

Beyond Bread and Butter

Toward food security in a changing Parkdale

Prepared for Victor Willis, Executive Director of the Parkdale-Activity Recreation Centre

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Executive Summary

This report examines the opportunities for developing a community food strategy for the downtown Toronto neighbourhood of Parkdale. In particular, it focuses on the food needs of vulnerable populations in Parkdale who are over-represented in Parkdale compared to other Toronto neighbourhoods, including low-income people, recent immigrants, and people facing homelessness, mental health or addiction issues.

Parkdale is undergoing significant change. There is a high concentration of affordable housing (including rental, social and supportive housing, and rooming houses) located mostly south of Queen St. In contrast, the residential stock north of Queen St. is gentrifying rapidly, with progressively more affluent residents moving in. With this context in mind, we approach food security from a perspective that moves beyond one's ability to purchase food, and looks at all the ways food is acquired. Furthermore, we take both a neighbourhood approach to the topic, as well as a structural approach that accounts for the broader causes of poverty and food insecurity such as housing, income, gentrification and inequality.

Our objectives were to: (1) Identify the current community responses to food insecurity in Parkdale; (2) Explore the influence of both the built form and government policies on food security challenges; (3) Understand the impacts of gentrification on food security; and (4) provide recommendations for the development of a comprehensive and collaborative community food strategy in Parkdale. These objectives were met through a variety of methods that includes policy analysis, key informant interviews, analysis of commercial change and key neighbourhood demographics, case studies and an agency survey.

Findings:

We found that there are 22 agencies active in Parkdale that either directly or indirectly addresses food security issues, many of which take an anti-poverty approach to their work. Most agencies are interested in collaborating in order to provide a more comprehensive response to Parkdale's food insecurity. Although collaboration is a key for Parkdale, it is also challenging as formal structures have not yet been established, and many agencies are stretched for resources. A number of agencies provide emergency food services (food banks or drop-in meals) that rely on inconsistent food donations. They must therefore work hard to maximize their limited resources to meet the high, daily, emergency needs of the neighbourhood and provide healthy meals.

Furthermore, there are a number of opportunities for agencies to work with the BIA, the resident's association and the broader community in order to bridge the growing differences between north and south Parkdale, and build wider support for the vulnerable populations of Parkdale. A variety of responses to food insecurity promote food as a social convener, bringing people together over food and learning important food-related skills. These responses include community kitchens, farmer's markets and co-ops that have the potential to also offer affordable or subsidized food options for low-income people.

Lastly, we found that zoning policies limit the neighbourhood's ability to control and manage residential or commercial change, although some opportunities do exist. Part of the problem includes the fact that development is considered on a per building basis, and not at the neighbourhood level as a whole.

Recommendations:

Based on our findings, we offer ten recommendations for developing a more comprehensive and collaborative neighbourhood response to food insecurity in Parkdale:

- **Build a neighbourhood food coalition** that brings various agencies and community groups together to collaborate on food programs, and anti-poverty advocacy and to share ideas and resources.
- **Expand PARC’s Ambassador Program** into food security issues in order to encourage participatory community planning that is lead by residents and prioritizes the needs and perspectives of vulnerable populations in Parkdale.
- **Partner with local businesses** in order to get direct food donations from within the local community and to build broader community partnerships across economic difference.
- **Push Queen Street West avenue study** in order to give the community an opportunity to respond to the neighbourhood’s changing character and influence future developments.
- **Pursue protective zoning** in order to increase the community’s ability to control and manage commercial change by prioritizing local and affordable businesses.
- **Invest in a community land trust** that would be able to hold land in trust for the community of Parkdale, and rent it to community agencies, local businesses and residents for a variety of uses that meet the community’s needs.
- **Develop a neighbourhood food hub** that would create a physical community space in Parkdale for food programs and events, and would act as a food procurement, storage and distribution center for Parkdale agencies.
- **Start a fresh food market in South Parkdale** that will be affordable for low income residents and make it easier for them to buy fresh, healthy food.
- **Enable bulk buying between agencies** in order to take advantage of economies-of-scale and increase the consistency of food options served through community services.
- Parkdale should position itself as **a pilot project for the Toronto Food Strategy** in order to leverage wider support from the municipal government, and help attract funding and enthusiasm for food initiatives in Parkdale.

Table of Contents

I. Introduction 4

II. Snapshot of the target population..... 6

III. Context..... 7

IV. Analysis of commercial change11

V. Findings.....16

VI. Principles24

VII. Recommendations.....25

I. Introduction

Parkdale is one of the few remaining inner-city neighbourhoods with a high concentration of low income and marginalized residents, attracted to the area by a large stock of rental housing including social housing and rooming houses. In particular, the area south of Queen Street West (herein, South Parkdale) has a concentration of vulnerable populations including low-income households, recent immigrants and refugees, people who are homeless or at risk of homeless, and people living with mental health and addiction issues. These low income and vulnerable populations comprise the study's target population.

In parts of Parkdale, particularly the area north of Queen Street, neighbourhood change has progressed rapidly in recent years. The influx of more affluent households and individuals is not only placing upward pressure on property values in the area but it is also transforming the types of commercial establishments and available community space for residents.

Concerns about the impacts of the residential and commercial changes on the *food security* of the target population in Parkdale, have been raised by our client, the Parkdale Activity-Recreation Centre (PARC), a storefront drop-in community centre in Parkdale actively involved in eradicating poverty.

As commercial change progresses, the target population faces particular food security challenges, a decreasing availability of food-related businesses that provide affordable options. Food purchasing, however, is only one aspect of the larger picture of food security. The affordability and adequacy of food is a high concern for the target population of this report. For this population, food security issues go beyond the ability to purchase food. Therefore, in Parkdale, a comprehensive response requires that we look beyond food *purchasing* and incorporate a broader examination of approaches to food *acquisition*.

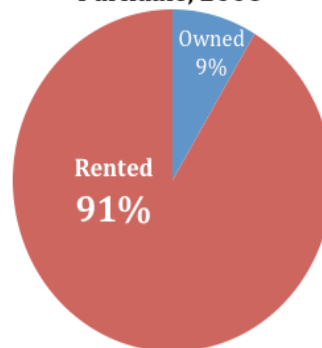
The Purpose of this Report

The purpose of this report is to identify the challenges and explore the opportunities for developing a Parkdale Food Strategy that addresses barriers to food purchasing and acquisition for low-income and marginalized people in Parkdale.

The report has the following objectives:

1. To identify the **current community responses** to food insecurity in Parkdale, and the limitations that these efforts face.
2. To explore how **physical characteristics and regulation** of the residential and commercial building stock have shaped food security challenges for the target population.
3. To understand the impacts of **neighbourhood change** on food security in Parkdale.

Housing Tenure in South Parkdale, 2006



45% of the residents in South Parkdale live below the **Low-Income Cut Off Line**, compared to Toronto's 24.5 % (2005)

(Source: Statistics Canada 2006)

4. To provide recommendations for developing a community food strategy that addresses the food purchasing and acquisition needs of the target population.

Methods

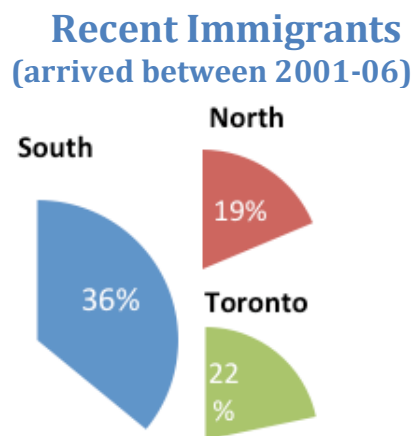
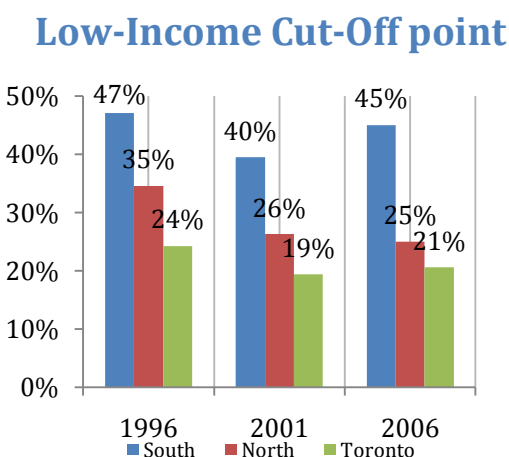
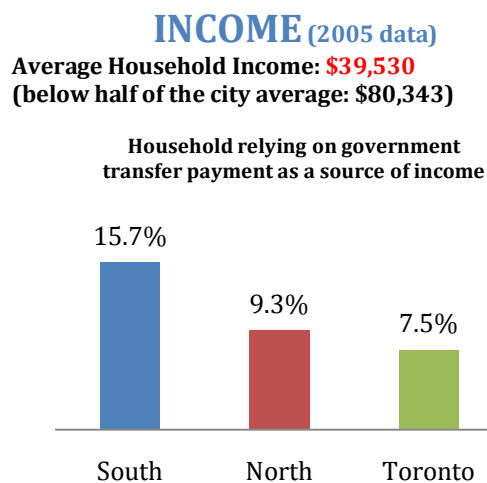
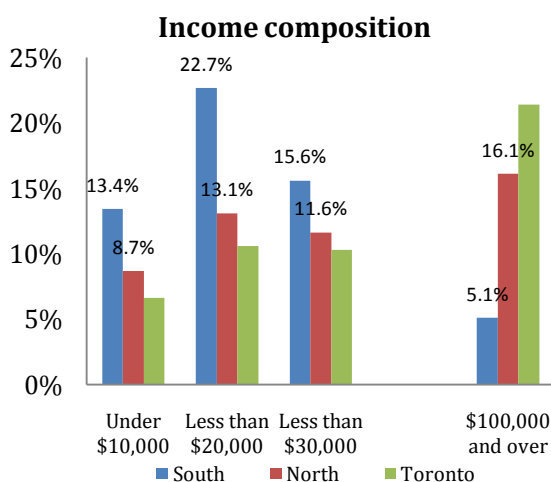
The following methods were used to meet our objectives (Please see Appendix 1 for the expanded methodology).

- Policy Analysis – reviewing key municipal, provincial and federal policies that affect food issues in general and in Parkdale, including land-use and development policies.
- Key Informant Interviews – semi-structured interviews with a variety of stakeholders including a planner, food service providers, community leaders, front-line service workers, non-profit organizations, city staffs and local businesses (A list of key informants is summarized in Appendix 2). In terms of citing key informants, we follow the APA format; yet we do not include the detailed data such as date. Instead, detailed information about key informant interview list in Appendix 2.
- Analysis of Commercial Change – an analysis of business directories, interviews with local business owners and personal observational site surveys.
- Analysis of Neighbourhood Demographics – including family income level, education, ethnicity and levels of home ownership compiled from Statistics Canada Census data.
- Case Studies – examples of food security initiatives in other jurisdictions across North America, drawn from academic literature, articles, reports and key informants interviews.
- Agency Survey – distributed to community groups and agencies active in Parkdale in order to build a database of current food security initiatives.

