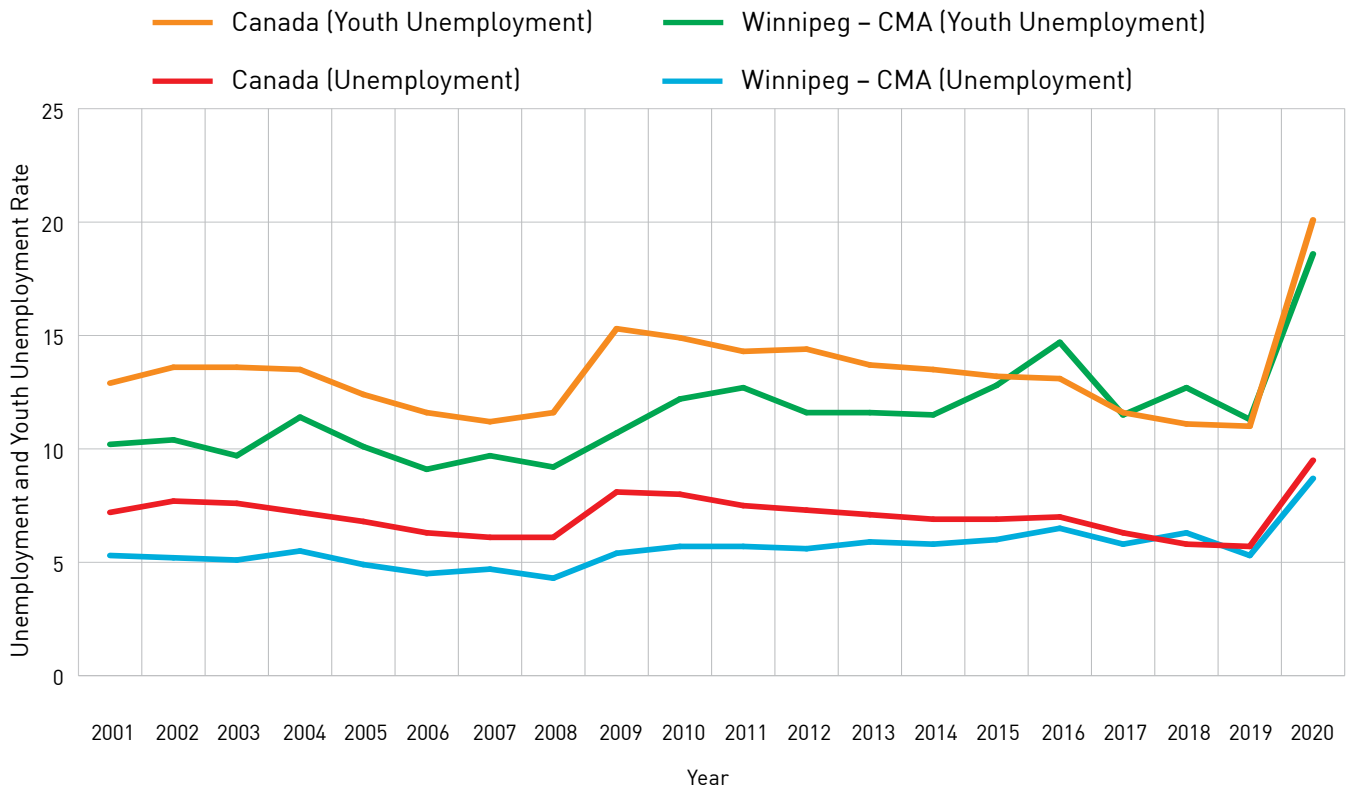


Source: Statistics Canada

## Unemployment Rate & Youth Unemployment Rate

The unemployment rate (15 years and older) and youth unemployment rate (15-24 years of age) show the percentage of Winnipeggers in the Census Metropolitan Area who are not employed, are looking for work, and are available to take a job. From 2009-2019, the unemployment rate in Winnipeg has remained between 5.3% and 6.5%. However, in 2020 the unemployment rate (15+) jumped to 8.7% in Winnipeg (CMA) as a direct result of the COVID-19 pandemic. In Canada, in 2020, the unemployment rate (15+) was even higher, at 9.5%. Similarly, youth unemployment in Winnipeg (CMA) rose from 11.3% to 18.6% from 2019 to 2020, and from 11.0% to 20.1% in Canada during the same period. It is important to note the unemployment rate only accounts for individuals who are unemployed and looking for work. If individuals lost their jobs during the pandemic and stopped looking for work, they would not be counted as “unemployed.” Therefore, the actual number of individuals who lost employment during the COVID-19 pandemic may be higher than the numbers suggest.

### Unemployment (15+) and Youth Unemployment (15-24)

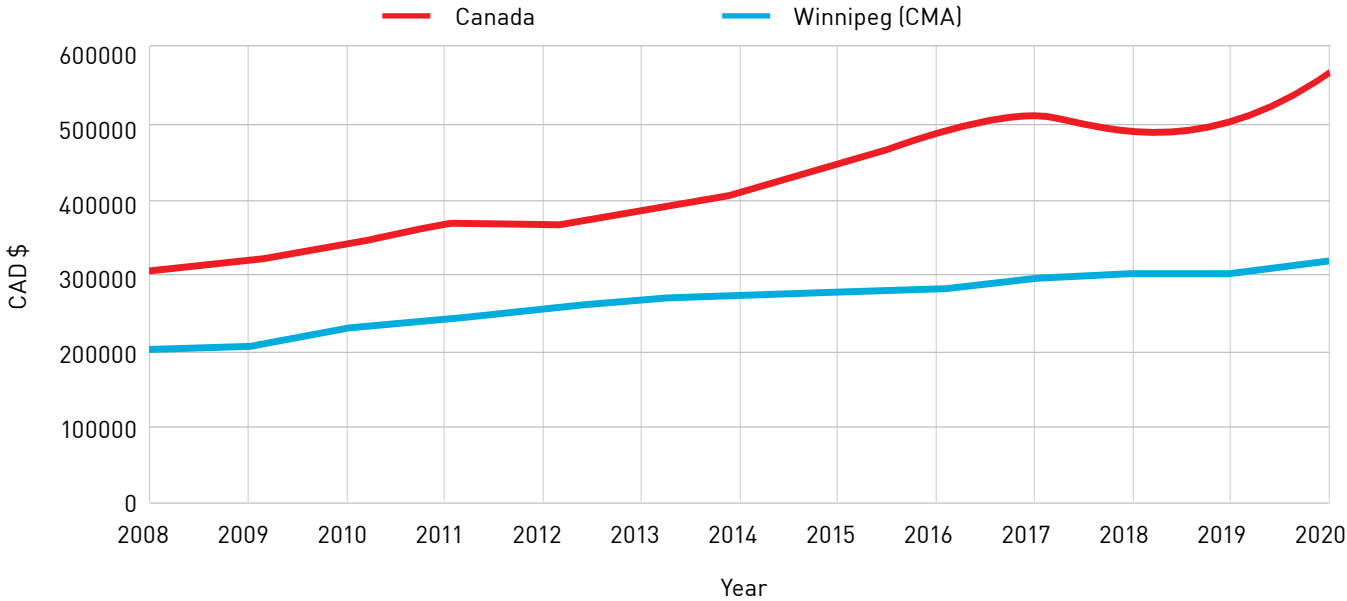


Source: Statistics Canada

### Average House Price

Average house price measures the average price of residential detached houses listed in the Multiple Listing Service database. Housing is usually the largest component of a household’s wealth and as housing prices increase, homeowners’ net worth increases. When this occurs, homeowners tend to be willing to spend more and take on additional debt. Conversely, when housing prices decrease, households find it more difficult to borrow (as their equity has decreased) and rather than spending, they tend to try to pay off their mortgages faster. Housing prices also impact Winnipeggers’ willingness and ability to purchase a home or live in certain areas of the city. Between 2010 and 2020, the average price of a residential detached house in Winnipeg increased by 39%, from \$228,706 to \$317,931. Over the same period in Canada, the average price of a residential detached house increased by 67.4%, from \$339,212 to \$567,699. It is important to note that average housing price does not take into account the changing nature of housing, which has typically grown in square footage and has seen additional features become more frequent, such as garages.

### Average House Price



Source: Canadian Mortgage and Housing Corporation (CMHC)



## What We're Doing

Measures of decent work and economic growth are more important than simply ensuring there is an increase in Gross Domestic Product (GDP). It is about ensuring individuals can seek out and find safe and meaningful employment in a sector they find fulfilling. It also means individuals can use their earnings to obtain a good quality of life, including adequate, safe, and affordable housing, access to necessary goods and services, and the ability to participate in social and cultural activities. In this way, it is important to understand decent work and economic growth in relation to individual well-being.

Peg attempts to capture this holistic understanding of decent work and economic growth through a series of indicators. Participation rate, unemployment rate, and youth unemployment all present important data regarding employment and employment opportunities, while other indicators, such as GDP and retail sales, track economic activity. Furthermore, average house price, median household income, and Consumer Price Index (CPI) all measure how Winnipeggers can spend their money to ensure basic needs are met.

While economic activity is often tied to national and global policies and factors, there are many organizations working in Winnipeg to promote a strong local economy and employment opportunities. Organizations like Economic Development Winnipeg (EDW) are dedicated to driving the local economy by attracting business, investment, events, and people to Winnipeg, while other organizations, such as SEED, combat poverty by providing financial advice and services to those in need. Furthermore, organizations like the Canadian Community Economic Development Network (CCEDNet) Manitoba, work to strengthen communities by creating economic opportunities that enhance social and environmental conditions.



Winnipeg Jets fans at the whiteout street party in 2018. (Mikaela Mackenzie / Winnipeg Free Press / May 7, 2018.)

## Civil Society Spotlights

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Over the past 20 years, more than 28,500 Winnipeggers have found a job with the support of Opportunities for Employment (OFE). Using a unique demand driven model, OFE engages employers in their process, allowing participants to experience a potential work environment and be exposed to different areas of work before engaging in programming and training that prepares them for the job.

Shawn Mahoney, OFE's Executive Director, says that OFE's model is successful because it helps bridge the gap between employees with little experience and employers that need skilled workers. When OFE can help train people for specific jobs, companies can then help them advance through the organization.

OFE has developed numerous programs to target specific needs within Winnipeg. For example, the Refugee Employment Development Initiative is designed to help newcomers with language barriers train for positions in the manufacturing industry. Focusing on learning language and technical skills specific to a predetermined job helped 77% of program participants secure employment last year.

In the Newcomer and Indigenous Youth Program, participants are offered a safe environment to explore potential barriers to employment like lack of education, cultural differences, and low self-esteem. 90% of program participants found employment through the program last year. A third program helps ex-offenders gain skills and access quality jobs. OFE's staff speak 26 languages, helping to serve job seekers in their first language.

In addition to programs that directly put people into jobs, OFE carries out research on employment issues in Canada, including developing models to work with visible minority females, as that is a demographic that is chronically underemployed.

While the pandemic forced OFE to move much of their programming online, Mahoney says face-to-face interactions with vulnerable communities is crucial. He is predicting a labour shortage post-COVID-19, and is hoping that OFE can continue to work even more closely with employers to help Winnipeg businesses grow while also training and placing workers in need of a job.

