



**City of Kingston  
Report to Council  
Report Number 25-120**

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**To:** Mayor and Members of Council  
**From:** Jennifer Campbell, Commissioner, Community Services  
**Resource Staff:** Ruth Noordegraaf, Director, Community Development, Wellbeing & IIDEA  
**Date of Meeting:** May 20, 2025  
**Subject:** City of Kingston – Food System Framework

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**Council Strategic Plan Alignment:**

Theme: 4. Foster a Caring and Inclusive Community

Goal: 4.2 Help address food insecurity and sustainability.

**Executive Summary:**

The City of Kingston is involved in many different activities and projects that impact the food system in the community. Ten (10) of the 2023-2026 Council Strategic Priorities are connected to different areas of the food system. Over the past year Council moved motions specifically related to food insecurity and plant-based procurement. Based on research, an internal environmental scan and initial engagement with partners, staff have developed a municipal food framework as a first step toward aligning food initiatives across the municipality. The goal of the framework is to map out programs and actions that impact the food system, identify opportunities to empower and collaborate with partners, create a structure for monitoring food systems, provide recommendations to strengthen them and track progress toward resulting goals. The framework is meant to be a living document that will be reviewed, updated and reported on regularly to ensure it reflects the most current data and evolving needs.

As part of the 2025 operating budget, a one-time contribution of \$200,000 for food programs was approved. This is in addition to the \$100,000 in remaining 2025 'Fines For Food' funding, bringing the total food program budget for 2025 to \$300,000. Staff were directed to report back to Council in the Spring of 2025 with a proposed allocation approach for these funds.

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Based on the findings and recommendations in the various areas of the framework and the engagement with partners, staff propose to launch a funding application process with four (4) funding streams: meal provision and food access, small capital and infrastructure enhancement, innovative projects and pilot initiatives, and food business start-up grants.

Should Council endorse the framework and the funding approach, staff will start with the implementation and launch the food funding streams. Staff will report back to Council annually on the food framework implementation status.

**Recommendation:**

**That** Council endorse the City of Kingston Food Framework, attached as Exhibit A to Report Number 25-120; and

**That** Council direct staff to implement the recommendations in each of the five pillars of the City of Kingston Food Framework and provide Council with annual progress reports; and

**That** Council direct staff to implement the City of Kingston Food Framework proposed funding strategy through an application process for a total of \$300,000 in food programming funds, available in 2025, and report back to Council in the Fall of 2025 with the recommended funding recipients.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Jennifer Campbell,**  
**Commissioner, Community**  
**Services**

ORIGINAL SIGNED BY CHIEF

ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief**  
**Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Growth & Development Services	<b>p.p.</b>
Neil Carbone, Commissioner, Corporate & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	
Desirée Kennedy, Chief Financial Officer & City Treasurer	<b>p.p.</b>

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**Options/Discussion:****Background**

At the municipal level, strategic planning helps address the food system holistically, examining how food is grown, processed, distributed, consumed and disposed of. By assessing how these processes overlap and influence one another, municipalities can establish strategic collaborations and allocate resources effectively to create a stronger, more connected food system.

On a local level, the municipality is involved in many different activities and projects that influence the food system in the community. In 2023 Council approved the City of Kingston 2023-2026 Strategic Plan which outlines ten (10) key priorities that are directly or indirectly related to the food system.

Strategic Plan food related strategic goals include:

- Implementation of the City's Climate Leadership Plan (2.2.1);
- Develop a community food security plan including considerations for social markets and pantries (4.1.1);
- Examine policies to support urban and vertical farming (4.2.1);
- Review community garden policies and coordinating by-laws, with a view of removing barriers to urban food production (4.2.1);
- Research and report back with options to support vertical farming in partnership with post-secondary institutions and partners (4.2.1);
- Develop a broad community food sustainability plan which could include social markets/pantries, food sharing and strengthening community partners for food distribution (4.2.1);
- Explore the possibility of establishing an urban farming training centre (4.2.1);
- Review agricultural land policies with a view to protection for food production (4.2.1);
- Create an agricultural/farming workforce plan focused on newcomers and immigrants that support the employment needs of farmers and the agriculture sector (4.5.1); and
- Support local food production through training on making food and sourcing suppliers and customers using the City's commercial kitchens (5.3.1).

The status of each of these priorities can be found on the City of Kingston's website at [Strategic Priorities](#). It is important to note that these strategic goals are in addition to existing programs and actions taken by the City of Kingston related to the food system. City Council has also passed motions that relate to food systems including a plant-based municipal food procurement motion in October of 2024 and a motion declaring food insecurity an emergency in Kingston in January of 2025.

Based on research, an internal environmental scan and initial engagement with partners, staff worked on the creation of a municipal food framework as a first step in aligning food initiatives across the municipality. The goal of the framework is to understand the programs and actions

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that impact the local and regional food system, identify opportunities to empower and collaborate with partners, create a structure for monitoring food projects and activities, provide recommendations to strengthen them and track progress toward resulting goals. This plan is designed to cultivate a resilient, inclusive and sustainable food system that ensures all Kingston residents have equitable access to healthy, affordable and culturally relevant food while supporting local economic growth, fostering community engagement and promoting environmental stewardship.

## **Analysis**

### **Creation of the Framework**

The development of this framework to date (Exhibit A) has been informed by research partnerships with the Queen's University Faculty of Arts & Science, the Queen's University PhD-Community Initiative (PhD-CI), partners such as the South East Health Unit, Kingston Economic Development, Tourism Kingston, Farmers Associations and committees and working groups such as the Food policy Council, the Rural Advisory working group and the Equity Diversity and Inclusion committee.

It is important to note that this is the first iteration of the framework and it is understood to be a living document. The initial framework builds off work done by student researchers around a community food system report card, as well as a detailed analysis of food security and the physical challenges of accessing food within the Kingston community.

Based on the research completed and to structure and align municipal food activities better, staff adopted a framework with five pillars: food production, food infrastructure & distribution, food access, food education & literacy, and food system governance.

An internal scan of existing City programs and initiatives was completed by City staff from departments who play a significant role in the local food system, including but not limited to: Community Development, Wellbeing & IDEA; Strategy, Innovation & Partnerships; Climate Leadership; Public Works & Solid Waste; Housing & Social Services; and Licensing & Enforcement.

Staff also did an initial engagement with a variety of partner agencies to receive input on the draft framework. Groups engaged were the Rural Advisory Working group, the EDI committee, Tourism Kingston, The Kingston Economic Development Corporation, South Eastern Health Unit (SEHU) Public Health, Farmers associations, Food entrepreneurs and the Food Policy Council. Feedback has been included in the document and this framework will serve as the foundation for ongoing engagement with partners.

### **The Food System and the Framework Pillars**

Many definitions of food systems exist. The following definition is used for the purposes of this report: "Food systems include the activities, people, institutions and processes involved in feeding people in communities, countries and the world. Understanding how food systems drive

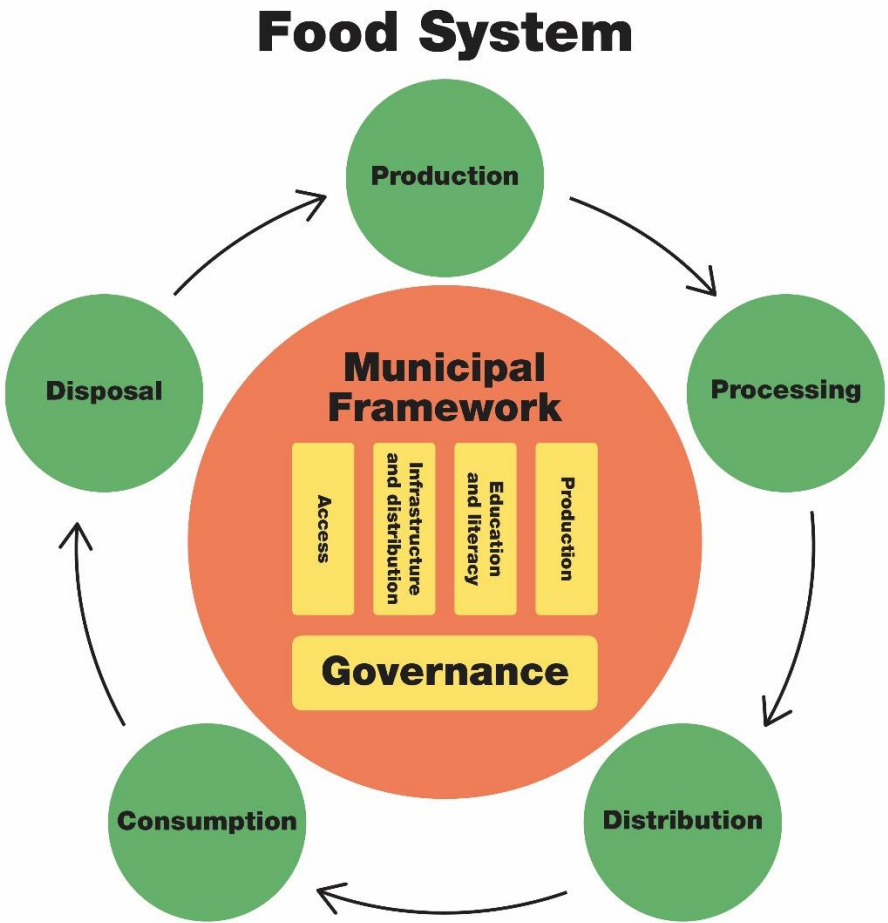
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inequities for people and communities differently based on the structural and social determinants of health is critical to advancing healthier, more sustainable and just alternatives.” (National Collaborating Centre for Determinants of Health, 2024).

The figure 1. depicts the food system and includes the five pillars of the municipal food framework (Food Access, Food Infrastructure & Distribution Food Education & Literacy, Food Production, and Food System Governance).

Figure 1: Food System and Framework Pillars



The framework is structured around the five interconnected pillars. While each pillar addresses distinct aspects of the food system, they must function cohesively to ensure a resilient, inclusive and sustainable food ecosystem. Integration is essential to ensure a holistic food system, address the root causes of food insecurity, maximize resource efficiency, and to strengthen overall economic and environmental resilience.

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**Food access** is an issue that affects public health, economic stability and social equity. It refers to the availability, affordability and quality of food, ensuring that all individuals, regardless of their income or geographic location, can obtain nutritious food.

**Food infrastructure and distribution** are crucial to ensuring that food reaches communities efficiently, equitably and sustainably. Robust food infrastructure involves everything from agricultural production and storage to transportation, processing and retail systems.

**Food education and literacy** play a crucial role in fostering healthier communities by equipping individuals with the knowledge and skills needed to make informed food choices.

**Food production** is a critical component of sustainability, supporting communities through activities such as farming, fishing, food production and processing. It directly influences public health, economic stability and social wellbeing.

**Food governance** refers to the systems, policies, regulations and processes through which decisions about food production, distribution and consumption are made.

### **Food Framework Recommendations and Implementation**

For each pillar in the framework staff included an overview of current municipal programs and actions and the status of these as well as key data and metrics related to the pillar, and an overview of over 40 ongoing and new recommendations for each area.

By way of example, highlighted below is one recommendation for each of the pillars (Exhibit A - Appendix B):

- **Food Production:** Study the possibility of a Kingston area community food hub that supports processing, storage, distribution, education and training (linked with access, infrastructure, distribution, education and literacy pillars).
- **Food Infrastructure and Distribution:** Explore mechanisms to monitor partnerships and resources offered through business support efforts to farmers, food producers and food businesses.
- **Food Access:** Continue to facilitate and coordinate the donation, storage, processing and distribution of surplus food from grocery stores, restaurants, hotels, farmers, etc. back to local agencies such as food banks, meal providers and social service agencies.
- **Food Education and Literacy:** Explore opportunities to expand training programs for food entrepreneurs and integrate economic development strategies that create job pathways in food production and distribution.
- **Food Governance:** Create a dedicated taskforce to streamline licensing processes, reduce unnecessary regulatory burdens on food production and create better links to food access.

A proposed implementation plan for the recommendations is also included in the framework and includes proposed department leads, partners, timing and anticipated resources. Some of the work has already been projected in departmental workplans and some funds are earmarked in

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the approved capital budget to work through recommendations. Funds to continue to support the work will be considered in the development of the 2026 operating and capital budgets.

