

Accommodating the Interests of Winnipeg's Agricultural Community

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City of Winnipeg
Planning, Property and Development Department

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Background

Why is this report being prepared?

On May 13th, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee (May 5th, 2014), that in recognition of 2014 being “The International Year of Family Farming”, the Winnipeg Public Service be directed to research and analyze potential planning approaches and provide recommendations on how best to ensure that the interests of the agricultural community residing on lands zoned agricultural within the city boundaries are considered as the city continues to grow.

Why is international year of family farm relevant?

The United Nations (UN) declared 2014 ‘The International Year of Family Farming’, to highlight “the strategic role of family farmers in agricultural and rural development and strengthen their capacities” (Food and Agriculture Organization of the United Nations 2014). The UN defines ‘Family Farms’ as farms that rely primarily on family members for labour and management. According to the UN Food and Agriculture Organization, there are an estimated 500 million family farms across the developed and developing world.

What is happening in the industry across Canada / with local farmers?

Agricultural producers in Manitoba are facing increased farm consolidation with a trend towards fewer and larger farms across the province. A Statistics Canada report on ‘Demographic Changes in Canadian Agriculture’ found that in the 20 year period between 1991 and 2011, the number of Canadian farm operators decreased by 24.8% (Statistics Canada 2014). The 2011 Census of Agriculture shows that this trend towards farm consolidation is accelerating. In the five year period between 2006 and 2011 Canada had a decrease of 10.3% of farm operators, with an average increase in farm size of 6.9% (Statistics Canada 2012). During the same five year period, Manitoba has significantly outpaced the Canadian average with a decrease of 16.7% of farm operators, and an increase in average farm size of 13.4%.

It appears the trend will continue. The report on ‘Demographic Changes in Canadian Agriculture’ found that during the same period, the average age of Canadian farmers increased from 47.5 to 54 years old, which could “indicate significant turnover of farm assets in the future” (Statistics Canada 2014 p. 1). In Manitoba, more than half (51.9%) of the farmers are 55 years and older, which may indicate that fewer new generations are taking over family farming operations.

Prime agricultural land in Canada is a non-renewable resource threatened by urban development. Only 14% of the land area of Manitoba has high potential for agricultural production, which is the same land that “is often the most desirable for non-farm use” (Planning for Agriculture 2012, p. 2).

Winnipeg Context

What is Winnipeg's current agricultural capacity?

Land that has not been converted to urban uses within the City of Winnipeg generally has high agricultural potential. The Province of Manitoba (the "Province") classifies 'Agricultural Capability' on a scale of 1 to 7, where Class 1 has "no important limitations for crop use" and Class 7 has "no capability for arable culture or permanent pasture" (Manitoba 2014, See Appendix A – Agricultural Capacity Classifications). The soil within the City of Winnipeg falls between Class 1 and Class 3 (See Appendix B – Winnipeg Soil Classification Map). The majority of Class 1 soil is located in the Fort Garry, Tuxedo, Charleswood, and St. Vital areas of the city.

The City of Winnipeg Ecologically Significant Natural Lands (ESNL) Strategy 2007 report states the following about Winnipeg's soil:

The Red River Valley has a finely textured rich black soil, also known as Chernozemic soil, which is mainly composed of Red River clay sediment deposit. Although the landscape has fairly good surface drainage it has slow internal drainage that creates random small depressional wetlands such as sloughs, ponds and marshes. The soil is high in organic matter from the plant litter created each year from the prairie grasses covering the land. This combined with the soil's good moisture holding capacity gives it high productivity for agriculture (ESNL p. 7).

Approximately 29% of land within the City of Winnipeg is currently zoned Agricultural (A); however, much of this land is located within areas designated in the *OurWinnipeg* Development Plan as 'Recent Communities', 'New Communities', or 'Airport Area', meaning most of it may eventually be converted into urban uses (See Figure 1: Breakdown of Land Zoned 'A' by Urban Structure). Of the land that is currently zoned 'A', 41.1% (12% of total City land) is located in areas designated as 'Rural & Agricultural' and 38.4% (11.2% of total City land) is located within areas designated as 'New Community'. Of the land zoned 'A' in 'Rural and Agricultural' designation, a large proportion is used for non-agricultural uses such as landfill sites, golf courses, sewage treatment facilities, or major open spaces. While land zoned 'A' within the 'New Communities' designation may continue to be zoned 'A' for the time being, *OurWinnipeg* states the following:

Lands designated as New Communities will conform with the policies that apply to the Rural and Agricultural designated lands until an appropriate planning process is complete and approved by City Council and/or a designated committee of Council (OurWinnipeg p 38).

Figure 1: Breakdown of Land Zoned 'A' by Urban Structure

Urban Structure Designation	% of City	% of Land Zoned A
Rural & Agricultural	12.0%	41.1%
New Communities	11.2%	38.4%
Airport Area	2.9%	10.1%
Recent Communities	2.9%	9.9%
Other	0.1%	0.4%
Total Land Zoned 'A'	29.1%	100.0%

How has agricultural production changed in recent years?

