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ABOUT THIS TOOLKIT

Urban Food Strategies has led over 60 food system planning, design, and engagement projects since 2004. This toolkit is based on the learning from this experience in the emerging field of food and agriculture system planning. The purpose of this toolkit is to provide starting points to help communities develop food and agriculture system plans. This information is not intended to be prescriptive or exhaustive, but rather to stimulate thinking about developing community-driven food and agriculture system plans.

FOOD AND AGRICULTURE SYSTEM PLANNING IN A NUTSHELL

Every planning process contains common stages of development. Food and agriculture system planning also follows this general formula that may be described in 7 key phases:

1.  **Preparing to Plan**
   Setting up a planning process for success requires an early burst of energy to gather the people and information needed to begin a planning process. This could include: determining the scope and scale of the project, mapping stakeholders, establishing advisories and TORs, securing funding, expertise and resources, developing an engagement plan, and establishing project administration systems.

2.  **Background information scanning and analysis**
   After the planning process has been launched, background information collection and data analysis is needed to establish the planning context. This could include: engaging stakeholders in identifying opportunities, assets, and constraints, review of related plans, downloading and assessing data (e.g. Census of Agriculture, Community Profiles, Vital Signs, Cost of Eating), and identifying data gaps. This information and analysis is often summarized into a background document.

3.  **Visioning and goal setting**
   Once, or at the same time as, the background information and analysis, stakeholders and the public can provide key guidance in creating a vision and set of key directions or goals for the plan. This plan framework provides the bones for the plan and should be understood and agreed to.

4.  **Creating and testing strategies and actions**
   After the vision and goals have been established, experts, advisors, stakeholders, and the public contribute to creating strategies and actions that specify how the goals and vision will be reached. This may include: focus groups and public forums, working with local government planners to test new directions for unintended consequences and any conflict with existing local, provincial, or federal policies, and engaging senior levels of government (e.g. MOA, DFO, ALC, AGRI).
5. **Synthesis and plan creation**

At this point, all of the information to create the plan has been generated from engagement and analysis and it is time to create a draft of the plan. Often, a draft plan is used to further engage key stakeholders, the public, elected officials, and senior levels of government in providing input that is used to create a final version of the plan. This may include: public open houses, in-camera meetings, council workshops, and document production (i.e. formatting and layout).

6. **Plan endorsement and/or adoption**

Once the plan is finalized, often it will go to elected officials (e.g. City Council, Regional Board of Directors) for endorsement or adoption. Some local governments will amend a food and agriculture to an Official Community Plan, or another statutory plan.

7. **Plan implementation and monitoring**

Often a missing element, once the plan is completed, adopted, and starts to be implemented, it is critical to monitor progress over time. This allows plan implementers to know what is effective and what is not, which allows for making course corrections, comparing new data to baseline data, assessing plan uptake, and evaluating progress towards goals.
KEY CONCEPTS

Food and agriculture system planning are cross-cutting topics and are relatively new areas of community planning. For this reason, the lexicon and terminology is evolving as practitioners continue to establish a common understanding of what the key concepts are and how to define them. However, having consensus on terminology is not the goal as each community is different and has unique challenges and assets. Defining terms so they make sense for the community you are planning is the most important. Most communities wish to build off of existing definitions that have some acceptance. These key concepts used most often in food and agriculture planning are offered here.

1. **Community Food Security**

Community food security is a relatively new term and is defined as:

*A situation in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximize community self-reliance and social justice.*¹

2. **Food Security**

The Population and Public Health program at BC Centre for Disease Control outlines the goals of food security as: “*increase[ing] physical, social, and economic access to nutritious, safe, personally acceptable food with a focus on increasing availability of healthy food produced in a sustainable manner*.² This food security goal encompasses a broad scope of food security definitions, including the UN Food and Agriculture Organization FAO definition,³ community food security ⁴ and individual and household food insecurity.⁵

3. **Food Insecurity**

Household food insecurity occurs when a household worries about or lacks the financial means to buy healthy, safe, personally acceptable food. Household food insecurity can occur at three levels: marginally food-insecure; moderately food insecure; severely food

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Some researchers define levels of food insecurity as marginal, moderate, or severe in detailed trend analysis and projections on national food security levels.

