

**REPORT  
TO THE COMMUNITY FOOD NETWORK  
ON STRATEGIES FOR POLITICAL  
ENGAGEMENT IN A  
FOOD SECURITY POLICY ACTION PLAN**

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## 1. EXECUTIVE SUMMARY

This Report was prepared for the Community Food Network of the Peterborough Poverty Reduction Network to suggest strategies for political engagement in the Peterborough area on the issue of food security. City, County, Township and First Nations Bands, as the seats of political leadership, were the main source of consultation in the Report.

Since political decisions are not made without evidence of community input and support, a sampling of key informants in each of City, Townships and First Nations were consulted as well. A sampling of other municipalities who have taken action on food security was also consulted.

The definition of food security used locally is:

“A community enjoys food security when:

all people, at all times, have physical & economic access to nutritious, safe, personally and culturally appropriate foods;

food is produced in ways that are environmentally sound, socially just, and promote community self-reliance;

food is provided in a manner that promotes human dignity.” (OPHA 2002)

The complexity of the topic of food security is addressed. It is a broad and complex area encompassing the many aspects of land and water quality, production, distribution, access, marketing, farming models, consumer preferences, income and culture. This Report is limited to policies within the scope of local municipalities and First Nations for household and community food security, with some attention to the importance of encouraging local food consumption wherever possible.

In all of this complex scene, **income** is the most significant issue in food security. Investing in efforts to improve incomes of both individual households and farms will be fundamental to food security in the long run. Investing in efforts to improve incomes of both individual households and farms will be fundamental in the long run to food security. The Community Food Network brings together community partners that are working on both household and community food security.

This Report suggests that effort be made to frame the issue of food security in the most appropriate way possible for the realities of the Peterborough area. It scanned the perceptions and values of both urban and rural citizens to help with this framing.

An *ACTION PLAN 2011* sets out a number of community development and political engagement strategies for the use of the Community Food Network. They begin with the finding that education about the topic of food security will be necessary as public and municipal and Band council awareness of it is low although increasing.

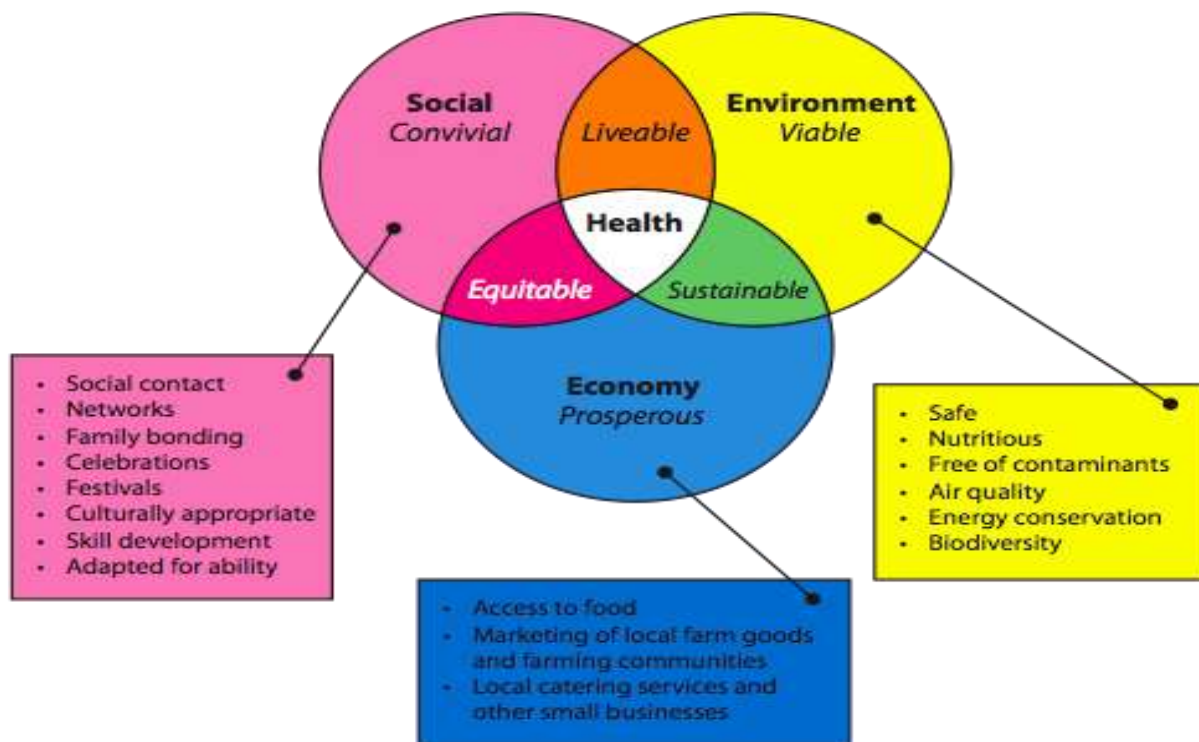
The Report concludes with a compendium of food security policies available to municipalities and Bands.

## 2. INTRODUCTION

Since World War II, food has always been available and acceptably healthy in Canada. But food has moved further and further away from daily consciousness at a time when it may be under greatest threat. Fewer and fewer Canadians participate in food production, or even witness it. All citizens do not have equal access to food. The way food is produced has an enormous effect on its quality and nutritional value and on our ecological environment and, therefore, on the basic health of all citizens for generations to come.

Figure 1 illustrates the interconnections of food in the environment, the economy and social life of all of us.

**Figure 1:**



Realities of climate change, higher energy costs, the price of petroleum-based fertilizers and economic uncertainty for farms and cities will affect community food security: the ability of households' and communities' to feed themselves. Although this "big picture" is beyond the policy scope of a public health unit, the Community Food Network is taking

leadership at the local level to help the community become aware of, make sense of and take local action on the “big picture” effects on individuals and households.