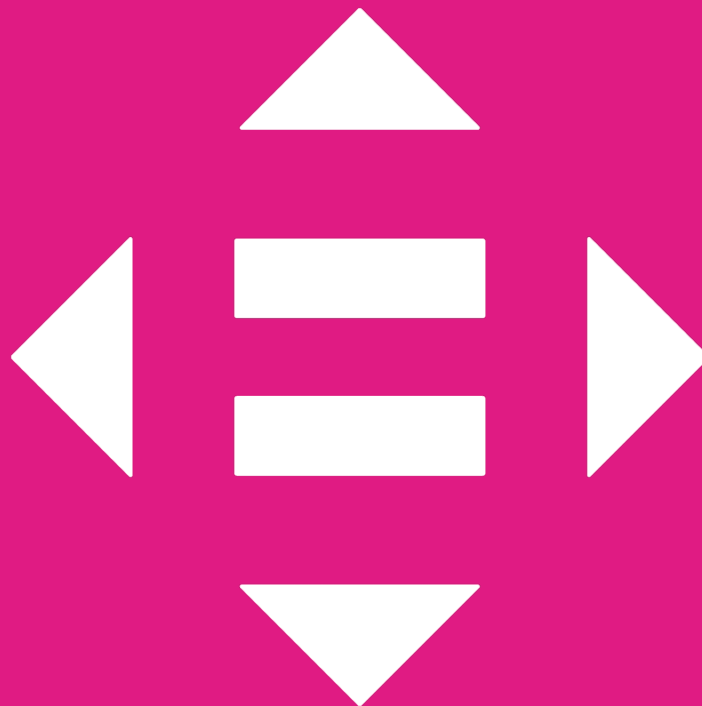
***“Everybody deserves an opportunity – if we can be part of the equation to get someone employed, we will develop a program to get them employed.”***

-Shawn Mahoney, Executive Director, Opportunities for Employment



# SDG 10: Reduced Inequality

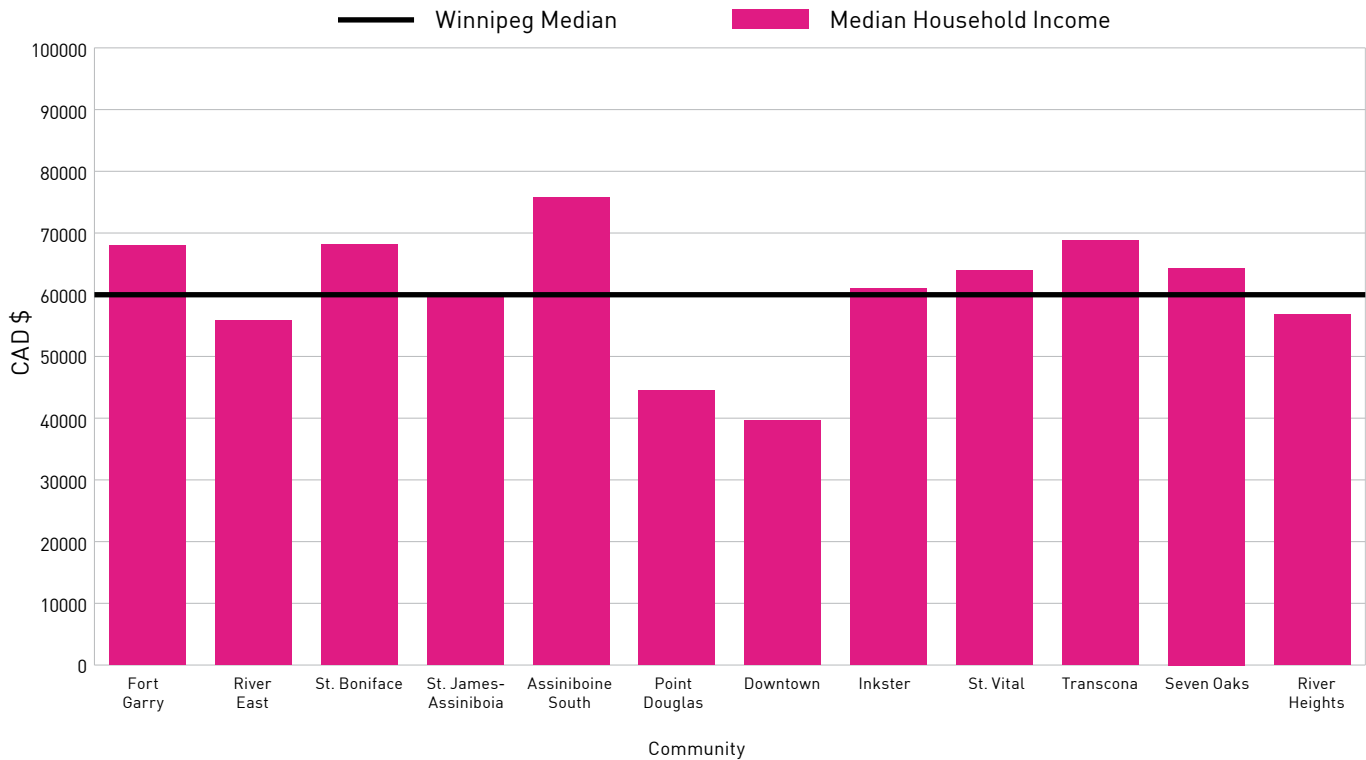
One of Winnipeg's biggest challenges is inequality across neighbourhoods. Winnipeg's inner city and suburban neighbourhoods, like those in many cities around the world, differ according to a range of measurable indicators related to income and housing. Ideally, data that helps measure inequality should be disaggregated according to gender and race, but this data is not always available.



## Median Household Income

Winnipeggers’ median household income is almost twice as high in the city’s highest income area as in its lowest - a difference of just over \$36,000. The latest available data from 2015 shows higher incomes are concentrated in Winnipeg’s suburban neighbourhoods while below-average incomes are mainly found in inner city neighbourhoods and some smaller pockets of north and south Winnipeg. In 2015, the median household income in Assiniboine South was \$75,787, compared to \$39,626 in Winnipeg’s downtown neighbourhood. Income inequality across neighbourhoods is not new. In 2000, residents of Point Douglas (\$26,749) and Downtown (\$25,628) earned, on average, less than half of residents in Assiniboine South (\$64,793).

### Median Household Income, 2015

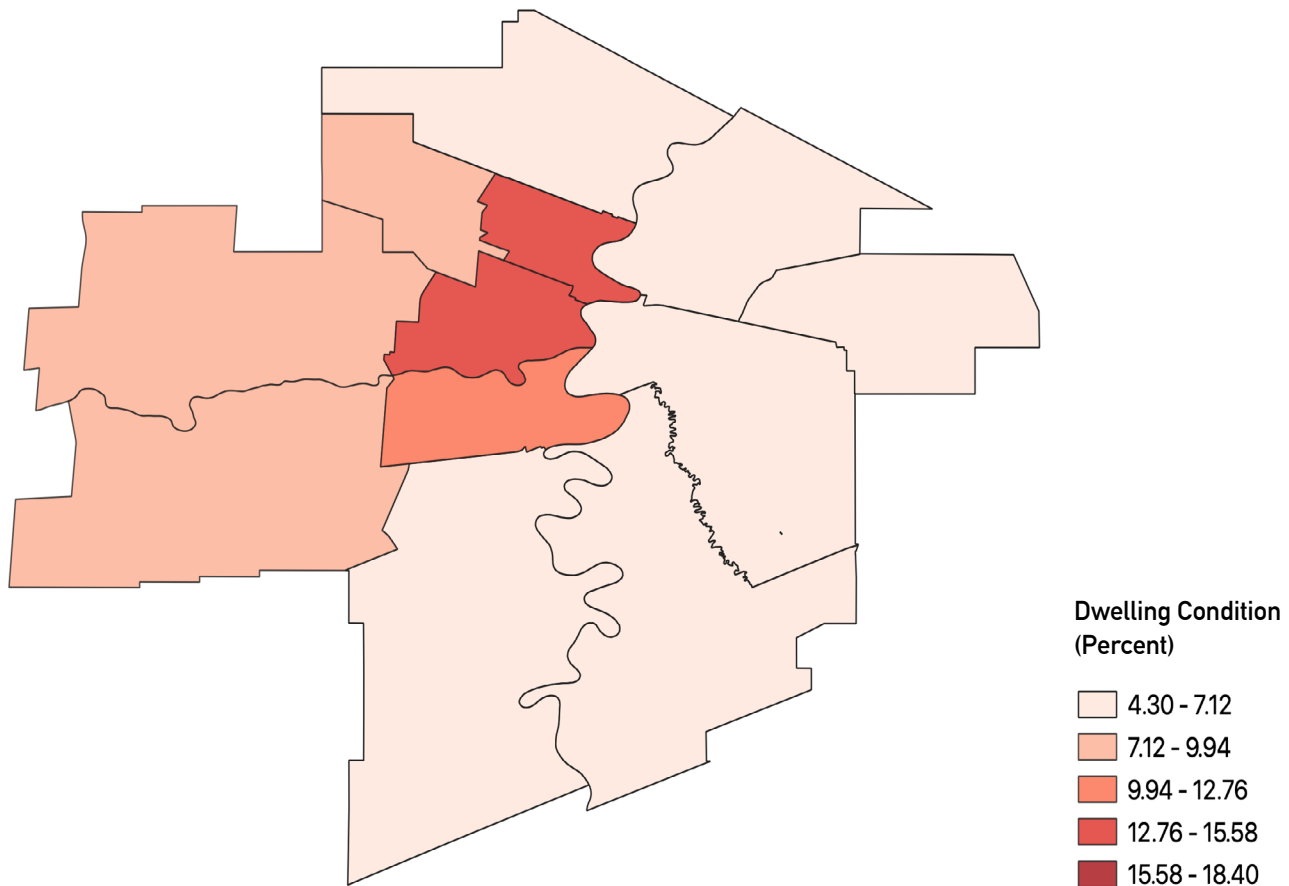


Source: Statistics Canada

## Dwelling Condition

This indicator measures the percentage of homes in need of major repair. Data from the Canadian Census since 2000 shows that Winnipeg's inner city has significantly poorer housing conditions than suburban neighbourhoods. Data from the latest census in 2016 shows Point Douglas, an inner city neighbourhood, has 14.48% of its houses in need of major repair, compared to 4.48% in Seven Oaks and 4.98% in Fort Garry, both suburban neighbourhoods. These differences indicate a degree of inequality in housing conditions between Winnipeg's neighbourhoods. Generally, dwelling conditions have improved across the city over the past two decades; however, inequalities remain distinct. Data from 2001 shows that 18% of homes in Point Douglas were in need of major repair, compared to 6.6% of houses in Seven Oaks and 6.1% in Fort Garry.

### Percentage of Homes in Need of Major Repair by Community Area, 2016



Source: Statistics Canada

Researchers have documented the historical roots and contemporary impacts of inequality in Winnipeg, noting that income inequality, while not new, creates divisions in our city.<sup>46</sup> Poverty is generally concentrated in Winnipeg's inner city, where Indigenous peoples and people from racialized communities are more likely to live and housing status is worse.



## What We're Doing

Inequality is a cross-cutting policy challenge. Federally, the Government of Canada has a comprehensive policy goal to end discrimination and reduce inequalities, targeted through income-related initiatives including the Canada Child Benefit, Guaranteed Income Supplement and Canada Workers Benefit, housing-related initiatives including the National Housing Strategy, and initiatives to end discrimination including the Black Canadians Communities Initiative and the Accessible Canada Act. The Government of Manitoba tracks both income inequality and core housing need as part of their Poverty Reduction Strategy. The City of Winnipeg addresses inequality in Social Equity, one of OurWinnipeg 2045's six proposed goals, with the aims of upholding human rights so no one is left behind, to build bridges spanning ideas, cultures, identities, and generations on a foundation of truth, understanding, and rights-based reconciliation and to build social cohesion through community development solutions, coordinated, effective partnerships, and responsive service delivery. The policies that will help to achieve these objectives focus on equitable service access, housing, reconciliation with Indigenous peoples, and community cohesion.



Qaumajuq, the largest public collection of contemporary Inuit art in the world, at the Winnipeg Art Gallery. (John Woods / Winnipeg Free Press / March 16, 2021.)

## Civil Society Spotlights

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The Winnipeg Poverty Reduction Council (WPRC) brings leaders together from various sectors to work collaboratively at addressing the underlying causes of poverty. The WPRC's role has three components: to share knowledge about complicated issues, use its influence to engage all sectors and communities, and foster collaboration that breaks down silos to create collective impact and reduce poverty in Winnipeg.