4. Food System

A food system consists of the inter-related stages that food goes through from the natural soil, water, and air resources that enable us to grow/raise/hunt/fish/forage food to the personal and commercial practices of harvesting, processing, storing, distributing, buying, selling, eating, celebrating, and recovering waste. These stages make up the basic elements of a food system. Education, governance and capacity building are key supports for the food system. Food systems exist at multiple scales including local, regional, provincial, national, and international.

Six elements of a food system may be described as: 1) Primary food production 2) Processing and storage 3) Distribution and transportation 4) Buying and selling, 5) Eating, culture, and celebration, and 6) Waste recovery.

Figure 2 below depicts a simplified view of a food system. There are many food system diagrams and models that describe the elements somewhat differently, but the core ideas are largely consistent.

A sustainable food system furthers the ecological, social, and economic health of a community, region, province, country, and world and can be reproduced over multiple generations. Characteristics of a sustainable food system include, but are not limited to the list below. A sustainable food system:

- Is secure, and therefore reliable and resilient to change (including climate change, rising energy prices, etc.) and accessible to all members of society;

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- Is energy efficient;
- Is an economic generator for farmers, whole communities, and regions;
- Is environmentally beneficial or benign;
- Uses creative water reclamation and conservation strategies for agricultural uses;
- Balances food imports with local capacity;
- Adopts regionally-appropriate agricultural practices and crop choices;
- Contributes to both community and ecological health;
- Builds soil quality and farmland through the recycling of organic waste;
- Supports multiple forms of urban as well as rural food production;
- Ensures that food processing facilities are available to farmers and processors of all scales;
- Is celebrated through community events, markets, restaurants etc;
- Preserves biodiversity in agro-ecosystems as well as in the crop selection;
- Has a strong educational focus to create awareness of food and agricultural issues; and
- Is fairly traded by providing a fair wage to producers and processors locally and abroad.

5. Food Asset

Food assets are places, programs, policies, businesses, and organizations that play a role in the food system. Local governments and communities have access to and influence over many local food assets. Using an Asset Based Community Development approach, is a preferred starting point for many communities as it builds and focuses on what the community already has instead of what it does not. Commonly, these assets will be inventoried at the beginning of a planning process in order to inform the strategic thinking that leads to sound recommendations. Food assets can be understood in nine major categories, summarized in Table 1, below.

<table>
<thead>
<tr>
<th>Table 1: Community Food Assets</th>
<th>Examples</th>
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<tbody>
<tr>
<td><strong>Food Asset</strong></td>
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<tr>
<td>1) Food production, hunting, fishing, foraging</td>
<td>Rivers, lakes, and streams Grasslands Farmland Urban gardening- Community gardens and edible landscaping, backyard gardening Crown land Private land</td>
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<tr>
<td>2) Community and commercial processing facilities</td>
<td>Packing houses Community kitchens Cold storage Commissary kitchens</td>
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<tr>
<td>3) Community food economy and culture</td>
<td>Harvest festivals Food trucks and mobile food markets Plazas and open spaces for food celebration Agritourism</td>
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<tr>
<td>4) (Healthy) food sources</td>
<td>Grocery stores, drug stores</td>
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### Table 1: Community Food Assets

