



VANCOUVER PARK BOARD LOCAL FOOD SYSTEM **ACTION PLAN**

Approved November 15, 2021



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The Vancouver Board of Parks and Recreation (Park Board) operates on the unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tseil-Waututh)

Nations. The local First Nations continue to steward the land since time immemorial. The Park Board recognizes its own legacy of colonialism, including the forced removal of Indigenous

peoples from their land to create parks and the resulting loss of traditional places for gathering food and medicine. The Park Board hopes this work can contribute to meaningful Reconciliation and restore places for traditional land-based practices within the parks and recreation system. In the spirit of Reconciliation and as per learnings achieved through working with Indigenous cultural practitioners, the Park Board recognizes its responsibility to contribute to a just and sustainable local food system for seven generations and beyond.

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EXECUTIVE SUMMARY

The Vancouver Board of Parks and Recreation (Park Board) approved the five-year Local Food Action Plan in 2013 (2013 LFAP) to strengthen the local food system in Vancouver. Now that the five-year period has elapsed, an update is necessary to align with current policy directions and the Park Board's commitment to Reconciliation and equity, as well as reflect current local food system priorities and evolving needs and opportunities. This update to the 2013 LFAP – now called the Local Food

System Action Plan (2021 LFSAP) – will guide the Park Board food system work over the next five years. The plan was developed based on broader policy directive, research asset assessment, public engagement, and spatial analysis. It outlines the current state of Park Board food assets and services and proposes an ambitious five-year implementation plan.

The 2021 LFSAP represents a shift in priority from increasing the number of assets and services in parks and facilities to improving access and equitable delivery of these assets and services. It reflects a deeper understanding of how historical and social contexts impact the local food system

in Vancouver and takes into account broader issues such as ongoing colonialism and barriers to Indigenous food sovereignty, rising rates of food insecurity, the climate emergency and the COVID-19 pandemic. The Park Board is well positioned to address these issues because of its jurisdiction over large portions of land and its wide variety of food assets, services, and staff resources. By understanding and working to address these issues, the Park Board can better provide for Vancouver residents.

Social and Environmental Context: For generations, the Musqueam, Squamish and Tsleil-Waututh peoples (referred to throughout

this document in their respective languages: x̣ʷməθkʷəy̓əm, Sḵwx̣wú7mesh, and səlilwətaʔ or by the agreed upon acronym, MST) lived and thrived on the abundance of food in their traditional territories. Since its conception the Park Board has operated on their unceded and traditional territories. Forced removal from their lands displaced entire communities from many of their food, medicine, and gathering spaces, which were replaced by parks and recreational facilities. There is an ongoing demand for access to resources that would promote Indigenous food sovereignty such as land, space, facilities and programs. The Park Board recognizes the importance of decolonizing the LFSAP as part of its commitment to Reconciliation.

Vancouver's rates of food insecurity are disproportionately high and are more likely to impact vulnerable community members. These effects are compounded by the climate crisis and the COVID-19 pandemic, which both escalate existing threats to food security, especially for the poor and already food insecure. Many of the Park Board's current food assets and services are not accessed equally. By addressing food insecurity and ensuring equitable access to food assets, the Park Board can further its goal of fostering equity and benefit to all in the parks and recreation system.

Vision and Objectives: This updated plan builds on the VanPlay vision to be the leader in parks and recreation by connecting people to greenspace,

active living and community. The vision of the 2021 LFSAP is:

To move towards a sustainable, just and decolonized local food system by making space for Indigenous food sovereignty, increasing equitable access to food assets and services, and working towards food system resiliency as part of climate action.

The objectives of the 2021 LFSAP are to:

- Provide a five-year plan for the future implementation and management of Park Board food assets and services;
- Identify actions the Park Board can adopt to ensure that community members benefit from inclusive and accessible spaces that contribute to a sustainable and just food system;
- Identify opportunities to support and remove barriers for Indigenous ways of relating to the land and food systems, in alignment with the Park Board's decolonization goals and commitment to Reconciliation;
- Advocate for needed resources to meet increasing demand for local food system assets and services offered within the public realm;

- Prioritize those disproportionately impacted by food insecurity and increase inclusivity and accessibility of food spaces; and
- Improve accountability and the measurement of impact and progress by setting guidelines on monitoring and evaluation of goals and actions.

Food Asset and Service Inventory: All food assets and services currently offered in Vancouver parks and recreation facilities were assessed and included in a comprehensive inventory. This current-state analysis of food assets and services also highlights changes and progress made since the 2013 LFAP. This inventory data is then used to identify equity gaps and opportunities for asset and service delivery.

Research: During the research phase of the plan, a review of all relevant Park Board and City policies, plans, and reports, as well as a review of trends in local, national, and international food systems revealed themes of equity, climate change, climate justice and reconciliation as emerging priorities worldwide. An analysis of those sources highlighted that, in cities around the world, people from equity-denied groups face multi-dimensional barriers to accessing park-based food assets and services through structural inequities such as racism, income inequality, transportation constraints, and time scarcity. Highlights of the Park Board's involvement in the COVID-19 emergency food response are also included.



Engagement: Two phases of engagement with the public served to ground the research and assessment in accountability, transparency and social needs. The goals of phase one of engagement were to identify gaps and priorities in food assets and services, needs in emergency food planning, barriers and improvements to accessing food assets and services, and opportunities for capacity-building, relationship building, and supporting food work in the community. The goals of phase two of engagement were to: share findings from the research, food asset and service assessment, and feedback from phase one of engagement; and to ask for feedback on the draft goals and associated actions.

Spatial Analysis: A spatial analysis was also conducted to identify priority areas for targeting resources to address existing equity gaps. Priority areas were identified using equity initiative zones, outlined in VanPlay as historically under-served areas of Vancouver, and growth areas, identified in VanPlay as areas expected to have the greatest amount of development and population growth. Gaps or opportunities were analyzed for each food asset mapped in the inventory.

Challenges and Opportunities: Based on the asset assessment, research, engagement findings, and spatial analysis, key challenges and opportunities for Park Board food system work were identified to provide direction and rationalization for the implementation plan.

Challenges that emerged include the lasting impact of colonialism, competing demands in parks and recreation, inequitable allocation of resources, and a lack of coordination. Opportunities include decolonization, equitable allocation of resources, making better use of available assets, and supporting city-wide goals.

Implementation Plan: A detailed implementation plan outlines four goals (as shown in Figure 1) and 38 actions recommended over the next five years. This includes the Park Board or City of Vancouver departments responsible to implement each action, supporting policies and reports, and the anticipated timing and cost of implementation. The goals and actions were designed to guide implementation, while being relevant and flexible to support the success of local food systems work in Vancouver into the future. They outline steps to move towards a just, sustainable, and decolonized local food system within the parks and recreation system by making space for Indigenous food sovereignty, increasing equitable access to food assets and services, and working towards food system resiliency as part of climate action.

Goal 1: Centre Indigenous Voices in Food System Work to Honour the Teaching that “Food is Medicine”

Improve access to Park Board land for x̣ṃəθḳẉəỵəm, Ṣḳẉx̣ẉú7mesh, and ṣəḷiḷẉəṭ̣əl First Nations and Urban Indigenous peoples for food and medicine practices and increase funding allocated to Indigenous-centered food spaces and initiatives.

Goal 2: Improve Equity in Park Board Food Assets, Services, and Programs

Decrease barriers for collective and low-barrier food growing initiatives in historically underserved areas of the city and increase access and funding for food programs and events led by equity-denied groups.

Goal 3: Strengthen Food Partnerships and Collaboration to Support a Sustainable and Just Food Economy

Increase staff time and funding dedicated to the implementation of the plan, prioritize cross-departmental and partner collaboration, increase opportunities and access to fieldhouses, community food markets, and community centre kitchens to target gaps in service and address food insecurity.

Goal 4: Build Long-Term Food System Resiliency, Sustainability, and Increase Biodiversity

Increase food and garden educational opportunities, contribute to future emergency food planning, and contribute to city-wide goals by increasing biodiversity and zero waste initiatives.

Cost: While some elements in the Implementation Plan can be addressed with existing resources or through current projects that are underway, new funding will be required for many of the implementation actions and associated staffing. Funding will be sought through the four-year Capital Planning process, partnerships, and co-funding opportunities.

Considerations: It is recognized that addressing systemic issues such as colonialism, racism, and inequity, by working towards improving access and the equitable delivery of assets and services rather than just increasing the number of assets and services requires additional time and expertise. Staff will require specialized skills in community development such as community capacity-building, intercultural relationship-building and working within a decolonized and anti-oppressive approach. It is integral to the success of this plan to have proper staff resourcing if the associated equity and Reconciliation goals within the food work are expected to be met.

Conclusion: This is the first Park Board plan that makes decolonization and equity central to goals and actions of the plan. The approval and implementation of this plan will help the Park Board to deliver on its vision of contributing to a sustainable, just and decolonized food system and set a precedent in food systems planning at the municipal, provincial, national and even international scale.



FIGURE 1: LOCAL FOOD SYSTEM ACTION PLAN GOALS

1.0 INTRODUCTION

Background
What is a Local Food System?
Role of the Park Board in the Local Food System
What are Food Assets and Services?
Social and Environmental Context
Related Plans, Strategies, and Reports since 2013
Timeline
Vision & Objectives



A healthy and thriving local food system is a critical component to a healthy and thriving community. Through this plan the Park Board will build on existing strengths and broaden access to the local food system, recognizing that a strong local food system can connect communities to one another, enable diverse cultural expressions, provide healthy and culturally relevant food, support environmental resiliency, and increase opportunities to develop skills and reciprocity with the land. A decolonized, sustainable and resilient local food system would play an integral role

in helping achieve social, cultural, recreational, environmental, economic and health goals set out by the Park Board and City of Vancouver for the benefit of all residents.

This document is a 2021 update to the *2013 Local Food Action Plan* (2013 LFAP) and will be referred to as the *Local Food System Action Plan* (2021 LFSAP). The 2021 LFSAP reflects a shift in priority from increasing the number of assets and services in parks and facilities to improving the access and equitable delivery of these assets and services. It is also the first Park Board plan that makes decolonization and equity central to goals

and actions of the plan. The plan's four goals and 38 actions outline steps to move towards a just, sustainable, and decolonized local food system within the parks and recreation system by making space for Indigenous food sovereignty, increasing equitable access to food assets and services, and working towards food system resiliency as part of climate action. **By enabling access and use of Park Board land and facilities for food related initiatives rooted in Reconciliation and equity, the Park Board can further strengthen and support the local food system, while also achieving key directives and targets.**

BACKGROUND

In 2013, the Park Board approved the first *Local Food Action Plan* to strengthen the local food system and contribute to Vancouver's goal of becoming a global leader in urban food systems by reducing the environmental impact of food production and transportation and contributing to human health. The 2013 LFAP was a five-year plan that built on pre-existing strategies and plans, including the Greenest City Action Plan (Goal Area: Local Food) and the Vancouver Food Strategy. The plan identified eight goals and 55 actions in four priority areas: Increase Physical Food Assets, Sustainable and Local Food Economies, Engaged and Capacity-Rich Food Networks, and Soil Generation. As of 2021, 29 of the actions have been completed. Of the remaining actions, ten are underway, nine are on hold, and seven have not had progress made.

The five-year term of the 2013 LFAP has elapsed. Since 2013, the Park Board has undergone significant long-range planning efforts to guide ongoing work and adopted several new strategies, plans, and commitments relevant to the local food system (see Related Plans, Strategies, and Reports, page 15), as well as undertaken work to understand and dismantle the effects of racism and colonization within the organization. Two of the main references for this update are VanPlay: Vancouver's Parks and Recreation Services Master Plan, which prioritizes the equitable delivery of services, and the Park Board's commitment to Reconciliation. The local food system in Vancouver has also changed and is facing different demands than in 2013. An update to the 2013 LFAP was needed in order to reflect broader policy directives and current local food system priorities.



WHAT IS A LOCAL FOOD SYSTEM?

A local food system is a community-supported system within a specific geography (e.g. the City of Vancouver) that encompasses the whole food cycle, including producing, harvesting, gathering, processing, preserving, procuring, storing, transporting, sharing, and eating food, as well as managing food waste. This plan focuses on the role of the Park Board within the broader local food system of Vancouver.

This definition differs from the commonly used term 'local food', which is defined by the City of Vancouver as food that "is raised, grown, produced, or processed within BC". There are numerous critiques of focusing on this understanding of local food because: it is often expensive; it is perceived as having lower greenhouse gas emissions and fair labour when this is not always the case; and it excludes imported foods that are culturally significant. For this reason, this plan uses the term and definition of 'local food system' instead.

ROLE OF THE PARK BOARD IN THE LOCAL FOOD SYSTEM

The Park Board manages more than 230 public parks in Vancouver (roughly 1,160 hectares of land or 11% of the City of Vancouver), 24 community centres, 74 field houses, and numerous other recreation facilities. This parks and recreation network is home to numerous food and culture gardens, orchards, community food programs, kitchen facilities, food markets, concessions and restaurants, potential harvesting areas and more. The land managed by the Park Board also plays an important role in supporting a healthy ecosystem – which is essential for a robust food system – by conserving biodiversity, protecting pollinator habitats, and preserving green spaces.

The Park Board's current role in the local food system includes: oversight of how Park Board land is allocated for different food uses; design, maintenance, and operations of kitchens and facilities used for community food programs; maintenance of select food growing assets (e.g. fruit trees); managing food and beverage operations and contracts for restaurants and concessions; coordinating, funding, and/or collaborating on food-related programs, events, and initiatives; partnering with and creating employment for food and culture organizations, practitioners and instructors; planning for future

emergency food responses; and facilitating the use of Park Board spaces (e.g. field houses) for food initiatives (see Asset and Service Inventory on page 22). Given the Park Board's jurisdiction over all parks and recreation facilities, it is responsible for managing access to a large amount of current and potential food-growing and food-sharing spaces in Vancouver. The Park Board can further strengthen and support the local food system by facilitating access and use of Park Board land and facilities for food related initiatives.

WHAT ARE FOOD ASSETS AND SERVICES?

Food assets are tangible or intangible resources available to residents of the city, which are used to support the urban food system. The term "food asset" has been problematized due to its association with capitalist implications. While the term food asset will be used throughout this document, the meaning is intended to include community and cultural values of food, not just its economic value.

With this in mind, this plan defines food assets and services as resources, facilities, spaces, infrastructure, programs, systems, knowledge, organizations, relationships, and policies related to a local food system.

The parks and recreation system offers a variety of current and potential food assets and services. These include, but are not limited to food and culture gardens, urban orchards, native berry shrubs, food and gardening programs, community kitchens, food access programs, markets, concessions, partnerships, funding, and food-related events (see Asset and Service Inventory, page 22).

SOCIAL AND ENVIRONMENTAL CONTEXT

Broader issues such as food insecurity, barriers to Indigenous food sovereignty, the COVID-19 pandemic, and the climate emergency are impacting the local food system and the residents of Vancouver. By understanding and working to address these issues, the Park Board can better provide for Vancouver residents, especially those most impacted. The Park Board is well positioned and has a responsibility to address these issues because of its jurisdiction over large portions of land and its wide variety of food assets, services, and staff resources.

What does BIPOC mean?

It is a commonly used acronym that stands for Black, Indigenous, and people of colour.



What are Equity-Denied Groups?

Equity-denied groups are those facing barriers to equal access due to attitudinal, historic, social and environmental barriers based on characteristics not limited to sex, age, ethnicity, disability, economic status, gender, gender expression, nationality, race, sexual orientation. While the term *equity-seeking group* was used by the Park Board in previous strategies, this term has received criticism as it implies that these groups need to seek equity from those with privilege. To acknowledge that these groups have been historically denied equity, the term *equity-denied* will be used throughout this plan.

FOOD SECURITY

The Food and Agriculture Organization's definition of food security is when "all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." Household food insecurity is defined as "the inadequate or insecure access to food due to financial constraints."¹ A main cause of household food insecurity in Canada is income insecurity. Food insecurity disproportionately impacts Black, Indigenous and people of colour (BIPOC) in Canada. Across Canada, 28% of Indigenous households and 29% of Black households are food insecure, while only 11% of white households face food insecurity.²

Food insecurity is a major public health concern and has a profound impact on health and well-being. Those experiencing food insecurity are more vulnerable to physical and mental health issues, including diabetes, heart disease, arthritis, anxiety, depression and premature death.

Considering the overall wealth in Vancouver, the city's rates of poverty and food insecurity are disproportionately high. Twenty percent of residents live with income poverty³ and 9% are food insecure⁴. In the Strathcona neighbourhood, the rate of food insecurity is 26%⁵. Strathcona includes the Downtown Eastside (DTES) neighbourhood, which is home to one of Canada's

largest urban populations of Indigenous peoples, as well as high numbers of other vulnerable populations, including people experiencing homelessness, single parent households, people who use drugs, and seniors, all of whom are more likely to be impacted by food insecurity.

THE CLIMATE EMERGENCY AND FOOD RESILIENCY

In the City of Vancouver the impacts of climate change, a reliance on the global industrial food system, and the ongoing COVID-19 pandemic have highlighted the importance of bolstering the resilience of the local food system⁶.

A significant threat to a resilient local food system in Vancouver is the city's reliance on the global industrial food system, which is closely connected to the climate emergency worldwide. The industrial food system we depend on is both extremely vulnerable to the impacts of climate change and a major contributor to climate change. Climate change is having a profound impact on all aspects of the food system, from the production of food to its availability, which is contributing to rising rates of food insecurity worldwide. Climate change also threatens the availability of traditional foods, in particular amongst Indigenous peoples around the world. As climate change worsens, so will food insecurity⁷. The industrial food system accounts for about half of all human generated greenhouse

What is food system resilience?

According to the *John Hopkins Center for a Liveable Future*, "resilience is the ability to prepare for, withstand, and recover from a crisis or disruption. A **resilient food system** is able to withstand and recover from disruptions in a way that ensures a sufficient supply of acceptable and accessible food for all."



gas emissions, and as such is one of the major factors contributing to climate change⁸. Reducing our dependence on the industrial food system can help make our local food system more resilient, while mitigating the effects of climate change over time.

The ongoing COVID-19 pandemic has further exposed the fragility of the global industrial food system and the necessity for a more resilient, equitable and sustainable model for feeding the world. In Vancouver, the COVID-19 pandemic has exacerbated and contributed to higher rates of food insecurity with more people than ever dependent on charities. However, many such charities and food businesses have closed down as a result of the pandemic. Overall there has been tremendous strain on the food supply chains that Vancouver residents depend on.⁹ Further action is needed to ensure that Vancouver's local food system is resilient to ongoing and future events like the COVID-19 pandemic.

Parks and recreation systems are uniquely positioned to help cities mitigate and adapt to climate change and enhance local food resiliency.¹⁰ They provide large areas of land that can function as potential climate mitigation and food growing areas and recreation facilities have infrastructure and programming to support community food security.

As we work towards food system resilience, it is of the utmost importance to seek leadership from Indigenous leaders and practitioners, as Indigenous peoples have a long history of stewarding the land and food systems that sustain us. Indigenous food sovereignty can help address the issues above by offering a framework for challenging and transforming the global industrial food system into a more ecological model that benefits all peoples and the earth.¹¹

INDIGENOUS FOOD SOVEREIGNTY

The high rate of food insecurity among Indigenous peoples living in Canada is the direct result of the ongoing process of colonization in Canada, which has had devastating impacts on Indigenous food systems, depleting important food sources and disrupting the intergenerational transmission of food related knowledge. Vancouver is no exception. All Park Board land remains unceded. This land was acquired - without treaties - through the dispossession, oppression, and erasure of the *xʷməθkʷəy̓əm*, *Sḵwxwú7mesh*, and *səlilwətał* peoples. Village sites, food and medicine gathering areas, and spiritual and ceremonial places of importance were replaced with parks and recreational facilities such as sports fields, golf courses, pools, rinks, community centres, fitness centres, and marinas used predominantly

What is food sovereignty?

The term “food sovereignty” was coined in 1996 by a global movement of peasants, farmers, landless people, Indigenous peoples, and migrant and agricultural workers called La Via Campesina. In 2007, at the World Forum for Food Sovereignty, representatives from over 80 countries provided the following definition of food sovereignty: “Food sovereignty is the right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems ... and a precondition to genuine food security.” Indigenous food sovereignty in particular is defined by the Working Group for Indigenous Food Sovereignty as a “specific policy approach to addressing the underlying issues impacting Indigenous peoples and our ability to respond to our own needs for healthy, culturally adapted Indigenous foods.”



by non-Indigenous residents. While the parks and recreation system contains many food assets and services, most of these serve a non-Indigenous population. Park land continues to have ongoing use and spiritual importance to the *xʷməθkʷəy̓əm*, *Sḵwxwú7mesh*, and *səlilwətał* peoples. There is also demand for access to resources that would promote Indigenous food sovereignty such as land, space, facilities and programs. However, Indigenous cultural practices such as harvesting food in park spaces, are often misunderstood and discouraged.