II. Snapshot of the target population

The following figures provide a statistical breakdown of demographics, socioeconomics and other data of our target population¹. Some significant facts include:

- **91%** of residents in South Parkdale are **renters** (around 19,200 people)
- **51.7%** of renters face housing affordability challenges
- Percentage of the families that fall below Low Income Cut-Off point²: **45%**
- **55.5%** are visible minorities, and **36%** of immigrants are new comers (arrived in Canada from 2001-2006)
- In South Parkdale, **28%** of all households are **lone-parent households** (20% for Toronto)



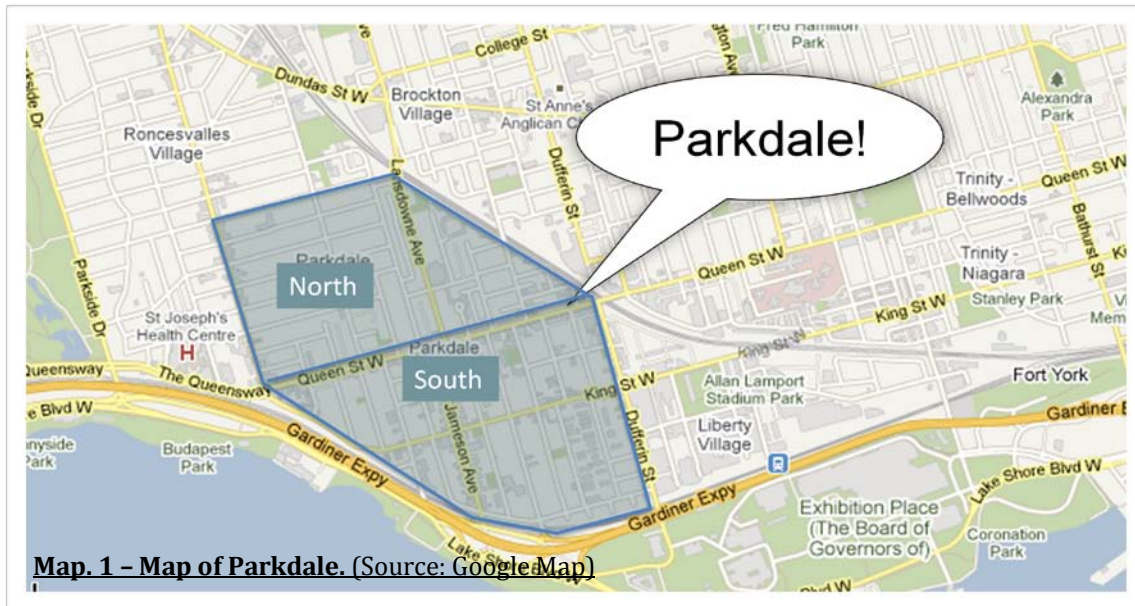
“They rely on [PARC] for food services at the daily basis as a kind of income supplement... It wouldn’t be consistent with what would be the normal pattern for people who have a better protection and go grocery shopping every week”

- Bob Rose, PARC. personal communication, 2010

¹ The data cited in this section is drawn from the Statistics Canada (1996, 2001, and 2006).

² Low-income cut- offs point shows “convey the income level at which a family may be in straitened circumstances because it has to spend a greater portion of its income on the basics (food, clothing and shelter) than does the average family of similar size. (Statistics Canada, 1999).

III. Context



Map. 1 – Map of Parkdale. (Source: GoogleMap)

Parkdale is bounded by Dufferin Street to the east; the rail lines and Wright Avenue to the north; Roncesvalles Avenue to the west; and the Gardiner Expressway to the south. Queen Street West is commonly seen as the dividing line between North and South Parkdale. The total population of Parkdale was about 36,000 in 2006 (Statistics Canada, 2006). South Parkdale alone had a population of roughly 21,000 in 2006, which represents a decrease of approximately 9% from 2001 (Statistics Canada, 2006).

Parkdale in a broader context

Today, Parkdale is surrounded by a number of increasingly more affluent neighbourhoods that are undergoing processes of revitalization and gentrification: West Queen West to the east, officially designated Toronto's art and design neighbourhood and future home to over 1000 new condominium units just east of Dufferin; Liberty Village to the east, an affluent, mixed-use community built on former industrial lands; and Roncesvalles Village to the north, a growing family neighbourhood recently revitalized through streetscape improvements and rebranding initiated by the local Business Improvement Area (Rankin, 2008).

West Queen West and Liberty Village have been the focus of considerable change over the past 10 years as a result of city growth management policies that permitted the rezoning of large parcels of former industrial lands. As development in Liberty Village spreads west and north toward Dufferin and Queen Streets and construction begins on the numerous condominium towers just east of Parkdale's borders on Queen, forces of change appear to be encroaching on Parkdale.

Historical Development of Parkdale and continuing impacts

Parkdale began as a village in 1879 and was annexed by the City of Toronto in 1889. Due to its proximity to the city centre and the development of the Queen streetcar, Parkdale became the first commuter suburb (Slater, 2005). In the pre-WW II era, many of Parkdale's large houses were subdivided into two or more flats, and large empty lots became the site of small apartment buildings and a large number of rooming houses in the area (Whitzman, 2009). In the 1950s, the construction of

the Gardiner Expressway catalyzed disinvestment and decline in the neighbourhood (Slater, 2005). Further, in the 1960s and the 1970s, a number of social housing projects and large apartment complexes brought more change to Parkdale. Through the 1980s, with de-institutionalization of the Queen Street Mental Health Institution, Parkdale's numerous rooming homes and bachelorettes provided affordable options for many people with a history of mental illness and disabilities.

Community tensions regarding the state of the housing stock in South Parkdale peaked in the 1970s and again in the mid 1990s (Slater, 2005). The result was seen in city policies that were changed to prohibit the division of dwellings into more than 3 units, set a minimum unit size, and restrict the development of new rooming houses (City of Toronto, 1997). A Toronto planning department report from 1997 notes its purpose is to propose "a strategy to encourage families to return to" the ward (City of Toronto, 1997, p.3) and to "re-establish a healthier population balance" (City of Toronto, 1997, p. 2). In order to address concerns about the state of the housing stock while slowing displacement of rooming housing residents, the Parkdale Pilot Project was formed to provide illegal rooming houses with a route to become legal.

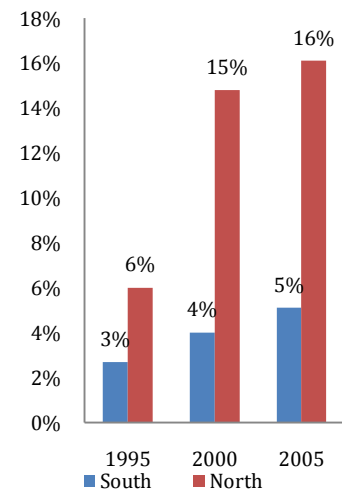
Policy-managed Gentrification in Parkdale

The aforementioned city policies that aimed to "stabilize a neighbourhood under stress" (City of Toronto, 1997), whether intentionally or not, in effect, promoted gentrification in Parkdale (Slater, 2005). Also, the current policy of vacancy decontrol in the Ontario *Residential Tenancies Act*, which Hulchanski and Fair (2008) argue has essentially functioned to phase out rent control, has further impacted on the eviction pressures on rooming house and bachelorette tenants in South Parkdale (Slater, 2005). Furthermore, the City of Toronto has pursued real-estate driven planning approach and neighbourhood revitalization as a strategy for economic growth (Boudreau, Keil, & Young, 2009). For example, Toronto's current Official Plan designates Queen Street West as an Avenue, a strategic space for intensification and real estate development at higher densities (Young, 2005). The net effect of these policies is has been that gentrification has occurred in Parkdale has occurred.

The Parkdale North-South divide

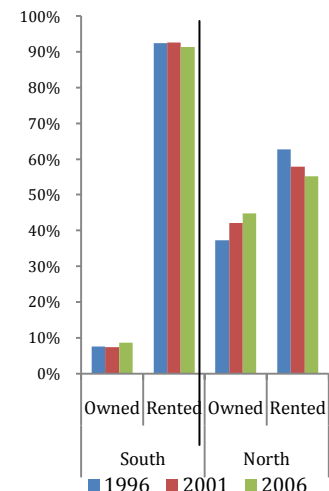
Impacts of gentrification in Parkdale have been incremental but significant in changing the neighbourhood landscape physically and *socially*. More affluent individuals have concentrated in North Parkdale which has more family orientated housing stock, while change has been significantly slower and confined to certain parts of South Parkdale. This split is largely due to the presence and the concentration of rooming houses that do not appealing to more affluent households/individuals (Perks, personal communication,

Figure 1: Increase in the household who earned more than \$100,000, 1995-2005



After the implementation of 1997 bylaw changes, the increase of very higher income households in North is significant.

Figure 2; Changes in housing tenure (owned vs rented) 1996-2006



In North Parkdale, Owned housing has gradually increased, while the housing tenure in South has relatively stable.

2010). The increasing affluent groups can put more pressures not only on housing demands and housing rents in the area but also indirectly on increasing commercial rents and kinds of commercial establishments appealing to a more affluent customer base (Rankin, 2008). This tends to result in a decreasing availability of affordable retails and social space for lower income groups (Rankin, 2008; Mazer, 2009). The impacts of residential changes on commercial landscape on the Queen St W will be further discussed in IV. Analysis of Commercial Change.

Food security in Parkdale: Causes of food insecurity

Canada's food system – that is all stages of production, processing, distribution and consumption of food – is based entirely on the market, where government support, intervention, and regulation is minimal (Metcalf, 2010). Although food security is clearly relevant to everyone, the reality is that in a market-based food system, higher income people are more easily protected against hunger and can prioritize healthy food. This has created a two-tiered food system: one for the economically advantaged who can afford fresh foods like meat and produce that tend to be more expensive; and one for the economically disadvantaged, who often rely on food charity and processed food that is more affordable and less healthy. Thus, in a market-based food system, poverty is the major cause of food insecurity (Health Canada, 2004).

The United Nations World Food Summit Plan of Action defines food security as existing “when all people, at all times, have physical and economic access to sufficient, safe and nutritious food for a healthy and active life” (United Nations, 1996). The UN Special Rapporteur on Food Security focuses on the right to food, and adds the cultural adequacy of food which ensures a dignified life free of fear (UN Special Rapporteur on Food Security, 2010).

For Parkdale, it is important to note that the neighbourhood is not a food desert – there are numerous food establishments to choose from. Thus, physical accessibility is less of a concern in Parkdale. On the other hand, a large population in Parkdale lives either on social assistance or below the low-income cut-off point, making food affordability a high concern. Because rent in Toronto is so high, many low-income households spend more than 30% of their income on shelter (where 30% is the generally accepted measure of affordability), affecting their ability to afford other basic needs such as food (Golden et al, 1999, p. 81). There is a direct relationship between household income and a household's purchase of healthy foods from all food groups, especially where annual household income is below \$15,000 (Ricciuto, Tarasuk & Yatchew, 2006).

However, Parkdale also has a large percentage of marginalized people who have separate food challenges. This includes people who are homeless, who obviously do not have the means to purchase, store and prepare food. It also includes people who live with mental health and addiction issues, many of whom live in supportive housing, and who are also more vulnerable to being homeless or inadequately housed (Hulchanski, 2002). Research has shown that people living in supportive housing often continue to rely on emergency food services (Falvo, 2009). For this population, food security issues go far beyond the ability to purchase food – their food needs exist outside of the market.

For these reasons, we have taken a broader approach to issues of food security in this report. For Parkdale, food security must move beyond access and food *purchasing*, and consider food *acquisition* – all the ways that someone may acquire food. This takes into consideration the structural causes of poverty and hunger (income, housing, a two-tiered food system, etc), and helps address the specific circumstances of Parkdale.

Responses to Food Insecurity

Historically, the earliest responses to hunger were through emergency food banks. Food banks began in Canada in the 1980s as a temporary response to hunger that arose when governments across Canada began to cut social services spending. These services continue to exist today and remain

important institutions for addressing food insecurity. In 2006, more than 894,000 people were reliant on food banks in the City of Toronto (Lister, 2007), and by 2009, there were more than 900 food banks across Canada, of which 2 are in Parkdale (Food Banks Canada, 2009).

In Toronto, a strong anti-poverty approach emerged in opposition to the charitable model, emphasizing the structural housing and income related causes of food insecurity (Tarasuk, 2001; Metcalf Foundation, 2010). For example, “25 in 5” is a coalition of anti-poverty organizations in Ontario that are calling for an increase in social assistance rates. The Stop Community Food Centre, a member organization, runs the “Do the Math” campaign, which emphasizes how challenging it is to pay for basic living expenses and have money left over for healthy, adequate food when living on social assistance (The Stop, 2010). The anti-poverty approach to food security is also dedicated to reducing the stigmatization of poverty and hunger by providing safe spaces where low-income and marginalized people feel welcomed, are encouraged to socialize, and can obtain healthy food in a respectful and dignified way (Quintal, personal communication, 2010; St. Francis Table Interviewee, 2010). Agencies using this model, like PARC, also integrate food issues with other social services such as employment, counseling, health and education programs.

The Time to Act

The food security movement is building in Toronto, from not only the grassroots, but also with significant efforts from the city government. The City of Toronto has taken an active stance in responding to food insecurity, creating one of the world’s first food policy councils in 1991 (Toronto Public Health, 2010). Recently, the city released a food strategy report which outlines six priority areas for action, including the elimination of hunger in Toronto, supporting food friendly neighbourhoods, empowering residents with food skills and creating provincial and federal food policies (Toronto Public Health, 2010). It thereby makes a strong connection between poverty, inequality, hunger and the food system.

