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Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.3.2
Halifax Regional Council
December 3, 2019

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed

SUBMITTED BY: _____
Councillor Sam Austin, Chair, Community Planning and Economic Development
Standing Committee

DATE: November 21, 2019

SUBJECT: Municipal Role in Supporting Food Security (Project 21769)

ORIGIN

November 19, 2019 meeting of the Community Planning and Economic Development Standing Committee, Item No. 12.1.5.

LEGISLATIVE AUTHORITY

Administrative Order 1, *Respecting the Procedures of the Council*, Schedule 3, Community Planning & Economic Development Standing Committee Terms of Reference, section 6 (a):

Other Duties and Responsibilities

6. The Community Planning and Economic Development Standing Committee shall have an active interest in the Agencies and Initiatives that support Community and Economic development throughout the municipality by:

(a) promoting and encouraging the development of programs, policies and initiatives in the municipality that support Community and Economic development throughout the municipality.

RECOMMENDATION

The Community Planning and Economic Development Standing Committee recommends that Halifax Regional Council:

1. Affirm HRM's membership on the Halifax Food Policy Alliance (HFPA) Steering Committee and endorse the HFPA terms of reference, as contained in Attachment A of the staff report dated October 21, 2019;
2. Endorse in principle the Halifax Food Charter, as set out in Attachment B of the staff report dated October 21, 2019, as the guiding direction for preparing a Halifax Food Action Plan;
3. Direct the Chief Administrative Officer, or designate, to negotiate and execute, on terms acceptable to the Chief Administrative Officer, a contribution agreement with the HFPA (or designated member organization), to provide a financial contribution of up to \$60,000, plus in-kind support, to be used towards the development of a Halifax Food Action Plan, contingent upon the HFPA (or designated member organization) obtaining sufficient commitments from other sources to fund and support the project;

Recommendation continued on page 2.

4. Direct the Chief Administrative Officer to consider community food security as part of the 2019/2020 Council Priority Outcome: Healthy, Liveable Communities deliverable to develop a community well-being index; and
5. Direct the Chief Administrative Officer to include funds in the 2020/21 operating budget to support initiatives flowing from the Halifax Food Action Plan.

BACKGROUND

A staff recommendation report dated October 21, 2019 pertaining to the Municipal Role in Supporting Food Security was before the Community Planning and Economic Development Standing Committee for consideration at its November 19, 2019 meeting.

For further information, please refer to the attached staff report dated October 21, 2019.

DISCUSSION

Staff provided a presentation and responded to questions from the Standing Committee in relation to HRM's role in supporting food security. The Community Planning and Economic Development Standing Committee having reviewed this matter at its November 19, 2019 meeting forwarded the recommendation to Halifax Regional Council as outlined in this report.

FINANCIAL IMPLICATIONS

As outlined in the attached staff report dated October 21, 2019.

RISK CONSIDERATION

As outlined in the attached staff report dated October 21, 2019.

COMMUNITY ENGAGEMENT

The Community Planning and Economic Development Standing Committee meetings are open to public attendance, a live webcast is provided of the meeting, and members of the public are invited to address the Committee for up to five minutes at the end of each meeting during the Public Participation portion of the meeting. The agenda, reports, video, and minutes of the Community Planning & Economic Development Standing Committee are posted on Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

As outlined in the attached staff report dated October 21, 2019.

ALTERNATIVES

The Community Planning and Economic Development Standing Committee did not discuss alternative recommendations.

ATTACHMENTS

1. Staff report dated October 21, 2019.

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

Report Prepared by: Liam MacSween, Legislative Assistant, 902.490.6521.

P.O. Box 1749
Halifax, Nova Scotia
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Community Planning and Economic Development November 19, 2019

TO: Chair and Members of Community Planning and Economic Development

Original Signed

SUBMITTED BY:

Kelly Denty, Director, Planning and Development

Original Signed

Jacques Dubé, Chief Administrative Officer

DATE: October 21, 2019

SUBJECT: Municipal Role in Supporting Food Security (Project 21769)

ORIGIN

On May 18, 2017, the following motion of the Community Planning and Economic Development Standing Committee was put and passed:

“That the Community Planning and Economic Development Standing Committee request a staff report to evaluate options to further support the municipality’s participation in the issue of community food insecurity by:

- 1. Working in partnership with the Halifax Food Policy Alliance (HFPA), including formal endorsement of participation, recognition as an expert advisory group and collaboration on initiatives that promote community food security.*
- 2. Investigate the possibility of creating a Food Charter and Strategy for HRM.*
- 3. Request a study that shows where the most vulnerable communities are within HRM and existing food assets that support community food security.*
- 4. Explore policy barriers, opportunities and enablers to support community food security.”*

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter

Section 7A Purposes of Municipality

“The purposes of the Municipality are to ...

- (a) provide good government,
- (b) provide services, facilities and other things that, in the opinion of the Council, are

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necessary or desirable for all or part of the Municipality, and
(c) develop and maintain safe and viable communities.”

Section 228 Purpose of municipal planning strategy

“The purpose of a municipal planning strategy is to provide statements of policy to guide the development and management of the Municipality and, to further this purpose, to establish

- (a) policies that address problems and opportunities concerning the development of land and the effects of the development;
- (b) policies to provide a framework for the environmental, social and economic development within the Municipality;”

RECOMMENDATION

It is recommended that the Community Planning and Economic Development Standing Committee recommend that Regional Council:

1. Affirm HRM’s membership on the Halifax Food Policy Alliance (HFPA) Steering Committee and endorse the HFPA terms of reference, as contained in Attachment A;
2. Endorse in principle the Halifax Food Charter, as set out in Attachment B, as the guiding direction for preparing a Halifax Food Action Plan;
3. Direct the CAO, or designate, to negotiate and execute, on terms acceptable to the CAO, a contribution agreement with the HFPA (or designated member organization), to provide a financial contribution of up to \$60,000, plus in-kind support, to be used towards the development of a Halifax Food Action Plan, contingent upon the HFPA (or designated member organization) obtaining sufficient commitments from other sources to fund and support the project;
4. Direct the CAO to consider community food security as part of the 2019/2020 Council Priority Outcome: Healthy, Liveable Communities deliverable to develop a community well-being index; and
5. Direct the CAO to include funds in the 2020/21 operating budget to support initiatives flowing from the Halifax Food Action Plan.

EXECUTIVE SUMMARY

HRM has a strategic role to play in developing sustainable food systems and promoting food security. It is estimated that 1 in 5 HRM households experience food insecurity; municipalities can influence the design of communities and the provision of services which directly impact access to food and the strength of the local food system. Building on HRM’s current work, this report makes recommendations to clarify and strengthen HRM’s role in supporting food security. Specific recommendations include:

- affirming HRM’s membership in the Halifax Food Policy Alliance (HFPA),
- endorsing a draft Food Charter as the foundation for the development of a food action plan,
- contributing funds and in-kind supports for the development of Halifax Food Action Plan in partnership with HFPA, and
- incorporating food security into the development of a community wellbeing index.

This report also reviews internal policy barriers, opportunities and enablers to be further explored through the proposed Halifax Food Action Plan.

BACKGROUND

Municipalities are responsible for the way communities are designed, the services provided, the policies adopted, and locating the infrastructure that ultimately impacts the local food system and how food is accessed. Municipalities are increasingly taking a strategic role in developing sustainable food systems and

promoting healthy diets¹ (Attachment C). Municipalities are at the front lines, facing the consequences resulting from the loss of agricultural land, water and air pollution, and climate change. The struggles of fishers and farmers, the inequities that impact people's ability to afford food, and reduced employment and tax revenues from food businesses are significant challenges for municipalities. Addressing this complex issue requires a collective approach across all levels of government while recognizing that local action is particularly effective for community change.

For the purposes of this report, Community Food Security *exists when all community residents have access to enough healthy, safe food through a sustainable food system that maximizes community self-reliance, and social justice*². Household Food Insecurity *commonly refers to the inability to get (or uncertainty in getting) enough healthy food that is personally acceptable*³.

Food Security in HRM

The latest data from the 2015-2016 Canadian Community Health Survey (CCHS) demonstrates that household food insecurity is a serious issue in our region. In Nova Scotia, 14.3% of households experience food insecurity, 5.1% of whom are living with severe food insecurity, and 22.8% of children under 18 live in food insecure households. These rates of household food insecurity are the highest amongst Canadian provinces, second only to the Territories⁴. Halifax has consistently ranked among the worst of census metropolitan areas for prevalence of household food insecurity, ranging between 1 in 5 to 1 in 7 households (14.3-20%)⁵. Our region has many unique challenges and opportunities; as highlighted by the following:

- Increases in the cost of living mean that food security is likely to be an ongoing and potentially worsening issue; the monthly cost of a basic nutritious diet for a household of four in Nova Scotia increased 63% from 2002-2015—from \$572.90 to \$935.11 a month⁶.
- The quality of available food is also an important consideration; only 25% of Halifax adult residents report adequate fruit and vegetable consumption⁷. Inability to access healthy food is significantly impacting the health of our residents; nutrition related chronic diseases such as obesity, diabetes and high blood pressure are higher in Halifax than the national average⁸.
- Considerable effort is also required to strengthen our local food system and increase community resiliency. Halifax is a region with immense natural resources, a rich cultural fabric and a long history of fishing, farming and community self-reliance. It is generally considered that there is no other province in Canada that has such an optimal combination of soil, water, climate and infrastructure to support small-scale agriculture⁹.
- Despite these resources, Haligonians are largely dependent on food from both outside the region and outside the province. A typical food item travels an average distance of 3,976 kilometers from its origin to Halifax¹⁰. This heavy reliance on food from outside the “food shed” means that residents

¹ Local governments acting as the drivers for change is a key principle of the Milan Urban Food Policy Pact, an international pact with 174 signatory cities, committed to developing sustainable food systems that are inclusive, resilient, safe and diverse. www.milanfoodpolicypact.org (Attachment C).

² Hamm MW, Bellows AC. *Community food security and nutrition educators*. (2003) *Journal of Nutrition and Educational Behaviours* 35(1):37-43.

³ Food Action Research Centre and Ecology Action Centre. (2018) *Dig In! Some Common Food Terms*. Accessed from <https://foodarc.ca/>.

⁴ Tarasuk, V, Mitchell, A, Dachner, N. *Household food insecurity in Canada, 2014*. Toronto: Research to identify policy options to reduce food insecurity (PROOF). (2016) Retrieved from <http://proof.utoronto.ca>

⁵ PROOF: Food Insecurity Policy Research. *Latest household food insecurity data now available*. (2018) Retrieved from <http://proof.utoronto.ca>.)

⁶ FoodARC. *Can Nova Scotians Afford to Eat Healthy? Report on 2015 Participatory Food Costing*. (2017) Retrieved from <https://foodarc.ca>.)

⁷ Statistics Canada (2018)

⁸ Halifax Food Policy Alliance. *Food Counts: Halifax Food Assessment*. (2014) Retrieved from www.halifaxfoodpolicyalliance.ca

⁹ *ibid*

¹⁰ *ibid*

are vulnerable to breaks in the supply chain and disturbances caused by conflict, extreme weather events and other destabilizing forces.

Existing HRM policies, practices and partnerships

HRM is increasingly playing an important role in supporting the local food system and improving community food security. Attachment D highlights the growing number and depth of municipal policies and initiatives that speak to or impact food. The following highlights key policies and initiatives that are particularly relevant to this report:

2008 to Present- Community Gardens:

Since the program began in 2008, interest in using municipal land for community gardens has flourished. Currently there are more than 20 community gardens operating on municipal land, with many others located on private and other publicly owned lands. In 2014, HRM adopted Administrative Order #2014-009-OP to streamline the application process, create standards and enable social enterprises to reinvest profits back into the gardens. Municipal support varies from garden to garden with some simply receiving access to the land while others can connect to municipal water and other services such as occasional maintenance. In addition, some gardens have been successful in receiving grants or discretionary funding from Councillors for capital expenses.

In addition to increasing demand, many community gardens have expanded beyond simple plots to offering value added features like a community oven, an urban orchard, accessible garden beds, greenhouses and youth beekeeping. While community gardens do not grow enough food to solve food insecurity, they can increase fruit and vegetable consumption while improving food skills and knowledge, raising awareness of the issue and strengthening community cohesion.

2016 to Present- Mobile Food Market (MFM)

The MFM is a travelling food market that sells healthy, fresh, affordable foods to communities experiencing challenges with food access. Since the first pilot in 2016, the market has grown to the current year-round market serving 12 sites across 7 communities. The MFM is an example of the power of partnership to increase access to healthy food; it is a successful collaboration between HRM, Nova Scotia Health Authority (Public Health), Ecology Action Centre and MetroWorks (MFM host), with many other community and corporate sponsors. The MFM is more than just food delivery; it acts as a catalyst for community events, building food skills and making connections with others. Many HRM business units are involved in supporting the MFM and these relationships continue to evolve and strengthen.

2016 to Present- Development of Community Food Assessment Toolkit:

In 2016 HRM received a THRIVE grant from the Nova Scotia Department of Health and Wellness and partnered with Dalhousie School of Planning to develop a food assessment toolkit. The toolkit is intended to be a resource for community-based organizations, land-use planners and community members interested in creating strategies to improve local food security. It provides a step by step guide to identifying food resources, assessing food security and developing actions to improve the situation. Staff are working to convert it into an online tool and have partnered with local health boards and other community organizations to test and refine the toolkit.

