Attachment A
Winnipeg Food Council
Proposed Terms of Reference

INTERPRETATION

1. In this document:

"Board" means the Winnipeg Food Council;

"Citizen" means a person, other than a Councillor, who is an inhabitant of and is entitled to vote in the municipal elections of The City of Winnipeg;

"Citizen Member" means those members of the Board appointed under Section 7 hereof;

"Council" means the council of The City of Winnipeg;

"Councillor Member" means a member of the Board appointed under Section 7 (5) hereof;

"Organizational Meeting of Council" means that meeting of Council held in November each year as set out by Procedure By-law No. 50/2007.

AUTHORITY

1. The Winnipeg Food Council shall be a Citizen Advisory Committee, established by Winnipeg City Council and reporting to the Executive Policy Committee (EPC).

FUNCTION

2. The Food Council's Function is to:

(1) Advise the Mayor and Council on food system related issues;

(2) Support the work of the community on food issues, enhance public health and local food security, and increase food literacy and access to food by encouraging multi-sector and strategic approaches, fostering coordination and networking, and supporting ongoing consultation; and

(3) Initiate the development of and support the implementation, maintenance and evaluation of a City of Winnipeg Agricultural and Food Strategy to address municipal food security and food system issues. The City of Winnipeg Agricultural and Food Strategy will:

(a) include policy directions identified through community engagement , focused research, innovative initiatives, and other actions to identify proven practices;

(b) include evaluation and implementation components; and

(c) be operationalized in partnership with the Winnipeg Public Service, the local food movement, businesses, community agencies, stakeholder groups, and private citizens.

(4) Like other citizen committees working with cross-departmental issues impacting all citizens (namely the Access Advisory Committee, the Citizen Equity Committee, and the Winnipeg Committee for Safety), the Winnipeg Food Council will be required to submit for Executive Policy Committee's approval:

(a) An annual report, which includes a review of work done over the previous year by the Food Council and updates on the progress of City departments in implementing Winnipeg Food Council recommendations;

(b) An annual workplan, which includes proposed committee activities and action items; and

(c) An operating budget detailing projected expenditures and revenue sources for the upcoming calendar year, to be endorsed by the Food Council and approved by the Executive Policy Committee.

ACTIVITIES

3. Food Council activities will be determined in two ways:

(1) Through Council/Committee of Council directive; and

(2) Through the creation of an annual workplan, which will include proposed committee activities, and should detail how activities align with committee or Food Strategy objectives and indicators.

RESPONSIBILITIES

4. Food Council Responsibilities are as follows:

Responsibilities Related to City Council

(1) Review and offer advisory input into process, policy and programs regarding food issues.

(2) Receive referrals from Council or its Committees for review and recommendation.

(3) Recommend through Executive Policy Committee areas of research or work to be undertaken by the Winnipeg Public Service.

Responsibilities Related to City Departments

(4) Support the creation, implementation and evaluation of an Agricultural and Food Strategy.

(5) Foster connections within and between City departments, identifying potential efficiencies and opportunities for improved service.

(6) Assist the City of Winnipeg to respond to food-related issues within its jurisdiction by using a food systems approach.

(7) Monitor progress of City departments in implementing Winnipeg Food Council recommendations.

Responsibilities Related to the Public

(8) Promote communication and involvement between the City and the community.

(9) Enhance and connect food-related initiatives from various sectors.

(10) Engage citizens, industry, other levels of government, and community groups on food issues as required.

Responsibilities Related to Winnipeg Food Council Members

(11) Winnipeg Food Council members shall keep informed about:

(a) other cities' food policy initiatives;

(b) current best practices in multi-sectoral approaches to issues; and

(c) individuals and organizations who deal with food policy and programming.

(12) Members are expected to attend meetings regularly, be punctual, prepared, respectful, engaged, open to others' opinions, and willing to work together.

(13) Members will also be expected to participate in working groups if applicable, and commit approximately 5-6 hours/month to regular and working group meetings, material preparation, and other tasks if applicable.

CHAIRPERSON

5. The Winnipeg Food Council will be led by a Chairperson and Vice-Chairperson, both to be appointed by Council.

(1) The Winnipeg Food Council shall submit its nomination for Vice-Chairperson to Council for consideration.

(2) The role of the Chairperson is:

(a) to approve agenda items for meetings;
(b) to call meetings to order;
(c) to maintain order;
(d) to state all motions, to put them to a vote and announce the results of voting;
(e) to represent the Food Council at public functions when necessary.

(3) The role of the Vice-Chairperson is to fill in for the Chairperson when required.

COMMITTEE COMPOSITION

6. (1) The Mayor is appointed by virtue of office.

(2) The Winnipeg Food Council membership shall not exceed 12 Members (11 voting members and one non-voting member), and will include the following:

(a) the Mayor of Winnipeg or designate;
(b) one **City Councillor** (can also serve as the Mayor's designate);
(c) one representative nominated by the Province of Manitoba (non-voting);
(d) one member from health sector front-lines (dieticians, chronic health organizations, community health workers, etc.) nominated by the Winnipeg Regional Health Authority;
(f) Two members involved with food production (efforts should be made to represent a diversity of producers; e.g. rural, urban, small scale, large-scale);
(g) one member from food businesses (retailers, farmers' markets, food entrepreneurs, wholesalers, etc.);
(h) one member from research sector (Universities, research alliances, etc.);
(i) one member from community groups or networks connected to food issues (e.g. food access, food skills, resource networks, etc.); and
(j) up to three citizen members at large with specific skills, experience and interests to increase diversity and add value to particular initiatives. Members at large will be selected based on their ability to add expertise and perspectives related to specific food sectors, initiatives, geographies (e.g. inner city, links to rural Manitoba) or demographics (e.g. industry, food bank, businesses, education, Social enterprise, associations, food waste management, etc.).

(3) The Winnipeg Food Council's membership must reflect Winnipeg's diverse population and should include (but not be limited to) representation from:

(a) Indigenous communities;

(b) newcomers and refugees;

(c) people with disabilities;

(d) youth (aged 18-30);

(e) elders and seniors; and

(f) those with lived experience of food insecurity.

(4) Membership should consist of individuals with the following qualifications:

(a) Professional or community work that reflects their interest in municipal food issues;

(b) Skills and experience in specific areas (such as community food security, project evaluation and strategic planning) that allow them to contribute to policy development and influence change;

(c) Ability to help the Winnipeg Food Council establish and build relationships and partnerships with specific sectors, networks, and demographics;

(d) Ability to work effectively within a diverse group to collaboratively address a common goal, understand the complexity involved with inter-sectoral work, are able to use their unique skills and expertise to adapt to evolving priorities and group dynamics, and are willing to work within City of Winnipeg systems and protocols to address municipal issues; and

(e) ability to attend monthly meetings on a regular basis, and participate in working group meetings as needed.

APPOINTMENTS

7. (1) Committee appointments will be made in accordance with the City's policy on citizen appointments to Boards and Commissions. Nominations shall be solicited from the Winnipeg Food Council.

(2) The initial terms of office for the following members shall expire December 31, 2018:
- (a) One citizen-at-large member
- (b) Representative appointed by the Province of Manitoba
- (c) Representative from the Winnipeg Regional Health Authority
- (d) Representative from the research sector
- (e) Representative from a community group or network

(3) The initial terms of office for the remaining members shall expire December 31, 2019:
- (a) Two citizen-at-large members
- (c) Representative involved with food production
- (d) Representative involved with food business

(4) Following the initial terms of office, as the terms for positions expire, Council shall appoint members in alternate years for two-year terms.

(5) The Councillor member shall be appointed annually at the Organizational Meeting of Council.

(6) No member shall serve more than three consecutive terms.

MEMBERSHIP CHANGES – RESIGNATIONS, REPLACEMENTS, VACANCIES

8. (1) Members may resign at any time by giving written notice to the Chair of the Food Council and the City Clerk's Department.

(2) Missing three meetings a year without prior discussion and approval from the Chairperson is deemed equivalent to a resignation.

(3) Recommendations from the Winnipeg Food Council to fill mid-term vacancies shall be submitted to Council through Executive Policy Committee for appointment for the remaining portion of any term of office.

(4) Vacancies shall be filled using resumés on file from the annual Boards and Commissions recruitment process.