While food security, as defined above, can be a useful lens for evaluating food inequality, critics argue the concept of food sovereignty is a more appropriate framework for Indigenous food issues because it centres Indigenous voices and confronts issues like colonization, capitalism, environmental degradation, and self-determination.^{12,13} According to Dawn Morrison, the founder of the *Working Group On Indigenous Food Sovereignty*, Indigenous food sovereignty can be seen as a way of achieving long-term food security, while addressing the ongoing legacy of colonization on Indigenous food systems because it offers “a framework for exploring, transforming and rebuilding the industrial food system towards a more just and ecological model for all.”¹⁴ For the purposes of this plan, the terms “food security” and “food sovereignty” are both used and the term “Indigenous food sovereignty” is used when discussing Indigenous food-related challenges and opportunities.

The local host First Nations, *xʷməθkʷəy̓əm*, *Sḵwxwú7mesh*, and *səlilwətał*, have a long history of caring for entire communities, with values rooted in sustainable prosperity for all community members. The Park Board can learn from Indigenous leadership how values of care and reciprocity must inform approaches to colonial redress. This includes responsibility and care for people experiencing food insecurity, as well as Park Board's role in fostering Indigenous food sovereignty for seven generations and beyond.



RELATED PLANS, STRATEGIES, AND REPORTS SINCE 2013

- **Park Board - Decolonization Strategy (ongoing) (2020):** The Park Board received an update on Reconciliation achievements and directed staff to develop a decolonization strategy to identify specific goals, metrics, and strategic directions, and to articulate a framework for implementing targeted decolonization goals throughout the organization. This strategy is to come.
- **Park Board - VanPlay, Vancouver's Parks and Recreation Services Master Plan (2020):** Guides the work of the Vancouver Board of Parks and Recreation with a mission to provide, preserve, and advocate for parks and recreation to benefit all people, communities, and the environment. VanPlay sets out 10 goals to guide provision of more equitable, accessible, inclusive, and resilient parks and recreation over the next 25 years, along with asset targets and an implementation plan. VanPlay uses Equity Initiative Zones to highlight historically underserved areas so that projects, programs and resources can be focused geographically. There are two asset targets and three approaches to actions directly related to

the local food system, as well as other interconnected areas such as horticulture and natural areas that also affect the local food system.

- **Park Board - Park By-laws (2020):** In the General Regulations, it states “no person shall cut, break, injure, remove or in any way destroy or damage any rock, soil, shrub, plant, turf or flower...”. In other words, foraging or harvesting from parks is not permitted.
- **City of Vancouver - Poverty Reduction Plan, What We Heard: Phase 1 (2019):** A summary of findings from a public engagement which identified solution-focused recommendations to improve equity, access, and connectivity to resources, safety and economic inclusion for people experiencing discrimination, poor health, gendered and racial violence, and poverty in Vancouver.



- **Park Board - Initial Findings for a Colonial Audit (2018):** The Park Board received initial findings and directed staff to undertake a comprehensive Colonial Audit, an analysis of long term practices, impacts, and ways in which colonialism is woven into the Park Board. Themes from initial findings included dispossession of land, widespread disturbance and erasure of archaeological evidence of the local First Nations, excluding cultural expression of local First Nations in parks, and prioritizing non-Indigenous ways of knowing.
- **Park Board - Reconciliation Mission, Vision, and Values (2018):** These were written after deeply considering the input received from the xʷməθkʷəyəm, Skwxwú7mesh, and səliwətał Nations, as well as from other Urban Indigenous engagement touchpoints. This was endorsed by the Park Board and set a mission to decolonize the Park Board.
- **Park Board - Concession Strategy: A Fresh Approach (2018):** Set direction for a concession program that includes prioritizing locally sourced high quality foods, healthy choices, and green and sustainable food service operations.
- **City of Vancouver - Single-Use Item Reduction Strategy (2018):** Brought forward a set of by-laws to dramatically reduce waste from single-use items such as disposable cups, take-out containers, straws, and disposable utensils. Start dates for some of the by-laws have been delayed due to the COVID-19 pandemic.
- **City of Vancouver - City-Affiliated Facility Kitchens Design Guidelines (2018):** Included in the City of Vancouver’s Social Amenity Design Guidelines to be used when renovating an existing kitchen or designing a new kitchen in a City-affiliated social or recreational facility.
- **Vancouver Coastal Health - Food Standards (2018):** Non-prescriptive standards that use the pillars of quality, access and inclusion to guide contract negotiations and program planning that support dignified access to food.
- **Park Board - Truth-Telling: Indigenous Perspectives on Working with Local Government (2017):** A consultation with Indigenous cultural leaders, artists, and cultural practitioners on their experiences working with the Park Board. The report includes the recommendation that the Park Board supports cultural sharing and reciprocity through feasting and sharing food.

- **Park Board - Vancouver Community Leaders on the Role of Food in Cultural Inclusion and Engagement: A Vancouver Park Board Sustenance Festival Report (Role of Food in Cultural Inclusion Report) (2017):** Findings showed that members of racialized and other underrepresented communities reported experiencing discrimination in institutional spaces (including Park Board spaces), and erasure of their contributions or expertise. The report identifies a need to fairly compensate participants from equity-denied groups for their contributions, support food and cultural empowerment, and celebrate cultural food expertise.
- **City of Vancouver - Vancouver Food Strategy Update (2017):** An update to the 2013 strategy identified three new areas of focus for 2017 to 2020 centred around equity. These areas are diversity of voices and inclusion, food access (financial accessibility and availability), and resilience.
- **Park Board - 11 Reconciliation Strategies (2016):** Park Board passed 11 strategies based on the Truth and Reconciliation Commission Calls to Action. The first strategy called for the Park Board’s adoption of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as a reference framework for Park Board’s Reconciliation initiatives.

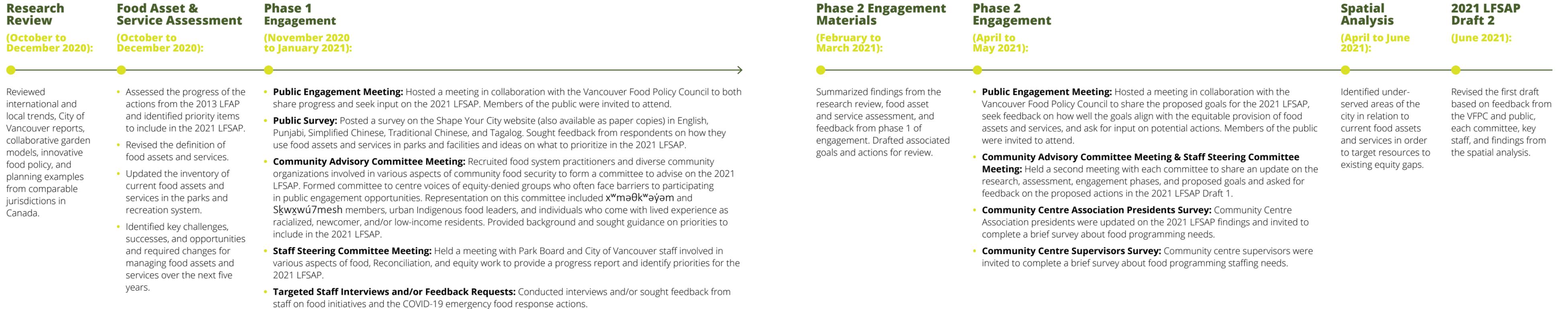
- **Milan Municipality - Milan Urban Food Policy Pact (2016):** An international agreement signed by more than 200 cities around the world, including the City of Vancouver, “to develop sustainable food systems that are inclusive, resilient, safe and diverse, that provide healthy and affordable food to all people in a human rights-based framework, that minimize waste and conserve biodiversity while adapting to and mitigating impacts of climate change”. Cities committed to this pact are expected to use a common monitoring framework to track progress of their actions.
- **Park Board - Biodiversity Strategy (2016):** Supports enhancing pollinator habitat and local indigenous plants.
- **City of Vancouver - Opportunities for Community Kitchen Facilities in City Affiliated Organizations (2016):** A city-wide assessment of the condition, usage and needs of publicly accessible community kitchen facilities in Vancouver, including community centre kitchens.
- **Park Board - Urban Agriculture Policy (2015):** Encourages collaboration and sharing to maximize access to green space, making connections between different stakeholders, and assisting groups to access land for urban agriculture.



- **City of Vancouver - Greenest City Action Plan (2015):** Included actions to develop an urban farming policy, increase participation in food assets and services, and create a food hub.
- **Park Board - Urban Agriculture Garden Guide (2015):** A guide on how to successfully apply for, design, and construct an Urban Agriculture project on Vancouver publicly owned land.
- **City of Vancouver - Healthy City Strategy (2014):** Sets 13 long-term goals for the well-being of the City and its people, including ambitious targets to reach by 2025. Several goals are relevant to local food in parks, which prioritize food production, empowering residents, and providing food access.

TIMELINE

The timeline for updating the 2013 LFAP is outlined below. More details on the outcomes of these steps are summarized in subsequent sections of this plan.



VISION & OBJECTIVES

Based on *VanPlay*, the Park Board vision is to be the leader in parks and recreation by connecting people to greenspace, active living, and community. Building on that vision, the 2021 Local Food System Action Plan vision is:

To move towards a sustainable, just and decolonized local food system by making space for Indigenous food sovereignty, increasing equitable access to food assets and services, and working towards food system resiliency as part of climate action.

The objectives of the 2021 LFSAP are:

- To provide a five-year plan for the future development and management of Park Board food assets and services;
- To identify actions the Park Board should adopt to ensure that community members benefit from inclusive and accessible spaces that contribute to a sustainable and just food system;
- To identify opportunities to support and remove barriers for Indigenous ways of relating to the land and food systems, in alignment with the Park Board's decolonization goals and commitment to Reconciliation;
- To advocate for needed resources to meet increasing demand for local food system assets and services offered within the public realm;
- To prioritize those disproportionately impacted by food insecurity and increase inclusivity and accessibility of food spaces; and
- To improve accountability and the measurement of impact (see Monitoring and Evaluation, page 83) and progress by setting guidelines on monitoring and evaluation of goals and actions coming out of the 2021 LFSAP.



2.0 **ASSET AND SERVICE INVENTORY**

Food Growing Assets
Community Food Programming Assets
Food Retail Assets
Non-Mapped Food System Assets & Services



This section provides a current-state analysis of food assets and services in the parks and recreation system and highlights changes and progress made since the 2013 LFAP.

Food assets and services include four broad categories: food growing assets, community food programming assets, food retail assets, and capacity-building assets. This baseline data is used in the Spatial Analysis section (see page 54) to identify current priorities and gaps in the Park Board food system.





MAP 1: PARK BOARD FOOD ASSET AND SERVICE INVENTORY

This map identifies all the food assets and services currently managed within the parks and recreation system and does not include those managed by other departments of the City of Vancouver. It is important to consider this inventory as part of a broader local food system and to recognize there are significant food assets and services that are not tracked (such as local Indigenous plants in naturally managed park areas) or are more difficult to track (such as informal networks and cultural knowledge).

The following maps go into more detail about each grouping and type of food asset and service.

Food Asset & Service Type	Number in 2013	Number in 2021
Food & Culture Gardens	26	41
Food Trees (including orchards)	743	642
Community Centre Kitchens	24	25
Food & Garden Fieldhouses	0	4
Food Markets	5	13
Meal Retail Locations	37	46

TABLE 1: PARK BOARD FOOD ASSET AND SERVICE INVENTORY SUMMARY



PARK BOARD FOOD ASSET AND SERVICE INVENTORY 2021





FOOD GROWING ASSETS

Food growing assets include formal and informal growing areas that provide food, medicine, and space for cultural practices; contribute to emergency food response; enhance biodiversity and habitat protection; support soil health; and use an integrated environmental approach.

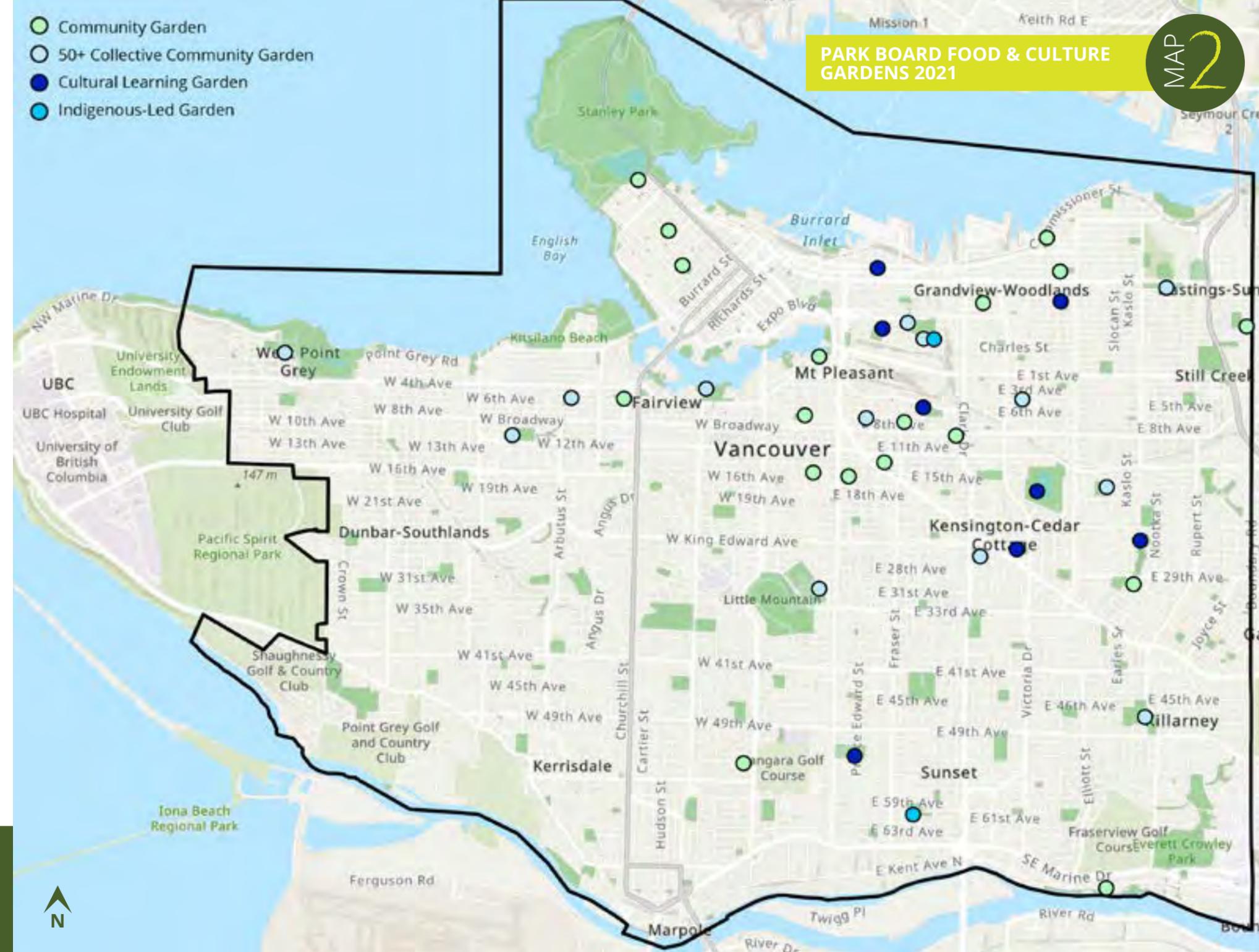
MAP 2: PARK BOARD FOOD AND MEDICINE GARDENS 2021

Food and culture gardens are community-supported gardens that provide space for individuals and groups to grow food, herbs, medicines, fibres, and cultural materials. They provide a space where people can come together to learn about growing cycles, share food and culture, and build community. Food and culture gardens are categorized into four types: community gardens, 50%+ collective community gardens, learning and culture gardens, and Indigenous-run gardens.

- Community Garden
- 50+ Collective Community Garden
- Cultural Learning Garden
- Indigenous-Led Garden

PARK BOARD FOOD & CULTURE GARDENS 2021

MAP 2



Food and culture gardens are typically operated through registered non-profit societies (NFPs) or stewarded by cultural practitioners. Food and culture gardens can be established on Park Board land in a few ways: 1) NFPs can demonstrate community interest during park planning engagements and a garden is designed into the new or upgraded park, 2) NFPs can apply through an Urban Agriculture Expression of Interest (EOI) process to request a garden be established in an existing park, or 3) an NFP or community group/practitioner can partner as a steward of a garden. The EOI process involves submitting an application for staff to review, and if approved, conducting a community engagement, co-designing with staff, and presenting the garden proposal to Park Board commissioners for approval. This process is currently under review. Typically, Park Board provides the land, the initial delivery of soil, the water access, ongoing administration support, and in some cases supporting programming. NFPs or practitioners are responsible for managing garden work and maintenance, members, funding, education, and community outreach and programs. Gardens without raised beds are around 30% less of the cost to install and maintain.

There are currently 41 food and culture gardens in parks, 16 of which are new since the 2013 LFAP, totalling 426 plots. All 41 food and culture gardens total 41,275 square feet/0.38 hectares of the 1160 hectares of Park Board land equalling 0.4% of total Park Board land.

Community Gardens: These are gardens primarily dedicated to individual allotment plots and have less than 50% of the total garden area dedicated to collective gardening. As of 2021 there are a total of 18, six of which were added since the 2013 LFAP.

- 50%+ Collective Community Gardens:** These are a sub-type of community garden that, in addition to individual allotment plots, self-report having 50% or more of the total garden area dedicated to collective gardening. As of 2021 there are a total of 13, nine of which were added since the 2013 LFAP.

Cultural Learning Gardens: These are collective gardens that focus on food systems knowledge sharing and/or arts and cultural sharing. As of 2021 there are a total of eight: Oppenheimer Park, John Hendry Park, Templeton Park, Brewers Park, Trillium Park, China Creek North Park, Renfrew Ravine Park, and Sunset Park. Currently, seven of these gardens partner with Indigenous communities and practitioners, and one is managed by BIPOC youth. A total of five gardens were added since the 2013 LFAP.

- Indigenous-Led Gardens:** These are the cultural learning gardens that are led by Indigenous groups or practitioners. As of 2021, there are two: Moberly Park and Strathcona Park. Both have been established as Indigenous-led gardens since 2013.

Collective Gardening:

Growing spaces that benefit more than one household and/or group of people. There are many ways collective gardening can take place. Examples of collective gardening include shared plots, areas dedicated to organizations or community groups, harvesting for food sharing or donating to a community program, areas open for use by non-members, or co-ordinated group gardening efforts such as work parties or schedules for maintaining designated areas. The goal is that more people benefit from the growing space.