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<th>Food Asset</th>
<th>Examples</th>
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<td><strong>Food Asset</strong></td>
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<tr>
<td><strong>Examples</strong></td>
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<tr>
<td>Farm stands, farmers’ markets, Restaurants, caterers, pubs, and cafes</td>
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<td>Food hubs</td>
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<td>Local food sources</td>
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<td>5) Capacity for social connectedness and emergency food relief</td>
<td>Charitable food organizations</td>
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<td>Meal and hamper programs</td>
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<td>School breakfast and lunch programs</td>
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<td>6) Learning environments</td>
<td>Elementary, secondary, and post-secondary cooking classes</td>
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<td>Business startup incubators</td>
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<td>Community learning opportunities and facilities</td>
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<td>7) Food recovery systems</td>
<td>Cold storage</td>
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<td>Collection and distribution networks</td>
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<td>Processing facilities</td>
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<tr>
<td>8) Research, knowledge creation, and policy</td>
<td>Official Community Plans, Zoning Bylaws</td>
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<td>Agriculture Plans</td>
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<td>Population health studies</td>
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<td>Statistics Canada, Agriculture Census</td>
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<td>Peer review journal articles</td>
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<td>Reports from other jurisdictions</td>
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<tr>
<td>9) Macro supports for food security</td>
<td>Affordable housing</td>
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<td>Employment and business opportunities</td>
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<td>Social connectedness</td>
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<td>Walkable communities</td>
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<td>Leadership and management</td>
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ROLES IN FOOD SYSTEM PLANNING

There are many distinct and overlapping roles in planning for food and agriculture systems. This complex web is somewhat simplified by focusing food and agriculture plans at one level of jurisdiction. Often times, food and agriculture system planning occurs at the local government level, including regional and municipal governments. However, there are many other roles that can become an important part in plan creation and implementation. These roles are briefly described below.

1. **Federal and Provincial Levels of Government**

The federal government has jurisdiction over trade agreements, health inspection and food regulation, among other things. The activities of Agrifood Canada: *range from the farmer to the consumer, from the farm to global markets, through all phases of producing, processing and marketing of farm, food and bio-based products.*

The Provincial Government in BC also has jurisdiction on regulating farming and has passed legislation that regulates land use in the Agricultural Land Reserve and are involved with economic development initiatives.

2. **Health Authorities**

There are six Health Authorities in BC. Increasingly Medical Health Officers are engaging in community planning exercises like creating Official Community Plans, that can support food and agriculture system planning. Community nutritionists are also working with communities on increasing community food security through creating plans and supporting programs.

3. **Community Sector, Schools, and Post-Secondary Institutions**

Volunteers and staff in the community and non-profit sector are critical partners in developing and implementing food system plans. Schools and post-secondary institutions can also be part of providing food system education in the classroom and program development.

4. **Industry Associations and Business Sector**

There are many industry associations and business sector interest groups that are also a key part of creating and implementing food system plans. The BC Cattleman’s Association, the Small-Scale Processors Association, Business Improvement Associations, Chamber of Commerce and Economic Development agencies are all examples of resources and stakeholders in food and agriculture system planning.

5. **Local Government**

Often local governments will be the primary facilitator for and lead on food and agriculture system planning processes. While local governments have many ways to increase community food security and interact with many dimensions of the food system, they are limited in their ability to directly address some of the core drivers of household food insecurity such as poverty and low-income status of residents. However, there are areas where local governments do have influence in some of these areas of food insecurity. For example,
affordable housing and local economic development, often priorities for local government as implemented through regulation, incentives, and land use planning, can positively impact household income and, indirectly, food security.

Other specific ways that local government can intervene and engage with food security and work to increase food assets and access to them include, but are not limited to are summarized in Table 2.