There is a growing recognition that the way we think about food (our cultural and cognitive models), its production and distribution have to change. Public policy is a major way to effect such change. Policy-making requires political leadership. Political leaders respond to their community and constituents.

## **2.1 Purpose and Goals of the Project**

### **Purpose:**

To create a plan of action for future food policy engagement with local politicians and Band Councils in order to strengthen the development and impact of food security policy strategies in Peterborough City and County.

### **Goals:**

- to identify the most effective avenues to reach County, City and First Nation politicians for involvement and support in development of food security policies.
- to develop a 2011 Plan of Action that will ensure politicians understand how they can effect change and shape the future of food security.
- to create a tool to raise awareness of food security policy development for use in presentation to Council meetings.

## **2.2 Activities undertaken to achieve the Project Purpose and Goals**

- consultation/interviews by telephone or in person with key City, County and Band elected representatives and staff
- consultation/interviews by telephone or in person with strategic advisory and sector representative bodies
- consultation by telephone and internet with other municipalities involved in similar development of food-related policies

- consultation by telephone with identified individual stakeholders in the City, Townships and Bands involved with food production, access, distribution, quality and consumption
- review of literature and previous research on food security provided by the PCCHU.

A detailed list of all those consulted is contained in APPENDIX A.

### 2.3 Definition of Food Security

The definition of food security used by the Peterborough Community Food Network is:

“A community enjoys food security when:

all people, at all times, have physical & economic access to nutritious, safe, personally and culturally appropriate foods;

food is produced in ways that are environmentally sound, socially just, and promote community self-reliance;

food is provided in a manner that promotes human dignity.” (OPHA 2002)

The primary barrier to food security – income – is well illustrated by the Peterborough County-City Health Unit publication *Limited Income: A Recipe for Hunger 2010*.

APPENDIX C. This issue also at the root of farm security.

## 3. SCAN OF OTHER MUNICIPALITIES' FOOD SECURITY INITIATIVES

Food security policies enacted at municipal and community levels to promote household and community food security have been reviewed in the excellent 2010 Community Food Security Policy Scan and Literature Review done for the Health Unit and the Community Food Network by Jessi Doby. The following section does not replicate that review; it augments it with examples of practical observations about the policy development process.

Two municipalities were consulted for their experience with food security policy development. Their methods and approaches are briefly described below. Strategic suggestions from this consultation are incorporated into the various suggestions in the Action Plan 2011 section 4, p. 9.

### 3.1 City of Kawartha Lakes

With support from the Ministry of Natural Resources, the City of Kawartha Lakes and the HKPR Health Unit, the Victoria Stewardship Council has been developing a *Food Charter*. (See APPENDIX B).

A stewardship council fits into the “*food produced in ways that are environmentally sound*” part of the CFN definition of food security. A food charter can be seen as a precursor or backdrop to a fully-developed Food Security Policy, though not necessarily a required part of such policy development. In City of Kawartha Lakes, it has raised awareness of stewardship of land and water for food as an integral part of a community’s environmental sustainability.

### 3.2 City of Greater Sudbury

Sudbury has a very active network of groups, including the Social Planning Council, working on food issues. It has a Food Charter which a representative of The Foodshed Project Director describes as useful – as a statement of Vision and Values- for educating and creating common ground among different sectors (urban, rural, municipal governments, advocacy groups etc.). With support from Healthy Communities Ontario, Sudbury created “Action Networks” in each City Ward. These have taken up the cause of food policies such as community gardens, food banks, grow-a-row and have access to every Councillor.

#### Sudbury’s Foodshed idea

Just as a watershed outlines the flow of water integral to a particular area, so a foodshed describes the flow of food feeding a particular area. It encompasses the land and water the food needs to grow, the farms, the routes food travels and the markets and processes it goes through to end up on our tables. It closes a gap between people and the sources of their food.

## 4. ACTION PLAN 2011: STRATEGIES TO ENGAGE POLITICIANS TOWARD AN AREA-WIDE FOOD SECURITY POLICY

An area-wide food security policy will require the engagement of political leaders. However, political leaders operate in the context of and respond to their communities and constituents. It is, therefore, important, when strategizing about political engagement, to think about engaging the broader community. Consultations for this Report repeatedly underscored this interconnectedness.

First, though, a necessary preliminary strategy is suggested: framing the issue of food security.

### 4.1 Preliminary Strategy: Framing the issue of Food Security most effectively

*“Without a change in the public’s thinking on issues related to food systems, real progress is likely to be very slow”.* (Auburn, Brown, Grady 2010)

A fundamental step in developing a food security policy is the framing of the issue.

This framing begins with discovery of community values around food, and how people and politicians think about food and the food system when food insecurity is not necessarily within their lived experience. Another challenge is the number of competing priorities that face Councils. Choosing how to describe the topic for political leaders is a strategic first step to engaging them and ultimately the general public. It begins with an idea of what their current understanding or concepts are.

Recommendation: It is recommended that Community Food Network members take the Strategic Frameworks Institute e-course to assist with framing the food security issues. <http://sfa.frameworksinstitute.org/>

### 4.2 Current Perception, Understanding and Priority of Food Security

Current, local values, perceptions and understanding of food security among politicians and members of the stakeholders in the general public are briefly summarized in this section from conversations and interviews:

## City of Peterborough

Food security is a more familiar topic among City politicians due to the greater visibility of need among the larger urban population. The City makes an annual funding contribution to Kawartha Food Share. Food activists often address Council or make their cause known publicly (e.g. Food Not Bombs). The Community Food Network, chaired by the Medical Officer of Health, has a noticeable profile to City leaders.

City politicians are aware of individual programs (e.g. community gardens). One City Councillor contacted felt that the City, “*if it chose*”, could provide resources to improve individual and household food security (e.g. City land for gardens).