### **Food Funding Stream Proposal**

As part of the 2025 operating budget, a one-time contribution of \$200,000 for food programs was approved. This is in addition to the \$100,000 in remaining 2025 'Fines For Food' funding, bringing the total food program budget for 2025 to \$300,000. Staff were directed to report back to Council in Spring 2025 with a proposed allocation approach for these funds.

Drawing on findings and recommendations from the framework, as well as engagement with partners, staff propose launching a funding application process with four funding streams:

**Meal Provision and Food Access Programs** - This stream supports organizations that provide direct food services to individuals facing food insecurity with the intent to increase access to nutritious food for individuals and families, meeting immediate sustenance needs while fostering long-term community well-being. This funding stream is an enhancement of the first round of the Fines for Food pilot in 2024 and encourages collaboration among multiple organizations, particularly those that have identified program gaps such as volunteer coordination and recruitment, as well as sharing of resources like drivers for food delivery programs. The stream also supports collective purchasing initiatives, enabling organizations to bulk-buy wholesale food stock which helps reduce overall food costs and increases purchasing power. The stream aims to enhance the efficiency and effectiveness of food access programs, helping to address systemic challenges and create more sustainable solutions for food insecurity across the community.

**Small Capital and Infrastructure Enhancement Projects** - This funding stream supports small-scale capital projects that enhance food access infrastructure. These projects ensure that food programs can operate more effectively and efficiently, enabling them to reach more people and improve service delivery.

**Innovative Projects and Pilot Initiatives** - This funding stream encourages the development of innovative approaches to food insecurity. It supports pilot projects that explore new models for food access, urban agriculture, food-sharing initiatives and technology-driven solutions. These initiatives will help identify scalable solutions to address food insecurity long-term.

**Food Business Start-Up Grants** - This funding stream, in collaboration with the Kingston Economic Development Corporation, can provide qualifying small food business that participate in food business training with a small start-up grant.

Agencies are encouraged to apply collaboratively for any of the funding streams. Collaborative initiatives have the potential to leverage resources, create broader impact and foster collective solutions to the complex issue of food insecurity. This approach aligns with the focus on collaborative and strengths-based strategies.



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The funding streams are designed to address the root causes, prevention, intervention and support of the food system, while prioritizing indigenization, inclusion, equity, diversity and accessibility. Programs and projects should be inclusive, culturally appropriate and actively involve community members to meet the diverse needs of the population, foster a sense of belonging and providing equitable access, particularly in underserved, rural or Indigenous communities.

Staff are drafting a funding application and criteria process. Should Council support the funding stream approach as described above, staff will open the funding application process between July and September 2025. Staff will review the applications and will make recommendations to Council in October 2025.

### **Next Steps**

The food framework is a starting point to better understand and align the various food initiatives across the municipality, with the goal to establish baseline measures, where indicators can be determined and monitored over time. The framework is meant to be a living document that will be reviewed, updated and reported back on regularly to ensure the most current data sources are available. By addressing, monitoring and evaluating through a robust set of performance measures, trends and limitations can be identified to determine opportunities and gaps in the resources required to support a resilient, inclusive and sustainable food system across the City of Kingston.

### **Public Engagement**

Staff engaged with a wide variety of partner agencies and groups both in person and virtually to receive input on the draft framework. Groups engaged were the Rural Advisory Working group, the EDI committee, Tourism Kingston, The Kingston Economic Development Corporation, SEHU Public Health, Farmers associations, Food distributors and the Food Policy Council. Feedback has been included in the document and this framework will serve as the foundation for ongoing engagement with partners.

### **Climate Risk Considerations**

The Framework is aligned with the *Climate Leadership Plan* (2021), objective 9: “Improve the vibrancy of the local food system to help reduce dependence on high-carbon imported food,” as well as actions contained in the forthcoming *Community Climate Adaptation Plan*.

### **Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations**

The Framework was created with an IIDEA lens and feedback was received through the EDI committee.

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Page **10** of **11****Existing Policy/By-Law**

Various City by-laws and policies are connected to the recommendation in the framework such as the Official Plan and various by-laws such as Procurement and Licensing & Enforcement by-laws.

**Notice Provisions**

None

**Financial Considerations**

At this point no additional funding is requested. Some of the work has already been projected within departmental workplans and some funds are earmarked in the Community Development, Wellbeing & IIDEA capital budget to implement recommendations. Further budget requests will be incorporated in the 2026 operating budget.

Staff propose to utilize \$300,000 for the food funding streams (the 2025 operating budget one-time contribution of \$200,000 and the \$100,000 2025 'Fines For Food funding').

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Tim Park, Director, Planning Services

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Lauren Desroches, Communications Officer, Communications & Customer Experience

**Exhibits Attached:**

Exhibit A - City of Kingston – Food Framework



# City of Kingston **Food Framework**

## 2025



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## Land Acknowledgement

The City of Kingston acknowledges that we are on the traditional homeland of the Anishinaabe, Haudenosaunee, and the Huron-Wendat, and thanks these nations for their care and stewardship over this shared land. Today, the City is committed to working with Indigenous Peoples and all residents to pursue a united path of reconciliation.

## City of Kingston Food Framework

The goal of the City of Kingston Food Framework is to understand the programs and actions that impact the local and regional food system, identify opportunities to empower and collaborate with partners, create a structure for monitoring food systems, provide recommendations to strengthen them, and track progress toward resulting goals. This plan is designed to cultivate a resilient, inclusive, and sustainable food system that ensures all Kingston residents have equitable access to healthy, affordable, and culturally relevant food while supporting local economic growth, fostering community engagement, and promoting environmental stewardship.

As many municipalities and other levels of government strategically examine how to better foster resilient, inclusive, and sustainable food systems, it is important to recognize the forces and influences that shape these systems and inform the role a municipal government can play. Food systems are impacted by numerous factors, including the physical environment, technology, infrastructure, politics, economics, climate change, globalization, trade, food policies, and urbanization. Everyday food choices affect health, the local economy, and the environment.

At the municipal level, strategic planning helps address the food system holistically, examining how food is grown, processed, distributed, consumed, and disposed of. Assessing how these processes overlap and influence one another, municipalities can establish strategic collaborations and allocate resources effectively to create a stronger, more connected food system.

This document outlines five pillars of a proposed municipal food framework for Kingston. The intent of the framework and the pillars is to guide the work for the municipality moving forward in policy and program decisions. Municipal programs, activities and actions that were identified through an internal scan have been sorted into each pillar and are meant to guide future work. Food framework metrics, and recommendations for future action emerged through the scan and have been included in each pillar for consideration and implementation.

This food framework is a starting point to better understand and align the various food initiatives across the municipality, with the goal to establish baseline measures, where indicators can be determined and monitored over time. This report is meant to be a living document that will be reviewed, updated and reported back on regularly, to ensure the most current data sources are available. By addressing, monitoring and evaluating through a robust set of performance measures, trends and limitations can be identified to determine opportunities and gaps in the resources required to support a resilient, inclusive, and sustainable food system across the City of Kingston.

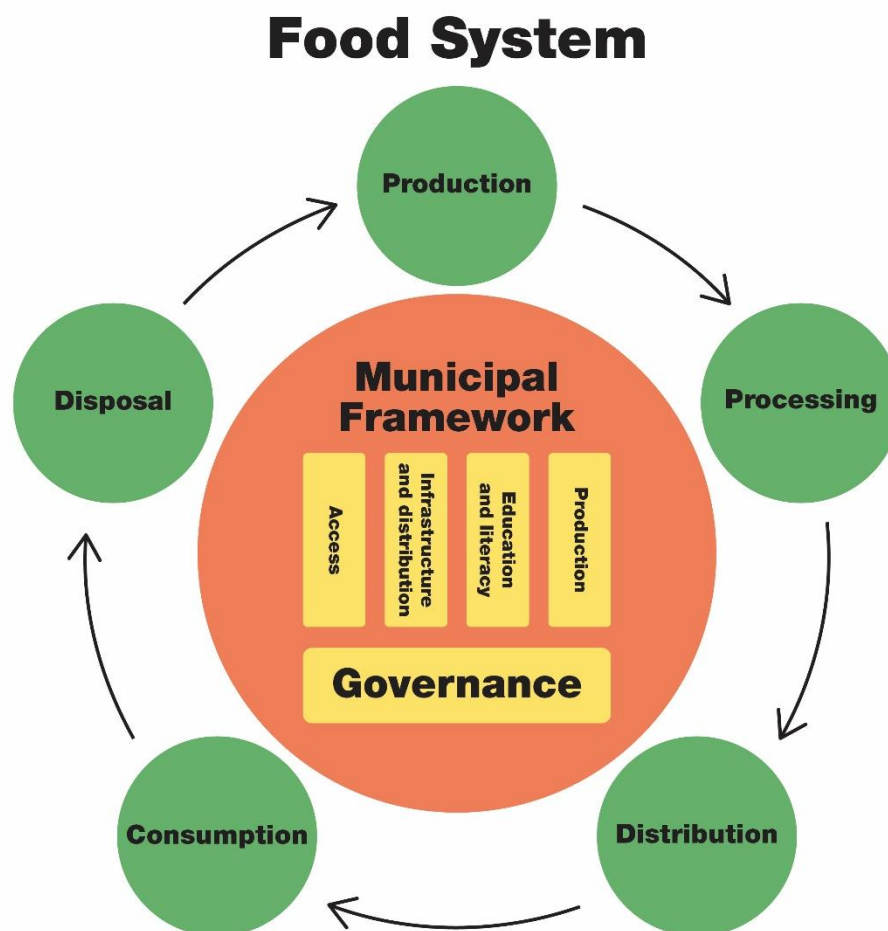


## Defining a food system:

Many definitions of food systems exist. The National Collaborating Centre for Determinants of Health has the following definition: *“Food systems include the activities, people, institutions and processes involved in feeding people in communities, countries and the world. Understanding how food systems drive inequities for people and communities differently based on the structural and social determinants of health is critical to advancing healthier, more sustainable and just alternatives.”* (National Collaborating Centre for Determinants of Health, 2024).

This definition will be utilized for this food framework. The image below depicts a circular food system and includes the respective pillars in the framework that will be referenced in this document.

**Figure 1: Food System and Framework Pillars**



## The interconnectedness of the food system

It is important to note the interconnectedness of the food system and the need to identify and address system gaps that link the different areas and identify opportunities to address them. The following table highlights the complexity and interconnectedness of the areas of the food system and the number of activities, assets and resources that are involved and needed for each area to thrive and to connect in the broader system. This table is meant to show an extensive yet not exhaustive list of all the areas in the food system.

**Table 1: Food system connections**

Food system areas	Examples of activities, assets and resources
Production	Innovative production and technology, grower and producer associations, seed supply, farmland, nurseries, greenhouses, community gardens, indoor farming solutions
Processing	Harvesting, commercial kitchens, cooling and refrigeration, abattoir, warehousing, packaging, labeling
Distribution	Transportation, marketing, Community Supported Agriculture (CSA) food trucks, markets, grocery stores
Consumption	Restaurants, community kitchens, food literacy and preparation skills, income, market demand/supply, meal and food charity programs
Disposal	Food waste rescue, composting/organic waste streaming, recycling
Foundational activities for all areas in the ecosystem	Business services (i.e. financing, legal, real estate), policy development, availability of capital, education and employment services, income support, energy and water supply, research and development, health and wellness, community engagement

The framework is structured around the five interconnected pillars. While each pillar addresses distinct aspects of the food system, they must function cohesively to ensure a resilient, inclusive, and sustainable food ecosystem. Integration is essential for the following reasons:

**Holistic Food System Approach:** Food systems are complex and interdependent, requiring a systems-thinking approach where each component supports and reinforces the others. When these pillars are treated in isolation, inefficiencies emerge, leading to gaps in food security, supply chain disruptions, and missed economic opportunities.

**Addressing the Root Causes of Food Insecurity:** Food insecurity is not just a matter of access; it is deeply connected to food production, infrastructure, education, and governance. A fragmented approach could lead to short-term relief rather than sustainable,

systemic solutions.

**Maximizing Resource Efficiency:** An integrated approach reduces duplication of efforts, ensuring that funding, policy initiatives, and community programs work synergistically. By linking these pillars, Kingston can improve food infrastructure to facilitate the sale and transport of local farm products, integrate food education into urban farming initiatives and use policy tools to support a circular economy in food systems.