Garden Type	Number of Gardens	Number of Plots	Total square metres	Percentage of square metres out of all food and culture gardens	Percentage of square metres out of all park land
Community Gardens	18	651	11,084	27%	0.1%
50%+ Collective Community Gardens	13	676	25,627	62%	0.2%
Cultural Learning Gardens	8	39	4304	10%	0.04%
Indigenous Led Gardens	2	5	260	1%	0.002%
Food and Culture Gardens	41	1371	41,275	100%	0.4%

TABLE 2: PARK BOARD LAND DEDICATED TO FOOD & CULTURE GARDENS

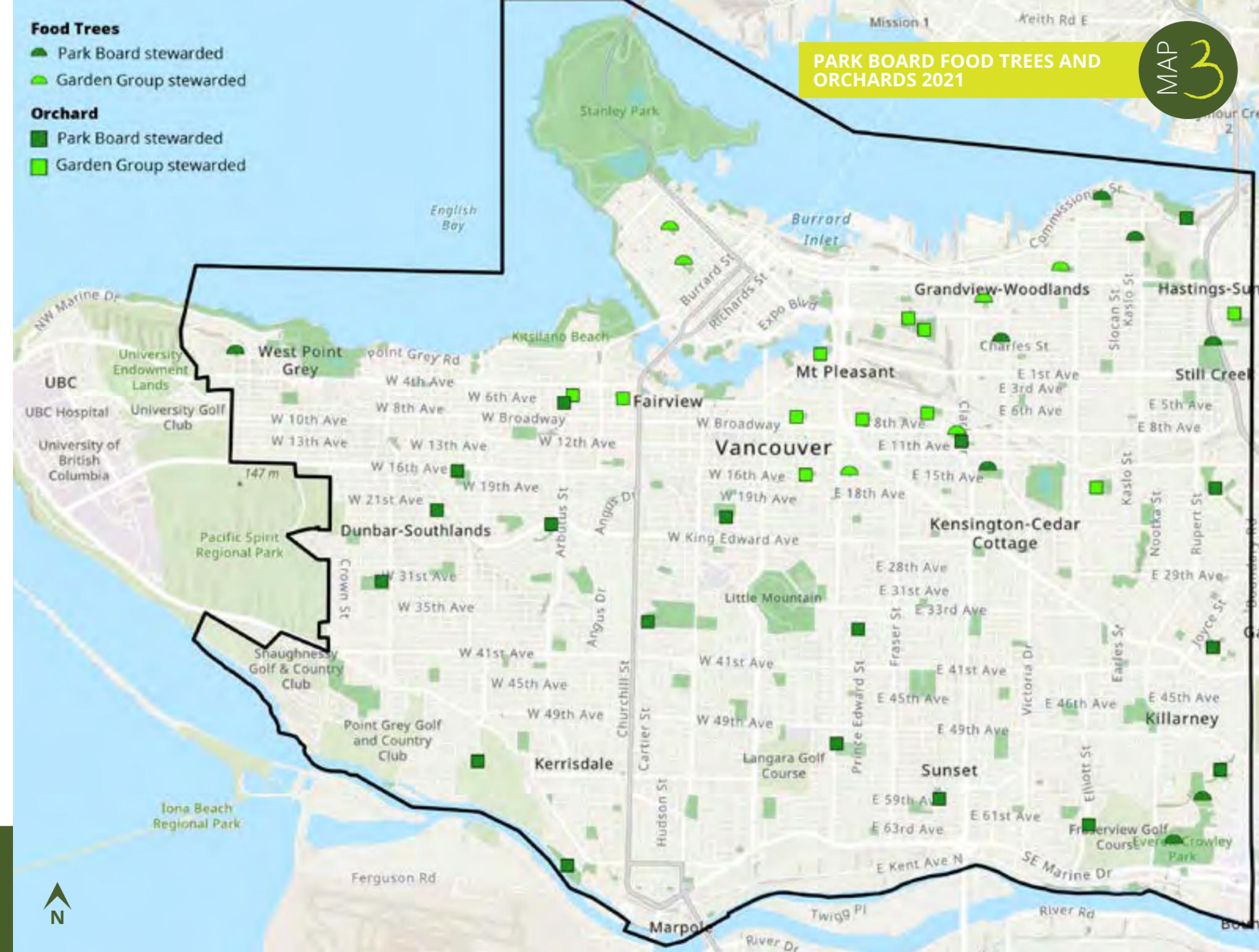


FIGURE 2: COMPARISON OF PARK BOARD LAND USE



MAP 3: PARK BOARD FOOD TREES AND ORCHARDS 2021

Food Trees and Orchards: Food trees are trees that produce fruit and nuts and orchards are sites with more than four fruit trees. There are 642 food trees on Park Board land, including 29 orchards. This count does not include food trees on city streets that are maintained by the Park Board. Since the 2013 LFAP, the number of food trees has decreased by 101. The maintenance of food trees is resource intensive, therefore community stewards or groups (e.g. a community orchard or garden group) are integral to the longevity and health of these trees. Stewardship is also important to ensure food trees are being harvested at the correct time of the season in order to avoid large amounts of food waste. Food trees and orchards identified as 'garden group stewarded' indicate trees maintained by non-profit garden groups and food trees and orchards identified as 'Park Board stewarded' indicate trees maintained by Park Board staff. There are six food trees and 11 orchards stewarded by non-profit garden groups, and eight food trees and 18 orchards maintained by Park Board staff.

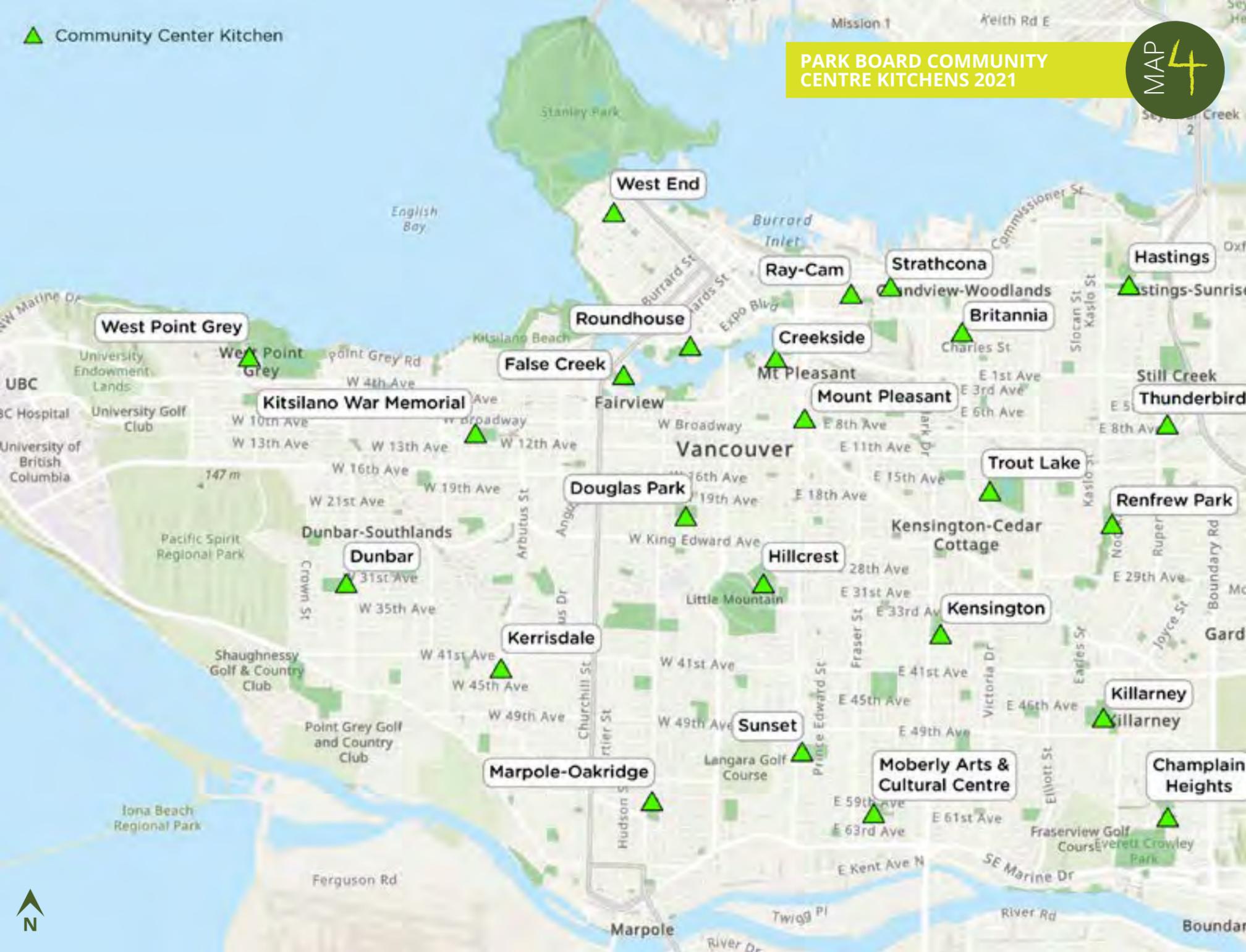


COMMUNITY FOOD PROGRAMMING ASSETS

Community food programming assets include both the physical spaces to support food-related programs and the resources to implement programs or events in the parks and recreation system.

MAP 4: PARK BOARD COMMUNITY CENTRE KITCHENS 2021

Community Centre: Community centres are facilities with resources and staff that offer recreational, social, and cultural activities for residents of Vancouver. The Park Board oversees the design, construction, and upkeep of community centre infrastructure, such as kitchens. Not-for-profit organizations called Community Centre Associations oversee kitchen policies, equipment, day-to-day use, and program options. There are 24 community centres, with a total of 25 kitchens. Size, accessibility and use of kitchens varies. Kitchen activities can include community kitchen programs, food and cooking programs, meal programs, event bookings, rentals, and staff use. Five community centres (Britannia, Hastings, Kitsilano, Ray Cam, and Strathcona) offer community kitchens that support training, community education, social connections, and food access by having participants cook and share meals together. Community centres can also be partners for other food initiatives such as food markets and food and culture gardens. Since 2013, a new commercial kitchen has been built at the Seniors Centre of the Killarney Community Centre.





FOOD RETAIL ASSETS

Food retail assets are locations where food is sold in the parks and recreation system, either through the Park Board, contractors, or partners.

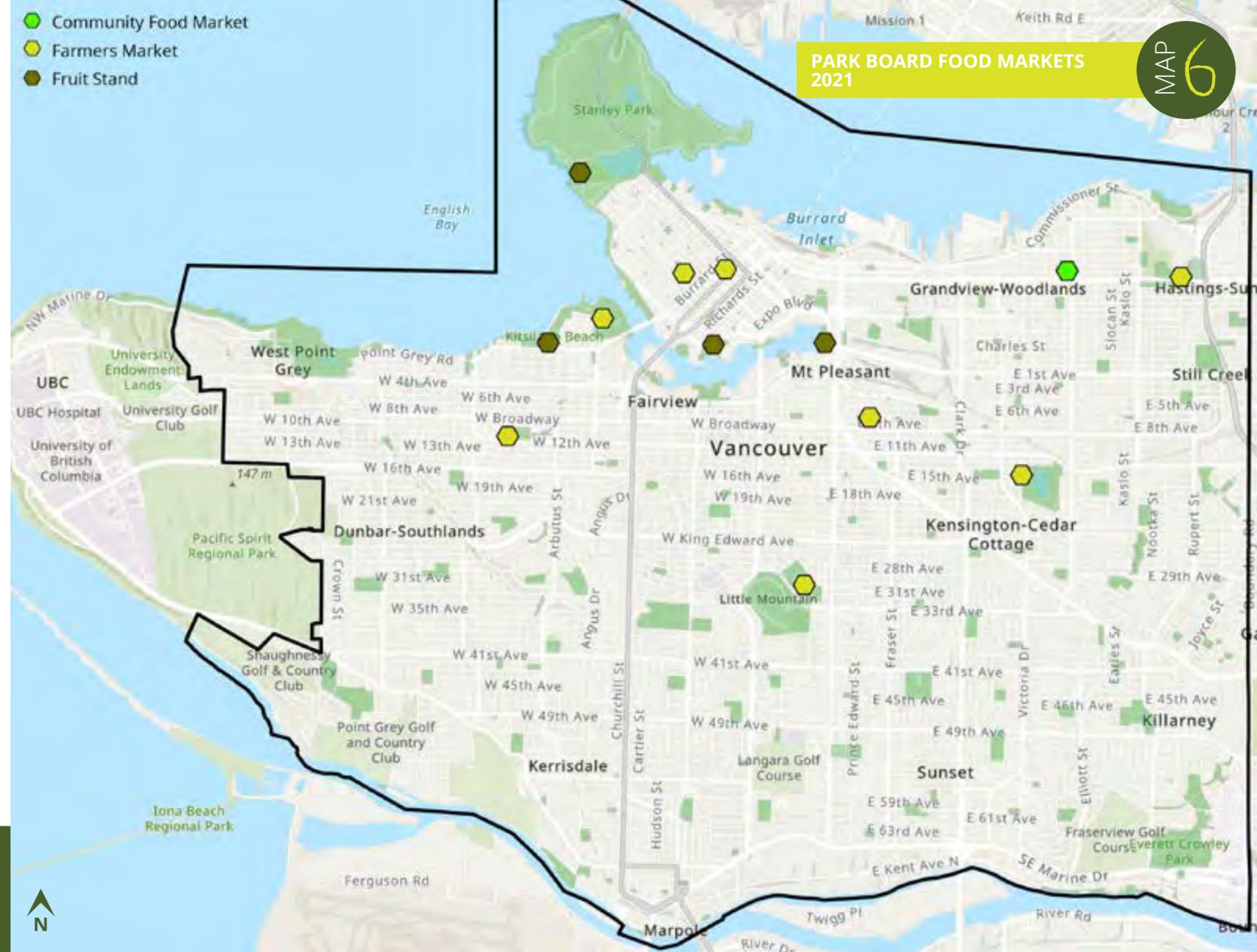
MAP 6: PARK BOARD FOOD MARKETS 2021

All food markets are run by either a not-for-profit organization (NFP) or a small business that is permitted to operate on land in Park Board jurisdiction. The day-to-day operations of the markets and the products for sale are determined by the NFP or business.

Community Food Markets: A community food market is a small-scale market that allows residents to purchase fresh food in locations where there are fewer stores and communities may have challenges accessing healthy and culturally diverse food. They are typically run by social service organizations and are more affordable than farmers markets. There is currently one community food market operating through Kiwassa Neighbourhood House at Pandora Park, which is new since the 2013 LFAP. There is only one other City of Vancouver community food market currently running at a non-Park Board site as the other four closed during the COVID-19 pandemic.

Farmers Markets: A farmers market is a larger-scale market that allows residents to directly support and purchase local food and products from small-scale BC farmers and producers. There are currently eight farmers markets across Vancouver, all of which are either in or affiliated with a park. Four of the markets are permitted by and operate on Park Board land, of which three are seasonal (Main Street Station, Kitsilano, and Trout Lake), and one is year-round (Riley Park/Nat Bailey). The Downtown, Hastings Park, Mount Pleasant, and West End markets operate adjacent to parks, which many shoppers use during their visit. Three new markets have been added since the 2013 LFAP. Note: the Main Street Station market is temporarily located in False Creek due to construction.

Fruit Stands: These stands sell local fruit and vegetables during the growing season and are permitted to be on-site daily in high traffic areas. Berrymobile is the current service provider permitted as part of the Park Board mobile food program. There are currently four locations: Science World, David Lam Park, Kitsilano Beach, and Second Beach, all of which are new since the 2013 LFAP.





MAP 7: PARK BOARD MEAL RETAIL LOCATIONS 2021

Meal retail locations are places where residents and visitors can purchase meals with full sit-down service or quick to-go service. Some locations are managed and staffed by the Park Board, enabling more direct influence over menu options and operations, while others are operated by contractors or permitted to operate on land in Park Board jurisdiction. There are a total of 46 locations.

Park Board operated locations: Thirteen concession stands (quick-service/to-go), three golf

course clubhouse kitchens (full-service/sit-down), three pitch and putt kiosks (quick-service/to-go).

Contracted or permitted locations: Eleven restaurants (full-service/sit-down), eight food trucks (quick-service/to-go), eight snack bars/cafes (quick-service/to-go).

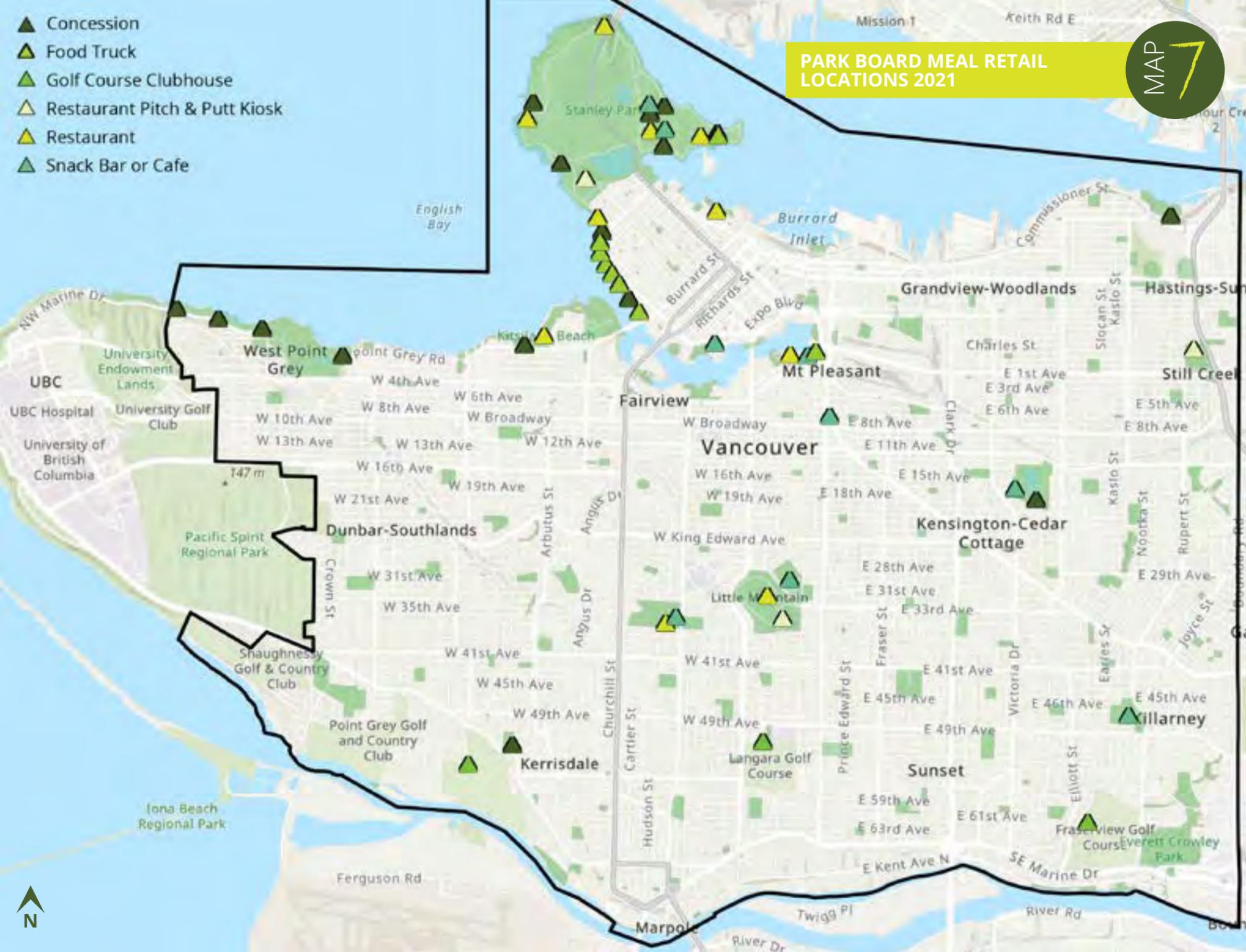
Since the 2013 LFAP, local and sustainable food procurement targets were surpassed, with menu options at golf course clubhouse restaurants now at 50% and concession stands at 65% local food and beverage. In addition, culturally diverse menu options were increased, one new cafe was contracted, eight new food trucks were permitted, and compostable packaging and corresponding

zero waste stations were also implemented at all concession stands. Additional assets to come are: one additional restaurant soon to be opened in Coal Harbour, a new concession to be opened at the upcoming park at Smithe and Richards, and an expansion of food truck permitting.



2013 Local Food Action Plan local food and beverage menu option targets surpassed:

- Clubhouses - 50%
- Concession Stands - 65%





NON-MAPPED FOOD SYSTEM ASSETS & SERVICES

The following existing and potential food assets and services are those not displayed in the maps.

FOOD GROWING ASSETS

Emergency Food Response Sites: Starting in 2020 and continuing currently, several Park Board sites have been repurposed and dedicated, in part, to Vancouver's COVID-19 emergency food response (refer to page 46 for more info). Sunset Nursery, VanDusen Gardens, and garden beds at each golf course were dedicated to growing food for use in meal hampers and prepared meals. The Langara clubhouse kitchen was dedicated to preparing food hampers and prepared meals for delivery across the city.

Naturally Managed Food Landscapes: There

are a variety of Indigenous foods and medicines growing in naturally managed areas on Park Board land. Naturally managed areas are mapped in the *Biodiversity Strategy* and supported by the *Rewilding Vancouver: An Environmental Education & Stewardship Action Plan*. The public involved in the stewardship of these areas are supported through the Park Partner and Park Stewardship programs, which is a different process than for food and culture gardens.

Horticulture Gardens: Flower beds, ornamental gardens, or landscaped areas stewarded by Park Board operation staff. These areas have the potential to accommodate edible plants and plants that provide food for pollinators that support the production of food.

Composting: There is on-site composting for leaves at the Park Board works yards and at some community gardens. There are no neighbourhood composting sites on Park Board land. Organics from food operations go to centralized composting.

Urban Farms: There are currently no urban farms on Park Board land; however, the first urban farm in park land is currently being discussed.

Other Food Growing Assets: There are a variety of pollinator gardens, bug gardens, mason bee lodges and apiaries. These types of food growing assets are not actively tracked or mapped.