### CHANGING ECONOMY, CHANGING CROPS

The local Quaker/Pepsico plant used to buy oats from local farmers. Because corn is now the dominant cash crop in the Peterborough area and globally, Quaker now buys its oats from outside the province.

## County/Townships

As an issue, “food security” is not a priority topic on County and most Township Councils’ agenda. Awareness is higher among individual farmers consulted and in organizations like Ontario Farmers Association (OFA) (which is participating in the creation of a National Food Strategy).

County residents’ and politicians’ perceptions tend to see food as the domain of the individual and the household, in terms of simply consumer choice and action. Self-sufficiency is valued highly. Specific problems of affordability or access, for instance, are to be solved by individual initiative with help, if necessary, from the community on a case-by-case approach. Farmers perceive themselves as stewards of the land and water but, in these days of increasing pressures on farming as an occupation/business, are pre-occupied with their financial viability and the effects of more and more stringent standards on production costs.

### HOUSEHOLD FOOD SECURITY: FARM SECURITY

Many dedicated farmers are leaving farming because they cannot “make a go of it” financially. Loss of locally-owned farms and dependency on huge agri-business may contribute to local food insecurity.

In rural municipal politics, food and food security are seen by some as falling under Social Services

Department jurisdiction with main responsibility being the City's as this is where most people are helped and existing food programs originate and/or are delivered. There is good awareness of individual food programs in Townships (like collective kitchens, food boxes, food banks). Some expressed the essential involvement of the Provincial government in continuing to fund food programs like food banks.

### **First Nations: Curve Lake and Hiawatha**

Curve Lake First Nation does not perceive itself to be experiencing anything different from surrounding communities in terms of food access, cost, production and distribution. Food is seen as one of the necessities of life among others that are getting too costly, driving up the cost of living and adding to the burden of economically poor households. Transportation issues around access to fresh quality food seems not to be any more of an issue here than elsewhere off-reserve.

The high cost of living in general puts things like fresh vegetables and fruit out of many households' reach leading to poor health in some households. Food security strategy must, it was suggested, include lowering the cost of essential foods or raising the incomes of economically poor people.

At Hiawatha, food security is not an issue for the majority of residents. It has not been a Band priority but, as Chief Moore put it, "It should be". Food security is an issue for households of low income. Lack of transportation to food sources in Peterborough leads some households to depend on the community store where food can be more expensive, of low nutritional value and without fresh fruits and vegetables. These households often do not have cooking skills, food knowledge and capacity to plan meals and food preparation. A community garden was offered but there was little interest.

### **4.3 Key Messages**

The first challenge will be to ensure that the main messages that the Community Food Network wants to get out about food security are signalled in the framing of the issue.

Some of the main messages could be:

- that income is the major barrier to food security
- all people need to be able to get the food they need and that is appropriate
- acknowledgment that when food is seen as embedded in a system of production, marketing, pricing, access and other controls, it becomes more than a personal or household problem and solutions lie in system changes
- that low income households (including seniors) and children are at greatest risk when food is insecure
- that many opportunities exist locally for action on food security for all people
- food insecurity is a growing public health concern
- that the Greater Peterborough Area and the Bands of the First Nations are already engaged in food security but more needs to be done.

Such “messaging” begins to indicate who is responsible and what political solutions may be available. It points out how the political process, using public policy, could address both systemic issues as well as target individuals and their behaviour.

The excellent Food Continuum (illustrated here) being used by the Community Food Network and Nourish Peterborough is a visual that covers the range of involvements for policy and action on food security.

A simple mental model or picture is very helpful to improving public and political leaders’ understanding of food security and to eventually achieve the intended policy results.

One suggestion might be to simplify food security even further using the image/metaphor of an empty plate with an appropriate caption taken from the key framing of the issue/message.



#### 4.4 Overall Approach

In the Greater Peterborough area, there are multiple policy stakeholders, across different levels of government and community sectors who play important roles in

ensuring policies are made, implemented and sustained at the local level. Political leaders (municipal and Band Councils) respond positively to policy requests when

- it is demonstrated that there is community support,
- there is key stakeholder support,
- when they understand the issue and
- when it is specifically clear what is being asked of them.

#### 4.5 Two-Pronged Strategy: Community Development and Political Engagement

The Action Plan 2011 proposes a two-pronged strategy: strategies for a community development/education phase that would precede and set the ground work for more specific strategies for engaging political leaders of City, County and First Nations.

##### Community Development Strategies

**1. Educate about food security.** Given the somewhat low priority and uneven awareness of food security among municipalities and Bands, the first suggested strategy is education about the meaning and significance of food security.

As described earlier in section 4.1, food security should be positively framed with an easily grasped mental model. A scan of other municipalities' experience of local perceptions underscored the importance of education as an essential precursor of arriving at any food policy. In order to begin to connect with farm issues that are ultimately interconnected to personal/household food security, this education should include an introduction to the wider food system that produces foods the food we eat as well as shapes consumer demand.

When well understood, the policy is more likely to be "owned" by the political leaders, potential partners and the broader community. Municipal and Band decision-makers need to know that the policy has community support.

**2. Make successes visible to build momentum.** In both the community development phase and when going to Councils, bring forward and celebrate what policy and programs have achieved to date e.g. Community Food Network, Good Food Boxes, Community Gardens, Kawartha Choice etc. This builds momentum, elicits commitment and empowers people who are already

passionate to engage their Councillors in support of food security policy proposals.

**3. Hold public and key informant consultations.** This is one of the main mechanisms of community development and education, for learning what should inform any policy and for identifying key people in the community who will support the policy before Council. Include shelter users, food bank customers, farmers, food retailers, municipal planners, faith groups involved in food programs (including rural community suppers), food activists, - the list is long and Health Unit staff know the key individuals and groups well.