**Strengthening Economic & Environmental Resilience:** A well-integrated food system supports the attraction, development and growth of local businesses, reduces environmental impact, and fosters economic stability and vitality.

After the introduction of each pillar in section two an analysis of the pillar integration and recommendations for implementation will further build on the integration.

### City of Kingston - Demographics

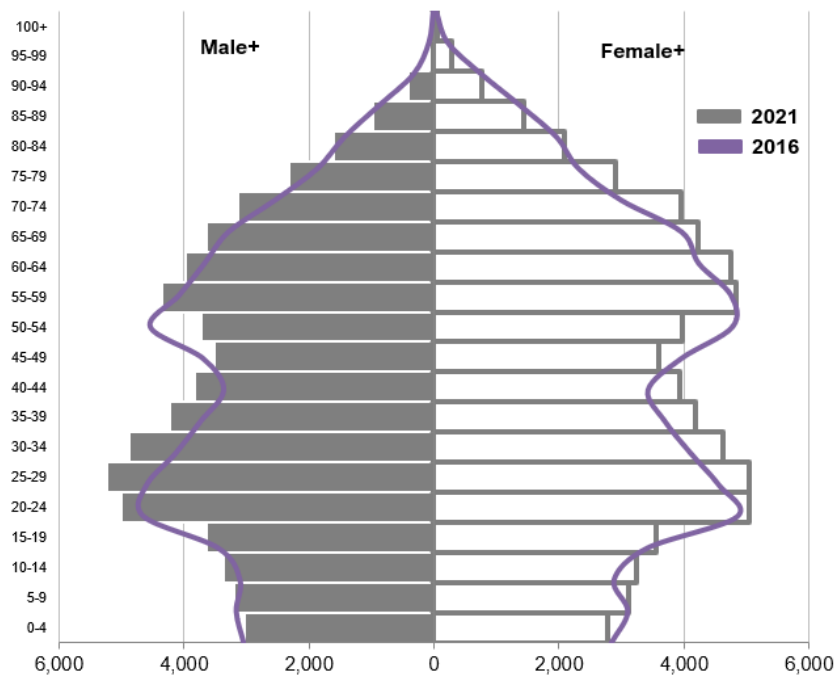
The City of Kingston is located between Montreal and Toronto, in southeastern Ontario. The city is characterized by urban (serviced) lands abutting Lake Ontario, the St. Lawrence River and the Great Cataraqui River, and rural areas comprised of inland lakes and a variety of natural heritage features and resources.

According to the 2021 census of population, the City of Kingston had a population of 132,485, a 7% increase from the previous census in 2016. Over 7,000 of the population identify as First Nations, Inuit or Métis. Approximately 12,000 people lived within the city's rural boundary in 2021, which represents 10% of Kingston's total population, and roughly 75% of the City's total ([Statistics Canada, 2021](#)).

As the age structure continues to shift, the largest growth was in the over 65 age category (18%), which represented 21% of the population in 2021. The largest proportion of the population was the working age group (15 to 64) at 64%, and 14% children (under 15). Figure 2 below provides a comparison of the 2021 census population counts to previous census in 2016, as well as a breakdown of the population by age and gender for the City of Kingston. The data is broken down into Male+ and Female+ gender categories, as 2021 was the first time the census of population collected and published data on gender diversity, making the distinction between gender and sex at birth. These new concepts are different but interrelated, therefore Statistics Canada now uses 'Male+' and 'Female+' to capture both, with gender being the default indicator moving forward. This allowed the opportunity to address an important information gap by allowing all cisgender, transgender, and non-binary individuals to report on their gender. At the national level, 59,460 Canadians aged 15 and older that identified as transgender and 41,355 identified as non-binary. At the Kingston level, 0.27% of the local population identified as transgender and 0.25% identified as non-binary.

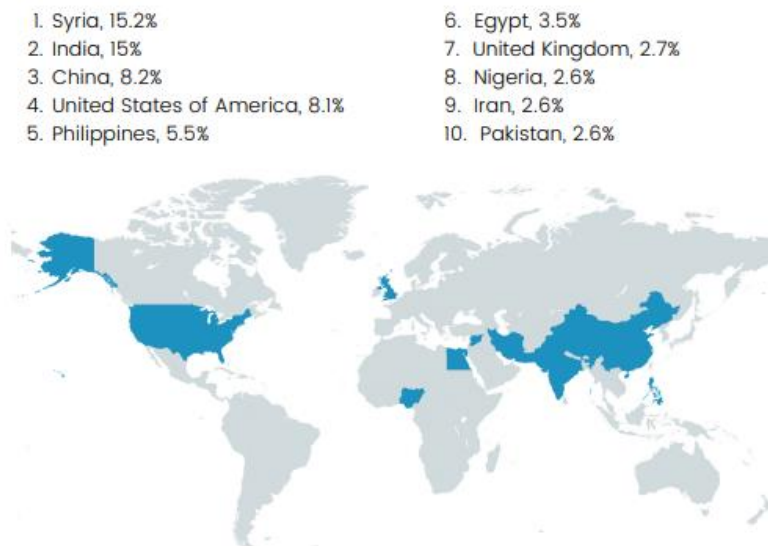
According to the City of Kingston Population Growth Forecast ([Report Number 24-016](#)), the permanent population is forecasted to grow at an annual rate of approximately 1.2%, with an expected population of 197,000 by 2051. Statistics Canada also releases annual demographic estimates, with the most current data estimating the population of the City of Kingston at 148,869 persons, as of July 1, 2024. This represents a growth of 2.5% from 2023, when the population was estimated at 145,149. In comparison, the population growth estimate across Ontario between 2023 and 2024 was 3.2% ([Statistics Canada, 2025](#)).

**Figure 2: Population by Age and Gender, 2016 and 2021, City of Kingston**



The growing population continues to represent a diverse range of cultural and language identities with the Kingston CMA region, with newcomers or recent immigrants and non-permanent residents growing by more than 50% (increase of 2,610 individuals) between 2016 and 2021, which represents 4.5% of the total population in 2021. The figure below highlights the top 10 countries of birth for recent newcomers the Kingston CMA.

**Figure 3: Top 10 countries of birth for recent newcomers who obtained permanent residency from 2016 to 2021, City of Kingston**

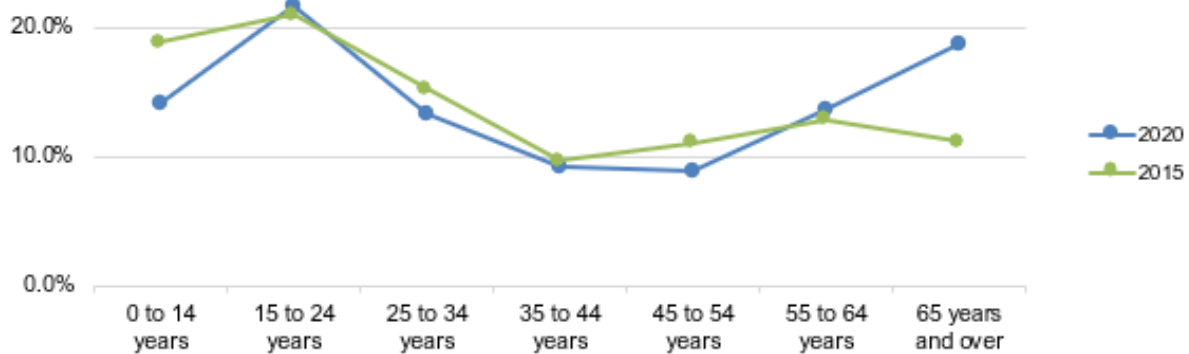


Kingston's economy and development are influenced by its proximity to Toronto, Montreal, Ottawa, and the United States. At the writing of this report, Kingston's proximity to the United States is of note and the geopolitical landscape is being monitored closely. Changes to trade regulations could have substantial impacts on food systems and at the same time underscores the importance of enhanced resilience of the local and regional supply chains.

Kingston has a diverse and growing business community with a wide range of industries including global corporations, startups, and all levels of government. It is also home to three major post-secondary institutions and three hospitals. The key sectors of the economy in Kingston, which account for 46% of the jobs in the region, are health care and social assistance, educational services, and public administration. There were 58,165 employed residents, of which 5% (or 6,550) were economic immigrants.

Another important indicator in the community is income, according to the 2021 census the median income for private households was \$70,500, with approximately 11% of the population in private households being in low income according to the low-income measure after-tax threshold (LIM-AT). Although there was a decrease in the prevalence of low income, which occurred across many communities, this was largely driven by the increase in pandemic relief benefits that mostly benefitted the working age population and economic families with children. Individuals over the age of 65 were the only age group that saw the largest increase in the prevalence of low income within the population.

**Figure 4: Distribution of the low-income population by Age groups, City of Kingston**



### Kingston's Strategic Plan 2023-2026

In 2023, Mayor and Council approved the City of Kingston 2023-2026 Strategic Plan, which outlines key priorities including ten that are related to the food system. This framework is an important step in aligning food initiatives across the city.

#### **2023-2026 Strategic Plan food related strategic goals include:**

- Implementation of the City's Climate Leadership Plan (2.2.1);
- Develop a community food security plan including considerations for social markets and pantries (4.1.1);
- Examine policies to support urban and vertical farming (4.2.1) ;
- Review community garden policies, and coordinating by-laws, with a view of removing barriers to urban food production (4.2.1);
- Research and report back with options to support vertical farming in partnership with post-secondary institutions and partners (4.2.1);
- Develop a broad community food sustainability plan which could include social markets/pantries, food sharing and strengthening community partners for food distribution (4.2.1)
- Explore the possibility of establishing an urban farming training centre (4.2.1);
- Review agricultural land policies with a view to protection for food production (4.2.1);
- Create an agricultural/farming workforce plan focused on newcomers and immigrants that support the employment needs of farmers and the agriculture sector (4.5.1);
- Support local food production through training on making food and sourcing suppliers and customers using the City's commercial kitchens (5.3.1);

The status of each of these priorities can be found on the [City of Kingston's website](#). These strategic goals are in addition to existing programs and actions taken by the City of Kingston related to the food system

Kingston City Council has also passed motions that relate to food systems including a plant-based municipal food procurement motion in October of 2024 and a motion declaring food insecurity an emergency in Kingston in January of 2025.

## Role of the Municipality in the food system

The powers of municipal governments are determined by the provincial government; they are responsible for providing many of the services within their local boundaries that residents rely on daily.

The City of Kingston delivers municipal services to approximately 132,500 permanent residents, plus a large service population that includes post-secondary students, through a variety of programs and services such as: community services, emergency services, property tax collection, road maintenance and construction, transit and transportation and waste management.

The figures below provide an overview of the different responsibilities between the three levels of government (Municipal, Provincial and Federal) in figure 5 and the structure within the Corporation of the City of Kingston in figure 6.

