



EMERGENCY FOOD PLAN

for Thunder Bay, ON

2023

PREPARED BY:

THUNDER BAY + AREA FOOD STRATEGY

EMERGENCY FOOD PLAN FOR THUNDER BAY, ONTARIO

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Thunder Bay + Area Food Strategy
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Executive Summary

This Emergency Food Plan (EFP) has been developed to address the challenges related to food access and its associated impacts on health and wellbeing during emergency events in the City of Thunder Bay, Ontario, with connections to the six surrounding municipalities and Fort William First Nation. It does this through identifying potential hazards and risks to food access in order to prepare, plan, and respond in the most effective manner. The scope of emergency response within this plan is to address emerging food access challenges resulting from emergency events, especially for vulnerable populations, for medium to high impact events.

The EFP has been developed to act as a public strategy to compliment the City of Thunder Bay's Emergency Plan. This plan offers the municipality a coordinated network of civil society actors with expertise in food access, as well as a commitment to provide key physical infrastructure and human resources in the event an emergency food response is needed. Much of the food relied on by the population of Thunder Bay and its surrounding municipalities comes from Winnipeg and Toronto and is highly reliant on a single highway transportation corridor. This makes the city's food supply vulnerable to disturbances and in need of a plan to address arising food access challenges due to disruption. Research conducted by the Thunder Bay + Area Food Strategy (TBAFS) on local food response during the early months of the COVID-19 pandemic illustrated that community-based and social service-based organizations are best suited to respond to the food security challenges of medium or high impact emergencies, especially when working in collaboration.

The development of the EFP has been coordinated by the TBAFS in partnership with the City of Thunder Bay and a group of primary partners with expertise in food security and food access. The plan is stewarded through the TBAFS chaired Food Access Coalition and the TBAFS Coordinator, who acts as a steward of the plan.

1. Introduction

Background & Rationale

Emergency food planning is an emerging field of study and practice that has grown out of global lessons learned about being prepared to respond to increased food security challenges at a cross-sectoral level in the face of emergency events. In an era increased geo-political tensions, climate crises, and rising rates of inequality, disruptions to ‘business as usual’ within the food system are occurring with increasing frequency. Many of these disruptions have the potential to impact food access on a large scale, a reality that communities need to prepare for through both response to and mitigation of impacts.

Like other municipalities around the world, the City of Thunder Bay and its immediate surrounding areas were caught unprepared by the impacts on the food system due to the COVID-19 pandemic. Prior to the pandemic, there was no coordinated local body in place to address the increase of food insecurity the pandemic revealed and deepened, particularly the impacts faced by already vulnerable populations. Acting quickly in response to this gap, civil society organizations, institutions, and agencies came together in an ad-hoc way to ensure that no one went hungry.

In late 2020 the Thunder Bay + Area Food Strategy (TBAFS) took on coordinating this informal group and undertook research on the emergency food response that occurred during March—June 2020. This resulted in the publication of a report entitled *Learning from Emergency Food Response During COVID-19 in Thunder Bay, Ontario*.¹ This research identified the need to create an emergency food response plan for Thunder Bay and its surrounding communities to be better prepared to address food access challenges across the region in the face of future emergency events.

The development of this Emergency Food Plan (EFP) has been coordinated by the TBAFS in partnership with the City of Thunder Bay and a group of primary partners with expertise in food security and food access. The plan is stewarded through the TBAFS chaired Food Access Coalition and the TBAFS Coordinator, who acts as a steward of the plan.

Why have an Emergency Food Plan?

The EFP has been developed to act as a public strategy to compliment the City of Thunder Bay’s Emergency Plan. The municipality could enact and utilize such a plan because it offers:

¹ Thunder Bay & Area Food Strategy, (2022). Learning from Emergency Food Response During COVID-19 in Thunder Bay, Ontario. Retrieved from http://tbfoodstrategy.ca/files/8616/4556/2702/FINAL_TBAFS_2022_Learning_from_Emergency_Food_Response_During_COVID-19.pdf

- A coordinated network of local organizations, institutions, and government bodies with expertise in addressing food access needs and challenges, as well as a plan outlining key roles and responsibilities for a response;
- Physical food access infrastructure that can expand and contract city-wide (e.g., buildings for distribution, vehicles, phone lines, industrial kitchens, etc.);
- Commitments from key organizations and agencies to lend additional in-kind resources to an emergency food response (e.g., paid knowledgeable staff);
- Clear, comprehensive messaging to the public about how and where to get food;
- Ability to contact hard to reach populations and support in the ‘last mile’ of food delivery for those with accessibility challenges;
- Ability to sustain a response over an extended period if needed; and
- Ability to identify when social or economic pressures are affecting food insecurity within the community.

Partners Network

At the time of writing, the EFP for Thunder Bay has been developed through leveraging the knowledge and expertise of those in the community involved in the all-the-time emergency of chronic food insecurity. The EFP is comprised of the following key partners:

- **Primary Partners**—The primary partners consist of representatives from key organizations, institutions, and government bodies with identified expertise and critical resources in local food access. The primary partners will make up the initial assembly of any food response and have committed to taking on key pieces of coordinating a response. This group was identified through the research conducted on emergency food response during the pandemic and their continual involvement in this work. For a complete list, see *Appendix A – Primary Partners List*.
- **Thunder Bay + Area Food Strategy**—The steward of the EFP is the TBAFS Coordinator. Ongoing stewarding responsibilities required to keep the plan up to date and relevant include amending the plan as required, hosting an annual primary partners meeting, keeping contacts updated, and activating the plan when needed.
- **Food Access Coalition**—The Food Access Coalition (FAC) is a network of organizations and agencies across Thunder Bay that offer food access support on a regular basis. The FAC is coordinated by the TBAFS with a mandate to meet regularly to keep one another updated on the work they are doing and push forward advocacy on food access issues, as well as ensure maintenance of the EFP over time. The FAC also provides the EFP with connection to supportive partners who can provide additional in-kind contributions for an emergency food response (e.g., delivery, distribution, human power) without taking on coordinating responsibilities. Membership of the FAC is constantly evolving and an up to date database of member information is held by the TBAFS Coordinator.

- **City of Thunder Bay**—The municipality is a key partner in this work, with the Manager of Community Strategies within the Department of Development and Emergency Services sitting at the primary partner’s table. This provides direct connection with the City’s Municipal Emergency Control Group (MECG) during times of emergency.
- **Fort William First Nation**—Fort William First Nation (FWFN) is a sovereign nation with its own governance body and emergency plans. FWFN is informed of this plan and how they can connect with the EFP and its determined response, including having a representative at the primary partners table, should they chose to.
- **Rural Municipalities**—There are six municipalities within the census metropolitan area of Thunder Bay: Conmee, Gillies, Neebing, O’Connor, Oliver Paipoonge, and Shuniah. All these jurisdictions have their own emergency plans, although they rely on the same resources as the City of Thunder Bay. While there will not necessarily be representatives from each of the rural municipalities at the primary partners table, they are informed of this plan and how they can connect with the EFP and its determined response if needed.

Approval of Plan

At the November 29, 2022 primary partners meeting, a working draft version of the EFP was agreed to in principle by the primary partners table. The working draft was also sent to key partners at the City of Thunder Bay for review and the EFP is formally a part of the City’s emergency contact check list. In the future as the City of Thunder Bay updates their Emergency Plan, a more formalized relationship with the EFP may emerge.

The final step in plan approval is for primary partners to sign on as signatories to the EFP, as per the outlined roles and responsibilities within the plan. Once primary partners have signed onto the plan, a ratification event will be held to celebrate the collaborative work that resulted in this plan and to share information about the plan with the public.