2017 Public Safety Strategy:

The Public Safety Strategy aims to increase public safety by addressing the root causes of crime. Food insecurity and poverty are recognized as factors that increase the risk for communities and individuals to be involved in criminal behaviour or be a victim of it. The Strategy also recognizes that the Municipality is ideally suited to play a key role in fostering an integrated approach to reduce and prevent crime and insecurity. A priority objective of the Strategy is to improve access to healthy, affordable food. It outlines four actions to achieve this: encourage urban agriculture; incorporate food production and food access into municipal programs and assets, help local food banks and support student nutrition programs.

2018 Building Poverty Solutions:

In 2018, HRM partnered with the United Way to develop “Building Poverty Solutions: Ideas for Action”. This report identifies that action is needed to reduce and eliminate poverty in seven focus areas for change, one of which is Food Security. Building Poverty Solutions suggests several immediate food security actions which range from increasing the dignity of accessing affordable fresh food, to innovative approaches to reduce food waste. Longer-term, the report supports working with partners, including the Halifax Food Policy Alliance, to adopt a Food Charter and develop a Food Action Plan (Strategy) for Halifax. HRM has committed to continuing to steward this work in partnership with the United Way of Halifax.

2018 Smart Cities Bid:

HRM’s 2018 Smart Cities’ bid built upon the “Building Poverty Solutions” report and identified food security as the most pressing poverty issue that data and connected technology could address, and where we could make significant impact. While the bid was unsuccessful, application to the program committed HRM to continue working towards the goal to be the most food secure municipality in Canada by 2028. The development and adoption of a Halifax Food Charter and Action Plan (Strategy) was identified as a key way to progress this goal. The bid also recognizes that HRM could play a crucial role through convening partners to address the issue and informing action through research, mapping and knowledge sharing.

The Halifax Food Policy Alliance (HFPA)

HRM became involved with the Healthy Canada by Design: CLASP (Coalitions Linking Action and Science for Prevention) initiative in 2013 during the review of the Regional Plan when community health and food security became important emerging issues. As this relationship evolved, it became apparent that more voices were needed at the table, representing all components of the food system (Attachment E). The Halifax Food Policy Alliance formed in 2013 as a partnership of individuals and organizations representing different sectors related to the food system.

DISCUSSION

As the Municipality becomes more involved in the promotion of food security, there is also growing recognition that more work is needed and that this shouldn’t be done in isolation. CPED’s originating motion recognized the need for coordination, information and analysis on four related topics:

- the formalization of HRM’s relationship with the Halifax Food Policy Alliance;
- the development of a food charter and strategy;
- the study of vulnerable communities and mapping of food resources; and
- the identification of policy barriers, opportunities and enablers.

The following sections respond to the four components of CPED’s originating motion.

Relationship with the HFPA

As an umbrella organization with representation from a range of food system perspectives and with connections to a vast network of food advocates, HFPA is well suited to continue as HRM’s partner in progressing food security in our region. Staff from Public Health and the Ecology Action Centre have acted as co-chairs for the HFPA since the beginning. Staff from Planning and Development and the Mayor’s office have been at the Steering Committee table since it began in 2013 and Halifax Public Libraries are also partners with the HFPA. Today, there are 12 members on the HFPA Steering Committee representing diverse interests such as health, agriculture, law, charitable food, food retail, social justice, etc. HFPA has functioned as an advisor on many key initiatives including the Green Network Plan, the Centre Plan and the Smart Cities bid. The HFPA represents a wealth of knowledge, expertise and networks that would be difficult for HRM to develop on its own. With many initiatives in the works or proposed, it is appropriate to formally recognize the Halifax Food Policy Alliance as HRM’s partners in municipal food initiatives and as key advisors on initiatives that impact food security. HFPA has a large base of supporters interested in

being involved in food policy and a significant social media and web presence used to share research, advertise events and mobilize support¹¹.

The HFPA has been working to support programs and policy initiatives that further their vision of:
“Halifax: where no one is hungry and everyone has nutritious food that they enjoy, for generations to come, sustained by local producers”.

The HFPA has three main roles:

- 1) Building awareness of existing and emerging food system opportunities;
- 2) Connecting and fostering dialogue with diverse people and organizations to strengthen collaboration and advance action across the food system;
- 3) Informing and supporting food related policies and initiatives that benefit HRM residents.

Since its formalization in 2013, HFPA has worked to increase understanding of the issue, connect people and organizations and increase capacity for action and potential for change. The following highlights some of HFPA’s key work to date:

- development of Food Counts: Halifax Food Assessment, a report on the current state of our food system and rationale for partners to work together to improve community food security (executive summary in Attachment F and full report accessed at <https://halifaxfoodpolicy.ca/>).
- creation of knowledge products such as the Urban Agriculture, Healthy Food Retail and Food Procurement White Papers;
- fostering civic engagement around food;
- incubation of community food initiatives;
- coordination of actions to address community food security;
- informing municipal policies and plans including the Halifax Green Network Plan and the Centre Plan; and
- drafting a Halifax Food Charter and laying the groundwork for development of a food action plan (strategy) for the region.

HFPA is maturing and adapting to better achieve their vision. Through consultation, HFPA has determined that their main goals are two-fold: for food to be a lens in policy and decision-making and for the HFPA to be the “go to” for development of policy and practice around food systems. HFPA is also working to better connect with perspectives crucial to this work including food producers, indigenous peoples and those experiencing food insecurity.

In response to part 1 of the motion, formal recognition of this partnership could be achieved by HRM affirming its membership on the HFPA Steering Committee and endorsing the terms of reference (TOR), as contained in Attachment A. The Terms of Reference commits partners to working together to further the vision and mission of the HFPA. Membership is for a two-year term, with option to renew. Members are responsible for ensuring HFPA meets its purpose and maintains momentum, to act as champions for the HFPA and engage with networks and for sharing their skills, networks and resources in support of the HFPA’s mandate. Attachment G contains letters from the Nova Scotia Health Authority, Feed Nova Scotia, Nova Scotia Federation of Agriculture, Halifax Public Libraries, and Ecology Action Centre committing to their ongoing involvement and support for the HFPA.

Working Together: from Charter to Food Strategy (Action Plan)

The originating motion speaks to investigating the development of a charter and food strategy (action plan). While food security is a complex matter, there is a wealth of resources to creatively address the issue and come up with “grown in Halifax” solutions. What is missing is a way to unify and coordinate efforts. Many

¹¹ At time of writing this report, HFPA FB page has 677 followers and 680 likes. There are 67 subscribers to the email list and 214 emails of supporters collected through the Food Charter engagement events.

regions have used food charters and strategies to share resources and guide partnerships to achieve meaningful change, while also avoiding duplication of effort.

Draft Halifax Food Charter

After extensive public engagement (in partnership with the Halifax Public Libraries), feedback from partners and research, the HFPA developed a Draft Halifax Food Charter in early 2018. Food charters, representing a shared vision, can act as a rallying point for the creation of a strategy to realize their vision. Engagement results and a copy of the Draft Charter can be found in Attachment B. The Halifax Food Charter presents a vision for a food system that will strengthen the health of our people, our communities, and our land and water ecosystems. It is a declaration, and a call to action, for a coordinated effort to revitalize and strengthen a locally-based, sustainable food system for HRM.

The Halifax Food Charter is founded on 5 key principles: Community Economic Development; Social Justice; Ecological Health; Individual and Community Health; and Celebration. The Halifax Food Charter is intended to lay the foundation on which to build a food action plan, recognizing that changes may be made to the Charter as the strategy progresses. Staff recommend HRM endorse the Charter, committing to a shared vision for improving food security and working collaboratively to address food security issues. The letters of support contained in Attachment G also commit key partners to the Charter and to working together to create a Food Strategy (Action Plan) based upon it.

Halifax Food Action Plan

A municipal wide food strategy would provide a comprehensive plan that outlines actions, sets targets and commits resources for implementation. The 2013 Municipal Food Policy Entrepreneurs¹² report looked at how Canadian cities are involved in food system change. At the time of writing, 64 regions were working to improve the food system through a mix of policies, programs and interventions, with additional regions taking up this work since publication. The Report found that key to the success of municipal food policy work is a strong attachment to the municipal government, active support from municipal staff, partnership between elected and unelected officials around a common purpose and mission, and food systems thinking¹³.

Staff are recommending that HRM partner with the HFPA in the development of a Food Action Plan (Strategy) based on the draft Halifax Food Charter. A dedicated coordinator/consultant would be needed to lead the development of the Action Plan. Municipal staff support would also be needed to coordinate HRM's efforts and liaise with internal and external partners. After extensive public and stakeholder engagement, the resulting Food Action Plan would be presented to Regional Council and other partners for endorsement and adoption. It is anticipated that the Action Plan would provide guidance over a 10-15-year timeframe with regular check-ins and mid-term reporting.

The bulk of the costs required to develop the Action Plan are associated with the hiring/contracting of a full-time coordinator, public engagement efforts and in-kind contributions, such as staff time and communications. Staff recommend that Council direct the CAO to negotiate and enter into a contribution agreement to provide up to \$60,000, plus in-kind support, towards the development of the Action Plan to be allocated during fiscal years 2019-2021. This represents half of the proposed \$120,000 budget total. The proposed contribution agreement would enable HRM to partner in the Action Plan's development, while maintaining the role and oversight of other partners in the Plan's development. In contrast to HRM taking the lead, this approach will establish shared responsibility for the Plan's implementation. As the first HFPA member to commit funds, Council's direction to negotiate a contribution agreement will also facilitate similar commitments from other HFPA members and could be used to leverage other funding sources.

¹² Rod MacRae and Kendal Donahue, *Municipal food policy entrepreneurs: A preliminary analysis of how Canadian cities and regional districts are involved in food system change*. (2013). Accessed from https://foodsecurecanada.org/sites/foodsecurecanada.org/files/municipalfoodpolicyreport_may13_0.pdf

¹³ Food systems thinking means an awareness of how actions by one group in the system (grow, process, distribute, acquire and dispose) affect other groups as well as the environment, economy and community health and wellbeing.

Identification of Vulnerable Communities and Mapping of Resources

The originating motion requests the development of a study showing where the most vulnerable communities are within HRM, as well as mapping of food resources. A key value in Halifax's 2017-2021 Strategic Plan is evidence-based decision making and high-quality public service that meets the needs of the people served. For informed decision-making, HRM must understand the conditions in our neighbourhoods that may make residents vulnerable to food insecurity and other related challenges.

In exploring the possibilities for this study, it became clear that several other business units, as well as the NS Health Authority are seeking similar data and indicators of vulnerability beyond food security. As challenges such as affordable housing, emergency management, and public safety are impacted by similar factors as food security, staff advise that the study and mapping of community "vulnerabilities" be examined more broadly to avoid duplicating efforts. Working across departments and with external partners will also ensure consistent geographic boundaries, allowing for sharing and layering of data.

The 2019/20 Council Priority Outcomes include a deliverable to create a community well-being index with common geographies to monitor progress and guide investments to improve community safety and well-being in our neighbourhoods. Libraries, Public Safety, Emergency Measures and Planning and Development have indicated a need for better data and indicators of vulnerability to support their service delivery. The Public Safety Office is leading the development of an Index as a support for the implementation of the Public Safety Strategy. A working team has been struck, bringing together internal and external partners, such as Nova Scotia Health Authority and local researchers, to scope and progress the development of the well-being index. The index will map vulnerabilities across HRM at a community level and a prototype is currently being developed using safety and housing data. Indicators and impacts on community food security should be a component of the index as it is a fundamental influence on well-being and health. Specific measurables may include access to food sources (stores, markets, gardens, charitable etc.) and quality of food available (fresh produce, etc.). Attachment H provides a summary of the work and partnerships to date which can inform the development of the wellbeing index.

Policy Barriers, Enablers and Opportunities

CPED's motion requested information on internal barriers, opportunities and enablers of community food security. To inform this exploration, staff hosted a workshop with representatives from all business units and a diversity of municipal interests. The workshop focused on learning about current food work and initiatives, on the identification of barriers and on brainstorming of opportunities. The workshop was designed as a preliminary conversation with internal business units and divisions that have an interest and opportunity to impact access to food through their work. Consideration was also given to how food could act as a lever to improve municipal operations such as the function of community gardens in reducing vandalism or the sharing of food to reduce barriers and build community connections. Attachment I details the emerging themes from the workshop. The workshop demonstrated creativity, energy and interest in HRM's role in promoting food security. It also demonstrated that while significant work is taking place, HRM is lacking overarching policy direction and coordination. A commitment was made at the workshop to keep attendees and their colleagues involved in the evolving food conversation. To continue sharing information and support the ongoing conversation with stakeholders, staff are developing a municipal webpage, the Halifax Food Hub, as the public face of municipal food work and home for food resources. The site will be used to highlight current food work and host food initiatives like the Community Garden Network and food assessment toolkit. The Halifax Food Hub can also be used to showcase new initiatives and could be adapted to support the proposed Food Action Plan, as this work progresses.

Attachment I also highlights some internal opportunities, enablers and barriers. These are considered through the lens of potential roles for HRM, as outlined in HFPA's Our City, Our Food paper (Attachment E), recognizing that some opportunities could fall under multiple roles.