**Figure 5: Responsibilities of the three levels of government**








































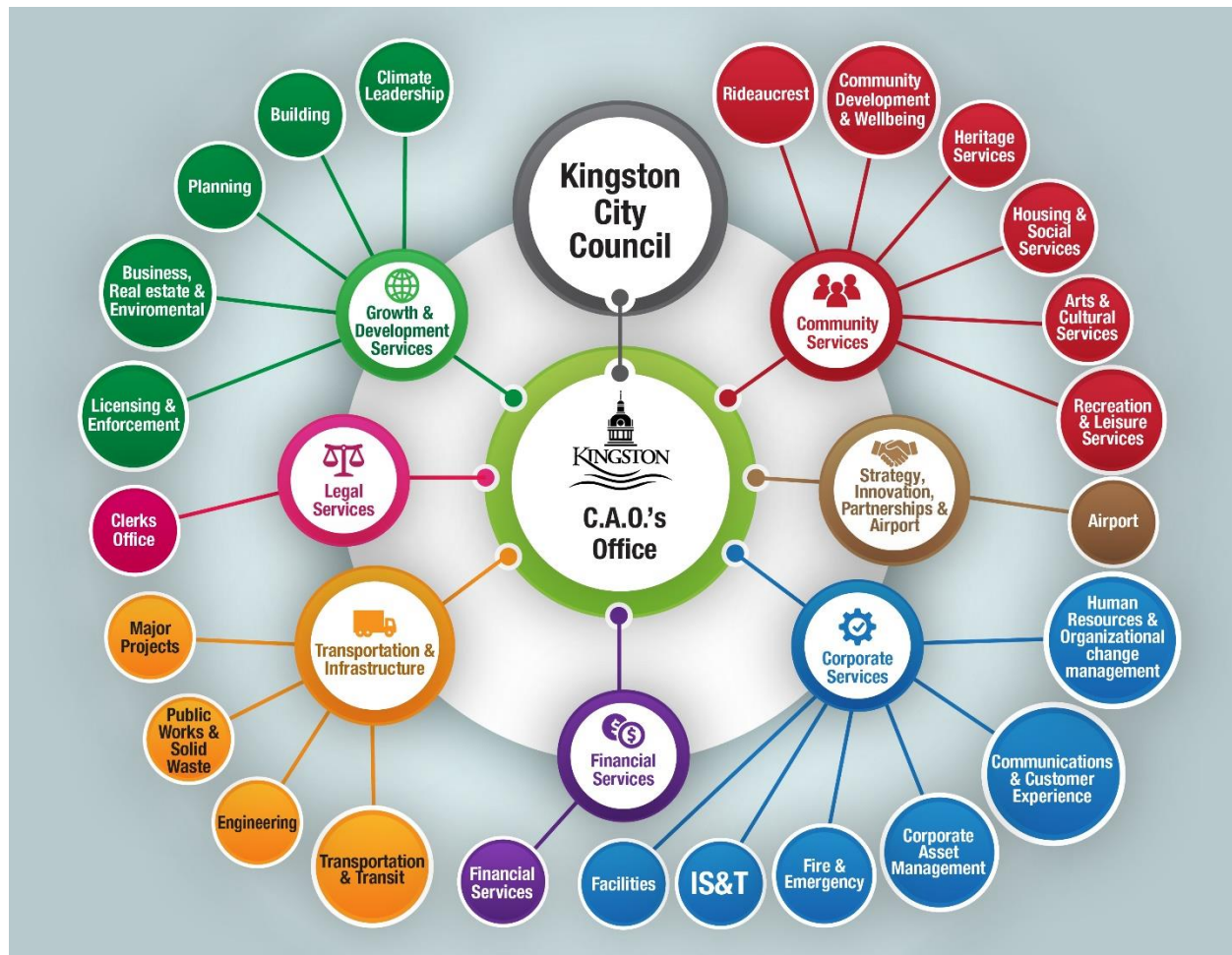
		
<b>Municipal Government</b> City of Kingston	<b>Provincial Government</b> Ontario	<b>Federal Government</b> Canada
 City Hall	 Employer and employee supports	 Airports
 Development and building permits and fees	 Highways	 Border and passports
 Family and Community Support Services	 Hospitals	 Broadcasting and telecommunications
 Municipal police force	 Justice	 Canada Child Benefit
 Local road maintenance and improvement	 Landlord and tenant supports	 Employment insurance
 Parks, trails and playgrounds	 Post-secondary education	 Fisheries, oceans and national parks
 Property tax (municipal portion)	 Property tax (provincial portion)	 Income tax
 Protective Services	 Safety enforcement	 International travel and support for Canadians abroad
 Recreation facilities	 Schools	 Mortgages
 Transit		 National RCMP
 Utilities (water, sewer, wastewater)		 National defence and veteran's affairs
 Waste collection (residential)		 Postal service
		 Student loans
 Social services		
 Affordable housing and homeless supports		



Figure 6: City of Kingston Organizational Structure



The city also funds numerous boards and agencies such as Kingston Police, Kingston Economic Development Corporation, Tourism Kingston, Cataraqui Region Conservation Authority, South East Health Unit, Sustainable Kingston, Kingston Frontenac Public Library, among others. It is important to note that although the municipality funds these agencies and has close partnerships, it does not have direct decision-making authority over these agencies.

While the city plays an important role in food systems planning, there are clear limitations to what can be accomplished at the municipal level. The city does not control wage rates, rates for social assistance and fixed incomes such as Ontario Works and Old Age Security, healthcare, or public education, all of which significantly impact food access. We offer programs that support individuals with low income, but we cannot provide income solutions to address food insecurity directly. The city also cannot regulate how private businesses or organizations operate. That is why strategic partnerships are essential. What



the City *can* do is allocate municipal resources, shift internal policies, facilitate collaboration, and advocate for broader systemic change.

### **Food Framework Research, Internal Scan and Engagement**

The development of this framework has been supported by research partnerships with the Queen's University Faculty of Arts & Science, the Queen's University PhD-Community Initiative (PhD-CI), an extensive scan of the municipal programs and actions related to food, and initial engagement with partners.

#### **Research**

Queen's University Faculty of Arts & Science: Student researchers from the Faculty of Arts & Science conducted a detailed analysis of food security and the physical challenges of accessing food within the Kingston community. Their review of academic literature, interviews with subject matter experts, and engagement with strategic partners resulted in the creation of a persona map, a user-centred research tool employed to pinpoint barriers to food access for specific demographics, and a geographic food map to identify physical barriers related to the geographic distribution of food. This map pinpoints key food resources, including low-cost grocery stores, food banks, meal programs, farmers' markets, and community gardens. Their report and the use of these strategic tools helped to identify current challenges related to food insecurity which informed a series of strategic recommendations.

Queen's University PhD-Community Initiative (PhD-CI): Student researchers with the PhD-CI compiled a list from a comprehensive internet-based search of existing food system report cards, food strategies, and food system assessment reports in different cities, regions, and provinces of Canada. They were reviewed to assess other jurisdictions' best practices, key approaches, and initiatives.

The team conducted a thorough web search of organizations, advocacy groups, food banks, community gardens, and others actively involved in the city's community food system. This stage in the research collection process helped to identify potential individuals/groups to consult for further information.

To collect information on work within the food system in Kingston, the PhD-CI researchers conducted a total of five focus groups, with a combined total of 35 individuals. These groups included the City of Kingston, the Food Policy Council for KFL&A, the Kingston Native Centre and Language Nest, KFL&A Public Health, and the Food Providers Network. Participants were given a draft list of community food system pillars before each session. The draft food pillars were informed by the environmental scan and analysis of other jurisdictions with food report cards and a scan of Kingston's local food ecosystem.

These groups were audio recorded and converted to transcripts using transcription software. A thematic analysis was conducted using this data to identify recurring themes

across each focus group. This thematic analysis was conducted over two separate three-hour workshops. During these workshops, the team reviewed the audio transcripts to identify recurring themes shared across all responses. The analysis yielded seven distinct themes with 84 total data points. The data was then used to inform key finding and establish the key pillars which include:

- food production,
- food infrastructure,
- food access,
- food education and literacy, and
- food system governance.

### Internal Scan

Staff conducted an internal scan of programs and actions related to food currently underway in various departments across the corporation. This included an internal collaborative mapping exercise, a series of interviews with key staff members, and a review of guiding documents and relevant metrics collected that have provisions related to the food system. Key departments engaged in this review included: Community Development, Wellbeing and IIDEA; Strategy, Innovation & Partnerships; Climate Leadership; Public Works & Solid Waste; Housing & Social Services; Planning Services and Licensing & Enforcement. It is important to note that internal programs or actions may be in partnership with external organizations. In some cases, the City is involved in a supporting capacity, for instance with funded partners such as Tourism Kingston, South East Health Unit and the Kingston Economic Development Corporation, where they lead the implementation on areas of focus. Staff have included these in the Environmental scan.

### Engagement

Staff engaged with a variety of groups and committees on the framework concept and received initial feedback from members of the Equity, Diversity and Inclusion Committee, the Rural Economic & Community Development Working group, Tourism Kingston, Kingston Economic Development Corporation, Farmers Associations, The South East Health Unit, and the KFL&A Food Policy Council.

The KFL&A Food Policy Council is currently undertaking work on a food strategy for the KFL&A area. They have received funding to hire a community researcher and research assistant to lead the project. Although the geographic scope of the Food Policy Council is broader than the purview of the municipality, the City has met with and will continue to meet with the Food Policy Council to seek strategic alignments. The City is also a Food Policy Council member.

The framework is a foundational document for the municipality on alignment of food activities and expands traditional thinking and approaches to coordinate and encourage

innovative solutions across partnerships to foster a resilient, equitable, and sustainable food system in Kingston. To do this, everyone needs to be involved from the various city departments, City Council and committees, community organizations, agriculture communities and residents. Strong partnerships and collective responsibility will ensure that the food system is holistic, and that action is taken across the local food system. In the next section of this framework follows a description of each pillar, an overview of the municipal actions and activities, metrics and recommendations for further implementation.

## Kingston Food System Framework Pillars

This second section of the document is the description of the five framework pillars. Programs and actions have been sorted into the five key pillars that were established through the research identified in the previous section. Relevant existing and potential new metrics and indicators have been identified in each of the pillars, in addition to recommendations that became apparent throughout the process.

In the table below are the pillars and the central themes that emerged through the internal scan and the research.

**Table 2: Overview of Food Pillars and Themes**

Pillars	Central Themes
<b>Food Production</b>	Growth in Local Food Production & Job Creation
<b>Food Infrastructure &amp; Distribution</b>	Distribution of Local Food Reduction in Food Waste
<b>Food Access</b>	Monitor Household Food Insecurity Support Cultural, Social & Spiritual Connection to Food
<b>Food Education &amp; Literacy</b>	Enhance Education & Literacy in Food Related Programming
<b>Food Governance</b>	Implementation, Evaluation, Coordination and Integration

This food framework is a starting point to better understand and align the various food initiatives across the municipality, with the goal to establish baseline measures, where indicators can be determined and monitored over time. This report is meant to be a living document that will be reviewed, updated and reported back on regularly, to ensure the most current data sources are available. By addressing, monitoring and evaluating through a robust set of performance measures, trends and limitations can be identified to determine opportunities and gaps in the resources required to support a resilient, inclusive, and sustainable food system across the City of Kingston.

## Pillar 1: Food Production

Food production is a critical component of sustainability supporting communities through growing, harvesting, and processing. It directly influences public health, economic stability, and social wellbeing. Sustainable and diverse local and regional food production reduces reliance on imported goods, which are subject to global pricing, supply chain issues, and environmental impacts beyond local control. For Kingston, this means leveraging its agricultural sector, which spans 75% of the city's land and includes a mix of small- and large-scale farms. The region's 132 farms, predominantly focused on beef cattle, dairy, and crops like soybeans and hay, are a key part of this local system. Niche farming activities, such as apiculture and non-citrus fruit production, further enhance agricultural diversity and create opportunities for market differentiation and increased food supply.

Local food resiliency depends on community-supported agriculture, gardens, home food production, and processing. However, food production faces challenges like land degradation, water scarcity, an aging farming population, and climate change impacts such as increased freeze thaw cycles, extreme precipitation and flooding, and extreme heat. Kingston's agricultural sector also grapples with barriers such as access to land and labour and the need for sustainable practices. Agricultural clusters, integrating farms with food processing and logistics, and technology, can help address these challenges. By fostering innovation and partnerships, and supporting workforce development, market access can be improved as well as supply chain efficiency, and farm productivity, all while ensuring sustainability.

Meeting these challenges requires innovation, investment in technology, and policies that prioritize both productivity and sustainability.

The table below provides an overview of current municipal programs and actions in the Food Production Pillar. As noted earlier, this includes activities from funded partner agencies.

### Municipal Programs/Actions:

Community Training Farm – permanent location	An initial Community Training Farm pilot took place between 2022 and 2024. Work continues with aim to create a permanent program.
Farmer Succession Planning	Succession planning is a strategic priority to support the longevity of regional farms and local food production. Staff are working on developing a series of events to support current and aspiring farmers with succession planning resources and tools and where possible remove barriers such as training, access to land and diverse participation of equity seeking groups.

Vertical Farm Manufacturing and production	Kingston City Council endorsed the recommendations in report 24-035 (April 2024) which included multiple supports for vertical farm manufacturing. In report 25 –004 Council approved a five-year pilot for a mobile/vertical farm initiative.
Abattoir Meat Processing	The city is working with partners and advocating for federal and provincial intervention to support interest in operating a local abattoir.
Agriculture Workforce Development Plan	Development of a local agricultural workforce plan is currently underway and will help to systematically address agriculture workforce needs.
Neighbourhood Climate Action Champions	the Neighbourhood Climate Action Champions (NCAC) program provides funding, training, and resources to help residents lead green projects across the city. Previous projects have included planting edible community gardens and empowering community members to transform their lawns from grass to food growing gardens.