Winnipeg farmers engage primarily in crop production, beekeeping, floriculture (flower) production, and limited livestock farming. In recent years there has been a large reduction in the number of farms and land used for agriculture. In 2006, there were 155 farms in Winnipeg. In 2011, this decreased by 47% down to 82 farms (Census of Agriculture 2006, 2011). Farming operations of almost every type have decreased, most significantly in livestock production and 'oilseed and grain' farming. Between 2006 and 2011, livestock farms (including poultry) decreased by 66%, from 18 down to 6 farms, and the total pasture land acreage decreased by 61%. The most significant decrease was in cattle (from 15 to 3 farms).

The number of crop producing farms within city limits decreased by 51%, from 111 farms down to 55, with a total acreage reduction of 48%. The most significant decreases were in wheat production (73% reduction from 11 to 3 farms), 'other grain farming' (58% reduction from 19 to 8 farms), and 'nursery & tree production' (71% reduction from 14 to 4 farms).

Many of Winnipeg's farmers are spending a significant amount of time working off the farm. In the 2011 Census of Agriculture, 50% of Winnipeg farmers reported supplementing income with off-farm work, and 32% reported working 30 or more hours per week off the farm.

Much of Winnipeg's recent decline in the number of farms and farm land is likely a result of land conversion to urban uses, such as that in Waverley West. This trend is likely to continue as development in urban areas designated as 'New Communities' continues. As agricultural production on land zoned 'A' continues to decline, the potential for food production on other land in the city is likely to increase in importance.

Other Food Production in Winnipeg

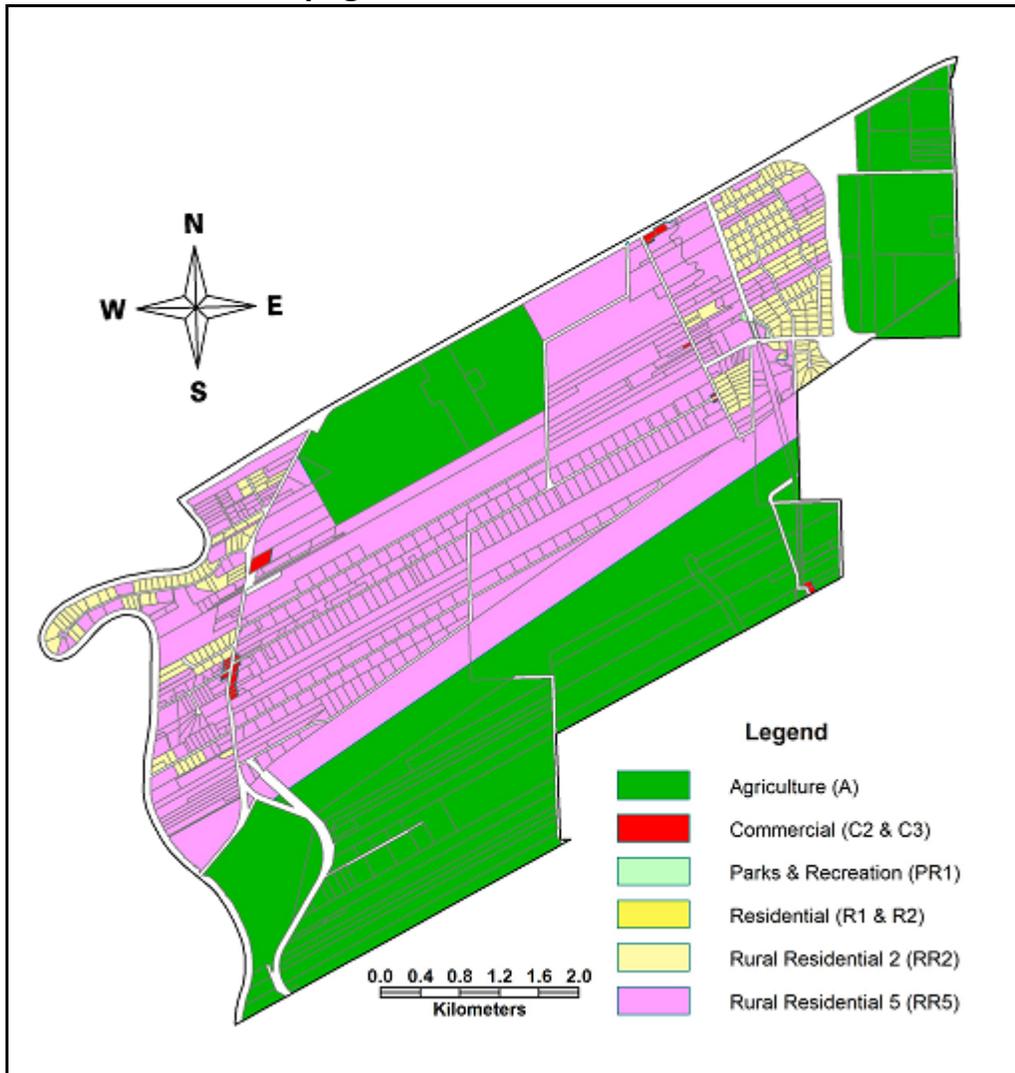
Some forms of food production are allowed on land other than that zoned 'A'. Land zoned Rural Residential 5 (RR5) may be used for limited agricultural uses such as crop production and related uses permitted under 'Agricultural Cultivation'. 'RR5' does not permit uses related to animal production, such as 'Agricultural Grazing and Feeding' or 'Feedlot'. While 8.2% of City of Winnipeg land is zoned 'RR5', 50% of this land (4.1% of Winnipeg land) is located in areas designated as 'Rural & Agricultural' (See Figure 2: Breakdown of Land Zoned 'RR5' by Urban Structure).