The strategy, which is being championed by Dr. David McKeown, Toronto’s Medical Officer of Health, represents a tremendous opportunity for Parkdale to draw on the energy and momentum that is building in the city in order to address food insecurity at the neighbourhood level. This opportunity can be found in a number of ways, but perhaps most importantly, through building partnerships with municipal governments, thus “scaling up” local initiatives to the larger food system (Friedmann, 2007), and through leveraging funding and resources as more government agencies and foundations make food security a policy priority.

IV. Analysis of Commercial changes



Map 2: Changes in business from 2001 to 2009 in Queen Street West and King Street West
(Data source for 2001 & 2006: Centre for the Study of Commercial Activity, Ryerson University and data source for 2009: The Canadian Enhanced Points of Interest directory at University of Toronto)

Understanding the impact of neighbourhood change on the ability of lower-income people to access affordable, healthy food is a difficult task because research on gentrification tends to focus on housing, not commercial change (with only a few exceptions, see Rankin, 2008). However, it has been shown that due to increasing commercial rents, changing consumer preferences, and planning regulations permitting options that suit more affluent residents, it can become difficult for providers of affordable food options to avoid displacement in gentrifying neighbourhoods. As a result, lower income individuals face the problem of declining availability of affordable grocery stores and restaurants and social space (Mazer, 2009; Rankin, 2008). Thus, residential change and commercial change must be considered together to create a full picture of the impacts of gentrification (Rankin, 2008).

Discussions with our client and the terms of reference for this research noted that commercial gentrification appeared to be occurring in Parkdale. In order to provide evidence to support the anecdotal view of commercial change, an analysis was conducted examining how the commercial landscape of the area had changed over time. In order to retain the focus on the study's target population, the analysis focuses on services available within the boundaries of South Parkdale including the commercial strip on Queen Street and pockets of businesses on King Street. The selection of the commercial study area was guided by the service boundaries of the Parkdale Village Business Improvement Association (the BIA) and findings of community mapping study that asked where people accessed food (Lewis, 2009).



Photo 1: Change reduces local ethnic food options

The progress of commercial change reflects the changing compositions of the residential areas in North and South Parkdale noted in the context (particularly on p. 8). Queen Street has recently been the locus of significant rapid change as the trendy bars, coffee houses and galleries of the West Queen West neighbourhood push west into Parkdale. The map 2 shows the businesses in the study area for 2001 and 2009.³

"The downside is as people gentrify they're also often looking for higher rents to pay for the investment they're making in the building, so it does put pressure on affordable food"

-John Doherty Parkdale BIA, personal communication, 2010

Queen Street West

In terms of the impact of that change on food-related establishments, there are currently 59 food establishments on Queen Street West (including cafes, donut shops, restaurants, and licensed eateries). In 2001, there were 48. Also, in the period from 2001 to 2009, there were **16 fewer food stores** on Queen. Of the food related businesses that were operating in 2001, **43 have closed** and reopened as another business. Some notable impacts of the changing commercial landscape include the loss of affordable stores and the loss of cultural food options.



Photo 2: Advertisement for the Parkdale BIA



Photo 3: Signs of neighbourhood change: St. Francis Table next to a new cafe

"Indian stores [in Parkdale] have been slowly replaced by high-end stores"

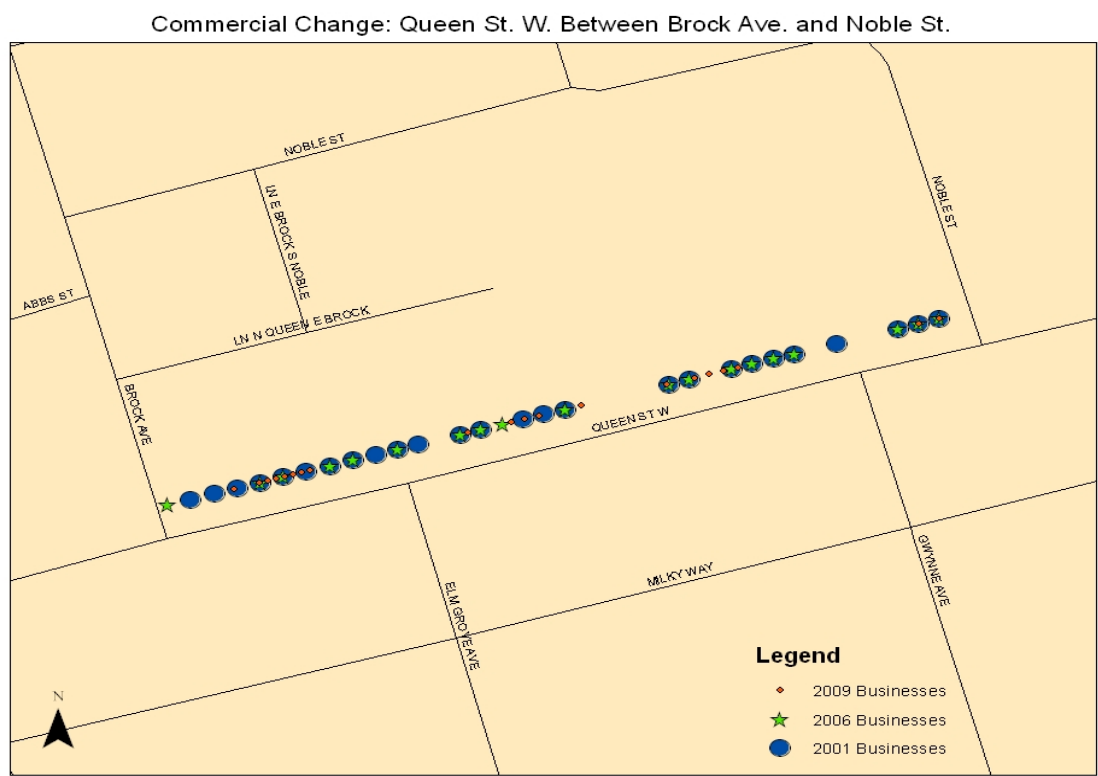
-Carolyn Scotchmer, the Greenest City, personal communication, 2010

In order to gain a clearer picture of impacts of commercial change, a one block stretch of Queen Street was selected for closer analysis. Many key informants noted that commercial activities beyond

³ The data cited in the following section is drawn from the GIS maps noted in Map 2 & 3. (DMTI Spatial, 2009)

the eastern border of the Parkdale seemed to be encroaching on the community. Therefore, the block analysis was focused on the first continuous block, closest to the eastern border of Parkdale, the north side of Queen Street West between Noble Street and Brock Avenue.

Map 3: A block analysis on Queen St W. between Brock Ave. and Noble St.



(Data source for 2001 & 2006: Centre for the Study of Commercial Activity, Ryerson University and data source for 2009: The Canadian Enhanced Points of Interest directory at University of Toronto)

A number of notable changes occurred in the period from 2001 to 2009 for the 27 commercial spaces available in the block. As Table 1 shows, the number of food stores decreased by 1 over the period and the number of restaurants increased by 1.

Table 1	2001	2009
Vacancies	6	2
Small grocery/convenience stores	3	2
Restaurants/Taverns/Bars	5	6

A more dramatic finding than the change in the number of food options is the change in the type of businesses. In 2001, many establishments addressed local needs such as an accounting office, a florist and a local restaurant. By 2009, thirty percent of the business had closed, many re-opening as business that appealed to a more affluent clientele. For example, Parkdale Neighbourhood Church reopened as the Mangez café; the accounting office was replaced with an alternative medicine office

and two upscale restaurants (a wine and cheese bar and a “resto-martini bar”) have opened in formerly vacant spaces (The Parkdale Drink, 2010).

Business owners are changing, as well, which may have implications for food security issues and solutions. One informant noted that small, ethnic shops were often operated by immigrants’ families sharing the hours to stay in business (Rose, personal communication, 2010). Because of the upward pressure on commercial rents, these businesses can be particularly vulnerable as gentrification progresses unless they own the building. Others noted the impact of the younger generation of owners who inherit the family business and may decide to close the business and sell the property or increase rents to generate a greater return on the investment (Dorfman, personal communication, 2010; Planner, personal communication, 2010; Doherty, personal communication, 2010).

“A number of landmark shops that have been here for years and years are gradually disappearing.”

– Bob Rose, PARC, personal communication, 2010

The chair of the BIA mentioned that the majority of new members of BIA are under 40 years old. Many are owner operators attracted to Parkdale by the affordable commercial property and the Queen West address (Doherty, personal communication, 2010). Some of these new businesses have made efforts to reach out to low income and marginalized residents in the community, but, the financial demands of a new business generally results in higher prices (Doherty, personal communication, 2010) and an ‘atmosphere’ that appeals to more affluent members of the community (Perks, personal communication, 2010).

King Street West

Examining the King Street West strip is important because it includes the only large scale supermarket in the neighbourhood (NoFrills), a main food access point for the target population (Doherty, personal communication, 2010; Planner, personal communication, 2010). In terms of change, King Street is fairly stable. In the period from 2001 to 2009, 1 food store and one restaurant opened. Also, all of the 2001 businesses were still operating in 2009 except for 1 restaurant and a small grocery store. Further, a site survey of King Street revealed that businesses tend to provide services that serve local needs such as a small food shop, pharmacy or bakery and are more economically accessible to low-income residents. Yet, as the stretch of King Street to the east of Dufferin continues to be built out with a new condominium and additional townhouse developments, the stability of King Street West in Parkdale may also begin to change.

Are new developments parts of the changing neighbourhood?

As noted in Context, the influx of new residential and commercial developments in a neighbourhood can affect neighbourhood food security. In order to assess the impact of new development, applications filed with the city were examined. In the period from January 1, 2006 to November 30, 2010, planning applications were filed for 21 properties in the ward that contains Parkdale of which 3 pertained to the Parkdale area (City of Toronto, 2010c). Of those developments, the first was for an infill development in South Parkdale, containing 6 upscale units, advertised at over \$750,000. The second application was for a small-scale addition extension. Finally, an application for an 8 storey condominium with retail at grade was recently approved and will be built at the corner of Queen Street West and Dufferin Avenue, on the eastern border of Parkdale. The existing building, a

retail plaza which will be demolished, currently houses 6 businesses including 2 restaurants as well as a small church facility and the office of an ethnic women's community group.

Two sections of the provincial Planning Act, 1990 permit the City to seek community benefits as part of the approval process for new developments. Thus, there is an opportunity for communities to work with the local councillor to ensure that benefits are used in the community in alignment with community needs. The first is Section 42 of the Planning Act which addresses parkland dedication, requiring that new residential or commercial developments contribute a percentage of land as open space or provide cash in lieu of land (City of Toronto, 2007a). The second is Section 37 of the Planning Act which allows the city to grant developers the right to increase height or density of a project in exchange for the developer's provision of community benefits (City of Toronto, 2007b). In the case of the development at 1205 Queen Street West, Section 37 was not applicable to this development as no additional height or density was requested but Section 42 does apply (City of Toronto, 2010c).

Funds contributed through for community benefits are held in reserve for future capital investment in the community. In the case of Section 37, funds can be directed to create new capital assets or to improve existing assets such as community centre. Section 37 monies can also be used to fund area planning studies such as a heritage district study which may align with a commercial displacement prevention strategy. A limitation with the parkland dedication is funds can only be used for new or existing facilities of City Parks and Recreation or to establish new park and only 25% of dedicated funds must be used in the community. Although there has not been significant new development to date, the opportunity to influence how community benefits are applied may become more significant as a trend of change progresses in Parkdale.

“This is the first project proposed for the area west of the rail corridor and represents a form of development that is consistent and compatible with its surroundings.”

- City of Toronto, Final Planning Report, 1205 Queen Street West 2010

V. Findings

Finding 1: What are community agencies doing?: Results of the Agencies Survey

We identify 22 social service agencies actively operating in Parkdale that address issues of poverty in a myriad of ways including food security issues. Of the 10 agencies that responded to the survey or were interviewed, there are a variety of programmes that include occasional meal provision and nutrition education as part of a broader objective around social services. Also, food nutrition and preparations programmes appear to include an element of social support, as do some the drop-in centres that provide meals.