Conclusion

The recommendations in this report clarify and strengthen HRM's role in the promotion of community food security. Partnering with the HFPA and its network of food champions will provide HRM with the expertise for informed decision making and strategic planning. Working together to create a Halifax Food Action Plan

(Strategy) can lead to effective collaboration and action to improve community food security with clear roles and objectives for all actors in the local food system. The proposed community well-being index could inform the Food Action Plan and other food initiatives and will be an essential tool for monitoring success. Access to healthy, affordable and culturally appropriate food should be a fundamental right for residents. While the issue is complicated, HRM is not alone in this work. The letters of support in Attachment G and the work completed to date demonstrate a solid commitment from key partners to continue to support the Halifax Food Policy Alliance and work collaboratively to develop a Halifax Food Action Plan.

FINANCIAL IMPLICATIONS

The recommendation to authorize the CAO to negotiate and execute a contribution agreement with the HFPA for the development of the Halifax Food Action Plan, or designated member organization, for a contribution not to exceed a total of \$60,000, can be accommodated within the approved 2019-2020 operating budget under cost centre C320 6919 (Policy & Strategic Plan – Special Projects). While the \$60,000 contribution may be spread over two fiscal years, it is a one-time contribution that does not require additional operating budget. In-kind staff support for the development of the proposed Action Plan can be accommodated using existing staff resources. Further, if Regional Council adopts the recommendations, the CAO will return to Regional Council with a recommendation for funding Halifax Food Action Plan initiatives in the 2020/21 operating budget.

RISK CONSIDERATION

There are minimal risks associated with the recommendations contained in this report. In supporting the development of a Halifax Food Action Plan, there is a risk that other partners will not match HRM's commitment to the initiative. However, this risk is mitigated by ensuring that HRM's commitment is contingent on a similar commitment of funds and in-kind support from other members of the HFPA.

COMMUNITY ENGAGEMENT

This report is based on significant community engagement, with the following highlights:

A) HFPA Engagement

1. regular meetings with partners in drafting Regional Plan +5 and ongoing participation in the Healthy Communities by Design Advisory Committee, originating in 2013 and presently ongoing;
2. multiple public meetings to establish the Alliance and generate interest in the HFPA;
3. ongoing engagements, commentary on initiatives, social media presence and community outreach;

B) Halifax Food Charter Engagement

1. online survey promoted via Facebook, the HFPA website and in-person events
2. two public engagement events on October 30th, 2017, held at Halifax Central Library
 - a. A panel discussion followed by group discussions
 - b. A keynote address by Dr. Wayne Roberts, followed by discussions
3. targeted community conversations
 - a. "Food in NS: Our Strengths and Challenges", presented by the Eastern Shore Musquodoboit Community Health Board.
 - b. Immigrant Services Association of Nova Scotia (ISANS) and the Loaded Ladle hosted a conversation with local community members.
 - c. Dartmouth North Community Food Centre hosted a community conversation and meal "Chili and Charter Chatter".
4. question & answer "Lunch and Learn" with Municipal Councillors on October 13th, 2017
5. HRM Staff Engagement on November 24th, 2017

C) HRM Initiatives Engagement

1. Halifax Green Network Plan- Three phases of engagement including 26 open houses, 11 stakeholder workshops, surveys, and the use of an interactive mapping tool. Final phase of engagement included 6 public meetings plus stakeholder consultation.
2. HRM and Food Internal Workshop- Approximately 50 staff and administrators attended a workshop to discuss how food intersects with their current work, what HRM could do to improve food security and how food could act as a lever to support their business unit's objectives.
3. Poverty Solutions- consultation and engagement with more than 1,100 residents over an 8-month period including an advisory committee, online engagement tools, task teams, focus groups, business alliance, open house and a Public Gallery of Solutions.
4. Smart Cities Bid- 2,169 online and 170 printed surveys, 19 public engagement sessions, 10 open-access banners and a hackathon-style engagement session with more than 50 members of the post-secondary and business community in attendance

ENVIRONMENTAL IMPLICATIONS

Endorsement of the Halifax Food Charter is a significant step towards fostering an economically viable, diverse, and ecologically sustainable system for growing, catching, harvesting, processing, distributing, accessing and preparing food. The proposed Food Action Plan and planning policies can promote urban agriculture which offers opportunities to protect and integrate biodiversity into the Region's landscapes and food systems, thereby contributing to synergies across food and nutrition security, ecosystem services and human well-being. Promotion of the local food system can also increase resiliency and sustainability while reducing the costs and waste associated with food travelling long distances.

ALTERNATIVES

The Community Planning and Economic Development Standing Committee may recommend that Regional Council:

Membership in Halifax Food Policy Alliance

1. request revisions to the Halifax Food Policy Alliance terms of reference prior to affirming HRM's membership in the organization. If this alternative is selected, specific direction on changes to the terms of reference would be needed and a supplementary staff report may be required.
2. withdraw HRM's participation in the Halifax Food Policy Alliance.

Halifax Food Charter

3. request revisions to the draft Halifax Food Charter prior to endorsing the proposed draft as a starting point for developing the proposed Halifax Food Action Plan. A supplementary staff report would be required should this alternative be selected. This option is not recommended as the Charter is considered a draft that may be refined through the development of a Halifax Food Action Plan.
4. decline to endorse the draft Halifax Food Charter at this time.

Halifax Food Action Plan

5. indicate that HRM is not interested in contributing to the development of the proposed Halifax Food Action Plan by declining to commit funds and staff support to the initiative.

ATTACHMENTS

- Attachment A: Halifax Food Policy Alliance Terms of Reference
- Attachment B: Halifax Food Charter
- Attachment C: Food as a Municipal Mandate & the Milan Urban Food Pact
- Attachment D: HRM Food Policies and Priorities
- Attachment E: HFPA's Our City, Our Food
- Attachment F: Executive Summary of Food Counts
- Attachment G: Letters of Support
- Attachment H: On-going Work in Support of the Community Well-being Index
- Attachment I: Municipal Workshop Plus Opportunities, Enablers and Barriers

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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ATTACHMENT A: Halifax Food Policy Alliance Terms of Reference



Terms of Reference - December 2018

Vision

Halifax: where no one is hungry and everyone has nutritious food that they enjoy, for generations to come, sustained by local producers.

Mission

The Halifax Food Policy Alliance fosters a healthy, just and sustainable food system for Halifax by:

- Strengthening relationships across organizations and growing sector alignment and impact around food;
- Fostering municipal buy-in and support for the creation of effective food policies and programs;
- Building awareness, capacity, and engagement for community-led action and advocacy around food.

Membership Categories

The HFOA structure has four membership categories:

1. *Steering Committee Organization* –Organizations whose work and values closely align with the HFOA mission and who are able to play a leadership role in setting HFOA priorities and developing/implementing its annual work plan through a higher level of resource commitment. These organizations will be responsible for appointing their representative to the Steering Committee. (approx. 10-15 hours/month, see section below on Steering Committee for details).
2. *Partner Organization* - Organizations whose work and values align with and/or support the HFOA mission but are unable to commit to Steering Committee membership. It is expected that Partner Organizations will participate in Task Team work (approx. 5-10 hours/month, see section below on Task Teams for details).
3. *Individuals* – Community members not-associated formally with an organization who bring complementary skill-sets and perspectives to support the HFOA mission. Individual members are expected to participate in the HFOA as members of the Steering Committee and/or a Task Team (approx.10-15 hours/month for Steering Committee or approx. 5-10 hours/month for Task Team, details below).

4. *Supporters* – individuals and organizations who want to stay engaged and connected to HFPA work but are not able to commit to either Steering Committee or Task Team involvement.

HFPA Structure

The HFPA is guided by a work-plan which provides over-arching direction and clarity to its collective work. The work-plan is informed by the HFPA membership, updated annually, and implemented through the HFPA Steering Committee and Task Teams. The HFPA is led by two Co-Chairs.

Roles and Responsibilities

Co-Chairs

- The HFPA is currently co-chaired by staff from the Ecology Action Centre and Nova Scotia Health Authority (Public Health Central Zone).
- Should there be interest and capacity for another Steering Committee member to co-chair the HFPA, they can submit a brief expression of interest at any time. A change in co-chairs will be considered and voted upon by the Steering Committee. To maintain continuity, only one co-chair will rotate at any given point in time.
- Co-Chairs are responsible for:
 - Setting the agenda and facilitating Steering Committee meetings;
 - Supporting key communications activities including development of key messages, updating the HFPA website, and speaking on behalf of the HFPA when appropriate;
 - Monitoring/updating the workplan on a regular basis; and,
 - Supporting HFPA membership development and ensuring on-going communication across all member categories (i.e. members are aware of HFPA workplan priorities and opportunities to provide input and/or participate in Task Teams).

Steering Committee

The HFPA Steering Committee works to ensure that the HFPA is meeting its purpose and achieving its work. Specifically, it functions to integrate work between the Steering Committee and different task teams, make decisions, and identify opportunities and challenges related to achieving the HFPA mandate.

- The Steering Committee will be composed of **Organizations** and **Individuals** (as defined in the membership categories) with varied skills and assets and represent diverse sectors. The Steering Committee will have no fewer than 7 and no more than 15 members in total, with at least 5 members from organizations.
- Steering Committee members will be elected for a two-year term with the option to re-offer for additional two-year terms. Recruitment occurs on an as-needed basis.
- The Steering Committee will meet every two months on a set schedule, with the potential for additional meetings based on the work (e.g. annual work-planning).
- Steering Committee members are expected to contribute an average of 10-15 hours/month, including by participating in Steering Committee meetings/activities and leading and supporting task teams.
- Steering Committee members are responsible for:

- Maintaining momentum of the HFPAs work by identifying strategic priorities, contributing to work plans, guiding and participating in the work of the task teams and supporting the Co-Chairs in monitoring/updating the workplan;
- Acting as champions for the HFPAs and advocating for its mission and work within their organizations and across networks and community connections (see external communications section for details);
- Identifying and engaging potential new HFPAs members and community partners;
- Arriving at meetings fully prepared and engaged, following up on action items outlined in those meetings, and responding to email and other correspondence as required (if a member is unable to attend a meeting, they are expected to follow up and provide input where appropriate); and,
- Participating/leading task teams according to their skills and interests.
- Members of the Steering Committee may miss no more than three meetings over the course of the year without obtaining a leave of absence from the committee.

Task Teams

Task Teams offer a mechanism to provide continued structure and direction for advancing the work of the HFPAs between Steering Committee meetings.

- Representatives from Steering Committee Organizations, Partner Organizations, and Individuals are encouraged to participate in Task Teams. Task teams also provide an opportunity to invite in other project partners, volunteers or organization staff that are not on the Steering Committee.
- Task teams form on an ad-hoc basis and may be struck to complete different functions including:
 - Short-term projects with clear objectives and time-frames (ex. developing policy backgrounders or research scans);
 - Capacity building functions (ex. fund development or development of communications tools); and
 - Advisory function for key initiatives such as the development of a food strategy or commentary on external plans/strategies.
- Task Teams will work together to prioritize tasks (ie. work-planning), identify goals and outcomes, as well as ways of working together (ie. time commitment, communications).
- Steering Committee meetings provide an opportunity for Task Teams to update and receive feedback on their work. Task Teams will use their discretion to determine key decision points for the HFPAs Steering Committee, but otherwise have the needed autonomy to advance key pieces of work. If the Task Team is unsure of whether a decision needs to go to the Steering Committee, the Co-Chairs may determine this.
- Time commitment for Task Teams is anticipated to be 5-10 hours/month depending on the level of involvement and timelines associated with the identified work.

External Communications

- Only Steering Committee members are authorized to speak on behalf of the HFPAs to external audiences, including but not limited to government representatives, potential funders/partners, and members of the media. Key messages will be developed with the input of the Co-Chairs and other Steering Committee members.

- Members representing organizations are accountable to ensure ongoing communication with their respective organizations as the work moves forward.
- In the event that the position of the HFPA conflicts with the position of an organization represented on the Steering Committee, or that there is a conflict of interest due to the political nature of an issue, select organizations may work together on a joint response which includes their own organizations' logos (rather than the HFPA logo).

Decision Making

HFPA decisions are made at the Steering Committee level however its members will seek advice from other HFPA members as appropriate to inform these decisions. Key decisions will be made by consensus, assuming that a quorum can be reached. (Quorum = half of Steering Committee members + 1).

Decisions will be based on:

- General agreement (not unanimity on all points);
- Important needs or values will not be compromised; and
- All involved can answer 'Yes' to the question: Will you support this decision outside the room?

Note: Should key decisions need to be made in between HFPA Steering Committee meetings, the co-chairs will lead this process via email. The decision will be laid out and HFPA Steering Committee members will be given five days to respond, whenever possible, with any feedback or concerns. These decisions will be evaluated by the co-chairs on a case by case basis.

Terms of Reference

The HFPA Terms of Reference will be reviewed annually.



Our Halifax, Our Food: From Charter to Strategy

Between October and November of 2017, the Halifax Food Policy Alliance (HFPA) led a series of public and targeted engagement opportunities with Halifax Regional Municipality (HRM) residents and municipal staff to raise awareness of the purpose and benefits for a Food Charter for HRM. These opportunities allowed the HFPA to hear community voices and gather input on actions to include in a Food Strategy.

