

Summary of stakeholder consultation May – July, 2016

Introduction

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

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

This document is a summary of the stakeholder engagement phase of our research. The following pages include an event summary, an overview of next steps, the main themes from the stakeholder conversations and questionnaire, and an explanation of how these main themes are reflected in our draft recommendations related to the formation, role and governance structure of a Winnipeg Food Council.

Work done to date

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

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

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

At these events:

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

After these events:

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

A draft Terms of Reference document has been created based on feedback from the stakeholder events.

What We Will Do Now (Next Steps)

We are planning to host a public event in early September. At the public event, we will have information about the project as well as an overview of what a food policy council is and what it does. In addition, we plan to make available a summary of the proposed Terms of Reference document (and/or the entire document), including the proposed function and composition (i.e. sector representation) of the group. After this event, we will finalize and submit our final recommendations.

What we heard

Formation and Governance

Overview

The first part of each stakeholder event focused on **FORMATION** and **GOVERNANCE**. City staff gave a brief overview of the composition of three different food policy councils; in Toronto, Edmonton, and Vancouver.

The **Toronto** model ensures member representation from specific people or organizations, including the Health Board (which is part of the municipal mandate), surrounding farms, and youth. Most of the council, however, is made up of people who fit into very broad categories (their ability to connect with certain people or organizations, policy experience, etc.). The **Vancouver** model ensures broad sector representation, and requires three people from five different food systems sectors (Production, Processing, Retail, etc.) plus six general members. The **Edmonton** model ensures member representation from 10 specific sectors (processing, education, governance, etc.) and allows for members at large.

City staff also provided an overview of the composition of various citizen committees established by the City of Winnipeg. While all committees are unique in their role and structure, each committee has

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

After the presentation, Food Matters Manitoba facilitated table discussions asking participants about which sectors they felt should be represented, and how they felt the committee should be composed in order to best address food systems issues in the City of Winnipeg.

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

Results

Major theme/Observation	How it is reflected in proposed Terms of Reference
Diversity/representation from underrepresented groups was a large priority	Winnipeg Food Council’s membership should reflect Winnipeg’s diverse population including, but not limited to, representation from Indigenous communities; newcomers and refugees; people with disabilities, youth (aged 18-30), elders/seniors, low-income residents, and those with rural experience.
Participants also expressed a desire to see a committee that has “some influence”, and the ability to encourage change.	A section outlines qualifications for membership, and includes a desire for members to be able to contribute to policy development and influence change, and be willing to work within City of Winnipeg systems and protocols to address municipal issues.
<p>Committee Size: Size of the Food Council should not to be too large, but wide sector representation is important (from different sectors as well as different demographics: there was a push and pull between “Easier to communicate and complete tasks with a smaller group” but also “need to have a diverse voice”</p>	<p>Specific sector representation is included; more than Vancouver but not as many as Edmonton. There is also space for up to five members at large to increase diversity, fill membership gaps and/or add expertise to particular topics.</p> <p>The proposed Food Council will have a maximum of 15 members. It also provides the opportunity for the Food Council to form subcommittees to address timely topics, or issues that need additional time and energy.</p>
There seemed to be a desire to include the opportunity for plenty of members-at-large to respond to different needs as they arise	
<p>Committee Name:</p> <p>55% of online respondents and 52% of event participants liked <i>Winnipeg Food Council</i></p> <p>26% of online respondents and 30% of event participants liked <i>Winnipeg Food Policy Council</i></p> <p>19% of online respondents and 19% of event participants were interested in the name being something else or skipped this question</p>	<p>The recommended name of the committee will be <i>Winnipeg Food Council</i>. This is consistent with the proposed function of the committee, which includes more than just policy-related work.</p> <p>This name may be subject to change at the discretion of City of Winnipeg Councillors.</p>
Terms:	

