



**CITY OF HAMILTON**  
**Public Health Services**  
**Healthy Living Division**

<b>TO:</b>	Mayor and Members Board of Health
<b>COMMITTEE DATE:</b>	August 11, 2016
<b>SUBJECT/REPORT NO:</b>	Food Strategy BOH13001(d) (City Wide)
<b>WARD(S) AFFECTED:</b>	City Wide
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<b>SUBMITTED BY &amp; SIGNATURES:</b>	Dr. Ninh Tran Associate Medical Officer of Health Public Health Services Department          Ellen Pezzetta Director Healthy Living Division Public Health Services Department

**RECOMMENDATION**

- (a) That the Board of Health endorse in principle the four overarching Goals and fourteen Recommendations in the Hamilton Food Strategy: A Healthy, Sustainable, and Just Food System for All - (June 2016) attached as Appendix A to Report BOH13001(d);
- (b) That the Board of Health direct the Interdepartmental Food Strategy Steering Team, in collaboration with appropriate staff, to initiate the five Food Strategy Priority Actions attached as Appendix B, as follows:
  - (i) To report back on the implementation process for Priority Action 1 (Funding Criteria Process) by the end of 2016;
  - (ii) If new requests for City resources (e.g. staff, financial) are received by Council prior to approval of Priority Action 1, Council direct these requests to the Interdepartmental Food Strategy Steering Team for review and to report back with recommendations to Board of Health;

- (iii) To explore the feasibility of implementing Priority Actions 2 (Food Skills and Employability Program) and 3 (Community and Neighbourhood Infrastructure ) and report back to the Board of Health by the end of 2018; and,
  - (iv) To implement Priority Actions 4 (Food Literacy Network) and 5 (Local Food Promotion) by the end of 2017.
- (c) That the Board of Health endorse in principle the remaining Actions outlined in the Hamilton Food Strategy: A Healthy, Sustainable, and Just Food System for All - (June 2016) attached as Appendix A to Report BOH13001(d);
- (d) That the Interdepartmental Food Strategy Steering Team be directed to develop an Implementation Plan for the remaining Actions to be submitted to the Board of Health by the end of the second quarter 2017. The plan will include: identification of a Corporate or community lead; estimated completion timelines; establish monitoring and evaluation measures; identification where policy changes or additional financial or staffing resources would be required;
- (i) Actions that have policy, financial, or staffing implications will be required to report back to an appropriate Standing Committee for approval prior to implementation.
- (e) That staff be directed to provide the Board of Health with:
- (i) An annual update; and,
  - (ii) A detailed Report Card every two years on the status of the Food Strategy's Recommendations and Actions.

## **EXECUTIVE SUMMARY**

The Hamilton Food Strategy: A Healthy, Sustainable, and Just Food System for All is a ten year strategy that will set direction for resource allocation and decisions for how the City and community will address food issues. The scope of the Food Strategy is broad and encompasses the entire food system including food production, processing, distribution, access, consumption, and food waste management. This Food Strategy builds on our assets and is a holistic food system approach to integrate municipal food decisions from separate policy and program areas.

Hamilton's rich history of food actions has led to many positive outcomes. However, some actions have led to stand-alone policies and programs that require monetary and staffing resources. In addition, Council often receives funding requests for stand-alone or one-off food programs and actions that may not be sustainable, supported by evidence, or best practices. In 2012, Council requested that a comprehensive Food Strategy be developed to prioritize responses to community requests for City resources for food actions, and to create a strategic plan for actions over the next ten years to ensure a healthy, sustainable, and just local food system for all residents.

The development of the Food Strategy has been led by Public Health Services in collaboration with an Interdepartmental Food Strategy Steering Team (IFSST) consisting of management and staff representatives from across the Corporation. While the development of the Food Strategy has been led by the City, it is grounded in extensive community engagement with over 2700 Hamiltonians providing input, and direction from the Senior Management Team.

The Food Strategy attached as Appendix A (Hamilton Food Strategy: Healthy, Sustainable, and Just Food System for All) provides a vision for our community, core principles that underpin the strategy, four overarching Goals, 14 Recommendations and 46 Actions based on a food system framework. From the 46 Actions, five Priority Actions have been identified (See Appendix B).

The Food Strategy is being presented to the Board of Health for endorsement in principle. Approval is also required for staff to implement the Priority Actions as outlined in Recommendation b) to Report BOH13001(d), and to develop a detailed Implementation Plan for remaining Actions.

If there are additional financial or staffing implications, or policy changes are necessary, staff will be required to prepare a report for consideration to the appropriate Standing Committee. Until these reports are submitted for consideration, Council's endorsement of the Food Strategy in no way commits Council to supporting future policy changes or approving additional financial or staffing resources.