Jill Andres, WPRC's Executive Director, notes that Winnipeg has many leaders across sectors committed to working towards a more sustainable and just city. While this presents a significant opportunity to shift the status quo, creating large systems change is challenging because it involves working in a complex and ever-changing context. Moreover, change can often create discomfort and resistance.

The WPRC's current initiative, TRC #92: Youth Employment, is oriented around Call to Action #92, focusing on Indigenous youth. Using an employer consortium and a social innovation lab process, TRC #92 brings together industry leaders, community trainers, and local youth to address barriers Indigenous youth face when accessing jobs in the corporate sector.

The employer consortium provides organizations with the opportunity to make individual change and corporate culture transformation by learning about Indigenous history, the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, as well as providing experiential learning. In addition, the Social Innovation Lab engages with Indigenous jobseekers to centre their voices and best determine how employers might support them through their transition into employment.

The WPRC's long-term goals are to continue working towards reducing poverty through a cross-sectoral and action-oriented approach. Their goal is to build healthy, strong, and sustainable communities in Winnipeg that are inclusive, diverse, and equitable.



## THE WINNIPEG BOLDNESS PROJECT

The Winnipeg Boldness Project works with the Point Douglas Community Area (often referred to by residents simply as “the North End”) to improve health and wellness outcomes for children and their families. The “Bold Goal” is that children and families in the community experience dramatically improved well-being - physically, emotionally, mentally, and spiritually. Using a social innovation approach, Boldness centres both community knowledge and Indigenous ways of knowing, feeling, doing, and being to design solutions to address the community’s most significant challenges.

Boldness’ work is centered around a theory of change developed during their first year - the Child Centered Model (CCM). The CCM is based on the vast knowledge of local residents and community organizations, which provide guidance on how to support a child’s healthy development. The model is strength-based, believes children are sacred, and “prioritizes developing meaningful relationships and acknowledges community members as the experts in their lives.” The approach is foundational to the Calls to Action from the Truth and Reconciliation Commission of Canada, and the Boldness team believes that if we centre the values that make up the CCM, there will be a positive impact for community and families.

The Winnipeg Boldness Project is using a social lab approach in their work with the community. This is a method that brings diverse stakeholders together to problem-solve around complex community issues. At Boldness, this process moves through four steps: initiation and preparation, community action research and data collection, co-creation and prototyping, and then pathways to scaling - finding ways to embed successful prototypes into existing systems. To date, 12 prototypes have been developed - including an Indigenous Doula Initiative, a Baby Basket Initiative to support expectant and new mothers, and a toolkit to support dads in the community.

The Winnipeg Boldness Project knows that a collaborative approach is required to make any community identified solutions a sustained reality - they bring together community, agencies, governments, philanthropy and corporate sectors, and arts and culture organizations to address community-identified challenges through research, prototyping, and scaling.

Long-term, Boldness would like to continue to scale prototypes they have co-developed in the community, change the systems (in policy and practice) that work with families, and see families staying together and thriving. For more information on the Winnipeg Boldness Project, visit their website at [winnipegboldness.ca](http://winnipegboldness.ca).

***“We believe families have the best insight into the issues they are dealing with and therefore play a significant role in identifying the solutions they need.”***

-Diane Roussin, Project Director, The Winnipeg Boldness Project



The Boldness Project is working to improve outcomes for young children in the Point Douglas area of Winnipeg. (Photos provided by the Winnipeg Boldness Project.)

# SDG 11: Sustainable Cities and Communities

The world is rapidly urbanizing and Winnipeg itself has steadily grown in size. How cities respond to this growth, in terms of development and urban sprawl, and their ability to offer services—such as waste removal, public transportation and access to parks—is a reflection of how sustainable a city and its communities are.

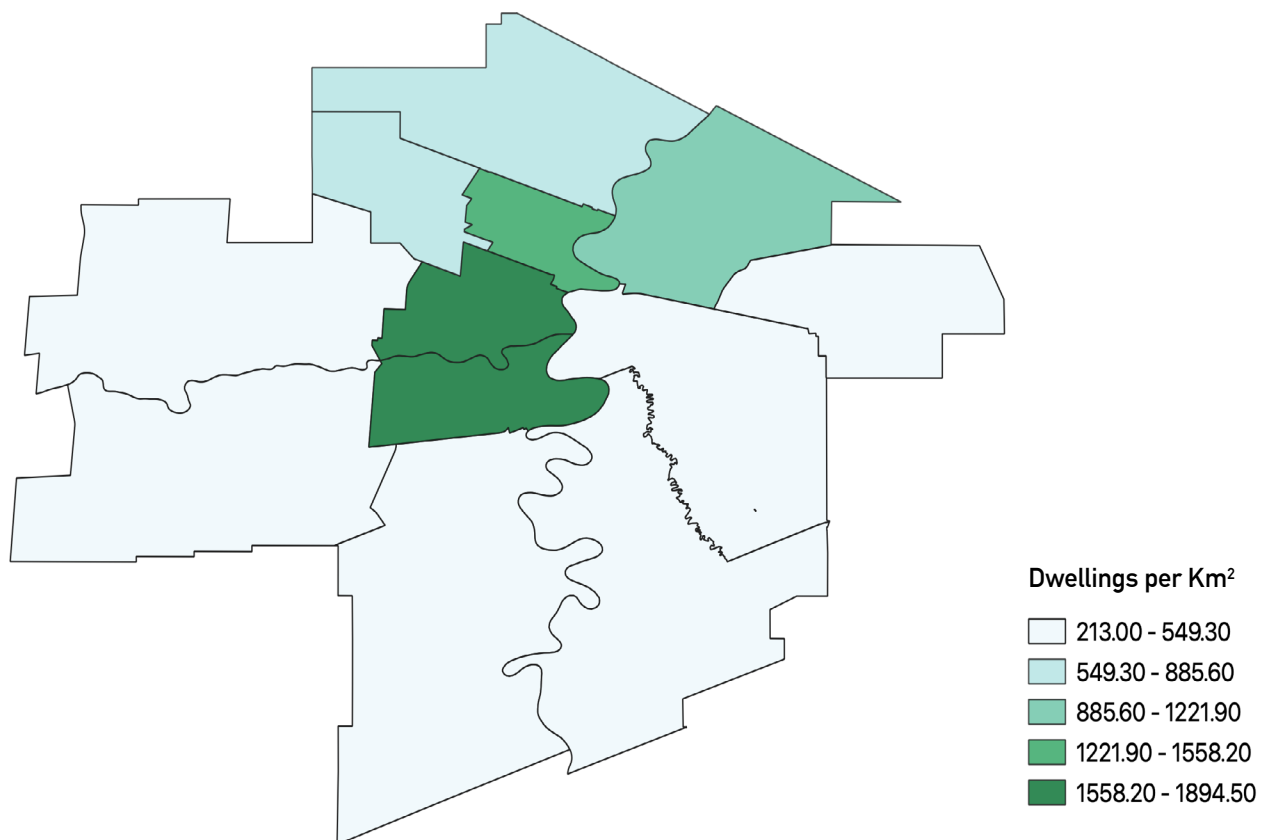


## Dwelling Density

Dwelling density measures the number of dwellings located within a square kilometre (km<sup>2</sup>). Density is an important indicator for sustainable cities and denser neighbourhoods are widely considered to be more sustainable. More density allows for a higher concentration of services in areas since larger populations can support those amenities and businesses. Higher density can also reduce the need for personal vehicle use, as services (such as restaurants, schools, and grocery stores) will often be within walking or cycling distance. In Winnipeg in 2016, the two highest density neighbourhoods were Downtown (1,894.5 dwellings per km<sup>2</sup>) and River Heights (1,561.7 dwellings per km<sup>2</sup>), while the least dense neighbourhoods were Assiniboine South (222.8 dwellings per km<sup>2</sup>) and Fort Garry (413.4 dwellings per km<sup>2</sup>).

Winnipeg has an average dwelling density of 633.7 dwellings per km<sup>2</sup>. Compared to larger Canadian cities, Winnipeg's dwelling density is quite low (Toronto has 1,871 dwellings per km<sup>2</sup>, and Vancouver 2,691). Winnipeg's density is similar to Edmonton (566 dwellings per km<sup>2</sup>) and Calgary (574 dwellings per km<sup>2</sup>); however, these dwelling density calculations are strongly affected by the size of a city's boundaries.

### Dwelling Density by Community Area, 2016



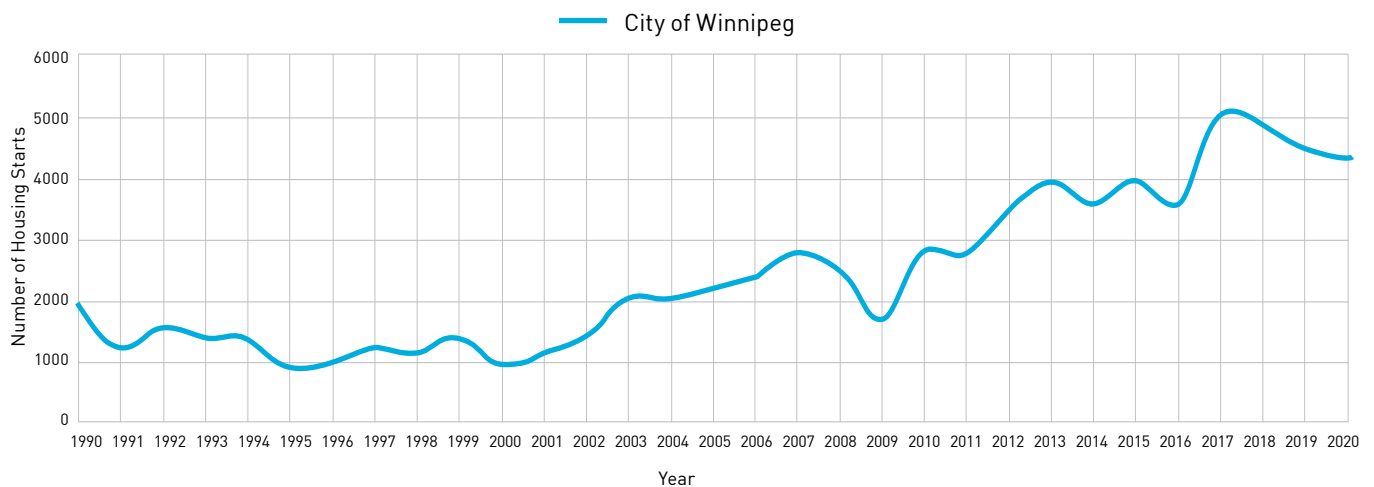
Source: Statistics Canada



## Housing Starts

Housing starts measures the number of new housing units in Winnipeg. Housing starts is considered to be a leading indicator — changes in housing starts occur before general trends in the overall economy can be seen. Typically, as housing starts increase, it signifies growth in the economy and the population. In 2020, the number of housing starts in Winnipeg was 4,350. This is down from the ten-year high of 5,023 (2017), but an overall increase of 56.1% since 2010 (2,787 housing starts). It is important to note that while housing starts measures the number of new houses built, it does not account for the cost of the new houses, or the affordability of new housing.