Our engagement process included 5 parts:

1. Online survey promoted via Facebook, the HFPA website and in-person events
2. Two public engagement events on October 30th held at Halifax Central Library
 - a. A panel, followed by group discussions
 - b. A keynote address by Dr. Wayne Roberts, followed by discussions
3. Targeted community conversations
 - a. “*Food in NS: Our Strengths and Challenges*”, presented by the Eastern Shore Musquodoboit Community Health Board.
 - b. Immigrant Services Association of Nova Scotia (ISANS) and the Loaded Ladle hosted a conversation with local community members.
 - c. Dartmouth North Community Food Centre hosted a community conversation and meal “*Chili and Charter Chatter*”.
4. Question & Answer “Lunch and Learn” with Municipal Councillors on October 13th, 2017
5. HRM Staff Engagement on November 24th, 2017

What We Heard

The findings from the survey, public, and municipal staff engagement are summarized below:

1. Online Survey

Approximately 55 people participated in an online survey, which included six questions pertaining to general support, content, and interest in a Food Charter for HRM.

- The majority of respondents (94%) said they would **support the vision in the Draft Food Charter**.
- Comments on **suggested improvements** to the Charter were grouped into the following themes:
 - Use and accessibility of Charter language; interpretation of food access and cultural appropriateness of food within the Charter; inclusion of Indigenous food sovereignty; feasibility of achieving the vision.
- Of the **five principles** listed in the Charter, most participants agreed that all principles were important (Community Economic Development – 96%, Social Justice – 96%, Ecological Health – 94%, Individual and Community Health – 96%, Celebration – 78%).

- When asked about **missing principles** in the Charter, most respondents suggested edits to existing principles however the following 3 components surfaced as “missing”.
 - Indigenous Food Sovereignty; Safety; Education
- When asked for **general comments**, participants’ responses were detailed and highly varied. Key comments included:
 - *“The importance of research and best practice should be explicitly stated.”*
 - *“Need to acknowledge Nova Scotian culture in relation to food not just as an aspect of celebration.”*
 - *“Need to simplify the language to ensure understanding among a broad audience.”*
 - *“Need for additional involvement of diverse groups in the process of developing and the Food Charter (i.e. Indigenous and Black Nova Scotians).”*
 - *“Although the Food Charter has a regional focus, it could also benefit from input provided by Provincial organizations.”*
- When asked to describe **interest and/or role** in relation to food, the two most common responses included community members (36%) and community organizations/not for profit (25%).

2. In-Person Engagement Sessions

On October 30th 2018, over 150 people gathered for two events held at the Halifax Central Library. During the afternoon, a guest panel spoke about the benefits of a Food Charter and the potential positive impact for Halifax. This was followed in the evening by a keynote presentation from Dr. Wayne Roberts. Group discussions followed each of these events, guided by the question:

What key actions will be needed to achieve this principle in the Halifax Region?



Group discussions surfaced several high level actions, each of which were further discussed in relation to the 5 principles in the Charter.

Key themes included:

- **Increasing demand for local products/supporting local producers**
 - Ex. Community Economic Development – healthy and local food procurement, tax incentives for businesses purchasing local food
- **Expanding, maintaining and supporting food infrastructure**
 - Ex. Social Justice – Municipality work with corporate sector to address food deserts
- **Empowering/building skills (particularly for youth & children)**
 - Ex. Community Economic Development – empower young people to have careers in farming through curriculum, public education, financial support
- **Building on community assets/existing food initiatives**
 - Ex. Social Justice - scale up projects that work (i.e. Home Blooms)
- **Community-based solutions**
 - Ex. Individual and Community Health - needs assessment research to determine values and interests of different communities related to food: how to make accessible to all groups; cultures, disabilities, minorities, etc.

- **Raised awareness of food issues**
 - Ex. Ecological Health - improve visibility and transparency of environmental “costs” of big food, promote sustainable diets
- **Addressing poverty**
 - Ex. Social Justice – address inadequate income through living wage or basic income policies
- **Land use for food production**
 - Ex. Community Economic Development - more mixed land use development to increase access to food opportunities
- **Food as a way to build community**
 - Ex. Celebration - using food and food celebrations to strengthen communities and connect people

3. Municipal Staff Engagement

On November 24th, 2018, small group discussions were held around the theme “HRM for Food” and “Food for HRM”. Participants discussed how HRM’s current work has potential to improve community food security, as well as how addressing food issues can act as a policy lever to help address other social/economic issues in HRM’s priorities. Key actions and opportunities arising from the discussion are described below:

Examples of Key Actions:

- Promote systems where people can grow food and facilitate opportunities for surplus
- Require development of community gardens near new, big development
- Set up times to meet with community partners engaged in food work
- Use food system diagram to map current and planned connections to HRM’s work to facilitate planning
- Provide “roadshow” presentations on Food Charters or Strategies to different municipal departments
- Reinvestigate sustainable procurement policy for HRM

Examples of Key Opportunities:

- Remove zoning barriers to promote urban agriculture
- Change purchasing practices to support healthy, local options in municipal facilities
- Schedule year round opportunities to connect around food and support outside initiatives
- Explore food as an opportunity for economic, sustainable growth

Next Steps

- Survey feedback was used to inform high-level **changes to the [Draft HRM Food Charter](#)**.
- HFGPA plans to create a **plain language video** further explaining the role of Food Charters and the potential to improve community food security in HRM.
- Engagement findings will be used to inform a **staff report** for HRM’s Community Planning and Economic Development Committee that explores the possibility of creating an HRM Food Strategy. A Food Strategy will provide a framework to coordinate food initiatives and build on the actions identified through engagement.

Development of a Food Strategy for HRM would involve further engagement with diverse communities and an opportunity to further revise the Charter.

Appendix - HRM Food Charter (March 2018)

CURRENT SITUATION

The strength of our local food system is directly linked to quality of life, the vibrancy of our communities, and the sustainability of our urban and rural landscapes. Across Halifax Regional Municipality (HRM), the unceded traditional territory of the Mi'kmaq, there is growing awareness of, and concern about, our food system and our collective ability to ensure that all people, at all times, have an adequate supply of nutritious and sustainably produced food. These concerns are reflected in high rates of chronic disease and food insecurity, lack of food sovereignty for Indigenous Peoples, environmental degradation and challenges preventing many local farmers and fishers from earning a living. Despite this, we are also a region with immense natural resources, a rich cultural fabric and a long history of fishing, farming and community self-reliance. Creating a food system that will serve everyone – where all residents can access foods that enhance health, where individual dignity and community self-reliance are assured, and where our agricultural and fishing communities thrive – will require leadership and coordination across sectors, organizations and governments. Our health and the health of future generations depends on it.

The HRM Food Charter presents a vision for a food system that will strengthen the health of our people, our communities, and our land and water ecosystems. It is a declaration, and a call to action, for a coordinated effort to revitalize and strengthen a locally-based, sustainable food system for HRM.

VISION

A just and sustainable food system in HRM is rooted in healthy and resilient communities where no one is hungry and everyone can access nutritious and culturally preferred food. It is an economically viable, diverse, and ecologically sustainable system for growing, catching, harvesting, processing, distributing, accessing and preparing food.

PRINCIPLES

To create a just and sustainable food system, we commit to:

Community Economic Development

Actively supporting locally based food systems which are pillars of sustainable and resilient economies be they urban, suburban, rural or coastal. Promoting entrepreneurship in food and ensuring farmers, fishers, harvesters, distributors and processors are able to generate adequate incomes and create employment opportunities.

Social Justice

Upholding food as a basic human right and ensuring that food is obtained in a manner that maintains dignity, reflects cultural diversity and challenges inequities experienced by systemically disadvantaged communities, including those who work in food production regardless of the nature of their residency in Canada. A just food system ensures that residents have opportunities to produce their own food and the resources to participate fully in the food system.

Ecological Health

Adopting a whole-systems approach to food that protects and enhances our natural resources, reduces and re-integrates food waste and builds resilient ecosystems. This approach supports the natural integrity of farmlands, fisheries and watersheds and the species diversity of animals, fish, plants and seed stocks.

Individual and Community Health

We recognize that nutritious and safe food is a fundamental component of health and well-being at every age. We value supportive environments that promote adequate access, education, and community agency in all aspects of the food system from production to consumption.

Celebration

Encouraging the sharing and celebratory nature of food, which is a fundamental human experience. Food brings people together, in a celebration of community, culture and diversity.

We therefore declare our commitment and intent to work in partnership with individuals, communities, organizations, businesses, institutions and governments towards achieving a just and sustainable food system across HRM. We recognize that this commitment has real implications for our policies, programs and practices and we commit to realizing the vision and principles set out in this document by supporting the development of a coordinated food strategy.

Signature: _____



ATTACHMENT C: FOOD AS A MUNICIPAL MANDATE & THE MILAN URBAN FOOD POLICY PACT

Discussion on Food as a Municipal Mandate:

As municipalities become catalysts for the development of new food governance systems, questions around mandate arise. As food security is a key determinant of health, a provincial arena since amalgamation in 1996, there may be some uncertainty as to HRM's legal authority to govern food systems. Baxter and Rose of Dalhousie's Schulich School of Law wrote about this ambivalence in 2018¹. They note that while municipalities are acknowledging a strategic role in developing sustainable food systems and promoting healthy diets, concerns over limited jurisdiction still exist. This uncertainty is reflected in municipal practice where food governance is often confined to conventional matters such as land use, business licensing, waste management and procurement practices.

They argue that the issue is not a lack of legal principles but the uncertainty created from the inconsistent application of these principles by the courts. The current period of judicial evolution and legal uncertainty should not stop municipalities from building on the meaningful work they've already undertaken nor would it prevent expansion into new directions and roles. Instead, municipalities are uniquely positioned to take an active role in food governance.

Milan Urban Food Policy Pact

15 October 2015

Acknowledging that cities which host over half the world's population have a strategic role to play in developing sustainable food systems and promoting healthy diets, and because while every city is different, they are all centres of economic, political and cultural innovation, and manage vast public resources, infrastructure, investments and expertise;

Noting current food systems are being challenged to provide permanent and reliable access to adequate, safe, local, diversified, fair, healthy and nutrient rich food for all; and that the task of feeding cities will face multiple constraints posed by inter alia, unbalanced distribution and access, environmental degradation, resource scarcity and climate change, unsustainable production and consumption patterns, and food loss and waste;

Acknowledging that accelerated urbanisation is profoundly impacting our world – in economic, social and environmental dimensions – which therefore necessitates re-examination of the ways in which cities are provisioned with food and water as well as other essential goods and services;

Acknowledging that hunger and malnutrition in its various forms exist within all cities, posing great burdens on individual health and well-being and thus generating major social and economic costs at household, community, municipality and national levels;

¹ Jamie Baxter and Jessica Rose "Cities in a Time of Uncertainty: Food and Canadian Municipal Law" in Heather McLeod-Kilmurray, Nathalie Chalifour & Angela Lee, eds., Food Law in Canada (Markham: Carswell, in press).

Recognizing that family farmers and smallholder food producers, (notably women producers in many countries) play a key role in feeding cities and their territories, by helping to maintain resilient, equitable, culturally appropriate food systems; and that reorienting food systems and value chains for sustainable diets is a means to reconnect consumers with both rural and urban producers;

Acknowledging that urban and peri-urban agriculture offers opportunities to protect and integrate biodiversity into city region landscapes and food systems, thereby contributing to synergies across food and nutrition security, ecosystem services and human well-being;

Acknowledging that since food policies are closely related to many other urban challenges and policies, such as poverty, health and social protection, hygiene and sanitation, land use planning, transport and commerce, energy, education, and disaster preparedness, it is essential to adopt an approach that is comprehensive, interdisciplinary and inter-institutional;

Acknowledging that civil society and the private sector have major roles to play in feeding cities, bringing experience, innovation and campaigns for more sustainable food systems and mainstreaming the critical need for a socially inclusive and a rights-based approach in urban food policy;

Recalling that cities have made commitments to address climate change; to promote strategies and actions for mitigating GHG emissions and adapting cities to the impacts of climate change on urban food systems (for example in successive World Urban Fora and the upcoming Habitat III United Nations Conference on Housing and Sustainable Urban Development); and to promote sustainable management of biodiversity through city biodiversity initiatives as part of the Convention on Biological Diversity;

Acknowledging that cities and their neighbouring territories will be active in operationalising international processes such as Sustainable Development Goals (SDGs) and targets in the post-2015 Development Agenda; that they will be involved in the upcoming negotiations for the UN Framework Convention on Climate Change (COP21), as well as contribute to the Zero Hunger Challenge, address sustainable urban diets in the Second International Conference on Nutrition, and play important roles in the post-2015 Framework for Disaster Risk Reduction;

BY SIGNING THE MILAN URBAN FOOD POLICY PACT, WE, THE MAYORS AND REPRESENTATIVES OF LOCAL GOVERNMENTS, COMMIT TO THE FOLLOWING:

1. We will work to develop sustainable food systems that are inclusive, resilient, safe and diverse, that provide healthy and affordable food to all people in a human rights-based framework, that minimise waste and conserve biodiversity while adapting to and mitigating impacts of climate change;
2. We will encourage interdepartmental and cross-sector coordination at municipal and community levels, working to integrate urban food policy considerations into social,

economic and environment policies, programmes and initiatives, such as, inter alia, food supply and distribution, social protection, nutrition, equity, food production, education, food safety and waste reduction;

3. We will seek coherence between municipal food-related policies and programmes and relevant subnational, national, regional and international policies and processes;
4. We will engage all sectors within the food system (including neighbouring authorities, technical and academic organizations, civil society, small scale producers, and the private sector) in the formulation, implementation and assessment of all food-related policies, programmes and initiatives;
5. We will review and amend existing urban policies, plans and regulations in order to encourage the establishment of equitable, resilient and sustainable food systems;
6. We will use the Framework for Action as a starting point for each city to address the development of their own urban food system and we will share developments with participating cities and our national governments and international agencies when appropriate;
7. We will encourage other cities to join our food policy actions.