Figure 2: Breakdown of Land Zoned 'RR5' by Urban Structure

Urban Structure Designation	% of City	% of Land Zoned RR5
Rural & Agricultural	4.1%	49.7%
New Communities	1.2%	14.8%
Airport Area	0.0%	0.0%
Recent Communities	2.8%	34.2%
Other	0.1%	1.2%
Total Land Zoned 'RR5'	8.2%	100.0%

The majority of 'RR5' land within areas designated as 'Rural & Agricultural' is east of the Red River to the south of the Perimeter Highway (See Map 1: Zoning within 'Rural & Agricultural' Designation in South East Winnipeg). While this land has high agricultural potential, a large portion of this land is fragmented into small lots and developed for non-agricultural uses.

Map 1: Zoning within 'Rural & Agricultural' Designation in South East Winnipeg



Urban Agriculture

OurWinnipeg recognizes that local food production and connections to our food are increasingly seen as part of a vital and healthy neighbourhood (*OurWinnipeg* Section 03-2). The Plan directs the City to respond to food needs by working through community partnerships, and includes the following enabling strategies:

- *Pursue opportunities to support local food production*
- *Develop planning tools to manage the sustainability of existing community gardens and to enable the creation of new permanent or temporary gardens, and*
- *Maintain an inventory of city properties suitable for food production* (*OurWinnipeg* p 82).

While the majority of food produced in Winnipeg is grown on land zoned 'A', some food is produced for personal consumption on a variety of lands designated as 'Mature Communities' and 'Recent Communities'. In part, this includes vegetable production in backyard gardens, community gardens, and allotment gardens. The City has been active in supporting community gardening by creating a Community Garden Policy "intended to foster a positive climate for community gardening" and a set of implementation strategies (2008 Community / Allotment Garden Report). The demand for allotment gardens has been growing significantly over the last few years. In 2012, the City of Winnipeg had 161 plots with 87% occupancy. By 2014 the number had grown to 208 plots with 98% occupancy. During this same time, Winnipeg has also had a growing number of community groups working towards more community orchards within the City.

The growing interest in community and allotment gardens is representative of a broader local food movement in Manitoba and other provinces. The Province of Manitoba reports that more Manitobans are buying local food and the Province offers an array of resources available for supporting local agriculture. The City of Winnipeg has also experienced an increase in the number of farmers' markets, organized through Business Improvement Zone (BIZ) associations and other organizations. A national survey conducted by Farmers' Markets Canada (2009) found that farmers' markets have a number of economic benefits for participating vendors, which includes playing a key role in marketing. Fifty five per cent of surveyed farmers reported that participation has led to the creation of between 1 and 5 jobs (FMC 2009).

This growing demand for locally produced goods may have the potential to create additional economic opportunities for new and prospective producers. A 2006 report on agriculture in Manitoba found that "for every dollar of net income produced by primary agriculture in Manitoba, between \$1.70 and 1.90 is generated in the overall Manitoba economy" (Honey & Oleson 2006).

Threats to Agriculture in Winnipeg

Encroaching Development

Prime agricultural land is a non-renewable resource threatened by urban development. A declining proportion of land located within the City of Winnipeg boundaries has the potential for agricultural production. Continued conversion to urban uses threatens Winnipeg's capacity for agricultural production.

Agricultural operations within the City of Winnipeg may be threatened by encroaching urban uses in a number of ways:

- Increase in assessed value of agricultural land in proximity to encroaching urban development;
- Conversion of productive agricultural land to urban uses;
- Land use conflicts between the normal operation of agricultural activities and encroaching urban uses; and
- Limitations on the ability for an agricultural operation to expand or intensify.

Increase in Assessed Value

The assessed value of agricultural land can increase when the opportunity of converting to urban or other non-farm uses is improved through access to service connections brought within reach by encroaching urban development. The increased assessed value of the land translates to an increase in the amount of tax paid per acre of land, which increases the operating costs and threatens the viability of the agricultural operation.

Conversion to Urban Uses

Agricultural land holdings adjacent to urban areas are often the next logical candidates for urban expansion and provide lucrative opportunities for development. In such cases, agricultural operators can experience significant pressure to release their productive agricultural land for development purposes.