**4. Use interactive, visual, graphic means for education and consultation:** this point was made several times in the course of work on this Report. Pictures, diagrams, models, interactive processes can quickly show the interconnectedness of the many parts of the complex food security system and elicit both ideas for and commitment to action. GIS mapping was one particular visual method identified as effective for presenting interrelated information visually (See sidebar).

**5. Foster partnerships and coalitions.** Via the Community Food Network, the Health Unit is already leading a coalition of partners/stakeholders who share similar values and direction and who will act as advocates for food security and stay with both policy development and implementation over the long term. (See sidebar “Potential Partner” for one example). Such bodies carry the message to other bodies and can leverage their involvement and support. Groups contacted for this Report are listed in APPENDIX A.

**EXAMPLE OF POTENTIAL PARTNER - SUSTAINABLE PETERBOROUGH**

is creating a Sustainability Plan for the Greater Peterborough Area to address environmental, socio-cultural, and economic issues and set a collective vision for the community's future. Food is seen as a vital part of local sustainability.

**6. Identify and conduct research specifically related to policy suggestions for each municipality or Band.** Councillors will look for research underpinning any policy suggestions. Gather good local information on food producers, populations, travel distances, incomes, food programs existing and lacking, etc. Solid evidence can help to bridge the divide between contending points of view

(e.g. organic vs conventional) among producers and consumers. One issue particularly identified by a Councillor is that of the legal aspects of policies about preference for locally-produced goods due to such things as free trade agreements.

**7. Identify and quantify (as far as possible) the economic impact of a food security policy.** Current Councils are mainly concerned with economic matters (e.g. job creation) and farmers with survival, so it was suggested that the positive relation of a food security policy to the local economy should be demonstrated. Some Township informants suggested that any policy proposals should not cost anything because of local Council budget pressures.

**8. Understand and include the different values and viewpoints of rural and urban communities.** It is not new that urban and rural values and viewpoints can differ. These differences should be honoured and reflected in any community development/education work and materials. Key rural community informants and representative groups are aware *in their own ways* of the environmental context of food, the importance of healthy water and soil to food quality and are proud of their responsibility as stewards of land. “City-dwellers” have their priorities and pre-occupations about such things as community gardens, social services and food programs. Self-reliance is a high value in rural areas where as urban values may be more communal.

It became apparent during the consultations for this Report that any food security policy initiatives should convey understanding of the foundational role of the farm and the pressures it is under today if any policy is to succeed in rural areas.

If food is to be secure, its growers need to be secure too.

**9. Take time.** Municipalities who are farther along in the policy process all advised this. Two years is an average time to develop policy. Anytime but summer months is good for the Community Food Network to bring its presentation to a Council.

#### THE POWER OF A WORD

One Councillor suggested that in some cases, “hunger” might be a more effective term than “food security” for getting the message across.

## Strategies Specific to Engage the Political Leadership of City, County and Townships

**10. Hold introductory meetings with individual City and County Councillors and Band Chiefs** who have been identified as willing to be involved in or interested in food security. These meetings can be used for education on the topic of food security, as well as to gauge and solidify initial support, and to consult on the timing of introducing policy to Councils.

*A list of potential supporters and champions has been provided to the Community Food Network Chair, Dr. Rosana Pellizzari.*

### Who does What?

Politicians may be wary of food security if they do not have enough information about it. Education is essential. They also need to know what programs already exist in the complex picture of who does what regarding food across the City and County.

**11. Formally present the concept of food security policy** to City, County and Township Councils and the Band Councils of Hiawatha and Curve Lake after the introductory meetings with individual Councillors. (Two politicians from each Township sit on County Council; these take the initial message and information back to their own individual Councils but presentations to individual Township Councils should follow as soon as possible after the County presentation in order to keep momentum).

### FARM PROPERTY TAX: A Disincentive to Security?

An unintended consequence of Ontario's farm tax policy is to put pressure on municipal governments to allow conversion of farmland to non-food use. Municipalities collect property tax at a 100% rate of CVA from residential properties but a 25% of CVA rate from farms (the rest subsidized by the province).

**12. Start with approval in principle.** The first step to political acceptance of a food security policy could be approval "in principle". This approval could be sought at the time of the formal presentation to a Council, if it is gauged that the timing is right.

**13. Determine the most appropriate “angle” for introducing food security policy.** What is each Council most concerned about at the time (costs? other priorities e.g. long-term care/their senior population? economic development? poverty reduction? farm survival?) and begin with specific, understandable policy measures that address tangible needs with some early chance of success. Different “angles” are needed in rural and urban areas. Townships with little farmland need a different approach than those rich in farms. North Kawartha and Galway-Cavendish-Harvey, for instance, have few farms or arable land and hunting and fishing are common. Most of North Kawartha’s population is seasonal and the cottagers bring a great deal of food with it when it comes.

**14. Scan for opportunities** to bring food security into existing and upcoming discussions, events and processes. Examples identified in the course of the consultation on this report include:

- Sustainability Peterborough is beginning the process for a Sustainability Plan;
- Curve Lake Reserve is reviewing its Nutrition Policy;
- the City is in the process of reviewing its Official Plan and beginning neighbourhood level planning;
- the City has plans for implementing the Central Area Master Plan that could include bringing food growing back to the City;
- North Kawartha has started an Economic Development Committee and could include food security among its topics;
- the growing understanding of the climate crisis message: may help people take food security more seriously.

Other opportunities are known to the Community Food Network and still others will arise in the course of the policy work.

**15. Identify specific policy components that can be quickly introduced with early success.** Out of the many policy options, it would be strategic to have early successes upon which to build. Therefore, specific policies *tailored to each municipality and Band* should be offered for approval first.

