

# People's Climate Mandate: **FOOD** by Winnipeg, For Winnipeg

Prepared by: Katie Daman, Board Co-Chair, Fireweed Food Co-op  
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## Why is Local Food Important?

“Food systems account for one third of global greenhouse gas emissions. In Manitoba, agriculture is a key part of our economy, and contributes 31% of provincial emissions.”<sup>1</sup>

Fireweed Food Co-op believes that small-scale, mixed farming is the most ecologically sustainable type of agriculture. However, the globalized food system disadvantages small farmers by denying them the same economic subsidies and legal protections afforded to the largest scales of agriculture. Furthermore, capitalism and other structural forces deny many people access to fresh, nutritious food and other human needs.

We envision a regional food system that is collaborative and prioritizes not only regenerative and sustainable ecological practices but fair labour practices, as well as one that is dedicated to increasing the accessibility of good food.

## What has the City of Winnipeg done to invest in Local Food?

In 2011, Winnipeg City Council adopted “OurWinnipeg Plan” (By-law 67/2010) with a number of food-related planning directives and in 2017, the City of Winnipeg created the Winnipeg Food Policy Council.

*“The Winnipeg Food Council is a citizen advisory committee established by Winnipeg City Council consisting of volunteer experts from across the food system. The Food Council is mandated with advising Mayor and Council on food systems related issues and working with community organizations to enhance Winnipeg’s food system.”* Source: [Winnipeg Food Snapshot Report, 2022](#).

- ✓ Creation of the Winnipeg Food Policy Council (2017)
- ✓ Amendments made to urban beekeeping bylaws to better support apiaries (2017)
- ✓ Community Gardens Report (2021)
- ✓ Annual Urban Agriculture & Community Gardens small grants program (ongoing)

In 2022, the Winnipeg Food Policy Council developed the Winnipeg Food Snapshot Report, which was meant to be the groundwork for an Agriculture and Food Strategy for the City of Winnipeg. We are still waiting on this strategy, despite multiple requests.

- ✓ Winnipeg Food Systems Snapshot (2022)
- ✗ City of Winnipeg Agriculture and Food Strategy
- ✗ No funding increases to Winnipeg Food Policy Council since 2022

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<sup>1</sup> [https://dmis.winnipeg.ca/permalink/meeting/M20221209\(RM\)WFC-13.pdf](https://dmis.winnipeg.ca/permalink/meeting/M20221209(RM)WFC-13.pdf), p. 5.

## What can the City of Winnipeg do to invest in Local Food?

! Recommit to increased, ongoing investments for the Winnipeg Food Policy Council

“Food Councils play an important role in bringing food issues to the mainstream. They have the potential to raise awareness on issues related to food access, and food insecurity... working with local governments in developing policies to support food initiatives”.<sup>2</sup>

! Provide a progress update on the City of Winnipeg Agriculture and Food Strategy

! Create a timeline for completing the City of Winnipeg Agriculture and Food Strategy

“Toronto Food Policy Council (TFPC) has played a significant role in empowering community organizations because of its position within the City Council. It has put forward various proposals before the Board of Health, and other government departments so that it could be considered by entire City Council... TFPC has played a crucial role in developing the Toronto Food Strategy, Toronto Food Charter, Environmental Plan, Urban Agriculture Action Plan, the Golden Horseshoe Food and Farm Action Plan and the City of Toronto Strategic Plan by providing feedback and direction for the documents.”<sup>3</sup>

! Substantial increases to the Urban Agriculture & Community Gardens grants program

In 2025, 42% of organizations receiving these grants indicated the need for more grant dollars for long-term sustainability initiatives for their projects.<sup>4</sup>

! Identify and protect areas suitable for urban food production (Snapshot)

! Strengthen market opportunities in the urban centre, such as local procurement policies and incentives for aggregation and distribution centres (Snapshot)

Each jurisdiction has its own policies and procedures that can either support or hinder the adoption of healthier, equitable, economically viable and climate friendly food systems.

! Institute a permanent city-wide household food waste collection program (Snapshot)

! Conduct a Winnipeg Food Assessment of each ward, to identify assets, opportunities, and barriers to equitable food distribution and availability (CCPA-MB)

## Where Can I Learn More?

The Future of Food in Winnipeg (2015), Food Matters Manitoba  
Towards a Winnipeg Food Strategy (2018), Food Matters Manitoba  
Winnipeg Food System Snapshot Report (2022), City of Winnipeg  
Winnipeg Alternative Municipal Budget: Food Access (2022), CCPA-MB  
Food Ecosystems Project Regional Asset Mapping Reports - Winnipeg Sessions (2024),  
Food & Beverage Manitoba

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<sup>2</sup> <https://foodmattersmanitoba.ca/wp-content/uploads/2022/11/Towards-a-Winnipeg-Food-Strategy.pdf>, p. 7

<sup>3</sup> Ibid, p. 8.

<sup>4</sup> <https://dmis.winnipeg.ca/DownloadMeetingDocument/810931/Appendix%20A.pdf>.

# WINNIPEG FOOD SYSTEM SNAPSHOT

## 2022



# LAND ACKNOWLEDGMENT

## Treaty 1 Territory

The Winnipeg Food Council conducts its work in Treaty No. 1 Territory and the National Homeland of the Red River Métis. The Red River Métis are Canada's Negotiating Partner in Confederation and the Founders of the Province of Manitoba. Treaty No. 1 Territory is the traditional lands of the Anishinabe (Ojibway), Ininew (Cree), Oji-Cree, Dene and Dakota.

We respect the Treaties that were made on these territories and acknowledge the harms and mistakes of the past and present. We acknowledge that our water is sourced from Shoal Lake 40 First Nation. In the spirit of reconciliation, we value the ways these communities nurtured the land and honour the legacy and wisdom of the ancestors who made this place home.



## REPORT AUTHORS & CONTRIBUTORS

### Steering Committee

Dr. Joyce Slater,  
*University of Manitoba*

Martina Gornik-Marion, *Winnipeg  
Regional Health Authority*

Eliana Hotz, *Research and Policy  
subcommittee member of the Winnipeg  
Food Council*

Jeanette Sivilay, *Coordinator of the  
Winnipeg Food Council*

### Research Team

Fatima Saqib  
Florian Kozlik  
Hannah Margolese  
Manvir Bhamra  
Melanie Hamilton  
Poznma Maan

### Research and Policy committee of the Winnipeg Food Council

Asha Nelson  
Cynthia Neuderoffer  
Dustin Hoft  
Eliana Hotz  
James Battershill  
Linda Zhou  
Manas Banarjee  
Martina Gornik-Marion  
Michaela Calderwood  
Scott Hyndman

# WINNIPEG FOOD COUNCIL

The Winnipeg Food Council is a citizen advisory committee established by Winnipeg City Council consisting of volunteer experts from across the food system. The Food Council is mandated with advising Mayor and Council on food systems related issues and working with community organizations to enhance Winnipeg's food system.

The Food Council is also mandated with supporting the development of an Agriculture and Food Strategy for the City of Winnipeg. This Food System Snapshot lays the groundwork to develop such a strategy to assess and guide decision-making that impacts the food system at the municipal level.

## SUMMARY OF TERMS

**Sustainable food system:** a sustainable food system is one that delivers food security and nutrition for all in such a way that the economic, social and environmental bases to generate food security and nutrition for future generations are not compromised.<sup>1</sup>

**Food desert:** areas where low income residents live at a prohibitive distance from retail food establishments with sufficient variety at affordable cost.<sup>2</sup>

**Food mirage:** neighbourhoods that have full-service grocery stores, yet remain inaccessible to low-income residents because of lack of purchasing power.<sup>3</sup>

**Marginally food-insecure:** worry about running out of food and/or limit food selection because of lack of money for food.<sup>4</sup>

**Moderately food-insecure:** compromise in quality and/or quantity of food due to lack of money for food.<sup>5</sup>

**Severely food-insecure:** miss meals, reduce food intake and at the most extreme go day(s) without food.<sup>6</sup>

**Food security:** having sufficient resources to obtain adequate food.<sup>7</sup>

**Nutrition security:** having adequate nutrition status in terms of micro- and macro-nutrients.<sup>8</sup>

**Food hub:** centrally located facilities with a business management structure facilitating the aggregation, storage, processing, distribution and/or marketing of locally/regionally produced food products. A food hub may be set up as a non-profit organization, a for-profit business, or a cooperative.<sup>9</sup>

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## EXECUTIVE SUMMARY

Food is an integral part of our everyday lives, bringing communities together, providing nutrition for health and wellness, greening our cities and driving our economy. The food system has significant social, environmental and economic impacts that often go overlooked, however this is changing. This year world leaders met at COP27 and put food systems change on the climate agenda. Food systems account for one third of global greenhouse gas emissions.<sup>10</sup> In Manitoba, agriculture is a key part of our economy, and contributes 31% of provincial emissions.<sup>11</sup>

### A measure of food insecurity:

- 50,400\* Winnipegers accessed food bank services each month at the height of the pandemic
- 25% were first time users
- 46% were children

\*estimate based on Provincial usage

At the same time, food inflation and poverty make it difficult for many to feed themselves. Food insecurity increased during the COVID-19 pandemic; food bank visits in Manitoba are up over 40%<sup>12</sup> as year over year food inflation in Canada reached 11.4% in 2022<sup>13</sup> the fastest jump since 1981.<sup>14</sup> At the height of the pandemic 50,400 food in-secure Winnipegers accessed food bank services each month.<sup>15</sup>

Cities across the world are increasingly realizing the impact they can have in creating a more ecologically, economically and socially sustainable food system. Winnipeg recognizes that sustainable food systems are part of a sustainable future.

This report follows the Milan Urban Food Policy Pact monitoring framework, using locally adapted key performance indicators to provide a snapshot of Winnipeg's food system in six categories.

### 1. Governance

The City of Winnipeg has taken positive steps in food systems governance by establishing a Food Council. Development of a food strategy will provide strategic direction for the Food Council and public service to guide decision-making and integrate policies across departments.

### 2. Sustainable Diets & Nutrition

The nutrition status of many Winnipeggers is poor. Over 8% have diagnosed diabetes, a significant diet related disease; 31% of adults are overweight and 18% are obese. Nine percent of all residents, and 25% in the inner city, live in food deserts, making it difficult for them to access healthy food. Most youth are not consuming a healthy diet. The City can set standards for the quality of foods available in public City facilities. Setting standards in publicly run environments can help normalize healthier, more diversified food choices and leverage public funding to support the development of supply chains for these foods.

### 3. Social & Economic Equity

While the City has many food assets such as community gardens and kitchens, over 78% of public school students do not have access to school meal programs. Little data is available to properly assess the rate of household food insecurity, or quality of food sector jobs, in the city. The Winnipeg Food Council can better assess these indicators through working with partner organizations to gather local data.