### **Growth in Local Production & Job Creation**

The initiatives outlined above reflect Kingston’s ongoing commitment to strengthening food production by investing in innovation, sustainability, and community resilience. These efforts are not only aimed at improving local food security and environmental outcomes, but also create meaningful opportunities for economic growth.

By prioritizing local production, Kingston is fostering a thriving agricultural and food innovation sector that generates new jobs across multiple areas of the economy. From farm operators, food processors, and supply chain logistics providers to technology developers, research institutions, and retail and hospitality businesses, the demand for skilled labour is growing. Investment in local production infrastructure, such as food hubs, processing facilities, and urban agriculture projects, directly leads to the creation of new small and medium-sized enterprises (SMEs), supports the expansion of existing businesses, and encourages entrepreneurship, particularly among younger workers and newcomers to the region.

The emphasis on sustainability and innovation also enhances the quality and variety of employment opportunities. As the local food system modernizes, there is increasing demand for workers in fields such as agri-tech development, regenerative farming, food safety and quality assurance, sustainable packaging, distribution logistics, and marketing. Kingston’s focus on building a climate-resilient food economy also encourages the emergence of green jobs tied to energy efficiency, water conservation, soil regeneration, and waste reduction within the food value chain.

Moreover, strengthening local production reduces the community's reliance on imported food, keeping more dollars circulating within the local economy. As purchasing shifts to locally grown and processed goods, Kingston businesses benefit from stable and diversified supply chains, enhancing economic resilience during global disruptions. This "multiplier effect" stimulates further job creation in related sectors such as equipment manufacturing, construction (related to new production facilities), tourism (through culinary tourism initiatives), and education and training. In parallel, Kingston's integrated approach to food security and economic development ensures that job creation efforts are inclusive.

#### Current Data and Metrics:

- 0.99 Tonnes of CO<sub>2</sub> of agriculture emissions per capita in Kingston in 2023, a 0.33 reduction from 2022. ([Kingston in Focus](#)).
- 132 Farms reported within the City of Kingston in 2021. 29 farms count for a total of 100 employees. The remaining 103 farms operate without employees. This is a decrease from 154 farms in 2016 (Statistics Canada, 2021).
- 36 Farms focus on "other crop farming" which is the largest farm type in the Kingston region in 2021. 33 farms focus on beef cattle which is the second largest farm type (Statistics Canada, 2021).
- 12,200 Hectares of agricultural area within the city, which plays a crucial role in local food production. This is a reduction of 4,600 hectares, or 16,800 in 2016 (Statistics Canada, 2021).
- 60 Years of age is the average age of farm operators in 2021, underscoring the need for succession planning and support for new farmers (Statistics Canada, 2021).

#### Recommendations:

- Continue to monitor the goal of reducing community greenhouse gas (GHG) emissions by 80-100% in the year 2040, which includes a reduction in emissions due to dependency on high carbon imported food (Climate Leadership Plan, 2021).
- Study the possibility of a Kingston area community food hub that supports processing, storage, distribution, education and training (also linked with access, infrastructure, distribution, education and literacy pillars).
- Support and explore the potential for innovative farming technologies that could reduce emissions, including opportunities for renewable energy, and foster Kingston as a hub for agri-tech innovation.
- Explore mechanisms to monitor and encourage shift from imported food to locally grown products.

- Support the advancement of a new local, privately owned, federally regulated abattoir (meat processing facility)–
- Track the number of new urban farming initiatives, including vertical farms, community gardens, and greenhouses.
- Strengthen diversified agricultural uses and niche food production through Official Plan policies.

## Pillar 2: Food Infrastructure & Distribution

Food infrastructure and distribution are crucial to ensuring that food reaches communities efficiently, equitably, and sustainably. Robust food infrastructure involves everything from agricultural production and storage, to transportation, processing, and retail systems. Its importance lies in supporting food security, reducing waste, and maintaining affordable access to nutritious food. However, the challenge lies in the complexity of coordinating these systems across regions with varying needs and resources. Factors such as extreme weather events, the length of growing seasons, logistical complexities, labour shortages, agricultural conditions, and fluctuating demand can disrupt food supply chains, leading to inefficiencies and food shortages. This also includes supporting local farmers in diversifying their operations and connecting with new customers to boost local food supply, farm revenue, and economic diversification, driving tangible, measurable improvements in the food system. Addressing these challenges requires innovation, investment, and collaboration among governments, businesses, and communities to create resilient, inclusive, and sustainable food systems.

Below an overview of current municipal programs and actions in the Food Infrastructure and Distribution pillar

### Municipal Programs/Actions:

Public Market and Farmers Market	Oversight of Public Market at Springer Market Square and support Memorial Centre Farmers Market
Food Truck Initiative	Exploring a partnership to pilot a food truck program at the Ontario/Brock St. parking lot to promote healthier and more sustainable food options.
Agritourism Development	Work alongside Tourism Kingston to support and enhance agritourism initiatives as part of the Culinary Strategy (expected to be updated in 2025). Create new programming and events that promote local farms, local food and opportunities to learn.
Business Support – Food Producers, new & existing farmers, and food businesses	Offer business support to new and existing farmers, food producers and food businesses through economic development partners that could include grants, funding and other for start-ups, growth and succession planning of businesses.



Food Rescue/Community Food Redistribution Warehouse	Support collaboration and alignment of the collection and distribution of donations of food to local agencies.
Backyard Composting Program	This program, which offers backyard composters at a discount during the annual campaign, encourages residents to compost their food waste at home to capture the nutrients for their lawns and gardens.
Household Green Bin/Organic Waste Collection	Organic waste collection is available for households in the city diverting waste from landfills and lowering GHGs.
Apartment/Condo Organic Waste Program	The city offers organics collection free of charge for residential apartment and condo buildings for owners and managers that register for the program.
Backyard Chickens	Kingston residents are allowed to keep up to six hens in their backyard with Backyard hen permit

### **Distribution of Local Food**

The initiatives above demonstrate Kingston’s efforts to strengthen food infrastructure through a combination of public programs, business supports, and partnerships. A key component of this effort is the effective distribution of local food to ensure what is grown and produced in the region reaches community members efficiently and equitably. The following section outlines current trends and behaviours related to how local food is accessed and consumed, helping to inform future strategies that can enhance availability, affordability, and community participation.

#### Current Data and Metrics:

- 20 food/produce vendors currently utilizing at Springer Market Square Public Market (Spring 2025)
- 90% of participants of the local food survey indicated that they bought local food, with 53% purchasing it weekly (2023 Local Food Survey).
- 74% of local food was most often bought at grocery stores (2023 Local Food Survey).
- 22 licensed Backyard Chicken Coops (April 2025)

#### Recommendations:

- Collaborate with community partners to track participation in local food initiatives i.e., Memorial Centre Farmers Market, Springer Market Square Public Market, local producers , restaurants and community gardens.
-

## **Reduction in Food Waste**

Another key component of food infrastructure is the approach for food waste. The following section includes an overview of data and metrics on how food waste is managed

### Current Data and Metrics:

- 48% participation rate in City of Kingston Household Green Bin/Organic Waste Collection Program (City of Kingston Single-Family Residential Waste Composition Audit, 2023).
- 131.72 kilograms per single-family household per year (kg/hh/yr) (2.53 kg/hh/wk) of organic material diverted from landfills through the Kingston's Green Bin Organics Waste Collection (City of Kingston Single-Family Residential Waste Composition Audit, 2023).
- 39.41% of organic material diverted was edible food waste (City of Kingston Single-Family Residential Waste Composition Audit, 2023).
- 41.13% (129.92 kg/hh/yr or approximately 2.49 kg/hh/wk) of the material disposed of in the garbage stream was accepted green bin material and was the largest disposed of divertible component (City of Kingston Single-Family Residential Waste Composition Audit, 2023).

### Recommendations:

- Create and support community-wide campaigns to increase awareness of sustainable food systems and encourage the consumption of locally produced food.
- Explore mechanisms to monitor partnerships and resources offered through business support efforts to farmers, food producers and food businesses.
- Create a long-term strategy for markets in the city and the role of the municipality in supporting them.
- Track utilization and materials diverted through school-based organics pick-up and composting programs.
- Continue to promote Household Green Bin/Organic Waste Collection Program with additional public education campaigns

### **Pillar 3: Food Access**

Food access is an issue that affects public health, economic stability, and social equity. It refers to the availability, affordability, and quality of food, ensuring that all individuals, regardless of their income or geographic location, can obtain nutritious food. The importance of food access lies in its role in preventing malnutrition, obesity, and diet-related diseases. However, there are numerous challenges to achieving food access for everyone. These include geographic barriers such as food deserts in urban and rural areas where grocery stores are scarce, economic constraints that make healthy food unaffordable for many low-income families, and supply chain disruptions that exacerbate food insecurity. Addressing these challenges requires a multifaceted approach involving policy changes, community engagement, and support for sustainable food systems.

According to KFL&A Public Health Cost of Healthy Eating report (2024), food insecurity is defined as those that have concerns about running out of food before there is money to buy more (marginal), to the inability to afford a balanced diet (moderate), to going hungry, missing meals, and in extreme cases, not eating for whole days because of a lack of food and money for food (severe) (The Cost of Eating Healthy, 2024).

In addition to these challenges, food access must also consider the cultural, social, and spiritual connections that individuals and communities have with food. Making sure equitable food access goes beyond mere availability and affordability. Food plays a vital role in shaping personal identity and fostering community, cultural and spiritual connections. It serves as a powerful means of cultural expression, enabling individuals to connect with their heritage and build relationships. Many people use food to bridge social and cultural differences, creating shared spaces for conversation and mutual understanding. Expressions like “breaking bread together” reflect how food fosters trust and relationship-building, while also contributing to individual and community well-being through the preservation of cultural traditions and norms. Access to cultural appropriate foods plays a central role in food security and overall health, as it is easier to choose and prepare foods that meet dietary needs, preferences, and budgets, when individuals can access familiar ingredients. Programs, events, and community spaces that integrate food as a central element also play a key role in promoting cultural celebration and social bonding. These connection points include community meals, cultural festivals, garden-based programs, and social gatherings that celebrate shared food traditions and values.

The increasing cultural diversity in Kingston highlights the importance of food systems that support cultural exchange and education, ensuring that all communities see their identities reflected in the food landscape and key to creating a food system that not only meets basic nutritional needs but also supports the broader well-being and identity of all individuals.

Below an overview of current municipal programs and actions in the Food Access pillar.

**Municipal Programs and Actions:**

Fines for Food Program	In 2024 Council directed staff to use one month of parking ticket revenue, estimated at \$180,000, be distributed equally to free food banks and food pantries. In early 2025 Council recommended to continue the program for up to five years.(24-165 Fines for Food).
Fresh Food Pop-Up Stand Discounts – Municipal Fee Assistance Program (MFAP)	Discounts on fresh fruits, vegetables and prepared foods at the Lionhearts Fresh Food Market Pop-Ups through the Municipal Fee Assistance Program.
St. Vincent de Paul Social (SVDP) Expansion and Social Market	Municipal contribution towards the construction and expansion of the St. Vincent de Paul Society, to support meal and pantry programs, as well as a partner on their social market initiative.
Kingston Community Climate Action Fund (KCCAF)	The KCCAF supports a variety of projects including some initiatives related to the food system such as the Extend-A-Family Hydroponic Greenhouse Project, the Indigenous Food Sovereignty Garden, and the fundraising of an electric vehicle for Martha's Table.
Edible Forests/Little Forests	City partnership with local organizations and community groups to provide land and vegetation to the little forests/pocket forests/edible forests projects.
Neighbourhood Activation Fund	Support for neighbourhood events to build strong community relationships and fill gaps in local programming, including food-related events such as community BBQs and potlucks.
Food Recovery and Redistribution Program	The Tourism Kingston Food Recovery & Redistribution Program is a program that connects hotels/restaurants, a catering company and Queen's with Lionhearts to donate surplus food.