Plan Development & Record of Changes

The EFP was developed over the course of 2022-23 upon publication of the background report *Learning from Emergency Food Response During COVID-19 in Thunder Bay, Ontario*. The group of primary partners was established, research conducted on the intersections of emergency planning and emergency food response, and an initial meeting of primary partners occurred. In this meeting a modified Hazard Identification & Risk Assessment (HIRA) process of Thunder Bay from the lens of food security was conducted which helped to shape the scope of the plan. For more information on that process, see *Situation Overview* in the section below, as well as additional tools and resources on the TBAFS website. From there, the concept of operations was flushed out through individual conversations between the EFP Coordinator and each of the primary partners, resulting in a working draft shared with all primary partners for review, revision, and final agreement at a primary partners meeting in November 2022. Any changes to the EFP from this first iteration will be recorded in *Appendix D — Record of Changes*.

2. Purpose & Scope

Purpose

The purpose of the EFP is to address the challenges related to food access and its associated impacts on health and wellbeing during emergency events in the City of Thunder Bay, Ontario (and the six surrounding municipalities and Fort William First Nation when partnership is requested). It does this through identifying potential hazards and risks to food access to prepare, plan, and respond in the most effective manner.

Objectives

The objectives of the EFP are to:

- Ensure food access for all residents during emergencies (and especially vulnerable people and/or those living with chronic food insecurity);
- Keep essential food access services open during emergencies (e.g., daily meal services, food banks) or modified in a way that allows for expanded access to food;
- Support social equity in regard to food access during emergencies through employing an ethic of dignified food access in all facets of the response;
- Support the return of 'normal' food access activities as quickly as possible, while considering how food insecurity needs may have been changed by the emergency;
- Maintain a network of partners who commit to key roles and responsibilities;
- Ensure a stewardship and maintenance procedure; and
- Identify and implement future objectives for strengthening the EFP.

Scope

The scope of emergency response within this plan is to address emerging food access challenges resulting from emergency events, especially for vulnerable populations, within the City of Thunder Bay. Within this plan, *vulnerable populations* is a term used to encompass different social and economic reasons why someone may experience food insecurity on a regular basis. According to research and the experience of frontline groups, this may include unhoused people, seniors, those living with mental health or addictions, people on a fixed income, Black or Indigenous people and families, and single-parent households, to name some of the most prevalent risk factors.²

While many of the hazards and risks being planned for overlap with the City of Thunder Bay's Emergency Plan (e.g., flood, winter weather, infrastructure failure, etc.) the EFP seeks to address the impacts and challenges these types of emergencies will place specifically on the food system and the ability for the population to maintain access to food.

² Tarasuk, V., & Mitchell, A. (2020). *Household Food Insecurity in Canada, 2017-2018*. University of Toronto. <https://proof.utoronto.ca/>

The EFP also recognizes the necessary distinction between chronic food insecurity and short-term food insecurity caused by an emergency. In Canada, household food insecurity means inadequate or insecure access to food due to financial constraints and can range from worrying about running out of food or limited selection due to cost, to at its most severe missing meals, reducing intake of food, or going days without food.³ Chronic food insecurity refers to the persistent inability to meet minimum food requirements over extended periods of time, often resulting from extended periods of poverty, lack of assets, and/or inadequate access to financial resources.⁴

Chronic food insecurity is an ongoing issue that effected almost 16% of Canadian households in 2021,⁵ an issue that has seen the development of a charitable food access sector dedicated to supporting people made vulnerable by food insecurity on a regular basis. Research suggests that those facing chronic food insecurity are at an increased risk when faced with the additional strains of an emergency.^{6 7} Given that, the EFP's primary partners make up key players within local community-based organizations, agencies, and institutions who have expertise, resources, and infrastructure to address food access challenges at a community level. Employing an ethic of dignified food access within the response means recognizing people's dignity and offering access to quality food on their terms and delivering it in a way that is free of stigma and judgement. Dignified food access can look as different as the ways in which people need to access food, but it always includes the core principles of respect and trust, care and empathy, and non-judgemental support. For more information on this, see the community research report and handbook *Dignified Food Access: A Framework for Action and Handbook for Organizations* authored by Roots Community Food Centre (2021).

Currently the geographic scope of the EFP includes the City of Thunder Bay. The EFP recognizes that the wider census metropolitan area extends to six rural municipalities and Fort William First Nation, which is not within the scope of this plan as each maintain their own jurisdictions and emergency plans. These jurisdictions are informed of the EFP and are welcome to participate in its ongoing maintenance or its activation in times of emergency. Thunder Bay's food system is intrinsically linked to those of the smaller regional communities in northwestern Ontario, however the current capacity of the plan can only address the metropolitan area.

The conditions for activating this plan include medium or high impact emergencies at a local, regional, or national scale that will impact Thunder Bay's ability for food to be brought in, distributed fairly, and/or safely consumed. See *Table 1 - EFP Activation Levels* on page 15 for more detailed information on activation levels.

³ Tarasuk, V., & Mitchell, A. (2020). *Household Food Insecurity in Canada, 2017-2018*. University of Toronto. <https://proof.utoronto.ca/>

⁴ FAO. (2008). *Introduction to the Basic Concepts of Food Security*. <https://www.fao.org/3/a1936e/a1936e00.pdf>

⁵ Tarasuk V, Li T, Fafard St-Germain AA. (2022) *Household food insecurity in Canada, 2021*. Toronto: *Research to identify policy options to reduce food insecurity (PROOF)*. Retrieved from <https://proof.utoronto.ca/>

⁶ Fonseca, A. (2021). *Hungry for Change: A Community Where no one is Hungry*. NorWest Community Health Centres.

⁷ *Thunder Bay & Area Food Strategy, (2022). Learning from Emergency Food Response During COVID-19 in Thunder Bay, Ontario.*

Situation Overview

Thunder Bay's Geographic & Socioeconomic Context

Thunder Bay is a mid-sized city located on Anishnaabe-aki, represented today by Fort William First Nation, and signatory to the Robinson-Superior Treaty of 1850. The city is in the boreal forest of the Canadian Shield along the north shore of Gitchi Gami (Lake Superior) in Ontario, Canada. As of the 2021 census, the population of the Thunder Bay metropolitan area stands at 146,862 people.⁸ This figure only represents permanent residents of Thunder Bay, however, and doesn't account for the role that Thunder Bay plays as a hub city for the health and social services to many rural and remote communities and First Nations in northern Ontario. Thunder Bay is the only major urban center within 700km. To the north, there is no year-round road access to over 30 remote First Nation communities located between the city and Hudson's Bay.

The census metropolitan area of Thunder Bay includes the City of Thunder Bay, six rural townships (Conmee, Gillies, Neebing, O'Connor, Oliver Paipoonge, and Shuniah) and Fort William First Nation. Within this make-up, approximately a quarter of the population lives rurally, which is important when thinking about potential food access challenges during times of emergency. As of the 2016 census, approximately 13% of the population identified as Indigenous,⁹ although a study conducted by Anishnawbe Muskiki in 2020 puts the number of Indigenous people at two to three times higher than what was reported on the census.¹⁰ The City of Thunder Bay has the highest per capita urban Indigenous population in Canada and is faced with deep structural issues of anti-Indigenous racism, all of which are important contexts when considering chronic food insecurity and equitable access to food.

Thunder Bay's Food System Context

As with many North American settler communities, Thunder Bay is highly reliant on the global food system to feed itself. Located in the boreal forest within growing zones 3 and 4, Thunder Bay's natural environment makes it difficult to grow food in the winter months. While local food production and processing is a growing industry,¹¹ it does not make up the primary means by which the community feeds itself.

Currently, most of the community's food is transported from Winnipeg and Toronto via Highway 11/17, making the community highly reliant on external jurisdictions and single transportation routes for this critical resource. From the junctions of Shabaquah Corners to the Nipigon Bridge (approximately 164 km) this route is made up of only one two-laned highway. While other access points exist, this major transportation corridor for food relies on the accessibility of one arterial highway, making supply chains vulnerable to disruption. Given that it is a hub city, Thunder Bay is also called upon to assist rural and remote communities with food access during times of emergency.

⁸ Statistics Canada, 2022, <https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=9810000801>

⁹ Statistics Canada. (2017a). *Focus on Geography series, Census 2016*.