### 4. Food Production

Over 10 indoor and outdoor urban farms are located in Winnipeg. Fifty food processors and 30 food distributors and warehouses are present in the Winnipeg Metro Region that could potentially handle local ingredients to provide supportive infrastructure for urban food production and processing. Food from far away can be vulnerable to sustainability issues and supply chain disruptions. The City supports urban agriculture through improved zoning by-laws and policy, however more can be done to identify and protect areas suitable for urban food production.

### 5. Food Supply & Distribution

One of the critical factors in enabling shorter supply chains and fostering local food systems is access to supportive markets. In Manitoba, the City of Winnipeg is the primary market area for local foods. Little data is available for this category; however the City can stimulate the market and strengthen opportunities through public procurement mechanisms, and incentives for food hubs that aggregate and distribute local foods.

### 6. Food Waste

Household food waste comprises approximately 44% of Winnipeg's waste stream. The City has begun to address food waste diversion through its two-year Residential Food Waste Collection pilot project. Instituting a permanent, city-wide household food waste collection program, as exists in many other cities, is essential for a more sustainable food system.

# RECOMMENDED ACTIONS

Based on the findings from this snapshot, the following actions are recommended to be undertaken by the City of Winnipeg, the Winnipeg Food Council, or partner organizations as indicated, to enhance and support a sustainable food system for Winnipeg.

## Immediate (<1 year)

Fund the development and implementation of an Agriculture and Food Strategy for the City of Winnipeg in collaboration with the Winnipeg Food Council, with input from the local food movement, academia, businesses, community agencies and stakeholder groups.

*Category: Governance*

**Lead: City of Winnipeg**

Adopt a city-wide residential food waste collection program.

*Category: Food Waste*

**Lead: City of Winnipeg**

Support organizations advocating for universal school food programs that promote sustainable diets.

*Category: Social & Economic Equity*

**Lead: Winnipeg Food Council**

Advocate for the Provincial Government to release the 2017 data on Nutritious Food Basket Costing, and restart the Nutritious Food Basket costing project with data divided by region and family type.

*Category: Sustainable Diets & Nutrition*

**Lead: Partner organizations**

## Medium-term (3 years)

Shorten food supply chains and spur economic development for regional food producers through use of municipal levers to strengthen market opportunities in the urban centre, such as local procurement policies and incentives for aggregation and distribution centres.

*Category: Food Supply & Distribution*

**Lead: City of Winnipeg**

Work with the Winnipeg Regional Health Authority to analyze national household food security data at the Winnipeg Health Region level, including Indigenous food security data and other sub-populations disproportionately affected.

*Category: Social & Economic Equity*

**Lead: Winnipeg Food Council**

Work with the Manitoba Collaborative Data Portal (maintained by the Social Planning Council of Winnipeg) to maintain and update the Winnipeg Food Atlas as a centralized database of information for the City of Winnipeg's food system that includes local food policy and programs, latest census data, free/low cost food meal locations, and community food and educational programs.

*Category: Governance*

**Lead: Winnipeg Food Council**

Maintain an inventory of properties suitable for urban food production.

*Category: Food Production*

**Lead: City of Winnipeg**

## Long-term (5 years)

Assess food environments of public City facilities to determine supportive policies and programs needed to increase availability and access of nutritious and diversified foods.

*Category: Sustainable Diets & Nutrition*

**Lead: Winnipeg Food Council**

Collect Winnipeg specific payroll data and disseminate data based on locally relevant industry categories to support advocacy for living wages across sectors of the food system.

*Category: Social & Economic Equity*

**Lead: Partner organizations**

Establish monitoring and data collection on sustainability benchmarks in Winnipeg's food supply chain.

*Category: Food Supply & Distribution*

**Lead: Partner organizations**

Facilitate a supportive business environment for new and existing indoor and outdoor urban agriculture operations.

*Category: Food Production*

**Lead: City of Winnipeg**



# INTRODUCTION

Food is a common part of our everyday lives, bringing communities together, providing nutrition for health and wellness, greening our cities, and driving our economy. The food system has significant social, environmental, and economic impacts that often go overlooked. Climate instability, worsening socio-economic inequities, and supply chain disruptions exacerbated by the COVID-19 pandemic have exposed numerous vulnerabilities to complex global and local food systems. In response to these growing concerns, the Winnipeg Food Council has undertaken the initial steps of documenting, analyzing, and driving municipal food system action to increase the resilience and sustainability of Winnipeg's food system.

A food system consists of the entire network of actors and their respective roles and activities along the food supply chain involved in the production, processing, distribution, preparation, consumption, and disposal of food.<sup>16</sup> Each jurisdiction has its own policies and procedures that can either support or hinder the adoption of healthier, equitable, economically viable and climate friendly food systems. Driving change in this space is a challenge, and requires an in-depth assessment of strengths, gaps, and opportunities at multiple levels.

Though not a traditional area of jurisdiction for municipalities, cities across Canada are increasingly realizing and activating the levers available to create a more sustainable food system. A sustainable food system is one that delivers food security and nutrition security for all in such a way that the economic, social and environmental bases to generate food security and healthy eating for future generations are not compromised.

This report uses evidence-based indicators to create a high-level snapshot for each food system sector in Winnipeg. It also provides strategic policy recommendations to guide municipal decision makers in acting on food systems issues.

Food systems do not exist in isolation of other important City issues. Tracking City-specific food system data can help link and support progress on climate change mitigation and adaptation, poverty and homelessness, economic development and community building for increased citizen and environmental wellbeing.

This snapshot uses the Milan Urban Food Policy Pact (MUFPP) monitoring framework<sup>17</sup> (henceforth referred to as the “monitoring framework”) to assess progress on achieving a more sustainable food system at the municipal level. Its foundations are in alignment with the 2030 United Nations Sustainable Development Goals (SDGs), Local Governments for Sustainability (ICLEI), and the C40 Cities Climate Leadership Group.

## **Six categories of the MUFPP monitoring framework:**

1. Governance
2. Sustainable Diets & Nutrition
3. Social & Economic Equity
4. Food Production
5. Food Supply & Distribution
6. Food Waste



The monitoring framework is comprised of six categories, with each category containing a list of recommended actions and indicators measuring the current state of a food system. These form the basis of the evaluation of this Winnipeg-based snapshot. Indicators were selected for their relevancy to Winnipeg's food system, and given preference if they were in alignment with other City of Winnipeg policy priorities, such as [Our Winnipeg 2045](#).

The key findings from this snapshot show the need for a citywide food strategy that guides decision-making in multiple areas by using a systems approach. These findings also illustrate the mechanisms available for making Winnipeg's food system more sustainable, nutritious, and resilient.

## COMPONENTS OF THE SNAPSHOT

**Categories:** There are six categories within the monitoring framework.

**Indicators:** Indicators provide a baseline from which to measure on-going progress or change. They provide information about the way a process is functioning and provide a basis for further improvements and can help measure the extent to which “desired changes” are happening.

**Rationale:** The rationale section provides context to explain why the indicator is important in assessing the municipal food system.

**Findings:** Displays high level summary of results.



## CATEGORY 1: GOVERNANCE

**Indicator 1: Presence of an active municipal interdepartmental government body for advisory and decision making on food policies and programs (e.g. interdepartmental food working group, food policy office, food team)**

*Rationale:* An active municipal interdepartmental body will facilitate collaboration across city departments, enhance policy integration and efficiency gains by breaking down institutional silos.

*Findings:* Currently, there is no such interdepartmental body at the City of Winnipeg. However, the Winnipeg Food Council put forward a motion which was passed at Executive Policy Committee in 2020 recommending the creation of an inter-departmental food systems working group.<sup>18</sup>

**Indicator 2: Presence of an active multi-stakeholder food policy and planning structure (e.g. food policy councils, food partnerships, food coalitions)**

*Rationale:* Presence of a multi-stakeholder food policy structure can lead to the development of more inclusive and successful programs/policies and enhance stakeholder participation.

*Findings:* Winnipeg has a multi-stakeholder food policy structure. The Winnipeg Food Council was established by City Council and began meeting in 2018. The membership structure is designed to include stakeholders from across the food system, including members from health, food production, food business, academia, community groups, citizen members, Winnipeg City Council, and the Province of Manitoba (non-voting).<sup>19</sup> The Food Council is supported by a part time Coordinator, and has an annual operational budget of \$16,880.<sup>20</sup>

**Indicator 3: Presence of a municipal urban food policy or strategy and/or action plans**

*Rationale:* Local governments are acknowledging and (re)claiming jurisdictional responsibility for food systems activities that impact the health and well-being of their residents through comprehensive approaches that seek to assess and plan the urban food system. A plan will ensure allocation of appropriate resources within the City administration.

*Findings:* No municipal food strategy currently exists for Winnipeg. The Food Council has worked to initiate the development of an Agriculture and Food Strategy through reports such as this Food Systems Snapshot. Development of an Agriculture and Food Strategy is further supported by actions in the [Winnipeg Climate Action Plan](#).<sup>21</sup> In 2022 the Food Council set a budget of \$8,000 towards initiating the development of City of Winnipeg Agriculture and Food Strategy.<sup>22</sup>



**Indicator 4: Presence of an inventory of local food initiatives and practices to guide development and expansion of municipal urban food policy and programs**

*Rationale:* Concrete examples of food policy and programmatic best practices can be used as a source of inspiration for locally adapted urban food programs, policy and practice.

*Findings:* Several local inventories of food initiatives exist, with different and often overlapping information. It is unclear to what extent these initiatives are being used by relevant stake-holders.<sup>23 24 25 26</sup>

**Indicator 5: Presence of a mechanism for assembling and analyzing urban food system data to monitor, evaluate and inform municipal policy making on urban food policies**

*Rationale:* Any food policy development process should be based on a thorough assessment of the current urban food system in the city and ongoing trends and needs.

*Findings:* No monitoring or evaluative mechanism currently exists. The Winnipeg Food Council is in the first phase of undertaking a Food Systems Snapshot aiming to assess and create an overview of the current state of Winnipeg's food system, including measurable key performance indicators.<sup>27</sup>

**Indicator 6: Existence of a food supply emergency/food resilience management plan for the municipality (in response to disasters; infection diseases such as COVID; vulnerabilities in food production, transport, access; socio economic shocks, etc.) based on vulnerability assessment**

*Rationale:* Cities and their urban food systems are increasingly seeing more acute shocks and chronic stresses caused by climate change and other emergencies. Developing a disaster risk reduction strategy can enhance the resilience of urban food systems.