If no additional financial or staffing resources are required, and no change to Council policy is required, staff will proceed to implement the Food Strategy Actions.

The Food Strategy will be a living document, and staff will provide the Board of Health with: 1) an annual update, and 2) a detailed Report Card on the status of the recommendations and Actions every two years. These two review methods will enable the City to meet emerging needs and monitor the progress of the Food Strategy's impact (See Appendix C for the Food Strategy Indicators).

### ***Alternatives for Consideration – See Page 8***

### **FINANCIAL – STAFFING – LEGAL IMPLICATIONS**

**Financial:** There are no immediate financial implications within the recommendations in Report BOH13001(d). The Food Strategy Implementation Plan will identify any financial costs that require approval, and subsequent reports will be submitted to the appropriate Standing Committees before Actions are implemented. Actions that may require additional reports related to additional financial impacts may include

*Priority Action 2:* Offer a food skills and employability program, particularly for vulnerable groups.

Priority Action 3: Build, retro-fit, or re-purpose community and neighbourhood infrastructure to support food initiatives, such as community kitchens, food markets, community gardens, etc.

**Staffing:** Other than IFSST staffing, there are no staffing implications associated with the recommendations in Report BOH130013(d). In some cases, changes to priorities within staff work plans may be required.

**Legal:** There are no legal implications associated with the recommendations in Report BOH13001(d).

If there are financial, staffing, or legal implications identified by the IFSST, staff will be required to prepare a report, or a series of reports, to the appropriate Standing Committee for approval prior to implementation.

## **HISTORICAL BACKGROUND**

In August 2012, Public Health Services was directed by the Board of Health to lead the development of the Food Strategy in collaboration with Planning and Economic Development, Community and Emergency Services, and, Public Works. In July 2013, the IFSST was formed with representatives from these four City departments.

### **Environmental Scan**

Between late 2013 to June 2014, the IFSST completed an internal departmental environmental scan of City resources allocated toward food initiatives. The scan identified that Hamilton is addressing many components within the food system. However, the scan also identified that there are a number of gaps and opportunities to shift what the City is currently doing, to be innovative, and to build on existing actions and community assets.

### **Community Engagement**

In August 2014, the Board of Health endorsed the *Food for All, A Food Charter for Hamilton*. In addition, endorsement in principle was given for the Food Strategy's food system framework, proposed vision, principles, and goals that were developed by the IFSST, and approval was also given to conduct community engagement.

The community engagement process was a multi-pronged approach (See Appendix D). From November 2014 to November 2015, extensive community engagement was undertaken to ensure the community's concerns and aspirations were consistently understood, considered, and reflected in the Food Strategy. The proposed vision, principles, and goals were presented to the community as discussion starters and, for the most part, these resonated with community. Some changes based on feedback have been embedded into the final strategy.

**POLICY IMPLICATIONS AND LEGISLATED REQUIREMENTS**

As referenced in recommendation c (iii) of this report, any Actions that require a change to Council policy will be referred to the appropriate Standing Committee through separate reports, prior to implementation. Examples of possible Actions requiring a report to the appropriate Standing Committee related to policy changes include:

- Ensure planning policies and regulations are supportive of residents who want to grow food, and
- Review policies and explore opportunities for City facilities to increase the percentage of healthy, local food purchased by their facilities.

**RELEVANT CONSULTATION**

A broad cross-section of staff from across the Corporation steered the development of the Food Strategy. The IFSST consists of:

- Public Health Services – staff from Healthy Living Division (4),
- Planning and Economic Development – staff from Policy Planning, and Business Development (2),
- Public Works – staff from Recycling and Waste Disposal, and Parks and Cemeteries (2), and
- Community and Emergency Services – staff from Social Development, and Housing (2).

Extensive community engagement reached 2700 residents and stakeholders between 2014 and 2016. The Food Strategy incorporates the results of this engagement.

Senior Management Team (SMT) was consulted in June 2014 regarding the Food Strategy's proposed vision, principles, and goals. In addition, the City's Community Health & Well Being SMT-Working Group was consulted on February 25, 2016 and May 25, 2016, and supports the recommendations outlined in this report.

The Culture and Tourism Departmental Management Team was consulted April 27, 2016 regarding synergies between the Food Strategy and the Tourism Action Plan, 2015-2020 wherein the potential for collaboration to enhance existing efforts was recognized. Discussions held with the Small Business Enterprise Centre staff resulted in support to collaborate on Recommendations and Actions that are relevant to the Centre's mandate.