¹⁰ Smylie, J. (2020). *Our Health Counts Thunder Bay: An inclusive community-driven health survey for Indigenous peoples in Thunder Bay*.

¹¹ Thunder Bay & Area Food Strategy. (2022). #tbay in Season. Retrieved from <https://tbayinseason.ca/>

Another critical issue in Thunder Bay's food system is the ongoing crisis of chronic food insecurity and how this is connected to emergency food access. Due to the presence of systemic poverty in Canada, there are many demographic groups that disproportionately experience food insecurity: low-income households, lone-parent families, people who rent rather than own their homes, children, Indigenous people, racialized people, single parents, newcomers, and residents of Northern communities.¹² According to data from the Lakehead Social Planning Council conducted in 2018, 15% of the population in Thunder Bay earn less than the Low-Income Measure, indicating the presence of a key risk factor for chronic food security in the community.¹³ The high percentage of Indigenous people who call the city home indicates the presence of another key risk factor for food insecurity. The EFP keeps the realities of chronic food insecurity front of mind in its planning while focusing on addressing the added pressures on food security from unforeseen, community-wide emergencies.

Plan Guidance

This plan was informed and guided by several key processes and information. A key source of information were the findings from the report *Learning from Emergency Food Response during Covid-19 in Thunder Bay, Ontario*, conducted by TBAFS in partnership with the City of Thunder Bay, beginning in the fall of 2020. The guiding question behind this research was to understand the food access landscape in Thunder Bay before the pandemic and how it changed in response to the emergency to learn lessons to inform the creation of an EFP. This was done by engaging with the community on two levels: surveying over 40 social service-based organizations in Thunder Bay who offered food access support during March – June of 2020; and surveying over 150 people who received food access support from social service-based organizations during March – June of 2020. The report paints a picture of the current food access support system, offers overarching lessons about providing emergency food response, and makes recommendations to a variety of stakeholders about tackling chronic food insecurity and future emergency food response. For more information, see the report *Learning from Emergency Food Response during Covid-19 in Thunder Bay, Ontario* (TBAFS, 2022) on the TBAFS website.

A modified Hazard Identification & Risk Assessment (HIRA) process was conducted with the primary partners table in May 2022 to better identify and plan for hazards that the community faces regarding food security during emergencies. When it comes to using a HIRA process to plan for emergency food, an adapted version of Emergency Management Ontario's 2019 risk scoring tool was created to consider the context of food access during emergencies. Not all hazards that may be identified in a community's general emergency plan will apply to the context of food access. (e.g., extreme heat or cold, medical supply shortage, space object crash, etc.). Therefore, when selecting hazards to focus on for emergency food planning they must carry a high degree of potential to impact food access at a mass scale. For details on this, see the *Modified HIRA Process* and *Modified HIRA Risk Scoring Tool* on the TBAFS website.

¹² Tarasuk, V., & Mitchell, A. (2020). *Household Food Insecurity in Canada, 2017-2018*. University of Toronto. <https://proof.utoronto.ca/>

¹³ Lakehead Social Planning Council. (2018). *Building a Better Thunder Bay for All: A Community Action Plan to Reduce poverty, 2018 - 2020*. Retrieved from <https://www.lspc.ca/wp-content/uploads/2018-Poverty-Reduction-Strategy.pdf>

The HIRA process helped to narrow the focus of initial emergency food planning to preparing for the impacts of medium risk events, with both slow and rapid onsets. This process identified that while there are unique elements to any crisis that can be helpful to prepare for, in the context of food access it may be more beneficial to focus on the general characteristics of medium to high-risk events (as opposed to incident specific plans). For more information on the findings of the HIRA discussion, including scope of emergency food planning and potential community consequences, see the document *HIRA Findings* on the TBAFS website.

This plan was also inspired by the City of Thunder Bay's COVID-19 Severe Weather Response Plan, which demonstrated a format for connecting multi-sectoral emergency response initiatives into the City's Emergency Plan, while allowing for flexibility and responsiveness of these independently mandated agencies.

Actions Taken to Minimize Impacts

A final component of a situation overview is to acknowledge the actions taken to help minimize the impact from identified hazards. Regarding emergency food planning and preparation in Thunder Bay, the following actions are underway:

- The TBAFS is working towards conducting a food system assessment for Thunder Bay;
- The Food Access Coalition, a network of social service-based organizations experienced in food access for vulnerable populations, has been formed and meets regularly;
- The Food Access Coalition maintains the EFP as one of its objectives;
- Partnerships have been established between the TBAFS and key municipal staff on addressing emergency food access strategies; and
- Identifying gaps to support stronger prevention and mitigation of crisis situations, as well as prevent or mitigate logistical challenges that impede emergency food response.

Limitations of the EFP

The limitations of the EFP at this point include:

- Lack of a formal food system assessment for Thunder Bay, which would include a comprehensive risk assessment of the food system to inform emergency planning;
- This EFP is being constructed via a body separate from (but in partnership with) the municipality given that the control and knowledge of food access infrastructure is not owned or operated by the City;
- Limited inclusion of for-profit food producers, distributors, and retailers in the plan to date; and
- Not currently able to include an element of regional response into the plan for rural and remote communities and First Nations due to limited capacity and the need for network growth.

3. Concept of Operations

The EFP utilizes the overarching principles of an incident command structure (ICS), commonly used in emergency response environments in Canada and around the world. This system is based on command and control principles developed by the military and was created as a tool for responders from multiple jurisdictions to work together to better respond to incidents. An ICS delineates job responsibilities and organizational structure to manage day-to-day operations of an emergency response.¹⁴ Utilizing this structure will allow the EFP to be seamlessly integrated into municipal emergency response structures if needed.

The research conducted by TBAFS surrounding the EFP clearly indicates that increased collaboration would have made it easier for organizations to support an emergency food response and that there is a need for clear roles and responsibilities, driven by those with experience in providing food access support. Pulling from these overarching emergency planning resources, research conducted locally, and an understanding of the local context, the following concept of operations as depicted in Figure 1 was created.

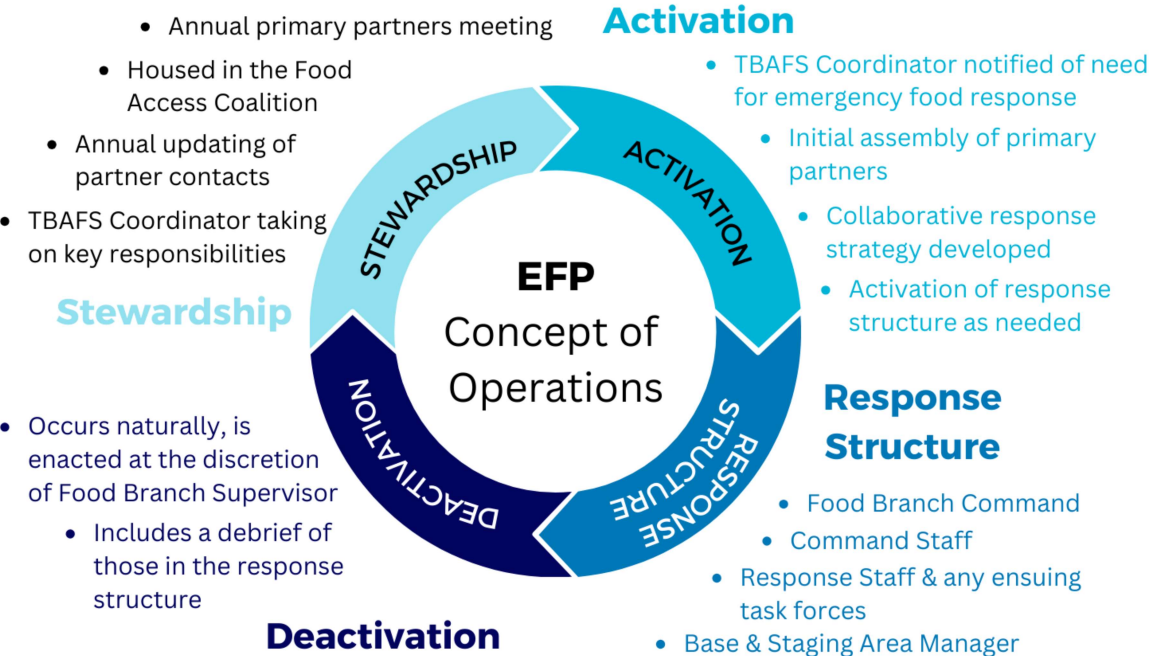


Figure 1: EFP Concept of Operations

¹⁴ Emergency Management Ontario. (2008). IMS-100: Introduction to the Incident Management System (IMS) for Ontario.