SUB-COMMITTEES AND WORKING GROUPS

9. (1) The Winnipeg Food Council may form sub-committees, working groups and/or advisory committees as it deems necessary, to undertake tasks requiring in-depth work on behalf of the Winnipeg Food Council or to inform, provide advice, and bring additional perspectives to the group (e.g. traditional knowledge, people with lived experience of food insecurity).

(2) Sub-committees, working groups and advisory committees should include participants who are not Winnipeg Food Council members. Each sub-committee or working group shall have at least one Winnipeg Food Council member, responsible for bringing forward issues and requests from the sub-committee or working group and providing regular progress updates to the Winnipeg Food Council.

(3) If requested, the Administration may provide Public Service participation/support/expertise to the sub-committees, working groups, or advisory committees.

MEETINGS

10. (1) All Winnipeg Food Council meetings are open to the public, and are governed by Council's Procedure By-law No. 50/2007.

(2) It is expected that the Winnipeg Food Council will meet monthly from September to July. In a year where a General Municipal Election occurs, there will be no meeting in October.

(3) Special meetings may be called by the Chair or Vice-Chairperson, or at the request of any three Winnipeg Food Council members.

(4) Meetings are only to be held at locations accessible to members and guests with disabilities.

VOTING

11. (1) Voting is by majority rule.

(2) A tie vote means that a motion or decision is defeated.

(3) A member who may be in a conflict of interest situation is required to declare the conflict and refrain from voting and participating in the discussion with respect to that particular issue.

SUPPORT

12. (1) The Winnipeg Food Council's budget will support an independently contracted Winnipeg Food Council Coordinator, who will support the Winnipeg Food Council and liaise with the Public Service as needed.

(2) A staff member of the City Clerk's Department is assigned to clerk the Winnipeg Food Council meetings.

(3) Staffing support from Winnipeg's Urban Planning Division will be assigned as needed to support the Winnipeg Food Council.

BUDGET

13. (1) The Winnipeg Food Council will operate with a budget equal to that of other citizen committees working with cross-departmental issues impacting all citizens (namely the Access Advisory Committee, the Citizen Equity Committee, and the Winnipeg Committee for Safety). Pending approval, this amount would be included in the 2018 operating budget, and be reviewed annually thereafter.

(2) The draft budget shall be prepared by the Winnipeg Food Council Coordinator for consideration by the Winnipeg Food Council, who shall make a recommendation and submit (along with an annual report) to Executive Policy Committee for approval. Expenses to be covered by the budget include (but are not limited) those related to:

(a) public consultations;
(b) strategy development;
(c) production, printing and distribution of materials;
(d) website development and maintenance;
(e) attending conferences and workshops as approved by the committee; and
(f) membership in relevant organizations.

COMMUNICATIONS AND PUBLIC ENGAGEMENT

14. All official correspondence and media communication from the Winnipeg Food Council shall be communicated by the Chairperson or Vice-Chairperson.

AMENDMENTS

15. The Winnipeg Food Council may submit suggested amendments or updates to the Terms of Reference to Council for approval.

CITY OF WINNIPEG URBAN PLANNING DIVISION

Towards a Winnipeg Food Policy Council

Background, Research Scan and Local Context

March 2016

This report has been prepared to inform readers about the formation, role and governance structure of food policy councils, and how such issues relate to the City of Winnipeg context. The Urban Planning Division reviewed literature on food policy councils and spoke with people who have direct experience with creating or working with food policy councils. Information in this report will be provided to participants in advance of stakeholder consultation events.

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1. BACKGROUND

1.1 Reason for the Report

On June 2nd, 2015 the Standing Policy Committee on Property and Development concurred with the recommendations of the report titled 'Accommodating the Interests of Winnipeg's Agricultural Community'. The report included a recommendation for the Winnipeg Public Service to "engage key stakeholders to investigate and provide recommendations related to the formation, role and governance structure of a Winnipeg Food Policy Council, with a mandate of providing continued advice on agricultural and food related policy", including:

- providing research and advisory support;
- investigating barriers to production;
- exploring opportunities towards improving food production and food security;
- preparing a report with recommendations about permissible non-invasive agricultural-related uses in Winnipeg; and
- assisting in the creation of an Agricultural and Food Security Strategy

The Urban Planning Division has now reviewed literature on food policy councils and consulted with individuals with direct experience with creating or working with food policy councils. The purpose of this report is to inform stakeholders and City of Winnipeg Councillors about our current understanding of key concepts related to successful food policy council formation, role and governance structure. This report will be provided to participants in advance of stakeholder consultation events.

1.2 Food Systems and Complexity

A 'food system' can be described as "the path that food travels from field to fork" and includes "growing, harvesting, processing, packaging, transporting, marketing, consuming, and disposing of food" (Angelic Organics 2013). In a report analyzing a Canada-wide scan of municipal and regional food policy councils, authors Rod MacRae and Kendal Donahue describe 'food systems' as:

> "Chains of commercial and non-commercial actors – from suppliers to consumers, regulators to advocates for system change – who collectively determine how we grow, process, distribute, acquire, and dispose of food. Food systems thinking reflects an awareness of how actions by one group in the system affects other groups, as well as the environment, the economy, the fabric of society, and the health of the population, and ultimately, consumers" (MacRae & Donahue 2013, p. 4).

Elements of a food system are often considered as an assortment of sectors, such as: production (how food is grown), processing; distribution; consumption; and waste recovery (Harper et al 2009, APA 2011, Burgan & Winne 2012). In addition to these elements, other models cite access, preparation, (City of Calgary), and land acquisition (City of Edmonton 2012) as additional food system elements to consider. Segments of (and issues within) the food system have traditionally been managed independently by government, businesses and organizations, in 'silos'. This increases the risk that specialized and narrow policy solutions related to one 'silo' will aggravate problems in one or more of the other 'silos'. Each sector faces unique set of issues. Dahlberg (1994) describes it as follows:

> "At each level there are major issues associated with each portion or sector of the food system: from production issues (farmland preservation, farmers markets, household & community gardens), to processing issues (local vs. external), to distribution issues (transportation, warehousing) to access issues (inner city grocery stores, co-ops, school breakfasts & lunches, food stamps, the WIC program, etc.), to use issues (food safety and

> handling, restaurants, street vendors), to food recycling (gleaning, food banks, food pantries and soup kitchens) to waste stream issues (composting, garbage fed to pigs, etc.)."

Interconnections between these various sectors are often unpredictable which makes food systems extremely complex. Unlike complicated issues, which can be solved by logic and expertise, complex entities experience unplanned changes, emergent behaviour, varied expertise, and conflict. Groups working with complex issues must be equipped to adapt to changes, deal with conflicts, and constantly learn new things.

Food systems thinking reflects an awareness of how actions by one group, or sector, in the system affect other groups, as well as the environment, the economy, the fabric of society, the health of the population, and ultimately, consumers. There is a growing movement to recognize the links between the components, or sectors, of our food system and better understand the system as a whole (Fitzgerald & Morgan 2014). A 2010 Federation of Canadian Municipalities (FCM) survey of 115 Canadian municipalities found that 57% view sustainable food systems as a medium to high priority, 60% have food champions in their community, and most have integrated sustainable food systems into planning (FCM 2012).

It is possible to address the complexity of food issues by acting with a common 'food system vision' or set of goals in mind. This involves careful analysis of food system sector relationships and food systems thinking. Food systems thinking and food policy councils are relatively new concepts. Many municipalities in Canada have recognized the advantage to a systems approach and have established food policy councils and/or created food policy strategies.

1.3 What is a Food Policy Council?

A 'food policy council' is an umbrella organization composed of diverse food system stakeholders working with the political process to shape the local food system by looking at the whole system. Food policy councils discuss food issues, foster coordination between food system sectors, evaluate and influence policy, and support programs and services that address local needs (Harper et al 2009). Different interests are brought together as the group discusses system issues, researches, and analyzes or proposes policy changes and / or programming related to the food system.

There are currently over 200 food policy councils throughout Canada and the United States (John Hopkins University Bloomberg School of Public Health 2015). Of that, at least 19 are embedded in government at the municipal level. In Canada, food policy councils from three cities – Toronto, Edmonton and Vancouver –have been established by municipal government.

Food policy council members bring knowledge and expertise from many different sectors of the food system, and include farmers, small business owners, food bank representatives, restaurateurs, grocers, community kitchen operators, networking organization representatives, health representatives, academics, etc. Sector representation on a food policy council depends on the local context and varies from one council to another. Most food policy councils have between 10 and 30 members, meet monthly, and have multiple sub-committees that work on specialized tasks.