ATTACHMENT D: HRM FOOD POLICIES & PRIORITIES

Date	Document	Key Directions
2008	Community Garden Program	Community gardens on municipal properties have flourished for more than 10 years with 20+ gardens to date and many more thriving on privately owned land.
2013	Mayor's Conversation on Healthy and Livable Communities	Emphasizes the need to address local food production and promotion, access to healthy food and increasing rates of obesity and chronic disease
Mar 2013 – Sept. 2014	CLASP (Coalition Linking Action and Science for Prevention) Healthy Canada By Design	The CLASP partnership focused on community food security as 1 of 3 focus areas. While the CLASP project has ended, the relationship between HRM Planning and Public Health continues with regular meetings of the Healthy Communities by Design Committee.
2013 to Present	Membership in the Halifax Food Policy Alliance	Halifax has been an active member in the HFPA since its inception.
2014	Regional Plan	Recognizes the importance of preserving agricultural land and requires that promotion of food security be considered when designing communities.
2015	Blue Dot: Healthy Environments Declaration	Regional Council endorsed the Healthy Environments Declaration which includes "the right to safe food".
2016 to Present	Ongoing support for the Mobile Food Market (MFM)	The support of the Mayor's office, Halifax Regional Council, Halifax Transit, Corporate Fleet and other municipal in-kind resources have been key to the realization of the Mobile Food Market and showcased that a collaborative approach to food systems issues, like accessibility and affordability, was not only possible, but very successful. Council has endorsed an additional 3 years of support and the consideration of additional support in 2020.
2016-2021	Halifax's Economic Growth Plan	Promote and pilot community food security initiatives with the Halifax Food Policy Alliance and other partners.
2017	HRM Public Safety Strategy	Highlights food insecurity as a risk factor in the provision of safe and secure environments. PSS Priority Objectives 1.2: Help children and youth succeed at school; 1.3 Improve residents' mental health; and 3.2: Improve access to healthy, affordable food;
2017	Poverty Solutions	Food security is one of seven focus areas for change. Address Immediate Needs: 6. Eliminate hunger by increasing access to and availability of affordable, nutritious, and

Date	Document	Key Directions
		<p>culturally appropriate food in neighbourhoods and communities. Direct Municipal Actions:</p> <p>6.4 Provide healthy, affordable food and beverage options within municipally-owned and operated facilities and programs.</p> <p>6.5 Increase funding and empower communities to do more community food programming, like community gardens.</p> <p>6.6 Establish enabling policies and processes to facilitate food initiatives on municipal land and facilities.</p> <p>6.7 Empower residents through place-based agencies with food skills, information, and access to equipment and tools.</p> <p>Pathways to Prosperity 7. Support the development of a Food Charter and Food Strategy for HRM.</p>
2017/2018	Regional Council Priority Outcomes	Community Health – Halifax shall be an active partner in supporting community health programs such as food security initiatives.
2017/2018	Centre Plan	Includes policies and support for urban agriculture, food retail and food processing.
2018	Children's Charter	HRM Children's Charter of Rights is to include consideration of The Right to Access Healthy Food. Work on the Children's Charter has been deferred until the social-policy-framework has been developed.
2018	Integrated Mobility Plan	Access to activities such as shopping for healthy food is a vital component of wellness and a consideration in the design of complete communities.
2018	Halifax Green Network Plan	The HGNP recognizes the importance of preserving open space for food production through the following actions: protect valued agricultural land, encourage small scale agriculture, and consider food production when designing open spaces.
2018	Smart Cities Bid	HRM's Smart Cities Bid recognized food security as the most important poverty issue facing residents. The Bid proposed technological solutions to improve access to nutritious, affordable food for every person, to make the region a more equitable place to live, and the most food secure in the country. While the bid was unsuccessful, HRM and community partners remain committed to improving food security in Halifax

ATTACHMENT E

OUR CITY, OUR FOOD

Strengthening Food Systems through Local Action



The way we design our cities, develop policies and engage communities at the local level all impact our food system. The Halifax Food Policy Alliance (HFPA) has been working closely with the Halifax Regional Municipality and other stakeholders with an interest in food issues to create healthy, just and sustainable food systems in the Halifax region. This document highlights some of the food systems work that has been accomplished to date and offer some suggestions for the future. We encourage readers to use this document to enhance their understanding of the current context and consider solutions to address food systems issues.

The Halifax Food Policy Alliance (HFPA)

The HFPA was formed in 2013 as a partnership of individuals and organizations representing various facets of the food system. The HFPA is striving to build healthy, just and sustainable food systems for Halifax in order to achieve our vision:

Halifax: where no one is hungry and everyone has nutritious food that they enjoy, for generations to come, sustained by local producers.

The work of the HFPA centers around three key activities:

- Building awareness of existing and emerging food system opportunities;
- Connecting and fostering dialogue with diverse people and organizations to strengthen collaboration and advance action across the food system; and,
- Informing and supporting food related policies and initiatives that benefit Haligonians.

Since 2013, the HFPA has led and supported many initiatives in efforts to raise awareness of the connection between food systems issues and the municipal policy agenda. The work of the HFPA includes the release of *Food Counts: Halifax Food Assessment* in 2015, the development of a food planning toolkit, the completion of a policy scan of food related policies, and the engagement of food leaders through a workshop and social media.

Building on these accomplishments, the HFPA continues to seek opportunities to work collaboratively with the municipality in the development of local programs, strategies and policies that promote and support healthy, just and sustainable food systems.

The Importance of Municipal Action

The impacts of climate change, planning and development pressures, and issues of poverty and health inequities are increasingly felt at the community level. These complex issues require a collective approach across all levels of government; however, local attention and local action are particularly effective for community change. In relation to food systems the promise of local action has many benefits including:

- Strengthened regional economy and agriculture sector;
- Decreased waste and pressure on municipal systems;
- Improved public health;
- Reduce inequities related to food access and consumption, and
- Improved air, water and soil quality.

It is clear that the municipality has shown leadership and commitment to working with others to create healthy, just and sustainable food systems. Some notable examples include:

- The Regional Plan recognizes the importance of preserving agricultural land and furthered this with the 2014 amendments requiring that the design of communities promote food security. The aforementioned food planning toolkit will support this planning work.
- Since inception in 2008, community gardens on municipal properties have flourished with 20 gardens to date and many more thriving on privately owned land.
- In 2013, the Mayor’s Conversation on Healthy and Livable Communities was a catalyst for the development of urban orchards and emphasized the importance of local food. Furthermore a growing interest and focus on food is apparent in the direction to build a closer relationship with the Halifax Food Policy Alliance (HFPA).
- In 2015, Council endorsed the Healthy Environments Declaration (blue dot) which includes “the right to safe food”.
- The support of the Mayor’s office, Halifax Council, Halifax Transit and municipal staff were pivotal in the realization of the Halifax Mobile Food Market and showcased that a collaborative approach to food systems issues, like accessibility and affordability, was not only possible but extremely successful.
- The draft Centre Plan contains a number of policy statements that strengthen the support to create a healthy, just, and sustainable food system.

Building on these successes, the HFPA has identified the following 4 key actions where the municipality can further their pivotal role in supporting local food systems, community food security, and health.



ACTION 1: CHAMPION

Across the country, municipal governments are creating positive change through food systems planning and implementation of innovative food initiatives. Success requires strong leadership and coordination at all levels.

1. Build awareness and capacity of municipal staff across departments to identify challenges and opportunities related to food systems work.
2. Invest in staff and resources that will help to prioritize food and apply a food systems lens to decision making.
3. Support the HFPA in the development of a municipal wide food charter and strategy - a comprehensive plan that outlines actions, set targets and timelines, and commits resources for implementation.
4. Continue to support and pilot new solutions that learn from models and best practices in other jurisdictions (eg. Halifax Mobile Food Market).

Many cities throughout Canada have developed Food Charters and Food Strategies as a way to provide a road map for local governments and communities to integrate food systems issues into a single framework.

Some examples include Vancouver, Saskatoon, Toronto, Thunder Bay and Waterloo.



ACTION 2: MAXIMIZE & BUILD MUNICIPAL ASSETS

The municipality has many physical and social assets (schools, libraries, community centres, etc.) that hold great promise as “food hubs” that promote health and contribute to the vibrancy of our neighbourhoods. There are opportunities to maximize existing infrastructure in support of healthy, just, sustainable food systems and improved community health.

1. Assess the current regional and neighbourhood “food assets” such as urban farms, farmer’s markets, community composting facilities, shared cooking and processing spaces and work alongside the HFPA to increase the potential of these assets through investment, shared services, linkage to municipal facilities and other supports.
2. Continue to invest in programs and services through leadership, coordination, space provision, policies and programming that improve access to healthy foods and promote food literacy education, such as community cooking programs, healthy eating guidelines for sport and recreation facilities, youth-led social enterprises, incubator kitchens, etc.



ACTION 3: CREATE SUPPORTIVE POLICIES

Supportive food policies create an environment where individuals and families can access affordable housing, good transportation, and complete neighbourhoods that promote health and community food security.

1. Review, influence, and create policies that can contribute to a healthy, just, and sustainable food system. Specifically ensure that:
 - a. Land use policies promote urban agriculture and support diverse economic opportunities for healthy food retail in all neighbourhoods.
 - b. Organizational policies create supportive environments through the adoption of healthy eating guidelines, procurement practices, and waste recovery initiatives.
2. Adopt a Social Policy Framework to guide the role and approach of the municipality in engaging with social policies and programs. Please refer to the August 4, 2015 HRM staff report submitted to Community Planning Economic Development Standing Committee of Council for more information.



ACTION 4: COLLABORATE

Across the Halifax region there are many groups and individuals working to build local food systems and address community food security. This work requires effective coordination and communication amongst stakeholders.

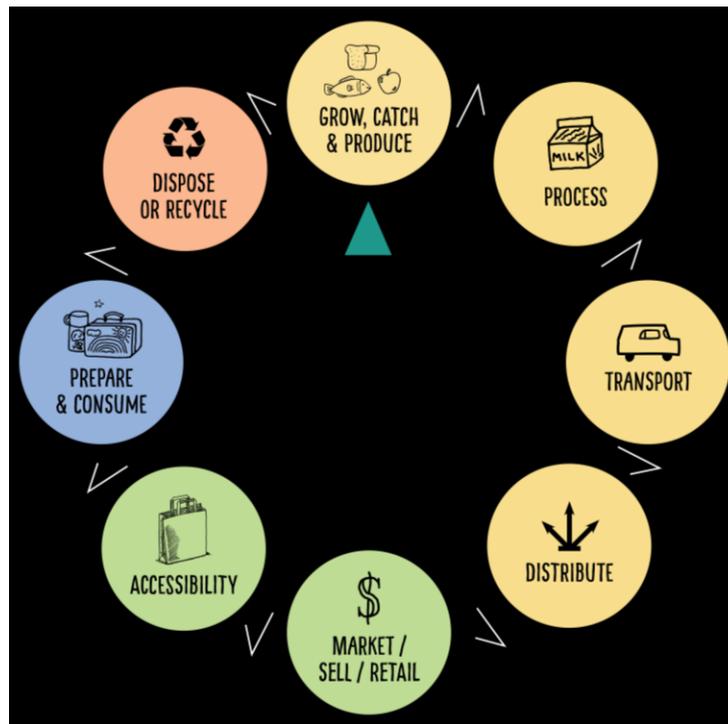
1. Collaborate with local partners to build bridges across sectors (non-profits, private sectors, government departments) and leverage resources that help to advance goals around community food security.
2. Continue to actively engage and consult with existing multi-sectoral groups to link initiatives to municipal priorities and plans. These include groups and organizations such as the HFPA and the Try Do Council.

*A 2016 Social Return on Investment report focused on the Halifax Food Policy Alliance found that “for \$1 invested in the HFPA, there is \$5.53 gained in benefits to stakeholders. In other words, **the HFPA generates more than 5 times the amount of value that it costs.**”*

Ecology Action Centre

The Food System

The food system is defined by the activities of commercial and non-commercial actors who grow, catch, harvest, process, transport, distribute, market, acquire, prepare, recycle and dispose of food within particular economic, environmental, social and political spheres of influence¹



What is a Healthy, Just, Sustainable Food System?

Healthy

“Healthy food systems provide supportive environments for equitable access to appropriate amounts of safe and nutritious foods as a resource for physical, emotional, spiritual, and mental health for all people. People are able to satisfy their needs and preferences, and have the knowledge, resources and abilities necessary to improve their own health.”

Just

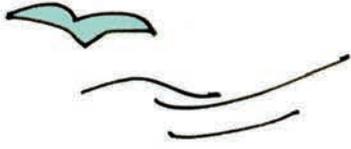
“Just food systems honour the rights of all individuals to dignified and equitable access to food, including the economic and social resources to do so. People working within these systems are able to earn an appropriate living and are treated fairly. Just food systems also ensure that everyone has equitable opportunities and abilities to participate in decisions that affect them.”

Sustainable

“Sustainable food systems maintain the health of the environment without jeopardizing the ability of current and future generations to harvest and produce food (farming, fishing, hunting, and foraging). Sustainable food systems restore and protect natural resources, because without healthy environments, we will not have food.”