<p>56% of online respondents and 63% of event participants wanted terms to be renewable for two years</p> <p>13% of online respondents and 26% of event participants liked the idea of renewing for one term</p> <p>19% of online respondents and 11% of event participants had other ideas (variations of the ones noted above), skipped the question, or were not sure.</p>	<p>Will stagger terms (half of initial members will begin with two year terms, and the other half will have one-year terms). Except for the initial members who begin with a one-year appointment, terms will be two years in length. Terms will be renewable two times.</p>
<p>Leadership:</p> <p>80% of online respondents and 75% of event participants liked the co-chair model, but were divided on whether the Food Council should vote on both chairs, or whether the co-chairs should be from specific sectors</p>	<p>The co-chair model was preferred by both online and event participants. Urban Planning staff are currently exploring the pros/cons of the co-chair model and the chair selection process. Consideration is being given based on what other jurisdictions are doing, and how/if the co-chair model could work in the Winnipeg context.</p>

Stakeholder input played a large role in determining the proposed committee composition. Efforts were made to ensure adequate representation from sectors across the food system, while still allowing flexibility and fluidity. Therefore, 1/3 of committee members in this proposed structure are members at large. In addition, there is flexibility within each sector named.

There are four government-type positions in the proposed committee composition model that that will have a guaranteed place on the committee, and 11 spaces for other citizens from various sectors.

The proposed section on committee composition in the draft Terms of Reference is currently written as follows:

The Winnipeg Food Council membership shall not exceed 15 members (14 voting members and one non-voting member), and will include the following:

- the Mayor of Winnipeg or designate;
- one [1] **City Councillor** (can be the Mayor’s designate);
- one [1] representative appointed by the **Province of Manitoba** (non-voting);
- one [1] representative appointed by the **Winnipeg Regional Health Authority**;
- one [1] front-line representative from **health sector** (dietitians, chronic health organizations, community health workers, etc.);
- two [2] representatives involved with **food production** (efforts should be made to represent a diversity of producers);
- one [1] representative from **food businesses** (retailers, farmers’ markets, food entrepreneurs, wholesalers, etc.);
- one [1] representative from **research sector** (Universities, research alliances, etc.);

- one [1] representative from **community groups** or networks connected to food issues (e.g. food access, food skills, resource networks, etc.); and
- up to five [5] **members at large** (six [6] if the appointed City Councillor is the Mayor's designate) with specific skills, experience and interests to increase diversity and add value to particular initiatives. Members at large will be selected based on their ability to add expertise and perspectives related to specific food sectors, initiatives, geographies (e.g. inner city) or demographics (e.g. industry, food bank, businesses, education, Social enterprise, associations, food waste management, etc.).

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

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

Members are appointed based on the following individual qualifications:

1. professional or community work reflects their interest in municipal food issues;
2. skills and experience in specific areas (such as community food security, project evaluation and strategic planning) that allow them to contribute to policy development and influence change;
3. ability to help the Winnipeg Food Council establish and build relationships and partnerships with specific sectors, networks, and demographics;
4. ability to work effectively within a diverse group to collaboratively address a common goal, understand the complexity involved with inter-sectoral work, are able to use their unique skills and expertise to adapt to evolving priorities and group dynamics, and are willing to work within City of Winnipeg systems and protocols to address municipal issues; and
5. ability to attend monthly meetings on a regular basis, and participate in working group meetings as needed.

Roles and Priority Areas

Overview

City staff reviewed Terms of Reference documents from Toronto, Vancouver and Edmonton Food Councils, as well as the mandates from all the committees of Council listed on the City's website. By analyzing the materials mentioned above, staff compiled a list of roles that was presented to participants. City staff also discussed different activities that food councils are most commonly involved in, and put them into what we called *priority areas*.

After the short presentation, Food Matters facilitated table discussions about which roles and priorities should be focus areas for a future Winnipeg Food Council. After the discussions, people participated in a *dotmocracy* exercise, where everyone received a number of stickers, which they used to vote on the roles and priority areas they thought were most important.

Results

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

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

Top Roles

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

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

In response to this feedback, the proposed Terms of Reference document includes wording which notes that the function of the Food Council is to give policy advice to Mayor and Council, support the work of the community through coordination and networking efforts, and support the development of an Agricultural and Food Strategy.

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

Top Priority Areas

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

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

In response to feedback received, the proposed Terms of Reference document includes wording which notes that one of the functions of the Food Council is to “...Support the work of the community on food issues, enhance public health and local food security, and increase food literacy and access to food”. This will be done “by encouraging multi-sector and strategic approaches and fostering coordination and networking”.