While command staff, incident command, and response staff will have the authority to make operational decisions about what they are responsible for, collective decision making is still required throughout this process. The EFP relies on the participation of independently managed organizations and institutions, all with their own mandates and processes. As such, it is important that collective decision making occur with primary partners when it comes to overall strategy and ongoing direction of the response. Within these planning spaces, decisions will be made by consensus.

Key roles and responsibilities are highlighted in this plan, in some cases even listing specific partners. While this helps provide clarity quickly, these roles will always have to be re-evaluated upon activation to determine partner availability and capacity in the moment. The initial assembly will allow for reassessment of resources and responsibilities; it is important that partners don't take on a role that hasn't been discussed or assigned to them to avoid confusion. Any functions not specifically delegated remain the responsibility of Incident Command.

Financially, the EFP will not be able to reimburse any costs to partner organizations. As much as possible, the EFP will seek to acquire funds that can be shared amongst key sections of the plan when needed. The intent of the plan is to leverage key in-kind resources from partners needed for an effective response (e.g., paid staff, physical infrastructure, vehicles, etc.) while reducing the financial burden of sourcing food and/or additional funds on individual organizations.

ACTIVATION

The EFP would be activated if a situation arose that had the potential to affect the ability of people to access or prepare food in Thunder Bay & Area (e.g., specific geographic locations, critical infrastructure damage, vulnerable populations, etc.). This could include:

- Situations that come with intensity and little warning that last a relatively short time (e.g., natural disaster, power outage)
- Longer duration events that are social or economic in nature (e.g., pandemic, recession)
- A localized emergency that prevents a partner from operating who provides regular food access services (e.g. Dew Drop Inn, RFDA)

The EFP is initiated by receiving an activation request, which is followed by an initial assembly of all available primary partners to determine what they can do and build a response from there. If possible, this initial assembly should be in person at the base and staging area, or hybrid/virtual if necessary. It can be particularly sticky to know when to declare an emergency when a situation is in the grey area between a crisis and the pressures of chronic food insecurity, or in prolonged situations of increased poverty that impact people's ability to purchase food. In this instance, the collective wisdom, capacity, and resources of the primary partners table can be used to find collaborative solutions to widespread issues facing vulnerable populations.

The process of activation is as follows:

- TBAFS Coordinator is notified that an emergency food response is needed.
 - In the event the TBAFS Coordinator is not available, the Red Cross representative at the primary partners table will be an alternate (*to be confirmed*).
- Initial assembly of primary partners is called by the TBAFS Coordinator or alternate;
- A collaborative strategy for addressing the situation is determined by the primary partners, including deciding who will take on the role of Food Branch Supervisor; and
- Activation of the response structure as per the determined strategy.
 - This would include activation of necessary FAC members and designated food response facilities (see *Appendix E—Designated Food Response Locations*) as well as the signing of just-in-time agreements with partners (see *Appendix F—Just-in-Time Agreement Template*).

The plan can be activated by any member of the primary partner’s table or by the City of Thunder Bay. In either instance, the person notifies the TBAFS Coordinator (or alternate) who activates the primary partners table by hosting an initial assembly. An activation could look like:

- A clear and determined emergency, likely signalled by the City’s MECG or another form of government. Upon notification,, an initial assembly is executed within 24 hours.
- Frontline organization(s) bringing forward early warning signs of significantly increased food access needs or food shortages. Those bringing forth concerns and the TBAFS Coordinator determine how urgently to call an initial assembly based on the severity of the situation.
- A primary food access provider is not able to operate and requiring support to meet chronic food insecurity needs.

During an initial assembly, the purpose is to develop a collaborative strategy for response based on available information and resources of key partners. This will clarify the roles and responsibilities needed for each unique response and guide partner actions. The determined response may or may not involve all the sections of the response structure or require the participation of all primary partners. To ensure ongoing responsiveness, meetings of response roles should continue to happen as needed and/or at the discretion of Food Branch Supervisor.

Currently, the Red Cross and the Salvation Army have signed memoranda of understanding with the MECG to play specific roles relating to food during emergencies, particularly within the first 72-hours. This support can buy crucial time for the EFP to rally a more sustained response. It is also important to note there will be trigger points within emergency situations that bring the jurisdiction of emergency response from the local level to the provincial or federal level. In this case the role, authority, and chain of command within the EFP will be re-evaluated.

It is important to recognize that the partners involved in the EFP are operating at a base level of emergency food response all the time because there are many people in our community who need ongoing support accessing food. This is why there is non-profit food access infrastructure to lean on in an emergency. To understand the scale and scope in which the EFP can support a municipal emergency response, the following activation levels have been created in Table 1.

Table 1: EFP Activation Levels

	Exposure	Scope	Resources Needed	Examples
Level 1: Chronic Food Insecurity Response	Challenges to accessing food localized and ongoing	Vulnerable populations	Organizational-level funding and donations	Ex. Need for daily meal services, regular food banks, low-cost produce, food programming
Level 2: Widened Response	Inability to access food and/or prepare food affecting a new subset of the population	Specific geographic locations or mid-low-income bracket households, as well as vulnerable populations	Organizational-level funding, donations, in-kind contributions; external and gov't funding	Ex. Isolated natural disaster; recession; low-grade pandemic
Level 3: City-Wide/Area Response	Inability to access food and/or prepare food widespread; challenges being faced getting food into the city	Impact felt by the majority of the population, including vulnerable populations	Organizational-level funding, donations, in-kind contributions; external and gov't funding; major disaster relief	Ex. One element of critical infrastructure damaged; widespread natural disaster
Level 4: Catastrophic Response	Access to food is scarce; systems have broken down	Entire population	Major disaster relief	Ex. Multiple elements of critical infrastructure damage; global telecommunications failure

NOTE: A Level 4 response is listed to demonstrate that the EFP realistically confronts all possibilities of disruption, however it must be noted that many EFP partners are not likely to be equipped to support a Level 4 response. In these circumstances, there would not likely be regularly functioning agencies therefore the power and capacity of this group becomes limited.

RESPONSE STRUCTURE

The response structure uses the template of an Incident Command structure to help quickly and effectively organize an emergency food response, as well as easily streamline the EFP into the City's larger Emergency Plan protocols. Not every situation will require all sections to be activated; in smaller scale situations, one person may be able to take on several functions. Figure 2 outlines the key components of the EFP response structure, including the partners who have agreed to send a representative to be a Lead or Officer for these roles. Table 2 on the following page breaks down the intended responsibilities of each role.