1.4 What Does a Food Policy Council Do?

Food policy councils improve the local food system by creating programs, partnerships, and proposing policy (Burgan & Winne 2012). They gather information about the local food environment, build relationships with and between stakeholders, create an opportunity to study and discuss the food system as a whole, and develop strategies to better address community food security (Harper et al 2009, Burgan and Winne 2012). By including a broad representation of members across food system sectors, food policy councils can provide a unique and effective lens for food systems thinking, networking, education, and policy advice.

It should be understood that food policy councils established by a government "do not make policy – they advise policy makers and government agencies that have policy making power" (Burgan and Winne 2012). The role of such food policy councils includes research, oversight, advising and advocating for specific policies. (Harper et al 2009). Food policy councils established by municipal governments are typically tasked with providing recommendations on food systems related issues.

One of the advantages of having a food policy council is that, due to their cross-sectoral nature and food systems lens, they "can help identify areas that governments have not been able to address, and either propose changes in government policy or identify an opportunity for a non-governmental organization, project or business to initiate new programs" (Harper et al, 2009). They also have the advantage of being able to identify the implications a policy or initiative may have on other sectors of the food system, that a municipality may not immediately be aware of (ex. Health and/or nutrition).

Common topics that food policy councils frequently work on include procurement, land use and zoning, and food safety / public health (Burgan and Winne 2012). City-embedded food policy councils across North America appear to have similar roles, which include:

- Providing advice and research;
- networking;
- working towards food policy changes; and
- building awareness on food related issues (Denver 2015).

Food policy councils can help leverage resources and coordinate across their sectors and networks. Often, they work with planning departments on city initiatives (MacRae & Donahue 2013). Common activities include "public awareness campaigns, education programs, research, community food assessments, advising on policy, improving coordination between existing food policies or programs, publicizing community food resources, and hosting public forums on food system topics" (Mendes 2011, p. 2). For more specific examples, please refer to the table in Appendix A, "Food Policy Work Across Canada".

What food policy councils do can depend on the scale, structure, and mandate of each food policy council, along with local issues and needs. The Toronto Food Policy Council has supported the City with the development of a food strategy and multiple plans, worked with coalitions of stakeholders on food projects, and influenced legislation regarding rooftop gardens and local food procurement (Deloitte 2013). The state-wide Connecticut Food Policy Council has published reports evaluating the food system, hosted a conference on farm-land preservation, and has assisted with significant improvements in state assistance programs and farmers' markets (Freedgood & Royce 2012).

Much of the work conducted by a food policy council is done through sub-committees / task forces addressing specific tasks and/or goals, stemming from the strategic plan or from direction received from City Council (or committee thereof). Sub-committees may also take on controversial issues and bring a recommendation to the broader food policy council or City Council (Burgan & Winne 2012).

The activities of a food policy council are rarely confined to just that of 'Policy'. For this reason some municipalities, like Edmonton, have opted to refer to their council as a 'food council', as opposed to a 'food policy council'.

Food policy councils connected to local governments are often assigned tasks based on current needs (Borron 2003). The City of Winnipeg March 2015 report "Accommodating the Interests of Winnipeg's Agricultural Community" outlined several desired roles for a Winnipeg Food Policy Council. These roles include:

- continued agricultural and food related policy advice;
- supporting the development plan;
- creating opportunities to produce and access food;
- developing recommendations for urban agriculture; and
- assisting in the creation of an Agricultural and Food Policy Strategy (City of Winnipeg 2015).

2 SCAN OF FOOD POLICY COUNCIL RESEARCH

2.1 Introduction

Information in the sections that follow are based on information from articles on food policy councils throughout North America, food policy council 'how-to' guides, interviews with key leaders in Canada, and a review of recent media coverage on food-related issues.

2.2 Membership

Food policy councils generally have between 10 and 30 members, with 15 being an optimal size (Wilder Research 2010, Burgan & Winne 2012). Existing local-level food policy councils use one of several methods for member selection, including self-selection, appointment by government, invitation by the host organization, application and review, or some combination of the above (Harper et al 2009, Salemi et al 2011, Fitzgerald & Morgan 2014). Members of government-connected food policy councils are generally appointed by the governing body that created them (Burgan & Winne 2012). A food policy council may even include members appointed by virtue of their position on a municipal council or with the civil service.

Members generally serve between one and three years and are usually eligible for consideration again (MacRae & Donahue 2013). Having alternating term limits allows for some continuation of knowledge between old and new members (Salemi et al 2011).

Each member of the food policy council can potentially be seen as a consulting expert with a wealth of knowledge and experience that they are offering on a volunteer basis. When selecting members for a food policy council, it is beneficial to consider including members that offer a diversity of skills and sector representation, influence, and links to other people and organizations within the food system (MacRae & Donahue 2013).

Effective members tend to work well with others, be willing to learn and share knowledge, and seek ways to improve local systems for all people (Burgan & Winne 2012). A diverse membership from across all food sectors, with new members coming in over time, allows for greater representation of, and discussion on, issues.

Composition of the food policy council differs between groups. The Vancouver Food Policy Council includes three representatives from each of five food system areas (Vancouver 2015), while the Toronto Food Policy Council focuses more on geographic representation, along with a few broad qualifications applying to all members (Toronto 2015). The Edmonton Food Council seeks up to fifteen members that represent one of ten groups, and have several additional skills and attributes (Edmonton 2015).

Food policy councils generally have one or more chairs and a vice-chair. These members develop agendas, lead meetings, represent the food policy council to the community and government agencies, and ensure it follows its policies and mission (Burgan & Winne 2012). It is helpful to outline the role and term limit of the chair in the council by-laws.

2.3 Supports

Personnel

As with any council, board or committee, there is likely to be a large amount of administrative work related to scheduling meetings, preparing agendas, recording and writing minutes, prioritizing tasks and coordinating with the City. In addition, the activities of a food policy councils often include conducting or coordinating research, facilitating workshops, writing administrative reports, advising on policy development and municipal procedures, and reporting on progress.

It is common for members of food policy councils to be volunteers. To ensure day-to-day functions are tended to, food policy councils sometimes rely on a part-time or full-time staff person (Burgan & Winne 2012). Dedicated staff can be critical to ensuring administrative functions are properly carried out (Fitzgerald & Morgan 2014). Harper et al (2009) suggest that a lack of staff support can cause councils to dissolve.

In addition to a dedicated staff person, some jurisdictions allocate specific responsibilities to existing government employees' duties (Burgan & Winne 2012). The literature suggests that skillset of an experienced City Planner is well suited to support the work of a food policy council. For example, the American Planning Association (2011) identifies planners as particularly useful to food policy councils because of their familiarity with the policy process, systems thinking approach, and understanding of the built, social, and natural environments. Planners also create visioning documents, form land use plans, and often link different city departments and functions by bringing people together to address planning issues.

Other supports

Food policy councils that report to a government body are generally funded by the governing body that created them. Almost all of the 40 food policy councils in the United States interviewed by Harper et al (2009), identified limited staff time and lack of funding as obstacles to their success. Food policy councils not closely connected to government commonly face significant financial constraints and generally rely on private foundations or individual donations (MacRae & Donahue 2013). This may lead to increased competition for limited funding with other community organizations, many of which should be working in cooperation with the food policy council.

Reliable and continued financing ensures longevity, the ability to create long-term solutions to food-related issues, and the ability to continue operations without disruption. Providing staff and other supports (e.g. meeting places or office space) helps coordinate members' expertise, creating high payoffs for a small investment.

Operations

In addition to a Strategy as well as Action/Implementation plans that guide their work, effective food policy councils have developed Terms of Reference documents. These documents outline the decision-making process, group composition and other processes ensuring the organization runs well.

Food policy councils may be required by law to maintain transparency and reporting on work activities through producing annual reports, publishing public agendas before meetings, and posting minutes (Burgan & Winne 2012). When partnering with a municipal government, records can be made available through the government website (Burgan & Winne 2012). Deloitte (2013) recommends keeping organized agendas and minutes, maintaining consistent meeting schedules, and keeping track of assigned tasks. Government supports (e.g. City Clerks) can ensure this happens. Official connections to

the Municipality can also ensure that Council-designated priorities are included on food policy council meeting agendas.