Although key challenges facing the social service agencies in meeting community members' needs are discussed in the next finding, there are three key points to be addressed. First, although establishing partnerships has also been raised as a challenge, most of agencies surveyed expressed an interest in collaboration. Second, most of organizations, including organizations that do not currently have food programming, have indicated that they would be interested in joining a bulk-buying club. We did not get survey responses from agencies addressing social issues not directly related to food security. However, through follow-up phone calls it was discovered that some of these agencies provided referrals to local food banks and that they may be interested in supporting food initiatives in the area. However, these inputs were anonymous and it is recommended that further follow-up with a range of Parkdale agencies take place.

Finding 2: Immediate hunger services are stretched for resources

2-1. There will always be the need for emergency food services in Parkdale.

As previously discussed, until systemic issues of income security and housing are adequately addressed, food insecurity will likely continue to exist in Parkdale, requiring many people to acquire food outside of the market system. Parkdale's homeless and precariously housed population will likely continue to need emergency food services, as will many of the people in supportive housing (Falvo, 2009; Golden et al, 1999; Hulchanski, 2002). Several of our key informants also conveyed this message (Lima, personal communication, 2010; St. Francis Table, personal communication, 2010; Quintal, personal communication, 2010). For example, Michelle Quintal, Program Chef at PARC, talked about how it is a lot of work for anyone to maintain healthy eating habits and prepare healthy foods. When other challenges of poverty and food insecurity are added, it becomes even more challenging. She talked about the issue of "ability," suggesting that some people just struggle more in this regard because of their history and lived experience and because they may not have learned the skills needed to buy, prepare and store food properly (personal communication, 2010).

For these reasons, there will continue to be a need in Parkdale for emergency food services such as drop-in meals and food banks for the foreseeable future. Thus, despite efforts by Parkdale agencies to move beyond charity services and take a structural approach to food insecurity (tying together issues of hunger, poverty, income, housing and policy), emergency services will have to remain a part of the response to hunger.

However, all emergency service agencies find themselves stretching their limited resources. Cuts to government funding, inconsistent grants and donations, and limited staff hours make it hard to sustain these meals programs (Lima, personal communication, 2010). And if one emergency food

service has to shut down temporarily, it puts pressure on all of the other agencies (Quintal, personal communication, 2010). Since these services will likely always be needed, they will require long-term funding and support in order to sustain their services.

2-2. Agencies are limited by precarious food donations

Organizations we spoke to rely primarily on donations of food in order to run their food services. Most of these donations come from the Daily Bread Food Bank, Second Harvest, or individual partnership with food retailers such as local grocery stores (Quintal, personal communication, 2010; Ramchaitar, 2010). While these donations are greatly appreciated and necessary for non-profit organizations keep costs down, donations are often precarious, making it hard for program chefs to adequately plan meals to ensure that they will either a) have enough food or b) have healthy, balanced meals (Rose, personal communication, 2010).

Processed, canned and packaged food often last longer and is donated more frequently, while fresh produce is difficult to keep fresh during storage and transport. While all program coordinators we talked to understand the importance of healthy food options, and most make it part of their mandate, the food they receive is often beyond their control, and they have to make due (Quintal, personal communication, 2010). Sometimes this requires program coordinators to go above and beyond their regular duties just to ensure that the meal can be served. For example, several of our key informants said that they sometimes contribute their personal income to the programs they run.

The alternative food procurement options are fairly limited: growing their own food through community gardens is labour intensive and requires adequate space. Making partnerships with local farmers could be a viable option, but would also be challenging for an individual agency in terms of time and resources. Further, getting together with other agencies to buy bulk food requires storage space that most agencies do not have (Quintal, personal communication, 2010).

The City of Toronto's "Creating Health +" program is a collaboration between the City of Toronto's Department of Shelter, Support and Housing, Toronto Public Health, Daily Bread Food Bank and George Brown College, and delivers nutritious food staples such as eggs, milk and bread to 24 drop-in centers each week in addition to training drop-in cooks to prepare nutritious meals. This program is an important way in which drop-in agencies reduce costs and increase reliability of food and nutritious options, and gain extra funding support from the City, but it does not reach all agencies in Parkdale (Quintal, personal communication, 2010).

2-3. The challenge of going beyond emergency services

Most agencies are restricted in their ability to go beyond the services they currently provide. Although all organizations recognized the importance of creating a self-sufficient, empowered neighbourhood food system that was accessible to low-income and marginalized people, and expressed interest in doing more work to address the systemic causes of hunger and poverty (Perks, personal communication, 2010), a great deal of energy and resources is required to maintain current programs and services and agencies feel restricted in expanding programming (Lima, personal

"It's about reliability. The food donations truck has shown up and given us a little bit of food, and then it has shown up and given us five times that amount of food and I have nowhere to put it. One day all I could get is five barrels of peaches, and I need to feed people for three days with that."

- Michelle Quintal, PARC, personal communication, 2010

communication, 2010; Quintal, personal communication, 2010). Furthermore, many agencies were critical about applying solutions from other jurisdictions to Parkdale, emphasizing the need for collaboration among local organizations that know Parkdale best (Scotchmer, personal communication, 2010).

Finding 3: Limited ability to manage neighbourhood change

3-1. Current legislation makes it difficult to control commercial change

Zoning by-laws control the physical location and type of land uses found in the city. As such, zoning could provide a means of protecting community food options; however, Councillor Perks noted a significant challenge in this regard, specifically, that the city has a limited ability to control commercial uses (personal communication, 2010). For example, the current zoning classification for the section of Queen Street West that bisects Parkdale is a commercial residential mixed use district (detailed in Appendix 4). A broad range of commercial uses are permitted ranging from dry cleaners and clothing stores to banks and funeral homes. Grocery stores and restaurants are also permitted (City of Toronto, 2010a).

Under the current zoning regulation, the City cannot prohibit a use permitted by the current zoning by-law if other city standards and policies are met (City of Toronto, 2010a). In other words, if a food shop closes and is replaced by a non-food related business, the city has no means to prevent this change of use as long as the new use is permitted under the zoning designation. Thus, the current by-law provides no means to control the displacement of specific commercial uses such as food stores and restaurants. Further, the by-law includes no mechanism to ensure that specific uses such as food stores and restaurants are present in a zoning district (City of Toronto, 2010a). Even for necessity like food, local availability is determined by market forces. As the local councillor noted, food is treated as simply another commodity (Perks, personal communications, 2010).

3.2 Possible ways to control commercial uses

Councillor Perks noted that the City has used its control over liquor licensing as one way to exercise some control over commercial uses. For the section of Queen Street in Parkdale, the zoning by-laws indicate that night clubs (called entertainment facilities in the by-law) are not permitted but restaurants are (City of Toronto, 2010a). In practice, however, there has been some question as to the effectiveness of these distinctions. Further, it is not clear how this restriction would help to prevent commercial displacement in order to improve food security for the target population.

One means of slowing commercial displacement that has been used in other parts of the city is to create a heritage conservation district. A precedent currently exists near Parkdale for the segment of Queen Street West between Spadina Avenue and Bathurst Street where the Queen West Heritage Conservation District was created in 2007 (Office of Urbanism, 2006). The Queen Street strip in Parkdale currently contains 29 designated heritage properties. Benefits of the heritage conservation district include the preservation of smaller storefronts and the application of restrictions on changes to the building form and structure which supports greater commercial rent affordability making it more likely that independent retail outlets such as food stores and restaurants can survive. According to Reid (2008), this translates in a more balanced approach to gentrification.

3-3. Planning buildings, not neighbourhoods

Although many Official Plan policies set an environment where change is possible, the planning department does not formally track the progress of neighbourhood change as it occurs, which creates a challenge to affecting a specific agenda such as food security. The development application process only assesses new buildings in relation to the permitted zoning, compatibility with the built form in

the area, the building context and potential impacts on surrounding buildings and communities. The context considered in this process is site specific and the overall neighbourhood wide impact is generally not part of the considered for an individual application (City of Toronto, 2010a).

A further limitation to achieving community food security is that the development approval process currently has no mechanism by which the accessibility of food purchasing options is assessed (Toronto City Planning, 2010; planner, personal communication, 2010). Thus, the direct impact of new development on local food purchasing options is not a required consideration. This only becomes a consideration if the planner is aware of significant local community and political pressure regarding the issue (planner, personal communication, 2010). The Toronto Food Policy Council had recommended the inclusion of food access consideration as part of all development approval processes (Toronto Food Policy Council, 2000) The Official Plan mentions that it takes into account food related policies in the city such as the Toronto Food Charter; however, these city strategies do not have “the status of policies adopted under the *Planning Act*” (Toronto City Planning, 2010, p. 5-13) which means that the public has no mechanism to appeal a city decision through the Planning Act on the basis of its failure to adhere to these policies.

3-4. Backlogged Avenue study in Parkdale

Only the Avenues designation provides a mechanism for a broader consideration of area-wide impacts requiring that a study be conducted prior to permitting new development taking into consideration the vision and action plan for the area. The focus of the Avenue study analysis is primarily streetscape, park and open space, transit and hard infrastructure (City of Toronto, 2009). However, the former area planner noted that the Avenue study at least provides an opportunity for the community to voice concerns about emerging issues and often provide city planners with the chance to see the cumulative effect of area change and development (Planner, personal communication, 2010).

Despite the opportunity for consultation, in practice, the Avenue study process is backlogged. Currently, the funding level allows the city planning department to conduct only 2-3 avenue studies per year, and no new Avenue studies have been undertaken in 2010 (City of Toronto, 2010d). The selection process for Avenue studies is also dependent on political forces such as councilor support (Bowman, 2007). As a result, development is currently being approved along the Avenues without the guidance of Avenues studies.

Finding 4: Regulating existing spaces: Ensuring a place for all

Legislation, codes, standards and by-laws guide how residential and commercial spaces are used. These regulations act collectively to achieve health and safety objectives and reinforce the policy goals of the city. Yet, some policy responses can impede innovative solutions to food security challenges and aggravate other income and housing related challenges faced by the study target population.

Further, regulations that prohibit the coexistence of a kitchen and a bathroom in a rooming house room, combined with property owners’ attempts to maximize rental space by restricting accessible space for shared uses has left some residents without access to cooking facilities. This problem makes the need for food assistance more acute. Informants noted these characteristics as support for the need for gathering spaces and affordable food establishments in the neighbourhood (Perks, personal communication, 2010; Doherty, personal communications, 2010).

In terms of solutions, the client expressed an interest in exploring opportunities for congregate dining options in response to food security challenges. Community kitchen spaces that individuals can use to prepare food have also been used in other jurisdictions (. Yet, implementing these solutions can be hindered by a number of challenges. Firstly, the Food Premises regulation and the Toronto by-law require that any food intended for public consumption is prepared in the presence of a certified food

handler (City of Toronto, 2006; Food Premise, R.R.O., 1990. Also, the shortage of affordable and available public community space to host such activities is difficult to find (Doherty, 2010).

“People coming from intensive care, such as a shelter or a mental health facility, where all their meals were provided for them... they become disenfranchised about food. Food is about survival for them. And outside of intensive care, people living in single dwellings, eating is a solitary and isolated act.”

- Michelle Quintal, PARC, personal communication, 2010

Finding 5: Opportunities exist for bridging the North-South divide

5-1. For Parkdale, collaboration is key but challenging

One of the key ways of bridging the north-south divide is through partnerships and collaboration that cut across socio-economic differences and get the whole community involved. This would include partnerships between agencies that provide food services, the BIA, the Residents' Association, local businesses and other community groups, as well as community leaders.

Our survey of Parkdale agencies found that many are interested in collaborating around food issues, but that collaboration is not currently being maximized in Parkdale. There are a number of reasons for this. For example, for many service providers, partnerships increase the workload of an already stretched staff (Quintal, personal communication, 2010). One key informant expressed concern over the benefits that they gain as an organization in some of their partnerships compared to the amount of resources they require. Another particular challenge that came up involved the need for anti-poverty organizations to work with other agencies that understand the complexities and sensitivities of working with marginalized people. Anti-poverty organizations sometimes face more barriers and limitations to participating equally in collaborative initiatives and partnerships.

5-2. The need to develop participatory planning processes

A successful food security strategy that relies on collaboration between the whole community will require a participatory planning process that actively engages a variety of stakeholders and organizations. Research on participatory planning shows the importance of creating processes that are inclusive and encourage participation by low-income and marginalized groups that are often under-represented (Arnstein, 1969; Innes and Booher, 2004). Building participatory processes helps to invert and challenge power structures that tend to favour the perspectives of people with higher social, political or economic capital (Cornwall, 2008; Forrester, 1989).