*Findings:* Currently, there is no food supply emergency or resilience management plan at the City level. In 2020 the City established a Community Emergency Advisory Committee to advise on the development of emergency preparedness programs and emergency plans. This committee is responsible for advising the City on developing an Emergency Preparedness Program and Emergency Plan, however no Plan has yet been released.<sup>28</sup>



## CATEGORY 2: SUSTAINABLE DIETS & NUTRITION

### **Indicator 8: Number of households living in food deserts**

*Rationale:* Geospatial distribution of food retail establishments and socioeconomic characteristics of neighbourhoods have been connected with food purchasing habits, weight status, diet-related health conditions, and dietary behaviour and quality. Geographic access can be especially limiting to low-income residents who may not have the financial means to travel.

*Findings:* 9-15% of residents in the Winnipeg Health Region live in food deserts, with 9% being citizens that live greater than 500m away from a local or national chain grocery store, and 15% of residents being greater than 500m from a national chain grocery store.<sup>29</sup>

Inner city residents live in the most unsupportive food environments, with 25% of the area being a severe food desert. If food mirages are also considered, nearly 85,000 inner city residents live in severe food mirage or desert environments. This data considers social deprivation factors (such as low income) in determining access to food for residents of neighbourhoods.<sup>30</sup>

### **Indicator 9: Costs of a nutritious food basket at the city level**

*Rationale:* The nutritious food basket provides the average monthly cost of an adequate and balanced diet for residents of an area or region. When related to individual or family income, and other costs of living, the food basket can inform food affordability and accessibility for residents.

*Findings:* The most recent report (data collected in 2011) found that the cost of eating healthy for a family of four in Winnipeg was between \$778.90 to \$860.80 per month.<sup>31</sup> Another round of data collection took place in 2017, however the findings have yet to be published by the provincial government.<sup>32</sup> As food prices continue to rise and wages don't keep pace, data must be collected regularly to reflect the current food environment that consumers are purchasing from.

### **Indicator 11: Number of adults with type two diabetes**

*Rationale:* The majority of people with diabetes are affected by type 2 diabetes, which is a significant diet-related disease. Diabetes and its complications bring about substantial economic loss to people with diabetes and their families, and to health systems and national economies through direct medical costs and loss of work and wages.

*Findings:* Over 8% of the population in Winnipeg lives with diagnosed diabetes (the majority of which is type 2).<sup>33</sup> By 2023, over 25% of Winnipeg residents will be impacted by diabetes, either by being diagnosed, or with prediabetes or undiagnosed diabetes conditions. In 2016 alone, the cost of diagnosed diabetes for the city was \$500 million dollars.<sup>34</sup> Diabetes prevalence is much higher in neighbourhoods with food deserts or mirages, and in neighbourhoods of lower income.<sup>35</sup>

### Indicator 13: Prevalence of overweight or obesity among adults, youth, and children

*Rationale:* Overweight and obesity amongst adults, youth and children in the population is an important indicator as it is associated with poor health outcomes such as diabetes, heart disease, some cancers, mental health issues, and may reduce quality of life. Diet quality can be a contributing factor to developing obesity.

*Findings:* In 2019, 31% of adults in the Winnipeg Health Region were overweight, and 18% were obese.<sup>36</sup> No Winnipeg-specific data was available for youth and children, however it should be noted that prevalence of Manitoba youth ages 12-19 reporting as overweight or obese is on the rise. In 2017 (as more recent data was unavailable), 26% of Manitoba youth ages 12-19 were overweight or obese.<sup>37</sup> Similar data for ages 5 years and under was not available. It is worth noting that most youth in Manitoba are not consuming a healthy diet.<sup>38</sup>

### Indicator 16: Presence of programs/policies that promote the availability of nutritious and diversified foods in public facilities

*Rationale:* Local governments have the opportunity to set standards for the quality of foods available in public facilities such as government offices, community centres and events. Setting standards in publicly run environments can help normalize healthier, more diversified food options and leverage public funding to support the development of supply chains for these foods.

*Findings:* There are no municipal programs or policies promoting nutritious foods in public City facilities. It is worth noting that enabling policies exist, such as *OurWinnipeg2045* goal 4.5 to pursue access to healthy food as a fundamental component of community health, poverty reduction, and building community cohesion.<sup>39</sup> The Winnipeg Regional Health Authority has implemented a Healthy Eating Environments policy in all WRHA sites and facilities.<sup>40</sup> Before COVID-19 shuttered many public facilities, the Winnipeg Food Council was set to undertake a pilot environmental scan of food offerings at City-owned recreation facilities with the Winnipeg Health Region.<sup>41</sup> This type of report would be instrumental in determining gaps where policy around food and nutrition promotion can be developed to target public facilities.





## CATEGORY 3: SOCIAL & ECONOMIC EQUITY

### **Indicator 18: Percentage of food insecure households**

*Rationale:* Access to clean, nutritious, affordable, and socially acceptable food is a basic human right. Lack thereof increases risk for poor mental and physical health.

*Findings:* There is no Winnipeg specific data, however based on national data collected using the Household Food Security Survey Module, 4.7% of Manitobans are severely food insecure, 8.3% are moderately food insecure, and 4.9% are marginally food insecure, for a total of 17.8% of Manitoban households (220,000 people) experiencing food insecurity in 2021. Further, it should be noted that 20.9% of Manitoba children under 18 live in food insecure households (60,000 children).<sup>42</sup> Also, almost one third of off-reserve Indigenous peoples are food insecure<sup>43</sup> and food insecurity overall has risen sharply during the pandemic.<sup>44</sup> The City's [Poverty Reduction Strategy](#) includes 10 year objectives to increase food security targeting areas of higher poverty, particularly the shelterless population.<sup>45</sup>

### **Indicator 20: Percentage of children/youth benefiting from school food programs**

*Rationale:* Daily school meals improve educational achievement, health, attendance, and food knowledge.

*Findings:* 21.9%. In 2021-22, 141 Winnipeg schools received funding and guidance from the Child Nutrition Council of Manitoba (CNCM), serving 21,263 students, comprising 21.9% of Winnipeg public school children. The data, however, shows that 78.1% of Winnipeg students do not have access to a school food program funded by the CNCM. The CNCM does not currently accept new applications due to lack of funds.<sup>46</sup> Winnipeg schools may have separate food programs, but this is not well documented.

### **Indicator 21: Number of formal jobs related to the urban food system that pay at least the national minimum or living wage**

*Rationale:* The urban food system is a key income source for low-income persons. Jobs can be labour intensive, low paying, with substandard working conditions, but are critical in supporting sectors such as service and manufacturing.

*Findings:* In 2020, Winnipeg employment data shows that 2800, 25,600, and 60,100 people worked in agriculture, accommodation/food services, and wholesale/retail trade, respectively.<sup>47</sup> The average weekly wage for Manitobans working in agriculture, accommodation/food services, and wholesale/retail trade was \$794.42, \$414.31, and \$723.92, respectively.<sup>48</sup> The minimum wage and living wage for Winnipeg in 2020 were \$11.95 (\$418.25/week) and \$16.15 (\$565.25/week) per hour, respectively, showing a significant gap.<sup>49</sup> These data indicate that the average accommodation/food services employee in Manitoba makes less than the minimum wage.



### **Indicator 22: Number of community-based food assets in the city**

*Rationale:* Categorizing existing community food assets will guide future urban planning and help fulfill the good health and well-being outcomes in the *OurWinnipeg2045* development plan.

#### *Findings:*

- 83 food banks<sup>\*50</sup>
- 45 community gardens<sup>51</sup>
- 13 farmer's markets<sup>52</sup>
- 65 newcomer food stores<sup>53</sup>
- 33 full service/grocery stores<sup>54</sup>
- 70 national chain grocery stores<sup>55</sup>
- 33 free/low-cost food box/meal locations<sup>56</sup>
- 1 local food hub<sup>57</sup>

It is worth noting that several City owned community centres host community food assets such as farmers markets, community gardens, food banks, local food pick-up hubs, and community kitchens.

\*Food banks are not always considered a food asset as they indicate the presence of poverty and food insecurity.



## CATEGORY 4: FOOD PRODUCTION

### **Indicator 25: Number of city residents within the municipal boundary with access to an (urban) agriculture garden**

*Rationale:* Urban and peri-urban agriculture offers opportunities to contribute to synergies across food security and nutrition, ecosystem services and human wellbeing. Urban agriculture gardens offer numerous environmental, economic, and social benefits such as the contribution to a sense of community and improving the well-being of residents.

*Findings:* Approximately 9.2%, or 70,315 residents has access to an urban agriculture garden, as defined by living within of 500 metres of an urban community garden.<sup>58</sup> Further data must analyze the number of plots available, demand and occupancy rates for each site. This data does not include residents with private household gardens.

### **Indicator 26: Presence of municipal policies and regulations that allow and promote agriculture production and processing in the municipal area**

*Rationale:* Dependence on distant sources of food and other resources can create sustainability challenges and vulnerabilities to supply disruptions. As such, cities must strengthen food system planning. Public policy can encourage entrepreneurs through financial and public policy support, using a variety of instruments that focus on enabling affordable access to land, infrastructure, training, etc.

*Findings:* The Municipal Food Policy Scan lists 11 policies or actions that allow and promote agricultural production and processing in the municipal area.<sup>59</sup> The nature of these policies are small or very high level. Further efforts should be taken to identify, or create where they don't exist, policies and regulations to support local businesses producing or processing food in the municipal area.

### **Indicator 27: Surface area of (potential) agricultural spaces within the municipal boundary**

*Rationale:* Urban expansion increases demand for natural resources which provide vital food and ecosystem services to cities. Large scale conversions of agricultural land to non-agricultural uses have caused problems with drainage systems and flood retention, temperature increases and environmental pollution.

*Findings:* There is insufficient data to analyze this indicator. It should be noted previous versions of *OurWinnipeg2045* have included actions to compile an inventory suitable for urban food production.<sup>60</sup> Further, the City of Winnipeg does include Agricultural lands in its urban structure inventory.

[\*Complete Communities 2.0\*](#) includes goals to protect productive farmland, and support local food production for lands zoned Rural and Agricultural, though these lands are planned at a high level in preparation for eventual development as future urban neighbourhoods.<sup>61</sup>



**Indicator 31: Number of municipal food processing and distribution infrastructures available to food producers in the municipal area**

*Rationale:* One of the critical factors in enabling a food business to supply markets in the city is the ability to process and distribute in or around the area. This also facilitates shorter supply chains, and links urban and rural environments. Efficient use of capital inputs (such as sharing infrastructure), and product aggregation from different producers (food hubs) will make the system more successful.