Source: FoodARC (2015). Make Food Matter Toolkit (p 2). <http://foodarc.ca/makefoodmatter/evidence/make-food-matter-report/>

¹McRae, R, & Donahue, K. (2013). Municipal food entrepreneurs report: a preliminary analysis of how Canadian cities and regional districts are involved in food system change. Retrieved from: http://capi-icpa.ca/pdfs/2013/Municipal_Policy_Entrepreneurs_Final_Report.pdf



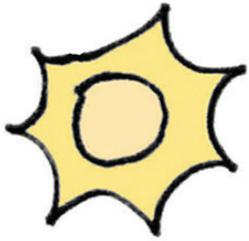
FOOD COUNTS

HALIFAX FOOD ASSESSMENT



HALIFAX FOOD POLICY ALLIANCE

2014 EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

1. INTRODUCTION

In Canada, municipalities hold pivotal positions in creating healthy, resilient, local food systems. They are influential in supporting (or hindering) the realization of community food security because they govern the use and development of land in addition to setting policies and by-laws.⁽¹⁾ *Food Counts: Halifax Food Assessment* report marks the beginning of a comprehensive, ongoing monitoring and reporting on the state of community food security¹ in Halifax, Nova Scotia. The development of the report was led by the food assessment working group of the Halifax Food Policy Alliance (HFPA) and was fueled by the need to better understand our local food system, in order to lay the foundation for a food strategy and municipal policies that better support community food security. The primary purpose of the report is to use existing qualitative and quantitative data to answer the question: What is the current state of our food system in Halifax? Through answering this question, we are able to identify potential areas for research and further policy development as revealed by the gaps, limits and strengths in the data described throughout the report.

Although much of the jurisdictional power of our food system lies with the federal and provincial governments, the ways food is produced, distributed, accessed, prepared, consumed, recycled and disposed of are directly linked to our quality of life, the vibrancy of our neighborhoods, and sustainability of our urban centres and rural landscapes.⁽²⁾ Moreover, municipalities are often faced with the consequences resulting from the loss of agricultural land, water and air pollution, and climate change. The financial struggles of fishers and farmers, the inequitable distribution of wealth that affects people's ability to afford food, and reduced employment and tax revenues from food related businesses have social impacts that present challenges for municipalities. Food assessments are useful tools and starting points that can demonstrate the state of our food system and identify areas to focus and improve municipal by-laws, practices, and policies.

1 A state when all community residents have access to enough healthy, safe food through a sustainable food system that maximizes community self-reliance and social justice.

2. METHODS

The process began in 2013 with a review and analysis of existing literature related to food assessments and food policy work of other jurisdictions. While much of the data focused on Halifax, the report does feature data that were identified at other levels of geography.

Arising from this, it was decided that the *Food Counts Halifax Food Assessment* should be defined by six determinants that captured the complexity and diversity of our food system and represented prerequisites for a healthy, just, and sustainable food system.⁽³⁾

The six determinants are:

- Accessibility
- Adequacy
- Knowledge and Agency
- Local Food Economy and Infrastructure
- Public Investment and Supports
- Resource Protection and Enhancement

3. DEMOGRAPHY, SOCIO-ECONOMIC CONDITIONS AND FOOD SECURITY

In 2011, 42.3% of the population of Nova Scotia lived in Halifax. In comparison to the rest of the province, the population is slightly younger with a smaller proportion aged 65 years and older. There is a higher proportion of immigrants and visible minorities and a lower proportion of people who identified as Aboriginal. Halifax has a higher median income across a number of different household configurations when compared to the rest of Nova Scotia. Educational attainment is generally higher in Halifax and there are lower rates of unemployment and income assistance when compared with Nova Scotia as a whole.

There are a number of socio-economic conditions that impact community food security that need to be considered, such as the high number of low income households and the high proportion of children living in low income households. The income spent on housing in Halifax is relatively high compared to the rest of the province. People living on low wages or on income assistance may find it difficult to afford or access healthy nutritious food.

4. FINDINGS

4.1 ACCESSIBILITY

Where and how do we acquire our food?

Healthy, culturally appropriate and sustainably produced food needs to be physically available to all citizens in order to enhance community food security. Access to food is directly related to income, the affordability of food, the distance to food outlets, access to resources to produce food and the availability of a sustainably produced food supply.

Data collected show that...

Food is physically accessible in Halifax in the following places:

- 37 grocery stores; however, distribution of stores is sparse outside the urban area;
- 227 fast food chain outlets with the majority clustered in the urban area;⁽⁴⁾
- 12 farmers' markets;
- 15 to 18 food trucks;
- 20 Community Supported Agriculture enterprises;
- 1 Community Supported Fishery;
- an unknown number of pop-up fish and farm markets.

Currently there is no inventory of community based food resources in Halifax, but we have identified several community based initiatives.

- 43,700 meals were delivered by Meals on Wheels and Frozen Favorites in 2013;
- 62% of the 165 schools that make up the Halifax Regional School Board (HRSB), Le Conseil Scolaire Acadien Provincial (CSAP) and the 18 private schools have breakfast programs;
- No human milk banks, but informal breast milk sharing arrangements do exist;
- 43 Feed NS food banks⁽⁵⁾ as well as non-affiliated charitable food assistance;
 - 28.6% increase in food bank use in Nova Scotia since 2008;⁽⁶⁾
 - 8,555 people, 2,660 of whom were children, relied on food from a food bank, in Halifax (2013);⁽⁵⁾
 - Access to charitable food assistance is affected by the day in the week.⁽⁷⁾

The distribution of large scale grocery stores that carry a full range of food items is sparse in many communities outside of Halifax's urban area.² While there has been an increase in alternative food options that also appear to serve mainly urban areas, complete data on some access alternatives (e.g., small scale meat markets, pop-up fish or produce markets, and small supply grocers or bakeries) is difficult to obtain, so the reach of innovative food retail access points may not be fully understood at this time.

Though most experts agree that food bank use under-represents the extent of food insecurity, a high number of low income people in Halifax do rely on food banks. Access to charitable food outlets fluctuates in that the majority of agencies and organizations are open throughout the weekdays while very few are open on weekends. Federal and provincial government income security policies and programs are failing to ensure that income support is adequate to ensure food security.

² Urban areas are those with a population density greater than 400 persons per km².

Alongside food banks, researchers and community organizations are involved in seeking more sustainable approaches to improving access to affordable nutritious food. Some provide transportation to conventional food resources, others develop cooking or gardening programs, or offer spaces for people to come together to grow, cook, prepare and share food. These initiatives and advocacy efforts also help to build skills and community connections.

4.2 ADEQUACY

Does the food system meet our needs?

Adequacy refers to the ability of every individual to acquire sufficient quantities of safe, culturally appropriate, nutritious and sustainably produced food without resorting to emergency or charitable food sources. The food available will be of the quality and quantity to promote health and manage chronic disease. The protection and promotion of breastfeeding are recognized to be important dimensions of food adequacy.

Data collected show that Halifax has...

- 43 vendors at 5 farmers' markets who sell culturally diverse foods from 24 different countries;
- 64 ethno-cultural retail food stores;
- higher rates of diabetes, high blood pressure and obesity than the national average;⁽⁸⁻¹¹⁾
- a lower percentage of women (85%) who initiate breastfeeding than the provincial and national rates;⁽¹²⁾
- the percentage of women in Capital Health who were exclusively breastfeeding dropped from 53% at 2 weeks to 14% at 6 months;⁽¹³⁾
- only 38% of Halifax adult residents report adequate fruit and vegetable consumption;⁽¹⁴⁾
- those with incomes below \$20,000 were least likely to meet the recommended fruit and vegetable requirements;⁽¹⁴⁾
- 1 in 5 households in Halifax are food insecure;⁽¹⁵⁾
- 70% of Nova Scotia households relying on income assistance were food insecure;⁽¹⁵⁻¹⁶⁾
- 4X increase in the cost of a National Nutritious Food Basket (NNFB)³ in NS since 2002;⁽¹⁷⁾
- 23% locally produced items on the NNFB.⁽¹⁸⁾

The presence of culturally appropriate foods appears to be growing with access points in large grocers, farmers' markets and independently owned small retail stores. Little is known about the adequacy of traditional aboriginal foods in Halifax.

The data show that nutrition-related chronic diseases such as obesity, diabetes, and high blood pressure are higher in Halifax than the national rates.⁽⁸⁻¹¹⁾ Rising rates in household food insecurity and the rising cost of food will make it difficult for individuals to meet their daily requirements for fruits and vegetables and other nutritious food needed to prevent and manage chronic diseases. This could impact our already high rates of nutrition-related chronic diseases. A high minimum wage and an increase in welfare income could help the financial situations of those most at risk of food insecurity.⁴

3 The National Nutritious Food Basket (NNFB) is a tool developed by Health Canada that is used by stakeholders at various levels of government to monitor the cost and affordability of healthy eating.

4 The inability to acquire or consume an adequate quality diet or a sufficient quantity of food in socially acceptable ways, or the uncertainty that one will be able to do so.

Most women in Halifax are initiating breastfeeding however, despite evidence heralding the benefits of exclusive breastfeeding during the first six months and continued breastfeeding for up to two years or beyond, breastfeeding rates in Halifax show a steady decline between initiation and six months. There is a need to examine why the rates of exclusive breastfeeding decline over time as well as information about what supports and conditions mothers and families need to continue exclusive breastfeeding.

Research shows that just over 1/3 of Halifax residents (12 and older) meet their daily requirement of fruit and vegetables.⁽¹⁴⁾ The adequate consumption of fruits and vegetables has an impact on the prevention and management of chronic disease. This may signal an opportunity for targeted programs and social enterprises to increase access of affordable fruits and vegetables to populations most at risk.

Household food insecurity is an issue in the Halifax region, with levels increasing from 13% (2007) to 20% (2013).⁽¹⁵⁾ In 2013, Halifax rated highest in household food insecurity among 33 Canadian cities.⁽¹⁵⁾ As food costs rise, income assistance levels are not adequate enough for households to afford a healthy, nutritious diet as measured by National Nutritious Food Basket (NNFB). Minimum wage earners also struggle to have enough income to purchase healthy food options.

4.3 KNOWLEDGE AND AGENCY

How we learn about and apply our knowledge of the food system?

Knowledge is defined in this report as opportunities for citizens to gain skills, awareness, familiarity and understanding of food and the food system, including where, how, and by whom food is produced and distributed.⁽³⁾ Agency enables citizens to act upon this knowledge to enhance personal and community food security and health.

Data collected show that Halifax has...

- 42 of 165 schools with a school garden;
- 74% of junior and senior high schools offer food skill development courses;
- three 4-H clubs with a total of 95 members (2014);
- 4 food training programs are offered by Nova Scotia Community College and Feed NS;
- 249 safe food handling courses conducted by Department of Agriculture (2008-2013);
- a growing number of community- based skill development programs;
- breastfeeding supports, programs and services available and outlined in the Breastfeeding Community of Practice's Breastfeeding Helping Tree resource.

There are a number of programs and opportunities to gain knowledge about the food system, mainly education programs at universities and schools, along with some community-based food skill programs. There appears to be a strong foundation upon which food related skills and knowledge could be furthered.

The data would suggest that there are many opportunities to be trained and involved in the food and agriculture system. However, there may be a low-level of awareness of the opportunities to work in the agriculture and food sector. This could be the result of traditional views of food producers as being farmers with a long history of living in a rural community, with access to skills and resources that are inaccessible to those who reside outside of those communities. There may also be stigma associated with careers in the agriculture, farming and fishing industries. Some of these challenges may be addressed through the promotion of careers in food and agriculture to graduating students. A recent survey at the University of Guelph demonstrated that for every agriculture graduate, there were two job opportunities⁽¹⁹⁾

There may be a gap in our knowledge related to how agency is built as a result of knowledge and skill building opportunities. Anecdotally, there appears to be a greater awareness related to local food as evidenced by the data presented in the full report such as, increases in farmers' markets, community gardens, buy-local media and the inclusion of buy-local guidelines embedded in institutional policies. There is less certainty how social isolation, feelings of belonging, awareness, knowledge and skills, and opportunities to act, are impacted by involvement in knowledge building activities.

4.4 LOCAL FOOD ECONOMY AND INFRASTRUCTURE

How does our food system operate from land and sea to table?

The diversity and strength of a local food economy and the individuals all along the supply chain are significant determinants of the strength and self-sufficiency of our food system. A healthy, just, and sustainable food system is economically, environmentally, and socially beneficial for everyone involved including farmers, fishers, workers, and citizens.

Data collected show that Halifax has...

- 3 urban farms and 41 community gardens;
- 6 community greenhouses;
- 250 bee colonies;
- 164 farms;⁽²⁰⁾
- 1 meat processing plant, 2 milk processors, 1 flour processor, 1 major bread producer and a number of other small bakeries and food processors;
- farm operators whose average age of 56.4 years and 57.4% of farm operators are aged 55 years and older;⁽²¹⁾
- 414 fewer fishing licenses in 2012 compared to 2010 in the Nova Scotia maritime fishing zone⁽²²⁾
 - increases in the proportion of older fishers (aged 45-64);⁽²²⁾
- 22 fish processing plants (2006);⁽²³⁾
- average market day spending that ranges from \$6,435 (VG Partners for Care Market) to \$239,800 (Seaport Market);⁽²⁴⁾
- farmers' market day visitors that range from 486 (Tantallon Market) to 9,482 (Seaport Market).⁽²⁴⁾

The data show both reasons to be optimistic and reasons to be concerned. On the positive side, the number of community gardens and community greenhouses has increased in recent years, as have the number of farmers' markets and other forms of direct marketing such as Community Supported Agriculture (CSA).⁵ On the negative side, the majority of farmers are over age 55 and the proportion of fishers age (45-64) is growing. This is a concerning trend, as it suggests that older farmers and fishers are retiring and new farmers and fishers are not replacing them.