Forester (1989) outlines three modes through which power may be exercised: decision-making, agenda setting and felt needs (how participants feel about the process). Rankin and Goonewardena emphasize the need to take an approach of equity rather than equality: “Treating people equitably does not necessarily require that they be treated the same. In fact, it is possible to justify treating some groups differently on equity grounds –in order to correct for past histories of injustice, for example, or in order to accommodate, and indeed valorize, distinctive cultural practices” (2004, p. 12).

The East Scarborough Storefront runs “Community Speaks” events that bring members of the community together over food to discuss important and timely issues that are of concern to the community. The highlights are then published in a brochure and are used to inform the Storefront’s work. There is infrastructure for these kinds of events already established in Parkdale that could be drawn upon or built on. For example, the Parkdale Liberty Economic Development Corporation

(PLEDC) worked with MPP Cheri Dinovo to do community visioning between 2007 and 2008 that brought together hundreds of community members. PLEDC currently runs town hall meetings that are similar to the Community Speaks.

As Parkdale increases collaboration, it is important to understand how some voices may get excluded or further marginalized in such processes. By ensuring equitable participation – that low-income groups and marginalized voices are an integral part of each step, from decision-making to agenda setting and shaping felt needs – Parkdale can build a powerful network of partners that cut across socio-economic divides. The key is to celebrate the diverse voices of Parkdale and prioritize marginalized perspectives.

5-3. Leveraging wider support through allies

Our key informants highlighted how the specific needs and challenges of Parkdale's most vulnerable populations must inform any work in the community. For example, John Doherty from the BIA discussed the need for new businesses to be aware of the neighbourhood they are starting a business in (personal communication, 2010).

Efforts to bridge the north and south communities of Parkdale can present a number of opportunities for anti-poverty organizations. For example, many of the new populations moving into Parkdale are professionals who may have particular skills that could be helpful for non-profit agencies. Furthermore, populations high in financial and social capital could leverage wider support throughout Toronto for Parkdale's food security initiatives, such as media attention, or donors.

A number of the anti-poverty organizations that we talked to explained that building partnerships with agencies, businesses and individuals in the community who they considered allies not only made their job easier, but also protected the anti-poverty principles that informs their work (Quintal, personal communication, 2010; Dinner, personal communication, 2010). For anti-poverty organizations in Parkdale, this often takes the form of raising awareness within Parkdale to ensure that the community knows and understands issues of poverty and marginalization. Furthermore, it is important to find allies in the community with whom to build partnerships, allies who understand and support the anti-poverty mandate.

5-4. Safe spaces for marginalized people should be protected

Much of the anti-poverty work done in Parkdale has carefully developed a good relationship with community members over the years, creating a safe, welcoming and supportive space for vulnerable and marginalized people (St. Francis Table Interviewee, 2010; Quintal, 2010). Because of issues of stigmatization, some marginalized people may not feel comfortable or welcome in all spaces. This needs to be kept in mind when decisions are made about where partnership events will be held, and how spaces can be made accessible and safe. However, it also suggests the importance of protecting the spaces that low-income and marginalized populations already use. Thus, efforts to increase 'social mix' should prioritize the needs of vulnerable groups by asking questions like, "what makes you feel comfortable in this space, and what aspects of it are important to you that should be maintained?"

Finding 6: Food as a Social Convenor

The idea that food has the potential to bring a myriad of people together, to act as a social convenor, came up repeatedly in key informant interviews (Quintal, personal communication, 2010; Perks, personal communication, 2010; Dinner, personal communication, 2010). An example of this is gardeners, who "belong to a community that often includes a diverse demographic of race, age, sex, religion, and tradition" (Flachs, 2010, p. 1). A key aspect of food as a social convenor is that people are brought together in a specifically public way, which can aid in building community trust (Dorfman,

personal communication, 2010). Findings related to educational programs, co-operatives, farmers' markets and community gardening will be examined as strategies or models to do so, along with their implications for the poor in Parkdale.

6-1 Community kitchens facilitate skills development and social benefits

Many food-related programs in Parkdale contain an educational element. Community kitchens in particular are a great opportunity to provide residents with additional education and information on preparing healthy meals. Community kitchens also act as food-related social convenors. St. Christopher House is developing a new program, Strengthening Family for Parents with Youth, which aims to address the crucial issue of eating healthy food. Cooking sessions for both parents and youth will emphasize the value of healthy food, food preparation and other food-related education (Lima, personal communication, 2010). Yet a challenge facing the community kitchen program is the limited funding that, to large degree, determines how much and what quality of food they can buy, and how many people they can serve (Lima). Unlike other emergency services such as food bank, the number of people who can attend the program at one time is limited due to space, staff and available food. In some cases, particularly at the end of the month, more than 40 people come to the community kitchen program that can accommodate around 20 people. Also, finding a space for the program is another challenge arising from the limited financial resources, which limits the number of the programs the agency, can provide (Lima).

“Can you imagine we do community kitchen having [limited amount funds] per month to buy foods for sometimes 30 [people]? We limit 20 but sometimes have 30-35, and...40 because they know we gonna have food for free so everybody wants to come.”

- Naly Lima, SCH, personal communication, 2010

6-2. Farmer's market and the co-operative model facing a challenge in ensuring social inclusivity

Co-operatives are “autonomous association[s] of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise” (ON Co-op, n.d.). Thus they can be food-related models which bring people together. In Parkdale, there is the West End Food Co-op [WEFC], which successfully established the Sorauren Farmers' Market in 2008. The WEFC also plans to open a new co-operative retail store by early 2011, which will include a community kitchen and other spaces to meet and socialize (WEFC, 2009). An innovative way the WEFC has brought Parkdale residents together was through its Community Food Mapping Project in the summer of 2009. The Community Food Mapping Project included residents living at or below the poverty line by holding two workshops at PARC's drop-in centre, along with less marginalized populations (Lewis, 2010).

There is, however, a concern about whether the WEFC can be socially accessible to low-income and marginalized people (Dorfman, personal communications, 2010; Dinner, personal communication, 2010). For example, the Sorauren Farmers' Market is located close to the northern-most edge of North Parkdale. While farmers' markets are another way that residents can convene and interact, it is likely that this location is inconvenient for lower-income residents in South Parkdale, as it might not be a reasonable walking distance for them

“Everything in Parkdale seems very expensive, and mostly found in convenient-store form. We have a farmer's market, but it is dedicated to organic produce, which is important, but... the neighbourhood probably requires something cheaper.”

- Michelle Quintal, PARC, personal communication, 2010

and they might not be willing to pay \$6 for a round-trip TTC fare. Further, in the WEFC's Community Mapping Project it was often noted that price and convenience were the two main reasons participants frequented low-cost grocery chains (Lewis, 2010). Pricing at the farmer's market may not be accessible for the low-income groups.

West End Food Coop has a potential to provide community benefits include education on diet and nutritional information, gaining control over an important aspect of one's life and demanding food and services which may not otherwise be provided in the area (Lawless, 1996). To obtain these benefits for low-income residents in Parkdale, ensuring a social inclusivity for low-income groups is a crucial challenge that needs to be addressed.

6-3. Community gardening faces major challenges

The benefits of community gardening include the hosting of community events, the provision of safe spaces for children and the provision of an opportunity for socialization (Flachs, 2010). In Parkdale, The Greenest City has two garden plots operating on city-owned property and a third plot on private land (Scotchmer, personal communication, 2010). More specifically, The Greenest City coordinates the HOPE community garden, which provides for street-involved youth to develop leadership roles and for different communities to form cross-community and cross-generational connections (Perks, personal communication, 2010). Despite the benefits of community gardening, there are several issues with expanding community gardening in Parkdale. Firstly, the city is understaffed and unable to process community gardens applications due to a lack of transparent food policy at the municipal level (Scotchmer, personal communication, 2010). Further, community gardens face a regulatory barrier that prohibits gardening for the commercial purpose on city property (ibid). Third, Parkdale is a residentially-dense neighbourhood, of which 90% is residential, so there is limited space for expanding community gardens (ibid). Finally, gardening is time- and labour-intensive, thus low-income residents who may be working two or more jobs may not have the time or the energy to engage in gardening.

VI. Principles

We found a number of principles that surfaced throughout our research and interview with key informants. These principles are important for understanding how food security and anti-poverty work is approached in Parkdale specifically and throughout the food security movement more generally. These five principles guided our recommendations.

1. **Food is a right.**
2. **Serving with dignity and respect:**
Poor people deserve safe and welcoming spaces where they are shown respect and can access food in ways that are dignified and not demeaning. This often involves building relationships with members of the community, and being non-judgemental about the ways that different people cope with the struggles they face in their lives.
3. **Creating welcoming accessible spaces:**
All people need human connection and positive social relationships. Food is a powerful tool that can bring people together and reduce the isolation and loneliness that many poor and marginalized people face.
4. **Comprehensive approaches to poverty:**
Poverty and hunger must be addressed comprehensively, connecting issues of food to housing, education, health and social support. Many of the organizations we talked to provide a variety of support and services that address a variety of underlying causes of poverty and hunger, of which food is one important piece.
5. **Whole community strategies:**
The nature of the housing stock in Parkdale have restricted the pace and magnitude of change in the neighbourhood. As such, low-income and marginalized communities will continue to co-exist with more affluent communities for the foreseeable future thus strategy must consider this neighbourhood coexistence.

VI. Recommendations

Based on our findings, we developed 10 recommendations.

Recommendations	Priority	Feasibility
1. Collaboration: Build a neighbourhood food coalition	High	High
2. Expand the Ambassador Program	High	High
3. Partner with local businesses	Medium	High
4. Push Queen Street West Avenue study	High	Medium
5. Pursue protective zoning	Low	Medium
6. Invest in community land trust	Medium	Low
7. Develop a neighbourhood food hub	High	Medium
8. Start fresh food market in Parkdale	Low	Medium
9. Enable bulk buying between agencies	Medium	High
10. A pilot project for the Toronto Food Strategy	Low	Low

1. Collaboration: Build a neighbourhood food coalition

The idea:

There are many agencies operating programs within Parkdale that are addressing food security in a myriad of ways. However, based on the research and findings, collaboration amongst Parkdale agencies appears to be ad-hoc. Thus, we propose that agencies in Parkdale form a food coalition, based primarily on regular and purposeful communication. A co-ordinated effort supported by consistent communication mechanisms would assist in bridging agency needs and resources in the community.

How it would work:

The purpose of the coalition would be:

- To facilitate the co-ordination of Parkdale agency responses to food insecurity
- To exchange expertise and information among different agencies
- To assist with community-wide advocacy for food security
- To leverage the Toronto Food Strategy in a strategic way that supports all Parkdale agencies

The coalition is an opportunity for creating community-wide responses to neighbourhood issues that range from logistics, such as food deliveries, to broader socio-economic issues requiring a campaign and advocacy work. The benefits of collaboration have been shown to positively impact access and responsiveness of services (Graham, n.d.).

While the coalition could remain an informal network, we feel that commitment to providing a comprehensive and holistic neighbourhood food strategy is best displayed through a formal structure that encourages the building of relationships and trust. Supplemental to the core purpose suggested above, the coalition may lead the implementation of other projects presented in the recommendations such as the Food Hub, and/or a Community Land Trust.

Early days

An initiation process for a Parkdale food coalition would necessarily begin with needs analysis and consensus building exercise. All agencies involved should have the opportunity to make their needs known, as well as their successes and strengths. Consensus around action items for the coalition would need to be established in order to direct the way forward and prioritize opportunities and resources. Ideally this would be done in an open process where non-agency stakeholders, such as the West End Food Co-op and the City of Toronto, could be present and strategic ties can be made.

In the short term it is important that the coalition establish an achievable common goal with a short time-frame in order to bring people together, boost morale, motivation and support. Suggested immediate tasks include setting up a communications plan and system and forging ties with the BIA to facilitate local donation of surplus foodstuffs (details in Recommendation 3).

The coalition could be a key actor in implementing a number of the recommendations in this report, including the development of a food strategy. A detailed description of governance model is in Appendix 5.

2. Expand PARC's Ambassadors Program

The idea:

PARC's Ambassadors Program was developed "from the need to inform and explain... Edmond Place, to the community" (PARC, 2010). Edmond Place is PARC's new building development containing affordable rental units, which some businesses and home owners felt might be an unwanted boarding or rooming house (PARC). With the Ambassadors Program, PARC members engaged the wider community and helped clear up misconceptions, at the same time building whole-community relationships. By expanding the Ambassadors Program to cover other key issues in the community, such as food acquisition, PARC will be bringing the residents of North and South Parkdale together as allies, bridging the North-South divide in the community. The expanded program will act as a participatory planning piece around the food strategy. PARC could also expand the program to other community agencies and beyond so that external champions act as ambassadors to inform the wider Toronto community about food-related issues Parkdale faces.