The Winnipeg Zoning By-law states that the purpose of the Agricultural Zone is to "provide rural and open land for agricultural purposes until such time as it is required for future urban development". This implies that lands designated 'Rural and Agricultural' in *OurWinnipeg* and *Complete Communities* function as 'hold' areas to accommodate future urban expansion within the City boundaries.

Land Use Conflicts

Agricultural operations are often active 24 hours a day, seven days a week. Activities associated with the normal operation of an agricultural operation are known to produce a significant amount of noise, odour and dust, which often creates conflict with urban land uses. Agricultural related nuisance complaints from Winnipeg residents are not uncommon, especially in the Fall when farmers sound automated cannons to protect their crops from migrating geese, or burn the stubble from their fields.

Ability to Expand or Intensify

The viability of some agricultural operations is often limited by an inability to expand or intensify due to a lack of affordable and/or appropriately sized parcels of land.

Restrictions related to permitted uses or size of an agricultural operation imposed by land use regulations and/or by-laws can also be a factor. Without the ability to expand and remain viable or competitive, an operator will be forced to either relocate or discontinue altogether.

Mitigating Threats

To address threats to agriculture, the Province recommends adopting policies for agricultural designations which:

- recognize agriculture as a priority use;
- allow producers the opportunity to diversify and expand in areas of direct marketing, agri-tourism and other specialized agri-businesses;
- allow producers to establish home-based businesses to supplement their income;
- discourage land fragmentation by reducing the number of titles created during the subdivision process; and
- discourage the development of incompatible uses in agricultural areas.
(Source: *Province of Manitoba: 'Planning Resource Guide – Planning for Agriculture'*)

Existing agricultural operations within the City of Winnipeg in the 'Rural and Agricultural' designations are protected by Provincial Legislation. The Manitoba Farm Industry Board reviews nuisance related complaints with respect to agricultural operations and has the authority to administer the following Provincial Acts related to farm issues:

- *The Farm Practices Protection Act*: protects agricultural operators from nuisance related lawsuits.
- *The Family Farm Protection Act*: protects agricultural operators against unwarranted loss of operations during difficult economic circumstances and preserves locally owned and managed family farms in Manitoba.
- *The Farm Machinery & Equipment Act*: provides farmers with Warranty and Repossession protection on new farm machinery and equipment used in the production of food.
- *The Farm Lands Ownership Act*: maintains opportunities for Canadians to acquire farm land in Manitoba for agricultural purposes and supports the development of rural communities in Manitoba by limiting foreign interest in farm land to 40 acres.

The Province recommends that municipalities maintain policies that discourage land fragmentation to ensure appropriately sized land parcels exist to support continued agricultural production. The *Provincial Planning Regulation 81/2011* states:

Land designated for agricultural use must be protected for agricultural operations, and from encroachment by new non-agricultural development which might unduly interfere with the continued operation or future expansion of agricultural operations.

Complete Communities (Section 8 – ‘Rural and Agricultural Areas’) recognizes that “Agricultural Lands within Winnipeg’s city limits continue to contribute to the city, providing the opportunity for food production on a larger scale.” In support of local food production, *Complete Communities* provides direction to protect productive farm land in the ‘Rural and Agricultural’ designation through policies which aim to prevent land fragmentation, prevent land use conflicts, and accommodate limited livestock production. Preventing land from being subdivided into parcels smaller than 40 acres helps ensure agricultural land remains in large holdings suitable for agricultural activities. Opportunities for land use conflicts are reduced by limiting development in the ‘Rural and Agricultural’ designation to agricultural and compatible uses and placing maximum size limits on livestock operations.

The areas identified as ‘New Communities’ (Precincts) in *OurWinnipeg* and *Complete Communities* contain parcels of land most commonly zoned ‘A’ and ‘RR5’ (See Appendix C – Zones and Designations Permitting Agricultural Uses). Agricultural activities on these lands are permitted to continue until a ‘Precinct Plan’ has been developed to regulate the manner in which the land will be developed for urban uses. Agricultural operations existing in the ‘New Communities’ designation will not be protected from encroachment of urban uses once a Precinct Plan has been created. However, even after a Precinct Plan has been created, the agricultural use may continue until an application to rezone the property for non-agricultural use has been approved.

The Winnipeg Zoning By-law permits ‘Home-Based Businesses’ on land zoned ‘A’. This allows agricultural operators the ability to supplement their agricultural income, thus increasing the viability of their agricultural operation. In 2014, Council passed By-law No. 95/2014 to amend Winnipeg Zoning By-law to further protect agricultural operations on land zoned ‘A’, ensuring that (where applicable) agricultural land remains available for future development. Changes included restrictions to several uses that are incompatible with agriculture.

Small Scale Food Production

Large scale food companies from around the world enjoy significant cost, economies of scale, and supply and efficiency advantages over local producers. The food system's dependency on imported food has made Manitoba less self-sufficient and places food security at risk.