*Findings:* There are 54 food processors within the Winnipeg Metropolitan Region that can process local foods and ingredients.<sup>62,63</sup> These processors are listed under five categories: Meat and Fish (21); Dairy and Dairy Products (7); Grains, Legumes, Pulses, and Oilseeds (18); Produce (1); Honey and Syrups (7). The data does not indicate which food warehousing and distribution companies cater specifically to smallholder producers; as such it was considered possible that all could at some point in the supply chain, ship local goods and contribute overall to a more robust local food system.

There were 30 recorded food distribution and warehousing organizations in the Winnipeg Metropolitan region. 21 are private warehousing and distribution companies. 9 are charitable or non-profit organizations that have the capacity to collect donated and surplus produce from local producers for vulnerable community members.<sup>64</sup>

**Indicator 32: Proportion of local/regional food producers that sell their products to public markets in the city**

*Rationale:* Short food supply chains are promoted to harness more integrated urban-rural relations, strengthen social relations between consumer and producers, and promote the inclusiveness of smallholder farmers across the supply chain.

*Findings:* A significant data gap exists. There are 47 of 78, or 60%, of food-selling producer members of Direct Farm Manitoba (a cooperative representing local/regional producers and farmers markets), sell products in Winnipeg.<sup>65</sup> There are also over 10 indoor and outdoor urban farms in Winnipeg selling products to the public. Further research should analyze independent and regional grocers in Winnipeg, vendors at seasonal markets, and other local food directories. It is worth noting that many farmers markets in Winnipeg operate at City-owned facilities,<sup>66</sup> and that during the pandemic the City made public parking lots and other public areas available for local food pick-up hubs to facilitate short supply chains and help regional producers meet increasing urban demand for local foods while maintaining essential social distancing measures.<sup>67</sup>



## CATEGORY 5: FOOD SUPPLY & DISTRIBUTION

### **Indicator 34:** Existence of municipal policies/programs that address the reduction of GHG emissions in different parts of the food supply chain

*Rationale:* The purpose of this area of work is to increase understanding of how to achieve targeted improvements in the food chain. Reducing the use of fossil fuels is essential to meet global commitments to reduce GHG emissions and mitigate human-caused climate change.

*Findings:* No targeted municipal policies exist. Winnipeg is committed to actively reducing greenhouse gas emissions at both the corporate and community levels. The *Winnipeg Climate Action Plan*<sup>68</sup> and *Community Energy Investment Roadmap*<sup>69</sup> provide a City and community plan to reduce emissions. While actions specific to the food supply chain are not outlined, other initiatives such as reducing emissions from transportation and buildings, waste diversion programs and actions regarding plant-based diets will have impacts on emissions from the food supply chain. The City's *Sustainable Procurement Action Plan* includes a goal to increase access to local sustainable food,<sup>70</sup> and may also have impact on GHG emissions. While these policies can be applied to the food supply chain, there are no targeted municipal policies in this area to state progress for this indicator.

**Indicator 35: Presence of a development plan to strengthen resilience and efficiency of local food supply chains logistics.**

*Rationale:* Winnipeg is a crucial market place for local foods in Manitoba. Planning at the city-level for food storage, processing, transport and distribution technologies and infrastructure linking peri-urban and near rural areas can strengthen resilience and efficiency of local food supply chain logistics.

*Findings:* No development plan currently exists. *OurWinnipeg2045* includes a goal to support local food security through sustainable agriculture and local food systems including scalable production, processing, storage, distribution, preparation, consumption and disposal.<sup>71</sup> The *Winnipeg Climate Action Plan* includes an action to work with the Winnipeg Food Council in developing an Agriculture and Food Strategy for the City of Winnipeg that may address this indicator.<sup>72</sup> Further, the City plans to update the Winnipeg Climate Action Plan and establish a Climate Resiliency Strategy that may address this indicator.<sup>73</sup>

**Indicator 38: Proportion of food procurement expenditure by public institutions on food from sustainable sources and shorter (local/regional) supply chains**

*Rationale:* The total annual expenditure of public sector institutions on food can be very significant, collectively providing the second largest food market nationally. As procurers of food and managers of food supply contracts for various services, local government can play a critical role in influencing positive changes to increase in local and sustainable food supply and distribution.

*Findings:* No data is available to track this indicator. Public institutions in Winnipeg do not readily provide sufficient data regarding their procurement strategies. It is worth noting that the City of Winnipeg's new *Sustainable Procurement Action Plan* may lead to data for City-related procurement.





## CATEGORY 6: FOOD WASTE

### **Indicator 41: Total annual volume of food losses & waste (tonnes/kgs)**

*Rationale:* A large share of food grown for human consumption is never eaten, ending up in landfills, leading to the production of greenhouse gases and significant economic losses. Cities are key players because they are responsible for solid waste services and have economic, social and sustainability goals that food waste solutions can support. Many cities have analyzed the types of materials that end up in the waste stream, however few have done comprehensive food waste assessments. This lack of information is a barrier to developing strategies to reduce food loss and waste.

*Findings:* Based on 2019 data, the City manages approximately 121,088 tonnes of residential food waste annually. The City of Winnipeg began tracking residential organic waste as part of the Residential Food Waste Collection Pilot Project and found that household food waste comprises approximately 44% of Winnipeg's waste stream.<sup>74</sup> In 2019 the City managed 275,200 tonnes of waste, the last average year for which a tonnage was reported.<sup>75</sup> This figure captures only food waste at the single-family household level.

### **Indicator 42: Annual number of events and campaigns aimed at decreasing food loss and waste**

*Rationale:* Improved access to information on food waste can support strategies and prioritize actions to prevent food loss and waste.

*Findings:* There were five informational campaigns in 2022. The City of Winnipeg in partnership with the Winnipeg Food Council and Love Food Hate Waste Canada ran two household food waste reduction campaigns in 2022. One was a social media campaign during Food Waste Action Week in March,<sup>76</sup> the other was a community engagement campaign at farmers markets throughout summer.<sup>77</sup> Compost Winnipeg ran a food waste reduction campaign aimed at pumpkins after Halloween weekend.<sup>78</sup> Green Action Centre ran two online food waste reduction campaigns in 2022 for International Compost Awareness Week and Waste Reduction Week.<sup>79</sup>

### **Indicator 43: Presence of policies or regulations that address food waste prevention, recovery, and redistribution**

*Rationale:* A significant share of food grown for human consumption is never eaten. The Food and Agriculture Organization of the United Nations estimates that a third, by weight, of all food produced in the world was lost or wasted in 2009. The amount of food lost or wasted is responsible for an estimated 8% of global greenhouse gas emissions.

*Findings:* The City of Winnipeg conducted a two year Residential Food Waste Collection Pilot Project that concluded in September, 2022. The pilot collected food waste from homes in several areas of Winnipeg through a green cart program and turned it into compost. Following completion of the project the Public Service will now assess the pilot and provide a report to City Council. City Council will then make a decision on whether to move forward with a city-wide residential food waste collection program.<sup>80</sup>

**Indicator 44: Total annual volume of surplus food recovered and redistributed for direct human consumption**

*Rationale:* The reduction, management, and prevention of food loss and waste are markers of a sustainable municipal food system. Recovery and redistribution of safe and nutritious food for human consumption has been highlighted as an important strategy for the prevention of food waste and for contributing to urban food security.

*Findings:* No data is available to track this indicator. A number of organizations in Winnipeg redirect food formally and informally (e.g. grocery stores and restaurants redirecting food that would go landfill to charitable organizations). Data is insufficient on total annual volume of surplus food recovered and redistributed for direct human consumption in Winnipeg. Knowing this information could influence policies and regulations used to reduce food insecurity and greenhouse gas emissions.



# RECOMMENDED ACTIONS

This initial Food System Snapshot assessment for the City of Winnipeg is an important first step in capturing the overall state of Winnipeg's food system. Understanding the indicators presented here will aid in developing partnerships, planning targeted and strategic activities, as well as advocating for policies that nurture healthier, more resilient food systems.

The following recommended actions are presented in an action timeline. For each action the corresponding category from the monitoring framework is identified, along with the anticipated lead responsible for taking action.

## Immediate (<1 year)

Fund the development and implementation of an Agriculture and Food Strategy for the City of Winnipeg in collaboration with the Winnipeg Food Council, with input from the local food movement, academia, businesses, community agencies and stakeholder groups.

*Category: Governance*

**Lead: City of Winnipeg**

Adopt a city-wide residential food waste collection program.

*Category: Food Waste*

**Lead: City of Winnipeg**

Support organizations advocating for universal school food programs that promote sustainable diets.

*Category: Social & Economic Equity*

**Lead: Winnipeg Food Council**

Advocate for the Provincial Government to release the 2017 data on Nutritious Food Basket Costing, and restart the Nutritious Food Basket costing project with data divided by region and family type.

*Category: Sustainable Diets & Nutrition*

**Lead: Partner organizations**

## Medium-term (3 years)

Shorten food supply chains and spur economic development for regional food producers through use of municipal levers to strengthen market opportunities in the urban centre, such as local procurement policies and incentives for aggregation and distribution centres.

*Category: Food Supply & Distribution*

**Lead: City of Winnipeg**

Work with the Winnipeg Regional Health Authority to analyze national household food security data at the Winnipeg Health Region level, including Indigenous food security data and other sub-populations disproportionately affected.

*Category: Social & Economic Equity*

**Lead: Winnipeg Food Council**

Work with the Manitoba Collaborative Data Portal (maintained by the Social Planning Council of Winnipeg) to maintain and update the Winnipeg Food Atlas as a centralized database of information for the City of Winnipeg's food system that includes local food policy and programs, latest census data, free/low cost food meal locations, and community food and educational programs.

*Category: Governance*

**Lead: Winnipeg Food Council**

Maintain an inventory of properties suitable for urban food production.

*Category: Food Production*

**Lead: City of Winnipeg**

### Long-term (5 years)

Assess food environments of public City facilities to determine supportive policies and programs needed to increase availability and access of nutritious and diversified foods.

*Category: Sustainable Diets & Nutrition*

**Lead: Winnipeg Food Council**

Collect Winnipeg specific payroll data and disseminate data based on locally relevant industry categories to support advocacy for living wages across sectors of the food system.

*Category: Social & Economic Equity*

**Lead: Partner organizations**

Establish monitoring and data collection on sustainability benchmarks in Winnipeg's food supply chain.

*Category: Food Supply & Distribution*

**Lead: Partner organizations**

Facilitate a supportive business environment for new and existing indoor and outdoor urban agriculture operations.

*Category: Food Production*

**Lead: City of Winnipeg**



Sustainable food systems are more than increasing the nutritional value and safety of Winnipeg's food supply; they address climate change mitigation through more sustainable agricultural practices from farm to fork and support the alleviation of food and nutrition insecurity. Sustainable food systems can also improve community health and well-being and foster urban-rural linkages.