Table 2: Food Assets and Local Government Leverage Points

<table>
<thead>
<tr>
<th>Food Asset</th>
<th>Local Government Leverage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food production, hunting, fishing, foraging</td>
<td>• Agriculture in the ALR  &lt;br&gt; o Agriculture planning and policy (OCPs, ZBLs)  &lt;br&gt; o Managing/ regulating increasingly complex issues on farmland  &lt;br&gt; • Urban Agriculture and Farming  &lt;br&gt; o Ensure urban agriculture is allowed and supported in public and private lands (OCPs, ZBLs)  &lt;br&gt; o Managing potential conflicts (e.g. wildlife)  &lt;br&gt; o Encouraging / requiring food assets including urban agriculture in development projects (tax breaks, requirements, design guidelines).  &lt;br&gt; o Providing education and resources  &lt;br&gt; o Collaborating with community partners  &lt;br&gt; • Indigenous Food Systems (water, land, air)  &lt;br&gt; o Establishing teaching, learning, and stewardship centres/programs</td>
</tr>
<tr>
<td>(Healthy) food sources</td>
<td>• Responding positively to land management needs.  &lt;br&gt; • Planning and policy to support walkable (800m) access to healthy food assets (e.g. grocery store, farm stand, community garden, farmers market)  &lt;br&gt; • Supporting food hub testing and development  &lt;br&gt; • Support Farmer’s markets  &lt;br&gt; • Zoning for food districts, light industrial for agriculture sector (Locate outside of the ALR)  &lt;br&gt; • Zoning for food retail especially healthy options  &lt;br&gt; • Adopting food truck policies and creating permits  &lt;br&gt; • Purchasing relationships and contracts with local producers and caterers  &lt;br&gt; • Transportation planning</td>
</tr>
<tr>
<td>Learning environments</td>
<td>• Provide information on new food-security related initiatives.  &lt;br&gt; • Be open to requests/applications for new facilities to support educational programs</td>
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<tr>
<td>Community food culture</td>
<td>• Responding positively to First Nation land management needs.  &lt;br&gt; • Providing space and programming for food celebrations</td>
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</tbody>
</table>
### Table 2: Food Assets and Local Government Leverage Points

<table>
<thead>
<tr>
<th>Food Asset</th>
<th>Local Government Leverage</th>
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|                                   | • Collaborating with community partners to deepen food culture  
|                                   | • Providing signage, communications, and marketing of food assets, where appropriate  
|                                   | • Designing public spaces to support a lively streetscape (e.g. patios, spill-out onto the sidewalk, street trees, plazas)                                                                                                         |
| Capacity for social connectedness | • Working with food banks to find appropriate facilities  
| and emergency food relief         | • Preparing for emergencies (education, planning, preparation)                                                                                                                                                           |
| Food Recovery Systems             | • Working with food gleaning programs to find facilities  
|                                   | • Working with businesses to find processing facilities  
|                                   | • Business license rules  
|                                   | • Partnership programs  
|                                   | • Developing internal programs to reduce food waste within local government operations  
|                                   | • Regional organic diversion policies and programs                                                                                                                                                                     |
| Research, knowledge creation, and | • Conducting baseline food assessments (e.g. food security, local food economy assessments, food hub feasibility)  
| policy                            | • Conducting best practice research from other jurisdictions  
|                                   | • Engaging with stakeholders and the general public  
|                                   | • Developing food and agriculture strategies and plans                                                                                                                                                                 |
| Macro supports (food insecurity)  | • Local governance and management systems (e.g. Food Policy Councils)  
|                                   | • Protecting and restoring the environment (e.g. Link to indigenous food systems, OCP policies and requirements)  
|                                   | • Implementing affordable housing strategies  
|                                   | • Attracting livable wage job opportunities                                                                                                                                                                           |
FOOD CHARTERS

What is a food charter?

A Food Charter is a broad community statement and/or a set of goals that describe how the members of a specified geopolitical community want their food system to be maintained. By including the voices of various stakeholders, Food Charters encourage a broad base of support, cross-sectorial collaboration, and community connection. Used as an education piece, Food Charters raise community awareness about food system concerns and weaknesses, and offer a platform for public discussion and advocacy. Most importantly, Food Charters are not binding policy statements, but instead act as inspiration for how to develop local food policy and or initiatives for the community.9

Example Food Charters from BC

There are many food charters in BC and Canada. Six examples and links to each is provide below.