Consolidation of Manitoba's farming industry has led to an increase in food exports, and a decrease in consumption of local foods (Farm to Cafeteria Working Group 2011). A 2014 survey conducted by the Small Scale Food Manitoba Working Group revealed a common concern among local food producers and processors that "present regulations were developed for large scale companies and would be very difficult to implement in their operations" (Small Scale Food Manitoba working group 2015). Requests for proposals from large government distributors in Manitoba often include requirements that local food producers find restrictive (Food Matters Manitoba 2012).

Specialized Agriculture

'Specialized Agriculture' operations are operations that require smaller parcels of land to support their business. These operations "typically produce high value, lower volume intensively managed agricultural products and do not require the large parcel sizes associated with annual crop production and livestock operations" (Planning for Agriculture 2012). This can include honey production, greenhouses, or production involving fruits or vegetables. Section 8 of *Complete Communities* recognizes the benefits of having specialized agricultural operations within City limits, and encourages "the establishment of specialized agricultural operations... in areas where urban development (is) unlikely in the near future, particularly where the operation will benefit from the close proximity of a large market" (Section 8; Direction 3). *Complete Communities* restricts the fragmentation of land in 'Rural and Agricultural' designations into small parcels suitable for specialized agriculture by requiring a minimum parcel size of 40 acres. Parcels of less than 40 acres in size can only be created in the 'Rural and Agricultural' designation in areas where an adopted plan supports the creation of smaller lots for 'Specialized Agricultural' uses. Unfortunately, the Zoning By-law does not currently contain a definition or provisions for 'Specialized Agriculture' and no plans have been adopted to allow for smaller lots to be created in support of 'Specialized Agriculture' uses.

The Province of Manitoba supports 'Specialized Agricultural' operations by allowing land fragmentation into parcels of less than 40 acres in size under certain circumstances. Throughout Manitoba, the subdivision of land designated for agricultural uses into parcels smaller than 40 acre in size is permitted to occur in areas where large scale farming operations are not feasible due to some form of constraint. Municipal Development Plans are carefully worded to restrict the creation of smaller parcels to instances which support 'Specialized Agriculture' uses. In the past, farm owners have created small parcels under the guise of 'Specialized Agriculture' with the intention of selling them for rural residential use. To prevent this, the Province has been asking for business plans to be included with subdivision applications which involve parcels intended for 'Specialized Agriculture'. The experience has been that legitimate applicants

normally have a business plan, while those intending to sell the land for other purposes do not. As a value added service, the Province provides business development specialists who work with the applicants to improve their business plan and even help identify markets for their products (Planning for Agriculture 2012).

The Winnipeg Public Service has an opportunity to provide a definition for ‘Specialized Agriculture’ in the Zoning By-law. The Urban Planning Division is of the view that identifying ‘Specialized Agriculture’ as a use unto itself (a use which could be permitted strategically in specific areas of the City and under certain circumstances) would enable the establishment of ‘Specialized Agricultural’ operations. This would allow the City to increase the opportunity for local agricultural producers to take advantage of the business plan support offered by the Province.

In 2015, the Province of Manitoba announced various supports for local producers, including the creation of small scale production and processing specialists, increasing awareness of food production in Manitoba, consideration of unnecessary barriers in food safety regulations, and implementing the recommendations of the Small Scale Food Manitoba Working Group (Small Scale Food Manitoba Working Group 2015). The City of Winnipeg has an opportunity to take advantage of these supports and work with the Province to the benefit of local farmers.

Urban Agriculture

Food production need not be limited to rural and agricultural areas of the City. To increase urban food security and sustainability, and promote local industry, urban centres across North America have introduced policies permitting and encouraging food-related uses such as allotment / community / roof-top gardens, mason bees (non-aggressive pollinators), and home-based businesses throughout their jurisdiction.

OurWinnipeg (Section 03-2) encourages the creation of new permanent and temporary community gardens and the maintenance of an inventory of city properties suitable for food production. Although the Zoning By-law permits ‘Community Gardens’ in most zones, by definition they are restricted to being public and therefore not permitted as a principal use when established for private or commercial purposes. To address this, the City could explore the potential of including ‘Market Gardens’ (private food production gardens) as a primary use. It also may be beneficial to permit additional non-invasive food-related uses under a wider range of zoning districts. (See Appendix D – Zoning By-law: Agricultural Related Uses for a summary of agricultural related uses permitted in the Zoning By-law).