### Housing Starts



Source: Canadian Mortgage and Housing Corporation

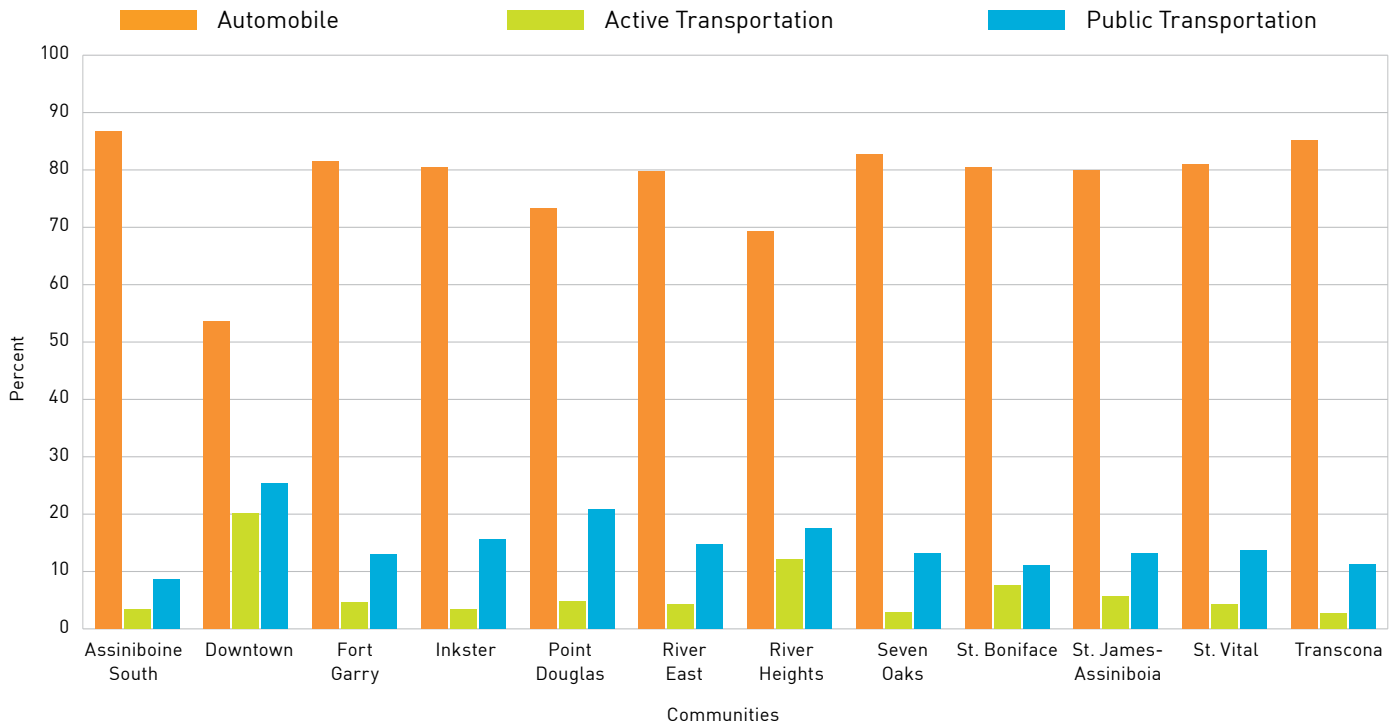


New house construction in Winnipeg. (Wayne Glowacki / Winnipeg Free Press / September 12, 2016.)

## Commuting Patterns

Commuting patterns tracks the primary way that Winnipeggers commute to and from work. Most Winnipeggers rely on private automobiles to commute, but rates vary across the city. In 2016, the communities with the highest percentage of individuals commuting to work by personal vehicle were Assiniboine South (86.7%) and Transcona (85.2%). Conversely, the community with the lowest percentage of individuals driving a personal vehicle to work was Downtown (53.7%). With fewer people driving to work in the Downtown, it also has the highest percentages of individuals using active transportation (20.1%) – walking or cycling - and public transit (25.4%). While Winnipeg overall is seeing a slight increase in active and public transportation since 2001, changes in commuting patterns are in part a reflection of the infrastructure and services available, as well as peoples' proximity to employment opportunities.

### Transportation Habits, 2016



Source: Statistics Canada

## What We're Doing

Although we often think of cities in terms of the built environment (infrastructure and buildings), the design and organization of cities have huge impacts on our social and physical health. The design and speed limits of streets have effects on the safety of pedestrians and cyclists, the densities of neighbourhoods impact the cost of providing services, and individuals' access to parks and outdoor space has an impact on one's sense of well-being and physical health. Therefore, how our cities are built and designed plays a larger role in our lives than many first consider.

Although there are many active forces that shape our city environments, urban planners are concerned with how land is being used, and how adjacent land purposes interact. Urban planners attempt to encourage or prohibit certain land uses to facilitate the best possible outcomes for residents. It's why we don't have industrial parks next to primary schools and why noisy airports are on the outskirts of cities.

While cities are dynamic, changes don't often happen quickly, or all at once. To enact a vision for the city, the City of Winnipeg prepares a long-range community plan called a development plan by-law – a document that outlines what type of developments should occur throughout the city in order to achieve a vision for our neighbourhoods. In 2016 the City of Winnipeg began working on the review of OurWinnipeg (2011), the development plan that will shape development in the city through the year 2045, and the Complete Communities Direction Strategy (2011), the physical development plan that aligns with OurWinnipeg to guide physical growth, development, and land use.

While OurWinnipeg 2045 will certainly have an impact on the city's future, there are many other factors that will influence its design. A growing population with diversified housing needs alongside developers looking to build new homes gives rise to new communities and changes the design of established ones. A growing work-from-home labour force will change our commuting patterns and need for infrastructure, while climate change will put pressure on keeping our urban tree canopy, increasing urban density, reducing use of fossil fuels for transportation and heating of buildings, and impact what sort of building materials we use in construction.

In response to these factors, many Winnipeg organizations are working to establish and maintain sustainable communities. IRCOM (Immigrant and Refugee Community Organization of Manitoba) provides safe, affordable transitional housing for newcomer families to Winnipeg. Given that there were over 50,000 newcomers to Winnipeg between 2011 and 2016, there is a growing local need for this type of service. Bike Winnipeg, Winnipeg Trails Association, Trails Manitoba, and the WRENCH are all working to promote cycling and cycling infrastructure. In 2021, the City of Winnipeg launched the Million Tree Challenge, which calls on residents, businesses, and nonprofits to plant one million trees over the next twenty years, sustaining the city's urban tree canopy in the face of increasing losses to disease.

Although achieving sustainable cities and communities is an ongoing process—as our city is constantly changing and growing—Peg tracks 11 indicators associated with SDG 11 to give a broad understanding of how the city is doing. This data can help inform the need for future policy and provide insight into the changing urban landscape.

## Civil Society Spotlights

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End Homelessness Winnipeg opened its doors in 2015, mandated to serve as a backbone organization leading implementation of Winnipeg's 10-Year Plan to End Homelessness through a collective impact approach.

In 2019, End Homelessness Winnipeg became an Indigenous-led organization with predominantly Indigenous board and staff representation, reflective of the demographics of those experiencing homelessness in Winnipeg and in alignment with the organization's core values of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and Truth and Reconciliation as a pathway to ending homelessness experienced by Indigenous peoples.

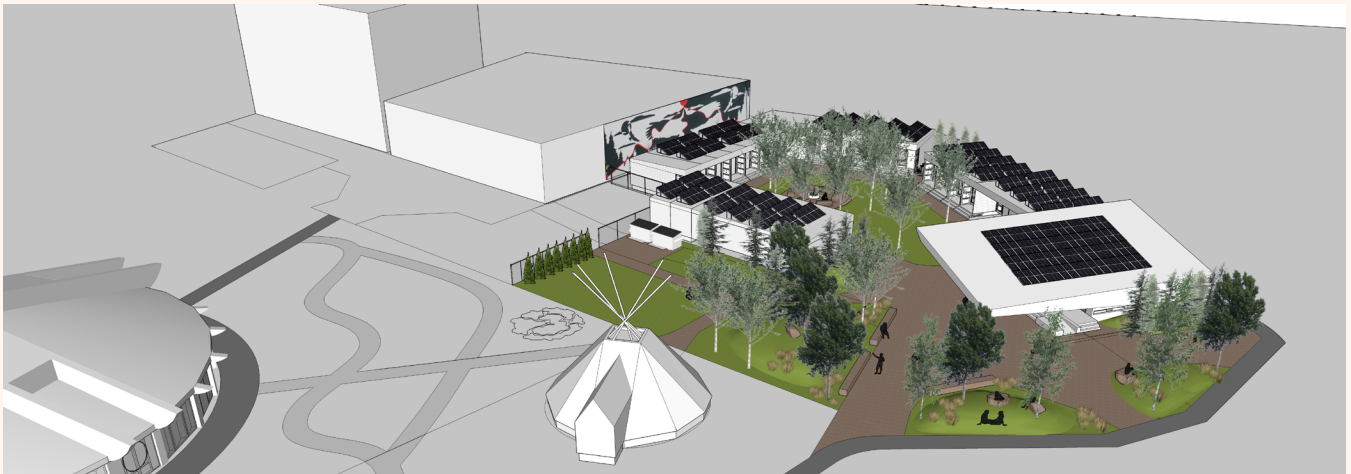
While much progress has been made, two areas have emerged as the most significant challenges to ending homelessness in Winnipeg: lack of appropriate housing supply for those experiencing or at risk of homelessness, and lack of alignment among prioritized actions and investments of all levels of government to advance the creation of housing and other steps needed to end homelessness. The key opportunities that exist relate to building and mobilizing partnerships between the government, private, nonprofit, and charitable sectors to create the types of housing Winnipeg most urgently needs: Indigenous-led, low-barrier, supportive and low-income homes for singles and for larger families requiring more than three bedrooms.

When the pandemic hit, End Homelessness Winnipeg helped to connect more than 60 agencies in Winnipeg's homeless-serving sector to develop a response plan, including physical distancing in emergency shelters while increasing overall capacity of the shelter system; isolation and quarantine spaces for those without a home; testing near emergency shelters and through safe, accessible transportation; health supplies; access to food and hygiene; and enhanced street outreach. Thanks to the effectiveness of its community-led response, Winnipeg was one of the only major cities in Canada to have avoided a major outbreak of COVID-19 within its emergency shelter system as of April 2021.

While there is not yet evidence that the pandemic has increased homelessness in Winnipeg (the impact of COVID-19 on homelessness may not be seen for several more years) agencies are reporting a significant increase in need, and the visibility of homelessness on our city's streets has increased for several reasons: public health restrictions closing many indoor public spaces people without a home might normally attend; those same restrictions forbidding "hidden" homelessness arrangements like couch-surfing; as well as individuals' concerns of placing themselves at greater risk of COVID-19 if they access indoor, congregate spaces like shelters or drop-ins. COVID-19 demonstrated, as never before, that housing IS health care: a necessary requirement for abiding by public health guidance and orders.

***“End Homelessness Winnipeg’s mission is to create lasting solutions with the community that prevent and end homelessness, toward a vision for a community where everyone has a home and the supports they need to belong.”***

-Kristiana Clemens, Manager, Communications & Community Relations,  
End Homelessness Winnipeg



Architectural renderings of the Indigenous-led housing development, “Astum Api Niikinaahk” or “Come sit at our home,” by Cibinel Architecture Ltd. (Photo provided by End Homelessness Winnipeg.)





Approaching sustainable communities through the lens of active transportation, the Winnipeg Trails Association is a nonprofit organization that has been working since 2003 to enact their value statement: that mobility is a basic human right. Because equitable transportation is connected to almost all SDGs, the organization weaves alignment throughout their work. For example, the Goal5 Bike Project works to get bicycles into the hands of Indigenous and newcomer women in Winnipeg's inner city. Participants are provided a bike and taught how to ride, with the hope that transportation choices will change and GHG emissions will be reduced through greater use of active transportation. Adding bike racks to participants' homes and local grocery stores and adding traffic calming measures are added benefits of the project. Another project, Healing Trails, is an Indigenous-led initiative to re-think transportation through policy work, capacity building, education, and tangible real-world projects.

While colonial thought structures and inequitable, automobile-dominated planning and investment have meant that Winnipeg has been relatively slow to adopt bike culture, the Winnipeg Trails Association is working in communities across the city to create a place where all citizens can bike or walk safely on the streets. Increased mobility options mean people can participate in community projects and politics, offer a cheap and accessible way to get around (helping reduce inequality), and offer short and long-term health benefits for both people and the environment.

***“Equitable transportation impacts almost all of the SDGs. We envision a city where kids, families, and individuals can bike and walk safely on the streets.”***

-Leigh Anne Parry, Winnipeg Trails Association



A winter cyclist in Winnipeg's exchange district. (Mikaela Mackenzie / Winnipeg Free Press / October 27, 2020).