Tracking data on Winnipeg's food system can guide policy and decision-making in alignment with the monitoring framework, the Sustainable Development Goals, and *OurWinnipeg2045*. This snapshot marks the beginning of a targeted municipal approach to identifying key areas for growth in the sustainability and resilience of Winnipeg's food system.

# CONCLUSION

This inaugural Winnipeg food System Snapshot showcases Winnipeg's many food related assets, such as food processing capacity, commercial kitchens and urban gardens, and governance structures such as the Winnipeg Food Council. Several areas of improvement across the food system have also been identified, such as the need for a food strategy to provide direction for food systems planning and urban agriculture, better local data on household food security, policies to support local food procurement and healthy food environments, and the implementation of a permanent food waste collection program. Winnipeggers care about their City, their food, and the future of the Winnipeg food system. This snapshot is the first step toward planning for a more sustainable and equitable food system in Winnipeg.

This report provides a review of the resources, infrastructure, strengths, and gaps across six dimensions of Winnipeg's food system as defined by the monitoring framework. Secondary data was used to illustrate these conditions. A subset of indicators was selected and analyzed from each category to represent opportunities for improvements to Winnipeg's food system. The presence (or lack thereof) of each indicator justified the basis for the evaluation of this snapshot. Where data was missing, a gap statement was provided to articulate opportunities to improve data collection for pertinent indicators of food system health.

## Future Research

A significant barrier to capturing the full picture of Winnipeg's food system was the lack of available data at the city, or Winnipeg Health Region, level. For indicators across each of the six categories important data gaps were identified. Future research should include surveys on key indicators, and analysis of secondary data at the Winnipeg or Winnipeg Health Region level with academic partners.



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# TOWARDS a WINNIPEG FOOD STRATEGY

## Policy Scan and Recommendations



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## Introduction

The formation of the Winnipeg Food Council (WFC) is a monumental step towards an equitable and sustainable municipal food system. The WFC can play a significant role in fulfilling the vision and goals set by OurWinnipeg particularly in promoting food security, sovereignty, public health, and literacy. A cross-Canada survey carried out by MacRae and Donahue (2013) found 64 local and regional municipalities in Canada that are working to improve the food system.

The WFC is now tasked with developing a food strategy for the City of Winnipeg. Thankfully, a good amount of work has been done already, including several reports and recommendations for a Winnipeg Food Strategy. This report offers little analysis or direction for a Winnipeg Food Strategy. However, it does provide ample amount of valuable information for doing so. It includes a scan of relevant municipal and provincial policies and planning directives that impact food in Manitoba, a summary of recommendations from a number of food studies in Winnipeg, and a compilation of promising practise and accomplishments of municipal food councils in North America.

## OurWinnipeg: Food-Related Planning Directives

Winnipeg City Council adopted “OurWinnipeg Plan” (By-law 67/2010) in 2011. Since the plan is required by the City of Winnipeg charter, all development plans, procedures, and policies are guided by the principles set by the document. With a 25-year vision, OurWinnipeg is a guiding document that provides a long-term strategy in terms of delivering city services, and supporting growth and development. Food related planning directives can be found in the city’s guiding document ‘OurWinnipeg’ (City of Winnipeg, 2011c). These directives play an important role in providing a vision to the city on food related issues.

City of Winnipeg envisions a city that offers “opportunities for local food production” and believes that connections to food can be seen as a “part of vital and healthy neighbourhood”. The city believes that the benefits exceed the edible good generated from gardens, farmers’ markets and community kitchens; it creates “a sense of belonging and the notion of personal involvement in the health of our communities is what attracts and retains most participants. Direction 8 of OurWinnipeg states that the city wants to work through community partnerships, and respond to food needs as identified by communities by:

- “Collaborat[ing] on local food opportunities that are part of community development initiatives.
- Includ[ing] food in planning for neighbourhood revitalization strategies.
- Within the City’s mandate, pursue opportunities to support local food production.
- Develop[ing] planning tools to manage the sustainability of existing community gardens and to enable the creation of new permanent or temporary gardens.
- Maintain[ing] an inventory of City properties suitable for food production”.

## OurWinnipeg Direction Strategy: A Sustainable Winnipeg

Direction 4 of ‘A Sustainable Winnipeg’ aims to “establish partnerships with communities, businesses and other public sector agencies to achieve joint goals towards a sustainable Winnipeg” by “partner[ing] with non-governmental organizations, business and other levels of government to access or develop tools that

strategically enhance the technical and social capacity of individuals and organizations interested in enhancing Winnipeg's sustainability. These enhancements could be in areas such as sustainable procurement, local food opportunities, addressing poverty, literacy, green energy, education and awareness, sustainable design, water and energy efficiency." (City of Winnipeg, 2011a)

### OurWinnipeg Direction Strategy: Complete Communities

Direction 3 of Rural and Agricultural Areas from 'Complete Communities' aims to support local food production by "encourag[ing] the establishment of specialized agricultural operations in the vicinity of Winnipeg in areas where urban development unlikely in the near future, particularly where the operation will benefit from the close proximity of a large market." (City of Winnipeg, 2011b)

### OurWinnipeg Direction Strategy: Sustainable Water and Waste

Policy 2 of the 'Solid Waste Management Support Policies' from Sustainable Water and Waste aims to "investigate promising, cost effective, efficient alternative waste diversion technologies, followed by piloting and optimizing programs that have been selected for implementation". The City aims to "support work by stakeholders (food establishments, food processors, retailers and residents) to promote and educate the public on Source Separated Organics. The City will work with stakeholders to set objectives and targets for the diversion of organics from the residential solid waste stream." (City of Winnipeg, 2011c)

## Food-Related By-Laws

In addition to OurWinnipeg planning directives, WFC members will benefit significantly if they have an understanding of by-laws related to food, including, but not limited to farmer's market, community gardens, beekeeping, temporary food establishments, and operating businesses in Winnipeg.

### Winnipeg Zoning By-law (200/2006)

"This By-law applies to all areas of the city outside of the Downtown Winnipeg [Zoning Bylaw 100/04](#) boundaries. Its intention is to promote the orderly use and development of property and structures, supports the health, safety and general welfare of the City and to implement the provisions of *OurWinnipeg* and the adopted Secondary Plans included in Schedule A" (City of Winnipeg, 2017c).

Winnipeg Zoning By-law (200/2006) defines:

- farmer's market as "an occasional or periodic market held in an open area or in a structure where groups of individual sellers offer for sale to the public such items as fresh produce, seasonal fruits, fresh flowers, arts and crafts items, and food and beverages dispensed from booths located on-site"
- community gardens as "a public use of land for the cultivation of fruits, flowers, vegetables, or ornamental plants by more than one person or family".

Section 48 deals with Beekeeping. This section was amended to accommodate Urban Beekeeping in October 2017.

## Winnipeg Downtown Zoning By-law (100/2004)

“By-law No. 100/2004 is intended to advance Plan Winnipeg [OurWinnipeg] downtown policies and the vision articulated in CentrePlan - in particular to support and enhance the unique and distinctive neighbourhoods, functional districts, character areas, and focal points that combine to form a diverse, vibrant downtown. **By-law 100/2004 applies to the downtown area only**” (City of Winnipeg, 2017b). The Winnipeg Downtown Zoning By-law govern development in Downtown Winnipeg. If there are any overlapping or conflicting by-laws with the City of Winnipeg, the provision with the more restrictive or higher standards prevail.

- Subsection 200(12) of the Winnipeg Downtown Zoning By-law regulates the usage of bees in the Downtown region. In February 2016, the Winnipeg Downtown Zoning By-law was updated to support apiaries in the Downtown region (City of Winnipeg, 2017b).
- Subsection 200 (5) categorizes the usage of natural areas and community gardens under “Parks and Park-related Uses” (City of Winnipeg, 2017b).

## Food Service Establishment By-law (5160/89)

This by-law governs the usage of food establishments. Administered by Public Health Inspector or Medical health Officer, this by-law is important for owners, operators and person in charge of food establishments because violation of these rules can attract penalty. This bylaw governs the usage of food supplies, protection, storage and transportation. This by-law also governs the distribution of license related to food service establishment.

This bylaw defines "Food Service Establishment" as “any place where food is kept, handled, manufactured, packaged, stored or prepared. The term shall include any such place regardless of whether consumption is on or off the premises and regardless of whether there is or is not a charge for the food, and includes delicatessen-type operations, restaurants, catering establishments, commissaries, hotels, beverage rooms, dairy bars, milk bars, ice-cream parlors, canteens, mobile food units and temporary food service establishments, but shall not include private homes where food is prepared or served for individual family consumption, retail food stores, producer markets, food vending machine and food supply vehicles” (City of Winnipeg, 2017a).

## Manitoba Acts and Regulations Dealing with Food

The provincial government has multiple legislations that deal with food and apply to the City of Winnipeg.

### The Dairy Act (1996)

The Dairy Act is “the enabling legislation for dairy farm and dairy processor to produce quality dairy products within Manitoba”. The Dairy Act lists the regulations and licensing requirements to operate a dairy plant. It also sets rules on enforcement and penalties to ensure that the law is followed properly. The Dairy Act empowers food inspectors to seize dairy products if the inspector believes on reasonable grounds that the products are being used or produced in a way that do not meet the regulations set out in the legislation (Province of Manitoba, 1996).

## Livestock and Livestock Products Act (1997)

Livestock and Livestock Products Act deals with animal operation in Manitoba. It deals with honey regulations, poultry products regulation, on-farm safety regulations, and safe livestock and livestock products regulation. It also sets livestock transportation requirements. The law sets penalties if there are any breaches with the regulations (Province of Manitoba, 1997)

## The Public Health Act (2006)

Public Health Act is the legislation that deals with food and food handling establishments in the province. This legislation governs the Food and Food Handling Establishments Regulation and the Water Supplies Regulation. The legislation also stipulates guidelines on how public health advisories can be issued. It also empowers a medical officer to issue a Health Hazard order in relation to a food handling establishment (Province of Manitoba, 2006).

## Recommendations for a Winnipeg Food Strategy

Below is a description of several documents that contain recommendations for a Winnipeg Food Strategy, based on community consultations, assessment, and research.