Naturally Managed:

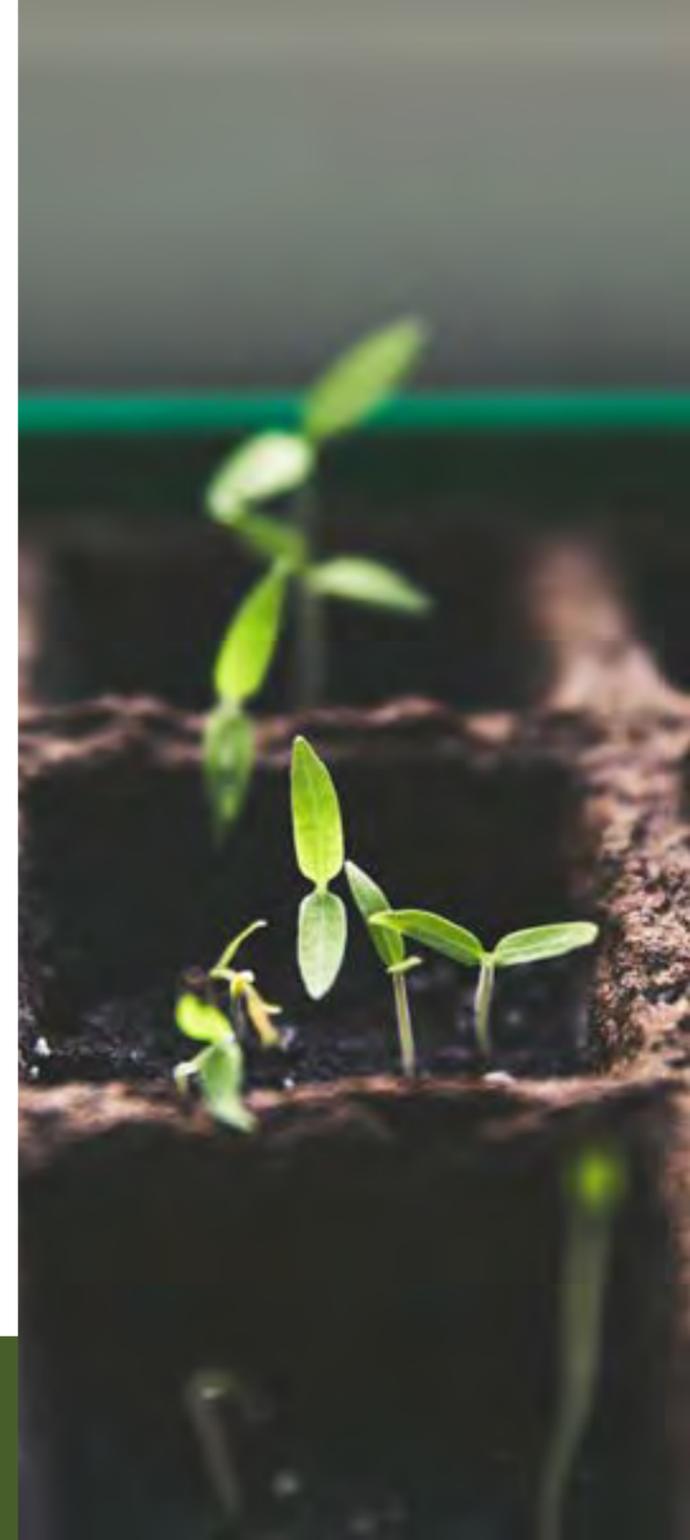
Areas of parks that are intentionally minimally managed, relatively undisturbed in an urban context, contain native plant species, and provide wildlife habitat. In Vancouver's park system these include forests, ponds, wetlands, stream riparian zones, some sections of coast, meadows, treed areas without mown understorey, and un-manicured sections of golf courses.

COMMUNITY FOOD PROGRAMMING ASSETS

Food, Cooking, and Gardening Programming:

A variety of food programming is offered at community centres based on the interests of the Community Centre Associations (CCAs) and instructors, space and capacity, and the needs of the surrounding neighbourhoods. These programs cover a wide range of topics including cooking for diverse cultures and ages, fermenting, gardening, permaculture, medicinal gardens, canning, composting, native edibles, Indigenous plants and birds, potlucks, and lunch programs. The Park Board started tracking programs dedicated to food, cooking, and gardening at the end of 2017. In total since then, 916 food, cooking, and gardening programs have been tracked, with 8,759 participants and 416 people on waiting lists. Broken down by year: in 2018 there were 224 programs, in 2019 there were 355 programs, and in 2020 there were 337 programs.

Park Board Sustenance Festival: From 2009 to 2019, the Park Board collaborated with various community service providers to coordinate the Sustenance Festival, a local arts, culture and food event hosted at community centres, and public spaces across Vancouver. Throughout 2017 the Park Board and an Interculturalism Coordinator undertook a listening campaign and asked community leaders from equity-denied groups for their perspectives on the food movement and the Sustenance Festival. The *Vancouver Community Leaders on the Role of Food in Cultural Inclusion and Engagement* report with recommendations for how to meaningfully include and support diverse and under-represented community groups in food work and spaces was put forward. Based on the recommendations, the Sustenance Festival Community fund and new partnerships were established and a wider variety of accessible events took place in 2018 and 2019. The festival was cancelled for 2020 and 2021 due to the COVID-19 pandemic.



CAPACITY-BUILDING ASSETS

There are non-physical assets that support local food system capacity-building through financial, human, and political resources.

Policies: Please see Related Plans, Strategies, and Reports (page 15).

Funding: There are several ways the Park Board and the City of Vancouver provide funding for local food system capacity-building:

- The Park Board Neighbourhood Matching Fund supports community-driven local food system, arts, culture, and environment projects.
- The Park Board covers the cost of preparing sites for community gardens and offers emergency funds to garden and stewardship groups on an as-needed basis.
- The Park Board Sustenance Festival is funded through the Park Board and a Sustenance Festival Community Fund was established to provide greater support to community groups working on food, arts, and culture initiatives, particularly under-represented groups.
- There are also City of Vancouver grants (e.g. Greenest City, Sustainable Food Systems) that provide limited funding for food-centred community projects.

Note: Funding distribution to equity-denied groups from the Park Board is not comprehensively tracked.

Partner Organizations: There are various organizations that work on food-related issues across the city in partnership with the Park Board. These organizations include but are not limited to:

- Neighbourhood Houses
- Neighbourhood Food Networks
- Vancouver Food Policy Council
- Indigenous food organizations
- Vancouver Farmers Market
- Community Centre Associations
- Community garden and urban agriculture non-profit organizations
- Food access organizations
- Cooking organizations
- Cultural groups
- Urban agriculture enterprises

Knowledge Holders: There are also many knowledge holders who play an important role in local food system capacity building in the parks and recreation system. This includes Indigenous food practitioners and knowledge keepers, individuals and organizations working on a spectrum of food issues, academia and residents who bring knowledge from their lived experiences.

Staff: Park Board staff have expertise that can support building local food system capacity. This may be directly related to food (e.g. plant knowledge, garden development, retail operations) or support-related (e.g. decolonizing systems, organizational skills, developing relationships, delivering programs).



3.0 RESEARCH INSIGHTS

COVID-19 Emergency Food Response



While researching for this version of the LFSAP, themes of equity, climate change, climate justice, and reconciliation have emerged as priorities in

local, national and international research on food systems. An analysis of those sources has revealed that in cities around the world, people from equity-denied groups face multidimensional barriers to accessing park-based food assets and services through structural inequities such as racism, income inequality, transportation constraints, and time scarcity¹⁵.

THE KEY RESEARCH FINDINGS WERE:

- **Prioritization of current food assets and services is not equitable.** Community gardens and farmers markets are often prioritized in local food system initiatives and strategies. In practice, these food assets and services are typically used by groups not facing justice and equity barriers¹⁶.
- **Certain types of growing spaces require fewer resources.** Park Board naturally managed food landscapes and gardens that do not use raised beds cost approximately 30% less to build and maintain. The majority of community gardens with private allotment

plots used raised beds, while the majority of cultural learning gardens use less building materials and are more integrated into the landscape. In addition, Park Board managed horticulture beds with pollinator perennials and native food shrubs are less resource intensive than annual display beds.

- **Food programs primarily reflect Western diets.** While the Park Board strives to offer community programming to peoples of all ages, abilities, and cultures, the types of food offered and interpretation of healthy food is still based on a predominantly Western diet. Less than 20% of the food programs offered from 2017 to 2020 at community centres (based on title) were centred on non-Western diets.
- **In order to support equitable access, collective garden governance requires additional resources and expertise.** A shift towards collective community gardens was identified in VanPlay to make food and culture gardens in parks more accessible. Based on research in other jurisdictions, shared garden governance models require coordinators or managers to oversee site maintenance and garden management. Research also indicated there can be discriminatory policies in community gardens that contribute to structural inequities. It is therefore crucial for the coordinator or manager to have high

trust with the community and be trained in conflict resolution, de-escalation, anti-racism and decolonization to ensure people from equity-denied groups feel safe, welcome, and supported in participating in gardening.

- **Indigenous food sovereignty faces policy barriers and a lack of space.** Feedback from previous engagements with xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səlilwətał and Urban Indigenous communities indicated current policy creates barriers to traditional food practices (e.g. restrictions on smoke houses) and that there is a lack of supportive infrastructure and spaces for feasting, healing, and intergenerational knowledge sharing.
- **Park Board staff support for local food system actions was limited.** Allocation of Park Board staff time to lead the



implementation of the 2013 LFAP varied from no staff to approximately a 0.5 full-time equivalent from 2013 to 2020. In comparison, the City of Victoria has two full-time Food Systems Coordinators working in park positions, while Vancouver has seven times the population and six times the hectares of parkland. The City of Victoria and the City of Richmond also fund and actively collaborate with local non-profit societies to oversee and optimize equitable use of food assets while increasing overall leadership capacity through partner funding and multi-sector collaboration.

A growing number of cities, including the City of Vancouver, are taking initiatives to address structural and systemic barriers to make parks and recreation spaces more equitable. Below are the highlights from research into food work in other Canadian municipalities.

City of Toronto

The Parks Partnership Office at the City of Toronto has a dedicated full-time staff person to seek out and develop partnerships to support a variety of stakeholder initiatives focused on equity in parks, including local food. One of the most successful partnerships is helping to incubate Black Creek Community Farm, an eight-acre, Black-led urban farm located on park land held by the Toronto and Region Conservation Authority (of which the City of Toronto is one of the participating municipalities).

This farm has since formed its own non-profit organization and is completely self-managed. The farm currently has certified organic vegetable fields, a forest trail and food forest, four-season greenhouses, an outdoor classroom, pavilion and bake oven, mushroom garden, chickens, and beehives.

Metro Vancouver

The Colony Farm Community Gardens Society is a seven-acre community garden located in Colony Farm Regional Park. Founded in 1997, it is one of the largest community gardens in the region, with more than 300 members, all volunteers. They have a combination of individual garden plots/raised beds (for wheelchair/scooter accessibility) and group use space. Their group use space is currently used by a Bhutanese Gardening Group, a group of refugee families settled together at a nearby complex. Other groups that have used this space in the past include the Kwikwetlem First Nation, Crossroads Hospice Society, Community Integrated Services Society, the Fraserside Community Services Society, and Spirit of the Children Society. The group gardening space has helped to bring newer members from groups that face barriers to accessing gardening opportunities into the garden. The garden is maintained by members through 10 scheduled work parties each year, as well as additional special project days. While the garden received initial funding for construction, they have since been completely self-funded through membership fees.

City of Richmond

Through working with the Richmond Food Security Society, the City of Richmond is taking a new direction to establishing new community gardens in higher density, less affluent areas with more need. This is a staff-driven operational strategy that ultimately adds an equity filter to the establishment of new community gardens. Non-profit organizations that are connected to the local community are brought in to manage community gardens, which helps with making more informed decisions about community needs and leverages multi-sector resources. In 2020, 58 plots in two new community gardens were developed in historically under-served areas (downtown and East Richmond). The City of Richmond also has a four-acre sharing farm in Terra Nova, which is managed by a non-profit organization and engages volunteers to grow food that is donated to the Richmond Food Bank.

COVID-19 EMERGENCY FOOD RESPONSE

Most COVID-19 emergency food responses in cities around the world focused on food distribution and to some degree, food growing. These solutions worked as a short-term stop-gap, but lacked long-term strategies to sustain the provision of food through crises such as COVID-19 that may last multiple years.

City of Victoria - Get Growing, Victoria!

The City of Victoria initiated the *Get Growing, Victoria!* program as a response to COVID-19 to provide food seedlings and garden materials to residents in need, including people disproportionately impacted by the pandemic. Seedlings were grown in Beacon Hill Park and the City's nursery, then distributed in partnership with community organizations.

Through a partnership with *ŚW,ŹENENITEL*, an Indigenous Food System Initiative, seedlings were provided (and in certain cases, delivered) to *WSÁNEĆ*, *Lekwungen*, *Tsuk*, and *Nuučaanuł* nations, specifically in the area of *Pacheedaht*. In 2020, they grew over 81,500 edible plants, distributed 200 cubic yards of garden material, and supported over 44 community partners that directly served over 10,000 households.



In 2020, the Park Board started supporting the emergency food response by repurposing numerous gardens to emergency food growing sites, dedicating kitchen space to the preparation of food hampers and prepared meals for distribution across Vancouver, and reallocating staff time towards planning and coordination efforts. The following sites were dedicated, in part, towards food growing:

- Park Board's Sunset Nursery, which typically provides all the plants and flowers for parks across the city
- Golf Course raised garden beds, which typically grow seasonal produce for the golf course clubhouse restaurants
- VanDusen food garden, which is typically an educational demonstration garden

All of the food for these sites, as well as donations from local suppliers, were then contributed to food hampers and prepared meals that were prepared at the Langara golf course clubhouse kitchen by reallocated staff. **The food grown and prepared by the Park Board in 2020 provided 168,000 fresh meals and 37,000 frozen meals.** This initiative showed that high yields of food production and distribution could be successfully managed at Park Board sites. These efforts were funded to be continued in 2021 and are still ongoing.

Community gardens were not repurposed, however were considered an essential service, and remained open for community food growing efforts under newly developed safety plans. Staff also spent time locating additional emergency food growing sites in parks in the event further production was needed. In addition, one full-time staff was redeployed to the Emergency Operations Centre for the city-wide emergency food response.

The impact of the emergency food response was limited due to the following factors:

- Lack of emergency planning and coordination with community partners at the beginning of the pandemic
- Lay-offs of community centre staff
- Annual application intakes for funding for food and garden projects being put on hold (e.g Park Board Neighbourhood Matching Fund)
- Shutdowns of community centres as a result of pandemic public health orders that resulted in closing of food programs that residents facing food insecurity rely on as a food source (e.g. Strathcona breakfast program). Sites that served as food hamper distribution locations had to be relocated

4.0 PUBLIC ENGAGEMENT INSIGHTS

Phase 1
Phase 2



Public engagement for the 2021 LFSAP was conducted in two phases, as described in the Timeline (page 18). This section highlights the key insights from the public engagement feedback.

PHASE 1

The goals of phase one of engagement were to identify: gaps and priorities in food assets and services; needs in emergency food planning; barriers and improvements to accessing food assets and services; opportunities for capacity-building, relationship building, and supporting food work in community.

VANCOUVER FOOD POLICY COUNCIL MEETING

There were 46 participants – including both council members and the public – in attendance at the session hosted in collaboration with the Vancouver Food Policy Council on November 12, 2020. Themes that emerged from the discussion included:

- A desire for collective use and equal access to food and culture gardens, community spaces, and Park Board resources
- Valuing the importance of knowledge and

cultural resources, and supporting ways to share food, knowledge, and culture

- Prioritizing spaces and facilities for Indigenous traditional food practices, including returning land and management of spaces to the xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliwətał peoples
- Supporting soil generation, water conservation, and biodiversity in the actions of the 2021 LFSAP

PUBLIC SURVEY

The survey was active on the Shape Your City website during the initial stage of the project from December 30, 2020 to January 28, 2021 in English, Punjabi, Simplified Chinese, Traditional Chinese, and Tagalog. There were 737 respondents, of which 686 are Vancouver residents. All surveys were completed online and in English. While paper copies of surveys were made available through various Park Board facilities, no paper surveys were submitted.

Survey respondents indicated farmers markets (77%), concessions (44%), and community gardens (43%) were the most accessed food assets during 2020 and identified community gardens (64%), farmers markets (57%), orchards (57%), and cultural learning gardens (55%) as the top food assets to prioritize for the 2021 LFSAP. Food growing assets such as community

gardens, cultural learning gardens, and orchards were identified as the most difficult to access, with community garden waitlists being the most common theme noted as a barrier. The COVID-19 pandemic may have had an impact on the survey responses, since gatherings and indoor activities were more restricted. Respondents noted a need for food assets in the parks and recreation system to be shared equitably and for resources to be directed towards people who are in need of support for food security.

What are the top three Park Board food assets that Vancouver residents visited or were involved in the past year? (% of survey respondents)

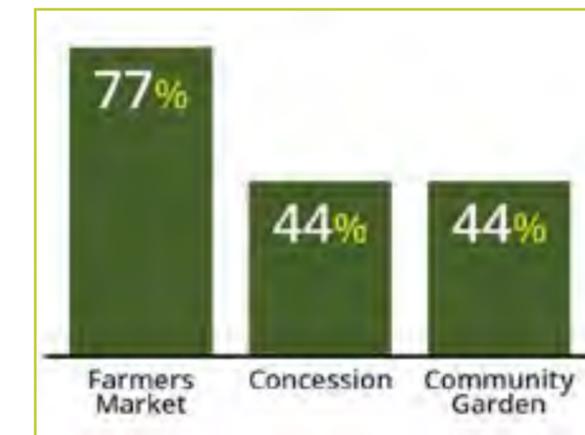


FIGURE 3: WHAT ARE THE TOP THREE PARK BOARD FOOD ASSETS THAT VANCOUVER RESIDENTS VISITED OR WERE INVOLVED IN THE PAST YEAR?

What were the top three Park Board food assets that Vancouver residents want to prioritize for the 2021 Local Food Action Plan?
(% of survey respondents)

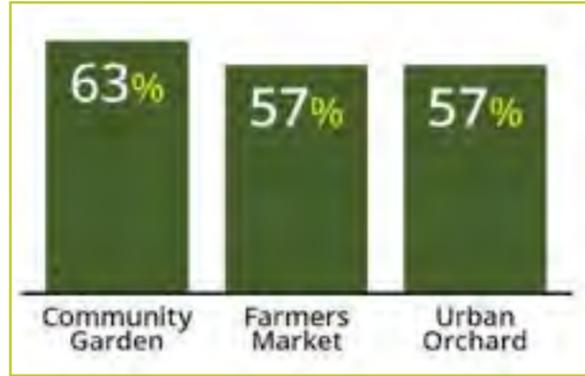


FIGURE 4: WHAT WERE THE TOP THREE PARK BOARD FOOD ASSETS THAT VANCOUVER RESIDENTS WANT TO PRIORITIZE FOR THE 2021 LOCAL FOOD ACTION PLAN?

The demographic profile of survey respondents did not reflect the demographics of Vancouver. Notably, 75% of respondents were women and 73% were of European descent, while Vancouver’s respective demographics are 51% female and 41% those of European descent. There were some notable differences in responses based on demographics such as home ownership, equity initiative zones (defined on page 56), and ethnic origin. Additional engagement (see Community Advisory Committee on page 51) was conducted to address the demographic disparities and data gaps in the survey.

Renters and those with postal code areas with a higher density of equity initiative zones:

1. tend to use more food growing assets and community kitchens or community centre programming,
2. have more difficulty accessing food growing assets (community gardens, cultural learning gardens, native berry shrubs), concessions and restaurants, and
3. prioritized food growing assets, community kitchens or community centre programming, and meal programs more than homeowners.

Homeowners and those in postal code areas with a lower density of equity initiative zones:

1. appear to go to restaurants more,
2. prioritized concessions and restaurants more, and
3. more often reported they did not use any food assets in parks in the past year.

Non-European identified respondents:

1. used community kitchens or community centre programming and meal programs more,
2. have greater difficulty in accessing concessions, farmers markets, community kitchens or community centre programming, and meal programs and,

3. prioritized community gardens and cultural learning gardens less than European identified respondents.

European identified respondents used farmers markets more.

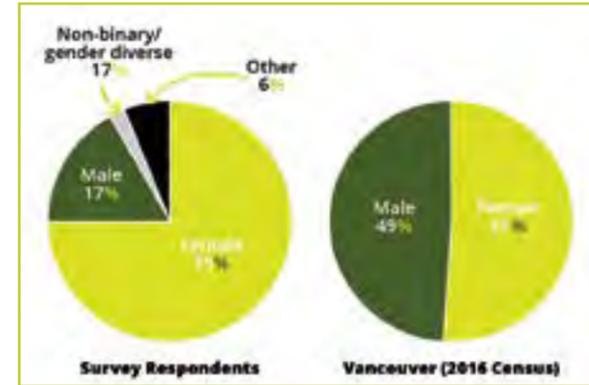


FIGURE 5: GENDER OF SURVEY RESPONDENTS COMPARED TO VANCOUVER DEMOGRAPHICS.



FIGURE 6: ETHNIC ORIGIN OR ANCESTRY OF SURVEY RESPONDENTS COMPARED TO VANCOUVER DEMOGRAPHICS.