One-to-one meetings with 14 City Councillors, as well as the Mayor, were held to discuss the Food Strategy during 2015. Council has been informed of, and involved in, the food strategy planning process through a series of reports:

- Report BOH 13001 to the Board of Health, February 4, 2013
- Report BOH 13001 (a) to the Board of Health, August 14, 2014
- Report BOH 13001 (b) to the Board of Health, June 15, 2015

- Report BOH 13001 (c) to the Board of Health, November 16, 2015
- Food Strategy Information Update, January 8, 2016

### **ANALYSIS AND RATIONAL FOR RECOMMENDATION**

A healthy food system is one where all the processes involved in food production to food waste management work together to enhance the environmental, economic, social, and nutritional health of a community. The Food Strategy takes a holistic food systems approach that builds on and extends existing and new food actions through a coordinated approach within a larger framework.

Currently, there is a lack of a coordinated approach in Hamilton with respect to food issues. The Food Strategy will help the City focus on specific goals and actions, build on existing work, and strengthen partnerships among City staff and community agencies to inspire actions to achieve a healthy, sustainable, and just food system.

For the City, endorsement will demonstrate support to pursuing a philosophy that moves away from providing reactionary allocation of City resources to a more comprehensive and coordinated approach that addresses our local food system and works toward community food security. The Food Strategy Goals, Recommendations, and Actions help set the direction for our efforts by addressing:

- What we want our local food system to look like now and in the future, and
- What we need to do to get there.

The overall goal of the Food Strategy is to evolve and transform the City's understanding of and approach to community food security. The Food Strategy provides an opportunity to align new and emerging requests for funding with the Strategy and assist in evolving more traditional food insecurity models to meet best practices and changing needs in this area.

As a result of the community consultation and a review of evidence, best practices, local existing work and expertise, the major themes to focus on in the Food Strategy are:

- System-wide approaches,
- Universal access to healthy foods (not constrained by income or location),
- Local food and local agriculture (urban and rural), and
- Enhanced food literacy for all.

To reflect these themes, the original proposed food system framework and the 12 proposed goals have been revised. There are now four overarching Goals that address more than one food system component, 14 food system Recommendations, and 46 food system Actions.

**Four Overarching Goals**

1. Support food friendly neighbourhoods to improve access to healthy food for all residents.
2. Increase food literacy to promote healthy eating and empower all residents.
3. Support local food and help grow the agri-food sector.
4. Advocate for a healthy, sustainable, and just food system with partners and at all levels of government.

The IFSST has repositioned the order of some of the recommendations and highlighted relevant departmental work that is underway and could be enhanced, and identified five Priority Actions based on the following criteria:

- Achievable within 2016/17 to 2019,
- Within the Municipality's jurisdiction/control,
- Resources are available for implementation,
- Contribute to meeting more than one Food Strategy Goal, and
- Align with at least one or more key Food Strategy themes.

**Five Priority Actions**

1. *Funding Criteria Process:* Create a formal, transparent process for requests for municipal funding for community food programs as they arise at any City of Hamilton subcommittee meetings or by Council via Council motions, delegations, or staff direction.
2. *Food Skills and Employability Program:* Offer a food skills and employability program, particularly for vulnerable groups.
3. *Community and Neighbourhood Infrastructure:* Build, retro-fit, or re-purpose community and neighbourhood infrastructure to support food initiatives, such as community kitchens, food markets, community gardens, etc.
4. *Food Literacy Network:* Facilitate the creation of food networks to assist in capacity building, information sharing, and ability to access community-based food initiatives.
5. *Local Food Promotion:* Expand marketing efforts to focus on Hamilton's local food and farming sectors, while enhancing culinary tourism to promote local food businesses and events.

Council's endorsement in principle of the Food Strategy will contribute to Hamilton achieving its strategic priorities and ultimately, community food security. Council's endorsement of the Food Strategy in no way commits Council to supporting future policy changes or approving additional financial or staffing resources. The Food Strategy Implementation Plan will identify which Actions would require future reports to the appropriate Standing Committee seeking further approvals.

**Alignment of the Food Strategy with City Strategies and Plans**

The Food Strategy strongly aligns with the direction of the City's Strategic Plan and several other priorities and initiatives.