To mitigate threats and increase sustainability and food security, many cities such as Toronto, Edmonton and Vancouver have undertaken the process of developing an Agricultural Plan and accompanying Agricultural Strategy. These documents allowed the cities to determine the current state of agriculture in the jurisdiction, develop goals that respond to and anticipate community needs, and provide decision makers with steps for moving forward (Toronto 2010, 2012, Edmonton 2012, Vancouver 2013). Local Winnipeg stakeholders have been requesting that the City establish a food policy council which, if created, could assist in the development of such a plan and/or strategy. A food policy

council is an advisory group, comprised of various volunteer stakeholders of the local food system, which provides recommendations on how the local food system can be improved (NCCHPP 2011, Edmonton 2013, Vancouver 2015). They may engage in research, education, and policy advice to civic officials, and may vary in their organizational structure and relationship with government (Harper et al 2009). They generally have up to one full-time staff member. Many Canadian cities currently have a food policy council (Appendix E – Food Policy Councils in Large Canadian Cities), and the 2012 City of Edmonton Food & Urban Agriculture Strategy reported that 200 towns and cities across North America have formed food councils (Edmonton 2012).

Supporting the Agricultural Community

Refining ‘Rural and Agricultural’ Designations

Parcels of land located within ‘New Communities’ (Precincts) in *OurWinnipeg* and *Complete Communities* are typically zoned ‘A’ or ‘RR5’. Agricultural activities on these lands are permitted to continue until a ‘Precinct Plan’ has been developed to regulate the manner in which the land will be developed for urban uses. However, agricultural operations existing in the ‘New Community’ designation will not be fully protected from encroachment of urban uses once a Precinct Plan has been created. The level of protection afforded agricultural uses in these areas appears appropriate given the intended purpose of the ‘New Communities’ designation to accommodate urban expansion. If agricultural uses in Winnipeg are to be protected, it is logical that this would occur in the ‘Rural and Agricultural’ designation.

Protection of agricultural uses is best accommodated in the ‘Rural and Agricultural’ designation as not all ‘Rural and Agricultural’ land will ever be suitable for urban use due to some form of significant development constraint (ie. flood prone land, proximity to sewage treatment plant or landfill site). It may be advantageous and appropriate to identify agricultural areas within the ‘Rural and Agricultural’ designation which are subject to such development constraints and designate them specifically for agricultural uses while these constraints persist. Customized policies and/or plans could then be adopted for these areas which support the establishment of ‘specialized agricultural’ uses by allowing for the creation of parcels smaller than 40 acres in size.

Zoning By-law Amendments

A number of potential changes to the Winnipeg Zoning By-law could be considered to better accommodate directions outlined in *OurWinnipeg* and *Complete Communities* regarding food production.

The importance of ‘Specialized Agriculture’ to local food production is recognized in *Complete Communities*, which encourages the establishment of such uses “in areas where urban development is unlikely in the near future” (Section 08 - Direction 3). *Complete Communities* also indicates that “specialized agriculture will generally be considered as a conditional use on new small parcels where an adopted plan allows for the creation of lots smaller than 40 acres”. There is merit to revisiting the inclusion of ‘Specialized Agriculture’ uses in the Zoning By-law to allow for implementation of such uses as per the direction provided by *Complete Communities*.

OurWinnipeg directs the city to “respond to food needs as identified by communities” (p 82), outlining several enabling strategies, including “maintain(ing) an inventory of City properties suitable for food production”. While ‘Community Gardens’ are permitted in most zones throughout the City, as previously mentioned the definition requires them to be ‘public’. The implication is that a large private garden is only permitted when accessory to an established principle use, and is not itself a permitted principal use. It may be worth investigating the appropriateness of permitting agricultural activities and

uses related to local food production, such as private 'Market Gardens', in a wider range of zoning districts.

Food Policy Council and Agricultural Strategy

An agricultural and food security strategy could protect agricultural resources, facilitate a focus on food security, and link goals with current City and Provincial objectives. A strategy could be designed to identify stakeholders, assess the current state of agriculture in Winnipeg, establish goals, inform local decision-making processes, and make recommendations.

OurWinnipeg (Section 03-2) directs the City of Winnipeg to “pursue opportunities to support local food production” and to “collaborate on local food opportunities that are a part of community development initiatives”. In support of this direction, the City of Winnipeg could facilitate the development of a Food Policy Council, which may assist with the development of an agricultural strategy for the City. A Food Policy Council may also investigate current barriers to improved food security and opportunities for local food producers, while providing continued advice to decision makers. This support may help the City of Winnipeg more effectively work towards the direction strategies outlined in *OurWinnipeg* and *Complete Communities*.

Recommendations

1. That the Winnipeg Public Service investigate and advise as to which areas of land, if any, designated 'Rural and Agricultural' in Complete Communities that could be reserved for agricultural and compatible uses considering existing development constraints.
2. That the Winnipeg Public Service analyzes the benefits of introducing 'Specialized Agriculture' and 'Market Garden' as primary uses into the Winnipeg Zoning By-law, and make recommendations on how best to accommodate the establishment of these uses.
3. 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, including:
 - a. Providing research and advisory support towards implementing the direction strategies related to food and agriculture outlined in *OurWinnipeg* and *Complete Communities*;
 - b. Investigating barriers towards local agricultural production and exploring opportunities towards improving food production and food security;
 - c. Preparing a report with recommendations to expand the list of permissible non-invasive agricultural-related uses throughout the City of Winnipeg; and
 - d. Assisting in the creation of an Agricultural and Food Security Strategy to address local food production and security issues. This strategy would follow the policy directions for 'Rural and Agricultural' lands identified in *Complete Communities* and respond to food needs as identified in the *OurWinnipeg* section on 'Vitality'.