Opportunities that could be a starting point for this include

- Galway-Cavendish-Harvey is seriously looking to start a food bank,

- urban agriculture initiatives beyond community gardens could be introduced early in City neighbourhood planning just begun by the City of Peterborough Planning Department,
- new, young farmers are ready audiences for support of food security action.

**16. Get senior municipal staff support.** It could be strategic to point out to municipal staff how food enters into many aspect of civic responsibility including: Planning, Social Services, Economic Development, Parks and Recreation (besides Public Health). This could be done through meetings for education as well as presenting precise projects or opportunities that could also help departments or services to achieve their own goals (e.g. more attention to urban agriculture to feed the higher urban densities in the Central Area Master Plan). These departments and services may, in turn, assist the Community Food Network with education and research on food security (see sidebar “Mapping the Need”). Senior staff in departments (or health centres, in the case of Bands) will see policy through the approval processes and write the Reports to Councils.

**17. Meet with the County Wardens’ Committee.** This Committee is composed of past County Wardens (Currently Doug Piercy, Dave Nelson and Ron Gerow) and advises the CAO of the County. It is currently engaged in the County Strategic Planning process. Its support could help advance a food security policy, especially since it advises the County CAO and is a respected body.

Necessary components of any food security policy that Councils and Bands will look for are:

- ✓ the need for it
- ✓ community support
- ✓ what resources it will require (financial and otherwise)
- ✓ identified partners
- ✓ a timeline for implementation
- ✓ expected outcomes in terms of community benefits
- ✓ potential obstacles, and
- ✓ the role of the Health Unit.

**MAPPING THE NEED**

The Geographic Information Systems (GIS) capacity of Planning Departments could map and layer information about supermarkets with incomes with walking distances as part of the visual aids to understanding a municipal policy on store locations.

## Strategies Specific to Engaging First Nation Bands

**18. Continue the leadership of Health Unit.** The Health Unit is recognized as exercising leadership already (e.g. tobacco strategy) and this position could be further capitalized on as the lead for area-wide food security policy development.

**19. Exercise sensitivity to the need of First Nations** to tie food to economic security e.g. the viability of First Nation's community businesses. The question of Federal leadership and involvement in food security arose (since so much of what happens on Reserve comes under federal jurisdiction) and should be accounted for in formulating food security policy.

**20. Reach the children.** This will reach the parents. (This has been an effective tobacco strategy for behavioural interventions). Since politicians' and constituents' response is often "reactive" due to so many competing priorities, beginning with children and younger people is often effective at evoking attention, getting a response.

**21. Support the First Nation Health and Social Services teams to bring the policy forward to the Band Council.** This could be more effective than the Health Unit presenting to Band Councils. A good time to begin this would be in the spring when various services are preparing their budgets.

**22. For educational efforts, work with and through staff at health/social services/community centres.** These staff encounter food issues daily that may not have reached Band Council attention. They will be important to community development efforts and their depth of knowledge should be honoured. Health Unit resources could be of great value to this effort.

Figure 2 below briefly summarizes the roles of key stakeholders.

**Figure 2: Key Stakeholders and their Roles**

Partners/Stakeholders	Role
Public Health Units	Research, funding, monitoring, evaluation
Anti-poverty advocates and emergency relief	Identification of local needs, full representation and social inclusion
Arms-length bodies: social planning councils, community initiatives	Independent oversight, coalition building, local knowledge and experience
Producers	Agricultural representation, land-use strategies, food supply
Food businesses and initiatives	Supply chain development, processing and procurement (e.g. Kawartha Choice)
Municipal governments	Many policy levers that affect food systems
Local not-for-profit agencies	Run food programs Identify local needs

#### 4.6 Example of a Policy Development Path

COMMUNITY DEVELOPMENT PHASE	
<p><b>Learning &amp; Education</b></p> <ul style="list-style-type: none"> <li>- to both learn what people know and want about food and to educate others about broader concept of Food Security</li> <li>- inform politicians and the broader community – raise awareness about concept of food security and the systemic issues e.g. how a sustainable food system is essential to food security.</li> <li>- Outcomes guide the Health Unit and partners for next steps</li> </ul>	<ul style="list-style-type: none"> <li>- introductory presentations to Councils</li> <li>- public information meetings on how food system works, in partnership with other food advocates/organizations</li> <li>- other communities’ “best practices”</li> <li>- bring in speakers e.g. Toronto Food Policy Council, Andrew McCann, teacher at St Lawrence College</li> <li>- use the expertise and experience of the Community Food Network</li> </ul>

<p><b>Public Consultations</b></p> <ul style="list-style-type: none"> <li>- develop a participation plan</li> <li>- consult on community Values, Principles, Vision, Goals, Issues, Challenges</li> <li>- workshops on specific components of food security</li> </ul>	<ul style="list-style-type: none"> <li>- use local food experts, those involved in local programs as well as guest speakers</li> <li>- make special effort to get local politicians out</li> <li>- keep them engaged by updates</li> </ul>
<p><b>Return to the Community with results (draft policy) for feedback</b></p> <ul style="list-style-type: none"> <li>- presentations to key stakeholder bodies</li> <li>- circulate draft Policy to key partners</li> </ul> <p>then first presentation of community consultation results to Councils expressing community desires and asking for Councils' feedback and support from assigned Department/Staff person</p>	<ul style="list-style-type: none"> <li>- outlines of issues and directions for process emerge here</li> <li>- decisions on next steps according to what is emerging</li> </ul> <p>e.g. a <i>Food Charter</i> may or may not be a result of this stage of work</p>
<p><b>Craft the Final Policy</b></p> <ul style="list-style-type: none"> <li>- incorporate Council and all community feedback</li> <li>- bring back to community for final input</li> </ul>	<ul style="list-style-type: none"> <li>- public meetings in locations throughout the City and County for access by all interested parties</li> </ul>
<p><b>POLITICAL PHASE</b></p>	
<p><b>Present Food Security Policy to Councils for Approval</b></p> <ul style="list-style-type: none"> <li>- via Staff Report &amp; presentation to all Township, City, County* and Band Councils</li> </ul> <p>*TBD if a presentation to County Council will suffice since 2 reps. from each Township sit on County Council</p>	<ul style="list-style-type: none"> <li>- decide on Lead for presentations</li> </ul>
<p><b>Implement the Policy</b></p> <ul style="list-style-type: none"> <li>- prepare an implementation schedule, budget, resources</li> <li>- prepare a communications campaign</li> <li>- prepare any necessary partnership agreements</li> <li>-</li> </ul>	
<p><b>Monitor and Adapt the Policy</b></p> <ul style="list-style-type: none"> <li>- select evaluation measures</li> <li>- collect monitoring data</li> <li>- revise Policy (policy is a "living" document)</li> </ul>	<ul style="list-style-type: none"> <li>- periodic reports and updates to Councils and the community</li> </ul>