2.4 Relationship to the Municipality

Food policy council literature identifies and discusses various categories of food policy councils based on the relationship, or lack thereof, with a local government. The focus of this report is to familiarize stakeholders and Councillors of food policy councils as they may relate to supporting food system policy and initiatives directed by the City of Winnipeg. The discussion that follows will therefore exclude discussion related to food policy councils established to lobby governments for policy action. Having said this, research suggests that accountability to, and financial support from, some level of government strongly benefits the effectiveness of a food policy council. Food policy councils tend to be most effective and have greater longevity when they have strong ties to government (MacRae & Donahue 2013).

A strong tie to a government is often assisted by having members appointed from municipal council, and may involve civil service staff in various capacities ranging from council chair to advisor. A 2012 census on food policy councils in Canada and the US, conducted by the Community Food Security Coalition, found that 9 out of 59 (15%) Canadian food policy councils who responded had structural links or accountability to government (Winne & Donahue 2013). The census revealed that "in all cases, the quality of government ties, such as participation from elected officials and public servants in food policy council work, the ability to engage with government processes, and access to funding, was strongly correlated with the ability of food policy councils to improve their local / regional food system" (Winne & Donahue 2013).

The Deloitte 'Best Practices in Local Food Guide' (2013) notes that municipal endorsements and structural links "can increase the legitimacy of the council and help it navigate through the complex rules and regulations of various government departments". Municipal government support may be achieved through a supporting council resolution, representation on the council, and by providing funding, meeting places, or other support (Harper et al 2009).

2.5 Planning for Success

Gathering diverse stakeholders together to work towards a common goal may be an intimidating task, as each member has a unique agenda and mandate. A number of key elements have helped other municipalities create well-functioning food policy councils with diverse member interests:

1. **Get to know community food needs**. Most food policy councils develop and maintain some sort of food system assessment to identify and evaluate the existing conditions and needs of the local food system. The assessment may reveal how the various food sectors are connected and how food issues relate to community goals, values, and current issues, such as access to affordable nutritious food (Burgan and Winne 2012).

   Food assessments may identify the current state of urban agricultural production and waste. An assessment may also point out where the current system falls short in allowing people to access food, and outline opportunities like existing assets, food production potential, procurement, food retail issues, and ways to address food poverty (Burgan & Winne 2012). It is not uncommon for a municipality to spend three to four years getting to know their local food system (Harper et al 2009).

2. **Develop a common vision**. When a common vision is developed, work can be linked to many different reports and initiatives. Food policy has a greater chance of being implemented when it is attached to other agencies and units, and when collaboration can assist with the complex execution of many organizations' mandates (MacRae & Donahue 2013). Every member/stakeholder can see and demonstrate how their individual work connects with the group's broad vision.

   A broad vision can be established through the food systems assessment process or through other engagement opportunities. Data gathered can help articulate the vision, which can be achieved by working in many different, yet coordinated, ways.

3. **Make a plan and take action**. After food needs are identified and a common vision articulated, it is time to create a strategy and action plan. Recommendations and priorities from food system assessments can be used to inform a strategic or action plan (Burgan and Winne 2012, Deloitte 2013). For food policy councils connected to local governments, this strategic plan would concentrate on actions falling under municipal jurisdiction, which can be addressed through municipal actions or by collaborating with local partners.

   Burgan & Winne (2012) recommend that all food policy councils have a strategic plan, which may help members "clarify their thinking about the group's overall purpose, the results it hopes to achieve, and how to achieve them." A strategic plan should adopt a holistic approach to improving the food system rather than a single issue approach, as councils can lose momentum after launching a major project (Deloitte 2013). Most food policy councils also develop terms of reference documents, to describe the group's purpose and structure.

   Edmonton's food policy council has adopted an overarching Food and Urban Agriculture **Strategy**, *Fresh*, as well as an **Implementation Plan**. The Strategy includes goals, strategic directions and recommendations that will guide the City's food policy for the future. The Implementation Plan acts as a starting point to implement the strategy over the short-to-long term by outlining the time frame, suggested key steps and possible partners for each of the Strategy's recommendations.

4. **Measure Outcomes and Evaluate**. It is vital to know the extent to which a group's common vision is being achieved. Evaluation takes time, but it is necessary to identify successful processes for social change, ways in which the group's work can improve, and food system and other municipal/regional impacts. When working with complex entities involving multiple sectors and actors, it is helpful to employ more than one evaluative approach, as different actors will want to know different things. For example, funders may want to know whether a funding investment can be quantitatively justified, while others want insight on how to adjust a program to make it more effective (Cabaj, 2014). Measuring success involves identifying indicators and reporting progress over a logical timeframe.

2.6 Formation - How do food policy councils begin?

There is no single 'food policy council' model that will work for all cities. To be successful and relevant, every group must be created in consideration of the local context and needs of the community (Burgan & Winne 2012).

Several recommendations for forming food policy councils include:

- Engage members across different sectors of the food system and from different socio-economic backgrounds and draw from a diverse, but organized base
- Establish priorities and agree on some kind of strategic plan from the outset

- Establish clear structures for decision-making, communication and evaluation from the beginning
- Examine structural trade-offs between being within or independent of government, how the council is funded, and what issues the council chooses to prioritize
- Include elements of self-education (for members) and the public
- Diversify political and internal leadership support
    - Harper et al (2009) and MacRae & Donahue (2013)

3 LOCAL CONTEXT

3.1 OurWinnipeg

OurWinnipeg, Winnipeg's Development Plan, recognizes that local food production and connections to our food are increasingly seen as part of a vital and healthy neighbourhood (*OurWinnipeg*, Section 03-2). The Plan directs the City to respond to food needs as identified by communities by working through community partnerships. The enabling strategies are:

- Collaborate on local food opportunities that are part of community development initiatives
- Include food in planning for neighbourhood revitalization strategies
- Within the City's mandate, pursue opportunities to support local food production
- Develop planning tools to manage the sustainability of existing community gardens and to enable the creation of new permanent or temporary gardens, and
- Maintain an inventory of city properties suitable for food production (*OurWinnipeg* p 82).

Other *OurWinnipeg* policy directions directly or indirectly related to the local food system involve the need for intergovernmental cooperation, collaboration with economic and community economic development agencies, and a commitment to sustainable long-term planning (*OurWinnipeg* pp 50-51). Food issues also intersect with policy directions about sustainability (*OurWinnipeg* p 65), inclusion and opportunity (*OurWinnipeg* pp 75-77).

3.2 Local Initiatives

The City of Winnipeg directly responds to a variety of food related issues, including economic development opportunities, zoning for food-related businesses, management of food waste (Food Matters Manitoba 2015), and community gardens and agricultural land. Policy directions outlined in *OurWinnipeg* and the corresponding direction strategies, as well as priorities established by community groups through research and consultation events provide a basis from which the City's food policy work can grow. Current work suggests the Winnipeg community has both the energy and expertise needed to create and operate an effective food policy council.

The City has been active in supporting community gardening by creating a Community Garden Policy "intended to foster a positive climate for community gardening" and a set of implementation strategies (2008 Community / Allotment Garden Report). The demand for allotment gardens has been growing significantly over the last few years, from 161 plots with 87% occupancy in 2012, to 208 plots with 98% occupancy in 2014. During this same time, Winnipeg has also had a growing number of community groups working to establish more community orchards within the City.

Increased interest in community and allotment gardens indicates growth in Manitoba's local food movement. The Province of Manitoba reports that more Manitobans are buying local food and the Province offers resources to support local agriculture. The City of Winnipeg has also experienced an increase in the number of farmers' markets, organized through Business Improvement Zone (BIZ) associations and other organizations.

The growing demand for locally produced goods may create additional economic opportunities for new and prospective producers. A 2006 report on agriculture in Manitoba found that "for every dollar of net income produced by primary agriculture in Manitoba, between $1.70 and 1.90 is generated in the overall Manitoba economy" (Honey & Oleson 2006). This economic trend is reflected nationally as well. A 2009 survey by Farmers' Markets Canada found that 55% of surveyed farmers reported that participation in a farmers' market has led to the creation of between 1 and 5 jobs (FMC 2009).

Growth in the local food movement is also reflected through community mobilization efforts. Over the past few years, initiatives and groups like The Canadian CED Network and Food Matters Manitoba (FMM) have been working with citizens, organizations and government to influence policy, network, and gather community input.