How it would work:

To expand the Ambassadors Program within the Parkdale community is highly feasible. This would simply involve PARC, other community agencies, and/or PARC members deciding which issues should be part of the expanded program. PARC would need to contact former ambassadors to maintain their commitment to the program and possibly recruit additional PARC members if more ambassadors are required.

Expanding the program beyond the local community would require additional work. PARC could begin by establishing a connection with the local planner and strengthening the connection with the city councillor, Gord Perks. The local planner and Councillor Perks could bring the key issues to the City of Toronto's City Planning division, City Council and policy makers who would gain insight on issues which may be significant to other neighbourhoods in Toronto. The City of Toronto's Food Connections report recommends that food system thinking become embedded in city government (Toronto Public Health, 2010), and our champions recommendation is one way to do so.

PARC could also reach out to business leaders and other stakeholders who are concerned about issues such as housing affordability and poverty, including Ed Clark (the TD Bank President), Don Drummond (former chief economist for TD Economics), Alan Broadbent (Chair of the Maytree Foundation) and/or Ratna Omidvar (President of Maytree Foundation). This strategy would aim to make connections with influential allies who the Parkdale community could benefit from. Ideally, the external champions would bring forward Parkdale's issues to other forums such as the Toronto City Summit Alliance so that poverty-reduction strategies can be collaborated on.

One relevant initiative to examine is St. Christopher House's Modernizing Income Security for Working-Age Adults (MISWAA) project. By partnering with the Toronto City Summit Alliance, St. Christopher House was able to bring low-income participants together with researchers, policy analysts, and advocates, and leaders from various sectors to "identify the priority problems and possible solutions to income insecurity" (St. Christopher House, 2004). This multi-stakeholder project resulted in a final report, Income Security Strategies for Working- Age Adults (ISSWAA).

3. Partner with local businesses

The BIA and a number of local businesses we talked to expressed interest in establishing a system for local businesses to donate food directly to local agencies (Doherty, personal communication, 2010). This presents an opportunity to begin building partnerships with local businesses and the BIA, providing a concrete project on which to collaborate. It could start as simply as developing a network, where businesses and agencies make personal connections that facilitate direct donations. In the short term, a list-serve could be used to increase communication between businesses and agencies. For example, when businesses have food to donate, they can email the list-serve, and

agencies that are able to pick it up can let the business know. Or if an agency is contacted directly by a business, but is unable to pick up or use the donated food, they could let other agencies know via the list-serve so that the food is not wasted.

In time, more formal programs could be explored. For example, a location could be identified where businesses can drop food off that is later distributed to agencies (of course, keeping in mind that storage facilities still pose a challenge to the community). Or, a system could be developed where donations are picked up directly from businesses on a regular schedule. This would require more resources, such as access to a truck and staff time, but could be a longer-term goal to work towards.

4. Push for Queen Street West Avenue Study

Toronto's Avenue Study of the Official Plan provides an opportunity for a comprehensive view of change in the neighbourhood. Yet Avenue Studies have been backlogged not only in Parkdale (for example, Queen St. W between Dufferin and Roncesvalles). Anticipatory community action is advised given the challenges that the city and the community faced with development in the West Queen West neighbourhood and the initiation of new development in Parkdale at 1250 Queen.

The selection process for Avenue Studies depends on political forces such as councilor's support (Bowman, 2007). Currently, the funding level would allow the city planning department to conduct only two to three Avenue Studies per year, and no new Avenue Studies have been undertaken in 2010 (City of Toronto, 2010d). Also, "demonstrable community support for an Avenue study" is one piece of 11 selection criteria (other selection criteria are in Appendix 6). For example, although it is not Avenue Study, residents in the West Queen West Area successfully used a petition and lobbying of the city councilor to bring about an area planning study on local restaurants on Queen that "operated more like bars" (City of Toronto, 2009). Thus, community organizing and engaging the councilor to support conducting Avenue Study is crucial. Even if Queen Street in Parkdale is not chosen, the request will be put into the list for the future candidates.

Action Items

Given the concern about the current level of change in the neighbourhood and the significant development occurring to the east, we recommend that:

- A community engagement process that includes the Coalition and the Ambassadors initiatives as well as Parkdale BIA and local residents association in order to build broad community interest and support for the Avenue study in Parkdale (Queen Street West between Dufferin and Roncesvalles)
- Meet with and gain advice about best political next step from local councilor, Gord Perks
- With councilor's advice, connect with local planner and push the agenda to Toronto and East York Community Council

*Alternative suggestion: request a restaurant study using WQW as a precedent

5. Pursuing Protective zoning

The idea:

Protective zoning can be implemented to counter the effects of start-up businesses catering to a regional clientele resulting in a loss of local services. It can also assist in stabilizing the cost of commercial rental properties in the area by limiting the scale of new developments. It is a small step

that slows down the effects of gentrification and subsequent displacement of small businesses by deterring speculative interest and regional destination shops from moving into the area. Protective zoning in Parkdale is in response to the changing profile of an outward looking shopping and restaurant district. It is also in part a pre-emptive strategy in the face of condominium development along Queen St. West and potential big-box interests in the future.

How it would work:

Town Serving: In Palm Springs, Florida, 'Town-Serving' zoning was introduced with the stated intention of "of encouraging and providing a necessary balance of 'personal service' commercial uses for residents" (La Rue Planning and Management Services Inc. 2010, p1). The zoning was implemented against a backdrop of encroaching regional destination shops (La Rue Planning and Management Services Inc., 2010) that replaced necessary local business supportive to the surrounding residential community, such as the butcher shop and pharmacy. A key lesson in the Palm Springs case is that effective preservation of local-serving business can be achieved while still pursuing a commercial district growth model. The number of businesses in Palm Springs continued to grow (La Rue Planning and Management Services Inc., 2010) despite perceived limitations that operating a business in a 'Town Serving' jurisdiction would limit business innovation and the entrepreneurial spirit.

Heritage Preservation:

Pike and Pine Corridor in Seattle successfully implemented a 'conservation district' in the area that focuses on the four key areas of; (1) architectural preservation; (2) mixed commercial and residential uses; (3) culture; (4) housing and community of neighbours as the basic conservation goals. The maintenance of older buildings has the effect of keeping rental costs low which, in Seattle was further supplemented by a mandate to protect/preserve affordable rental housing and rental subsidies (Lund Consulting, 2009; n.d.). (See effects of gentrification on Pike 'n Pine pre-protective zoning, Barnett (2006).

Heritage preservation is particularly applicable to Queen Street due to its rich architectural and historical significance dating back to 1793 when it was known as Lot Street (Office for Urbanism, 2006). The number of Queen Street buildings between Dufferin St. and Roncesvalles Ave. that are currently designated as heritage properties totals twenty-nine properties. The area of Queen Street West between Spadina and Bathurst was designated a heritage District in 2007 (Ontario Ministry of Culture, 2008). In the planning study carried out for approval of the Queen West Heritage Conservation District, a recommendation was made to further extend the study area west to Bathurst. Following this a request to carry out a similar study as far west as Dufferin, was tabled and supported at council in 2007. This sets a strong precedent for Queen Street West in Parkdale to Roncesvalles Ave.

The implications of the heritage district have kept big-box retail at bay through the preservation of smaller storefronts, mixed use development and strict guidelines on building form and structure maintaining. Limits on development have also maintained some semblance of rental affordability which supports independent owned retail outlets, the kind crucial to Parkdale residents. According to Reid (2008), this translates in a more balanced approach to gentrification.

Start Now:

The request for a 'town-serving' zone is done through an amendment to the Zoning By-law, or an Official Plan amendment. This process can happen as part of the Avenues Study recommendation made below. A Heritage District is defined through a by-law passed by the city with respect to the Ontario Heritage Preservation Act. A study for the area is required that provides background to the historical and architectural significance of the area as well as the character defining features that

warrant preservation. While an area plan is not a legal requirement, it is encouraged and could be done in tandem or as part of the Avenues Study proposed.

The process of creating a Heritage Conservation District begins with four key inputs. The four key inputs as presented in the Queen West plan are (1) Context Analysis; (2) Planning Policy Analysis; (3) Precedent Analysis; and (4) most importantly inventory (Office for Urbanism, 2006). The City of Toronto Draft Policy requirements for a Heritage Study are as follows (City of Toronto, 2010e):

STUDY – process



Propose Boundaries



Research (history and survey)



Character Analysis



Evaluation of Cultural Heritage Values



Heritage Character Statement

Stakeholder and public inputs into the process are required. A project like this would certainly need a champion to drive the process, beginning with the development of a proposal. Developing relationships with the local councilor and local planner would be a great benefit to the process.

6. Invest in Community Land Trust to protect community space

The idea

A challenge posed by gentrification is the pressures from the market-driven real estate developments. Through gentrification, small businesses serving lower income groups are being gradually displaced in favour of shops catering to more affluent consumers. The loss of such services and commercial spaces results not only in declining affordability and accessibility of food options, but also in losing community spaces where people feel comfortable (Mazer, 2009; Rankin, 2008).

Community land trust (CLT) can provide alternative land ownership and management to protect community space and its affordability. CLT functions as a mechanism to remove land from the speculative real estate market and gentrification pressures (Bunce, personal communication, 2010). Instead, land is held in perpetuity by CLT for the community purpose. Thus, unlike short-term government programs and/or subsidies, CLT is able to secure long-term affordability and community control over space (Angotti, 2007). There are 3 key mechanisms of community land trusts to enhance long-term affordability and community control: (1) Dual-ownership; (2) Management/Stewardship of land; and (3) Democratic community management of land/space. Details are outlined in Appendix 7.

Challenge

Providing affordable housing has been a major objective of CLT in the United States, while in Canada, most of the land trusts are conservation/agricultural purposes (Watkins, 2003). In North America, however, while the idea is recommended as a viable strategy to protect small businesses from commercial gentrification (see Rankin, 2008), actual application of the community land trust to commercial needs is particularly rare. This is largely because commercial space tends to be rented spaces in buildings that are privately owned, and does not need perpetuity like housing (Bunce, personal communication, 2010). Unlike most of CLT cases placed on a publicly-owned land, there are only a few public owned lands in Parkdale and most of vacant shops and vacant lands are on the private land. As such, due to the weak tradition of CLT in Canada, no precedence to follow for commercial use, and lack of public land are challenges CLT in Parkdale would likely face. Conversely, however, this is a great opportunity to set precedence.

Action Items for the start-up of CLT⁴

The process and techniques of acquiring land can differ in many ways depending on neighbourhoods, and require creative strategies that respond to local circumstances (Canadian Centre for Community Renewal, 2003). As such, the following suggested action items to establish CLT is one basic step, and requires further detailed study to identify an appropriate structure.

1. To initiate discussion and planning with a wide range of community members about using CLT for protecting small businesses from gentrification, for leasing spaces to food-related program/projects such as West End Food Coop, or even for a proposed food hub. This process can be led by the proposed coalition.
2. To create an inventory of vacant public/private land/shops in Parkdale. Based on this, identify who owns those lands and find “sympathetic allies (owners)” who may be interested in donating the land or selling the land at the below-market rate for the purpose of CLT. (Map 4 shows our preliminary findings as to vacant land/shops in Parkdale)
3. To establish community land trust as a non-profit organization, ideally with a registered charitable status⁵. The organization can be either a legal arm of the coalition or the separate organization. Even this can start as a part of existing organization’s program and can be spun off later (Davis, 2007). In any case, establishing CLT legally can formalize lobbying activities for acquiring lands.
4. To lobby private land owners and governments to donate the lands (with buildings), to sell them at the below-market rates, or purchase and donate lands to CLT. At the same time, establish a financial plan and apply to governments and foundations for financial resources required for acquiring land.

⁴ The action items were developed largely based on Bunce (personal communication, 2010) and Canadian Centre for Community Renewal (2003).

⁵ The charitable status would allow CLT to access to a wide range of funding sources. Yet, Canada Revenue Agency evaluates each application on a case-by-case basis (Canada Revenue Agency, 1999; CMHC, 2005).