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

Additional Themes

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

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

Conclusion

The proposed Terms of Reference is a working document. The Terms of Reference (or a summary of it) will be presented at the public event in September.

The proposed Terms of Reference document may be changed in the future, but this summary of “what we heard” reflects current content in the proposed Terms of Reference.

Thank you for the time and input you have given to help move this project forward. Our work on this project would not be successful without your valuable input.

Winnipeg Committees and other Food Councils – Composition

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

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

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

1. There are different models that could be used: broad representation (like Toronto), representation from specific groups (like Edmonton) or somewhere in between (like Vancouver). What do you like about these models? What do you feel could be improved?
2. What sectors, demographics, or other types of representation (e.g. geography) do you think should be part of a Winnipeg food policy council?
3. Do you think specific organizations and/or positions within organizations should have a guaranteed place on a Winnipeg food policy council? If so, which ones?

Winnipeg Committees and other Food Councils: Roles and Priority Areas

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

Reflection Questions.

1. What are the most important roles for a Winnipeg food policy council? Which do you feel are the least important? (See “Winnipeg Committees and other Food Councils - Roles” document for more information)
2. What priority areas would you see as being key components of a food policy council’s mandate in Winnipeg? (See “Potential Priority Areas” document for more information)

Appendix B – Stakeholder Event Questionnaire

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

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

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

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

e. Other

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

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

4. Which groups/individuals would you trust to make the decisions about who will be on the initial food policy council? Circle all that apply, specifying where applicable.
 - a. Mayor and/or Mayor's staff (please circle which one(s))
 - b. City staff (name individuals/departments)

c. A Councillor (please name)

d. A community organization (please name)

e. An individual (please name)

f. Don't know

g. Other (please name)

Appendix B – Stakeholder Event Questionnaire

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

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

Appendix C – Online Questionnaire

INTRODUCTION

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

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

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

SECTION 1

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

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

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

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

Appendix C – Online Questionnaire Con't

4. Who do you think should be represented on Winnipeg's food policy council? Choose all that apply.
- Specific geographic areas (e.g. neighbourhoods, wards, etc. – please tell us which ones)
 - Farms and/or rural communities around Winnipeg
 - Food Production
 - Processing
 - Distribution
 - Accessing Food (food banks, gleaning organizations, good food boxes)
 - Retail (Buying and selling)
 - Food Skills (buying, preparing)
 - Eating (people who enjoy food, restaurants and chefs,)
 - Food Waste and Recovery
 - Health and wellness
 - Research and Education
 - Provincial or Federal Government
 - Specific demographic groups

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

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

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

5. Who do you think should lead (chair) the food policy council
- a. A political representative, like a City Councillor
 - b. Any Food Policy Council member, elected by the group
 - c. Two co-chairs, recommended by the food policy council
 - d. Two co-chairs, from specific sectors (e.g. a City Councillor and a representative from a specific organization or sector) Please say which sectors below
 - e. Other (please specify)
6. We know from research that terms should be rotating, to make sure that knowledge is passed along to new people. In addition, terms would be two or three years. In your opinion, should terms be
- a. Renewable, for one term
 - b. Renewable, for two terms

Appendix C – Online Questionnaire Con't

- c. Non-renewable (participating for one term only)
 - d. People should be able to participate for as long as they want
 - e. Doesn't matter
 - f. Other (please specify)
7. Which groups/individuals would you trust to make the decisions about who will be on the initial food policy council? Check all that apply, specifying where applicable.
- a. Mayor and/or Mayor's staff
 - b. City staff (if so, please name department/individuals in space below)
 - c. A Councillor (please name in the space below)
 - d. A community organization (please name in the space below)
 - e. An individual (please name in the space below)
 - f. Don't know
 - g. Other

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

SECTION 2

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

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

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

Appendix C – Online Questionnaire Con’t

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

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

Appendix C – Online Questionnaire Con’t

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

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

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

SECTION 3

This final section includes three general questions.

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

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

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

- a.
- b.
- c.

Do you have any other comments?