To date, FMM has completed four Community Food Assessments, which will inform future programming and policy development efforts.

FMM also hosted a visioning session in March 2015 ('The Future of Food'). At this forum, over 80 Winnipeg food experts gathered to envision ways in which food policy and initiatives can contribute to a more livable city. The report from this event outlines community-identified priorities including;

- Increased support for urban agriculture;
- food education in schools;
- increased access to fresh food all year;
- ways to celebrate diverse food cultures and traditions; and
- the creation of a food waste strategy.

In recent years, public attention has been drawn to several issues related to the food system, including access to groceries in the inner-city (Skerritt 2013, Baxter 2015, VanRaes 2015), excess food waste (Owen 2015), urban agriculture (Cash 2015, VanRaes 2015), food bank usage (CBC 2015). Locally, issues such as composting and urban beekeeping have recently garnered media attention.

In addition, the Province of Manitoba has recently released a report entitled 'Advancing the Small Scale, Local Food Sector in Manitoba: a path forward', which identifies and outlines recommendations to encourage new and existing entrepreneurs and producers. The report's recommendations provide ample opportunities for joint City-community and municipal-provincial efforts.

3.3 City of Winnipeg Charter Authority

The City of Winnipeg Charter (*the Charter*) states that City Council, Executive Policy Committee, and Standing Policy Committees all have authority to establish subcommittees to help carry out their work (62(2), 63(3)). If a subcommittee of the Executive Policy Committee is established, the Mayor must appoint its members and chairperson (62(2)). If a subcommittee of a Standing Policy Committee is established, members and a chairperson must be appointed by the Mayor or a designate (if **Council** establishes the subcommittee) or by the standing committee (if the **standing committee** establishes the subcommittee) (63(4)).

According to *the Charter*, votes are by majority (72(1)), but Council may by By-law prescribe certain aspects that require more than majority, like 2/3 vote (73(1)).

3.4 City of Winnipeg Committees

The City of Winnipeg has established committees, agencies, and boards set up to provide advice to City Council, committees of Council and the civil service on various issues. Some committees have additional mandates like policy development and implementation (Historic Buildings & Resources Committee) or site management (Assiniboine Park Conservancy). Other bodies like the Winnipeg Arts Council and the General Council of Winnipeg Community Centres have a broader administrative and governance role in operations under their jurisdictions.

Some committees have direct links with a specific department or Standing Policy Committee. For example, the Urban Design Advisory Committee is under the jurisdiction of the Standing Policy Committee on Property and Development, Heritage and Downtown Development. Other committees, however, have cross-cutting mandates that connect with the work of many different departments and divisions. Examples include the Access Advisory Committee, the Citizen Equity Committee and the Winnipeg Committee for Safety.

4 SUMMARY

The previous pages have provided an overview of issues and themes related to the formation, role and governance structure of food policy councils.

It is recognized that food systems include many interacting segments, which creates complexity. The various segments of the food system are typically managed independently from one another, creating challenges to developing effective food related polices and initiatives. Governments throughout North America have been forming and working with 'food policy councils' to overcome these challenges and better understand the local food system. Membership on a food policy council is often a reflection of the various local food sectors.

The effectiveness of a food policy council often depends on a strong well-defined relationship with the local government. A municipality can improve the effectiveness and success of a food policy council by providing staff support, participation from elected officials and funding. Properly structured support and reporting mechanisms allow for a food policy council to more provide effective advice to policy makers and municipal governments.

The activities, initiatives and policy recommendations of a food policy council are often informed by a food system assessment, which identifies and evaluates the local food systems conditions and needs. Food policy councils will often develop a vision, action plan, and/or strategy based on the food system assessment.

Community groups have already hosted forums and even undertaken food assessment exercises for various areas of the City. The growing list of local food system related issues and initiatives suggest the need for the creation of a Winnipeg Food Policy Council. Additional rationale and support for a Winnipeg Food Policy Council can be found in Winnipeg's Development Plan By-law, *OurWinnipeg*. *The City of Winnipeg Charter* provides the necessary framework for the creation of a Winnipeg Food Policy Council. It is anticipated that a Winnipeg Food Policy Council will operate similar to one or more of the existing committees.

In Winnipeg, the proposed stakeholder consultations are the first step towards formation of a local food policy council. It is expected that consultation with stakeholders will help fill in knowledge gaps; for example, stakeholders will be able to identify which food sectors are most relevant to the Winnipeg context. In addition, Council direction, combined with consultation recommendations and information from existing community food assessments and previous events (e.g. the Future of Food Forum organized by Food Matters Manitoba in 2014) could potentially inform the group's initial work.

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APPENDIX A

Food Policy Work across Canada (MacRae and Donahue, 2013; adapted from Hatfield 2012)

Area	Examples
Access and Equity	Community engagement in decision-making Healthy food access and food retail initiatives Food desert mapping Senior food assistance programs Access to culturally appropriate food
Economic Development	Small business marketing assistance/financing Food hubs Food employment training programs Food trucks Farmers' markets
Environmental Sustainability	Sustainable food sourcing Environmental footprint Climate change planning
Food Education	Food skills and food literacy programs Healthy cooking demonstrations School gardens
Local and Regional Food	Farm-to-table programs Institutional purchasing programs Legislation
Mobile Vending	Enabling mobile food carts Licensing fee reductions
Nutrition and Public Health	Electronic Benefit transfer (EBT) at farmers' markets Menu labeling Healthy eating programs Early childhood nutrition programs
Policy Advocacy	Provincial and federal advocacy Municipal food Charters
Urban Agriculture	Zoning By-law revisions Community garden programs Greenhouses
Waste Management	Food composting programs Curbside food waste collection Provincial waste hauler rules

Summary of Consultation

1. INTRODUCTION

On June 2, 2015, Winnipeg's Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPCPD) approved a recommendation that the Winnipeg Public Service "...engage key stakeholders to investigate and provide recommendations related to the formation, role and governance structure of a Winnipeg Food Policy Council, with a mandate of providing continued advice on agricultural and food related policy".

Following a comprehensive review of literature and discussions with food policy council experts from across Canada, the City of Winnipeg hosted two stakeholder events (May 30 and June 2, 2016), and partnered with Food Matters Manitoba to co-host these sessions. The purpose of these events was to obtain feedback from local stakeholders on a number of issues related to the formation, role and governance structure of a local food policy council.

After these events, Urban Planning Division staff compiled feedback, reported back to stakeholders with a "What we heard: Summary of consultation events" document, and used this feedback to inform the proposed Terms of Reference. In the summary of consultation events, stakeholders were notified that the content as proposed may need to be changed in the future.

Results and certain elements of the proposed Terms of Reference document were shared at *Ciclovia*, one of the many public events included as part of *ManyFest,* on Sunday September 11, 2016.

The following pages include a summary of consultation events, including the main themes from the stakeholder conversations and online questionnaire. It also The summary below reflects content in the proposed Terms of Reference as of December 5, 2016, which includes not only stakeholder feedback but also logistical and legal input from the City Clerks' Department and from the City of Winnipeg's Legal Services Department.

2. EVENTS

2.2 Stakeholder Conversations

Throughout 2015, staff from the Urban Planning Division reviewed literature on food policy councils and consulted with individuals with direct experience creating or working with food policy councils. Urban Planning staff prepared a report ("Towards a Winnipeg Food Policy Council: Background, Research Scan and Local Context") about key concepts related to successful food policy council formation, role and governance structure.

The report was provided to participants one week before stakeholder consultation events, along with other materials related to our understanding of other food policy councils.

The City of Winnipeg engaged Food Matters Manitoba to assist with the Stakeholder Engagement events on May 30, and June 2, 2016. During these events, City staff shared research on food policy councils, and provided information about the operations of existing City of Winnipeg committees. Facilitated table discussions focused on gathering ideas about what a Winnipeg food policy council would look like, and the type of work it would do.

At these events:

- 74 key stakeholders were invited from various sectors, including community organizations, food entrepreneurs, producers, processors, distributers, food advocates, service agencies, dieticians, health organizations, provincial representatives, and agribusiness.
- 56 people registered for one of the two events (19 on May 30 and 37 on June 2).
- 42 people attended one of the two events (12 on May 30 and 30 on June 2).