**Vancouver Food Charter (2007)**

**Capital Region Food Charter (2008)**

**Kaslo Food Charter (2015)**
http://nklcss.org/documents/food/foodcharter.pdf

**Grand Forks Food Charter (2013)**
http://www.boundaryagsociety.org/grand-forks-food-charter/

**North Shore Vancouver (2013)**
http://www.tablematters.ca/tm-projects/north-shore-food-charter/

**Kamloops Food Charter (1998)**

**Hazelton Food Charter- Please see attachment**

Themes in Food Charters

The Table 3 on the next page compares the content from 10 food charters in Canada

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### Table 3: Comparison of Food Charters in Canada

<table>
<thead>
<tr>
<th>FOOD CHARTER THEMES</th>
<th>Rural Urban Linkages</th>
<th>Farmers &amp; rural communities</th>
<th>Urban agriculture</th>
<th>Farmland protection</th>
<th>Sustainability</th>
<th>Food as a basic right</th>
<th>Health</th>
<th>Self Sufficiency</th>
<th>Access</th>
<th>Food Education</th>
<th>Food infrastructure</th>
<th>Culture and connection</th>
<th>Animal ethics</th>
<th>Food infrastructure</th>
<th>Local food &amp; agriculture</th>
<th>Emergency preparedness</th>
<th>Economy</th>
<th>Waste management</th>
<th>Collaboration</th>
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COMMON GOALS/STRATEGY AREAS IN FOOD SYSTEM PLANS

Every plan is different because every community is unique in the challenges and opportunities it is facing, the natural environment it exists in, and the socioeconomic context it has. Despite these important differences between communities, there are recurring themes/goals/strategy areas in food system plans including:

1. **Building culture and community**: Celebration, inclusion, learning, place-making.
2. **Resilient environment and sustainable practices**: Edge planning, climate adaptation, mitigation, emergency preparedness, water conservation, green waste recycling, perennials, and biodiversity.
3. **Protecting natural assets**: Protecting the Agricultural Land Reserve, sensitive ecosystems, environmental development permit areas.
4. **Growing more food and fibre in urban and rural areas**: Ranching, farming, horticulture, green house, soil-less production, aquaponics, urban agriculture, urban farming, community gardening, edible landscapes, food forests.
5. **Education and awareness building**: Food skills, food literacy, public awareness, education with elected offices.
6. **Access to food**: Geographic or income access to healthy food sources, food recovery.
7. **Local food economies**: Innovation, farmer’s markets, local food retail, value added processing, shared kitchen spaces, branding and marketing.
8. **Capacity building**: Funding, staff resources, communication systems, food and agriculture councils.
9. **Advocacy**: Issues that are out of the jurisdiction of the community.
PRIORITIZATION FRAMEWORK

Originally developed for Food Secure Oliver (2018), this prioritization framework provides a new level of detail for developing action plans based on the vision, goals, strategies, objectives and recommended actions of a food and agriculture plan.

Table 4: Prioritization Framework

<table>
<thead>
<tr>
<th>Readiness Estimate</th>
<th>NR (Not ready)</th>
<th>GR (Getting Ready)</th>
<th>R (Almost ready/ Ready to go)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resources ($ or other required assets) and partnerships needed to implement are currently in place or are easily achievable.</td>
<td>$</td>
<td>$</td>
<td>$</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Cost Assessment</th>
<th>$</th>
<th>$$</th>
<th>$$$</th>
</tr>
</thead>
<tbody>
<tr>
<td>A preliminary estimate of the cost associated with the strategy or action</td>
<td>(Under $10k)</td>
<td>(11k-$50k)</td>
<td>($51k +)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Priority Score</th>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>The degree of priority based on three criteria. The total possible score is 9, indicating the highest level of priority.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| a) Impact / benefit. The strategy/action has the greatest impact and/or benefit | 1              | 2                   | 3                             |
| b) Urgency. The strategy/action is targeted at the areas of most need          | 1              | 2                   | 3                             |
| c) Measurability. The strategy/action is specific, measurable, agreed upon, realistic and time-based | 1              | 2                   | 3                             |

Creating an Implementation or Action Plan

Based on an evaluation and scoring of readiness, cost, and priority, specific ideas and actions may be sorted into categories that help to clarify how the plan will be implemented. In Food Secure Oliver, three action categories emerged from this exercise:

1) **Quick Starts.** Actions that are the easiest to implement and where the community is ready, cost is low, and the action is seen as a medium to high priority (e.g. promoting backyard hen bylaw that is in place but no one knows about).