# SDG 13: Climate Action

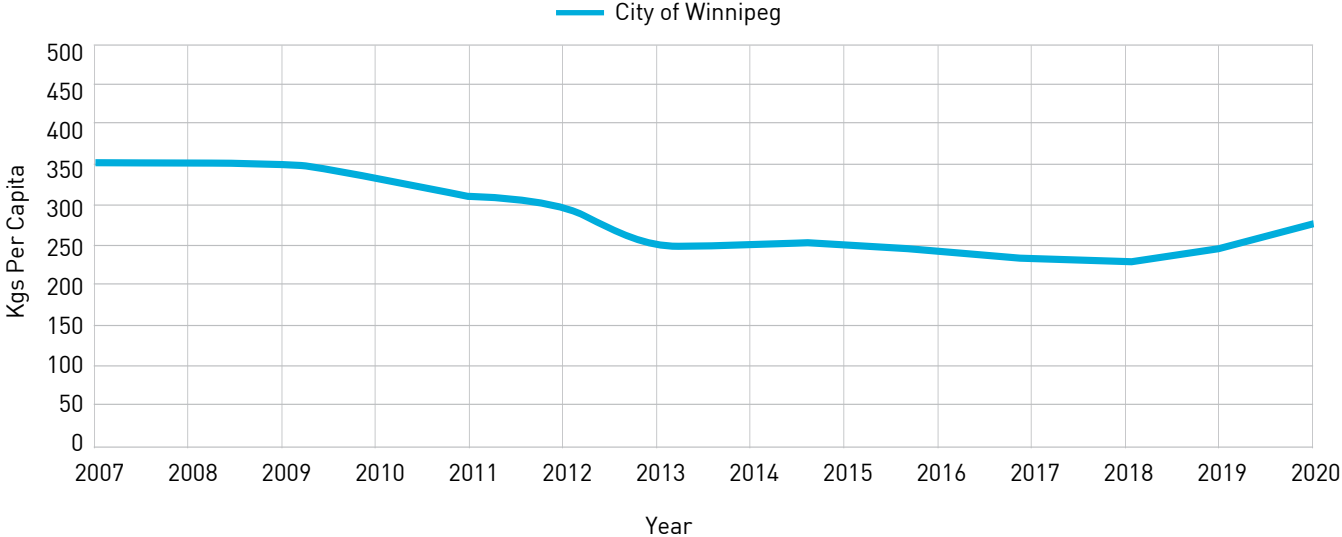
Climate change is reshaping the way Winnipeggers live, work, and move around the city. SDG 13 requires urgent action to combat climate change and its impacts. Peg indicators are a useful scoping lens to help us understand opportunities to tackle climate change in Winnipeg. While Winnipeg shows some progress around waste management, there are also opportunities to make meaningful progress through initiatives that demonstrably reduce climate impacts, such as active transportation. Each level of government is taking measures to deal with climate change. However, an integrated, data-driven approach is needed and it should be tracked against cross-jurisdictional targets.



### Residential Waste Going to Landfill

Peg tracks indicators that can help us understand how Winnipeggers are taking action on climate-related issues. Peg tracks the amount of residential waste going to our landfills and recycling centres as well as measures the number of people using active transportation and public transport. Winnipeg has seen encouraging trends around waste reduction going to landfill, declining from 350 kg per capita in 2007 to 244.7 in 2019. However, new data from 2020 shows an increase of 28.7 kg per capita from the prior year. This change may be attributable in part to more people staying at home during the COVID-19 pandemic.

#### Residential Waste Going to Landfill

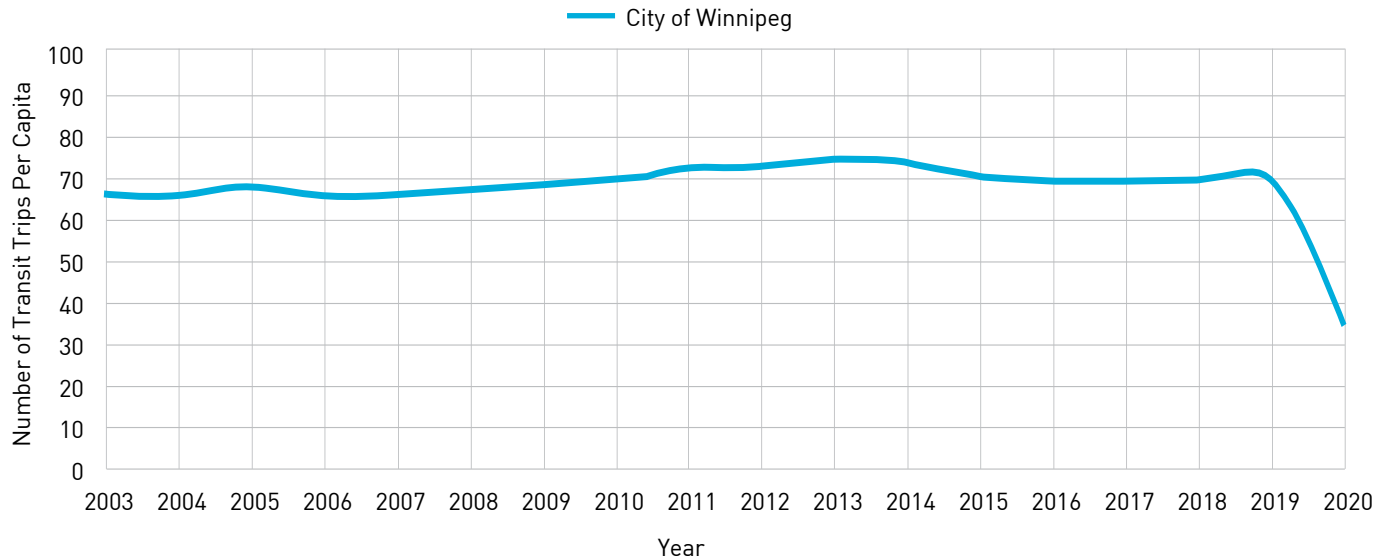


Source: City of Winnipeg Water and Waste Department

## Public Transit Use

Commuting patterns shifted dramatically during the COVID-19 pandemic, as more people worked from home and avoided public transportation. Peg's Public Transit Use indicator shows that trips per capita declined substantially between 2019 and 2020. In 2019, there were 68.83 transit trips taken per capita. However, in 2020, as COVID-19 restrictions forced Winnipeggers to work and learn from home, that number dropped to 34.57. While it is not surprising to see transit trips decrease as the need for mobility declined, public transit remains an essential city service to those without access to a personal vehicle and to those preferring to opt for more sustainable transportation habits.

### Public Transit Trips Per Capita



Source: Winnipeg Transit

## What We're Doing

A range of municipal, provincial, and federal policies are working to take action on climate change in Winnipeg. In 2018, Winnipeg adopted a climate action plan aimed at lowering greenhouse gas emissions (GHG) generated within city limits by 20% by 2030, using 2011 levels as a baseline. By 2050, the goal is to have reduced emissions by 80%.<sup>47</sup> OurWinnipeg 2045 proposes to meet and exceed this target, exceeding a 20% greenhouse gas emissions reduction by 2030 at 2011 levels and exceeding net zero by 2050 by working towards partnerships with the community, businesses, and government bodies including Indigenous, federal, and provincial governments.<sup>48</sup> While coordinated municipal targets are very useful, municipal-level data is crucial to properly track progress. Emissions data at the municipal level is not as readily available as the provincial level, but the City of Winnipeg is seeking to fix this data gap. In 2021, the City of Winnipeg approved funding to make city-level emissions data available. The last available data from 2011 shows that almost half of emissions are generated from transportation (49.7% - more than half coming from residential driving), while one-third come from natural gas and 15% from waste disposal, indicating that waste and transportation are two areas to make substantial progress on climate action.

The Government of Manitoba also has an emissions reduction target: 1 megatonne of carbon dioxide equivalent relative to a forecast of the total GHG emissions that would have occurred between January 1, 2018, to December 31, 2022.<sup>49</sup> This five-year target represents the province's first carbon savings account as outlined in the Manitoba Climate and Green Plan. A carbon savings account is a practical approach to GHG emissions reductions that bends the emissions curve, ensuring Manitoba emissions continuously decline over time. The Plan focuses on reducing GHG emissions, increasing investments in clean energy and adaptation, creating green jobs, supporting water quality, and respecting nature. The Manitoba Climate and Green Plan is currently assembling an indicator set to track progress. Available data at the provincial level shows Manitoba's emissions are growing: between 2005 and 2019, emissions grew by 9.7%. Winnipeg's emissions are estimated to be less than one third of Manitoba's.

The Government of Canada's Pan-Canadian Framework on Climate Change also touches on climate action in Winnipeg. In 2021, the federal government committed Canada to cutting its GHG emissions by 40-45% below 2005 levels by 2030.<sup>50</sup> The municipal, provincial, and federal climate targets should have some level of coordination to successfully track and lower emissions.

Several local initiatives are tackling climate change in Winnipeg. Before 2020, Winnipeg was Canada's only major Canadian city without an urban composting service. To fill the gap, the City of Winnipeg began a pilot composting project that covers part of the city. The pilot builds on the efforts of Compost Winnipeg, a social enterprise, to create a local composting initiative. The COVID-19 pandemic also spurred the City of Winnipeg to open a range of streets to pedestrians and cyclists, with limited vehicle traffic. In a survey of over 5000 Winnipeggers, 79% reported a positive or very positive experience using the Open Streets.<sup>51</sup>



The Rapid Transit Osborne station in Winnipeg. (Joe Bryksa / Winnipeg Free Press / September 2, 2014).



## Civil Society Spotlights

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For the past 35 years, Manitoba Eco-Network (MbEN) has been taking positive environmental action and empowering Manitobans to do the same.

MbEN is a network of environmental organizations in Manitoba that encourages and facilitates citizen engagement on environmental issues, supports, connects and builds capacity within the community, and shares accurate and up to date environmental information. Projects have focused on a range of environmental issues, including building climate change resiliency in Winnipeg's inner city, food and farming, and water quality issues.

The SDGs are an important guide in MbEN's work and are used as a lens through which to identify priorities and focus efforts. Throughout their history, water advocacy has played an important role in MbEN's work. They established the water caucus in Manitoba over a decade ago, which was vital to promoting and communicating the value of freshwater and the need for conservation and greater protection of Manitoba's freshwater supply.

Recently, MbEN has focused on bringing awareness to water quality issues through educational events, covering topics such as Water Quality Trading and the creation of a Canada Water Agency in partnership with the Forum for Leadership on Water. These issues are crucial, as climate change continues to negatively impact freshwater supply in Canada, and particularly Lake Winnipeg (one of the world's largest freshwater lakes).

***"We've been privileged as Winnipeggers to have a secure water source for our needs – the story of where we get our drinking water is important. It has taken 100 years to get a road and water treatment plant for Shoal Lake 40. We still have a way to go in regard to reconciliation."***

-Glen Koroluk, Executive Director, Manitoba Eco-Network



Mother Earth Recycling (MER) is an 100% Indigenously owned and operated social enterprise business that delivers a variety of recycling services in Winnipeg, while also providing jobs and training opportunities to Indigenous members of the community who face multiple personal and systemic barriers to employment. As a trusted partner to government agencies, nonprofits, and private corporations, MER offers e-waste, mattress, box springs, scrap metal, large appliances, batteries, and light bulbs recycling. MER also operates a refurbishment store for laptops, desktop computers, accessories and more.

MER Operates as a triple bottom line organization, with equal focus on social, environmental, and economic success:

- **PROFITS:** Generating income through profitable operations to ensure the sustainability of the business and reinvest our profits in promoting our social objectives.
- **PEOPLE:** Providing meaningful training and employment to members of the Indigenous community who are facing personal and systemic workplace barriers.
- **PLANET:** Enhancing local and global environments through the operation of innovative recycling programs that engage the public and the business sector.