After these events:

- Information shared at the stakeholder conversations was posted online at winnipeg.ca/ppd/PublicEngagement/WinnipegFoodPolicyCouncil.
- A follow-up email was sent to all invitees. This email included a link to an online questionnaire, which included questions similar to those discussed at the events. Stakeholders were encouraged to share the link with their networks. Thirty-three people filled out the online questionnaire, which was available online from early June to July 18, 2016.
- A summary of feedback received from the stakeholder conversations was created and distributed to stakeholders.
- A draft Terms of Reference document was created based on feedback from the stakeholder events.

2.3 Online Feedback and Questionnaire

Following the stakeholder conversation events, materials discussed at the events were posted online on the project's public engagement web page, along with an online questionnaire. Thirty-four people gave feedback through this questionnaire, and results were analyzed alongside feedback from stakeholder conversations.

2.4 Public Event - *ManyFest*

On September 11, 2016, the Urban Planning Division set up a booth by the farmers' market along Broadway during the Ciclovia portion of the ManyFest event. Information about the project was available from 11am to 6pm, and included an overview of what a food policy council is and what it does. In addition, portions of the proposed Terms of Reference document (which included proposed committee composition and a draft mandate) were available. The event allows for staff to have conversations with citizens who were curious about the project and interested in what a Winnipeg food policy council would mean for them.

3. FEEDBACK RECEIVED

The following is a summary of feedback received from the stakeholder conversations and online questionnaire, related to the formation, governance and role of a potential Winnipeg Food Council.

3.1 Formation and Governance

Overview

Both stakeholder conversations began with a discussion on FORMATION and GOVERNANCE issues. City staff gave a brief overview of the composition of three existing food policy councils; Toronto, Edmonton, and Vancouver. This was followed by an overview of the composition of existing citizen committees

established by the City of Winnipeg. This overview explained that while all committees are unique in their role and structure, each committee has

- some type of membership structure,
- reporting requirements (to a person or a Committee of Council),
- a chair,
- term limits, and
- City support (e.g. a clerk to take notes, a staff liaison and, in some cases, a small budget).

Food Matters Manitoba then facilitated table discussions related to how Winnipeg food council membership could best reflect the sectors of the food system, and address the food system issues in the City of Winnipeg.

Similar topics were included in the online questionnaire as well. The online questionnaire and the discussion questions can be found in Appendices A and B of this document.

Results

Major theme/Observation	How it is reflected in proposed Terms of Reference
Diversity/representation from underrepresented groups was a large priority	Winnipeg Food Council's membership should reflect Winnipeg's diverse population including, but not limited to, representation from Indigenous communities; newcomers and refugees; people with disabilities, youth (aged 18-30), elders/seniors, low-income residents, and those with other experience (e.g. ability to connect with specific groups, rural experience, etc.).
Participants also expressed a desire to see a committee that has "some influence", and the ability to encourage change.	A section outlines qualifications for membership, and includes a desire for members to be able to contribute to policy development and influence change, and be willing to work within City of Winnipeg systems and protocols to address municipal issues.

Attachment C – Summary of Consultation

Major theme/Observation	How it is reflected in proposed Terms of Reference
Committee Size: Size of the Food Council should not to be too large, but wide sector representation is important (from different sectors as well as different demographics: there was a push and pull between "Easier to communicate and complete tasks with a smaller group" but also "need to have a diverse voice"	Specific sector representation is included. There is also space for up to five members at large to increase diversity, fill membership gaps and/or add expertise to particular topics. Initially, the Terms of Reference outlined a proposed Food Council with 15 members. In consultation with the Clerks Department, however, the Division discovered that there are no committee meeting rooms that could accommodate 15 members. In addition, Clerks have extensive experience with citizen committees, so they recommended a reduced committee size for logistical reasons. The newest version of the Terms of Reference has a committee with 12 members. The Terms of Reference document provides the opportunity to form subcommittees to address timely topics, or issues that need additional time and energy. Subcommittee members do not need to be Food Council members
Committee Name: 55% of online respondents and 52% of event participants liked *Winnipeg Food Council* 26% of online respondents and 30% of event participants liked *Winnipeg Food Policy Council* 19% of online respondents and 19% of event participants were interested in the name being something else or skipped this question	The recommended name of the committee will be *Winnipeg Food Council*. This is consistent with the proposed function of the committee, which includes more than just policy-related work. This name may be subject to change at the discretion of City of Winnipeg Councillors.
Terms: 56% of online respondents and 63% of event participants wanted terms to be renewable for two terms 13% of online respondents and 26% of event participants liked the idea of renewing for one term 19% of online respondents and 11% of event participants had other ideas (variations of the ones noted above), skipped the question, or were not sure.	Member terms have been staggered; half of initial members will begin with approximately two year terms, and the other half will have approximately three -year terms. Terms are to be renewed through the annual City process for appointments to City committees, which happens every fall. Except for the initial members who begin with appointments of approximately two or three years, terms will be two years in length and will be renewable two times.
Leadership: 80% of online respondents and 75% of event participants liked the co-chair model, but were divided on whether the Food Council should vote on both chairs, or whether the co-chairs should be from specific sectors	The terms of reference document proposes a co-chair model.

Stakeholder input played a large role in determining the proposed committee composition. Efforts were made to ensure adequate representation from sectors across the food system, while still allowing flexibility and fluidity. Originally five members at large were proposed, but due to logistical issues and upon City Clerks' recommendation, the Terms of Reference propose three members at large for the Food Council. The proposed Terms of Reference also enable the Food Council to form subcommittees or working groups to address specific topics, and subcommittees would include non-Food Council members.

3.2 Roles and Priority Areas

Overview

A list of food policy council member roles was compiled through a review of Terms of Reference documents from the Toronto, Vancouver and Edmonton food councils, as well as the mandates from the committees of Council listed on the City's website. The resulting list of roles was presented to participants of the stakeholder conversations.

City staff also discussed different activities that food councils are most commonly involved in, and put them into what we called *priority areas*.

Food Matters facilitated table discussions about which roles and priorities they think should be focus areas for a future Winnipeg Food Council. The discussion was followed by a dotmocracy exercise whereby participants 'voted' by placing stickers on a list of potential roles and priority areas. Similar questions were included in the online questionnaire.

Results

Results from stakeholder conversations and the online questionnaire are as follows:

Roles	**Dotmocracy results**			**Online questionnaire respondents indicating 'very important'**
	May 30	**June 2**	**Total**	
Strategy Development	10	24	34	**84.38%**
Advisory Support	8	22	30	**65.63%**
Coordination and Networking	6	17	23	**43.75%**
Advocacy	7	9	16	40.63%
Policy creation and implementation	3	5	8	**80.65%**
Research	4	0	4	40.63%
Engagement and Education	1	2	3	40.63%
Programming/delivering programs	0	0	0	28.13%
Resourcing and Support	0	0	0	41.94%

Top Roles

From stakeholder sessions	**From online questionnaire**
1. Strategy Development	1. Strategy Development
2. Advisory Support	2. Policy Creation and implementation
3. Coordination and Networking	3. Advisory Support
4. Advocacy	4. Coordination and Networking
5. Policy creation and implementation	5. Resourcing and Support for other organizations

"Roles" Summary: "Strategy Development" was the top priority in both the stakeholder sessions and the online questionnaire.

Priority Areas	Dotmocracy results			Percentage on online respondents indicating 'Very Important'
	May 30	June 2	Total	
Access and Equity	9	25	34	**81.25%**
Local and Regional Food	10	7	17	53.13%
Urban Agriculture	1	15	16	**65.63%**
Land Use and Long Range Planning	1	11	12	43.75%
Food Education/Food Literacy	6	6	12	**62.5%**
Economic Development	3	9	12	31.25%
Nutrition and Public Health	5	4	9	**65.63%**
Waste Management	2	7	9	37.5%
Environmental Sustainability	2	3	5	56.25%

Top Priority Areas

From stakeholder sessions	From online questionnaire
1. Access and Equity	1. Access and Equity
2. Local and Regional Food	2. Urban Agriculture
3. Urban Agriculture	3. Nutrition and Public Health
4. Land Use and Long Range Planning	4. Food Education/Food Literacy
5. Food Education/Food Literacy	5. Environmental Sustainability

"Priority Areas" Summary: Access and Equity was identified as the top priority in both the stakeholder sessions and the online questionnaire. Other priorities varied between the two groups, but "local food" and "food literacy" were also common themes.