### Small Scale Food Manitoba Report

Small Scale Food Manitoba Working Group (2015) produced a report which highlighted the recommendations of small scale farmers who had a limited land base. “Over 62 per cent of Canada’s 205,000 farms have gross receipts of less than \$100,000 and 78 per cent have less than \$250,000”. Small Scale Food Manitoba Working group’s main recommendations focused on overwhelming regulatory issues, and poor access to traditional distribution chains and retail grocery stores. They also believe that their voices were not being represented properly. (Small Scale Food Manitoba Working Group, 2015)

### The Future of Food in Winnipeg

Food Matters Manitoba and partners organized the *Future of Food in Winnipeg*, a forum for Winnipeggers to discuss their vision for food in the city. More than 100 representatives from 50 sectors including, local business, transportation, First Nations groups, educational institutions, healthcare, anti-poverty groups, farmers, food processors and distributors, community organizations, and various levels of government including city officials and staff, attended to examine the state of food in Winnipeg and share ideas on how food can be used as a tool in building a more vibrant city (Food Matters Manitoba, 2015). The report from Future of Food in Winnipeg focuses on:

- Growing food in Winnipeg: Upgrading community infrastructure
- Getting food in Winnipeg: Increasing investment in local food access
- Food skills in Winnipeg: Upgrading community food facilities



## Community Food Assessments

Food Matters Manitoba has carried out food assessments in St. Vital (2012), Downtown (2013), Inkster (2014), and the North End (2010). Community food assessments play a significant role in understanding the challenges community members face in their daily lives. Improving economic and physical access to food, equitable public transit, increase in EIA rates, supporting the local community to promote community gardens, and promoting food literacy were identified as the top recommendations in all four assessments.

**North End (2010):** Food Matters Manitoba's first community assessment was carried out in the North End to examine the state of food security. There is a much higher Aboriginal population in the North End. With a higher rate of poverty and unemployment, North End's food assessment identifies unique aspects within and between the neighborhoods that make the North End.

**St. Vital (2012):** St. Vital is similar socioeconomically and demographically to the City of Winnipeg as a whole and much of the recommendations and the problems that were identified in St. Vital is likely applicable to other regions of the city. 10% of Winnipeg's population lives in St. Vital.

**Downtown (2013):** Downtown's food challenges go well beyond geographic considerations. Many people downtown live with limited incomes and face economic barriers to accessing food. As a consequence, hunger and poor nutrition are an unfortunate reality for some downtown residents.

**Inkster (2014):** Inkster is a community characterized by divisions and disparities. The community's geographic isolation and disconnected neighbourhoods have resulted in a number of food security challenges related to poor public transportation and food access, while the demographics of its population show large disparities in income and health. Inkster is home to some of Winnipeg's lowest income neighbourhoods. Over half of Inkster West residents are visible minorities, the highest rate in the city. Many recent immigrants to Canada, the majority from the Philippines, call Inkster home.

## Summary of Recommendations

The priority of the WFC should be to develop a Winnipeg Food Strategy

- based on an analysis of the recommendations from the above documents and summarized below
- informed by promising practices in municipal food policy
- that builds upon existing initiatives, and
- identifies where the city can support an equitable and sustainable food system

The top five priority areas identified are access and equity, local and regional food, urban agriculture, land-use and long-range planning, and food education and food literacy. Below are summaries of each area. See Appendix A for detailed recommendations.

### Access and Equity

Making food accessible and equitable requires a holistic approach. According to the most recent analysis in Winnipeg (Slater, J, Epp-Koop, S, Green, 2017), the total number of people living in a food desert in the Winnipeg Health Region is 64,574 (9%). A food desert is an urban low-income neighborhood where the nearest full-service grocery store is not within walking distance. Food deserts can have a potentially

negative effect on the quality and quantity of food consumed. People living in food deserts may be highly dependent on convenience stores with limited selection and higher prices. In this case, a food desert is also a food swamp: or an urban area with high concentrations of low-quality foods.

Newcomers and Indigenous peoples (especially those migrating from Northern and remote communities) often face additional geographic and social barriers in accessing culturally appropriate or preferred foods, which are less commonly available and often sparsely distributed. Affordable and accessible transportation can play an important role in making food more accessible. Improving bus routes and introducing shuttle services to increase access to grocery stores can improve access to food.

An increase in Employment and Income Assistance Rates can play an important role in removing economic barriers to food security. While this is not within the jurisdiction of the municipality, the Winnipeg Food Council and Winnipeg City Council should advocate for increased EIA rates that meet the food budget needs of people in Winnipeg. In 2016, 61,914 Manitobans relied upon a food bank each month to make ends meet — a 53 per cent increase since 2008. Of these users, an unacceptable 42.9 per cent are children (Food Banks Canada, 2016).

#### Local and Regional Food:

Highlighting local foods, establishing year-round fresh food markets, and encouraging farmers markets can play an important role in supporting local and regional food. Supporting local food production can help farmers and revitalize both provincial and municipal economies. It will particularly help small and medium farm owners who are forced to supplement their farm income with second jobs.

#### Urban Agriculture:

Although urban agriculture can play an important role in reducing pressure on agricultural land, its main value lies in connecting people to the land. Community gardens play a significant role in bringing communities together. Many seniors, school children, and newcomers rely on community gardens as a source of recreation. It is important to provide resources to the local community to support and expand community gardens. Increasing garden space would require support from the community.

#### Land Use and Long-Range Planning:

Efficient land-use and long-range planning can play an important role in promoting nutritious and affordable food. Healthy school zones, upgrading community garden infrastructure, and affordable housing can play an important role in promoting food security.

#### Food Education and Food Literacy:

Educating people about emergency food programming, cooking lessons for youth and newcomers, learning about gardening and composting can help promote food literacy. Teaching newcomers about food handling can also help integrate newcomers better. Renovating community kitchens can help improve community infrastructure.

## Promising Practices for Municipal Food Councils

Food Councils play an important role in bringing food issues to the mainstream. They have the potential to raise awareness on issues related to food access, and food insecurity. They can foster communication between the government and the civil society. Food Councils in Canada and the US have been successful in working with local governments in developing policies to support food initiatives. Municipal food councils in North America commonly:

- Identify problems related to food access and recommend policies to their local government
- Raise awareness amongst policymakers, educational institutions and the public
- Help develop strong partnerships between the government and the civil society.

### Food Policy Councils: Lessons Learned (Harper et al., 2009)

The following objectives were taken verbatim from the above-sourced report and are based on a review of relevant literature and data from interviews with 48 food policy council representatives in the United States.

- Potential to address public health through food access, hunger and food insecurity, and quality of food
- Potential to affect national and state level policy debates
- Potential to bring local food policy into the mainstream
- Potential to address poverty and inequality
- Potential to boost local economies
- Act as a forum for food issues, fostering communication between sectors, communities and different groups within the food system
- Raise public awareness, coordinate between issue sectors, and integrate issues of food, health, transportation and economic development
- Generate locally appropriate policy to change the context for agriculture, hunger, health and other local issues;
- Formulate programs that implement local solutions to the most pressing failures of our current food system

### Municipal Food Policy Entrepreneurs (MacRae & Donahue, 2013)

The following objectives were taken verbatim from the above-sourced report and are based on a review of relevant literature and data from a cross-Canada survey conducted by the authors.

- Identifying problems that could be addressed through policy.
- Creating visions and overarching policy directions for food systems
- Educating a broader public about food policy issues

- Developing policy proposals for government units and other organizations
- Lobbying for funding or implementation of specific proposals
- Participating in the regulatory process, as advocates, drafters, or consultants
- Endorsing other organizations' or institutions' policies or programs
- Advocacy, coalition-building, and providing a nexus for food system analysis and interventions
- Provision or organization of expert testimony to decision makers program design

### Best Practices in Local Food (The Ontario Municipal Knowledge Network, 2013)

Toronto Food Policy Council (TFPC) has played a significant role in empowering community organizations because of its position within the City Council. It has put forward various proposals before the Board of Health, and other government departments so that it could be considered by entire City Council. TFPC has also addressed policy issues across government departments and community organizations by promoting better connections and communication between city staff and stakeholders across the food system. TFPC advocates for a holistic change in food policy by having meeting with community organizations and the public.

TFPC has played a crucial role in developing the Toronto Food Strategy, Toronto Food Charter, Environmental Plan, Urban Agriculture Action Plan, the Golden Horseshoe Food and Farm Action Plan and the City of Toronto Strategic Plan by providing feedback and direction for the documents. TFPC has increased awareness among departments working for the City and agencies related to food policy changes; it has also helped form coalitions of stakeholders for newer food projects and has lobbied for changes in legislation related to rooftop gardens and local food procurement.

### Food Policy Councils: Does Organizational Type Matter?

Notable achievements in government-embedded food councils documented by Di Guilio (2017) are summarized below.

#### Austin Travis County Sustainable Food Policy Board (Texas)

Austin Travis County Sustainable Food Policy Board has advocated for an increase in funding for Sustainable Nutrition Assistance Program (SNAP) outreach and enrollment. Their main goal is to end health disparities and promote food justice. It has also advocated for an increase in funding for the SNAP “double dollars” program at the Food Market and has helped in updating the city’ Urban Farm ordinance. The Board is identifying means to improve the local food economy and helps evaluate the outreach and education efforts.

#### Cass Clay Food Commission (Minnesota)

Cass Clay Food Commission was formed in 2014 by the Joint Powers Agreement. Prior to the commission being formed, the group existed as a food systems initiative. The Commission has approved blueprints for community gardens and bees and is reviewing policy on raising urban chickens. Their top priorities are

discussing issues related to food production, purchasing, and healthy food production. The main goal of the commission is to increase access to safe, nutritious, and affordable food.

### City of Hartford Advisory Commission of Food Policy (Connecticut)

City of Hartford Advisory Commission of Food Policy (HACFP) was formed in 1991 to implement the recommendations of the Mayor's Task force on hunger. Their main goal is to eliminate hunger and ensure that a wide variety of safe and nutritious food is available to the residents despite the economic status of location. They work on issues related to food production, healthy food access and hunger. Their biggest success was the creation of a bus route which linked Hartford residents with Copaco Centre in Bloomfield. Members of the HACFP worked with officials from transit to improve bus routes to make food more accessible for residents of Hartford.

### Denver Sustainable Food Policy Council (Colorado)

The Denver Sustainable Food Policy Council was formed in 2010. Their main goal is to promote a healthy, equitable, and sustainable food system. The Denver Sustainable Food Policy Council has worked with the City Council to pass two ordinances. The first ordinance allowed the community living in Denver to sell garden-grown produce and cottage foods from their residences. The second ordinance allows Denverites to keep up to eight hens and two dwarf goats.

### Homegrown Minneapolis Food Council (Minnesota)

Homegrown Minneapolis Food Council was formed in 2011 with a vision to create a vibrant food system that enhances the health of residents, increases economic vitality and improve food security. They have successfully advocated for various policy changes related to Honeybee ordinance amendment, Pollinator-friendly city resolution, Mobile grocery ordinance, Staple food ordinance, and Cottage Food Law sales expansion. The Food council engages with diverse stakeholders to improve the food system and acts as a platform for other community groups to come together for a collaborative and coordinate action.