5. Find, if necessary, pro-bono/non-profit developers to develop/rehab buildings on land in trust

Funding & Financing CLT

A robust financial plan both for the project (acquisition and development of land) and for ongoing operations needs to be established, ideally before starting a land acquisition process (Canadian Centre for Community Renewal, 2003). Although the detailed outline of such a plan is beyond the scope of this paper and requires the professional expertise and input, we outline potential founding opportunities both for seed funding and ongoing operating funds.

- Seed funding

Currently, there is virtually no funding opportunity dedicated for CLT in general and for commercial uses of CLT in particular (Bunce, personal communication, 2010). Yet, CLT is recognized as a tool for community (economic) development (Canada Revenue Agency, 1999; Gray, 2008) as well as a non-profit/charitable business (CMHC, 2005). Thus, this could be a potential direction from which CLT could seek for diverse funding opportunities such as governments, public/private foundations, and private donors (individual social investors or corporate donations).

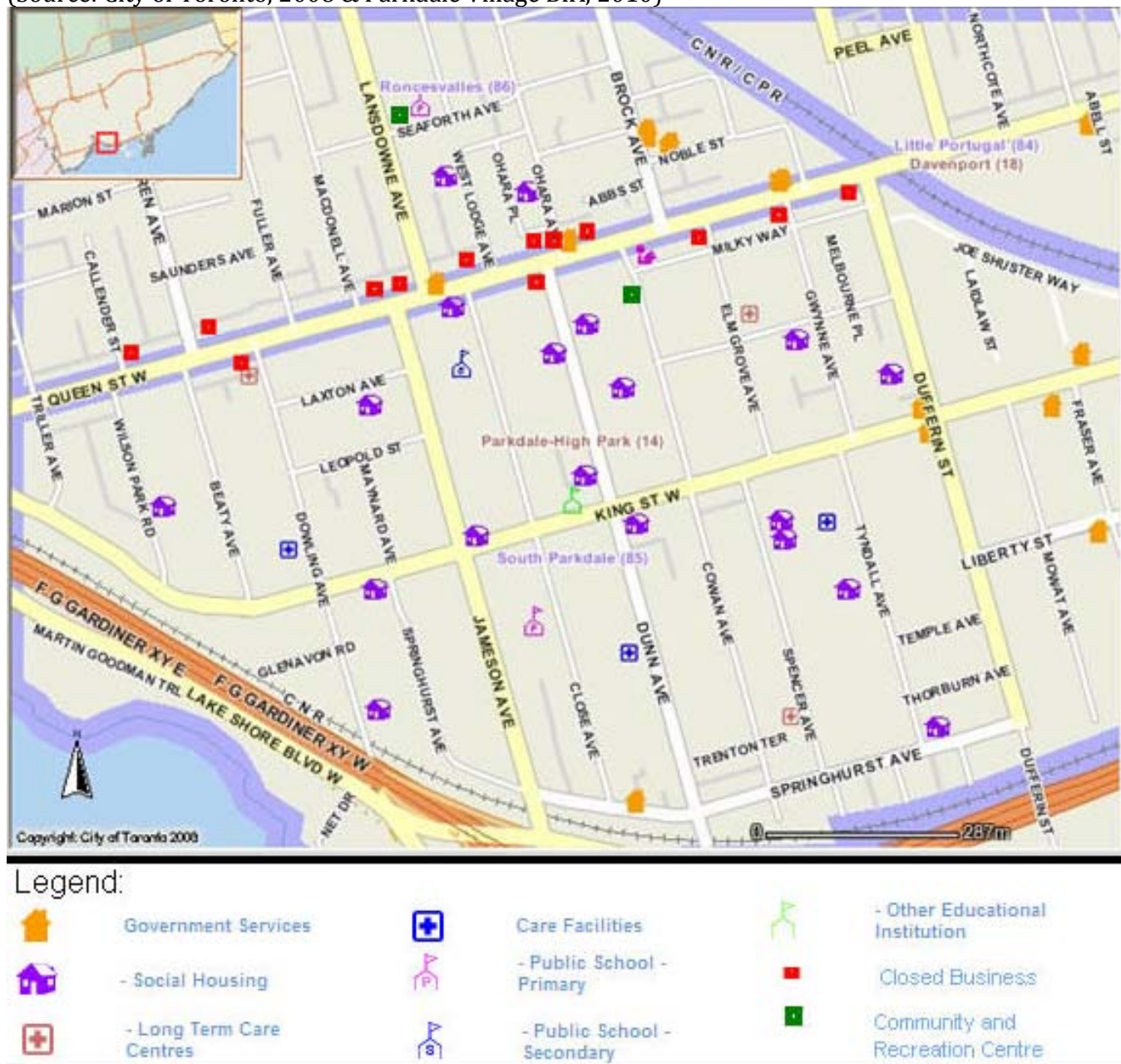
Estimated start-up costs include costs for purchasing, legal fees, development costs and so on. These costs vary depending on cases, and thus the detailed information is hard to acquire. Our research, however, found market prices of properties on sale in Parkdale, which would be one of the major associated costs. It also depends on location and size but it ranges from \$32,000 to \$ 3.9 million (Eliadis, 2010). A detailed list is provided in Appendix 7.

Also, pursuing mixed-use CLT (residential and commercial) could be another way to expand funding opportunities. This way, the CLT can take advantage of affordable housing related programs available from different agencies such as Canadian Mortgage Housing Cooperation, or Ministry of Municipal Affairs and Housing (CMHC, 2005). Indeed, some of the vacant properties and properties on sale in Parkdale are suitable for mixed-use buildings.

- Operating funding

CLT does property management and ongoing business planning, organizes fund-raising activities, expands its operation (looking for a new land and development), and makes sure whether leaseholders use space according to community purposes under the lease agreements (CMHC, 2005; Davis, 2007). Thus, CLT requires the operating budget just like other nonprofit community organizations. CLT can use the similar funding sources such as the United Way of Greater Toronto, although it would create a further competition among other community organizations (CMHC, 2005). Furthermore, ground lease fees, membership fees or rents/homebuyers fees are supplementary revenues that can cover the cost of stewardship services (CMHC, 2005). A national survey of 186 CLTs in US reports that for the CLT organization, the median total operating budget for the 2005 fiscal year is \$102,500 while the mean budget is \$200,716 (Sungu-Eryilmaz & Greenstein, 2007).

Map 4: An inventory of vacant private properties and public assets
(Source: City of Toronto, 2008 & Parkdale Village BIA, 2010)



7. Develop a neighbourhood food hub

The Idea:

A Neighbourhood food hub is, quite simply, a physical space in the community that a) procures, stores and distributes food and b) offers programs and events related to food. The idea of a food hub is gaining popularity across North America. However, most food hubs that currently exist focus on building a *local food system*, where the hub becomes a center of distributing locally farmed food to local consumers. A successful food hub for Parkdale would have to emphasize the procurement of *affordable* food.

Building partnerships with regional farmers who can sell food to the hub at cheaper rates is one way that a food hub could facilitate the procurement of affordable food for Parkdale agencies. In this case, either blemished or food unfit for the regular market could be bought from or donated by farmers, helping to increase the availability of healthy produce options available for food service agencies in Parkdale. Furthermore, participating agencies could use economies-of-scale to collectively purchase and store bulk foods (that they otherwise don't have the space to store or cannot use before expiration). Lastly, agencies can work together to build partnerships with local and non-local businesses to get more consistent food donations, as well as with the Ontario Food Terminal to procure non-sellable food. The hub would not be intended to replace the large charity food distributors (like Daily Bread and Second Harvest), but would add to their donations to increase consistent access to healthy food.

Procurement and distribution of affordable food is only one benefit that a food hub could bring to the neighbourhood. It could also be used as a shared space where agencies can run food-related events and programs. One important program that we recommend prioritizing is a community kitchen, as there is a lack of community kitchen space in Parkdale, and they are valuable resources to the community that can be used for skills development and social convening.

Governance and Management:

There are three models of neighbourhood hubs on which the Parkdale Food Hub could be based.

1. Single Management – one agency would own and operate the facility, and rent out space to other agencies to run programs or events, or use storage facilities. This model would be most similar to the Stop Community Food Centre's "Green Barn" facility at Christie and St. Clair. The Stop rents out the space to groups, individuals and school groups to use, and they run a number of their own programs in the space, including a market.
2. Joint management – Each agency would contribute to the operating costs of the facility and staff, and space would be shared among participating agencies. Space would most likely be divided based on a formula that balances how much each agency contributes financially with each agency's space needs. Since the hub would provide valuable food storage space and other communal spaces, figuring out how space would be shared seems achievable and a minor challenge. In this model, it would likely be the Parkdale Food Coalition mentioned in Recommendation #1 that would manage the hub.
3. Separate organization – a separate organization would be created whose sole purpose would be the development and management of the hub. This model closely resembles the East Scarborough Storefront in the neighbourhood of Kingston-Galloway. The Storefront has a Director, and a number of Coordinators, and is a physical hub that connects residents to all the different service agencies in the neighbourhood, acting as a sort of triage. Partner agencies run some of their programs at specific times each week in the space, and some have office space in the hub. 19% of Storefront's funding comes from foundation grants, 32% from the municipal and provincial governments and 38% from the United Way and the Action for Neighbourhood Change program (associated with Toronto's priority neighbourhoods). Only 5% of Storefront's funding comes from partner agencies (Storefront, 2009).

Financing:

The Stop's "Green Barn" at the old Wychwood streetcar barns was developed primarily through a donor campaign. They set a goal of \$5 million to pay for the development of the building and the operating costs of the building for its first three years. The major donors included a variety of businesses, foundations and individuals/families. In order to build the Parkdale Neighbourhood Food Hub, a donations campaign will likely be required, at least in part, to finance the project. Furthermore,

the Stop's Green Barn also used innovative urban design and sustainability practices that helped make it a high-profile project and garnered attention from the architecture and design community and more wealthy donors.

The most feasible option for securing property or physical space is through the donation of land and/or a building by government. This is how the East Scarborough Storefront obtained its current space, which was once an old police station. Also, 1313 Queen St, operated by Artscape, was once a police station, also partially donated by the City.

There is also an opportunity to explore community land trusts as a way to acquire the space required for a food hub. There may also be opportunities to run social enterprises, such as a café or a catering service, that invests profits back into the operating costs of the hub. These options would need to be further explored in a feasibility study that locates potential buildings or sites for the hub.

8. Initiate fresh food market in Parkdale to bring residents together through affordable, healthy food choices

A fresh food market could be vibrant and important gathering space for local residents, where they buy food, interact and get acquainted with one another. Such a market could also foster networks and partnership building opportunities for Parkdale agencies. Yet, affordability and social/physical accessibility are identified as challenges in promoting the fresh food market in Parkdale.

As for affordability, there may be the option to subsidize the cost of affordable food for low-income residents through market coupons. For example, the BC Association of Farmers' Markets provided low-income pregnant women and families with coupons (\$15 worth of coupons per week) in order to increase their access to fresh products, which also had an educational component through a designated cooking and skill building program (BC Association of Farmers' Markets, 2010). The program was funded in 2007 by the BC's Ministry of Employment and Income Assistance, although the program was terminated because the grant provided was one-time only for the pilot-project (BC Association of Farmers' Markets). Yet, it should be noted that one potential challenge of offering coupons to low-income residents is that some residents may feel stigmatized by accepting the coupons (Guthman, Morris, & Allen, 2006).

Second, in order to increase accessibility for South Parkdale residents, the Parkdale/Liberty Community Farmer's Market, which was located at the Masaryk-Cowan Park on Cowan Avenue (Parkdale Community Development Group, 2010), is likely a much more convenient location. Unfortunately, the market was closed, but Parkdale agency coalition reopen the Parkdale/Liberty Community Farmer's market as a fresh food market due to its central and convenient location. Using the Ambassador Program to lobby the city, Parkdale agencies can demand that the City of Toronto support this market. Municipal support would involve passing a policy to greatly reduce the time and expense of starting the market by allowing community organizations to host the market in existing open, city-owned property. The City of Minneapolis and its public health department amended zoning by-law by permitting neighbourhood organizations to set up mini-farmers' markets on city-owned properties, making them accessible and affordable for low-income residents (Institute for Agriculture and Trade Policy, 2007).