Other Priority Areas, as well as specific activities, will need to be determined through a larger city-wide consultation process, potentially directed by the Winnipeg Food Council and connected with the development of an Agricultural and Food Strategy.

3.3 Additional Themes

Below are some additional themes identified from event notes/conversations as well as results from the online questionnaire:

Major Themes/Observations	Proposed Terms of Reference
There is the perception that City departments are not always knowledgeable of other departments' initiatives. There is also a perception that there is a lack of understanding (within and outside of the public service) of how the work of one department relates to the work of the other. This leads to missed opportunities for coordinated efforts. Creating ways to connect would make it easier for citizens to navigate city systems and procedures.	In addition to the Food Council, it is recommended that the City work to coordinate its internal food-related activities. This could be done by establishing an internal coordinating group/Technical Advisory Committee with representatives from major food-related activities that fall under City jurisdiction, including departments directly focused on food related activities and those whose work has an indirect impact.
Flexibility to change Food Council activities to align with changing priorities	The proposed Terms of Reference document provides authority to form subcommittees as opportunities and interests arise. In addition, the *function* section of the proposed Terms of Reference identifies very broad roles and priority areas, and not specific issues.
Concerns about accountability were noted – there are many things that need to be done but participants felt that there were not very many ways to ensure action is being taken.	The proposed Terms of Reference document requires an annual report and work plan from the Food Council re: council activities. The proposed Terms of Reference document notes that one of the responsibilities of the Food Council is to "monitor progress of City Departments in implementing Winnipeg Food Council recommendations."

5 CONCLUSION

The content above summarizes stakeholder feedback and recommendations in response to the June 2, 2015, Winnipeg's Standing Policy Committee on Property and Development, Heritage and Downtown Development (SPCPD) approved a recommendation that the Winnipeg Public Service "...engage key stakeholders to investigate and provide recommendations related to the formation, role and governance structure of a Winnipeg Food Policy Council, with a mandate of providing continued advice on agricultural and food related policy".

Stakeholder input was vital to the development of proposed Terms of Reference for the Winnipeg Food Council. The Division is of the opinion that involving citizens at the development stages of this project will ensure citizen support and increase the likelihood of future successes.

Appendix A
Winnipeg Committees and other Food Councils – Composition

Please feel free to ask others (coworkers, clients, community partners, etc.) to discuss these questions with you. We can connect with more people that way – the more information we have, the better!

Think about the people or groups that you think should be represented on the FPC. Read "Winnipeg Committees and other Food Councils - Composition" sheet for some ideas. Please think about/write down your ideas, and be ready to share at the event.

Reflection Questions. Think about the types of members in Vancouver, Edmonton, and Toronto's Food Policy Councils, and think about what makes the most sense for Winnipeg. Please write your comments below, and be ready to share your ideas at the event.

1. There are different models that could be used: broad representation (like Toronto), representation from specific groups (like Edmonton) or somewhere in between (like Vancouver). What do you like about these models? What do you feel could be improved?

2. What sectors, demographics, or other types of representation (e.g. geography) do you think should be part of a Winnipeg food policy council?

3. Do you think specific organizations and/or positions within organizations should have a guaranteed place on a Winnipeg food policy council? If so, which ones?

Winnipeg Committees and other Food Councils: Roles and Priority Areas

Think about the potential role of Winnipeg's food policy council, and what priority areas it could work on. Read "Winnipeg Committees and other Food Councils - Roles", and "Potential Priority Areas" sheets for some ideas. Please think about/write down your ideas, and be ready to share at the event.

Reflection Questions.

1. What are the most important roles for a Winnipeg food policy council? Which do you feel are the least important? (See "Winnipeg Committees and other Food Councils - Roles" document for more information)

2. What priority areas would you see as being key components of a food policy council's mandate in Winnipeg? (See "Potential Priority Areas" document for more information)

Attachment C – Summary of Consultation

Appendix B – Stakeholder Event Questionnaire

Please fill out as much or as little of this questionnaire as you want, circling answers as appropriate.

1. Even though we have been calling this a "Food Policy Council", this name is not confirmed. What do you think it should be called?
    a. Winnipeg Food Policy Council
    b. Winnipeg Food Council
    c. Other

        _____ _____

2. What are the three most important things that you think the food policy council should first work on?
    1)
    2)
    3)

3. Who do you think should lead (chair) the food policy council?
    a. A political representative, like a City Councillor
    b. Any Food Policy Council member, elected by the group
    c. Two co-chairs, recommended by the food policy council
    d. Two co-chairs, from specific sectors (e.g. a City Councillor and a representative from a specific organization or sector) Please say which sectors here:

        _____

    e. Other

        _____

We know from research that terms should be rotating, to make sure that knowledge is passed along to new people on the food policy council. In addition, terms would be two or three years. In your opinion, should terms be:

    f. Renewable, for one term
    g. Renewable, for two terms
    h. Non-renewable (participants to be on Council for one term only)
    i. Doesn't matter
    j. Other _____

4. Which groups/individuals would you trust to make the decisions about who will be on the initial food policy council? Circle all that apply, specifying where applicable.
    a. Mayor and/or Mayor's staff (please circle which one(s))
    b. City staff (name individuals/departments)
    c. A Councillor (please name)
    d. A community organization (please name)
    e. An individual (please name)
    f. Don't know
    g. Other (please name)

5. If you would be interested in receiving updates, please leave your name and e-mail address here:

6. If you have any other comments, please write them below and/or on a different page.

Appendix C – Online Questionnaire

INTRODUCTION

Over the past few years, different groups have been working with citizens, organizations and government to guide policy, network, and gather community input about food issues in Winnipeg. This input influenced a motion by the Standing Policy Committee on Property and Development on June 2, 2015, recommending that the public service "Engage key stakeholders to investigate and provide recommendations related to the formation, role and governance structure of a Winnipeg food policy council, with a mandate of providing continued advice on agricultural and food related policy, including:

- providing research and advisory support;
- investigating barriers to food production;
- exploring opportunities towards improving food production and food security;
- preparing a report with recommendations about permissible non-invasive agricultural-related uses in Winnipeg; and assisting in the creation of an Agricultural and Food Security Strategy.

We want to hear from you. We want to know your opinion about the formation, role and governance structure of a potential Winnipeg Food Council. Each section will begin with a short introduction, followed by a few questions related to that topic. The survey should take about 15-20 minutes. Thanks for your time and participation!

SECTION 1

Different food councils are composed in different ways. The **Toronto** Food Policy Council has a few spots for people from certain organizations or demographics, like the Health Board (which is part of the municipal mandate), surrounding farms, and youth. Most of the council, however, is made up of people who represent different parts of the City and area, who fit into very broad categories (their ability to connect with certain people or organizations, policy experience, etc.). **Vancouve**r requires three people from each of five broad sectors (Food Production, Processing/Distribution, Retail, Access/Consumption, and Waste Management) plus six members-at-large (general members). The **Edmonton** Food Council seeks members from a list of 10 specific sectors, and also has some members-at-large.

The next few questions will ask your opinions about who you think should be part of a potential Winnipeg Food Council.

1. After reading the brief summary paragraph above, which do you prefer:
    a. very broad representation (like Toronto)
    b. representation from specific sectors (like Edmonton)
    c. somewhere in between (like Vancouver)
    d. other (please specify)

2. Please let us know the reasons for your choice.

3. Who do you think should be represented on Winnipeg's food policy council? Choose all that apply.
    - Specific geographic areas (e.g. neighbourhoods, wards, etc. – please tell us which ones) Farms and/or rural communities around Winnipeg
    - Food Production
    - Processing
    - Distribution

- Accessing Food (food banks, gleaning organizations, good food boxes)
- Retail (Buying and selling)
- Food Skills (buying, preparing)
- Eating (people who enjoy food, restaurants and chefs,)
- Food Waste and Recovery
- Health and wellness
- Research and Education
- Provincial or Federal Government
- Specific demographic groups

Please give us more details (e.g. what geographic areas, which demographics, or which government departments, etc.), and/or add any other sectors you think should be represented.

4. Do you think specific people or organizations should always have a guaranteed spot on the Food Policy Council because of their position (e.g. government minister, Executive Director or CEO of an organization or business)? Check all that apply.
   - Mayor
   - Provincial Representative
   - Federal Representative
   - Specific Community Organization(s)
   - A specific business or industry
   - A specific association

Please give us more details (e.g. specify which government position, organizations, businesses, industries, or associations you think should have guaranteed spots on the council. Feel free to list additional ideas as well.