What are transactional relationships?

Transactional relationships are typically short-term and focused on getting to a desired outcome. Relational relationships are about building trust over the long-term and are mutually beneficial.



What is land back?

Land back is an Indigenous-led movement aimed at restoring Indigenous control over colonized lands. Land back can take many forms and can be demonstrated in a number of ways, including governments, organizations, and individuals literally “giving land back” to Indigenous communities. It can also take the form of regaining stewardship over lands. At its core, land back is about the right for Indigenous Peoples to have self-determination on the land.

COMMUNITY ADVISORY COMMITTEE

The community advisory committee was formed featuring community leaders with lived or work experience in food systems, land, programs, facilities, resources, decolonization and equity. Membership on this committee was selected to address gaps due to historically low representation in typical public engagement by Indigenous, racialized, and lower income people. To ensure a culturally safe space for all members, recruitment ensured representation from xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətał Nations, urban Indigenous peoples, racialized, newcomer, and low-income residents (see Acknowledgements for list of member organizations on page 2). The 12 members of this committee met in January 2021 to discuss challenges they face with the parks and recreation local food system and to identify opportunities for the 2021 LFSAP. Themes that emerged from the discussion included:

- The need to provide a more welcoming, accessible and inclusive space and ways of working with Indigenous peoples and equity-denied groups in the parks and recreation system. The current way of engaging Indigenous peoples and equity-denied groups feels transactional rather than relational. While the Park Board has committed to Reconciliation, deeper and more meaningful actions such as actively

working towards land back and centring decisions on land management based on xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətał input are still to be addressed.

- Resources are not allocated equitably from the Park Board. Groups with established relationships are better positioned to access grants, permits, and in-kind support compared to Indigenous and equity-denied groups that are newer to working with the Park Board.
- A desire for the Park Board to build relationships and reach out to groups that are under-served when working on initiatives to expand food assets and services.
- An interest in having leadership and paid opportunities in food work for community experts with the Park Board.



PHASE 2

The goals of phase two of engagement were to: 1) share findings from the research review, food asset and service assessment, and feedback from phase one of engagement and 2) ask for feedback on the draft goals and associated actions.

VANCOUVER FOOD POLICY COUNCIL MEETING

There were 22 participants – including both council members and the public – in attendance at the second session hosted in collaboration with the Vancouver Food Policy Council on April 8, 2021. At this meeting, participants discussed the proposed goals for the 2021 LFSAP and ideas for actions to support the goals. Themes that emerged from the discussion included:

- Overall support and excitement for the goals, in particular for having a goal focused on centring Indigenous voices.
- There is a perception that food initiatives within the Park Board are under-resourced and not prioritized. To implement actions and achieve these goals, the Park Board needs to allocate adequate staff, monetary, and physical resources.
- A recognition of competing priorities, not just between recreation and food, but also

different types of food assets and services because people have different needs.

- A need to increase equitable partnerships between the Park Board and community groups/leaders for implementing actions (e.g. relational versus transactional way of work, compensating people for their work, elevating voices of equity-denied groups).
- A general sentiment for the actions to support people who are in greatest need, such as those experiencing food insecurity, racism, and other barriers to participating in the parks and recreation system.

COMMUNITY ADVISORY COMMITTEE

The community advisory committee met for a second time in May 2021. Seven committee members attended this meeting. Committee members who could not attend the meeting were invited for individual follow-ups. Members were given a draft of the plan for review and asked to select which actions were the highest priority for discussion. This was cross-compared with key actions staff had identified as needing community input. Themes from the discussion included:

- The need to be mindful on how to approach the transition towards collective gardens. A one-size-fits-all approach to collective

gardening fails to account for the various reasons individuals participate in community gardening (or gardening in general). Sufficient resources and funding are critical to ensure 1) that people from equity-denied groups feel safe, welcome, and supported in collective gardens and 2) that the garden coordinators are trained in conflict resolution, are paid well, and, wherever possible, are hired from within the relevant community to ease transition.

- Staff hired for food work at Vancouver Park Board need to be well supported. Members expressed a strong need for additional staff resources to support food work (the suggested three positions was perceived as a bare minimum to support the proposed work). These positions will be exposed to potentially charged and emotional situations and will need to be well supported throughout the Park Board and skilled in working with equity-denied groups. There are also potential opportunities for hiring additional temporary support from priority areas (see Spatial Analysis section on page 54) to help run some of the programs.
- Ensure efforts in decolonizing food work maintain a focus on improving relations and empowering equity-denied groups, and include accessible intercultural engagement. Deep relationship building goes beyond

decolonization as a 'check-box' item. Members expressed that valuable lessons can be learned from the land back movement that go beyond land acknowledgements and instead acknowledge Indigenous Rights and Title. The Park Board should commit to more tangible decolonization actions. Decolonization should also include intercultural engagement to reach communities and Elders from other cultures that have also been displaced/experienced colonial impact. Intercultural engagement means the use of more accessible language, approach and terminologies.

- Supporting Indigenous food sovereignty requires resources and land. Indigenous peoples in Vancouver (both MST and other Indigenous peoples) have very little space, support, and land to grow food. Indigenous peoples are not a monolith and there are diverse needs and priorities. Opportunities for joint management and co-governance of spaces around food should also be considered.
- Support initiatives for dialogue, sharing, and relationship building around food between Indigenous and non-Indigenous peoples. It is important to create spaces of dialogues across different cultures, and build bridges with newcomers, refugees, Indigenous peoples, and others. Opportunities to create

spaces of dialogues and sharing of cultures in Park Board managed spaces can spark opportunities for communities to learn about new foods, the use of new ingredients, and better relationships and understanding between different cultures.

COMMUNITY CENTRE SUPERVISOR SURVEY AND COMMUNITY CENTRE ASSOCIATION PRESIDENT SURVEY

- Vancouver community centres need food programming resources. Of the community centre supervisors who provided feedback on food programming needs, 62% indicated they would benefit from ongoing resources and a city-wide lead for food programming.
- Community Centre Association presidents that responded to a survey identified a need for more dialogue with the Park Board and funding for food programming.



5.0 SPATIAL ANALYSIS

Food Growing Assets
Community Food Programming Assets
Food Retail Assets



In order to determine where future resources may best be prioritized, spatial analysis was conducted to identify which areas of the city 1) are currently underserved, 2) are expected to increase in population density and 3) indicate gaps or opportunities for each food asset. As outlined in *VanPlay Strategic Bold Moves* regarding spatial data, “equity-seeking [sic] groups are often missing from the data and the data does not elevate their knowledge or voice. As a result, these communities are not meaningfully represented nor is the data culturally reflective of all populations.”

In response to this, VanPlay states, “the Park Board will collaborate with partners, equity-seeking [sic] groups, and others on the Equity Analysis Factors so that the community is directly involved in the data gathering process and data interpretation, leading to greater equity.”

With this, it is recognized that the following spatial analysis reflects a start to understanding where food assets and services may be prioritized and further collaboration with equity-denied groups will be required in order to more accurately identify priority areas, assets, and services.

Priority Areas are spatially identified as follows:

Highest Priority Area:

Areas with a high concentration of three Equity Initiative indicators within a growth area.

High Priority Area:

Areas with a high concentration of two Equity Initiative indicators within a growth area OR areas with a high concentration of three Equity Initiative indicators not within a growth area.

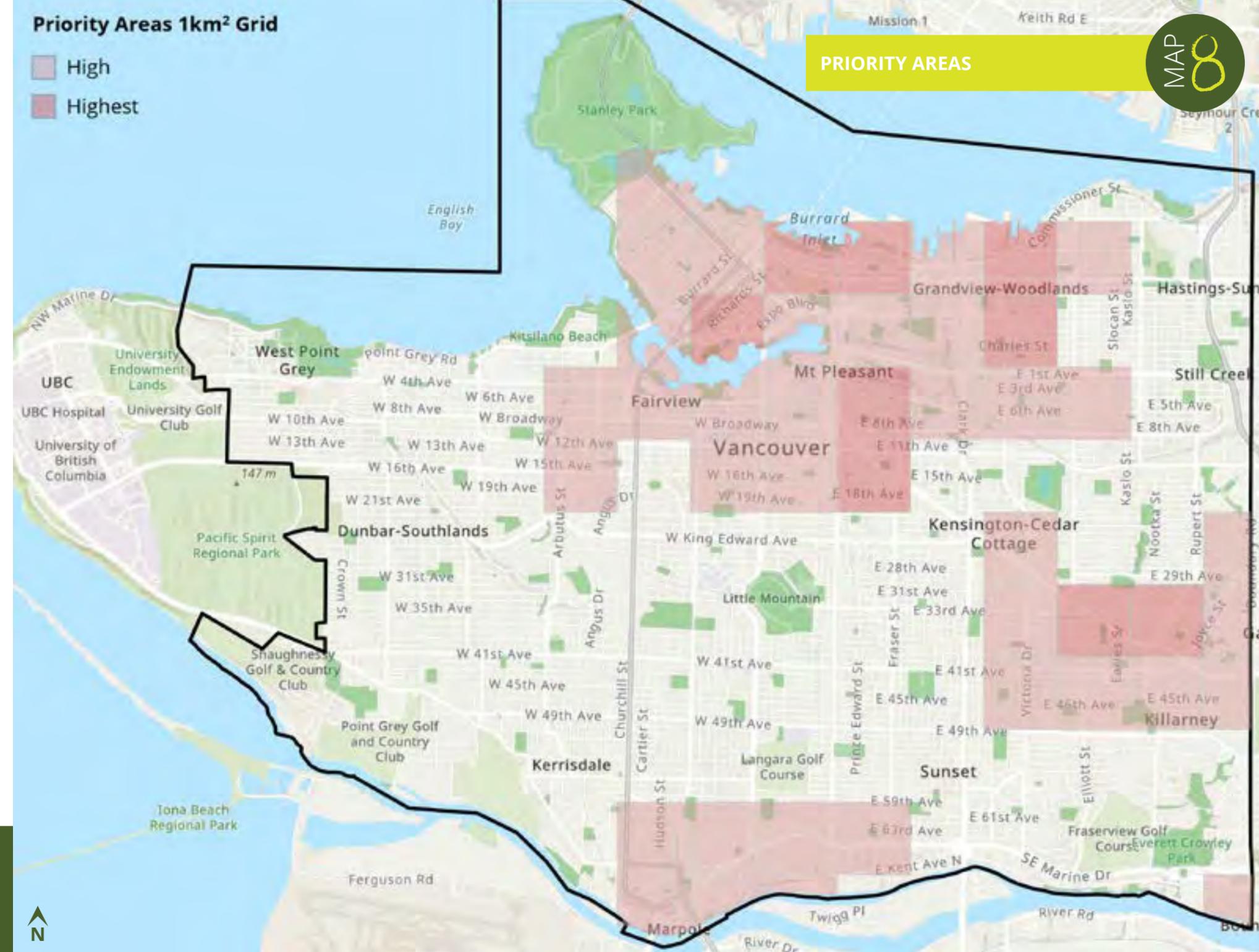




MAP 8: PRIORITY AREAS

This map locates areas of the city which are a priority for 1) allocating resources to existing or in-progress food assets and services and 2) allocating resources to future food assets and services as outlined in the actions of this plan. The priority areas in the map are used as a base layer in the following maps to assess specific gaps and opportunities for existing food assets and services.

Priority areas were identified using two data sets: equity initiative zone indicators and growth area projection data. Equity Initiative Zone (EIZs) are identified in VanPlay as “historically under-served areas” of Vancouver mapped to locate where future “projects, programs, and resources can be focused geographically” to address historical inequity. Three indicators were used to identify EIZs: 1) park access gaps (areas with low access to park space), 2) demand for low-barrier recreation (areas with a higher demand for affordable low-barrier recreation services), and 3) urban forest canopy gaps (areas of the city with a less robust urban forest). Growth areas are identified in VanPlay, based on City plans available at the time, as the areas of Vancouver anticipated to have the greatest amount of development and population growth. These data sets were overlaid in 1 km square grids (areas) across Vancouver.

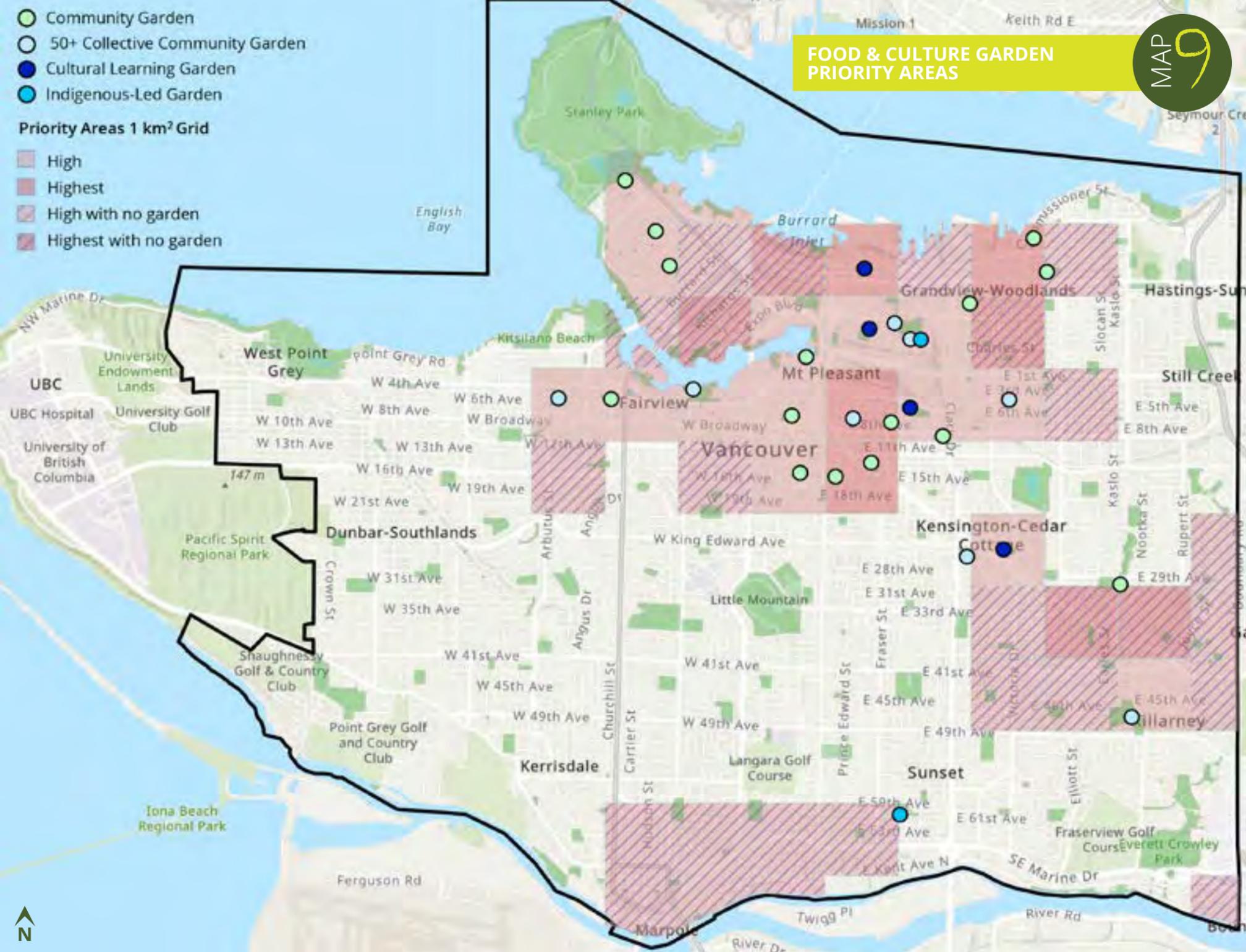




FOOD GROWING ASSETS

MAP 9: FOOD & CULTURE GARDEN PRIORITY AREAS

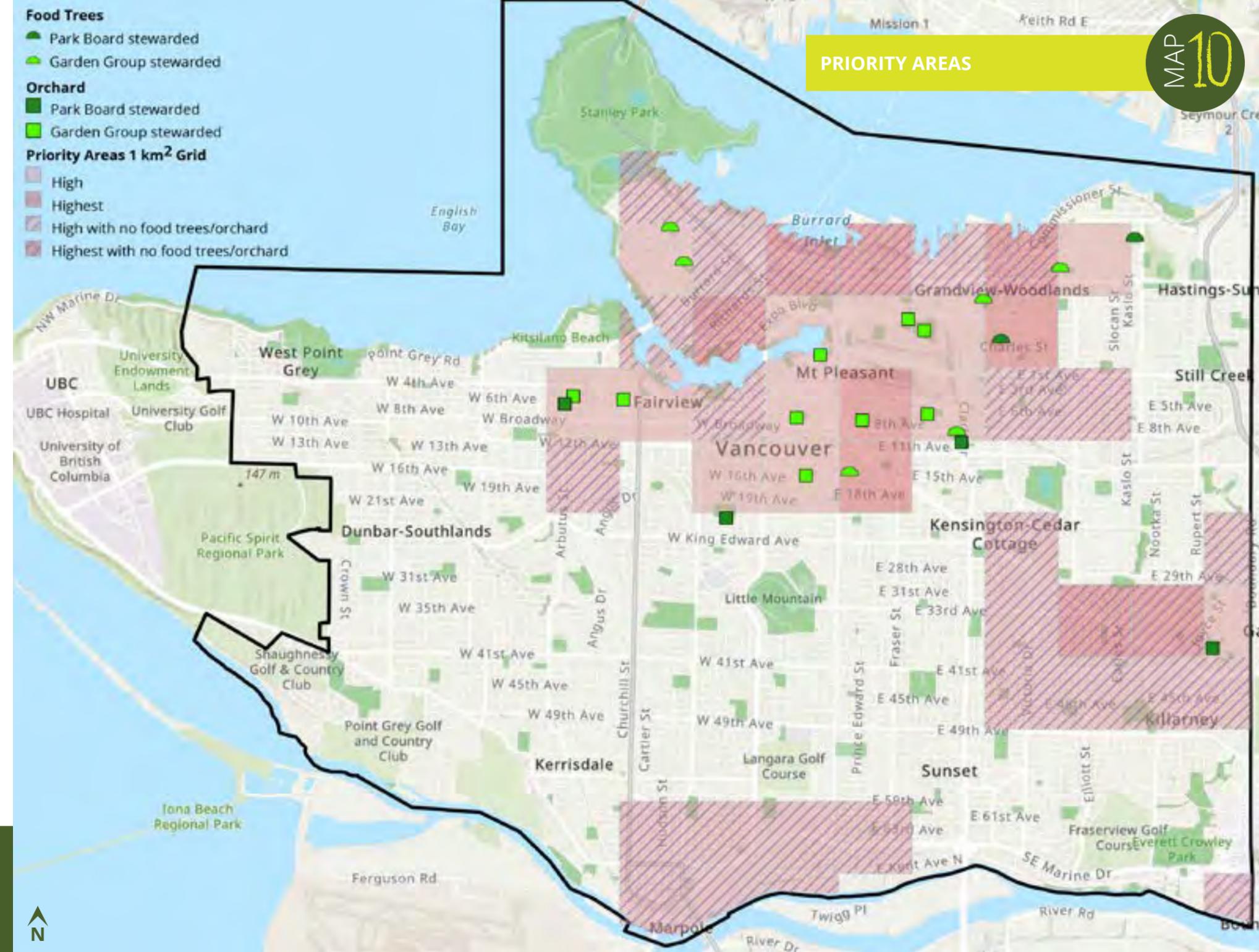
Twenty-nine of the 41 food and culture gardens are located within the priority areas, accounting for 71% of all food and culture gardens. The hatched blocks identify areas with no food and culture gardens within priority areas. In 2020, there were 1,010 people on waiting lists for garden plots, and increasing opportunities for food growing was a top priority for survey respondents. This map informs where resources for new and existing food and culture gardens can be prioritized over the next five years in order to meet the demand for growing opportunities. Prioritizing cultural learning gardens, which do not operate on a membership and waitlist model, may ensure more people are able to access and benefit from public growing opportunities.





MAP 10: FOOD TREE AND ORCHARD PRIORITY AREAS

Eight food trees and 13 orchards are located within the priority areas, totalling 325 of the 642 food trees, accounting for 51% of all food trees. The hatched blocks identify areas with no food trees within priority areas. This informs where resources for new and existing food trees can be prioritized over the next five years.



COMMUNITY FOOD PROGRAMMING ASSETS

MAP 11: COMMUNITY CENTRE KITCHEN PRIORITY AREAS

Thirteen of the 25 community centre kitchens are within a priority area. Kitchen demand was determined using kitchen usage data and program waitlist data. In the 2016 Opportunities for Community Kitchen Facilities in City Affiliated Organizations report, kitchen usage was rated as high, medium and low based on demand kitchens face in order to meet community needs as well as lack of kitchen infrastructure to support food programming (based on 2016 data). In the report, the community centres identified as having high usage were: Douglas Park, Hastings, Hillcrest, Kensington, Kerrisdale, Ray-Cam, Strathcona,

and Trout Lake. Waitlist data from 2017-2020 for programs categorized as “Food, Cooking & Gardening” was pulled from Activenet, the Park Board program enrollment software. When assessing the total percentage of people on a waiting list compared to the total number of people enrolled in a program, the five community centres with the highest relative demand were: Strathcona, Renfrew Park, Britannia, Roundhouse, and Killarney.