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Province of Manitoba – Soil Management Guide

Agricultural capability for Manitoba

Agriculture capability is a 7 class rating of mineral soils based on the severity of limitations for dryland farming. This system does not rate the productivity of the soil, but rather its capability to sustain agricultural crops based on limitations due to soil properties and landscape features and climate. This system

This system is usually applied on a soil polygon basis and the individual soil series are assessed and maps portray the condition represented by the dominant soil in the polygon. Class 1 soils have no limitations, whereas Class 7 soils have such severe limitations that they are not suitable for agricultural purposes. In general, it takes about 2 acres (0.8 hectares) of Class 4 land to equal production from 1 acre (0.4 hectares) of prime (Class 1) land. (From *Land: The Threatened Resource*).

Class 1: Soils in this class have no important limitations for crop use. The soils have level to nearly level topography; they are deep, well to imperfectly drained and have moderate water holding capacity. The soils are naturally well supplied with plant nutrients, easily maintained in good tilth and fertility; soils are moderately high to high in productivity for a wide range of cereal and special crops (field crops).

Class 2: Soils in this class have moderate limitations that reduce the choice of crops or require moderate conservation practices. The soils have good water holding capacity and are either naturally well supplied with plant nutrients or are highly responsive to inputs of fertilizer. They are moderate to high in productivity for a fairly wide range of field crops. The limitations are not severe and good soil management and cropping practices can be applied without serious difficulty.

Class 3: Soils in this class have moderate limitations that restrict the range of crops or require moderate conservation practices. The limitations in Class 3 are more severe than those in Class 2 and conservation practices are more difficult to apply and maintain. The limitations affect the timing and ease of tillage, planting and harvesting, the choice of crops and maintenance of conservation practices. Under good management, these soils are fair to moderate in productivity for a fairly wide range of field crops.

Class 4: Soils in this class have significant limitations that restrict the choice of crops or require special conservation practices or both. These soils have such limitations that they are only suited for a few field crops, the yield for a range of crops may be low or the risk of crop failure is high. These soils are low to moderate in productivity for a narrow range of field crops but may have higher productivity for a specially adapted crop or perennial forage.

Class 5: Soils in this class have severe limitations that restrict their capability to producing perennial forage crops and improvement practices are feasible. These soils have such serious soil, climatic or other limitations that they are not capable of use for sustained production of annual field crops. However, they may be improved by the use of farm machinery for the production of native or tame species of perennial forage plants.

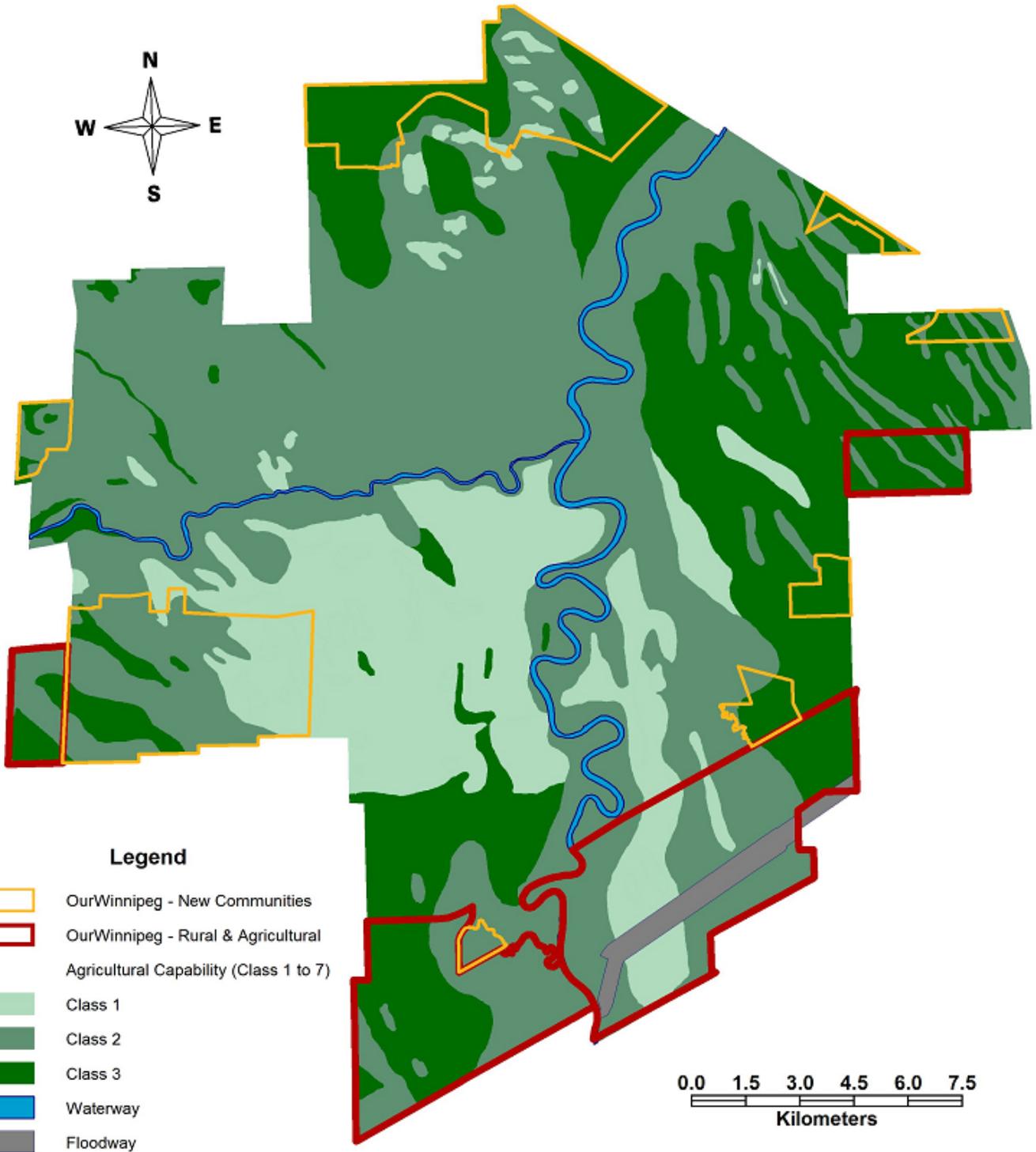
Class 6: Soils in this class are capable only of producing perennial forage crops and improvement practices are not feasible. Class 6 soils have some natural sustained grazing capacity for farm animals, but have such serious soil, climatic or other limitations as to make impractical the application of improvement practices that can be carried out on Class 5 soils. Soils may be placed in this class because their physical nature prevents the use of farm machinery or because the soils are not responsive to improvement practices.