There are many new examples of how small-scale and urban or peri-urban agriculture production systems are viable, and offer a way to support the development of a secure and stable food system in Halifax. Nova Scotia was the only province in Canada that showed an increase in farm numbers between the last two agriculture censuses (2006-2011)⁽²⁰⁾—an indication of the opportunity and availability of resources. Moreover, it is generally considered that there is no other province in Canada that has such an optimal combination of soil, water, climate and infrastructure to support small-scale agriculture. Combined with the educational support (shown in the previous section) and the availability of land in the Halifax region, there are lots of reasons to be optimistic.

4.5 PUBLIC INVESTMENTS AND SUPPORTS

How we support our food system

Governments, businesses, and institutions can set policies and spending priorities that impact community food security. Optimally, these actions would be coordinated, strategic, and evidence-based.

Data collected show that Halifax has...

- 352 sites with provincial food policy guidelines that support local procurement;
- over 50 breastfeeding-friendly spaces through the Make Breastfeeding Your Business initiative;
- 2 marketing programs that support community food security: Select Nova Scotia and Taste of Nova Scotia;
- some businesses and organizations who include food provisions as part of their emergency response plan.

The data show that local governments, organizations, institutions, and community led initiatives are contributing to strengthening community food security through policies, practices and processes. There are a number of policies, initiatives, and strategies focused on the advancement of community food security by promoting healthy eating, local food procurement, adopting of waste management practices, improving food access and creating opportunities for learning.

There are gaps in our knowledge in relation to emergency preparedness and Halifax's current capacity to be self-sustaining should an emergency arise requiring closure of the transportation network. There are a number of research projects and knowledge supports focused on the food system and a few examples are shared in the report. It is also likely more research is being conducted that we are currently unaware of. The development of an inventory of these activities would be a valuable contribution to understanding the food system both locally and beyond. This knowledge could inform decisions related to potential food system actions in future.

⁵ Community Supported Agriculture (CSA) is a program that partners consumers directly with you, the producer, to sell products and build relationships. Customers buy annual shares or subscriptions from individual farmers, usually at the start of the season before the crops are even in the ground. In return, the farmer provides fresh produce on a regular basis.

4.6 RESOURCE PROTECTION AND ENHANCEMENT

How can we sustain our food system?

A healthy, just, and sustainable food system is reliant upon a strong foundation of local farmers and farmland, as well as fishers and fishing grounds. The health of the system is impacted by the degree to which farmland and fish stocks are protected from loss. In a sustainable food system, the health of the environment is protected, promoted and preserved.

Data collected show that Halifax has...

- dairy and mixed farming as important sources of employment despite the fact that the number of farms has declined in the last 50 years;
- the Musquodoboit Valley as the only remaining prime farmland in Halifax that is largely unaffected by non-agricultural uses;⁽²⁵⁾
- 164 farms⁽²⁰⁾, comprising 4131 hectares of farmland;⁽²¹⁾
- 2 food retailers (Sobeys and Loblaws) with sustainable seafood sales policies;
- 1 seed library;
- 3976 km: average distance traveled by a food item from its origin to Halifax;⁽²⁶⁾
- community gardens with higher concentrations of lead (which is naturally occurring) than the recommended guidelines (1/3 of samples);⁽²⁷⁾
- 52% of residential waste and 66% of industrial and commercial waste diverted from the landfill (2012);⁽²⁸⁾
- 51,328 tonnes of organic waste generated (2012) for use as compost.⁽²⁸⁾

The protection and enhancement of our food, agricultural, and fisheries resources are piecemeal. The assessment shows that there is some recognition of the need to protect farmland and topsoil in Halifax. With regard to fisheries, there is a lack of Halifax specific data because of the way the fishery zones are defined. The sustainable seafood sales policies of the major retailers are a promising trend but there is still much work to be done to fully realize the potential of these policies. Haligonians are largely dependent on food from both outside the region and outside the province, as is evidenced by the average distance travelled by a given food item. Food waste is a serious issue in all of Canada, where it is estimated that 27 billion dollars or roughly 40% of the food produced is wasted each year.⁽²⁹⁾

While we do not have Halifax specific statistics related to food waste, it is reasonable to assume that the trends are similar to the rest of the country. Halifax, however, does divert much of its food and yard waste from the landfill to be composted.

5. CONCLUSION

This report details some of the evidence about the current food system, highlighting some of the strengths and challenges. There are many examples of a movement towards a healthy, just, and sustainable food system in the Halifax region and, therefore, many reasons to celebrate. The region has a long history of fishing and farming activity. Children and youth in schools and adults in the community are learning to grow food. Farmers' markets are creating hubs of social interaction while providing a distribution centre for local food products and people are coming together to talk about food. Local food has a stronger presence in the community and innovation abounds with food trucks, pop-up fish stands and farm markets. Children and youth in schools and in the community are learning to grow food and building entrepreneurial skills through gardening and value added product businesses. Institutions are supporting ways to procure local food and protect the environment through composting and recycling efforts. Researchers are working with community partners and people affected by household food insecurity to advocate for changes in social policies.

Yet, while there is much to celebrate, more work is needed to ensure everyone has access to enough nutritious, culturally acceptable, and safe food. Many residents are still not able to afford a healthy diet, some neighborhoods lack places to purchase healthy foods and there appears to be a loss of food-related knowledge and skills. Chronic disease rates are high and the ability to prevent or manage chronic disease is a struggle when healthy, nutritious food is not physically or monetarily accessible. Farmers and fishers are likely to experience challenges to make an adequate living and a tension exists between development and preservation of agricultural land. Collectively these are all very real and very complex issues that require careful deliberation and collective action.

It is our hope that the information presented in this report will prompt a discussion in the community where residents with different backgrounds, interests, and knowledge about the food system will come together to explore the possibilities in building a healthy, just, and sustainable food system.

ATTACHMENT G



Ecology Action Centre

tel. 902.429.2202 2705 Fern Lane,
fax. 902.405.3716 Halifax, NS, B3K 4L3

To the Chair and Membership of the Halifax Community Planning and Economic Development Committee,

Since 1971, the Ecology Action Centre has been working at the local, regional, national and more recently, international level to build a healthier and more sustainable world. The EAC was one of the first organizations in the Maritimes to identify the important connections between our food system and the environment. For over fifteen years, we have been working to create a more sustainable food system by fostering food action and activism, re-valuing local food and farmers, and promoting engagement in food policy.

Across HRM and Nova Scotia, we are invested in food initiatives (ex. Mobile Food Market), that use collaborative approaches to address some of our toughest challenges related to food access and equity. Through this work, we have built bridges with other municipalities to share and learn best practices, and mobilize community action. By learning from initiatives across Canada, we have seen the role that food is able to play in supporting municipalities to meet goals around community health, sustainability, and economic prosperity. We also support the important role that municipalities play in coordinating food action, prioritizing food in community plans, and strengthening policy around food.

Since 2014, we have served as co-chair of the Halifax Food Policy Alliance (HFPA), alongside the Nova Scotia Health Authority, Public Health. In this role, we have offered leadership and support to growing the work of the alliance, including development of *Food Counts: Halifax Food Assessment*, leading public engagement around food issues, and the creation of food policy backgrounders and position papers. More recently we have supported the development of the Halifax Food Charter, which offers a vision for food in HRM. While we recognize that this vision may be refined over time, we support this vision in principle and are committed to bringing this vision to life via development and implementation of a food strategy.

Our on-going commitment to the HFPA and the development of a Food Strategy is rooted in the notion that we can achieve more together. By working to connect, find common ground, and inspire action, we believe that food can be a lever of positive social change.

Kind Regards, 
Original Signed
Aimee Gasparetto
Senior Food Coordinator
Ecology Action Centre
and
Co-Chair, Halifax Food Policy Alliance

August 7, 2018

To Councillor Sam Austin, Chair of the Community Planning and Economic Development Standing Committee for Halifax:

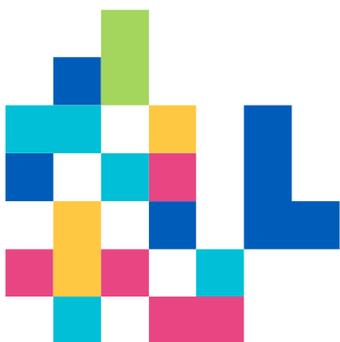
This letter is in support of CPED's recommendations to Council which will establish leadership and support for food strategy in our city.

As democratic spaces, belonging equally to all, libraries are uniquely positioned to support food learning and distribution. Individuals experiencing food insecurity can participate in food programming with dignity and ease. Through our work we have observed how addressing hunger can help youth engage positively with others, focus and learn. We also see their confidence and resourcefulness grow as they learn more about food and cooking. Food at the library improves well-being. It brings people together, invites sharing, and reduces the social isolation experienced by many seniors, and other vulnerable adults.

Over the past year, Halifax Public Libraries has been exploring ways that we can help address food security concerns. We have invested in food literacy programming and healthy snacks, supported by grant funders and many partners. We offer free public programs for all ages on gardening, cooking, nutrition, food culture, and accessing affordable, healthy food. We also support food initiatives outside the library, including working with the Mobile Food Markets. None of this work would be possible without support from the local food network in our city, including members of the Halifax Food Policy Alliance.

The Halifax Food Policy Alliance is an extraordinary collaboration between government and non-governmental food leaders in our region. Together, members have the expertise and community knowledge to advise on best practice and to help set a direction for Halifax that will have a powerful impact on food security and our local food system. Members of this group have a grass-roots understanding of needs and priorities, innovative ideas, access to research, and strategic partnerships at local, provincial and national levels that can inform planning and service development. In addition, the Alliance is committed to consulting with the community to ensure that its recommendations reflect local priorities. For example, HFPA's *Our Halifax, Our Food* sessions held at Central Library, invited the public to contribute ideas to the draft Food Charter for our city. If endorsed by Council, the Food Charter will set the stage for future action and collaboration. It will demonstrate the city's commitment to the health and wellness of residents, the local food economy, and the environment.

Implementation of the recommendations from CPED will also ensure that Halifax has a solid foundation for food initiatives, and will lead to stronger outcomes:



Halifax Public Libraries
60 Alderney Drive
Dartmouth, NS B2Y 4P8

t. 902-490-5744
f. 902-490-5762
halifaxpubliclibraries.ca

- FOOD MAP -- One place to look for information about food resources, activities, and service providers will help with referrals, partnership, resource allocation and communication within the network.
- NEIGHBOURHOOD EQUITY INDEX -- Valuable information about our communities and their needs will lead to better decision making, resource allocation, and response from service providers and the municipality.
- INVOLVEMENT OF CITY DEPARTMENTS -- A more cohesive approach across work groups will help address barriers faced by our most vulnerable residents and will improve access to food resources.

The work that was done to develop the Smart Cities proposal for Halifax created tremendous momentum for a regional food strategy. We look forward to contributing as the municipality moves forward.

Thank you for your consideration.

Sincerely,

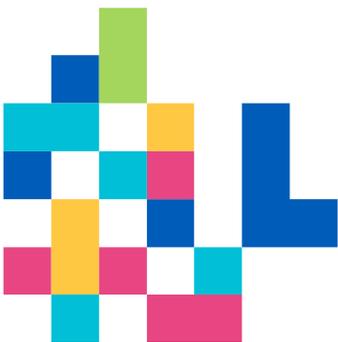
Original Signed

Kathleen Peverill

Director, Public Service
Halifax Public Libraries

Halifax Public Libraries
60 Alderney Drive
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August 27, 2018

Councillor Sam Austin and Members,
Halifax Community Planning and Economic Development Committee
Halifax Regional Municipality
PO Box 1749
Halifax, NS B3J 3A5

Dear Mr. Austin and fellow committee members,

I am writing to voice Feed Nova Scotia's support for the Halifax Food Charter, and to confirm our keen interest and commitment to work together to develop a food strategy for our city.

Across HRM, about 1 in 7 households are food insecure. We're *not* okay with that, and I hope you're not either. With the prospect of a Halifax Food Strategy on the horizon, I believe we are on the cusp of critical change that will lead to a food secure Halifax. I encourage Council to provide the political will and leadership to see this project through.

At Feed Nova Scotia, our mission is to increase food security through food distribution, education and collaboration. As such, we have been actively involved with the Halifax Food Policy Alliance Steering Committee. We've been inspired by the knowledge, passion and leadership that exists in our city. This charter is highly relevant to the mission of our organization, with the potential to change the lives of those who are food insecure in the HRM, including the 17,300 people that our member food banks supported last year in this municipality. I'd like to highlight three principles from the Charter, which have the potential to directly improve food security:

- Community economic development (generation of adequate incomes and creation of employment opportunities)
- Social justice (food is obtained in a manner that maintains dignity, reflects cultural diversity and challenges inequities experienced by systematically disadvantaged communities)
- Individual and community health (creation and fostering of supportive environments that promote adequate access, education, and community agency in all aspects of the food system from production to consumption)

Moving forward, we commit to support the development of a food strategy to the greatest extent possible. Knowing that an effective food strategy will require consultation with communities, we would be pleased to help facilitate the engagement process through our network of member agencies. Recognizing the impact that a food strategy could have on the communities that we serve in the HRM, we are eager to champion the food strategy in our communications, both formal and informal. We would also be pleased to dedicate staff resources to help with research and writing of the strategy, although this would largely depend on the timing of the commitment and the time required.