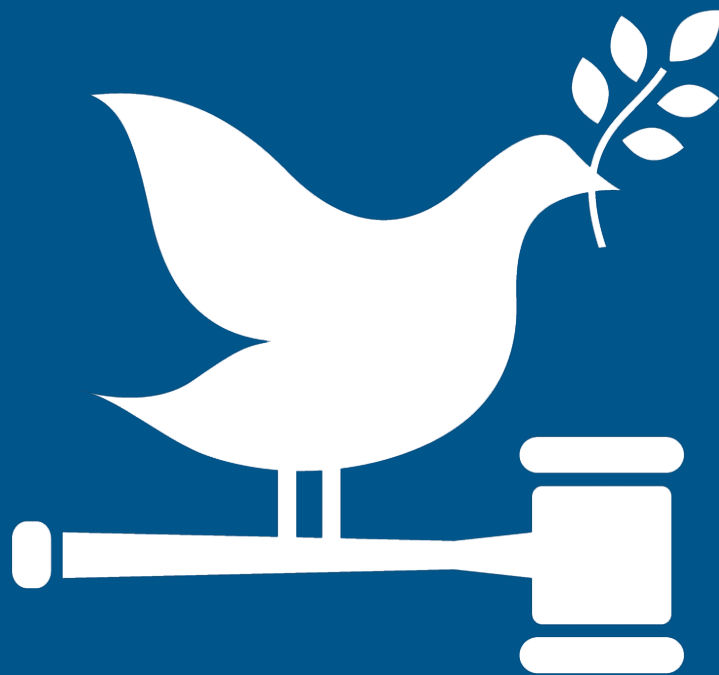
MER hopes to expand into more recycling lines that are not yet undertaken in Manitoba as well as moving into manufacturing and production of new goods from reused materials, ultimately creating more long-term employment opportunities for the Indigenous community, as well as more training programs for those with barriers. For more information on Mother Earth Recycling, visit their website at [www.motherearthrecycling.ca](http://www.motherearthrecycling.ca).

***“We have a large urban Indigenous community to work within and a supportive Indigenous business sector. The Social Enterprise sector is thriving and the opportunity for significant growth is becoming clearer every day. There is a lot of support locally for the work we do both socially and environmentally.”***

-Jessica Floresco, General Manager, Mother Earth Recycling

# SDG 16: Peace, Justice and Strong Institutions

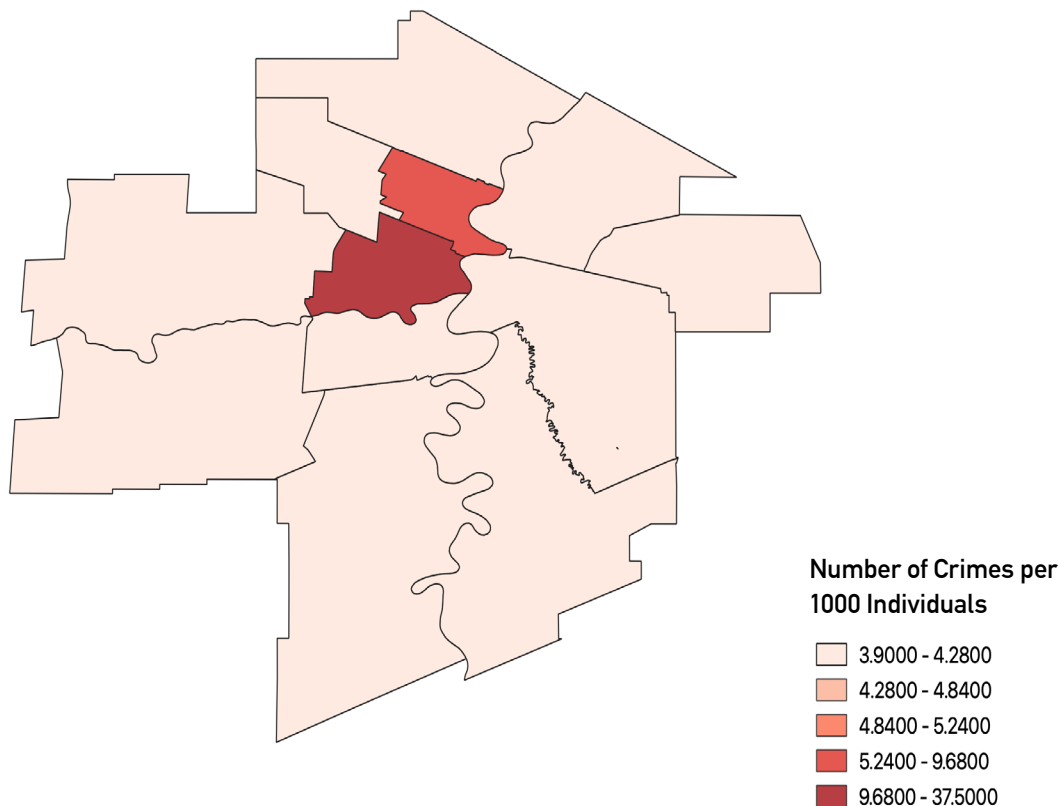
Achieving peace and justice in Winnipeg is a huge and complex challenge. Winnipeg's strong civil society organizations have long supported initiatives to promote peace and ensure all Winnipeggers live in a just community. Key indicators of SDG 16 in Winnipeg include measures around people's personal safety and the potential for political action.



## Personal Safety

Data from the Winnipeg Police Service informs Peg's indicator for personal safety, measuring the number of assaults, homicides, sexual assaults, and robberies per 1,000 people. Crime has strong negative effects on the well-being of victims and whole neighbourhoods. The following figure shows 2020 data for the personal safety indicator across Winnipeg's neighbourhoods, demonstrating significant inequality in crime committed across the city. For example, the number of assaults, homicides, sexual assaults, and robberies in Winnipeg's Assiniboine South and Fort Garry neighbourhoods were 3.9 and 4 incidents per 1,000 people, respectively, while there were 32.6 incidents per 1,000 people in Point Douglas, and 37.5 incidents per 1,000 people in the Downtown neighbourhood.

Number of Assaults, Homicides, Sexual Assaults, and Robberies per 1,000 People, 2020



Source: Winnipeg Police Service

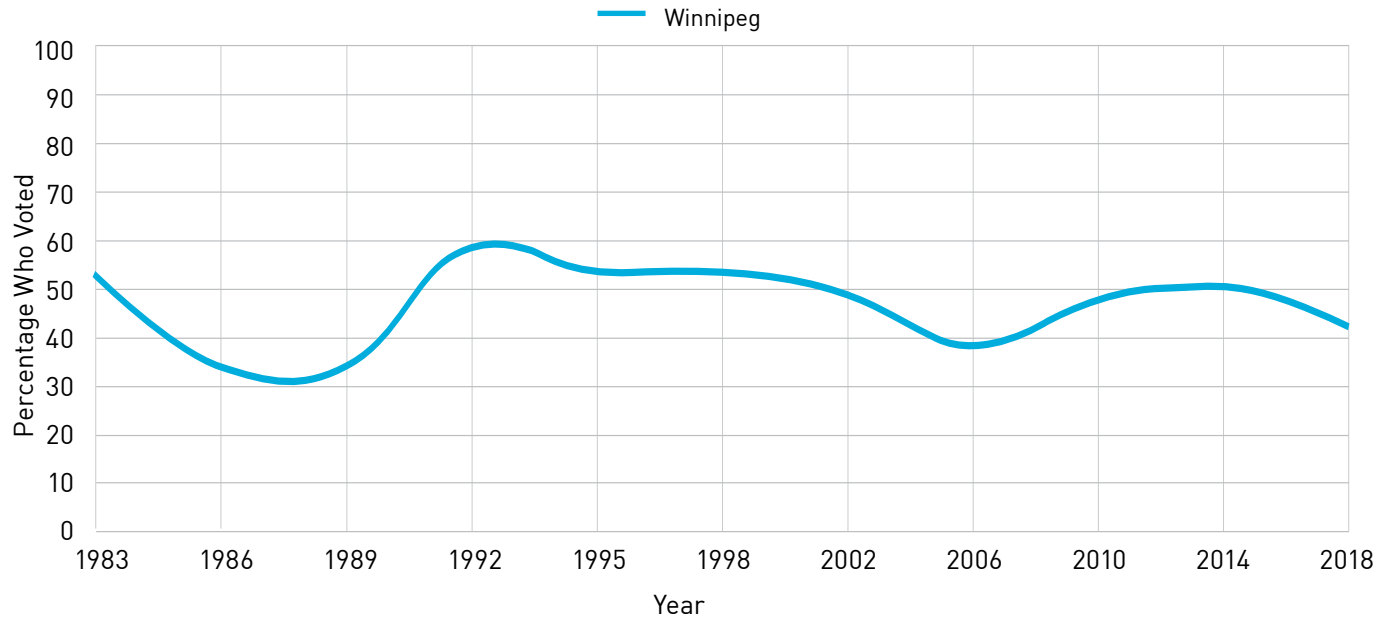
### Personal Safety of Indigenous Women, Girls, and 2SLGBTQQIA+ People

Originally published in 2019 after three years of listening to the truths of survivors and loved ones left behind, the final report from the National Inquiry into Missing and Murdered Indigenous Women and Girls was a landmark document which explicitly declared Canada's continued treatment of Indigenous peoples as genocide. Some important and harrowing details which reached a greater level of awareness among the broader Canadian population due to the report were: the prevalence of deaths of women in police custody; the failure to protect Indigenous women, girls, and 2SLGBTQQIA+ people from exploitation and trafficking; the crisis and harms of the child welfare system; physical, sexual, and mental abuse inflicted on Indigenous women and girls in state institutions; purposeful, chronic underfunding of essential human services; and more. Whether through negligence or malice, the failure to ensure equitable access to social services and policing has led to a gaping difference between the personal safety among the broader Canadian population and Indigenous women, girls, and 2SLGBTQQIA+ people as stated in the inquiry's final report.<sup>35</sup>

## Voter Turnout

Voter turnout measures the percentage of registered voters who turn out to vote in municipal elections, where high turnout is considered to be a positive indication of the overall health of the democratic system. In the most recent municipal election in 2018, 42.33% of registered voters in Winnipeg voted. This is a decrease of 7.9 percentage points in voter turnout compared to the previous municipal election in 2014, when 50.23% of the eligible population voted. Winnipeg's next municipal election will be held in 2022. More Winnipeggers tend to vote in national elections; 64.98% of registered electors voted in the 2019 federal election.<sup>52</sup> This is only slightly below the national federal voter turnout of 67%, but a significantly higher turnout from Winnipeggers' participation in the 2018 municipal election.

### Voter Turnout (Municipal Election)



Source: City of Winnipeg <sup>53</sup>



## What We're Doing

Winnipeg's strong and long-standing civil society organizations uphold and advocate for peace and justice for all. While the City of Winnipeg has recently sharpened its focus on building leadership and good governance, Winnipeg hosts additional national institutions that contribute to peace and justice locally and nationally.

Winnipeg's civil society organizations have a tremendous impact building peace and supporting justice at the community level. Bear Clan Patrol and Mama Bear Clan are two leading community-based solutions to crime prevention, providing a sense of safety, solidarity, and belonging to its members and to the communities they serve. Bear Clan currently has over 1,500 men and women involved as volunteers with the patrol, inspiring chapters in other Canadian cities. Mama Bear Clan was started by the North Point Douglas Women's Centre's Women's Warrior Circle in 2016 to promote safety and reduce violence by being a positive, loving, and compassionate presence in the community.

The Restorative Action Centre, run out of Mediation Services, also supports justice in Winnipeg by serving as a legally recognized alternative to the courts. The Restorative Justice program brings together victims and offenders. Victims have a voice in creating understanding about the harm that was done and communicating what they need from the offender. Manitoba's Migrant Worker Solidarity Network acts in solidarity with migrant workers locally and globally, supporting farmworkers who come to Manitoba from Mexico through the Seasonal Agricultural Worker Program. The Women of Colour Community Leadership Initiative was initiated by women of colour in Winnipeg and supports women's civic and political engagement; the group was instrumental in supporting Winnipeggers throughout the COVID-19 pandemic with skill-building activities and vaccination support.