EFP Response Structure

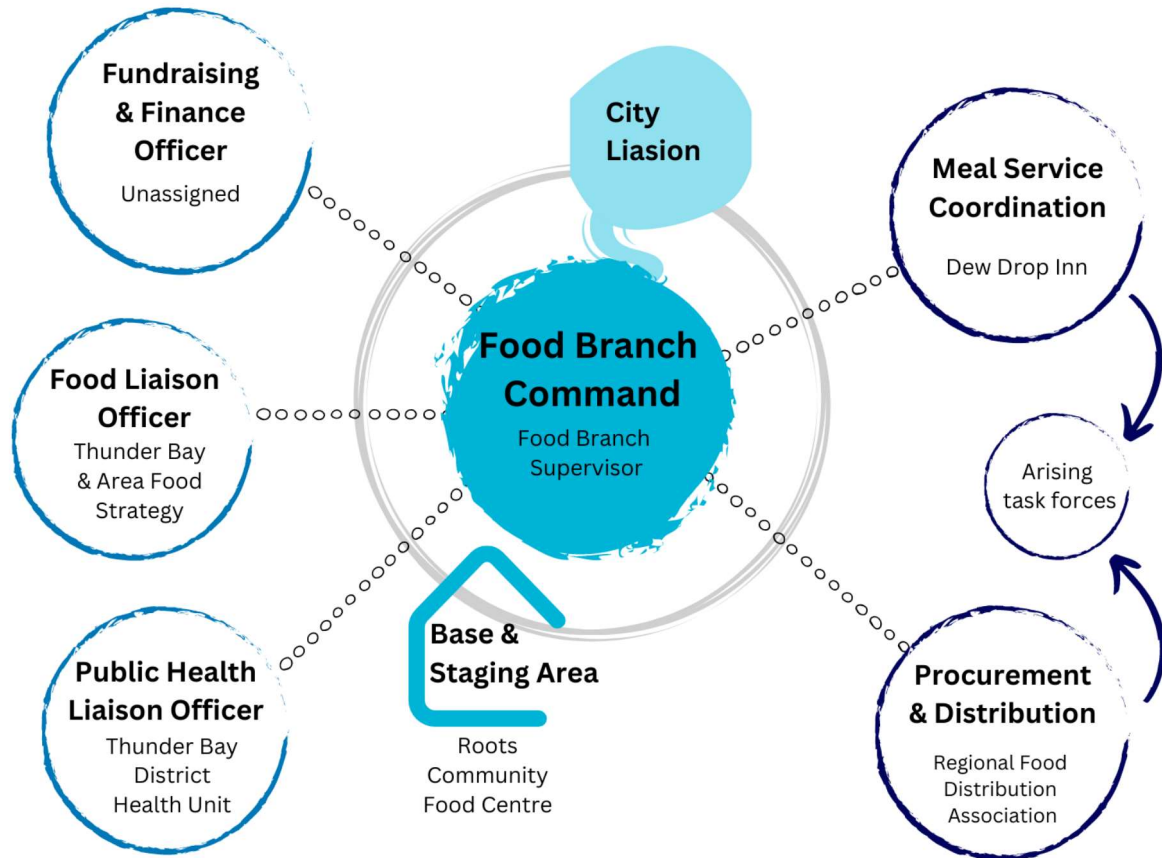


Figure 2: EFP Response Structure

Food Branch Command: Responsible for having a birds-eye view of the response and can make decisions quickly to benefit the larger response. Food Branch Command is comprised of a Food Branch Supervisor (determined by primary partners during activation), the City of Thunder Bay’s Liaison, the Base & Staging Area Manager, and all the Command Staff and Response Staff leads.

Command Staff: Command staff are made up of the Food Liaison Officer, Public Health Liaison Officer, and Fundraising & Finance Officer. Each of these roles has its own set of responsibilities, as listed in Table 2.

Response Staff: The response staff is broken into two key sections—Procurement & Distribution and Meal Service Coordination. Each of these sections is run by a lead and has its own set of responsibilities, as listed in Table 2.

Base & Staging Area Manager: The base and staging area are a central location that can be used to host Food Branch Command as well as receive non-food equipment and personnel (i.e. paid staff, volunteers). The manager of this location is responsible for coordinating the on-site arrival and dispersal of these resources.

City of Thunder Bay Liaison: The Manager of Community Strategies at the City of Thunder Bay is the point of contact between the EFP and the City’s larger emergency response. This provides a direct connection between the EFP Food Branch Command and the MECG to ensure clear two-way communication between both responses.

Table 2: Responsibilities of Response Structure Roles

Role	Person	Responsibilities
FOOD BRANCH COMMAND		
Food Branch Supervisor	A primary partner of the EFP, as determined through the initial assembly	<ul style="list-style-type: none"> ▪ Communicates directly with the City of Thunder Bay’s liaison ▪ Communicates directly with all command and response staff ▪ Calls and leads meetings of all staff/leads when needed ▪ Takes minutes, and shares directives and outcomes with partners ▪ Holds a birds eye view of the response and connects requests for support amongst sections ▪ Coordinates the needs/requests of staff for human resources with Food Liaison Officer ▪ Directs activation of FAC members as needed ▪ Activates response and distribution locations (See Appendix E – Designated Incident Facilities) ▪ Collect and organize data about the response from Command and Response Staff (e.g., funds, amount of food, # of ppl accessing) ▪ Could be designated as incident command of the City’s overall emergency response if it was a food related emergency.
City of Thunder Bay Liaison	City of Thunder Bay Manager of Community Strategies	<ul style="list-style-type: none"> ▪ Communicate directly with the Food Branch Supervisor ▪ Sits at the MECG table (when applicable) and provides two-way communication between both bodies ▪ Coordinate high-level requests for infrastructure and resources at the municipal level ▪ Provide updates to City Council as needed
COMMAND STAFF		
Food Liaison Officer	TBAFS	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Work directly with 211 to establish a public inquiry line and registration for food support if needed ▪ Provide information to Command about food needs from the public, media, and frontline organizations ▪ Broadcast emergency food access instructions to the City’s MECG and the public via traditional and social media when requested ▪ Ensure people who want information about emergency food access can get it (e.g., press release, social media, 211) ▪ Consults w/ Command about restraints on release of information ▪ Establishes key messages and media products ▪ Activates needed FAC members ▪ Communicates with rural municipalities and Fort William First Nation about their needs

		<ul style="list-style-type: none"> ▪ Provide updated assessment of the resources FAC members can provide or need ▪ Work with volunteer coordinators of key partners to source volunteers (e.g., DDI, RFDA, Red Cross, Salvation Army, etc.) ▪ Coordinate the dispatch of volunteers ▪ Shared updated information with FAC members
Fundraising & Finance Officer	Unassigned	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Advocate for emergency food funds from large pots of collaborative funding (i.e. Government, United Way, TBCF, etc.) ▪ Have a birds-eye view of where there is money within the response and where funds are needed ▪ Implement the fundraising plan (to be developed) ▪ Direct funds to where they are needed in the overall response ▪ Work with key FAC members to develop local fundraising campaign(s) to contribute to emergency food access funds ▪ Keep track of overall emergency food costs and where money is coming from/going to locally
Public Health Liaison Officer	Thunder Bay District Health Unit	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Ensure and uphold health and safety compliance of food response (e.g., food safety, physical safety) ▪ Ensure all response and distribution locations meet health codes ▪ Liaise with health inspection teams at the Health Unit ▪ Act as a conduit to relevant public health resources
Base & Staging Area Manager	Roots Community Food Centre	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Provide and manage a physical base & staging area location ▪ Receive any redirected staff or volunteers and check them in ▪ Direct volunteers to their postings ▪ Receive any equipment for the response and check them in ▪ Direct equipment to where it is needed
RESPONSE STAFF		
Procurement & Distribution Lead	Regional Food Distribution Association	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Procure the food needed for the response (i.e. global supply chain, local producers) ▪ Coordinate reception of food at the Food Distribution Hub (RFDA building unless otherwise specified) ▪ Coordinate distribution of large quantities of food to response hubs, meal service locations, and determined FAC members ▪ Coordinate distribution at urban, rural, and regional levels as determined by the situation ▪ Ensure distribution locations have the food they need ▪ Develop delivery model as required ▪ Form action task forces as needed and work with a determined lead to execute those objectives ▪ Capture data on amount of food received and distributed
Meal Service Coordination Lead	Dew Drop Inn	<ul style="list-style-type: none"> ▪ Communicate directly with Food Branch Supervisor ▪ Determine sites offering cooked or bagged meals ▪ Coordinate the cooking and distribution of cooked meals for daily meal service sites ▪ Coordinate packaging & distribution of bagged meals across sites ▪ Coordinate a pop-up 7-days-a-week meal service program on the south side of town if needed

		<ul style="list-style-type: none"> ▪ Form action task forces as needed and work with a determined lead to execute those objectives ▪ Capture data on amount of food distributed
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DEACTIVATION

Deactivation of the EFP will occur when the intended role of the group has been fulfilled, at the discretion of the Food Branch Supervisor and the advice of response staff and partners. Each response will be different, requiring its own deactivation and recovery processes which will occur naturally over the life span of the response.