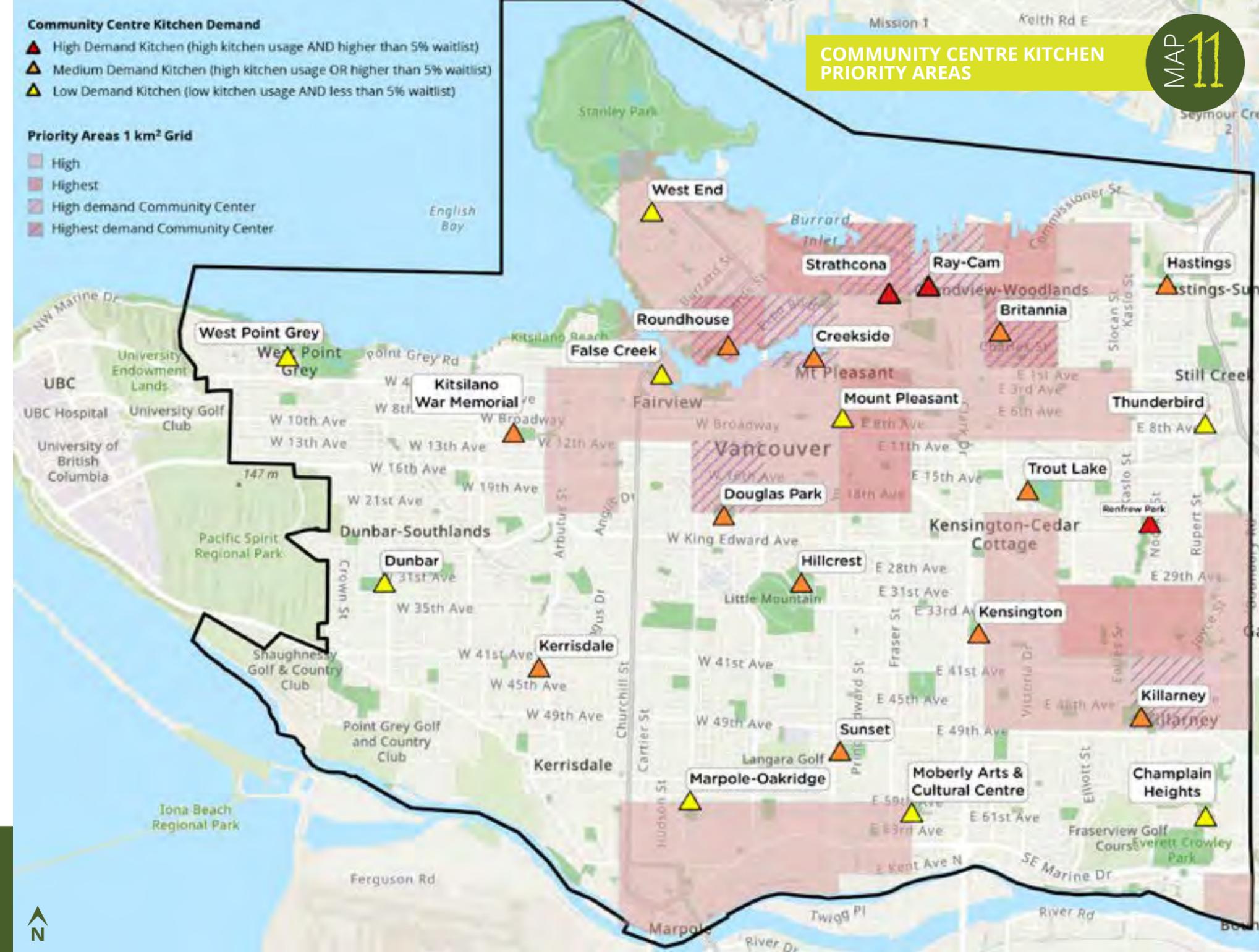
When cross-comparing the food, cooking, and garden programs of 5% or higher relative waitlist demand with kitchens identified as having high use, the three community centre kitchens located in priority areas identified as having high demand were Ray-Cam and Strathcona. Both had high use and a relative waitlist demand higher than 5%. While most community centres had a relative waitlist demand between 0% to 13%, Strathcona Community Centre had a substantially higher relative waitlist demand of 41%. Six other community centre kitchens in priority areas were

identified as having medium demand (Britannia, Creekside, Douglas Park, Killarney, Roundhouse). They had either high kitchen usage or a relative waitlist demand greater than 5%.



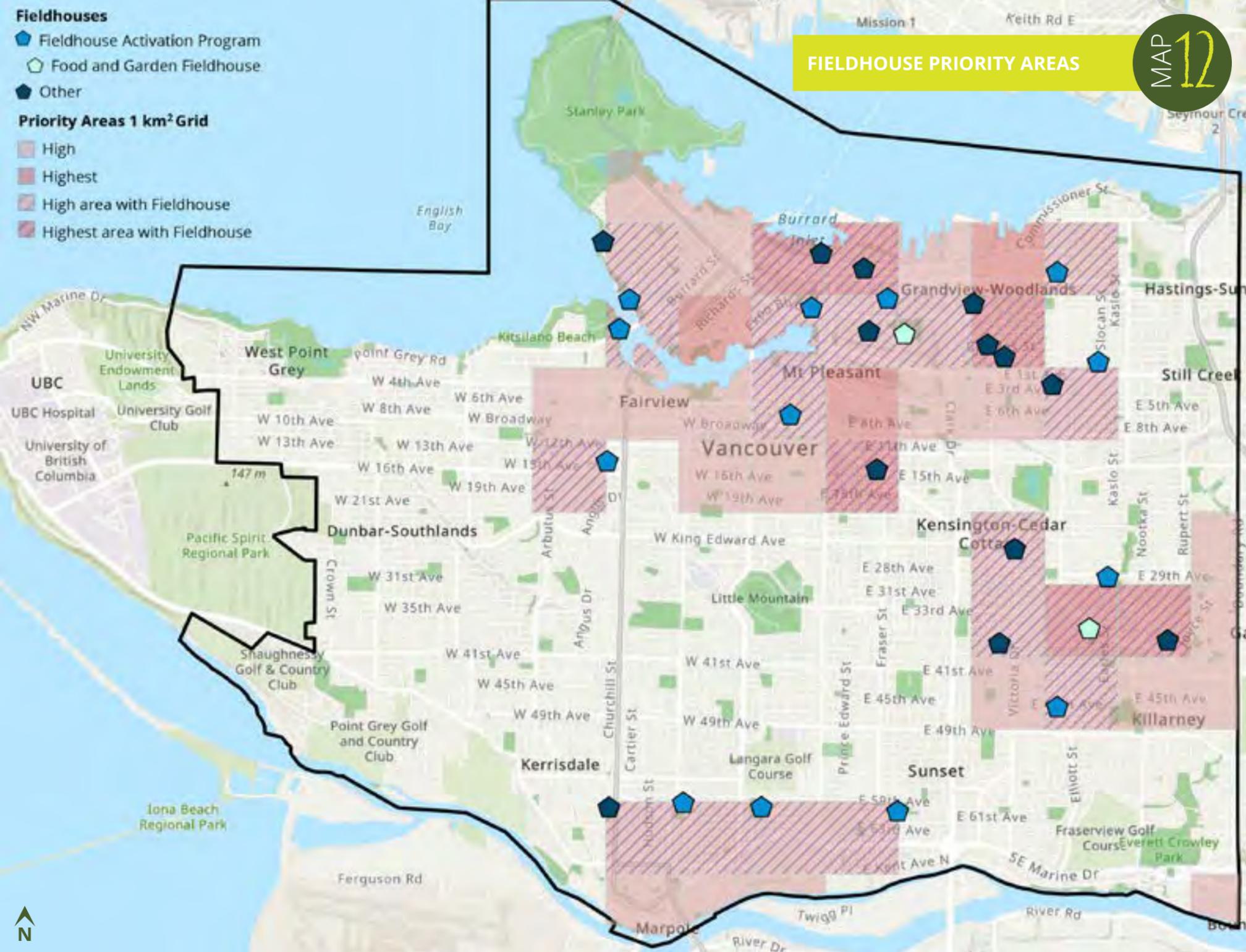
Type	Number of Programs	Total Enrolled	Total on Waitlist	% on Waitlist Compared to Enrolled
In or within 750 m of priority area	444	3,831	330	9%
Not in priority	197	2,404	73	3%

TABLE 3: RELATIVE WAITLIST DEMAND FOR FOOD, COOKING AND GARDEN PROGRAMMING IN PRIORITY AREAS COMPARED TO NON-PRIORITY AREAS.



MAP 12: FIELDHOUSE PRIORITY AREAS

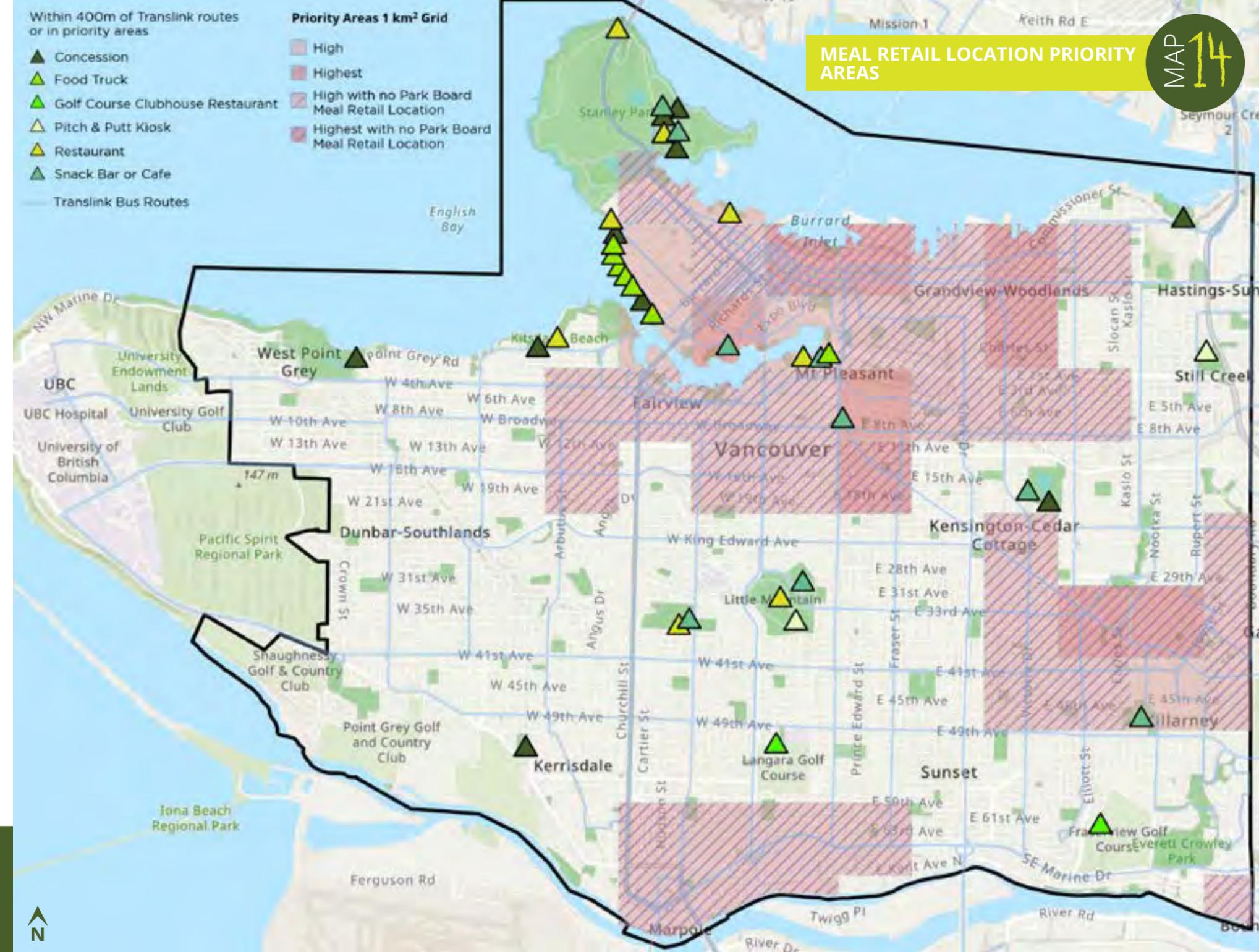
Of the 74 city-wide, 28 fieldhouses are located within the priority areas, totalling only 38% of fieldhouses. Two are food and garden fieldhouses, 13 are part of the Fieldhouse Activation Program (FHAP), and 13 are used for a variety of other purposes. Fieldhouses can be supportive infrastructure for a variety of food assets and services such as community food and garden initiatives/programs, food markets, and needed amenities for gardens and garden groups. While fieldhouses have this potential, only four of 74 fieldhouses are currently used for food and garden activations, and only two of those four are in high priority areas. The hatched blocks indicate where fieldhouses are located within priority areas to show where there may be opportunities to support various types of food assets and services. This is also a start to identifying priority areas for food and garden fieldhouses as part of the FHAP.





MAP 14: MEAL RETAIL LOCATION PRIORITY AREAS

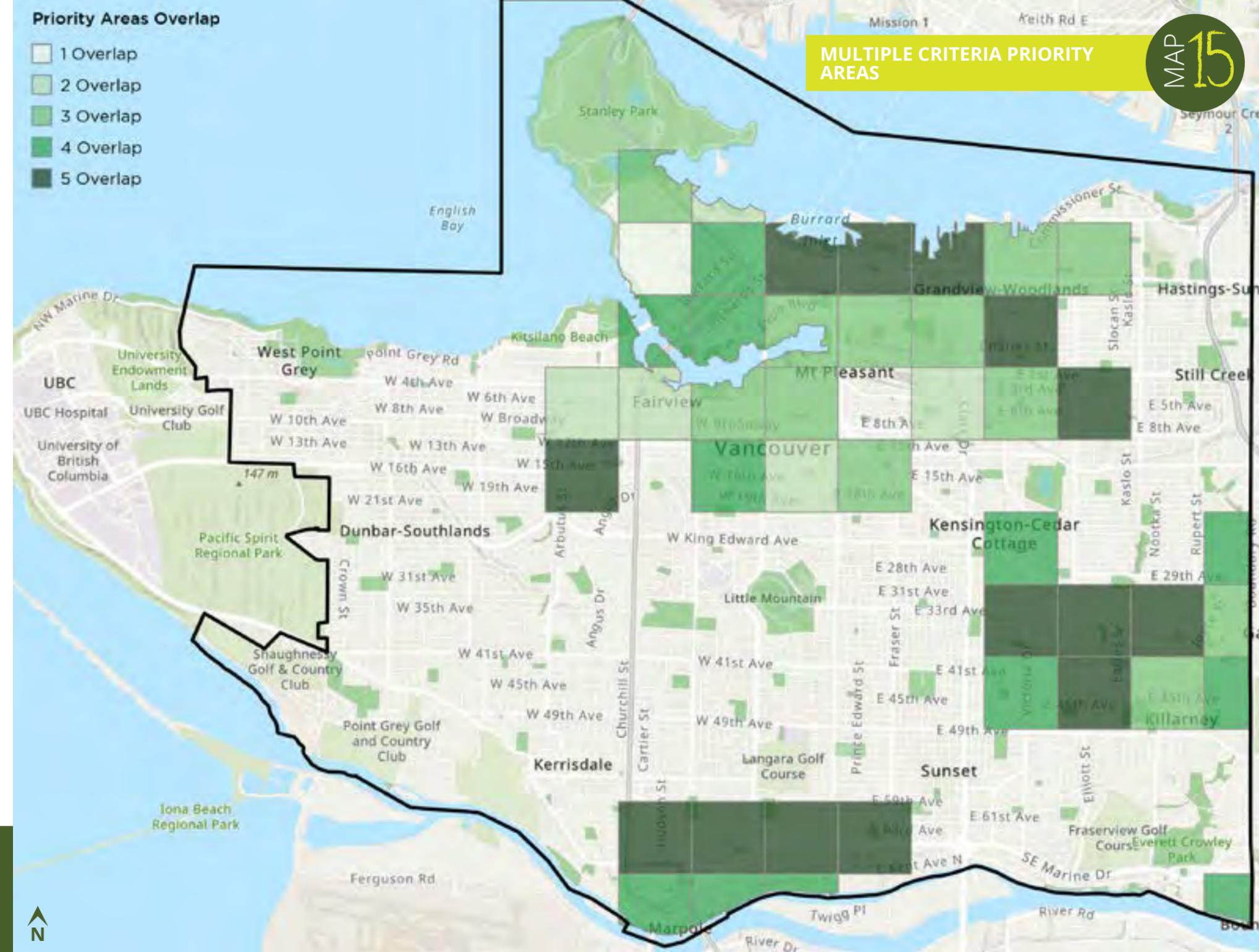
Sixteen of the 46 meal retail locations are located within the priority areas, accounting for only 35% of locations. Meal retail locations outside the priority areas were included in this map if they were located within a 400m radius from major transit routes in order to consider accessibility, accounting for 22 locations. It is recognized these types of facilities are generally destinations for recreation and tourism rather than neighbourhood-based assets.





MAP 15: MULTIPLE CRITERIA PRIORITY AREAS

The purpose of this map is to show where there are multiple criteria indicating a gap or opportunity in service within the priority areas. These spaces were identified by counting the number of times a hatched block (area identified as having a gap or opportunity in one type of food asset or service) overlapped in each 1km square area. The blocks with the darkest green are the areas where five or more gaps or opportunities in service were identified. Understanding which areas have a high count of overlap indicates where there have been multiple gaps in service and could help identify where best to allocate resources within the priority area.



6.0 CHALLENGES AND OPPORTUNITIES

Challenges
Opportunities



Based on the assessment, research, engagement findings, and spatial analysis, key challenges and opportunities for Park Board food system work were identified to provide direction and rationalization for the implementation plan.

CHALLENGES

LASTING IMPACT OF COLONIALISM

- Indigenous food projects have not been given the same amount of in-kind support or land access compared to established Park Board projects such as community gardens and environmental conservation initiatives.
- Indigenous food initiatives/programs have not been prioritized in comparison to non-Indigenous food initiatives/programs. There is a lack of Indigenous workshop facilitators and limited availability of food programs and traditional, spiritual, and cultural services.
- There is a lack of economic opportunities in the parks and recreation system for Indigenous owned businesses.
- Harvesting, processing, and serving traditional Indigenous foods currently does not have a place, and in many cases, is discouraged and misunderstood by Park Board staff and the public.

- Strategies and action plans, including the 2013 LFAP, focus more on physical assets or tangible outcomes rather than relationships, resulting in a checklist of actions that reinforces a transactional relationship between the Park Board and Indigenous partners.

COMPETING DEMANDS

- Park Board assets have multiple uses, of which currently fitness-related recreation and passive-use turf grass make up the biggest proportion of park land use. As the Park Board tries to serve the spectrum of Vancouver residents, balancing diverse needs becomes ever more important with dwindling land resources. Demands may shift during and following the COVID-19 pandemic as food security, equity, and resilience issues take more prominence.

INEQUITABLE ALLOCATION OF RESOURCES

- With varying staff support (from zero to 0.5 full-time equivalent) allocated to implementation, the Park Board fell short of achieving all the actions in the 2013 LFAP and meeting community needs. The implementation of the 2021 LFSAP will face a similar problem if it is not properly resourced.
- Less than half of all food assets and services in the parks and recreation system are

located in priority areas. This presents a challenge for implementation actions, in particular those that require an existing park facility (e.g. community centre).

- Around 40% of food and culture gardens are primarily focused on private allotment beds rather than collective growing. There is often a low turnover rate for new members and long waitlists, thereby limiting the number of people who benefit from these spaces.
- The types of community food programs being offered are mostly tailored for a Western diet, even though nearly half of the residents of Vancouver identify with non-European ethnicities (see survey results on page 50).

LACK OF COORDINATION

- Policies, data management, and initiatives within the City of Vancouver are siloed. This has created conflicting interests, duplication of efforts, and inconsistent data on Park Board food assets and services. As a result, it has been challenging to track progress on the 2013 LFAP.
- Community centre associations and community centres are important providers of essential services such as food security, mental health, and community support, yet were shut down by the Public Health Officer in the initial COVID-19 response.