Like many cities around the world, Winnipeg held large-scale protests to demand racial justice in the summer of 2020. Justice 4 Black Lives Winnipeg led the local peaceful protests and continues to bolster advocacy for racial justice in solidarity with Indigenous peoples and people of colour.

At a policy level, the City of Winnipeg's OurWinnipeg 2045 development plan directly aligns with SDG 16 through its localized goal to support leadership and good governance. OurWinnipeg 2045's objectives around leadership and good governance are to establish and implement priority actions through evidence-informed decision-making processes, to promote trust and government responsiveness through meaningful, inclusive, and informed community engagement and to achieve community-responsive service delivery through an aligned, integrated, collaborative, and results-oriented organizational culture. Each objective is aligned with a range of policies that consider evidence and data, principles of reconciliation, equity, and environmental sustainability.

Winnipeg is also home to the National Centre for Truth and Reconciliation (NCTR). The NCTR was created as part of the mandate of the Truth and Reconciliation Commission of Canada, charged with listening to Indigenous Survivors, their families, communities, and others affected by the residential school system and educating Canadians about their experiences. The Centre acts as a collector of statements, documents, and other materials that can shed light on Canada's tragic colonial history, supporting the Truth and Reconciliation Commission's Calls to Action.

## Civil Society Spotlights

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LED BY OUR WOMEN, SUPPORTED BY OUR MEN

Mama Bear Clan is a safety patrol group based in the North Point Douglas neighbourhood of Winnipeg. Founded on the organizing principle “led by our women, supported by our men,” the group was started in 2016 by a collection of mothers, grandmothers, sisters and aunts, and works on the idea that safety is fostered through relationship.

Beginning with only a handful of volunteers, Mama Bear Clan has grown to over 500 women, men, and youth who patrol North Point Douglas and Main Street three days a week, rain or shine, in the heat of summer and the cold of winter. Above all they are committed to being a positive, loving, and compassionate presence in the community – offering safety in whatever form that may take. Volunteers walk people home, pick up sharps, call emergency services if needed, and offer food, water, and other basic needs to those in the community who may be without. They also attend community events to advocate and raise awareness around issues affecting their community.

Mama Bear Clan has continued their patrols throughout the pandemic, and are seeing increased need for the community’s unsheltered community as well as more people struggling with mental health and addictions, with limited access to resources. In response, volunteers are now trained to administer Naloxone and are working on certification in Mental Health First Aid. “We will be able to first respond when we are needed the most.” (Grace Akerstream Laing, MBC Coordinator).

***“I would hope that we become advocates for the people we help in political and media arenas to show people what is actually happening, with the goal in mind that things change to the point where what we do is no longer a requirement. I’d like to see us grow into a resource so we can become less reactive and more proactive. We walk the path of the elders. We walk the path of the grandmothers. We walk the path of our ancestors. We walk this path because we are learning to be like them. We walk for our sisters and brothers who need us.”***

-James Derek Wright, Mama Bear Clan Captain



Mama Bear Clan ready for patrol in North Point Douglas. (Photo provided by Mama Bear Clan.)

# SDG 17: Partnerships for the Goals





Although a wide range of groups contribute to achieving the goals set out in the 2030 Agenda, specific organizations explicitly integrate and work toward localizing the SDGs through policies and partnerships. The Peg partnership between the International Institute for Sustainable Development and United Way Winnipeg has been active for over ten years, and Peg indicators were aligned to the SDGs in 2017. Peg hinges on partnerships with many groups. For example, Peg's data providers are a crucial part of the Peg partnership, ranging from official data providers like Statistics Canada, to local data providers such as the Winnipeg Street Census, Harvest Manitoba, and the City of Winnipeg. Peg is funded in part by Canada's oldest community foundation, The Winnipeg Foundation, which embraced the idea of Peg assembling one of Canada's first Voluntary Local Reviews.

Other Winnipeg-based organizations work on research and education initiatives related to the 2030 Agenda. In addition to their international development work, the Manitoba Council for International Cooperation (MCIC) educates Manitobans and engages the public on the SDGs. MCIC facilitates youth and educator engagement to foster global residentship through teaching courses related to the SDGs. Winnipeg's universities work on the SDGs in many ways. The University of Manitoba is a partner institution of the United Nations Academic Impact and a hub for SDG 6: Clean Water and Sanitation. The University of Manitoba also hosts an SDG student hub to mobilize students and the campus community on the SDGs. The University of Winnipeg works locally and internationally on various SDGs through its research partnerships.

At the municipal level, OurWinnipeg 2045, the City of Winnipeg's proposed development plan, has taken great strides to align local planning with the 2030 Agenda in setting its vision for the next 25 years. OurWinnipeg 2045 elevated components of Winnipeg's Climate Action Plan into the draft and worked closely to align the Draft Poverty Reduction Strategy and Transportation Master Plan with OurWinnipeg 2045 goals, objectives, and policy directions and therefore the SDGs. OurWinnipeg 2045 acknowledges that achieving the SDGs requires strong partnerships and extends beyond the reach of any local government, while recognizing the important role municipalities play in spurring local action.

The Province acknowledges that for the capital region to achieve its full potential, efforts must be coordinated and well-planned through effective partnerships. The Winnipeg Metropolitan Region is currently preparing a draft capital region development plan called Plan20-50 to guide sustainable regional development throughout Winnipeg and its surrounding communities. Plan20-50 is a 30-year draft plan for the Winnipeg Metro Region and considers the broad principles of the SDGs.

Federally, the Government of Canada adopted the 2030 Agenda in 2015 and works with an extensive range of partners to develop concrete actions on the SDGs. The Government of Canada released its first Voluntary National Review in 2018, which highlights the Peg partnership as one Canadian example to guide collective action to achieve community-level progress on the SDGs.



## Civil Society Spotlights

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The Winnipeg Foundation, Canada's first community foundation, was established in 1921 with a gift of \$100,000 from a local businessman and banker. The second gift was an anonymous donation of three gold coins worth approximately fifteen dollars - a reminder that every gift, large and small contributes to the Foundation's original vision of being stronger when we work together to support the community forever. Key to the Foundation's success is the power of endowments – during the past twenty years, disbursements have grown from \$8.3 million, to \$73 million distributed in 2020 to more than 1,000 charitable organizations throughout Winnipeg.

The Foundation works to make wise, effective, and inspiring distributions, including impactful discretionary grants. Nothing could illustrate the crucial role of The Winnipeg Foundation like the COVID-19 crisis has. In response to the pandemic, emergency funding began to flow to community organizations within the first week, and support has been ongoing throughout the pandemic and recovery. In addition, the Foundation seeks innovative ways to lend support - for example, they are the largest funder of Manitoba's first social impact bond, a pilot project working to reduce the number of Indigenous children in care.

The Foundation also works to convene and collaborate with other organizations throughout the city and the sector to innovate and understand the challenges facing our community, and how collectively the challenges can be addressed.



United Way Winnipeg (UWW) was established in 1965 as a unique partnership between the Winnipeg District Labour Council (now the Winnipeg Labour Council) and the Winnipeg Chamber of Commerce. More than 50 years later, UWW continues to believe that working together makes us stronger.

United Way Winnipeg is volunteer-led, with hundreds of Winnipeggers guiding core operations, and key to UWW's work is the community fund - a pooled fund of dollars that can smooth the natural ups and downs of individual gifts, and provide stable, sustained funding to a network of 125+ agencies in every corner of the city. UWW's model means agencies are empowered to use their funding in the way that best serves the communities they work with. Besides government, UWW is the only organization that gives stable, multi-year funding to nonprofits in the city.

In addition to the core work of providing stable funding to front-line services across the city, UWW brings partners together across sectors to address some of Winnipeg's most pressing systemic issues. This work has included founding the Winnipeg Poverty Reduction Council, leading Winnipeg's Plan to End Homelessness, and being administrative host for the Manitoba Youth Hubs Initiative, among many more.

The impact of the COVID-19 pandemic and long-standing issues of inequity, hunger and food insecurity, poverty, mental health, and many others cannot be separated. Through the past year, United Way Winnipeg has been both a stabilizing force and a responsive partner, doing all they can to meet the needs of a community in crisis.

***"We believe in a city where all children begin their first day of school ready to learn and succeed; where youth are excited about their many talents and bright futures. We believe in a city where all families have the strength and support to raise their children and achieve their hopes and dreams; where no one is homeless, hungry, or alone; where we all have a voice, are included, and feel safe. And we believe together, all of this is possible."***

-Connie Walker, President & CEO, United Way Winnipeg



Programming at one of United Way Winnipeg's partner agencies.  
(Photo provided by United Way Winnipeg.)

# Reflections and Recommendations

The Peg team was motivated to assemble Winnipeg's first Voluntary Local Review to report on what our city is doing across sectors to achieve the SDGs. The timing was right to begin reviewing our progress: Winnipeg's community indicator system, Peg, and the City of Winnipeg's emerging plan OurWinnipeg 2045 are both closely aligned to the SDGs. Putting the Review together helps show how policy makers and civil society organizations are embracing parts of the 2030 Agenda in diverse ways, whether they explicitly reference the SDGs or not. The Voluntary Local Review helps to give their work a shared language that is relevant not only locally, but globally. However, beginning the VLR process does not mean that implementation is complete. This report is simply one step in the direction of ongoing transformation toward sustainable development. This section reflects on what the Voluntary Local Review means for Winnipeg, and provides some recommendations for data-driven, coordinated sustainable development.

## Reflections

### How is Winnipeg Doing?

Using Peg data to get a snapshot of how we are currently doing as a community has shown that while we are making progress in some areas, we cannot yet say that no one has been left behind.

Measures of low income show that pre-pandemic, the number of Winnipeggers living in poverty was decreasing slowly, although we still had a higher rate than Canada overall. Similarly, the number of Winnipeggers diagnosed with a mood or anxiety disorder was holding steady before the arrival of COVID-19. We know that COVID-19 has had a significant impact on Canadians' mental health. As more data becomes available for the years impacted by the pandemic, these trends will continue to change.

Two indicators that relate to our city's sustainability are not going in the right direction - waste going to landfill has increased, and public transit use has decreased. Again, these indicators are heavily influenced by behaviours during the pandemic. We will be watching these trends carefully as we begin to return to our workplaces and regular commutes.

Our community is in an unprecedented time. As we move forward into recovery, more than ever, cross-sector collaboration is needed to regain momentum around our most pressing issues, set targets to measure progress, and continue to move forward together. Centering Truth and Reconciliation with Indigenous peoples is key to this work.

### The Value of a Community Indicator System

Winnipeg's Voluntary Local Review is unique in that it did not entail building a full indicator selection and tracking process, as Peg provides a rich, reliable dataset already aligned to the SDGs and shaped by wide community consultation. This helped us avoid many of the challenges associated with choosing appropriate, measurable indicators in a short time frame.

While Peg's indicators use the best available data to reflect our community's progress, this does not mean that our indicators are perfect. For instance, we recognize that Food Bank Use is not a comprehensive measure of food insecurity. Our hope is that the best available data, paired with stories from community organizations, can help to tell a small part of a complex story, and stimulate debate on what new data we could gather and use in the future. In using Peg as the data backbone of the Voluntary Local Review, we hope to serve as an example for other communities that already have longstanding or emerging community data initiatives. When aligned to the SDGs, community indicator systems become powerful tools from which to draft subnational reporting on sustainable development.

## Recommendations

### Strengthen Peg's Data

The data housed on Peg comes from a variety of sources, including Statistics Canada, the City of Winnipeg, and the Manitoba Centre for Health Policy. While Peg has undergone indicator reviews over the years to ensure data is up to date, a broad community consultation process has not been undertaken since 2013. The Peg team recognizes that our community has experienced tremendous change since that time, and planning is already underway for the next community engagement process. Using the SDGs as a lens for revising and adding to Peg's set of indicators will put us

in a stronger position for future VLRs and localizing the SDGs.