I want to take this opportunity to thank you for the leadership and support that Council continues to provide each day. I will forever be inspired by Mayor Savage's commitment to "leave no one behind," as he spoke about his vision for the poverty solutions advisory committee, and I'm excited to see what we can achieve together, to increase food security in our incredible city.

Sincerely,

Original Signed

Nick Jennery
Executive Director



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September 12, 2018

Re: Support for the Halifax Food Policy Alliance - Motion dated May 18th, 2017

To: The Chair and Membership of the Halifax Community Planning and Economic Development Committee

Public Health - Central Zone (CZ) works with others to understand the health of our communities, and acts together to improve health. We focus on the development of partnerships to foster healthy public policies and address the social determinants of health, including community food security. Public Health CZ endorses in principle the [HRM Food Charter](#) as a vision to guide programs and policy to build community food security.

Public Health CZ has historically invested in community food security in HRM. Public Health Nutritionists provide expertise in building healthy food environments in communities and public settings, as well as an in-depth understanding of food security issues. Since 2013, a Public Health Nutritionist has held the role of co-chair of the Halifax Food Policy Alliance (HFPA) which requires significant coordination and leadership. A Public Health Healthy Built Environment Coordinator is also a member of the HFPA Steering Committee and, as a planner, provides expertise in understanding municipal planning policies and opportunities to use the built environment to improve food security. Public Health CZ led the first [Halifax Food Assessment: Food Counts](#) which laid the groundwork for understanding community food security in HRM. Public Health CZ also contributed resources to support the [Food Charter Engagement](#) held in Fall 2017, which increased the capacity of the HFPA to engage HRM citizens in the Food Charter development. Together, these contributions demonstrate significant time and resources put towards addressing this important issue.

We commend Regional Council's efforts thus far to promote community food security in HRM, including, but not limited to the following:

- The development of the Poverty Solutions report with United Way Halifax, which highlights food security as a focus area.
- The commitment to address food security as outlined in HRM's Smart Cities Challenge Proposal.
- Support for the Halifax Mobile Food Market, bringing affordable, healthy food to communities with limited access.
- The Draft Centre Plan and Green Network Plan which include several policy directions aimed at enhancing urban agricultural capacity, increasing access to healthy foods in all neighbourhoods, and improving community-scale food infrastructure and services.

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To build on this success and bring the vision of the Food Charter to life, we recommend that Regional Council endorse the HRM Food Charter and develop a plan to partner with HFPA on the development of a Food Strategy. Food Strategies have been successful in other municipalities in bringing government, organizations, and community together around common goals, allowing for more effective solutions and progress over time. Working towards a Food Strategy for HRM is important to build on our shared work, ensure coordination across policies and plans, and develop sustainable solutions to promote community food security. This will contribute to addressing health inequities affecting HRM residents and improve population health in our communities.

To show our support and commitment to the Food Strategy, Public Health staff will continue to provide support to the Municipality and the HFPA. The nature of this support will be defined through discussions with HRM staff, and members of the HFPA, as part of the detailed plan and budget for the Food Strategy development. We look forward to being an active contributor to next steps and continuing to work alongside you and staff to build healthy, liveable communities.

Respectfully,

Original Signed

Original Signed

Trevor Arnason MSc, MD, CCFP, FRCPC
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Office: [REDACTED]

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Cc: Kate Green, Policy & Strategic Initiatives Program Manager, Planning and Development
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ATTACHMENT H: ON-GOING WORK IN SUPPORT OF THE COMMUNITY WELL-BEING INDEX

Dalhousie University

Researchers from Dalhousie are conducting the SAMoSA (Spatial Accessibility to a Multitude of Services and Amenities) Study at Dalhousie which is considering how access to key services and amenities like healthy food, green space, affordable housing and transit impact community health and wellbeing.

Community Profiles

HRM Planning and Development is working to develop community profiles to better understand the demographics, economics and development trends in communities. A key component of this work is to identify community boundaries that are representative and used consistently across HRM business units and by outside partner organizations. Consistent community boundaries are important for ensuring maps and data are comparable and can be built upon to create a clear picture of our communities.

Engage Nova Scotia

Engage Nova Scotia's survey on community wellbeing will provide community level data on perceptions of wellbeing.

HRM Food Map

Work has begun to identify assets that support community food security. In 2017, Planning and Development (P&D) worked with a student from the Centre for Geographic Studies (COGS) and the HFPA to create a database for the categorization and consideration of food assets, ranging from corner stores to school food programs to agricultural resources. Data is being collected from a variety of sources including past consultations, 211 and FeedNS. P&D is working with ICT to develop an app which tells the story of food assets in our region and would allow the public and organizations to access this data for their own use and research. Discussions are underway with the Map Curator for the Dalhousie GIS Centre about using the Food 4 All web app¹, created by students, which provides a solid framework that a Halifax Food app could expand upon.

Public Safety Office

The Public Safety Office is leading the development of an Index, in partnership with internal and external interest, to map vulnerabilities across HRM at a community level. Researchers at Dalhousie are developing the building blocks for the Index and are working towards having a prototype by the end of 2019.

¹ <http://dalspatial.maps.arcgis.com/apps/Cascade/index.html?appid=cc1460062c5948f1b152b316054733b5>

ATTACHMENT I: Municipal Workshop Plus Municipal Opportunities, Enablers & Barriers

Themes from HRM Workshop

The following themes emerged from the workshop around opportunities for municipal action:

- develop clear municipal direction & commitment to food;
- get out of the way- remove barriers to food production and access;
- require food uses such as retail, community gardens and edible landscaping in municipal assets and private developments;
- adopt local and healthy food procurement practices;
- consider how municipal decisions impact the food system (e.g. production, processing, transportation, sale, disposal, etc);
- enhance support for rural food enterprises;
- become an access point for food info and initiatives;
- utilize facilities and partnerships to increase food literacy and access;
- demonstrate good practices and sustainable techniques at municipal facilities/assets;
- resource programs like community gardens;
- consider food in first response and emergency preparation;
- develop year-round internal food initiatives and connect/support outside initiatives; and
- enable inter-departmental conversations about food as well as connections to outside food advocates to share resources and prevent duplication.

The following themes emerged around “Food for HRM”, how food can be a lever to improve municipal operations:

- use food to strengthen community engagement exercises and break down barriers;
- go to where the food is to engage with residents;
- well-fed and healthy employees are happier and more productive
- food is a good news story and could highlight municipal successes;
- food uses increase stewardship of places and could reduce vandalism;
- increased food literacy could improve source separation and composting, reducing costs and increase usability; and
- increased food security could increase residents’ capacity to participate in civic life and reduce crime and victimhood.

HRM Roles and Municipal Opportunities, Enablers and Barriers

1) HRM as Collaborator, ensuring effective coordination and communication among stakeholders:

Opportunities	Enablers	Barriers
Mobile Food Market	<ul style="list-style-type: none"> - Partnership with NS Health Authority, EAC, and Metroworks - Increasing number of communities served with innovative approaches and richer services. - HRM committed to support until 2021 and consider future support in 2020. - 2018 Business Plan to guide long term viability 	<ul style="list-style-type: none"> - Long range and predictable funding is required for a sustainable model - Twice a month visits are not enough to substantially improve food security.
Poverty Solutions Strategy	<ul style="list-style-type: none"> - Partnership with United Way and participation of allies and supporters for food work 	<ul style="list-style-type: none"> - Scope and breadth of a complicated issue - Allocation of resources and authority/delegation to complete the work.

	- Development of Poverty Solutions: Ideas for Action which identifies food security as 1 of the 7 focus areas for change.	
Halifax Food Hub & Food Map	- HRM's website and IT resources could be used to create a central location for information on food, network with partners and share resources. - Smart Cities, Council Priority Outcomes and other policy/initiative support	- Collection of quality data - Ongoing maintenance and updating

2) HRM as Champion, acting as a leader in creating positive change through food systems planning and innovative food initiatives;

Opportunities	Enablers	Barriers
Develop Halifax Food Action Plan	- Partnership with HFPA, - Momentum of current municipal food work; - Commitment from key allies - Support from Poverty Solutions, Public Safety, Smart Cities, Council Priority Outcomes and other policies/initiatives.	- Scoping and resources to develop the Action Plan. - Lack of dedicated staff to coordinate development of Action Plan and liaise internally and externally.
2017/18 Council Priority Outcome for Community Health	Council prioritized that Halifax shall be an active partner in supporting community health programs such as food security initiatives (active partner in supporting community well-being proposed for 2019/20 Outcomes).	- Lack of dedicated staff to coordinate support for community health programs and food initiatives
Smart Cities	2018 bid and commitment to further objectives regardless of outcome	Ability to action the objectives of the bid without the Federal funding that would have come with a successful bid.
Halifax Regional Libraries	HRL is creating positive change through food literacy programming, providing food on site and connecting with food related security initiatives like the Mobile Food Market.	- Need for facility upgrades - Access to kitchens/electrical/equipment - Ongoing costs of food for healthy snacks and food literacy programs (grant dependent)

3) HRM Maximizing Assets to support healthy, just, sustainable food systems and improved community health;

Opportunities	Enablers	Barriers
Community Gardens	- Established and increasing use of HRM land for food production by residents & community groups - Clear guidelines and process for establishing a community garden, supported by HRM Community Developers, Community Gardens Administrative Order and program guidebook. - Parks & Rec supporting expansion of food activities and compatible uses such as beekeeping, urban orchards, community ovens, etc.	- Access to municipal supports like water, maintenance, etc. - Insurance requirements and a lack of funding can be a barrier for poorer communities, those typically at the highest risk of food insecurity - Lack of coordinated networking and sharing of resources amongst gardens, on HRM and other lands.

	<ul style="list-style-type: none"> Poverty Solutions Ideas for Action 6.6 “Establish enabling policies and processes to facilitate food initiatives on municipal land and facilities.” 	
Utilize programs and facilities to increase food skills and access to healthy food	<ul style="list-style-type: none"> Libraries and Parks & Rec use facilities and programs to provide food and increase food literacy; Library food work will likely be strengthened with the work of the new Food Literacy Specialist. Poverty Solutions: Ideas for Action 6.4 “Provide healthy, affordable food and beverage options within municipally-owned and operated facilities and programs 	The lack of policies, training and resources to support expanding beyond traditional programming in municipal facilities is a barrier to innovation
Showcase best practices at municipal facilities	<ul style="list-style-type: none"> Precedence through initiatives like the Woodside Ferry Terminal Farmers Market, Hope Blooms, Honey Beez, etc. Poverty Solutions: Ideas for Action 6.6 (as above) 	As above
Incorporate food security into emergency response/preparedness	<ul style="list-style-type: none"> Public Safety Office is enhancing the support and scope of the Community Mobilization Teams (CMT). Emergency Measures Office (EMO) is proposing to increase education efforts for emergency planning for individuals, families, and businesses. EMO is working to identify services that community facilities could/should provide to support public health/safety and emergency relief Energy and Environment are preparing an Community Energy & Climate Action Plan 	Lack of overarching entity considering food stores, alternative sources and other food security measures in case of emergency and interruptions in the supply chain.

4) HRM Creating Supportive Policies: fostering an environment where residents can access affordable housing and transportation and live in complete communities that support health and the food system:

Opportunities	Enablers	Barriers
Reducing barriers and increasing opportunities for food uses through Planning ** see below	<ul style="list-style-type: none"> 2014 Regional Plan objective to design communities that promote food security; Centre Plan, Halifax Green Network Plan and the Plan and Bylaw Simplification Program 	<ul style="list-style-type: none"> Lengthy and resource intense process to update By-laws/Plans
Healthy & Local Food Procurement Policies	<ul style="list-style-type: none"> HFGA white paper on “Healthy Food Procurement” Council motion on Social Procurement requesting staff report on options for incorporating social economic benefit, living wage and environmental impact into procurement policy and processes. 	<ul style="list-style-type: none"> Cost- benefit analysis is required NAFTA and other legal considerations may create barriers to “buy local”

	<ul style="list-style-type: none"> - BU's interest in local and healthy food policies - Poverty Solutions Ideas for Action 6.4 	
Poverty Solutions	<ul style="list-style-type: none"> - Partnership with United Way and participation of allies and supporters for food work - Development of Poverty Solutions 	<ul style="list-style-type: none"> - Scope and breadth of a complicated issue - Allocation of resources and authority to complete the work.
Social Policy Lens	<ul style="list-style-type: none"> - Council motion to develop a tool to analyze wellbeing impact of legislation, policies, programs and practices. - Hiring of a Social Policy Advisor - Lens could include considerations on impact on food system and access to food. 	Resources to develop and implement the tool
Healthy Eating in Municipal Settings	<ul style="list-style-type: none"> - Public Health Nutritionists support through capacity building and resources - Existing community kitchen facilities in recreation settings - Existing programs that could support healthy eating among children and youth - Existing guidelines for Healthy Eating in Recreation and Sport Settings 	<ul style="list-style-type: none"> - Need for leadership, funding and capacity building to implement and sustain positive changes - Lack of accountability (guidelines are currently voluntary) - Culture shift towards healthier alternatives is slow - Concerns that healthier alternatives will not generate sufficient revenue