### New Haven Food Policy Council (Connecticut)

The New Haven Food Policy Council was formed in 2015. Their main goal is to build a food system that nourishes people in a fair and sustainable manner. The Food Council was successful in securing \$2.8 million from the state in Commodity Supplemental Food Program, an initiative that brings staple food to senior citizens. They have also been successful in securing a commitment of \$115,000 towards a Food Systems Director position over a two-year period.

### Philadelphia Food Policy Advisory Council (Pennsylvania)

Philadelphia Food Policy Advisory Council was formed in 2011 to develop policies that promote culturally appropriate, nutritionally sound, and affordable food that is grown locally through environmentally sustainable practices. They have helped develop a guide to food resources in Philadelphia like food pantries, soup kitchens, senior meal sites, and farmers' markets. The Philadelphia Food Advisory Council also hosted a forum to engage members of the public and Philadelphia mayoral candidates on food policy issues.

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## Appendix A: Table of Recommendations

| Priority Areas    | Small Farms Report | The Future of Food in Winnipeg  | St. Vital Community Food Assessment  | Downtown Community Food Assessment   | Inkster Community Food Assessment   | North End Community Food Assessment  |
|-------------------|--------------------|---|--|--|---|--|
| Access and Equity |                    | <ul style="list-style-type: none"> <li>• Increase healthy and affordable food access in all neighbourhoods for all income levels.</li> <li>• Increased healthy food options in public spaces (community centres, arenas, etc.).</li> <li>• Sale of affordable, fresh produce in grocery/corner stores in Winnipeg neighbourhoods.</li> <li>• Encourage private food businesses to invest in healthy school lunch and snack programs.</li> <li>• Better access to markets through urban active transportation planning</li> <li>• Bus Rapid Transit (BRT) can support existing and future local food markets.</li> </ul> | <ul style="list-style-type: none"> <li>• Explore opportunities for pocket markets in areas underserved by grocery stores and where a farmers' market may not be viable.</li> <li>• Explore feasibility of a monthly or biweekly shuttle to grocery stores and an occasional shuttle to St. Norbert Farmers Market for people with low incomes or no vehicle.</li> <li>• Implement programs to increase access to healthy food for people with low incomes, such as the Good Food Box. Community organizations can become a drop off location to enable their clients to participate in the program.</li> </ul> | <ul style="list-style-type: none"> <li>• Initiate and promote buying clubs for popular cultural food products that could be purchased in bulk and divided among families at a lower cost than regular prices.</li> <li>• Encourage students to bring ethnically diverse foods for lunch and ensure there are provisions to allow foods to be heated.</li> <li>• Create opportunities for employment, training, and mentorship in the food sector.</li> <li>• Initiate and promote buying clubs for popular cultural food products that can be purchased in bulk and divided among families at a reduced cost.</li> </ul> | <ul style="list-style-type: none"> <li>• Increase access to affordable, fresh, and healthy food.</li> <li>• Community organizations can work with food retail outlets in close proximity to schools to ensure stores carry healthy, affordable food options.</li> <li>• Develop a Healthy Corner Store initiative based on existing models in North America to increase access to fresh, healthy food.</li> <li>• Establish a fresh food market that provides affordable, fresh, healthy food in Weston, Brooklands, and Shaughnessy Park.</li> </ul> | <ul style="list-style-type: none"> <li>• Offer transportation services to larger grocery stores. Transportation might be in the form of a North End shuttle or a NECRC van that is part of a community enterprise.</li> <li>• Provide a food security welcome wagon to new residents which could include specials, list of people who will provide transportation, busses, location of local grocery stores, list of other food option etc.</li> <li>• Encourage community restaurants to participate in the community by hiring local young people as part of a pre-employment experience.</li> </ul> |

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| Access and Equity (continued) |                    | <ul style="list-style-type: none"> <li>• Tax incentives for more urban commercial kitchen spaces (e.g., under the social enterprise strategy).</li> <li>• A city that recognises the preventative power of food in health outcomes and celebrates increases in city support through: <ul style="list-style-type: none"> <li>– An active, resourced, and progressive municipal food policy council.</li> <li>– A city official or staff person responsible for food security policies, implementation, and related community engagement.</li> </ul> </li> <li>• Ensuring / enforcing price ceilings on produce and nutritious food</li> <li>• Guaranteed annual income that allows for healthy food and activities for low-income families.</li> </ul> | <ul style="list-style-type: none"> <li>• Increase Employment and Income Assistance (EIA) rates to ensure that all people have an adequate income and can afford necessities such as food, housing, clothing, etc. Index EIA rates to the cost of living to ensure that people on EIA do not lose their purchasing power as prices rise.</li> <li>• The Localized Improvement Fund for Tomorrow (LIFT) program can be used to support a variety of food-related initiatives of relevance to people with low incomes.</li> <li>• Community organizations, faith groups, or other organizations could establish low-cost public meal programs that enable seniors to access a healthy meal while bringing people together.</li> </ul> | <ul style="list-style-type: none"> <li>• Increase support for breakfast, lunch, and snack programs in schools through the provision of expertise and finance.</li> <li>• Expand existing shuttles and increase awareness of the services available.</li> <li>• Develop a Healthy Corner Store initiative based on existing models to increase access to fresh, healthy food.</li> <li>• Improve access to fresh, healthy and affordable food through a full-service grocery store downtown.</li> <li>• Promote access to healthy, fresh, affordable food by becoming a drop-off location for a Good Food Box program.</li> <li>• Expand existing bus routes in order to include stops at grocery stores.</li> </ul> | <ul style="list-style-type: none"> <li>• Develop more efficient bus routes that include stops at grocery stores and community organizations used by Inkster residents.</li> <li>• Increase the minimum wage in order to ensure that working individuals have an adequate income in order to be able to afford basic necessities such as food, housing, clothing, and transportation.</li> <li>• Increase EIA rates in order to ensure that individuals have an adequate income in order to be able to afford basic necessities, such as food, housing, clothing, and transportation.</li> <li>• Ensure that food retail outlets in close proximity to schools carry healthy, affordable food options.</li> </ul> | <ul style="list-style-type: none"> <li>• Establish good food box program (West Broadway Community Organization: Possible partner).</li> <li>• Explore delivery options at local chain grocery stores and Neechi foods.</li> <li>• Develop a central food security HUB on Selkirk Avenue.</li> </ul> |

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| Access and Equity (continued) |                    |                                | <ul style="list-style-type: none"> <li>• Businesses can make more ethnic foods available for sale, particularly in regions of St Vital with high newcomer populations.</li> </ul> | <ul style="list-style-type: none"> <li>• Increase EIA rates and minimum wage to ensure that individuals have an adequate income to afford necessities, such as food, housing, clothing, and transportation.</li> <li>• Encourage the development of housing that is affordable and meets the needs of the population of Winnipeg.</li> <li>• Community organizations can establish an indoor fresh food market close to seniors' residences, providing a space for purchasing affordable fresh produce, and socializing with neighbours.</li> </ul> |                                   |                                     |

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| Local and Regional Food | <ul style="list-style-type: none"> <li>● Government and the food industry should continue to act together to highlight local foods.</li> <li>● Develop a collaborative industry-government navigator approach to assist small scale entrepreneurs; create a “1-800” mindset.</li> <li>● Develop an ongoing consultative opportunity between government and the small scale food processing sector, to problem solve early in the policy and regulation-making process.</li> <li>● Explore options for small scale producers and processors within the supply managed industries.</li> <li>● Dedicate a portion of MAFRD and FDC expertise to the small scale food sector.</li> </ul> | <ul style="list-style-type: none"> <li>● Reduction in red tape for community food markets.</li> <li>● Community-integrated, year-round food production opportunities (i.e. co-op greenhouses).</li> <li>● Increase Investment in Local Food Access.</li> <li>● A city that recognises the preventative power of food in health outcomes and therefore celebrates the diversity of food cultures and traditions <ul style="list-style-type: none"> <li>– Newcomers have access to land to grow their traditional foods and easily process, prepare and sell in local markets.</li> <li>– Local food festival to celebrate local food businesses and food production options within the city.</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>● Establish a year-round fresh food market that prioritizes local food sources and vendors.</li> <li>● Explore the feasibility of developing a farmers’ market in St Vital, preferably in a location that will not be a detriment to existing local food vendors.</li> <li>● Local farmers can explore growing exotic foods to meet the needs of the growing ethnic food market in Winnipeg.</li> </ul> |                                    |                                   | <ul style="list-style-type: none"> <li>● Work with Neechi if possible to open a farmers market by community members.</li> <li>● Continue to expand the farmer’s market.</li> <li>● Encourage a social enterprise to coordinate ordering and delivery of groceries and / or farm products (Ma Mawe: possible partner).</li> </ul> |

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| Local and Regional Food (continued) | <ul style="list-style-type: none"> <li>• Develop and identify facilities for innovation and start-up food processors.</li> <li>• Foster mentorship opportunities, both formal and informal.</li> <li>• Match the right set of business development tools to meet the goals of the individual operation.</li> <li>• Explore ways to make crop and livestock insurance programs accessible to small scale producers.</li> <li>• Foster the development of collaborative marketing models in the small scale food sector.</li> <li>• Clarify the terms for direct marketing and distribution through a collaborative marketing venture.</li> <li>• Facilitate a process to allow small scale producers to organize themselves.</li> </ul> | <ul style="list-style-type: none"> <li>• Provide municipal incentives (e.g., waived fees or low-cost market space). The Downtown Biz did not require vendors to pay a cost for using the Manitoba Hydro location in its first year and a small fee for vendors in its second year. This helped create a positive and successful market that now has high demand from vendors and customers.</li> <li>• Partner with existing businesses located in different parts of the city to increase space for selling local food, including mobile farmers markets.</li> <li>• Ease parking restrictions and provide parking assistance, including blocking off parking space the night before and day of market day.</li> </ul> |                                     |                                    |                                   |                                     |

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| Local and Regional Food (continued) | <ul style="list-style-type: none"> <li>● In conjunction with stakeholders, develop a strategic policy document to advance the small scale food sector.</li> <li>● Strengthen government’s pivotal role in sector intelligence and strategic planning by including the small scale food sector.</li> <li>● Develop local food programs and policies within public institutions wherever practical.</li> </ul> | <ul style="list-style-type: none"> <li>● Create a link between municipal and market websites to provide virtual advertising at no cost.</li> <li>● Advocate for better access to markets through urban active transportation planning, such as Bus Rapid Transit (BRT) corridors.</li> <li>● Create an easy to understand, how-to guide to assist groups and businesses interested in starting a local food market with necessary zoning and licensing by-laws. <ul style="list-style-type: none"> <li>– Explore the potential to change by-law no. 200/2006 to extend the dates for markets to be open beyond from April 1st until October 31st. This would support the opportunity for year-round markets.</li> </ul> </li> </ul> |                                     |                                    |                                   |                                     |