## 5. POLICY OPTIONS AVAILABLE TO MUNICIPALITIES AND FIRST NATION BANDS

A recommended strategy before going to a municipal Council or Band Council is to **identify gaps in existing policies and practices in relation to food security.** Knowing what each municipality and Band is doing or not doing is basic “homework” before seeking political engagement.

Once a good knowledge of each municipality’s or Band’s current policy situation is acquired, it can be compared to the following list of all policies that are potentially available.

### Summary of types of Policies for access to nutritious food

Policies that:

- a. make it easy for people to shop for healthy foods with zoning bylaws that allow for grocery stores, farmers’ markets, produce stands and other vendors of healthy foods in all parts of a municipality. e.g. city street vending and licensing by-laws).
- b. identify community garden sites in spaces such as parks and land around schools and recreational facilities and provide garden groups with start up support and access to water.
- c. Improve local access to food by bringing municipal government, community organizations, farmers and concerned individuals together (e.g. a Food Council).
- d. adopt land uses that protect agricultural land suitable for growing food and address lack of open space in apartment and multi-unit buildings.
- e. Govern advertising of food products to children (e.g. transit ads, no ads for specific foods in recreation centres).
- f. support the availability of healthy foods in vending machines and snack bars in municipal facilities and public places.

- g. encourage city/county/brand/area-wide support for local sustainable agriculture.
- h. source and procure local foods (e.g. % of foods used must be local).
- i. help reduce the use of artificially-produced transfat contained and sold in area/county/city municipally-operated facilities.
- j. support breast feeding.
- k. relate to welfare (OW and ODSP) supplements being used to purchase nutritious food.
- l. promote healthy food Access Maps (where to purchase fruit and vegetables, locally-grown products).

## 6. CONCLUSION

The good health of each person and of the community starts with nutritious food. However, even though the Peterborough area has an abundance of food, not everyone has easy access to it. Some people simply do not have enough income to purchase healthy foods in adequate quantity. For others, grocery stores or farmers' markets are not within easy reach by walking, cycling or public transit. Some do not have the knowledge to choose, cook and preserve healthy foods.

Food security for everyone becomes possible when communities address the income challenge and include food access in urban planning. Education for awareness of the importance of food security is key. When communities understand what is at stake and what actions are possible, they will support political leaders who want to use public policy as a means of addressing this vital public interest.

The community development and political engagement strategies suggested in this Report will help the Community Food Network to make food secure for all in the greater Peterborough area.

## APPENDIX A: LIST OF CONSULTATIONS

### MUNICIPALITIES AND FIRST NATION BANDS

#### **Peterborough County**

Mary Hay, Councillor, Asphodel-Norwood

Shelagh Landsmann, Councillor, Douro-Dummer

Janet Clarkson, Mayor, Galway-Cavendish-Harvey

Ron Gerow, Reeve, Havelock-Belmont-Methuen

Andy Sharpe, Deputy-Reeve, Havelock-Belmont-Methuen, PCCHU Board of Health Member

Barry Rand, Deputy Reeve, North Kawartha

Dave Nelson, Reeve, Otonabee South Monaghan

Mary Smith, Reeve, Smith-Ennismore-Lakefield, PCCHU Board of Health Member

Gary King, CAO, County of Peterborough

Dave Clifford, CAO, Douro-Dummer

Pat Kemp, CAO, Galway-Cavendish-Harvey

#### **First Nations**

Chief Keith Knott, Curve Lake First Nation, PCCHU Board of Health Member

Chief Sandra Moore, Hiawatha First Nation, PCCHU Board of Health Member

Phyllis Williams, Health and Family Services Manager, Curve Lake First Nation

#### **Travelling Farmers Market**

An idea floated was for communities to co-ordinated to hold farmers markets on different days in different communities with vendors travelling to them. This would give non-City residents more chances to buy fresh foods and not have the time and cost of travelling into Peterborough.

## **City of Peterborough**

Henry Clarke, Councillor, PCCHU Board of Health Member

Lesley Parnell, Councillor, PCCHU Board of Health Member

Keith Riel, Councillor

## **Community Food Network**

Dorothy Boddy

Paula Anderson

## **COMMUNITY ORGANIZATIONS**

Farms At Work\*

North Kawartha Economic Development Committee

Ontario Soil and Crop Improvement Association's Environmental Farm Plan

Peterborough Agricultural Society (currently seeking a broader focus beyond its annual Peterborough Exhibition)

Sustainable Peterborough\*

The Agricultural Advisory Committee of the Greater Peterborough Area Economic Development Corporation (GPAEDC)\*

Victoria Stewardship Council/Ministry of Natural Resources, Doug Van Hemessen\*

*\*contacted for this Report*

## **Other Municipalities**

City of Kawartha Lakes

Haliburton, Kawartha, Pine Ridge District Health Unit, Aisha Malik

Victoria Stewardship Council, Doug Van Hemessen

City of Greater Sudbury, Foodshed Project – Doreen Ojala

## APPENDIX B: SAMPLE FOOD CHARTER

### CKL FOOD CHARTER

***A guiding document to assist in the development of food related policies and programs in the City of Kawartha Lakes***

A just and sustainable food system is rooted in healthy communities, in which no one is hungry and everyone has access to healthy, nutritious food. It is an economically viable, diverse and ecologically sustainable system to grow, harvest, process, transport and distribute food while minimizing waste.