However, a consistent component of deactivation will be that of a debrief involving all partners who took on coordinating roles through Food Branch Supervisor, Command Staff, Response Staff, and Base & Staging Area Manager. A debrief will aim to identify things like what elements were missed, were there inefficiencies, what gaps need to be addressed in the plan moving forward. Records will be kept of this debrief and used to update the EFP accordingly.

An opportunity to provide feedback on the response should also be made available to food responders and those who received food access support as a part of deactivation. This will provide additional important data for improving the EFP moving forward. See *Appendix G—Debrief Survey*.

STEWARDSHIP

Ongoing maintenance and updating of the EFP is an essential component of the concept of operations. There are several ways that the EFP will be stewarded:

- **Annual Primary Partners meeting:** This annual meeting each fall will serve as an opportunity for all primary partners who are signatories to the EFP to review the plan, conduct an emergency simulation exercise, and make any necessary changes. This will also serve as an opportunity to foster strong relationships between essential partners.
- **Housed in the Food Access Coalition:** The intention is for the EFP to be housed by the FAC. As a standing agenda item at FAC meetings, the EFP will stay present in the minds of partners and offer an opportunity to provide relevant updates about the EFP and work through recommendations for continual strengthening.
- **Annual updating of partner contacts:** Partners will be contacted in the fall each year to ensure contact information is up to date and ensure commitment to the EFP.
- **Stewarded by the TBAFS Coordinator:** In addition to their regular duties, the TBAFS Coordinator will take on the responsibilities of planning and hosting the annual partners

meeting, providing updates and connection with the FAC, updating partner contact information, and activating the plan when required. The TBAFS will seek additional funds to cover the cost of adding these responsibilities to the TBAFS Coordinator's overall role, as well as seek additional funds to cover increased wages during a response.

It is also important for there be an eye to the future in terms of how the EFP will be strengthened and improved over time. It has been identified that a limitation of this plan is the lack of a current food system assessment of Thunder Bay and Area. At the time of writing this initial plan, the TBAFS is undertaking preliminary steps for conducting a food system assessment, the findings of which will help to inform the vulnerabilities and risks of our food system that underpin the assumptions in this plan. The plan will also be strengthened through ongoing networking and relationship building, both within the FAC and regionally. By virtue of the EFP being housed under the FAC, the EFP will be informed by the cross-sectoral advocacy work of the Coalition, ensuring that the EFP is responsive to changing social and economic contexts.

4. Stakeholder Roles

The stakeholders of the EFP include the TBAFS (through its role as EFP Coordinator and as host of the Food Access Coalition), the City of Thunder Bay, and multi-sectoral organizations and institutions involved in all-the-time food access work. Stakeholders involved in the EFP will support its implementation through providing direct food access services to those who need it, contributing in-kind resources and infrastructure to a response, sharing information within their organizations and clients, and when possible, offering funding to support a widened food response.

The TBAFS Coordinator will act as a steward of the plan, convening and chairing meetings as required and making any required updates to the plan itself. Individual stakeholders have specific responsibilities during different stages of the plan, as outlined in Table 3. All stakeholder responsibilities include, but aren't limited to:

- Staying connected to the work of the Food Access Coalition to know about any relevant changes or updates to the EFP;
- Notifying the TBAFS Coordinator about any changes to contact information;
- Bringing any warning signs of increased food insecurity to the attention of the TBAFS Coordinator and/or the Food Access Coalition; and
- Becoming a signatory to the EFP, signalling intent to fulfill the specific and/or general roles for their organization laid out within the EFP.

Table 3: Stakeholder Roles During Activation Levels

	Level 1 Chronic Food Insecurity	Level 2 Widened Response	Level 3 City-wide Response	Level 4 Catastrophic Response
Primary Partners (Appendix A)	Continue providing food access to those facing chronic food insecurity.	Attend initial assembly to determine event specific strategy. Assume determined lead roles as per the event specific strategy determined through the initial assembly. Provide in-kind contributions (i.e. paid staff, vehicles, communications, buildings, etc).	Attend initial assembly to determine event specific strategy. Assume all lead roles as per the event specific strategy determined through the initial assembly. Provide in-kind contributions (i.e. paid staff, vehicles, communications, buildings, etc).	Take direction from the City’s MECG as to EFP activation and implementation.
Food Access Coalition Members	Continue providing food access to those facing chronic food insecurity.	Prepare to support the response through in-kind contributions (i.e. paid staff, vehicles, buildings, communications, etc) Support the last mile of food delivery for those with accessibility needs.	Participate in an emergency FAC meeting to determine the level of support that can be offered. Prepare to support response through in-kind contributions (i.e. paid staff, vehicles, buildings, communications, etc) Support the last mile of food delivery for those with accessibility needs.	Take direction from the City’s MECG as to EFP activation and implementation.
TBAFS Coordinator	Stay connected to partners and chronic food insecurity work via the FAC and annual primary partners meeting.	Activate the EFP through convening the initial assembly of primary partners. Take on a Command Staff or Food Branch Supervisor role, as determined by the primary partners.	Activate the EFP through convening the initial assembly of primary partners. Take on a Command Staff or Food Branch Supervisor role, as determined by primary partners.	Take direction from the City’s MECG as to EFP activation and implementation.

City of Thunder Bay	Maintain a connection to the FAC and provide relevant updates about the City's Emergency Plan via a representative.	Connect the EFP to the City's emergency response if applicable. Support Food Branch Command with requests and direction from a City-level.	Connect the EFP to the City's emergency response. Support Food Branch Command with requests and direction from a City-level.	Direct the needed response, pulling in EFP stakeholders as needed and within what is possible given organizational capacity.
Designated Food Response Facility (Appendix E)	Maintain regular daily functions.	Await activation from Food Branch Supervisor. Provide free and open access for response staff to the facility.	Await activation from Food Branch Supervisor. Provide free and open access for response staff to the facility.	Take direction from the City's MECG as to EFP activation and implementation.
Rural Municipalities & First Nations	Maintain regular daily functions and stay connected to the TBAFS.	Request support of the EFP if needed.	Request support of the EFP if needed.	Work with the City's MECG to support a regional response.

While it is not required for every partner or stakeholder to attend every meeting about the EFP, it is important for every stakeholder to contribute to developing, implementing, and improving the EFP. It is also expected that stakeholders support communication with the public by sharing information on access points with vulnerable populations and the community at large using word of mouth and their internal media relations and social media.

5. Moving the EFP Forward

As has been reiterated throughout the two years of research, meetings, and conversations it took to get this document written, this is only the first iteration. This version of the EFP is meant to represent the inception of an evolving process.

The EFP is intended to be a living process, which means it requires regular review and revision, identification of gaps and new processes, and changes accordingly. It is meant to respond to new information and insight or changes within its key partnership structure. In fact, throughout the creation of this plan many ideas about ways to deepen or strengthen it were generated, meaning there are already ideas about how to start working on improving the EFP. These recommendations have been captured through the following themes:

Share the EFP locally, regionally, and nationally

- Connect with the Emergency Management Ontario provincially to establish two-way communication about how the EFP can support local response and the ways in which the province can better support emergency food response specifically.
- Present the final plan to City Council, the Municipal Emergency Control Group, and any other relevant City personnel to inform them of the EFP's purpose, scope, and process.
- Utilize local media and internal and social media of partners to share about the purpose, rationale, and scope of the EFP with the general public.
- Use a diverse range of media and presentations to share the EFP with other communities regionally and nationally.