5. Who do you think should lead (chair) the food policy council
   a. A political representative, like a City Councillor
   b. Any Food Policy Council member, elected by the group
   c. Two co-chairs, recommended by the food policy council
   d. Two co-chairs, from specific sectors (e.g. a City Councillor and a representative from a specific organization or sector) Please say which sectors below
   e. Other (please specify)

6. We know from research that terms should be rotating, to make sure that knowledge is passed along to new people. In addition, terms would be two or three years. In your opinion, should terms be
   a. Renewable, for one term
   b. Renewable, for two terms
   c. Non-renewable (participating for one term only)
   d. People should be able to participate for as long as they want
   e. Doesn't matter
   f. Other (please specify)

7. Which groups/individuals would you trust to make the decisions about who will be on the initial food policy council? Check all that apply, specifying where applicable.
   a. Mayor and/or Mayor's staff
   b. City staff (if so, please name department/individuals in space below)

c. A Councillor (please name in the space below)
d. A community organization (please name in the space below)
e. An individual (please name in the space below)
f. Don't know
g. Other

Please name specific individuals and organizations, or add additional ideas here:

SECTION 2

This next section will focus on the type of work that the food policy council could do. The options we give come from our research, highlighting the work of other food councils, as well as the work of other committees formed by the City of Winnipeg.

When considering your answers, think about the work done by existing groups that should not be duplicated by the Winnipeg Food Policy Council.

We defined 'roles' to be the **broad actions** describing what the food policy council could do: advising, doing research, etc.

8. How important do you think it is for the Winnipeg food council to do the following roles/actions:

Roles	Very Important	Somewhat Important	Neither important nor unimportant	Somewhat unimportant	Not at all important	Don't know
Research						
Delivering Programs						
Advisory Support for City Council						
Policy creation, monitoring and implementation						
Strategy Development						
Coordination and networking						
Engagement and Education						
Advocacy						
Resourcing/supporting other organizations						

We defined "Priority Areas" as the general types of activities, or topics that a food policy council could address. Like in the previous question, the priority areas listed below are summed up from the work done by other food councils across North America.

Appendix C – Online Questionnaire

9. How important do you think it is for the Winnipeg food council to address the following Priority areas or topics:

	Very Important	Somewhat Important	Neither important nor unimportant	Somewhat unimportant	Not at all important	Don't know
Access and Equity						
Economic Development						
Environmental Sustainability						
Food Education						
Local and Regional Food						
Nutrition and Public Health						
Urban Agriculture						
Waste Management						
Land Use and Long Range Planning						

SECTION 3

This final section includes three general questions.

10. Even though we have been calling this a food policy council, this name is not confirmed. What do you think it should be called?

    a. Winnipeg Food Policy Council – I think it should stick to giving policy advice
    b. Winnipeg Food Council – I think it could do more than give policy advice
    c. Other

11. What are the three most important things that you think a Winnipeg food policy council should be directed to work on first?

    a.
    b.
    c.

Do you have any other comments?

Towards a Winnipeg Food Council

Winnipeg OurWinnipeg

What is a food policy council?

A food policy council is a group that works with the political process to shape the local food system by looking at it from many different perspectives. Members are usually from different sectors (producers, processors, distributors, etc.), and work together to create a sustainable, accessible, and dynamic food system. Different interests are brought together as the group discusses system issues, researches, and analyzes or proposes policy changes and / or programming related to the food system.

What does a food policy council do?

Food policy councils improve the local food system by advising policy makers, which could include research, or advocating for specific policies. They also gather information about the local food environment, build relationships with and between stakeholders, create opportunities to discuss the food system, and develop strategies to better address community food security.

Activities depend on the food council's structure and mandate, along with local issues and needs. Common activities include public awareness campaigns, education programs, research, advising on policy, coordinating between existing food policies or programs, and publicizing community resources.

Why should Winnipeg have a food policy council?

Since 2008, community groups have been requesting that the City establish a food policy council. With both community and political support, Winnipeg's food policy council will be able to make more positive policy changes to help the production, processing, distribution, consumption and disposal of food in Winnipeg.

OurWinnipeg recognizes that local food production and connections to our food are part of a vital and healthy neighbourhood (OurWinnipeg, Section 03-2). The Plan directs the City to respond to food needs as identified by communities by working through community partnerships. One of the ways to do this is to create a food policy council.

Towards a Winnipeg Food Council

Winnipeg OurWinnipeg

Recommendation (June 2, 2015)

On June 2, 2015 the Standing Policy Committee on Property and Development concurred in a recommendation for the Winnipeg Public Service to:

"engage key stakeholders to investigate and provide recommendations related to the formation, role and governance structure of a Winnipeg Food Policy Council, with a mandate of providing continued advice on agricultural and food related policy", including:

- providing research and advisory support;
- investigating barriers to production;
- exploring opportunities towards improving food production and food security;
- preparing a report with recommendations about permissible non-invasive agricultural-related uses in Winnipeg; and
- assisting in the creation of an Agricultural and Food Security Strategy

Appendix D – Information Boards from Cyclovia (*MANYFEST*)

Towards a Winnipeg Food Council

Winnipeg OurWinnipeg

Work done to date

The Urban Planning Division researched the formation, role, and governance structure of food policy councils throughout North America, and spoke with people who have direct experience creating and working with food councils.

On May 30 and June 2, 2016, the Urban Planning Division and Food Matters Manitoba hosted conversations about the formation, role and governance structure of a potential food policy council in Winnipeg.

Information discussed at these events was posted online, and stakeholders were encouraged to share the link with their networks. We are now reporting back to you, and getting ready to bring recommendations to council.

Consultation highlights

On May 30 and June 2, the Urban Planning Division and Food Matters Manitoba hosted conversations with key food-related stakeholders. We heard that:

- Access and equity was a #1 priority. Other priorities included Urban Agriculture, Food literacy, and nutrition and public health.
- Developing a food strategy, policy creation and implementation, and advisory support were the top three things they wanted to see done by the Winnipeg Food Council
- Diversity and broad representation was important, but participants didn't want the group to be too large.
- Participants valued flexibility in membership and activities (e.g. making sure there were members-at-large and not just specific sectors represented, making sure the Council could form working groups, etc.)
- The term "Winnipeg Food Council" was preferred over "Winnipeg Food Policy Council"

Towards a Winnipeg Food Council

Winnipeg OurWinnipeg

The proposed Winnipeg Food Council would:

- Advise the Mayor and Council on municipal food issues that affect the City of Winnipeg and its food systems;
- Support the work of the community on food issues, enhance public health and local food security, and increase food literacy and access to food by encouraging multi-sector and strategic approaches and fostering coordination and networking; and
- Support the development, implementation and evaluation of an **Agricultural and Food Strategy** to address municipal food security and food system issues.

The Agricultural and Food Strategy would:

- include policy directions identified through community engagement , focused research, and other actions to identify proven practices; and
- be operationalized in partnership with the Winnipeg Public Service, the local food movement, businesses, community agencies, stakeholder groups, and private citizens.

Appendix D – Information Boards from Cyclovia (*MANYFEST*)

Towards a Winnipeg Food Council

Winnipeg
OurWinnipeg

The Winnipeg Food Council would include:

- the Mayor of Winnipeg or designate;
- one [1] member appointed by the **Province of Manitoba**
- one [1] member appointed by the **Winnipeg Regional Health Authority;**
- one [1] front-line representative from **health sector** (dieticians, chronic health organizations, community health workers, etc.)
- two [2] members involved with **food production** (efforts should be made to represent a diversity of producers);
- one [1] member from **food businesses** (retailers, farmers' markets, food entrepreneurs, wholesalers, etc.);
- one [1] member from the **research sector** (Universities, research alliances, etc.);
- one [1] member from **community groups** or networks connected to food issues (e.g. food access, food skills, resource networks, etc.); and
- up to five [5] **members at large** (six [6] if the appointed City Councillor is the Mayor's designate) with specific skills, experience and interests to increase diversity and add value to particular initiatives.

The **Winnipeg Food Council's** membership should reflect Winnipeg's **diverse population** including, but not limited to, representation from

- Indigenous communities;
- newcomers and refugees;
- people with disabilities;
- youth (aged 18-30), elders and seniors; and
- those with lived experience of food insecurity.