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| Urban Agriculture |                    | <ul style="list-style-type: none"> <li>• Supports the growth of urban agriculture by:               <ul style="list-style-type: none"> <li>– Promote urban infill to reduce pressures on agricultural land.</li> <li>– Encourage planting edible landscapes (annual plants and fruit trees) instead of ornamental landscapes on city property.</li> <li>– Increase the number of community gardens and municipal services support for community gardens.</li> <li>– Change by-laws to enable residential chicken-raising and beekeeping</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Organizations can work with newcomers interested in growing food to establish new community garden spaces or connect newcomers with existing gardens.</li> <li>• Facilitate yard-sharing between newcomers and home owners. This has successfully occurred in other regions of Winnipeg.</li> <li>• Community organizations can promote the concept of yard sharing, including the use of tools such as <a href="http://sharingbackyards.com">sharingbackyards.com</a></li> <li>• Explore opportunities for school and community gardens on school yards. As school is not in session during much of gardening season, this could be done with a community organization to provide stability and participation during the summer.</li> </ul> | <ul style="list-style-type: none"> <li>• Initiate and promote a garden tool library to enable newcomers to garden in downtown backyards.</li> <li>• Connect retirement complexes and senior centres to existing community gardens.</li> <li>• Schools can allocate a portion of green space for growing a garden, allowing children to experience first-hand where their food comes from and how it grows.</li> </ul> <p>Community organizations with the expertise can help connect retirement complexes and senior centres to existing community gardens.</p> | <ul style="list-style-type: none"> <li>• Providing support for neighbourhood residents to develop garden spaces on private yards.</li> <li>• Increase opportunities for community gardening and food celebrations.</li> <li>• Schools can allocate a portion of their green space to growing a garden, allowing children to experience first-hand where their food comes from and how it grows.</li> <li>• Community organizations can support neighbourhood residents to establish garden spaces in private yards to reduce vandalism.</li> </ul> <p>Providing support for neighbourhood residents to develop garden spaces on private yards.</p> | <ul style="list-style-type: none"> <li>• Develop local expertise and resources on gardening that can be made available to community gardeners and that is culturally appropriate.</li> <li>• Continue to expand community gardens and include a traditional and medicinal component at each garden site.</li> <li>• Partner with other agencies such as graffiti gallery to incorporate art and creative expression in the garden as a healing activity (for example: Spiral Garden in Toronto).</li> <li>• Engage local elders in the planning and mentoring at all garden projects.</li> </ul> |

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| Urban Agriculture (continued) |                    | <ul style="list-style-type: none"> <li>● Increased city support:               <ul style="list-style-type: none"> <li>– A city official responsible for facilitating a network for existing community garden and their expansion and upkeep.</li> <li>– Neighbourhood local food enhancement programs that develop garden spaces, fruit tree orchards, etc.</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>● Community organizations and seniors' residences could develop gardens for seniors. Organizations could explore options for raised bed gardening to address the needs of seniors with mobility issues.</li> <li>● Community organizations with expertise in community gardening can share expertise with other community organizations interested in community gardening.</li> <li>● Explore opportunities for small scale container gardening that would work well particularly in situations where space or mobility is limited.</li> <li>● LIFT funding can be used to develop community gardens, with the partnership of local organizations.</li> </ul> |                                    |                                   |                                     |

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| Land Use and Long-Range Planning | <ul style="list-style-type: none"> <li>Establish a set of metrics for measuring the impacts of the small-scale food sector.</li> <li>Entrepreneurs in the small-scale food sector, especially new entrants, often feel overwhelmed by the number and scope of regulations at all levels of government. Many who are establishing a small-scale food enterprise are not fully aware of all the regulations that apply.</li> </ul> | <ul style="list-style-type: none"> <li>Take steps to act upon Our Winnipeg plan.</li> <li>Food and community fabric considered in all city planning and architectural decisions (i.e. active transportation routes, waste/recycling, pollution, urban agriculture, etc.)</li> <li>New building codes that provide space for food sales, rooftop apiaries, and greenhouses.</li> <li>Significant reduction in food bank usage by transitioning into co-ops and social enterprise</li> <li>Review of regulation around procuring, preparing, and selling wild game</li> <li>Upgrading community garden infrastructure.</li> </ul> | <ul style="list-style-type: none"> <li>Develop, or support community organizations interested in developing, community garden spaces in St. Vital (i.e. by providing expertise, land, inputs).</li> <li>Develop, or to require the development of, community garden spaces as part of new land use plans for former municipal golf courses.</li> <li>Protect existing community garden spaces.</li> <li>Protect St. Vital's prime agricultural land south of the Perimeter Highway from development, to maintain the community's ability to be a local source of food for the city.</li> </ul> |                                    | <ul style="list-style-type: none"> <li>The City of Winnipeg can work with schools to implement zoning by-laws that encourage Healthy Schools Zones.</li> <li>Encourage the development of housing that is affordable and meets the needs of the population of Winnipeg.</li> <li>Provide financial support to establish an Inkster Business Improvement Zone (BIZ), which can help promote the growth of food-related businesses.</li> </ul> |                                     |

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| Food Education and Food Literacy | <ul style="list-style-type: none"> <li>• Develop a plain language guidebook to assist new entrants in the small-scale food sector and to provide an overview of what business owners need to consider.</li> <li>• Develop/adopt training tools to explain the regulatory requirements for food safety.</li> <li>• Promote practical certification programs (Food producer certification and Food processor certification) for small scale producers and processors as important delivery mechanisms for extension information.</li> </ul> | <ul style="list-style-type: none"> <li>• More city programs that incorporate good food education (gardening, composting, cooking with local foods, nature education, etc.)</li> <li>• Renovate community centres with licensed commercial kitchen spaces for food processors, after school programming, and community groups.</li> <li>• More good food education included in city programming (food prep skills, food safety basics, nutrition awareness, etc.)</li> <li>• Provide food education for people of all ages.</li> </ul> | <ul style="list-style-type: none"> <li>• Develop intergenerational food programs that not only teach food skills but also provide opportunities to reduce social isolation and build community cohesion.</li> <li>• Address the food skills deficit in St Vital through new community kitchens and community cooking classes.</li> <li>• Community organizations can partner with a volunteer or student intern to offer cooking demonstrations at food banks.</li> <li>• Provide cooking classes and other services to increase food skills for seniors, particularly those managing chronic diseases or who have less experience cooking.</li> </ul> | <ul style="list-style-type: none"> <li>• Provide new food skills through after-school programming and classes.</li> <li>• Promote universal access to food skills and knowledge by providing classes on how to prepare healthy, low-cost meals.</li> <li>• Provide healthy eating information at community events and food markets,</li> <li>• Provide information and programming to allow people to make the most of emergency food provisions.</li> <li>• Provide youth programs that integrate traditional Aboriginal recipes and food into classes and snacks.</li> <li>• Incorporate more Aboriginal teachings of food and health in schools.</li> <li>• Facilitate shared cooking and meal events for adults.</li> </ul> | <ul style="list-style-type: none"> <li>• Incorporate multi-cultural or specific ethno-cultural themed food programming.</li> <li>• Provide opportunities for newcomers to take food handlers' training and certification with appropriate EAL learning techniques.</li> </ul> | <ul style="list-style-type: none"> <li>• Gather input from residents on what they want to learn through intergenerational community engagement, sharing circles, information sharing, workshops, and event evaluations.</li> <li>• Develop a database of workshops, facilitators, experts and community members with expertise in food security related projects for the North End.</li> <li>• Integrate Indigenous language and teachings so that Indigenous youth realize that their culture is rooted in food security, sovereignty and justice; that they are the future of their communities; and that they can engage in food security and social enterprise initiatives.</li> <li>• Promote community gardens by offering North End garden tours.</li> </ul> |

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| Food Education and Food Literacy (continued) |                    |                                | <ul style="list-style-type: none"> <li>• Community organizations can develop simple recipe cards to provide along with unfamiliar foods offered at food banks.</li> <li>• Develop garden spaces, compost projects, and food skills programs in schools to enable young people to learn about food production, cooking, and healthy eating.</li> </ul> | <ul style="list-style-type: none"> <li>• Provide opportunities for newcomers to take food handlers' training and certification with appropriate EAL learning techniques.</li> <li>• Create a resource guide that provides schools with information on how to provide healthy options for eating and learning about food.</li> <li>• Establish cooking classes or workshops on how to prepare easy, low-cost, healthy meals for seniors.</li> <li>• Create opportunities for employment, training, and mentorship in the food sector</li> <li>• Model IRCOM's balcony growing initiative by teaching container gardening to newcomers who have balconies in other apartment buildings.</li> </ul> |                                   | <ul style="list-style-type: none"> <li>• Provide education and training workshops at local childcare centres, schools and agencies.</li> <li>• Develop more learning kitchen opportunities so that families can cook together.</li> <li>• Develop local garden expertise and resources that are culturally appropriate and available to community gardeners</li> <li>• Contribute to the success of community kitchens through kitchen leader trainings</li> <li>• Facilitate trainings (i.e. food handlers) to promote job readiness in the food service industry and food programs in the North End.</li> <li>• Encourage groups to talk about accessing food in programs other than food security groups.</li> </ul> |

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| Nutrition and Public Health                       | <ul style="list-style-type: none"> <li>Continue to strengthen the relationship between MAFRD and Manitoba Health to further harmonize the delivery of food safety inspection services.</li> <li>Improve access to provincially inspected abattoirs for poultry.</li> </ul> | <ul style="list-style-type: none"> <li>All children with need will be provided a healthy breakfast at school.</li> <li>Dashboard of key food and social related indicators at neighbourhood level, with the city to create targets for change.</li> </ul> |   |                                    | <ul style="list-style-type: none"> <li>Community organizations can hire more Aboriginal health workers to reach and support this population in Inkster.</li> <li>Provide health information and classes in different languages, such as Tagalog.</li> <li>Incorporate exercise into food programming for adults.</li> </ul> |                                     |
| Waste Management and Environmental Sustainability |  | <ul style="list-style-type: none"> <li>View waste as resource to combat environmental concerns</li> <li>Comprehensive composting / food waste program.</li> <li>City-wide curbside composting pick up.</li> </ul>   | <ul style="list-style-type: none"> <li>City wide composting implementation</li> </ul> |                                    |   |                                     |