Strengthen the capacity of Food Access Coalition Members

- Continue building the network and advocacy strength of the Food Access Coalition. EFP partners must always remember that the chronic food insecurity experienced in our city, the "Level 1" activation is occurring all the time because of an inability for people to purchase and/or prepare their own food. Advocacy about the need for a basic income or better social safety net is a constant part of this work.
- Expand TBAFS's local network to fill gaps in key sectors that could be integrated into an emergency food response. (e.g. Restaurants, local vegetable producers, local livestock producers, processing plants, regional and rural distribution supports)
- Make a list of the types of skills and experiences that would be most helpful during a collaborative food response (e.g., kitchen or cooking skills, can lift heavy objects, experience packaging or giving out food hampers, drivers, etc.)
- Ensure all partners of this plan are considered essential by the Thunder Bay District Health Unit during emergency classifications. This ensures that any guidelines related to the emergency are conveyed to these partners to ensure safety.
- Work with partner organizations outside of emergency times to learn more about their internal preparedness as it relates to their ability to support an emergency food response (and support these processes where needed).

- Identify the skills and strengths of FAC members so that their in-kind contributions are focused on what they are good at or have capacity for. These discussions will also help partner organizations to know a head of time what their support role is likely to be (e.g. food preparation, delivery, distribution) so they can have greater ability to provide support quickly.

Advocate for financial stewardship of the EFP and key food access infrastructure

- Seek nominal additional annual funds to increase the salary of the TBAFS Coordinator to reflect the increase in duties and responsibilities by taking on stewarding of the EFP.
- Give deputations and speak to the boards of other funders—governments, foundations, community funds—to advocate for more consistent funding to support food access infrastructure so that it exists when it is needed in an emergency. The pandemic openly showed that the non-profit and charitable sectors are a “shadow subsidy” that cities rely on when responding to an emergency. If we want this infrastructure (both physical and human) to exist in a reliable way during times of emergency, non-profits need to be supported, not fought or forgotten, on maintaining their infrastructure and capacity.

Expedite the use of designated food response facilities during emergencies

- Identify and secure permission to use six central locations for food distribution during emergencies. Ensure that there is a north, south, and central location, as well as a location in siloed neighbourhoods like Westfort, the East End, and Current River.
- Ensure that all designated food response facilities have been inspected and approved by the Thunder Bay District Health Unit for food related activities, as well as by the Fire Service, before needing to activate in an emergency.
- Develop an agreement with the City of Thunder Bay, Synergy North, Enbridge Gas and any other critical infrastructure providers to ensure designated food response facilities receive priority standing for repairs during a high-impact emergency.

Develop a communications plan for the EFP

- Work with Food Access Coalition members to develop a communications plan for emergency response.
- Make a simple webpage that provides up to date and easily accessible information about where to access food in Thunder Bay. This could become an electronic version of the *Where to Get Food in Thunder Bay* brochure that can be easily updated with new information during times of emergency.

Develop a fundraising plan for the EFP

- Work with Food Access Coalition members to brainstorm a list of potential sources of emergency food funding.
- Work with key partners, such as United Way and Community Foundations, to discuss how they could support emergency food funds to the EFP during an emergency.
- Create a fundraising plan as an appendix to the EFP.

Address the question of how need is determined by gathering food access data

- Utilize a city-wide database for tracking urban food access needs on a regular basis in order to better understand the nuances of chronic food insecurity in Thunder Bay (e.g., geographic location, type of food support needed, demographic information).
- Through the Food Access Coalition, facilitate a discussion about the benefits and risks of a central database and what this process could look like.
- Review the information collected by the Thunder Bay District Health Unit in their soon-to-be published *Food Atlas* to better understand where food is being offered, served, or sold in our community. This report will also be overlaid with key demographic information to help deepen our understanding of food access needs on a regular basis and identify higher risk neighbourhoods when it comes to accessibility of food.

Conduct a food system assessment of Thunder Bay & Area

- An up-to-date food system assessment of Thunder Bay & Area would help the EFP to identify potential hazards and risks to our food system. This would provide more accurate data about the likelihood of various events to better prepare response plans and infrastructure. The TBAFS is well positioned to do this and is currently in the preliminary stages of applying for funds to support this important contextual work.

Enacting all of the above recommendations is beyond the scope of the TBAFS Coordinator's responsibilities in coordinating the EFP. However, by working with the key stakeholders involved in this plan through the Food Access Coalition, we will determine which places to put our time and resources to address first to strengthen and evolve how the EFP can best support our community in times of disruption.

Appendices

- [Appendix A—Primary Partners List](#)26
- [Appendix B—Agreement of Cooperation](#)27
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Appendix A—Primary Partners List

The following are the organizational or business stakeholders who make up the signatories of the Primary Partners Table for the Emergency Food Plan, as of the first version of the EFP in August 2023. The names of representatives and contact information has been removed for this public document.

ORGANIZATION	Signed Commitment Period
City of Thunder Bay	November 27, 2023 – September 30, 2026 (pending)
Dew Drop Inn	November 27, 2023 – September 30, 2026
Lakehead Social Planning Council	November 27, 2023 – September 30, 2026
Northwestern Ontario Women’s Centre	November 27, 2023 – September 30, 2026
Canadian Red Cross	November 27, 2023 – September 30, 2026 (pending)
Regional Food Distribution Association	November 27, 2023 – September 26, 2023
Roots Community Food Centre	November 27, 2023 – September 26, 2023
Salvation Army	November 27, 2023 – September 30, 2026 (pending)
Thunder Bay & Area Food Strategy	Ongoing steward
Thunder Bay District Health Unit	November 27, 2023 – September 26, 2023
Thunder Bay Indigenous Friendship Centre	November 27, 2023 – September 26, 2023

Appendix B—Agreement of Cooperation Template

Agreement of Cooperation

To

Execute the Emergency Food Plan for Thunder Bay

Between

The members of the Primary Partners Table

And

The Thunder Bay + Area Food Strategy

For

A three-year duration, beginning in August 2023

This Agreement of Cooperation is in support of the collaboratively built Emergency Food Plan (EFP) for Thunder Bay, stewarded by the Thunder Bay + Area Food Strategy. This agreement outlines the broad roles and responsibilities that the signatory organizations are committing to as a part of the Primary Partners Table of the Emergency Food Plan.

The agreement recognizes that all signatory organizations are independent entities, either as non-profit organizations, charities, public institutions, or businesses, that are committing to the actioning of a cooperative food response during emergencies through voluntarily participation.

As a signatory to this agreement, the below representative is committing their organization or business to:

- If necessary, activating the Emergency Food Plan as per the activation procedure outlined in the plan (p. 12 - 14).
- Sending a representative with authoritative power to the initial assembly of the Primary Partners table when an emergency is called;
- During initial assembly, supporting the appointment of a Food Branch Supervisor and all required Command or Response staff roles as per the response structure, contributing in-kind human resources from their organization or business wherever possible.

- During initial assembly, communicating what organizational resources can be committed to the response (i.e. skilled, paid, humans; vehicles; phone lines; physical space; etc.).
- Ensuring the continued participation of any committed resources throughout.
 - If the circumstances of what can be contributed change, informing the Food Branch Supervisor immediately.
- For any Command or Response staff role agree to by an organization’s representative, this person agrees to:
 - Fulfill the specific responsibilities assigned to that role as per *Table 2: Responsibilities of Response Structure Roles* (p. 16 - 17).
 - Participate in ongoing response meetings throughout the duration of the emergency, bringing forward all relevant concerns to the Primary Partners table.
 - Inform the Food Branch Supervisor immediately if anything changes about the organization’s capacity to provide support previously agreed to.
 - The organization agrees to allow this person to use their paid work time to support the needs of the EFP.
- All relevant representatives from primary partner organizations participate in a debrief of the response as soon as possible once the event has been declared over.

Signatories of this agreement may be asked to sign a Just-in-Time Agreement with the City of Thunder Bay or with the Thunder Bay + Area Food Strategy during an emergency response to support additional roles or resources (i.e. use of infrastructure).