2) **Enabling Actions.** Actions that help to increase overall capacity to implement the plan (e.g. establishing resources and sustainable funding models).

3) **Big moves.** Actions that are comprehensive in scope and require a longer timeline to implement and where the community may not be ready, action is medium to high in cost, and the priority is high. (e.g. launching an annual multicultural food celebration event).
EMERGING AREAS IN FOOD AND AGRICULTURE SYSTEM PLANNING

The field of food and agriculture planning is constantly evolving as it further establishes as a realm of planning akin to traditional areas such as housing, transportation, and infrastructure. The list below provides a brief description of some of the emerging areas in food and agriculture planning.

⇒ Linking food systems with indigenous food systems, reconciliation, and de-colonization
⇒ Preparing for emergencies
⇒ Mitigating and adapting to the impacts of global events and climate change on food and agriculture systems.
⇒ Creating a Healthy Built Environment by considering food systems as part of revitalization and development.
⇒ Rethinking the traditional food bank model to focus on empowerment and community building.
⇒ Land use planning and management for growth in emerging industries such as Cannabis.
⇒ Developing community and regional food and agriculture economies.
⇒ Many others.

Food is our common ground, a universal experience.
— James Beard, American Chef

Food, in the end, in our own tradition, is something holy. It’s not about nutrients and calories. It’s about sharing. It’s about honesty. It’s about identity.
— Louise Fresco, Dutch scientist, director and writer

Eating is an agricultural act,’ as Wendell Berry famously said. It is also an ecological act, and a political act, too.
— Michael Pollan, US Journalist and Author

... the way we eat represents our most profound engagement with the natural world. Daily, our eating turns nature into culture, transforming the body of the world into our bodies and minds.
— Michael Pollan, US Journalist and Author
Hazelton Food Charter

Food Citizenship and Policies of the People

What is a Food Charter?

A “charter” is a document granting certain rights on a community, neighbourhood or group. The word “charter” originally meant a paper or written document.

A “food” charter is a document that states people’s rights within a food system. A food system involves our access to food. A food charter is usually written by the people in a community, neighbourhood or group.

What does the Hazelton Food Charter include?

The Hazelton Food Charter includes five principles and three goal statements that people in Hazelton believe should guide our food system. The Hazelton food charter states that everyone has a right to local and healthy food. The Charter was created after a four month action research project that asked people to describe their relationship to, and understanding of, food. Five principles and three goal statements emerged from consultation with over 200 community members including children, youth, adults and elders and form the basis of this Charter. As a result of this research, the Village of Hazelton has adopted and is fully supportive and committed to the principles and goals of the Hazelton Food Charter. This Charter will provide a sound foundation for all Hazelton organizations and individuals to work together towards a better understanding of the choices we make when growing, gathering or consuming food.

What are the principles?

- Food is central to our identity as citizens.
- Food is central to our social relationships.
- Food is central to how we work on the land.
- Food is central to a healthy economy.
- Food is central to our health.

What are the goal statements?

- We want to continue to build our food knowledge and food action.
- We want people to know how our food choices impact personal and community health.
- We want to sustain the land and rivers that provide us access to healthy food.

Who has endorsed this Charter?

Storyteller’s Foundation, the Village of Hazelton and the Upper Skeena Development Centre are supporting local organizations as they implement their individual food action projects. These organizations are adopting the principles and goals of this Charter. The Charter’s principles and goals guide how they approach their food action work. There are also many individuals working collaboratively on local food action projects.

Interested in learning more about the Charter or getting involved in Local Food Action projects?

Call Storytellers’ at 842-6500 and we’ll connect you with others working on Food Action.