***A just and sustainable food system means:***

#### **A Vibrant Community Food Culture**

*that*

- Engages citizens, promotes responsibility, and celebrates community
- Connects and supports growers, processors, retailers and consumers
- Builds greater understanding between farming and non-farming communities
- Celebrates the joy of growing, preparing and eating food
- Advocates environmental responsibility for community and ecosystem health

#### **Food Security and Community Health**

*that*

- Acknowledges healthy, nutritious food is a basic human right and necessary for good health
- Ensures all residents have knowledge of and access to nutritious, affordable and safe food
- Promotes nutrition education, resources and healthy food choices in schools, the workplace and public places
- Supports community food programs and policies that reduce the need for emergency food resources
- Ensures access to locally grown products, as well as gardening, hunting, fishing, and wild food gathering

## **A Strong Farming Economy**

*that*

- Generates adequate incomes for farmers, harvesters, processors, and distributors
- Supports diverse, vibrant production for external and local markets
- Values and protects agricultural lands
- Promotes sustainable farming practices

## **A Healthy Ecosystem**

*that*

- Recognizes and encourages continued environmental conservation initiatives
- Advocates ecological waste management
- Strengthens connections between agricultural and environmental organizations
- Reduces reliance on non-renewable resources for all aspects of food production and distribution

### **Definitions:**

#### **Healthy Food:**

Food of maximum nutritional value that promotes physical, mental and emotional well-being.

#### **Safe Food:**

Food that is free of microbiological, chemical, and physical hazards.

#### **Sustainable:**

Activities that can continue without diminishing the earth's resources.

*The following groups have spearheaded the creation of the CKL Food Charter:*

HKPR District Health Unit, Victoria Stewardship Council, City of Kawartha Lakes Economic Development Office, Toward Balance Support Network, Ontario Ministry of Agriculture Food and Rural Affairs, Kawartha Field Naturalists, Kawartha Conservation, and individual citizens

## APPENDIX C: Limited Incomes: A Recipe for Hunger, 2010

### Limited Incomes: *A Recipe For Hunger*

September 2010

#### Poverty is the Reason Some People are Going Hungry in Peterborough

- Almost 1 in 10 people in Peterborough City and County live in poverty.
- Ontario Works rates were cut by 21.6% in 1995. Taking inflation and small recent increases into account, rates remain 40% below 1995 levels.
- Ontario Disability Support rates were frozen from 1993 to 2003, and increases since have not kept pace with inflation.
- 41% of all low-income children in Ontario live in families with at least one parent who is working full time, year round but not earning enough to lift their families out of poverty.

Imagine, you are a single mom, raising your 14 year old son and 8 year old daughter. You worked for the same factory for 10 years. Two years ago, the company was bought out and production moved. Since then, you have taken a skills training program and found some temporary jobs, but nothing permanent. In between jobs, you are forced to go on social assistance to support your family.

After you pay monthly expenses, the money you receive leaves you with very few options. You will have other expenses such as telephone, school requests, children's clothing, transportation costs, cleaning supplies, and personal care items. It is likely that you will have to borrow from your food budget to make ends meet. You will not be able to afford to eat nutritiously.

#### How much do you spend on food in a month?

The cost of feeding a family of four in Peterborough was \$742 in May 2010.

To calculate your food costs, see page 4.



Peterborough County-City  
**HEALTH UNIT**  
...because health matters!

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### **About the Nutritious Food Basket**

In May 2010, the Peterborough County-City Health Unit priced the Nutritious Food Basket (NFB). The NFB is Ontario's standardized food costing tool used by Health Units to measure the cost of healthy eating. This tool was updated in 2009 to reflect the new Canada's Food Guide. The food costs are recorded according to the lowest available price at the grocery store.

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### **Understanding the Nutritious Food Basket**

Generally, highly processed foods and food with little or no nutritional value are not included such as soft drinks and potato chips. The food basket does not contain any foods for special diets, such as gluten-free products. Personal and household care items, like toothpaste, soap and cleaning supplies were not included.

#### ***The Nutritious Food Basket design assumes:***

- most people have the necessary time, food skills and equipment to be able to prepare most meals from scratch.
  - people have access to quality grocery stores.
- 

### **Does Food Cost Too Much?**

The cost of food is not the issue for most people. The issue is that incomes are too low. For people living on low incomes, there is not enough money left to buy healthy food after paying rent and utility bills.

- An average family of four would need to spend about 13% of their income on food.
  - A family of four living on minimum wage would need to spend about 30% of their income on food.
- 

### **How Do People Cope?**

- Research tells us that people know which foods are essential for good health. However, when money is tight, people are forced to adapt by cutting into their food budget.
  - People are forced to skip meals or fill up on cheap foods that are not necessarily nutritious.
  - They may eat less fruit, vegetables and milk products because they can't afford them.
  - Parents living on low incomes feed their children first. As a result, the parents' nutrition and health suffers.
  - As a last resort, people are forced to use food banks. Food banks can only offer about 3 days worth of food in a month.
- 

### **How Do We Know Some People Don't Have Enough Money For Food?**

1. You will find a summary of some real life situations for people living in Peterborough on Table 1. No matter how hard you try to budget, no one can budget with NOTHING.
2. In March 2010, there were 7,900 visits to food banks affiliated with Kawartha Food Share.