This Agreement of Cooperation will be in effect from the signatory date in 2023 to September 30, 2026, upon which time all Primary Partners will be asked to discuss and reconfirm their commitment to the Emergency Food Plan.

Signatories:

A. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____ Date: _____

B. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____ Date: _____

C. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

D. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

E. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

F. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

G. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

H. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

J. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

K. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

L. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

M. Organization/Business: _____

Signing Representative (Name & Role):

Signature: _____

Date: _____

Appendix C—EFP One Page Overview

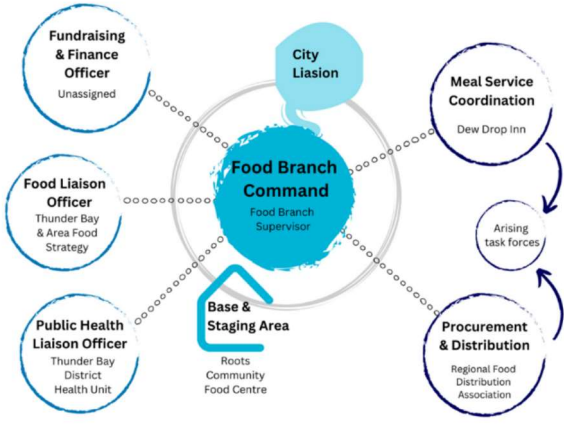
Emergency Food Plan Overview



Stakeholder Roles During Level 2 & 3 activation

- Primary Partners**
 - Attend initial assembly to determine event-specific strategy.
 - Assume determined lead roles as per the determined event-specific strategy.
 - Provide in-kind contributions (i.e. paid staff, vehicles, communications, buildings)
- Food Access Coalition Members**
 - Prepare to support the response through in-kind contributions
 - Support the last mile of food delivery for those with accessibility needs.
- TBAFS Coordinator**
 - Activate the EFP by convening the initial assembly of primary partners.
 - Take on a Command Staff or Food Branch Supervisor role.
- City of Thunder Bay**
 - Connect the EFP to the City’s emergency response if applicable.
 - Support Food Branch Command with requests and direction from a City-level.
- Designated Food Access Facilities**
 - Await activation.
 - Provide free and open access to facility.
- Rural Municipalities & First Nations**
 - Request support of the EFP if needed.

EFP Response Structure



Activation Levels

- **Level 1 - Chronic Food Insecurity** (Challenges to accessing food localized and ongoing)
- **Level 2 - Widened Response** (Inability to access food and/or prepare food affecting a new subset of the population)
- **Level 3 - City Wide/Area Response** (Inability to access food and/or prepare food widespread; challenges being faced getting food into the city)
- **Level 4 - Catastrophic Response** (Access to food is scarce; systems have broken down)

Appendix D—Record of Changes

Any changes made to the EFP from this point forward will be recorded here.

Version 1 – 2023

The first version of the EFP was written by Courtney Strutt over the course of 2022 and 2023 in consultation and discussion with the original eleven members of the Primary Partners table which included: City of Thunder Bay, Thunder Bay + Area Food Strategy, Dew Drop Inn, Lakehead Social Planning Council, Canadian Red Cross, Northwestern Ontario Women’s Centre, Regional Food Distribution Association, Roots Community Food Centre, Thunder Bay Indigenous Friendship Centre, Thunder Bay District Health Unit, and the Salvation Army. This version was officially ratified in November 2023 and will serve as the beginning point for EFP maintenance, stewardship, and use.

Appendix E—Designated Food Response Facilities

Through the development of the EFP it has been determined that having a set of designated food response facilities to make up the key physical infrastructure of an emergency food response is essential. Identifying these locations prior to an emergency will ensure inspections and approvals are up to date or expedited for approval during emergencies to allow for their prompt use in an emergency response.

These locations have been chosen for their geographic locations (which offer touch points across the city), their prior connection to food distribution work, and their infrastructure (i.e. open spaces for distribution, refrigerators, etc.)

The below organizations have volunteered their space if needed during an emergency food response. This commitment means:

- Providing access to their space to the EFP response as a localized distribution point, free of charge, as needed during the response;
- Providing a representative from the organization to assist the EFP with access to the space;
- Inform the TBAFS Coordinator if there are any changes to representative contact information or the ability of the organization to be a designated food response facility.

<i>FACILITY TYPE</i>	<i>ORGANIZATION & LOCATION</i>
Food Warehouse	RFDA 570 Syndicate Ave. S
Base & Staging Area	Roots Community Food Centre 450 Fort William Road
North Distribution	Dew Drop Inn 294 Red River Road
South-East Distribution	Grace Place 235 Simpson St
Central Distribution	Roots Community Food Centre 450 Fort William Road
Current River Distribution	TBD
South-West Distribution	TBD
Westfort Distribution	TBD

Appendix F—Just-in-time Agreement Template

Just In Time Agreement

Between

The Thunder Bay + Area Food Strategy
[TBAFS]

-and-

ENTER PARTNER’S NAME

This Just In Time (JIT) agreement sets the terms and understanding between the TBAFS, as the steward of the Emergency Food Plan (EFP), and [partner name] to support additional needs of the EFP during an activation of the plan.

Background & Purpose

This partnership supports a key component of the response structure for Thunder Bay’s Emergency Food Plan. While the EFP collaborates with a group of primary partners with key food access infrastructure in maintaining and stewarding the plan, not all needs during an emergency can be anticipated or agreed to in advance. This JIT allows for partners, whether primary, support, or external to the EFP, to put agreements into place quickly during an emergency event. This JIT outlines the responsibilities of the TBAFS/EFP Food Branch Command, those of the partner, any financial expectations, duration and termination stipulations.

Responsibilities of Partners

During an emergency event response of the EFP, the following responsibilities are being employed:

- TBAFS
 - Activates the EFP through convening the initial assembly of primary partners.
 - Coordinates and provides connection between the Food Access Coalition and the EFP
 - Contributes TBAFS staff towards Command or Incident Command staff roles as requested by the initial assembly of primary partners.
- EFP Food Branch Supervisor
 - Communicates directly with the City of Thunder Bay’s liaison

- Communicates directly with all command and response staff
- Calls and leads meetings of all staff/leads when needed
- Takes minutes, and shares directives and outcomes with partners
- Holds a birds eye view of the response and connects requests for support amongst sections
- Coordinates the needs/requests of staff for human resources with Food Liaison Officer
- Directs activation of Food Access Coalition (FAC) members as needed
- Activates response and distribution locations (See *Appendix E – Designated Incident Facilities*)
- Collects and organizes data about the response from Command and Response Staff (e.g., funds, amount of food, # of ppl accessing)
- Could be designated as incident command of the City’s overall emergency response if it was a food related emergency.
- [Partner Name]
 - Elaborate on the specific responsibilities being asked of the partner who is signing this JIT

Financial Expectations

As per the agreed to request/responsibilities of the partner, this JIT establishes the following financial expectations:

- List any/all financial expectations of the partner, including in-kind contributions and whether or not there will be any reimbursement and from whom

Duration of MOU

This agreement is effective as of [date] and shall continue until [date].

This agreement is at-will and may be modified or altered as needed with the written consent of all parties. Any party may at any time terminate this agreement by giving the other parties 30 days notice by written means of communication to the listed contact information of parties.

Contact Information

List name, address, phone/email of each signatory to the JIT

Signatures

Space for each partner’s organization, name, title, date and signature

Appendix G— Debrief Survey

This debrief tool is to be used with all active participants of an emergency food response in Thunder Bay as soon as possible once the emergency has been declared over. This includes the Food Branch Coordinator, all Command and Response staff, the City Liaison, any activated Food Access Coalition members and designated food response facilities, and anyone else who may have played a significant role in the execution of an emergency food response. Additional debrief meetings may be held, at the discretion of the Food Branch Supervisor.

1. What went well about the response?
2. What were the gaps in the response?
3. Who was missing from the response?
4. What was difficult or challenging about the response from your perspective?
5. What adjustment would address that challenge for future responses?
6. Please share any other thoughts, comments, or feedback.