**Addressing Household Food Insecurity**

While these initiatives reflect strong municipal and community efforts to increase food access through programming, infrastructure, and partnerships, household food insecurity remains a persistent and complex challenge. Addressing this issue requires not only local responses but also broader policy changes to tackle the root causes of poverty and food insecurity. The following section provides a snapshot of current needs in Kingston, highlighting the scale of household food insecurity and the essential role that emergency food supports, and community-based programs play in meeting immediate needs.

Current Data and Metrics:

- 69.9% of households in Canada who reported their main source of income as social assistance were food insecure. Food insecurity disproportionately affects certain populations, including low-income households, Indigenous Peoples, racialized Canadians, single mothers, and renters (PROOF, 2023) - As of early 2025 there were approximately 2950 active Ontario Works files in the Kingston and Frontenac catchment.
- Over 20,000 food hampers were provided by Partner in Missions Food Bank, which assisted over 9000 individuals in 2024, marking a 10% increase from the previous year (Partners in Mission Food Bank, 2024).
- 7 local Fresh Food Market Pop-up locations are operated by Lionhearts across the City of Kingston.
- 4,064 individuals (approximately 320-350 people per month) were served by St. Vincent de Paul emergency pantry throughout 2024. The annual operating cost for the pantry is \$96,216, and it has received \$58,457.65 in donations (SVDP, 2024).
- 400 older adults (55+) are served through the free Seniors Good Food Box program, which provides fresh produce and grocery items monthly by Kingston Community Health Centres. Each box costs \$20 to produce, with a total cost of \$96,000 to support the delivery of 4,800 boxes annually (24-165 Fines for Food).
- 6 edible forests are providing fresh produce to residents in the community.
- With support from the Kingston Community Climate Action Fund, the GrowAbility Hydroponic Greenhouse Project will now upgrade and scale the operations of two hydroponic greenhouses that can produce more than 10,000 heads of fresh, locally grown produce every year. By utilizing hydroponic technology, the project will use 90% less water than traditional farming, eliminating the need for soil, avoiding greenhouse gas emissions from transportation and increasing climate resiliency by sustainably producing local food year-round.

Recommendations:

- Establish mechanism for tracking utilization and engagement of Fresh Food Markets, such as a digital square system to capture sales data (item volume, transactions, discounts, etc.), as well as client surveys to gather feedback on market awareness, household impact, satisfaction, and desired future items.
- Continue to facilitate and coordinate the donation, storage, processing and distribution of surplus food from grocery stores, restaurants, hotels, farmers etc. back to local agencies such as food banks, meal providers and social service agencies
- Determine the future model of the Community Food Redistribution Warehouse, and review opportunities to align with a Community Food Hub model (as described under the food production pillar)

- Where possible support food infrastructure capital needs through grants and in-kind support.
- Continue to collaborate with partners to find innovative ways to facilitate and track the need, impact and distribution of food provided through meal programs and hampers, which is currently largely dependent on volunteer availability.
- Continue to advocate for federal and provincial government policies and programs to ensure all Canadians can afford to eat healthy food, such as higher minimum wage rates, increased social assistance rates, reducing income tax rates for the lowest income households, a basic income guarantee.
- Incorporate fruit trees, nut trees and other edible plantings in new development to promote food security and facilitate opportunities for foraging.

### **Cultural, Social and Spiritual Connections to Food**

As Kingston continues to grow in cultural diversity, it is clear that food systems must evolve to reflect and support the unique traditions, preferences, and values of all residents. This means not only acknowledging the cultural significance of food, but also addressing systemic gaps in availability, access, and visibility of ethnocultural food options. From local markets to ethnic grocers, and from community celebrations to spiritual practices, the way people connect with food is multifaceted and deeply personal. Ongoing engagement with diverse communities is essential to ensure that food infrastructure honours these experiences. The following section highlights current access points and perceptions, and outlines ways the city and its partners can better support cultural food equity and inclusion across neighbourhoods.

#### Current Data and Metrics:

- 21% of individuals identified buying local food help them to connect with their culture (2023 Local Food Survey).
- 36% of individuals agreed that there is limited availability of ethnocentric food in the Kingston region (2023 Local Food Survey).
- 4% of respondents identified accessing local food through culturally specific food stores (2023 Local Food Survey).
- 14 ethnic grocers/markets and locations where culturally specific foods are currently available across the Kingston region (Open Data Kingston).

#### Recommendations:

- Review currently local ethnic grocers/market locations to identify gaps and support initiatives that would introduce new food sources to the Kingston food supply.

- Continue to engage and identify communities in need of greater access to culturally specific foods, with processes for appropriate resources and supports.
- Further engage with diverse community members and spiritual leaders, fostering a deeper understanding of how food can be a vehicle for cultural continuity and communal healing.

## Pillar 4: Food Education & Literacy

Food education and literacy play a crucial role in fostering healthier communities by equipping individuals with the knowledge and skills needed to make informed food choices. Understanding nutrition, cooking techniques, and the environmental impact of food production empowers people to lead healthier lifestyles and support sustainable practices. However, there are challenges to promoting food literacy, including socioeconomic barriers, lack of access to fresh ingredients, and limited nutrition education in schools and communities. Additionally, the pervasive influence of advertising and the availability and low cost of many highly processed, unhealthy foods often make it difficult for individuals to prioritize nutritious options. Overcoming these challenges requires a multi-faceted approach, including policy changes, community-based initiatives, and the integration of food education into education systems.

Below an overview of current municipal programs and actions in the Food Education and Literacy pillar.

### Municipal Programs and Actions:

Community Kitchens Access/Food Production Training Days	Municipal training for local food producers and processors at two community commercial kitchens. Community organizations also utilize these spaces for various educational programming.
Community Kitchen Access for Female Entrepreneurs	The Harbour Kitchen Initiative provides wraparound support and mentoring to women entrepreneurs to kick-start or scale-up food-based businesses through a partnership with KEYS.
Open Kitchen program	The municipality supported community programs with free space, providing a safe, inclusive environment for weekly workshops. Participants learned cooking methods, ingredient substitutions, and food budgeting, while exploring cultural foods and working with fresh, local ingredients.
School-based Organics Program	Exploring programming to implement organics pick-up at local elementary and secondary schools that would also foster teaching on composting processes.
Community Gardens	Coordination of Community gardens, continue to Explore opportunities to remove barriers for urban food production and support expansion of gardens where possible



## **Educational and Literacy Programming**

These initiatives reflect a growing commitment to hands-on, municipally supported and community-rooted approaches to food education. Whether through community kitchens, garden programs, or entrepreneurial training, these efforts provide valuable spaces where individuals can build skills, confidence, and connection through food. The following section highlights the reach and impact of current programming across Kingston, offering a snapshot of how food literacy is being cultivated through collaboration, creativity, and a focus on accessibility.

### Current Programming and Metrics:

- 14 publicly accessible community gardens operating on municipal land and 16 privately operated community gardens providing fresh produce.
- 15 active users, 4 alumni, and 12 in process for onboarding through the City of Kingston and KEYS Harbour Kitchen Initiative (HIK) which supports and mentors' female entrepreneurs looking to kick-start or scale-up of food-based businesses.
- Over 3,000 hours in the kitchen for the HIK since opening in May 2023, with approximately 5,000 individuals participating in events, training and workshops.
- 3 municipal training sessions for local food producers over the past three years
- 74 unique participants, through 46 workshops, with 160 different recipes, prepared 1,353 meals through the local Open Kitchens programs.
- 400 students engaged in the KFL&A Public Health School-based Food Education Programs across Kingston in 2023 (KFL&A Public Health, 2023).

### Recommendations:

- Increase access and promotion of public and privately owned community and commercial kitchens by partnering with local organizations to provide cooking space for underserved communities and support food producers and local food businesses.
- Encourage new development to establish community gardens through Official Plan policies.
- Measure the impact of community gardens and expand the program to underserved neighbourhoods to enhance access to educational opportunities, promote mental health, and foster social connections.
- Through the Kingston Community Garden Network, establish a mechanism to track the number of individuals participating in community gardens, while also monitoring the volume of produce harvested and distributed to community members, including donations to local food programs, with data collected for end-of-year impact reports.
- Track the number, and attendance of food skills programs available, as well as gather feedback for future improvements.
- Partner with local organizations, farmers' markets, community gardens, schools, and community groups to provide hands-on learning experiences, increase food literacy, while advocating for more education and training opportunities in agriculture.

- Continue to establish, promote and evaluate education programs through public health, the schoolboards and post-secondary institutions such as parenting and children's nutrition, healthy eating, culinary programs and hands on food training experience
- Explore opportunities to expand training programs for food entrepreneurs, farmworkers, and integrate economic development strategies that create job pathways in food production and distribution.

## Pillar 5: Food System Governance

Food governance refers to the systems, policies, regulations, and processes through which decisions about food production, distribution, and consumption are made. It involves various participants, including governments, (international) organizations, businesses, and communities, to ensure that food systems are equitable, sustainable, and secure.

Effective food governance is crucial for addressing issues like hunger, malnutrition, food safety, and environmental sustainability. It helps guide agricultural practices, trade, and food access, ensuring that they are aligned with public health and environmental goals.

Challenges in food governance can include conflicting interests among key players, political and economic pressures, climate change impacts, and the complexity of food supply chains and government regulations. These challenges can hinder the creation of effective policies, making it difficult to ensure that all residents have access to safe, nutritious, and sustainable food. Addressing these challenges requires collaboration among partners and key players, innovation in policies and regulations, and a governance system in place that outlines the local/regional food system and includes measures for tracking and monitoring the system over time.

While many food-related decisions and systems are shaped at the provincial, federal, and even international levels, municipalities play an important role in shaping local food environments. This framework recognizes the need to advocate to other levels of government while focusing on the tools available locally, such as land use planning, licensing, procurement, and community partnerships, to strengthen Kingston's food system. Coordinated, multi-level governance is essential to advancing equity, sustainability, and long-term food security.

### **Key Policies, Bylaws, Licencing and Regulations:**

In the creation of this framework, City staff reviewed various internal and some external (where applicable) policies, bylaws and regulatory documents. Certain guiding documents have key implications for the municipal food system. The Framework is aligned with the *Climate Leadership Plan* (2021), objective 9: "Improve the vibrancy of the local food system to help reduce dependence on high-carbon imported food," as well as actions contained in the forthcoming *Community Climate Adaptation Plan*. Of note The City is in the process of

preparing a brand-new Official Plan (2025-2026), and staff plan to include more policies that relate to food to give residents more opportunities to grow, share, sell and buy local food. Other overarching policy and bylaw documents that speak to food items, or could influence decisions around food, are the Climate Leadership Plan, the Business Licensing Bylaw, the Community Gardens Development Operation Policy, the Procurement bylaw, the Culinary Strategy (Tourism Kingston) and have been referenced throughout this framework. All documents can be found in Appendix A.

As part of the implementation and coordination of food initiatives in Kingston the connection with these and other key documents are essential, and it will be important to continuously review policies and bylaws that either provide barriers or opportunities for food production, access, infrastructure and distribution, education and literacy. An important first step and key recommendation in this framework is the establishment of a taskforce that could focus on opportunities to streamline licensing processes, and the reduction of unnecessary regulatory burdens on food production, access, infrastructure and distribution.

#### **City Council Motions on Food:**

During the 2023-2026 Council term Council moved two motions that directly impact the work on food that are important to mention in the Food Governance pillar section.

In the fall of 2024 City Council passed a motion prioritizing plant-based food options focusing on health and sustainability. The motion directs staff to report back to Council in Q4 of 2025 with a draft strategy for implementing plant-based municipal food procurement. In January of 2025 City Council passed a motion to declare Food Insecurity as an emergency. Along with the declaration, the motion requested the Ontario Government immediately increase base funding for existing school food programs and raise social assistance rates to meet basic living needs. The motion also requested for the Provincial and Federal Governments to address the root causes of food insecurity by establishing a Guaranteed Liveable Basic Income. As a result of this motion Council approved an additional \$200,000 in the 2025 Operating budget to invest in food programming. A recommendation has been added in this pillar on how to invest these funds.

#### **Role of governance and integration of pillars:**

This framework outlines a high-level overview of the pillars, each with various themes identified within the pillars. As described in the first part of this document, it is important to acknowledge the interconnectedness of the pillars and that many of the metrics and recommendations identified impact and influence each other. To create a seamless and resilient food system the governance pillar also includes recommendations on integration

strategies such as cross pillar working groups, annual reporting and cross sector partnership development.