Table 1: What's Left After Shelter, Utility and Food Costs?

Monthly Income (after tax)/Costs	Single Person (Ontario Works)	Single Person (Ontario Disability Support Program)	Single Person (Old Age Security/ Guaranteed Income Security)	Single Parent Family of 3 (Ontario Works)	Family of 4 (Minimum Wage)	Family of 4 (Median Income)
Monthly Income, including Benefits & Credits	\$606	\$1,071	\$1,201	\$1,757	\$2,514	\$5,775
Estimated Shelter & Utilities Cost	\$589	\$589	\$853	\$1,057	\$1,314	\$1,706
Cost of a Nutritious Diet	\$248	\$248	\$184	\$561	\$742	\$742
What's Left?	<b>-\$231</b>	<b>\$234</b>	<b>\$164</b>	<b>\$139</b>	<b>\$458</b>	<b>\$3,327</b>
% income required for shelter/utilities	97%	55%	71%	60%	52%	30%
% income required for nutritious food	41%	23%	15%	32%	30%	13%

**REMEMBER:** People still need to pay for phone, transportation, cleaning supplies, personal care items, clothing, gifts, entertainment, internet, school essentials, medical and dental costs, and other purchases.

### Did You Know?

- 13% of people living in the City of Peterborough and 5% of people living in Peterborough County are living on low incomes.
- About 10% of children and youth live in poverty locally.
- People living on low incomes have more health problems and die younger.
- Children living in low income households are more likely to get sick and are less able to do well at school.
- Ontario minimum wage is inadequate to rent any apartment type in Peterborough.



Illustration by Tony Biddle

### What Can We Do About Poverty and Hunger?

1. Learn more about poverty and hunger. Check out these websites:
  - Food in Peterborough - [www.pcchu.ca/food](http://www.pcchu.ca/food)
  - Do the Math - [www.dothemath.thestop.org](http://www.dothemath.thestop.org)
  - Peterborough Poverty Reduction Network - [www.peterborough.ca/povertyreduction](http://www.peterborough.ca/povertyreduction)
2. Speak up! Ask for change. Write to your local M.P. or M.P.P. or council member. Use this report to increase their understanding of the issue. Ask for an immediate increase of \$100 per month for every adult receiving social assistance as a first step towards putting food on the table for our most vulnerable neighbours.

3. Support local food programs while working to end poverty. Food programs include community gardens, collective kitchens, gleaning, community meal programs, student nutrition programs, and the food box initiatives. Help by fundraising or volunteering your time. For more information, call Nutrition Promotion Program, Peterborough County-City Health Unit - 743-1000 or visit our website: [www.pcchu.ca](http://www.pcchu.ca)
4. Buy local foods whenever available to support local farmers. Choose Kawartha Choice products: [www.kawarthachoice.com](http://www.kawarthachoice.com) and visit local farmers' markets.

### How to Calculate the Food Costs of a Nutritious Food Basket

Follow the steps below to find out the cost of a weekly nutritious food basket:

**STEP 1:**

Write down the age and sex of all the people you are feeding. For example: Man, 37 years old; Woman, 37 years old; Boy, 14 years old; and Girl, 8 years old.

**STEP 2:**

Using Table #2, write down the cost of feeding each person. Add up these costs. This is your subtotal.

**STEP 3:**

It costs a little more to feed a small group of people and less to feed a large group. So your subtotal estimated in Step 2 will need to be adjusted. Use the following adjustments for household size:

- |                             |                              |
|-----------------------------|------------------------------|
| 1 person - multiply by 1.20 | 4 people - make no change    |
| 2 people - multiply by 1.10 | 5 people - multiply by 0.95  |
| 3 people - multiply by 1.05 | 6+ people - multiply by 0.90 |

**STEP 4:**

To determine the cost per month, multiply your total cost by 4.33.

In this example, it would cost \$741.60/month to feed this family.

	Sex	Age (years)	Cost Per Week (\$)
<b>EXAMPLE</b>	Man	37	47.77
	Woman	37	40.50
	Boy	14	54.39
	Girl	8	28.61
	<b>Subtotal</b>		
	<b>TOTAL (per week)</b>	\$171.27 x no adjustments	
	<b>TOTAL (per month)</b>	\$171.27 x 4.33 = \$741.60	

	Sex	Age (years)	Cost Per Week (\$)
<b>YOUR HOUSEHOLD</b>			
	<b>Subtotal</b>		
	<b>TOTAL (per week)</b>		
	<b>TOTAL (per month)</b>		

**Table 2: Food Costs**

	Age/Sex	Cost Per Week
<b>Boy</b>	2-3	22.98
	4-8	29.53
	9-13	38.89
	14-18	54.39
<b>Girl</b>	2-3	22.52
	4-8	28.61
	9-13	33.50
	14-18	39.85
<b>Man</b>	19-30	52.68
	31-50	47.77
	51-70	46.11
	Over 70	45.62
	<b>Woman</b>	19-30
	31-50	40.50
	51-70	35.98
	Over 70	35.36
<b>Pregnant Woman</b>	Younger than 18 yrs	44.32
	19-30	44.78
	31-50	43.68
<b>Breastfeeding Woman</b>	Younger than 18 yrs	46.13
	19-30	47.32
	31-50	46.21
<b>Family of 4*</b>		171.27
*(Man and woman 31-50; boy 14-18 years; girl 4-8 years)		

For food cost details and references, please call the Nutrition Promotion Program, Peterborough County-City Health Unit, at 743-1000 or visit our website at [www.pcchu.ca](http://www.pcchu.ca). May be reproduced provided the source is acknowledged.

## APPENDIX D: SOURCES

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