OPPORTUNITIES

DECOLONIZATION

Decolonization represents significant opportunities to address multiple challenges at once. Indigenous models of stewardship have long shown resilience and adaptability, and modern Indigenous stewardship makes extensive use of traditional and western modes of knowledge to address climate change and other environmental challenges. As well, Indigenous spaces are by their

nature inclusive and welcoming. Decolonizing parks space for food use makes space for Indigenous people to demonstrate traditional modes of community care. Opportunities to decolonize food in the parks and recreation system include:

- Park Board facilities can serve as spaces for celebrating Indigenous foods, offering Indigenous-centred community food programming, and creating a space of healing and opportunities for intergenerational

knowledge sharing.

- Indigenous focused cultural learning gardens can support Indigenous food sovereignty and increase public awareness of Indigenous food practices. Cultural learning gardens are also often lower cost to develop and maintain than regular community gardens.
- Facilities rooted in colonial history can be reimagined through a decolonized lens to be more welcoming and suitable for a broader

range of people. Indigenous ways are welcoming to all cultures and inherently more inclusive spaces. For example, there can be Indigenous-led education on Indigenous plants, local history, and land-based practices.

- A new type of land-based agreement can be co-created between the Park Board and Indigenous Cultural Practitioners. Such an agreement would incorporate Indigenous principles such as reciprocity and Indigenous sovereignty and x̣ṃəθḳẉəỵəm, Ṣḳẉx̣ẉú7mesh, and səlilwətał rights and title and frame Indigenous cultural practice as a land use typology (similar to Community Gardens or Stewardship Groups).
- The Park Board can actively participate in the land back movement (see definition on page 51). Since the Park Board does not own the land that it has jurisdiction over (the land is owned by the City of Vancouver), it cannot restore ownership of the land to MST. However, the Park Board can demonstrate land back by restoring Indigenous stewardship and decision-making power to MST. Formal co-management structures can be set up with Indigenous partners to steward parks and recreation spaces, land, and waterways. Any action towards land back by the Park Board will inherently support Indigenous Food Sovereignty.
- Procurement policies can be revised to

prioritize Indigenous businesses to enable more economic opportunities through food retail in the parks and recreation system.

- Training can be offered to increase staff knowledge and awareness of Indigenous food sovereignty.
- Funding can be allocated to support Indigenous fieldhouse residencies, food programs, and events.

EQUITABLE ALLOCATION OF RESOURCES

By addressing equity issues in accessing food assets, the Park Board can address its goals around inclusion while reaching a broader spectrum of residents. Creating equitable access to food is shown to be generative and useful in making cross cultural connections. Opportunities for equitable allocation of resources include:

- Instead of taking a passive role in waiting for equity-denied groups to approach the Park Board, there can be dedicated staff for actively seeking and developing partnerships with equity-denied groups to better serve their food-related needs.
- More people can benefit from food growing opportunities if gardens that are more accessible to the public (i.e. do not have memberships and waitlists) are prioritized
- The criteria for the Urban Agriculture

Expressions of Interest applications can be revised to focus resources towards priority areas (see Map 9 on page 59), collective gardening, and gardens centred around equity-denied groups.

- Procurement policies can be revised to prioritize businesses from equity-denied groups to enable more economic opportunities through food retail in the parks and recreation system.
- Funding can be allocated to implement recommendations from the *Role of Food in Cultural Inclusion Report*, which includes supporting year-round grassroots community food engagement with equity-denied groups and changing priorities in food systems staffing positions within the Park Board to promote equity.
- Staff training can be offered to develop cultural competency and build staff capacity in developing programs for and working with diverse peoples.

MAKING BETTER USE OF AVAILABLE ASSETS

While much work has been done to maximize the benefit of available Park Board and other City of Vancouver land and resources, there are efficiencies and opportunities still within the system that can be better leveraged to assist in making the food system more resilient and accessible, including:

- The Park Board can work with the City of Vancouver to conduct a city-wide assessment of gaps and opportunities in food assets and services, taking into account the potential of other public land such as street rights-of-way (32% of Vancouver), library land, school land, and other underutilized spaces.
- There are minimally used turf spaces, strips or linear spaces of land around built infrastructure (e.g. parking lot islands), and resource-intensive horticultural beds that can be rewilded into pollinator gardens and/or incorporate food growing opportunities (e.g. edible landscaping). The Park Board's operational resources for maintenance of these spaces can also be transitioned in order to create additional habitat for pollinators and birds, and harvesting opportunities.
- Generation of soil amendment already occurs on Park Board sites through leaf composting. These resources can be leveraged to develop community composting sites in priority areas (see Map 8 on page 57) and increase composting education while cycling nutrients locally.
- Several Park Board assets can support emergency response such as for growing food, storing food, processing food, and distributing food. The Park Board can build food system resiliency by planning how

facilities will be used during an emergency and coordinating with other City departments to reduce duplication of efforts.

- Community garden non-profits can serve multiple purposes beyond allowing residents to grow food. They can also contribute to sharing knowledge, building capacity within new garden organizations, or co-managing new locations in order to help new groups establish new gardens.
- As community centres are redeveloped and joint operating agreements are renewed, supporting food systems can be integrated as a core priority. For example, community centres can serve as food hubs with centralized kitchens and gathering areas. Food programming can be integrated into the design or redesign of kitchens.
- Community centre kitchens can be used by the local neighbourhood and/or food-based organizations to run food programs and initiatives that cater to the unique and diverse needs of their community. Increasing low-barrier and equitable access to kitchen facilities and programs supports social connections, ensures programs reflect the wants and needs of the community, increases access to affordable and culturally-appropriate foods, and empowers the community to engage in the food system on their own terms. This could include food making, sharing, storage, and distribution.

SUPPORTING CITY-WIDE GOALS

The values of Vancouver residents are shown to be consistent across many fields and subjects. Those values emerge through other City and Park Board initiatives and strategies, and those goals can be contributed to through the implementation of this Action Plan. Opportunities include:

- In areas with appropriate growing conditions, culturally diverse edible and pollinator plants, fruit and nut trees, and Indigenous food and medicine plants can be planted in place of ornamental plants to support the City's Biodiversity Strategy.
- Reusable food service ware can be piloted for food service outlets and installations of Zero Waste stations can be expanded in Park Board facilities to support the City's Zero Waste Goals.
- Aligning with Vancouver Plan's commitment towards Reconciliation, Equity, and Resilience, the 2021 LFSAP can advance city-wide policies and actions that work towards more just and sustainable food systems.
- As the City of Vancouver is a signatory to the Milan Urban Food Policy Pact, the Park Board can use its Monitoring Framework for tracking progress of the 2021 LFSAP.

BROADER CONSIDERATIONS

SYSTEMIC ISSUES

It is recognized that addressing the systemic impacts of colonialism, racism, and inequity in the parks and recreation system more broadly is outside of the scope of this plan and will need to be addressed in broader policy and organizational interventions. This plan focuses instead on how these systemic issues occur and can be addressed through specific food systems work in parks and recreation facilities.

ADDRESSING SYSTEMIC ISSUES

It is also recognized that addressing the aforementioned issues by working towards improving access and the equitable delivery of assets and services rather than just increasing the number of assets and services requires additional time and expertise. Staff will require specialized skills in community development such as community capacity-building, intercultural relationship-building and working within a decolonized and anti-oppressive approach. It is integral to the success of this plan to have proper staff resourcing if the associated equity and Reconciliation goals within the food work are expected to be met.



7.0 IMPLEMENTATION PLAN

Goals and Actions
Conclusion



This five-year implementation plan outlines the recommended Goals and Actions of the *Local Food System Action Plan* and aligns them with specific policies and resources wherever possible. The matrix provided in the following pages identifies the Park Board or City of Vancouver departments responsible to implement each Action, supporting policies and reports, and the anticipated timing and cost of implementation.

GOALS AND ACTIONS

The following four goals and 38 actions were developed based on the direction of relevant Park Board and City of Vancouver policies, plans, and strategies and learnings from the assessment, research, and public and staff engagement phases of the plan update process. The approach for creating the goals and actions:

- Ideas and best practices from the community advisory committee, staff steering committee, public engagement meeting, survey, research and municipal scan were compiled and merged into general themes. These themes were then written as goals.
- Actions in the 2013 LFAP were identified as completed, in progress, on hold, or not started. Actions that were in progress or not started were discussed by the project team and staff to determine if they align with updated priorities of the 2021 LFSAP.



FIGURE 7: LOCAL FOOD SYSTEM ACTION PLAN GOALS

- Ideas and best practices related to each goal were then refined and written as actions. Some of these were merged with outstanding actions from the 2013 LFAP.
- Based on the VanPlay Diagnostic Tool and priorities identified by the community advisory committee and survey respondents, actions to include were short-listed with a focus on those that serve under-served communities within priority areas.
- During the second phase of public engagement, stakeholders and staff were asked for feedback on the goals and actions. Actions were assessed for budget implications and anticipated timeframe for completion.

The Goals and Actions are designed to guide implementation, while being relevant and flexible to support the success of local food systems work in Vancouver into the future.

Goal: A theme that is a container for a set of actions. The goals are interconnected and meant to be achieved together through building meaningful relationships between the Park Board, xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətaʔ Nations, and community partners.

Action: A specific recommendation intended to fulfill stated Goals.

GOAL 1:

CENTRE INDIGENOUS VOICES IN FOOD SYSTEM WORK TO HONOUR THE TEACHING THAT “FOOD IS MEDICINE”

Improve access to Park Board land for xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətaʔ First Nations and Urban Indigenous peoples for food and medicine practices and increase funding allocated to Indigenous-centered food spaces and initiatives.

The xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətaʔ peoples have lived here since time immemorial. As the original inhabitants of this land, they have a long history of caring for their communities and the land and waterways that have sustained them. The teaching that “food is medicine” recognizes that food has the capacity to nourish the body, mind and spirit. By centring the voices of Indigenous peoples in food system work, the Park Board can prioritize Indigenous food sovereignty and acknowledge the importance of Indigenous knowledge in working towards a more just and sustainable food system for all peoples.

Policy Rationale:

- VanPlay Recreation Initiative (R.3.2): Work with xʷməθkʷəy̓əm, Sḵwxwú7mesh, and səliłwətaʔ First Nations and Urban Aboriginal

communities to support Indigenous food systems in parks and recreation.

- Park Board Reconciliation Mission, Vision, and Values

GOAL 2:

IMPROVE EQUITY IN PARK BOARD FOOD ASSETS, SERVICES, AND PROGRAMS

Decrease barriers for collective and low-barrier food growing initiatives in historically underserved areas of the city and increase access and funding for food programs and events led by equity-denied groups.

Research indicates that Park Board food assets, services, and programs are not accessed equally by all Vancouver residents. There is a need for food assets in the parks and recreation system to be shared more equitably and for resources to be directed towards people who are food insecure. The goal seeks to address disparity in the local food system by targeting resources towards those who have typically been excluded from Park Board food assets, services and programs.

Policy Rationale:

- VanPlay Local Food Asset Need: Increase inclusive local food projects and access to healthy, culturally diverse, local, and sustainable food in parks and at community centres.

- VanPlay Local Food Asset Target: All new community gardens on Park Board managed land have at least 50% of total area dedicated to collective food growing.
- VanPlay Local Food Asset Target: Complete at least one project per year that supports sharing and gathering to cook or eat food in parks.

GOAL 3:

STRENGTHEN FOOD PARTNERSHIPS AND COLLABORATION TO SUPPORT A SUSTAINABLE AND JUST FOOD ECONOMY

Increase staff time and funding dedicated to the implementation of the plan, prioritize cross-departmental and partner collaboration, increase opportunities and access to fieldhouses, community food markets, and community centre kitchens to target gaps in service and address food insecurity.

The Park Board can leverage its network of food and culture gardens, orchards, community kitchens, community programming, fieldhouses, markets and concessions to contribute to a thriving short food supply chain and play an important role in supporting a sustainable, just, safe and resilient local food economy. The Park Board will also need to foster new and

existing partnerships and collaboration using a community development approach. This includes prioritizing long-term relationship building, leadership development, and capacity building. Strong partnerships will also enable the pooling of resources, skills, and expertise to achieve the goals and priorities of the 2021 LFSAP.

Policy Rationale:

- VanPlay Recreation Initiative (R.3.1): Encourage food-focused programming and infrastructure for formal and informal gatherings that facilitate growing, cooking, eating, and sharing of food in parks and community centres.
- VanPlay Recreation Initiative (R.3.3): Facilitate access to local, secure, healthy food through concessions and restaurant partners (leases), community centre kitchens, farmers markets, community gardens, and field houses.
- VanPlay Local Food Asset Need: Adding appropriate food nodes [aka assets] (i.e., gardens, local markets, mobile food vendors or concessions, community kitchens) along the Citywide Parks and Recreation Network (Strategic Bold Move Tool) and in locations with community centres, multiple playing fields, destination playgrounds, beaches, and other key destinations where people stay for a few hours and engage in food learning and programming.

- VanPlay Local Food Asset Need: Improve infrastructure to support farmers markets.

GOAL 4:

BUILD LONG-TERM FOOD SYSTEM RESILIENCY, SUSTAINABILITY, AND INCREASE BIODIVERSITY

Increase food and garden educational opportunities, contribute to future emergency food planning, and contribute to city-wide goals by increasing biodiversity and zero waste initiatives.

Global issues like climate change and the COVID-19 pandemic impact every aspect of our food system. Park Board food assets and services can contribute to long-term food system resiliency and also support other City of Vancouver sustainability strategies and ensure accountability during implementation.

Policy Rationale:

- VanPlay Local Food Service Need: Enhance resiliency by incorporating post-disaster food planning at community centres.
- City of Vancouver Biodiversity Strategy
- City of Vancouver Zero Waste 2040

VanPlay Asset Needs¹⁷:

- Consider adding appropriate food nodes (i.e., gardens, local markets, mobile food vendors or concessions, community kitchens) along the Citywide Parks and Recreation Network (Strategic Bold Move Tool) and in locations with community centres, multiple playing fields, destination playgrounds, beaches and other key destinations where people stay for a few hours and engage in food learning and programming.
- Increase inclusive local food projects and access to healthy, culturally diverse, local, and sustainable food in parks and at community centres.
- Improve infrastructure to support farmers markets.



VanPlay Service Needs¹⁸:

- Implement recommendations from the Park Board Concession Strategy: A Fresh Approach (2018).
- Update Park Board's Local Food Action Plan (2013).
- Enhance resiliency by incorporating post-disaster food planning at community centres.

VanPlay Asset Targets¹⁹:

- All new community gardens on Park Board managed land have at least 50% of total area dedicated to collective food growing.
- Complete at least one project per year that supports sharing and gathering to cook or eat food.



VanPlay Approach for Action R.3 Local Food²⁰:

Support access to sustainable, local and healthy food.

- R.3.1 - Encourage food-focused programming and infrastructure for formal and informal gatherings that facilitate growing, cooking, eating, and sharing of food in parks and community centres.
- R.3.2 - Work with Musqueam, Squamish, and Tsleil-Waututh First Nations and Urban Aboriginal communities to support Indigenous food systems in parks and recreation.
- R.3.3 - Facilitate access to local, secure, healthy food through concessions and restaurant partners (leases), community centre kitchens, farmers markets, community gardens, and field houses (Update the Local Food Action Plan).



Responsibility

Actions are classified by which Park Board or City department will lead or support implementation, while taking into consideration that cross-departmental collaboration and partnerships will be needed to move towards implementation.

Supporting Policy and Reports

There are other Park Board or City policies, plans, and reports that either support or can help achieve Actions. However, many of the Actions proposed are new initiatives that will require new resources and partnerships to implement.

Indicators

Indicators are identified for each Action to track progress made during implementation. Unlike action plans with easily quantifiable outcomes, a plan that emphasizes relationships and social equity will require new and different indicators to determine success. Therefore, non-traditional indicators are provided for evaluation purposes.

Timing

Timing estimates are based on anticipated time it will take to implement an Action. In some cases, Actions will be ongoing or relational in nature and will therefore be tracked for their long-term success rather than for completion. Timing takes into consideration current and additionally required staff capacity and should remain flexible as required to work with partners' timelines. Table 4 categorizes timing for implementation.

Timing	
Underway	has begun and will occur continuously
Short-term	1-2 years
Medium-term	3-4 years
Long-term	5+ years

TABLE 4: TIMING FOR IMPLEMENTATION OF ACTIONS

Cost

Cost estimates are based on the anticipated costs to implement an Action over five years. In some cases, Actions could vary in cost depending on whether they are implemented through partnerships, staff time, or grants. Cost takes into consideration capital costs such as project materials and associated staff time for implementation. Table 5 categorizes cost for implementation.

Cost (over a five-year period)	
Low	Less than \$10,000
Medium	\$10,000-\$100,000
High	\$100,000+

TABLE 5: COST FOR IMPLEMENTATION OF ACTIONS

The costs estimated for implementation of all Actions and associated staffing over five years, based on a rough order of magnitude, range from \$1,500,000 to \$4,810,000 capital costs. The actual costs will depend on direction set by the Park

Board and management, changing costs of project materials, depth of involvement from MST, and staff time allocated to implementation, and will be refined throughout the implementation process.

While some Actions can be addressed with existing resources or through current projects underway, new funding will be required for many of the Actions and associated staffing. Funding will be sought through the four-year Capital Planning process, partnerships, and co-funding opportunities. Commitments to Reconciliation and equity will need to be prioritized in funding requests. The implementation of these Actions will likely create annual operating requirements. This required budget funding request will need to be addressed through the operating impact of the capital investment process as part of the overall City of Vancouver budget process.

MONITORING AND EVALUATION

“When leaders prioritize the community's voice there is a level of witnessing that can support their accountability.” (Community Advisory Committee Member)

To ensure accountability and measure impact, it will be important to monitor and evaluate the progress of the following Actions. To facilitate the monitoring process, the Park Board will work with the City of Vancouver to apply the *Milan Urban Food Policy Pact Monitoring Framework* and will evaluate progress annually for the five-year span of the plan, at which time it will need to undergo an update.