City Initiatives	Alignment
Our Future Hamilton Community Vision	<p>Healthy &amp; Safe Communities theme aims to ensure everyone eats healthy and has physical and economic access to healthy local food, and that food providers offer nutritious local food options and nutrition information</p> <p>Economic Prosperity &amp; Growth theme aims to promote and support our local food sector and enhance opportunities for employment</p>
Cultural Plan 2013	Celebrating our vibrant, local food scene and promoting the culinary arts inspires and connects people, fosters community identity, and builds strong communities
Golden Horseshoe Food & Farming: An Action Plan 2021	Growing, promoting, and supporting our local food and agricultural sector contributes to our local economy and sustainable livelihoods
Economic Development Strategy	Business Development, Agri-business and Food Processing: Establishing Hamilton as a major Food and Beverage Processing centre in Ontario goal, contributes to strengthening our local economy and positioning the City as a leader in food innovation
Neighbourhood Action Plans	Urban agriculture and community kitchens contribute to creating engaged and healthy neighbourhoods, where residents can access nutritious food and achieve food literacy
Climate Change Action Plan	Supporting local food production and buying local reduces the distance that food travels from farm to consumers, which contributes to reducing Greenhouse Gas

**ALTERNATIVES FOR CONSIDERATION**

**Option 1:** Not supporting the comprehensive Food Strategy, based on a food systems framework, grounded on input from over 2,700 citizens, best practices, evidence, and strongly aligned with City strategies and plans.

**Cons:** Not accepting the Food Strategy would result in a delay in the implementation of a comprehensive approach. Without a more strategic approach to address community food security, existing and new food actions may not be evidence-informed or based on best practices, reducing their potential effectiveness.

Most importantly, opportunities to engage valuable community stakeholders who have expressed support may be negatively impacted without a City endorsed Food Strategy.

Not endorsing the Food Strategy after staff conducted extensive community engagement would demonstrate a lack of commitment to the spirit of the City's Public Engagement Charter.

**Option 2:** Not supporting the five Priority Actions.

**Cons:** Not supporting Priority Action 1 (Funding Criteria Process) will result in the continuation of one-off, reactionary responses to the numerous requests for resources for food actions. The lack of a transparent, co-ordinated process is not a cost-effective approach to managing City resources.

Not supporting the exploration of the feasibility of implementing the Food Strategy's Priority Actions 2 (Food Skills and Employability Program) and 3 (Neighbourhood and Community Infrastructure ) will result in a delay in implementing Actions that reflect the community's expressed needs, evidence, and best practices. Staff will not be able to effectively advise Council because they will not have adequate information or time to present what the full resource impacts will be.

**Pros:** Not endorsing the Food Strategy or the five Priority Actions avoids the need to evolve and potentially reallocate City resources (funds, staffing) and strengthen cross-departmental and cross-sector collaboration to implement the Food Strategy.

The following implications are applicable to both Alternative Option 1 and 2, detailed below:

**Financial:** The specific impact is unknown; however, an increased financial impact is anticipated due to reactionary decisions for funding food actions. This will ensure the continuation of an uncoordinated, financially unsustainable, and less strategic allocation of City funds toward food actions and increases the risk of resource duplication. Past practices addressing food insecurity have consistently increased financial costs, with minimal improvement to household food security for the most vulnerable.

**Staffing:** Remaining with the *status quo* (uncoordinated approach) potentially results in increased staffing requirements due to duplication of resources and time to plan, implement, and evaluate unanticipated and uncoordinated food actions, which may not result in effective solutions. If *status quo* continues, staff will not be allocated to food actions as outlined in the Food Strategy that are supported by evidence, best practices, or community need and their expressed priorities.

**Legal:** No legal implications

**Policy:** The specific policy implications are unknown; however, requests from community stakeholders regarding food actions may require the review of existing policies, or the creation of new policies without any strategic coordination or alignment with existing City Plans.

**ALIGNMENT TO THE 2012 – 2015 STRATEGIC PLAN**

**Strategic Priority #1**

A Prosperous & Healthy Community

*WE enhance our image, economy and well-being by demonstrating that Hamilton is a great place to live, work, play and learn.*

**Strategic Objective**

- 1.5 Support the development and implementation of neighbourhood and City wide strategies that will improve the health and well-being of residents.
- 1.6 Enhance Overall Sustainability (financial, economic, social and environmental).

**Strategic Priority #2**

Valued & Sustainable Services

*WE deliver high quality services that meet citizen needs and expectations, in a cost effective and responsible manner.*

**Strategic Objective**

- 2.2 Improve the City's approach to engaging and informing citizens and stakeholders.

**APPENDICES AND SCHEDULES ATTACHED**

Appendix A to Report BOH13001(d) – Hamilton Food Strategy – Healthy Sustainable, and Just Food for All

Appendix B to Report BOH13001(d) – Setting the Table to Move into Action

Appendix C to Report BOH13001(d) – Measuring the Food Strategy's Success

Appendix D to Report BOH13001(d) – Food Strategy Community Engagement Tactics