How can Peg best track measures of inequality in our city? How can Peg help spur change toward racial justice and reconciliation with First Nations, Inuit, and Métis groups who face ongoing harms associated with colonization? What role does data play in 2021 and beyond in achieving sustainable development in Winnipeg?

The Peg team continues to explore ways to reflect Winnipeg's well-being with our indicators and communication strategies. The COVID-19 pandemic has sparked widespread interest in data disaggregation. As it became clear that COVID-19 was disproportionately infecting racialized people, calls to collect race and ethnicity infection and vaccination data were brought into policy. Further, this data informed extra outreach strategies, including translation services, to increase vaccination rates among low-income residents, people experiencing homelessness, Indigenous peoples and others who were shown to be disproportionately harmed by the pandemic. We must continue to collect data on how people experience and recover from the pandemic and associated lockdowns in different ways according to historical patterns of marginalization. Just as importantly, any data collection must be done in true partnership with affected groups, and must then be interpreted, contextualized, and shared appropriately. There is a clear opportunity to improve official data infrastructure to understand structural marginalization and advocate for change using the path set out in the 2030 Agenda.

In some cases, the data we use is disaggregated by neighbourhood, gender, and other factors. In other cases, disaggregated data is not available. Non-disaggregated data makes it challenging to understand how certain indicators differ for different people. One example of data that is not disaggregated is Peg's indicator measuring people's perceptions of safety. Is this indicator different for each neighbourhood, or different according to one's gender? Disaggregated data can help residents and policymakers understand who might be left behind, and how to help. However, as much as it is important to disaggregate data, it is equally important to present data in ways that respects the sovereignty and self-determination of the groups that the data is addressing. In this light, Peg is exploring how to maintain principles of data sovereignty in the ways we present disaggregated information.

To address the broader challenge of decolonizing Peg, we must make the rights and obligations enshrined in the UN Declaration on the Rights of Indigenous Peoples and the outcomes of the Truth and Reconciliation Commission and the Missing and Murdered Indigenous Women and Girls Inquiry a central pillar of our work. A first step will be to analyze these frameworks to understand how they can be realized within Peg.

Decolonizing Peg also includes building partnerships with Indigenous communities and expanding our processes for participation and inclusion. We have already begun this process by reaching out to Indigenous leaders in Winnipeg to learn about appropriate forms of engagement and meaningful inclusion. We have also begun training our staff on reconciliation and Indigenous data sovereignty including the OCAP Principles developed by the First Nations Information Governance Centre (FNIGC). OCAP Principles (Ownership, Control, Access and Possession) "assert that First Nations have control over data collection processes, and that they own and control how this information can be used."<sup>54</sup> We can also learn from the experience of other communities in Canada that have successfully prioritized Indigenous leadership like the work of the Kawartha World Issues Centre on Indigenous leadership in advancing the SDGs in Nogojiwanong | Peterborough.<sup>55</sup>

Decolonizing Peg also includes revisiting the geographic scope of reporting to include issues such as the ecological footprint of life in Winnipeg, and the common experience of Indigenous peoples moving between Winnipeg and their home communities.

### **Pursue Cross-Jurisdictional Collaboration**

The City of Winnipeg has taken a tremendous step forward by transparently mapping its development plans to holistic outcomes around equity and sustainability. As OurWinnipeg 2045 moves toward implementation, cross-jurisdictional collaboration will be critical to solve complex and interconnected challenges. To achieve the SDGs for Winnipeggers, a coordinated effort across federal, provincial, and municipal governments as well as the nonprofit sector is required. While the Government of Canada has an SDG unit that fulfills Canada's mandate to report on the 2030 Agenda, more guidance is needed for provincial and municipal governments on how they can spur action at other scales. A vertically integrated SDG planning mechanism could help not only Winnipeg, but other Canadian communities struggling to meet the ambitious, cross-jurisdictional SDGs.





New Year's Eve fireworks at The Forks. (John Woods / Winnipeg Free Press / December 31, 2019.)

### **Set Targets as a Community**

This report uses the best data currently available to create a shared understanding of where Winnipeg sits in relation to the SDGs - where we are making progress, and where we are falling further behind. The next step in moving forward will be setting meaningful targets that can drive action and working towards them in tandem. As a community we have made some progress in this work, with the federal, provincial, and municipal governments naming bold targets in many policy areas. However, there continues to be significant opportunity to bring existing targets into alignment, and to set new ones with an eye to strong cross-jurisdictional collaboration.

Future VLRs will build upon the foundation that has been established in this report and work to align

existing targets and define new ones that will continue to move Winnipeg forward as a community. Ultimately, we should work towards setting targets for each SDG. Target-setting must be done in collaboration with policymakers across the Government of Canada, Province of Manitoba, and City of Winnipeg, as well as groups that represent the interests of First Nations, Inuit, and Métis peoples living in Winnipeg, civil society organizations who serve historically marginalized groups, and in public consultation with all residents of Winnipeg. This process will take time, and Winnipeg can learn from the experiences of other communities who have engaged in local SDG target setting around the world. Because many SDG-related targets are broad and fall across multiple jurisdictions, collaboration will be key. This work will give us a clearer measure of how we are doing as a city, and where to aim toward.





## Learning from Other Cities

We can look to the work of other communities for examples of how goals can be set as a community - for example, OneNYC is the companion website to New York City's Voluntary Local Review. This degree of separation from the VLR process and the SDGs still allows for meaningful targets to be included in the VLR discussion. What makes the example of New York City stand out is the S.M.A.R.T. (Specific, Measurable, Achievable, Relevant, and Time-Bound) nature of many of their goals, as well as their accessibility. By using a simple table with clearly stated targets, the city of New York has made it easy for those of almost any data literacy level to understand where the community is aiming, allowing anyone and everyone to work towards connecting the dots and taking meaningful action in their own capacity. Some examples of New York City's goal setting can be found below:<sup>56</sup>

Indicator	Latest Data	Target
Premature Mortality Rate	189.4 deaths per 100,000 (2016)	Decrease 25% by 2040
New Yorkers Lifted Out of Or Near Poverty (since 2014)	236,500 (2017)	800,000 by 2050
New Yorkers Who Graduate High School on Time	76% (2018)	84% by 2026





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# Conclusion

Winnipeg's first VLR is designed to inspire local residents and organizations, as well as communities across Canada and around the world engaging in data-driven reporting processes. Our hope is this report supports sustainable development in Winnipeg and contributes to the international community engaging in their own Voluntary Local Reviews.

This report is the first chapter in a longer story - hopefully one that continues to move us closer to a stronger, more resilient and more equitable Winnipeg. The indicators within Winnipeg's first VLR show that while we have made progress in some areas, we have so much farther to go. The COVID-19 pandemic has interrupted our forward momentum in many areas; the full extent of the progress we may have lost and how quickly we can recover that ground will only be clear in time as more data becomes available.

While our community faces numerous challenges (both pre-pandemic and as we move into recovery), Winnipeg shows its strength in the ongoing development of innovative policies and programs, the formations of new partnerships, and the steadfast work of grassroots organizations that will help us move forward together.

The City of Winnipeg's localization of the SDGs through OurWinnipeg 2045 presents a unique, forward-thinking policy framework to bring the 2030 Agenda to residents. Using Peg indicators to track progress makes subnational reporting relatively simple over time. However, some data gaps remain - particularly those that can help us understand who is being left behind in our city. OurWinnipeg 2045 also notes an important point: While a municipal government is important to spur action on the SDGs, coordinated activities across jurisdictional scales is necessary.







The process of completing Winnipeg's first VLR has provided important insights in how Peg itself should evolve. Several SDGs are not covered by Peg's themes—or existing indicators reflect only certain aspects. We have also become aware that Peg, like many other measurement frameworks and statistics, does not appropriately reflect the needs of Indigenous peoples and their right to self-determination. While Peg has been vital to developing this report, the VLR shows that, after ten years it is time to renew the consensus around what matters and should be measured, so that Peg can become a tool to achieve an inclusive, equitable and sustainable Winnipeg.

In assembling this Voluntary Local Review, the Peg partnership seeks to signal a strong commitment to local actions on the global sustainable development agenda. Winnipeg can benefit greatly from sharing knowledge with communities around the world working toward sustainability and equity goals.





























# Appendix 1: Peg, SDG, and OurWinnipeg 2045 Alignment

The following table showcases alignment across Peg indicators and theme areas<sup>57</sup>, the United Nations Sustainable Development Goals, and the City of Winnipeg's OurWinnipeg 2045's goals. For more information about the alignment between Peg and OurWinnipeg 2045, please read the section "Winnipeg's Community Indicator System, Peg."

## Legend – Goal alignment with indicators

 Leadership and Good Governance (LG)	 Environmental Resilience (ER)	 Economic Prosperity (EP)
 Good Health and Well-Being (HW)	 Social Equity (SE)	 City Building (CB)

OurWinnipeg goal icons used with permission from the City of Winnipeg

Peg Indicator	Peg Theme(s)	SDG(s)	OurWinnipeg 2045 Goals (includes indirectly relevant indicators)
Quality of Life	 Social Vitality & Governance	All SDGs	     
Sense of Belonging	 Social Vitality & Governance		    
Voter Turnout (Municipal Election)	 Social Vitality & Governance		 
Low Income Cut Off-After Taxes (Lico-At)	 Basic Needs	 	 
Market Based Measure	 Basic Needs	 	 

Median Household Income	 <b>Basic Needs</b>  <b>Economy</b>	 	 
Participation Rate	 <b>Economy</b>		 
Core Housing Need	 <b>Built Environment</b>  <b>Basic Needs</b>		    
Homelessness	 <b>Basic Needs</b>		  
Housing Starts	 <b>Built Environment</b>  <b>Economy</b>	 	   
Dwelling Density	 <b>Built Environment</b>		  
Residential Stability	 <b>Social Vitality &amp; Governance</b>		   
Water Use	 <b>Built Environment</b>  <b>Natural Environment</b>		  
Residential Waste Going to Landfill	 <b>Built Environment</b>  <b>Natural Environment</b>		  
Residential Waste Going to Recycling	 <b>Built Environment</b>  <b>Natural Environment</b>		  



Commuting Patterns	 Built Environment  Natural Environment		    
Public Transit Trips per Capita	 Built Environment  Natural Environment		     
Collision Victims	 Built Environment  Natural Environment		 
Perception of Safety	 Social Vitality & Governance		 
Personal Safety	 Social Vitality & Governance		    
Perceived Health	 Health		
Substance Abuse	 Health		 
Readiness to Learn	 Education & Learning		  
High School Graduation Rates	 Education & Learning		 
Children in Care	 Basic Needs	 	  



Peg is a community indicator system that was developed to inspire action and create change through tracking key measures of well-being. Peg measures the health of our community year-over-year in ways that count. Our mission is to build the knowledge and capacity of Winnipeggers to work together to achieve and sustain the well-being of current and future generations.

[mypeg.ca](http://mypeg.ca)



United Way Winnipeg is Winnipeg's community fund. Guided by volunteers and the wisdom of our community, United Way Winnipeg donors invest in 125+ local agency partners and programs to ensure an essential network of support. United Way Winnipeg also supports capacity building in the nonprofit sector and brings together diverse partners to tackle tough challenges. United Way Winnipeg is about connecting Winnipeggers from all walks of life around a single goal — making Winnipeg a better place for all of us.



The International Institute for Sustainable Development (IISD) is an award-winning independent think tank championing solutions to our planet's greatest sustainability challenges. IISD's vision is a balanced world where people and the planet thrive. Their mission is to accelerate solutions that drive a global transition to fair economies, clean water and a stable climate. Through excellence, independence, creativity and collaboration, IISD reports on international negotiations, conducts rigorous research and engages citizens, businesses and policymakers in the shared goal of developing sustainably.

# Endnotes

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