CENTRE INDIGENOUS VOICES IN FOOD SYSTEM WORK TO HONOUR THE TEACHING THAT “FOOD IS MEDICINE”

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
1.1	Work together to draft a new type of agreement between Park Board and Indigenous Cultural Practitioners to frame Indigenous cultural practice as a land use typology, similar to Community Gardens or Stewardship Groups. Ensure the agreement incorporates Indigenous principles such as reciprocity and Indigenous sovereignty and x̣ṃəθḳəỵəm, Ṣḳẉx̣ẉú7mesh, and ṣəḷilẉəṭəṭ rights and title.	Planning & Park Development Led Decolonization, Arts & Culture Supported	Reconciliation Mission, Vision, and Values VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.2	Conversations are continuing with new and existing Indigenous partners Agreement completed Agreement being used	Underway	Low
1.2	Work with x̣ṃəθḳəỵəm, Ṣḳẉx̣ẉú7mesh, and ṣəḷilẉəṭəṭ First Nations and Urban Indigenous communities to identify and convert preferred sites within the parks and recreation system for Indigenous-centred spaces. This includes parks being considered for renewal. This can include spaces for celebrating Indigenous foods, offering Indigenous-centred community food programming, Indigenous food growing, naturalizing areas for foraging, and creating a space of healing.	Planning & Park Development Park Operations & Decolonization, Arts & Culture & Recreation Services Supported	Reconciliation Mission, Vision, and Values VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.2, 3.3	Conversations are continuing with Indigenous leaders and partners # spaces identified	Underway	High
1.3	Audit relevant policy, guidelines and by-laws that may prohibit or impact Indigenous food sovereignty and equitable access to food assets and services.	Decolonization, Arts & Culture Led Planning & Park Development and Park Operations Supported	Truth-Telling: Indigenous Perspectives on Working with Local Government (2017) Vancouver Community Leaders on the Role of Food in Cultural Inclusion and Engagement Report Reconciliation Mission, Vision, and Values	Documents are audited	Short-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
1.4	Prioritize resources to co-create story-telling tools (signage, newsletters) at existing and new cultural learning gardens.	Planning & Park Development Led Decolonization, Arts & Culture Supported & Park Operations Supported	Reconciliation Mission, Vision, and Values VanPlay Approach for Action R.3.1, 3.2, 3.3	Cultural learning garden partners are using the story-telling resources provided	Medium-term	Low
1.5	Develop a training session on Indigenous Rights and Title as it relates to Food Sovereignty and foraging in parks. Train staff and partners (such as Park Rangers, Urban Forestry staff, Stanley Park Ecology Society staff, and others) likely to encounter foragers.	Planning & Park Development Led Decolonization, Arts & Culture & Park Operations Supported	Reconciliation Mission, Vision, and Values VanPlay Approach for Action R. 3.2	# staff trained MST community members are able to forage in parks Conversations are continuing with Indigenous leaders and partners	Medium-term	Low
1.6	Increase annual resources (land, funding, staff time, program space, and materials) allocated to cultural learning garden development and maintenance and seek partnerships with Indigenous-led organizations to create these gardens based on park locations identified by x̣ṃəθḳəỵəm, Ṣḳẉx̣ẉú7mesh, and ṣəḷilẉəṭəṭ First Nations and Urban Indigenous peoples as key sites.	Planning & Park Development Led Decolonization, Arts & Culture Supported	Reconciliation Mission, Vision, and Values VanPlay Approach for Action R.3.1, 3.2, 3.3 VanPlay 2040 Asset Targets (50% collective gardening)	m ² of land \$ amount funding allocated New and existing Indigenous-led organizations are working with the Park Board	Long-term	High
1.7	Increase annual resources (funding, staff time, program space and materials) for Indigenous-related food initiatives led by Indigenous partners. Initiatives this funding may support include Indigenous educational toolkits, feasts, celebrations, fieldhouse residencies, youth land-based food programs, intergenerational food knowledge sharing, and the services of Indigenous cultural practitioners.	Decolonization, Arts & Culture Led Recreation Services, Planning & Park Development Supported	Reconciliation Mission, Vision, and Values VanPlay Approach for Action R.3.1, 3.2, 3.3 VanPlay 2040 Asset Targets (1 food event per year)	\$ amount funding allocated # initiatives supported New and existing Indigenous partners are requesting / receiving funding	Long-term	High



IMPROVE EQUITY IN PARK BOARD FOOD ASSETS, SERVICES, AND PROGRAMS

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
2.1	In collaboration with City of Vancouver Engineering, develop Park Board Boulevard Gardening Guidelines for boulevards adjacent to parks to enable increased low-barrier access to small-scale growing spaces. Target boulevard gardens in priority areas (as per Map 9).	Planning & Park Development Led City of Vancouver Engineering & Park Operations Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3 Reconciliation Mission, Vision, and Values	Guidelines developed and made public # of new boulevard gardens # of equity-denied groups who are stewarding a boulevard garden	Underway	Low
2.2	Improve kitchen infrastructure and access by considering community centre kitchens as priority spaces in the Community Centre Strategy (underway) and collaborating with CCAs, community partners, Indigenous partners, and staff when renovating an existing kitchen or designing a new kitchen to ensure kitchens accommodate short and long-term intended use, including use in post-disaster food response.	Planning & Park Development & Real Estate and Facilities Management Led Food and Beverage Park Operations Supported	City-affiliated Facility Kitchens Design Guidelines Community Centre Strategy (underway) VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3	Kitchens considered priority spaces in the Community Centre Strategy New and renovated Community Centre kitchens support intended use	Underway	Low
2.3	Revise the Urban Agriculture Expression of Interest (EOI) process to prioritize cultural learning gardens, equity-denied groups, priority areas (as per Map 9) and VanPlay targets of 50%+ garden area being collectively grown. Streamline the application and intake process, decision-making criteria, and community engagement process. Prioritized groups and projects can move forward with General Manager approval rather than Board approval. Provide collective gardening educational resources focused on creating space where equity-denied groups feel safe, confident, and supported.	Planning & Park Development Led City of Vancouver Arts, Culture, & Community Service Supported Decolonization, Arts & Culture Supported	VanPlay 2040 Asset Targets (50% collective gardening) VanPlay Approach for Action R. 3.3	EOI process is updated and opened for intake EOIs are being prioritized in priority areas and for equity-denied groups Equity-denied groups are applying and willing to work with the Park Board	Short-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
2.4	Review and revise the <i>Park Board Urban Agriculture Policy</i> and the <i>Urban Agriculture Garden Guidelines</i> to align with the 2021 LFSAP and the revised EOI process.	Planning & Park Development Led Decolonization, Arts & Culture Supported	VanPlay 2040 Asset needs VanPlay Approach for Action R. 3.1, 3.2	The <i>Park Board Urban Agriculture Policy</i> and the <i>Urban Agriculture Garden Guidelines</i> are revised	Short-term	Low
2.5	Identify successful free, pay as you can, and low cost food-based programs and work with CCAs and staff to integrate successes and learnings at high priority and underutilized Community Centres (as per Map 11).	Recreation Services & Decolonization, Arts & Culture Led Planning & Park Development Supported	Healthy City Strategy - Feeding Ourselves Well VanPlay 2040 Asset Targets VanPlay Approach for Action R. 3.1, 3.3	CCAs and staff have additional resources to support their work	Short-term	Low
2.6	Commit to annual funding support for an ongoing intercultural food sharing event, that culminates from a series of engagements happening throughout the year, to foster dialogues and bring people across different cultures together and ensure stability for long-term relationship building.	Decolonization, Arts & Culture Led Recreation Services & Planning & Park Development Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3 Truth-Telling: Indigenous Perspectives on Working with Local Government (2017) Vancouver Community Leaders on the Role of Food in Cultural Inclusion and Engagement Report (Recommendations 1a, 1b)	Intercultural food sharing event funded annually	Short-term	High
2.7	Amend the current permitting policy and process to include an equity-based guideline and criteria as it relates to food services and events.	Business Services Led Environmental & Stewardship Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.2, 3.3	Amended permitting policy and process that includes an equity guideline	Medium-term	Low

GOAL 3

STRENGTHEN FOOD PARTNERSHIPS AND COLLABORATION TO SUPPORT A SUSTAINABLE AND JUST FOOD ECONOMY

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
2.8	As garden licence agreements are up for renewal, work with garden groups to transition towards 50% collective food growing area and increase access and benefit to more people, and to integrate updated policies. Provide collective gardening educational resources focused on creating space where equity-denied groups feel safe, confident, and supported. This action would require garden management staff to oversee the transition process and ensure broader participation.	Planning & Park Development Led	VanPlay 2040 Asset Targets (50% collective gardening) VanPlay Approach for Action R. 3.3	# of gardens with 50%+ collective food growing spaces. # of households/groups benefiting from gardens # equity-denied groups participating in gardens	Long-term	High
2.9	Collaborate with CCAs and Park Board recreation staff to explore increasing food and garden programming for and by equity-denied groups. This could include using the VanPlay Test ²¹ in selection of food programming and workshops, recruiting food and garden practitioners from equity-denied groups to lead programming at community centres as program staff and/or instructors, increasing the allocation of programming budgets for these programs and compensating food practitioners accordingly, developing leadership opportunities, and working with CCAs to update kitchen policies to include equity-based priorities and offer staff training to ensure food practitioners feel culturally safe and supported.	Recreation Services & Decolonization, Arts & Culture Led Planning & Park Development Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3	# and % food programs led by food practitioners from equity-denied groups People from equity-denied groups are participating in programs % of food programming budget allocated # kitchen policies updated	Long-term	High
2.10	Create opportunities for community-based data gathering and interpretation as locations for new food assets and services are being determined in priority areas (see Map 8).	Park Board Planning & Development Led	Van Play Bold Moves (page 25)	Equity-denied groups are participating in data gathering and interpretation	Long-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
3.1	Continue partnering with UBC Land and Food Systems, CityStudio Vancouver, and other academic partners to increase capacity for research, monitoring, engagement, and educational resource development for Park Board food assets and services.	Environmental & Stewardship Led	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.3	# partnerships # students projects completed	Underway	Low
3.2	Dedicate additional staff time to the implementation of the 2021 LFSAP. These roles can include 1FTE position to oversee the implementation of the LFAP, 1FTE position to address food security and accessibility in parks and recreation, and 1FTE position to coordinate food and culture gardens. Staff will require specialized skills in community development (e.g. community capacity-building, intercultural relationship-building, fundraising, improving equitable access, and working within a decolonized approach).	Park Board Planning & Development Led Decolonization, Arts & Culture & Recreation Services Supported	VanPlay 2040 Asset Targets VanPlay R.3.1, 3.2, 3.3 A Vancouver Park Board Role of Food in Cultural Inclusion Report on Research and Relationship-Building	2021 LFSAP is being implemented and evaluated	Short-term	High (includes all operational costs)
3.3	Identify two fieldhouses in high priority areas (see Map 12) to be designated for local food activations by 2022 as part of the Fieldhouse Activation Program (FHAP) to address gaps in food asset and service provision.	Environmental & Stewardship Led Park Operations Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.1.1, R.3.3	# fieldhouses dedicated to local food # community organizations accessing fieldhouse # activation hours and # community members benefiting from activations	Short-term	Low-high (depending on which fieldhouses are chosen)

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
3.4	Establish a food systems steering committee of cross-departmental Park Board staff leading food and garden initiatives in order to streamline and facilitate implementation. Meet quarterly with City of Vancouver staff leading food and garden work to support city-wide food planning.	Environmental & Stewardship Led	VanPlay 2040 Asset Targets VanPlay Asset Need VanPlay Approach for Action R.1.1, R.3.3	Steering committee established and meeting regularly	Short-term	Low
3.5	Prioritize business relationships with x̣ṃəθḳẉəỵəm, Sḳẉx̣ẉú7mesh, and səliiẉətaɫ food businesses and suppliers through leases, contracts and supplier selection to enable more economic opportunities through Park Board food retail.	Business Services Decolonization, Arts & Culture Supported	Reconciliation Mission, Vision, and Values VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.2, R.3.3	MST businesses are engaging with the Park Board	Short-term	Low
3.6	Work with CCAs, community centre staff, fieldhouse proponents, and concession stand operators to partner as locations (e.g. on-site storage) for community food markets in priority areas (see Map 13) to help address gaps in food access. Develop partnerships with organizations who aim to make low cost food available. Integrate community food markets into food programming with focus on healthy, sustainable, culturally diverse and local food options.	Planning & Park Development Led Recreation Services & Decolonization, Arts & Culture & Business Services & Park Operations Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3	# markets, partnerships, programs # people who use the market The markets carry affordable food options that are local, healthy, sustainable and culturally diverse.	Medium-term	Low
3.7	Facilitate collaboration between food and culture gardens and community food programs in priority areas (see Maps 10 and 13) to provide mutually beneficial opportunities for learning about growing, cooking, eating, and sharing food.	Decolonization, Arts & Culture & Recreation Services Led Environmental & Stewardship Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.2, 3.3	Programmers, instructors, and garden leaders are creating new programs	Medium-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
3.8	Explore options for longer-term tenure to increase stability at farmers markets and community food markets locations. Conduct an analysis to determine which Park Board sites can accommodate and benefit from longer-term market infrastructure (e.g. bike racks, signage, water access, washrooms, etc.)	Business Services Led Environmental & Stewardship Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3	Long-term tenure options for markets have been identified Analysis of PB sites has been conducted Findings are communicated with market partners	Medium-term	Low
3.9	In partnership with CCAs, work towards balancing demand on community centres kitchens and programs city-wide and in priority areas (see Map 11). Target resources to high demand community centre kitchens and explore options for increasing the use of low demand underutilized community centre kitchens.	Park Board Planning & Development & Recreation Services Led	VanPlay 2040 Asset Targets VanPlay Asset Need VanPlay Approach for Action R.1.1, R.3.3	Residents in priority areas are able to access programs	Long-term	Medium



BUILD LONG-TERM FOOD SYSTEM RESILIENCY, SUSTAINABILITY, AND INCREASE BIODIVERSITY

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
4.1	Identify opportunities to create new pollinator gardens/edible landscapes in under-utilized areas of parks. Support operation staff in growing pollinator plants in existing horticulture beds by creating pollinator plant and procurement guidelines, developing long-term maintenance plans, and increasing funding for the maintenance of naturally managed spaces.	Park Operations led Planning & Park Development Supported	Biodiversity Strategy VanPlay Approach for Action R. 3.1, 3.2, 3.3	Amount of area transitioned Biodiversity increase	Underway	High

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
4.2	Provide progress updates at Vancouver Food Policy Council (VFPC) meetings to ensure progress and accountability on the actions in this plan. Ensure VFPC feedback is communicated to relevant staff teams.	Planning & Park Development Led	VanPlay 2040 Asset Targets	Monthly updates are provided to the VFPC VFPC members providing feedback	Underway	Low
4.3	Partner with a community stewardship organization to establish an Indigenous food forest to increase the urban forest canopy and create accessible educational opportunities in a park in a high priority area (as per Map 10).	Planning & Park Development Led Park Operations Supported	Urban Forest Strategy (2018) VanPlay 2040 Asset Targets VanPlay Approach for Action R. 3.1, 3.3	One Indigenous food forest is established in a park	Underway	Medium
4.4	Create educational signage for the public on how to harvest from food trees in parks (stewarded by Park Board) to ensure seasonally appropriate harvesting, safe harvesting practices, and increased harvest. Explore a partnership with an organization dedicated to food tree stewardship and harvesting.	Planning & Park Development Led Park Operations Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R. 3.1, 3.3 Urban Forest Strategy	All PB stewarded trees have signage Food trees are being harvested safely and seasonally	Short-term	Low
4.5	Allocate specialist urban forestry staff time or partner with a community stewardship organization to maintain existing food trees on Park Board/City land. Explore the feasibility and determine an approach (i.e. possible models, required resources, and partnership opportunities) for planting additional food trees on Park Board/City land and private property to increase the urban forest canopy. Prioritize new food trees in priority areas (as per Map 10).	Park Operations Led	Urban Forest Strategy (2018) VanPlay 2040 Asset Targets VanPlay Approach for Action R. 3.1, 3.3	Park Board stewarded food trees are being properly maintained The feasibility and approach for planting additional food trees is determined.	Short-term	Med-high (depending on if staff time or partner)
4.6	Pilot a horticulture garden learning opportunity (i.e. a program and/or a horticulture display) with Park Board garden staff in partnership with a community centre in a high priority area (see Map 15) where garden staff offer gardening education opportunities for community members at existing Park Board horticulture gardens. Evaluate pilot and implement at additional sites if successful.	Park Operations Led Planning & Park Development Supported	Biodiversity Strategy VanPlay Approach for Action R.3.3	Garden program developed, evaluated, and piloted # of participants	Short-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
4.7	Participate in the City of Vancouver and Vancouver Emergency Management Agency COVID-19 emergency food response debrief and planning for future responses to hazards. Identify and commit Park Board food assets and services (i.e. land, facilities, infrastructure, staff, programs, etc.) that could be used in an emergency food response and develop agreements and processes for operations post-disaster.	City of Vancouver Arts Culture Community Service Led Vancouver Emergency Management Agency & Park Board Supported	VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3 Vancouver Build Back Better Resilient Vancouver Strategy	Park Board participated in planning and implementation Park Board food assets and services identified and agreements are established	Short-term	Low
4.8	Use the Milan Urban Food Policy Pact Monitoring Framework (see Monitoring and Evaluation on page 83) in partnership with the City of Vancouver to measure progress, harmonize the data collected, and to facilitate knowledge sharing with other municipalities in Canada and around the world that also use this framework.	Planning & Park Development Led	Milan Urban Food Policy Pact VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.2, 3.3	Park Board is contributing to the monitoring framework	Short-term	Low
4.9	Partner with a food and culture garden group to develop a small-scale community compost education site to promote composting and educate the public on cycling nutrients from organic materials back into the soil.	Planning & Park Development Led	VanPlay Approach for Action R.3.3 Rewilding Vancouver: An Environmental Education & Stewardship Action Plan	Partnership is established Site is developed # participants Amount of organic material that is kept on site and cycled back into the soil	Medium-term	Low

	Action	Responsibility	Supporting Policy or Report	Indicators	Timing	Cost
4.10	Establish a standard food recovery and donation procedure for all Park Board food retail locations in accordance with the <i>Vancouver Coastal Health's Food Standards</i> to support a closed-loop food system. Prioritize donations to Park Board and City programs in priority areas (see Map 11). Once the procedure is developed, reduce end of season concession stand waste by 10% and recover 50% of food per clubhouse kitchen event.	Business Services Led Planning & Park Development & Recreation Services Supported	Vancouver Coastal Health Food Standards (2018) Park Board Concession Strategy: A Fresh Approach (2018) VanPlay 2040 Asset Targets VanPlay Approach for Action R.3.1, 3.3	Standard procedure is created and implemented # food retail locations working with Park Board on food recovery End of season concession stand waste reduced by 10% and clubhouse kitchen food recovered by 50% per event	Medium-term	Low
4.11	Ensure the 2021 LFSAP is considered as parks undergo renewal, acquisition, and infrastructure is built or renovated (e.g. fieldhouses or washrooms). Develop internal garden site selection guidelines to inform the implementation of future food and culture gardens (garden requirements and design details to be determined through engagement). Flag fieldhouses as having high potential to support food assets and services.	Park Board Planning & Development Led		Local food system assets, services, and actions are being flagged in park development processes Site selection guidelines are written	Medium-term	Low
4.12	Contract a service provider to pilot the use of reusable food service ware such as cups, food containers and cutlery at one Park Board food retail site. Evaluate pilot and implement at additional sites if successful.	Business Services Led	VanPlay Approach for Action R.3.1, 3.3	Pilot is running and under evaluation Number of single use items reduced Other sites starting to use reusables	Long-term	Medium



CONCLUSION

The City of Vancouver is facing numerous local food system challenges, including rising levels of food insecurity, barriers to Indigenous food sovereignty, and the impacts of COVID-19 and climate change. With jurisdiction over 1160 hectares of land, numerous recreation facilities, funding and staff capacity, the Park Board is in a position to contribute to addressing these issues. By increasing access to Park Board land,

resources, and facilities for food-based initiatives that are grounded in equity and Reconciliation, the Park can contribute to a healthy local food system and meet key organizational directives. With the approval of this plan and the implementation of the actions herein, the Park Board will be able to deliver on its vision to move towards a just, sustainable, and decolonized local food system within the parks and recreation system by making space for Indigenous food sovereignty, increasing equitable access to food assets and services, and working towards food system resiliency as part of climate action. The Vancouver Board of Parks and

Recreation hopes this work will set a precedent in food systems planning at the municipal, provincial, national, and even international scale and that it will encourage all levels of governments to reflect on their potential to contribute to a decolonized, just, and sustainable local food system and subsequently inspire bold action for change.

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9.0 GLOSSARY OF TERMS

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Collective Gardening: Food and medicine growing spaces that benefit more than one household and/or group of people. There are many ways collective gardening can take place. Examples of collective gardening include shared plots, areas dedicated to organizations or community groups, harvesting for food sharing or donating to a community program, areas open for use by non-members, or co-ordinated group gardening efforts such as work parties or schedules for maintaining designated areas. The general goal is that more people will be able to benefit from the growing space.

Equity-denied Groups: Equity-denied groups are those facing barriers to equal access due to attitudinal, historic, social and environmental barriers based on characteristics not limited to sex, age, ethnicity, disability, economic status, gender, gender expression, nationality, race, sexual orientation.²² While the term equity-seeking group was used by the Park Board in previous strategies²³, this term has received criticism as it implies that these groups need to seek equity from those with privilege. The term equity-denied group is growing in use to acknowledge that these groups deserve equity.

Food Assets/Services: Resources, facilities, spaces, infrastructure, programs, systems, knowledge, organizations, relationships, and policies related to a local food system.

Food Security/Insecurity: The Food and Agriculture

Organization's definition of food security is when "all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." Conversely, someone is considered to be facing food insecurity when they are unable to access a sufficient quantity of affordable, safe, and nutritious food.

Food Sovereignty: According to the Declaration of Nyéléni, "food sovereignty is the right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems ... and a precondition to genuine food security"²⁴. Indigenous food sovereignty in particular is defined by the Working Group for Indigenous Food Sovereignty as a "specific policy approach to addressing the underlying issues impacting Indigenous peoples and our ability to respond to our own needs for healthy, culturally adapted Indigenous foods"²⁵.

Naturally Managed: Areas of parks that are intentionally minimally managed, relatively undisturbed in an urban context, contain native plant species, and provide wildlife habitat. In Vancouver's park system these include forests, ponds, wetlands, stream riparian zones, some sections of coast, meadows, treed areas without mown understorey, and un-

manicured sections of golf courses.

Land Back: an Indigenous-led movement aimed at restoring Indigenous control over colonized lands. Land back can take many forms and can be demonstrated in a number of ways, including governments, organizations and individuals literally "giving land back" to Indigenous communities. It can also take the form of regaining stewardship over lands. At its core, land back is about the right for Indigenous Peoples to have self-determination on the land.

Transactional Relationships: typically short-term and focused on getting to a desired outcome whereas relational relationships are about building trust over the long-term and are mutually beneficial.

Acronyms

- **CCAs:** Community Centre Associations
- **2013 LFAP:** 2013 Local Food Action Plan
- **2021 LFSAP:** 2021 Local Food Systems Actions Plan
- **FHAP:** Fieldhouse Activation Program
- **NFPs:** Non-profit societies
- **BIPOC:** Black, Indigenous, and people of colour.
- **MST:** Musqueam, Squamish and Tsleil-Waututh
- **DTES:** Downtown Eastside
- **EIZ:** Equity Initiative Zone

VANCOUVER PARK BOARD
LOCAL FOOD SYSTEM
ACTION PLAN