Class 7: Soils in this class have no capability for arable culture or permanent pasture because of extremely severe limitations. Bodies of water too small to delineate on the map are included in this class. These soils may or may not have a high capability for forestry, wildlife and recreation.

Retrieved Online:

<http://www.gov.mb.ca/agriculture/environment/soil-management/soil-management-guide/using-soil-survey-information.html#interpretive>

Winnipeg Soil Classification Map



Temporary Use Table	A	PR1	PR2	PR3	RR5	RR2	R1	R2	RMF	RMU	RMH	C1	C2	C3	C4	CMU	EI	MMU	M1	M2	M3
Farmers' Market	C*				C*					C*		P*	P*	P*	P*	P*	P*	P*	P*		
Seasonal Sales	P*									C*		P*	P*	P*	P*	P*	P*	P*	P*	P*	

Notes

- 1 Farmers' Markets are seasonal: between April 1st and October 31st
- 2 Aviary in R1 & R2 must be flightless birds

Vancouver Food Policy Council

The Vancouver Food Policy Council is an advisory group mandated to support the development of a food system subject to specified directives outlined by the City.

Date created	September 20, 2004 (inaugural meeting)
Reports to	Vancouver City Council
Members, Staff –	The Council has up to 21 voting members, including two members from each of the following food system areas: Production, Processing and Distribution, Retail, Access and Consumption, Waste Management, and System-wide. The Council has seven members at large. The Council has no staff, but receives support from City staff
Website	www.vancouverfoodpolicycouncil.ca

Toronto Food Policy Council

The Toronto Food Policy Council is a subcommittee to the Toronto Board of Health created to advise the City of Toronto on Food Policy Issues.

Date created	1991
Reports to	Toronto Board of Health
Members, Staff	The Council has one citizen member from the Board of Health, two members from City Council, three members from local farm and rural communities, two members from the Toronto Youth Food Policy Council, and, up to 22 Toronto residents. Toronto Public Health assigns staff to support ongoing work on a case-by-case basis.
Website	tfpc.to

Edmonton Food Council

The Edmonton Food Council is an advisory committee with its primary role being to advise on matters related to the implementation of fresh, the City's 'Food and Urban Agriculture Strategy'.

Date created	June 1, 2013
Reports to	City of Edmonton administration
Members, Staff	The Council has up to 15 members, with representation from the following groups: Production, Processing, Distribution, Buying and Selling, Eating and celebrating, Waste and recovery, Education, Governance, Development and building industry, Citizens and eaters, and demographic groups. The City of Edmonton assigns staff to support ongoing work.
Website	www.edmontonfoodcouncil.org

Calgary Food Policy Council

The Calgary Food Policy Council is a grassroots citizen group with a stated goal to provide a forum for advocacy and policy development towards various goals surrounding an inclusive and sustainable food system.

Date created	2008
Reports to	Independent organization
Members, Staff	Membership process and numbers unclear; no staff.
Website	calgaryfoodpolicy.blogspot.ca