Below and overview of various overarching metrics and information that is touching on governance and integration.

Current Data and Metrics:

- Continue to track number of city-led food related policies, plans & studies
- 10 City Council strategic priorities related to food
- 11 local meal providers collaborate with city staff on the development of a monthly data collection tool in 2024. Ongoing collaborations as evaluation continues to be refined.
- 880 participants engaged in a city-led Local Food survey in 2023.

Recommendations:

- Create a cross-pillar food framework working group that functions as oversight for the implementation of the municipal food framework implementation and works towards policy and program alignment
- Continue to participate on the Food Policy Council and support and seek alignment with the creation of their Regional Food Strategy
- Create a dedicated taskforce to streamline licensing processes, reduce unnecessary regulatory burdens on food production and create better links to food access (For instance farm to table and farm to institution opportunities)
- Continue to evaluate public perceptions on access to and the distribution of local food to monitor trends since the 2023 local food survey, by implementing follow-up surveys at two-year intervals.
- Provide annual reporting out on food framework status and deliverables.
- Continue the implementation and integration of the Climate leadership plan and Community Climate Adaptation plan
- Continue to seek opportunities and create a strategy to engage with the community and seek revenue sources for food framework implementation including external sources of revenue and public-private partnerships
- Expand authority for Licencing and Enforcement to waive fees for Social Enterprises and Non-Profits with discretion and in alignment with City Council's strategic priorities. Develop a policy to guide how fee waivers are considered. Align the policy with the broader goals of the food framework and provide a clear framework for future decisions.
- Establish a mechanism to ensure ongoing updates to the food access map, locations for new initiatives such as community gardens, mobile markets, meals, and food programs, local food providers etc. are included.
- Explore and emphasize the role of municipal control in areas like land use planning, economic development, by-laws, and procurement to set an example for other institutions.

- Continue facilitation and partnership building around the various food framework areas
- Track initiatives and evaluate progress on the \$200,000 one-time contribution from city council for food programming in the 2025 budget
- Track total revenue generated for food systems initiatives (grant, donation, sponsorship and naming rights revenue), annual revenue growth rate, and cost to revenue ratio (costs incurred to secure funding vs. revenue generated). Monitor funding impact by tracking number of initiatives, meals, or programs supported directly by the funds raised.
- Track the number of commercial kitchens licensed under the expanded food service establishment definition.
- Measure the number of fee waivers granted to social enterprises or non-profits to assess alignment with City Council's strategic priorities and support community-focused initiatives.
- Number of strategic partnerships with local food organizations including strategic collaborations with post-secondary groups to research and identify opportunities to support different aspects of a local food system
- Track number of city-led food related policies, plans & studies.
- Encourage new development to support the local food system by incorporating location and context appropriate spaces for local food production, processing, distribution and/or sales.

### Next steps and implementation of the framework

After the endorsement of the framework by City Council the next step is to start the implementation of the recommendations and to continue to facilitate and expand the work with partners, organizations, agencies, associations and businesses within the community. Appendix B is a summary of all the recommendations in this framework, the proposed lead, partners, timeline and resources required. This document will be iterative, reviewed and updated on a regular basis.

Continue to connect with external programs, strategies and the goals of those in the food space will be essential and further the City's understanding of the food system, its municipal role and the gaps that exist. The information gleaned through these ongoing external engagements will expand on the present framework. The goal is to have a document that is iterative, comprehensive, provides strategic recommendations to guide long-term planning and resource allocation for the municipality and the community, and includes metrics and indicators that can measure progress overtime.

## Appendices

Appendix A: Governing documents, strategies and key interest holders:

<b>Guiding documents Internal</b>
Official Plan
Agricultural Sector Workforce Development Plan (Draft)
Business Licensing Bylaw
Climate Leadership Plan
Community Food Resource Map
Community Gardens Development Operations Policy
Declaring Food Insecurity an Emergency Motion (Jan 2025)
Food Truck Permits
Plant-based municipal food procurement motion (Oct 2024)
Plant-Based Municipal Food Procurement
Single-Family Residential Waste Composition Audit 2023 (PDF available by request)
Rural Kingston Economic Development
Shop Local Campaign Motion
<b>Guiding Documents – External</b>
AMO Ontario Baseline Waste and Recycling Report
Government of Canada Social Determinants of Health
Ontario Local Food Act
Tourism Kingston Culinary Strategy (PDF available by request)
United Nations Sustainable Development Goals

## Appendix B – Food Framework Implementation Plan

Food production Pillar	Lead	Partners	Timing	Resources
<b>Current Municipal Programs and Actions</b>				
Community Training Farm – permanent location	SIP		Ongoing	Staff time, capital
Farmer Succession Planning	SIP	OFA, NFU, Farm Credit Canada	2025-2026	Staff time
Vertical Farm Manufacturing and production	SIP/CDWB-IIDEA	Private sector, Food providers	Summer 2025 start	Fines For Foods Funding, staff time
Abattoir Meat Processing Facility	SIP	Private Sector	Ongoing	Staff time
Agriculture Workforce Development Plan	SIP		Q3 2025-Q4 2026	Staff time
Neighbourhood Climate Action Champions	CLD	Residents	Ongoing	Staff time, operating funding
<b>Recommendations</b>				
Continue to monitor the goal of reducing GHG by 80-100% in 2040.	CLD	Local Climate Partnership	Ongoing	Staff time, capital
Study the possibility of a Kingston area community food hub that supports processing, storage, distribution, education and training (linked with access, infrastructure, distribution, education and literacy pillars).	SIP/CDWB-IIDEA	Various	TBD	Staff time
Support and explore the potential for innovative farming technologies that could reduce emissions, including opportunities for renewable energy, and foster Kingston as a hub for agri-tech innovation.	Environment /SIP/Planning	Various	TBD	Staff time



Explore mechanisms to monitor and encourage shift from imported food to locally grown products.	SIP/CDWB - IIDEA	Various	Ongoing	Staff time
Support the advancement of a new local, privately owned, federally regulated abattoir (meat processing facility)	SIP	Private Sector	Ongoing	Staff support to access resources with possible provincial and federal funding
Track the number of new urban farming initiatives, including vertical farms, community gardens, and greenhouses.	CDWB – IIDEA/SIP	Various	Ongoing	Community gardens Funding and staff time
Strengthen diversified agricultural uses and niche food production through Official Plan policies	Planning		Ongoing	Staff time
<b>Food infrastructure and distribution</b>	<b>Lead</b>	<b>Partners</b>	<b>Timing</b>	<b>Resources</b>
<b>Current Municipal Programs and Actions</b>				
Oversight of Public Market and support Memorial Centre Farmers Market	CDWB-IIDEA/R&L	TK, DBIA	Ongoing	Staff time
Exploring a partnership to pilot a food truck program promoting healthier and more sustainable food options.	L&E	DBIA PH-SEHU	2025/2026	Staff time
Support and enhance agritourism initiatives as part of the Tourism Kingston Culinary Strategy (expected to be updated in 2025). Create new programming and events that promote local farms, local food and opportunities to learn.	Tourism Kingston/ SIP/ CDWB-IIDEA	Restaurants, Hotels, Markets, Agricultural Sector	2025 and beyond	Staff time, event and promotional cost
Business support to new and existing farmers, food producers and food businesses	Kingston EcDev/SIP	Farmer associations	Ongoing	Staff time, grants, funding
Support food rescue initiatives and the community food redistribution warehouse	CDWB-IIDEA	UW, Food providers,	Ongoing	Staff time, grants, funding

		Tourism Kingston		
Backyard composting program	PW/SW	Residents	Ongoing	Staff time, operating cost
Household Green Bin/Organic waste collection	PW/SW	Residents	Ongoing	Staff time, operating cost
Apartment/Condo Organic Waste Program	PW/SW	Residents	Ongoing	Staff time, operating cost
Support Backyard Chickens program	L&E	Residents	Ongoing	Staff time
<b>Recommendations</b>				
Collaborate with community partners to track participation in local food initiatives i.e., Memorial Centre Farmers Market, Springer Market Square Public Market, local producers , restaurants and community gardens.	CDWB-IIDEA/CLD	Various Partners	Ongoing	Staff time
Create and support community-wide campaigns to increase awareness of sustainable food systems and encourage the consumption of locally produced food.	CLD/CDWB-IIDEA/SIP	TK EcDev Sustainable Kingston	Ongoing	Staff time, marketing cost
Explore mechanisms to monitor partnerships and resources offered through business support efforts to farmers, food producers and food businesses.	SIP EcDev		Ongoing	Staff time
Create a long-term strategy for markets in the city and the role of the municipality in supporting them.	CDWB-IIDEA	Vendors, DBIA, TK	2025-2026	Staff time
Track utilization and materials diverted through school-based organics pick-up and composting programs.	PW/SW	Residents	Ongoing	Staff time
Continue to promote Household Green Bin/Organic Waste Collection Program with additional public education campaigns	PW/SW	Residents	Ongoing	Staff time, Marketing costs

<b>Food Access</b>	<b>Lead</b>	<b>Partners</b>	<b>Timing</b>	<b>Resources</b>
<b>Current Municipal Programs and Actions:</b>				
Fines for Food Program	CDWB-IIDEA	Food providers	2025-2030	Staff time and \$180K annually from parking fines revenue
Fresh Food Pop-Up Stand and Municipal Fee Assistance Program (MFAP) discounts on fresh fruits, vegetables and prepared foods	CDWB-IIDEA	Lionhearts	Ongoing	Staff time and MFAP operating budget
St. Vincent de Paul Social (SVDP) Expansion and Social Market	CDWB-IIDEA	SVDP	2025 and beyond	Capital contribution (2024) and staff time
Kingston Community Climate Action Fund (KCCAF) supports a variety of projects including some related to the food system	CLD	Community partners, donors	Ongoing	Staff time
Edible Forests/Little Forests	PW/SW CDWB-IIDEA	Edible Forest/Little Forest	Ongoing	Staff time
Neighbourhood Activation Fund	PW/SW CDWB-IIDEA	Residents	Ongoing	Staff time and existing operating budget
Food Recovery and Redistribution Program	Tourism Kingston	Lionhearts hotels, restaurants, caterers, Queen's	Ongoing	Staff time, minor operating cost
<b>Recommendations</b>				
Establish mechanism for tracking utilization and engagement of Fresh Food Markets,	SIP/CDWB-IIDEA	Lionhearts	2025 and beyond	Staff time
Continue to facilitate and coordinate the donation, storage, processing and distribution of surplus food from grocery stores, restaurants, hotels, farmers etc.	CDWB-IIDEA/Various partners		2025 and beyond	Staff time, potential operating and capital dollars

back to local agencies such as food banks, meal providers and social service agencies				
Determine the future model of the Community Food Redistribution Warehouse, and review opportunities to align with a Community Food Hub model (as described under the food production pillar)	CDWB-IIIDEA	CFRW partners	2025-2026	Staff time, potential operating and capital dollars
Where possible support food infrastructure capital needs through grants and in-kind support.	CDWB-IIIDEA SIP EcDev	Food partners	Ongoing	Capital
Continue to collaborate with partners to find innovative ways to facilitate and track the need, impact and distribution of food provided through meal programs and hampers	CDWB-IIIDEA SIP	Food and meal providers	Ongoing	Staff time
Continue to advocate for federal and provincial government policies and programs to ensure all Canadians can afford to eat healthy food	Various	Various	Ongoing	Staff time
Incorporate fruit trees, nut trees and other edible plantings in new development to promote food security and facilitate opportunities for foraging.	Planning		Ongoing	
Create intake metrics and ongoing evaluation of the Fines for Food program to ensure program's effectiveness and the numbers associated with its success.	CDWB-IIIDEA	Various	Ongoing	Staff time
Review currently local ethnic grocers/market locations to identify gaps and support initiatives that would introduce new food sources to the Kingston food supply.	CDWB-IIIDEA SIP EcDev	Ethnocultural and Indigenous partners	Ongoing	Staff time, grants
Continue to engage and identify communities in need of greater access to culturally specific foods	CDWB-IIIDEA	Ethnocultural and Indigenous partners	Ongoing	Staff time, grants

Further engage with diverse community members and spiritual leaders, fostering a deeper understanding of how food can be a vehicle for cultural continuity and communal healing.	CDWB-IIDEA	Ethnocultural and Indigenous partners	Ongoing	Staff time, grants
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<b>Food Education and Literacy</b>	<b>Lead</b>	<b>Partners</b>	<b>Timing</b>	<b>Resources</b>
<b>Current Municipal Programs/Actions:</b>				
Community Kitchens Access/Food Production Training Days	SIP	KEYS/Frontenac County/South Frontenac Township	Ongoing	Staff time, event expenses
The Harbour Kitchen Initiative for female identifying entrepreneurs to kick-start or scale-up food-based businesses	SIP	KEYS	Ongoing	Staff time, Grants
Open Kitchen program supporting community programs with free space	R&L CDWB-IIDEA	Community partners/Residents	Ongoing	Staff time, In-kind space
Exploring School-Based Organic Waste Programming	PW/SW	Residents		Staff time
Community Gardens coordination and support	CDWB-IIDEA	KCHC Garden coordinators	Ongoing	Staff time, Garden Grants
<b>Recommendations</b>				
Increase access and promotion of public and private community and commercial kitchens by partnering with local organizations to provide cooking space for underserved communities, support food producers and local food businesses.	CDWB-IIDEA SIP R&L	Community partners/Residents	Ongoing	Staff time
Encourage new development to establish community gardens through Official Plan policies.	Planning		Ongoing	

Measure the impact of community gardens and expand the program to underserved neighbourhoods to enhance access to educational opportunities, promote mental health, and foster social connections.	CDWB-IIDEA	KCHC	2025 and beyond	Staff time and minor capital
Track the number, and attendance of food skills programs available, as well as gather feedback for future improvements.	Various	Various	Ongoing	Staff time
Partner with local organizations, farmers' markets, community gardens, schools, and community groups to provide hands-on learning experiences, increase food literacy, while advocating for more education and training opportunities in agriculture.	Various	Various	Ongoing	Staff time
Continue to establish, promote and evaluate education programs through Public Health such as parenting and children's nutrition and healthy eating	SEHU-Public Health	Various	Ongoing	Staff time
Explore opportunities to expand training programs for food entrepreneurs, farmers and integrate economic development strategies that create job pathways in food production and distribution	EcDev SIP	Business sector	Ongoing	
<b>Food Framework Governance</b>	<b>Lead</b>	<b>Partners</b>	<b>Timing</b>	<b>Resources</b>
Create a cross-pillar food framework working group that functions as oversight for the implementation of the municipal food	SIP/CDWB-IIDEA	Cross-departmental	2025	Staff time

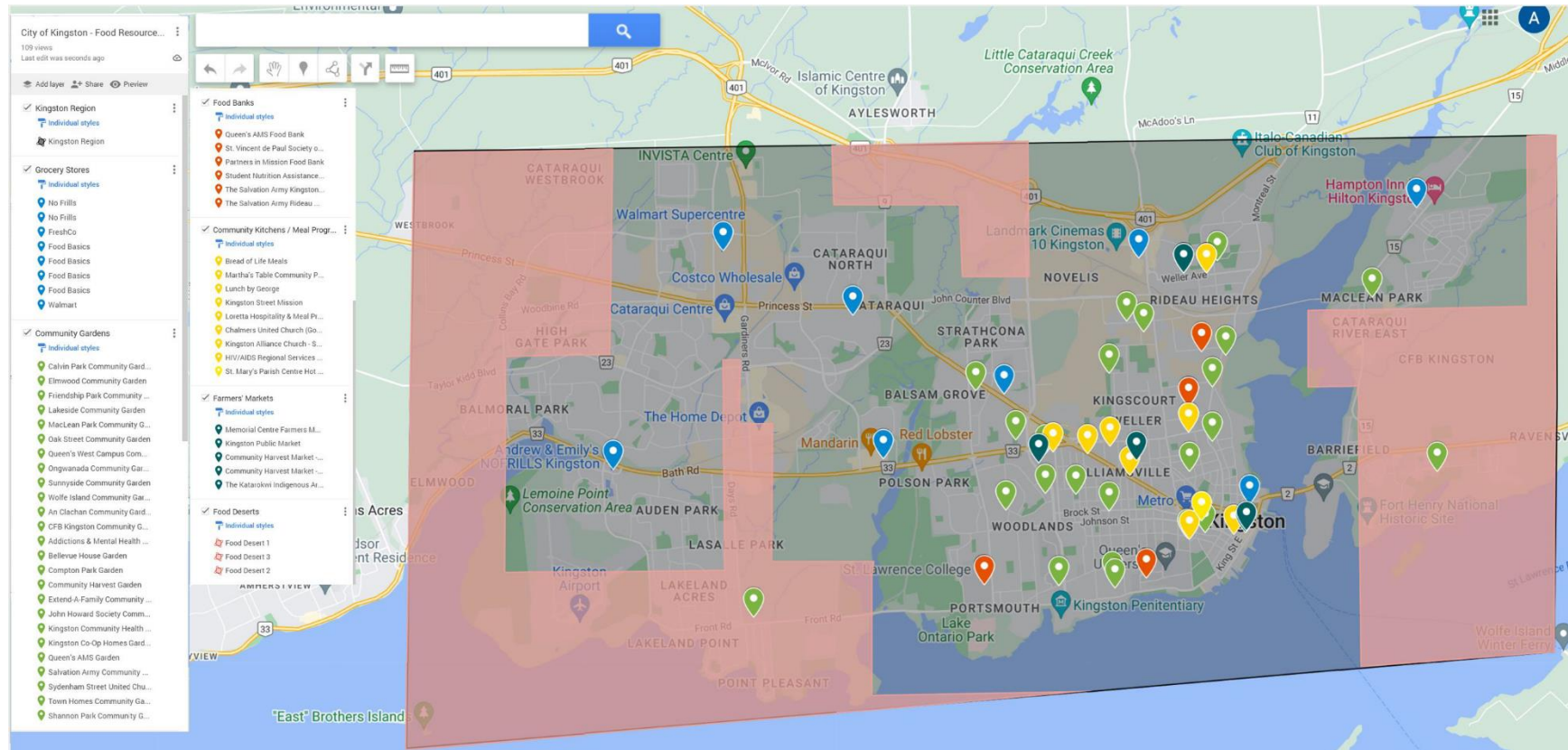
framework implementation and works towards policy and program alignment				
Continue to participate on the Food Policy Council and support and seek alignment with the creation of their Regional Food Strategy	CDWB-IIDEA	Food Policy Council	Ongoing	Staff time
Create a dedicated taskforce to streamline licensing processes, reduce unnecessary regulatory burdens on food production and create better links to food access (For instance farm to table and farm to institution opportunities)	SIP/CDWB-IIDEA/Licensing & Enforcement	L&E SEHU Public Health EcDev Farmers and producers	2025-2026	Staff time
Continue to evaluate public perceptions on access to and the distribution of local food to monitor trends since the 2023 survey by implementing follow-up surveys at two-year intervals.	SIP Communications	Various	2025 and Bi-annually - after	Staff time
Provide annual reporting out on food framework status and deliverables.	SIP/CDWB-IIDEA	Cross-departmental	Annually	Staff time
Continue the implementation and integration of the Climate leadership plan and Community Climate Adaptation plan	CLD	Local Climate Partnership	Ongoing	Staff time, capital
Continue to seek opportunities and create a strategy to engage with the community and seek revenue sources for food framework implementation including external sources of revenue and public-private partnerships	SIP/CDWB-IIDEA	Various Partners	2025-2026	Staff time



Expand authority for Licencing and Enforcement to waive fees for Social Enterprises and Non-Profits with discretion and in alignment with City Council's strategic priorities. Develop a policy to guide how fee waivers are considered. Align the policy with the broader goals of the food framework and provide a clear framework for future decisions.	Licensing & Enforcement		2025	Staff time, potential for operating budget
Establish a mechanism to ensure ongoing updates to the food access map, locations for new initiatives such as community gardens, mobile markets, meals, and food programs, local food providers etc. are included.	SIP/CDWB-IIDEA	Partners	Ongoing	Staff time
Explore and emphasize the role of municipal control in areas like land use planning, economic development, by-laws, and procurement to set an example for other institutions.	Various	Various	Ongoing	Staff time
Continue facilitation and partnership building around the various food framework areas	CDWB-IIDEA/SIP	Various	Ongoing	Staff time
Encourage new development to support the local food system by incorporating location and context appropriate spaces for local food production, processing, distribution and/or sales.	Planning		Ongoing	
Create a draft strategy for implementing plant-based municipal food procurement.	CLT	Various	Q4 2025	Staff time

Track various food governance items such as number of partnerships and collaborations, grants and sponsorship revenue and fee waivers,	CDWB-IIDEA/SIP/L&E	Various	TBD	Staff time
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## Appendix C: Geographic Food Map with Full Legend



## Appendix D: Persona Map



## Brandon (Post-secondary student)



- **Demographic:** Male, 21 years old
- **Residency:** Far from downtown living with friends
- **Priority Expenses:** Rent, tuition, social activities, clothes
- **Challenges:** Very minimal income, can't afford a vehicle to transport enough food for the week, requires multiple trips
- **Behaviour:** Shops at stores near his apartment/house (not necessarily the cheapest), and buys small amounts of food due to having no vehicle, Brandon has limited time to cook so he prefers buying pre-cooked food or snacks instead of raw materials (often less nutritious)
- **Coping Mechanisms and Strategies:** Prepares food on weekends and reheats during weekdays, shares a ride with friends to lower the cost of transportation and tries to split food





## Perspective

Single Parent	Post-secondary Student	Person with a Disability
<ul style="list-style-type: none"> <li>• Overwhelmed: trying to balance schedules with school, sports, work, play dates, buying groceries, and more</li> <li>• Prices for most other commodities are rising</li> <li>• Worry about getting laid off as companies continue to downsize</li> <li>• Pressure to provide, fresh, healthy food for their children</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on studying and social activities instead of cooking</li> <li>• Helpless: don't want to go to certain stores even the price is lower and package is larger, because it is too far or can't carry all the food bought at one time</li> <li>• Wishing to lighten the burden on parents</li> <li>• Needing to have enough nutrition coming from various types of food</li> </ul>	<ul style="list-style-type: none"> <li>• Isolation: most Kingston residents don't struggle to physically access or prepare food like Claire does</li> <li>• Stress around finding ways to make income</li> <li>• Struggles to plan ways to access the foodbank and transport food back home</li> <li>• Trying to make nutritious meals but unhealthy food is much less expensive and more convenient</li> </ul>



## Pain Points

Single Parent	Post-secondary Student	Person with a Disability
<ul style="list-style-type: none"> <li>• Difficulty affording nutritious food, despite efforts to prioritize inexpensive options</li> <li>• Juggling multiple responsibilities and food can easily fall lower on the priority list</li> <li>• Concerns about potential job loss due to ongoing downsizing</li> <li>• Increasing food prices exacerbate these worries</li> </ul>	<ul style="list-style-type: none"> <li>• Can't afford a car</li> <li>• Bus takes a long time and is less convenient (schedule, crowded, delays)</li> <li>• Food access becomes a secondary priority compared to rent and tuition</li> <li>• Difficulty finding time to cook nutritious meals while trying to balance school and social events</li> </ul>	<ul style="list-style-type: none"> <li>• Difficulty accessing food even when using the city bus</li> <li>• Income dependent on the government and not a lot of room for additional expenses</li> <li>• Limited social connections or support networks exacerbate feelings of isolation and make it harder to access info about food resources</li> </ul>





# Conclusion & Takeaways

The development of this persona map marks a significant milestone in the City of Kingston's efforts to address food insecurity within its community. Through careful research, planning, and collaboration with the city, the persona map aims to outline the characteristics, challenges, and needs of three critical personas.

Equipped with a deeper understanding of the complex circumstances of those at risk, the City of Kingston is better prepared to implement strategies that address the root causes of food insecurity.

As the city moves forward in its mission to reduce food insecurity and make food more accessible, this persona map demonstrates the value of community-centred approaches and data-driven decision-making. By prioritizing the needs of its most vulnerable residents, the City of Kingston reaffirms its commitment to promoting a healthier, more equitable, and thriving community for all.



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