9. Bulk buying saves money on quality and healthy food

With a shared goal of saving money on quality and healthy foods, a buying club consists of agency representatives who are willing and committed to buying food in a bulk at a discounted price. One potential resource in Parkdale that can be leveraged for the bulk buying is the West End Food Co-op. WEFC already has connections with local farmers and wholesale food retailers. Further, WEFC is planning to open a cooperative grocery store. These maturing networks are opportunities.

One challenge associated with bulk buying is the storage space and facilities of food boxes. However, if coordinated effectively, the food storage issue can be addressed. For example, the group should decide on a one-day purchase, frequency and delivery of foods. Ideally, foods should be delivered to one location, and in the future, to a proposed neighbourhood food hub.

The bulk buying brings together food-related agencies in Parkdale as a collective, urging them to think and move ahead strategically on food needs/challenges faced by their clients. Because of their greater purchasing power through pooled resources, members of the buying group will save money while getting fresh and healthy food (Annie's Organic Buying Club, 2010). Benefits of joining bulk buying include improving access to great food, encouraging healthy eating choices, building community, providing nutrition information, supporting local farmers, and advocating for a sustainable food system (Child Hunger and Education Program, 2010).

10. Parkdale as a pilot for the Toronto Food Strategy

The Toronto Food Strategy is a unique and forward-thinking strategy that seeks to integrate food security more holistically in Toronto – through a partnership between city departments and communities. As a new report, there is attracting a lot of excitement and energy. Furthermore, it is at a point where it would benefit from some early successes through the implementation of concrete projects that highlight the value of the strategy, and illustrate how it can be implemented.

For this reason, we recommend that the Parkdale community work in partnership with Public Health to create the “Neighbourhood Food Project,” using Parkdale as a pilot for the project which could then be rolled out in other Toronto neighbourhoods. The ‘Neighbourhood Food Project’ would support the efforts of the food coalition, and help implement a number of innovative projects in Parkdale (which could include some of the projects identified in other recommendations in this report). This assists the Parkdale community's efforts by connecting it to larger structures of support at the City and regional level. In order to make the kinds of policy and zoning changes recommended in other parts of this report, Parkdale would have to partner with a variety of City departments more broadly, and find allies who can champion these projects and garner wider support.

Parkdale is an ideal neighbourhood to pilot the food security strategy and illustrate how it could be implemented. For example, three priority areas for action were identified in the strategy that are particularly relevant to Parkdale. The first is to support food friendly neighbourhoods. In this action area, the strategy calls for the City to identify neighbourhoods that have high food insecurity and opportunities to use planning and other municipal levers to address those food challenges. Secondly, the strategy calls for the elimination of hunger in Toronto. It identifies food centers as holistic strategies for the elimination of hunger; as well it calls for the integration of income security into food security issues. The last action is to empower residents with food skills and information through the integration of food literacy into school programs, newcomer support programs and other city programs (Cultivating Food Connections, 2010). Together, these actions would prioritize the unique food needs of many Parkdale members who live in poverty and emphasize the importance of neighbourhood-based solutions that are created by the community.

This pilot “Neighbourhood Food Project” could find a corporate sponsor, or partner with a foundation to help fund the first few years or the first few initiatives. The key to its success would be implementing a variety of programs and projects that are innovative and draw on the unique assets of Parkdale in order to address Parkdale's specific food security needs.

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Appendix

Appendix 1: Expanded Methods

1. Policy Analysis

This method involved reviewing key municipal, provincial and federal policies that affect food issues in Parkdale, including land-use and development policies. Internet keyword searches were conducted regarding food regulations and property standards. For food regulations, the keywords included: Ontario, regulation, food; Ontario, regulation, food, public consumption; Ontario, regulation, food, handing; and Ontario, regulation, food, preparation. For property standards, the keywords included: Toronto, rooming house; Toronto, commercial kitchen; and Toronto, property standards, kitchen.

Targeted searches were conducted at the Toronto Public Library's Urban Affairs branch on past rooming house by-laws and reports regarding the regulation of rooming house (found in archive for the former City of Toronto) and 1996 Zoning by-law regulations. Current legislation governing how urban growth happens was also searched, including the Ontario Planning Act, the Provincial Policy Statement, the City of Toronto Act and the City of Toronto Official Plan.

2. Key Informant Interviews

Interview were conducted with a variety of stakeholders including planners, food service providers, community leaders, front-line service workers, non-profit organizations, city officials and local businesses and residents. See Appendix 2 for a list of key informants, including classification on what group the interviewee is part of. Key informants were identified through suggestions made by the client, academic and professional advisors, as well as through group discussion and suggestions. Refusal to participate was minimal, as many social service agencies and their employees were willing to be interviewed. See Appendix 3 for the interview guides, which show what information was collected from key informants.

3. Analysis of Commercial Change

Two business directories provide information regarding businesses in Toronto. Information includes the name and contact information for the business, the Standard Industrial Classification code for the business and the date that the business opened and closed, if applicable. Data was accessed from two directories – the GTA Retail Data, Centre for the Study of Commercial Activity (CSCA), at Ryerson University and the Canadian Enhanced Points of Interest directory at University of Toronto– and mapped using GIS. Information for the commercial area of the study was isolated from the city-wide data set then analyzed using SIC codes to identify the food-related businesses on King and Queen Street. The same information was used to conduct an analysis changes that occurred in over a one block range on the North side of Queen Street West. The specific block was chosen based on a site survey which determined the point where the commercial strip begins that is closest to the eastern border of Parkdale. The north side of Queen was isolated because it provided the longest continuous block of businesses. In order to get a broader, more qualitative sense of the change in the type of businesses, information from the business directories was augmented by interviews with the past and current chairs of the Parkdale BIA, a listing of current businesses from the BIA, and 2 site surveys – the first of the neighbourhood in general and the second focusing on the commercial areas on King Street and Queen Street.

4. Analysis of Key Neighbourhood Demographics

This analysis included family income level, education, ethnicity and levels of home ownership compiled from Statistics Canada Census data (1996 to 2006). This data is available through the University of Toronto's Computing the Humanities and Social Science [CHASS] Canadian Census Analyzer. The Census Tracts used were 4, 5, 6, 7.01, 7.02 (South Parkdale) and 47.01, 47.02, 48 and 52 (North Parkdale) for 2001 and 2006. For 1996, the same census tracts were used for South Parkdale, and 47, 48, and 52 for North Parkdale.

5. Case Studies

Examples of food security initiatives in other jurisdictions across North America were drawn from the academic literature, articles, reports and key informants interviews. Internet searches were also conducted using the search engine, Google.com. Keywords included food security, farmers' markets, bulk buying clubs, good food boxes, etc. An Excel spreadsheet was created to organize the case studies, and included information on the type of food programming, the organization/initiative's website, location, and type of case study (collaborative model, functional model, or policy).

6. Survey

A list of social agencies was compiled based on data from the local councillor's office that was available on-line. Additional agencies were identified through the Parkdale Community Information Centre website and information collected from key informant interviews.

Surveys were emailed, where email contact details were available. Phone calls were made to all agencies either to confirm contact details or as follow-up to the emails. In the case of overlap between key informants and surveyed agencies, the interviews were used to draw information required for the survey and the interviewers completed the survey.

Agency websites were also used to source information where either not enough information was presented in the survey or in the absence of a completed survey. The agencies targeted included all social service and health agencies in the area. In addition to traditional drop-in and meals programmes, the list includes settlement agencies as well as cultural and ethnic and faith-based organisations.

The initial list contained 35 agencies, which was expanded to include senior citizens and supportive housing. However, the final number of agencies with whom contact was established is 22. The faith-based institutions were the most difficult to contact and least likely to have informative websites, were subsequently not included in the survey list. This is despite their traditional charitable role in the provision of food and services to the 'destitute'.

Appendix 2: List of key Interview Informants (Alphabetized order)

1. Ayal Dinner, Operations Coordinator & Sorauren Farmers' Market Manager, West End Food Co-op, interviewed on November 24, 2010.
2. Beverly Bird, Agency Relation Coordinator, Second Harvest, interviewed on October 20, 2010.
3. Bob Rose, Program Director, Parkdale Activity Recreation Centre, interviewed on November 11, 2010.
4. Carolyn Scotchmer, Executive Director, The Greenest City, interviewed on October 20, 2010.
5. Chris Persaud, Manager of Monitoring, Habitat Services, interviewed on November 17, 2010.
6. Planner, interviewed on November 9, 2010
7. Dick Bacchus, (prefer to be identified to as an individual in a community), interviewed on November 21, 2010.
8. Garrett Maxfield, Finance Director, the Ralph Thornton Community Centre, interviewed on December 10, 2010
9. Gord Perks, City Councillor, Ward 14—Parkdale-High Park, interviewed on October 15, 2010.
10. Jimmy Soares, Manager, No Frill store, interviewed on December 3, 2010
11. John Doherty, Chair, Parkdale Village BIA, interviewed on November 10, 2010
12. John Silva, Owner, Poor John cafe, interviewed on December 2, 2010
13. Lorraine Van Wagner, Director of Operation, Habitat Services, interviewed on November 17, 2010.
14. Manager, Toronto Public Library—Parkdale Branch, interviewed on November 17, 2010.
15. Michelle Quintal, Program Chef of PARC, interviewed on Wednesday, November 3, 2010.
16. Naly Lima, Coordinator of Parkdale FOCUS Community Programs, St. Christopher House, interviewed on October 20, 2010.
17. Peter Dorfman, Manager of Toronto Food Council, City of Toronto, interviewed on November 11, 2010.
18. A patron of the restaurant, interviewed on October 19, 2010.
19. Ram Ramchaitar, Coordinator of the Masaryk-Cowan Community Centre Breakfast Program, Interviewed on November 12, 2010
20. The manager of a restaurant in Parkdale, interviewed on October 19, 2010.
21. St. Francis Table, interviewed on October 19, 2010.
22. Sussanah Bunce, Assistant Professor, University of Toronto at Scarborough, interviewed on December 2, 2010
23. Settlement Worker, Parkdale Intercultural Association, interviewed on October 19, 2010.

Appendix 3 – Summary of Interview guides

Summary: The crucial questions for key informants

1. Can you briefly tell us about your organization and your role in it? (If applicable) what education and training background do you have? Why did you join the organization and how long have you been with your organization?
2. What populations do you provide services to? What are their needs? How have their needs and food purchasing options changed since your organization started working here?
3. What main food security issue do you see and address in your programs? What do you see as an important issue that Parkdale residents face related to food?
(Probes: Limited incomes/poverty/food options/built forms/commercial gentrification/upscale stores/rooming houses/language barriers/food services coordination, etc).
4. What strategies do you use to coordinate programs and services? What activities are carried out daily? What strategies have worked and have not worked? How and why?
5. What main challenges do you face in your organization? How do you overcome them? Which of these challenges were or were you not able to overcome?
6. What other organizations are dealing with food issue in Parkdale? Do you collaborate or partner with them? What are some challenges in collaboration?
7. What opportunities or positive changes do you see in the Parkdale in relation to food security? What key lessons have you learned that can be drawn on by others in designing food security programs?
8. Do you think that governments (municipal, provincial, federal) have responsibilities in addressing food security in Parkdale? If so, what are those responsibilities?
9. What recommendations do you have for us? Is there anything specific that you feel needs to be in Parkdale Food Security Strategy? What role would you be interested or committed to in a collaborative framework in Parkdale?

Neighbourhood change

St. Christopher House & Habitat Services key informants

- How do you understand the relationship between housing stock and food security in Parkdale? What challenges and opportunities do rooming houses pose in addressing food security issue? How can the rooming houses be incorporated in the food security strategy?

BIA key informant

- What changes have you noticed in this neighbourhood commercial strip in the last ten years? How do you explain these changes? How did they affect some residents, especially low-income and marginalized groups and existing businesses?

Policy regulations and gaps

Habitat Services key informants

- What specific planning regulations restrict the operation of congregate dining? Have you ever attempted to challenge them? Why or why not? What happened after that?

Collaboration (challenges and opportunities) among agencies

- Is there collaboration between organizations dealing with food issues in Parkdale? With local businesses? What are some challenges and opportunities in collaboration? How have your experience been like?
- What does it mean to take a social justice approach to food security? Is there a tension between food security work in Parkdale and food banks (charitable agencies)?
- What kind of partnership are you looking for? What role would you play in the collaboration as a community response?

Specific questions for restaurant/store owners:

- Do you own your business?
- How long have you been the owner?
- Do you yourself live near your business?
- What challenges do you face as a business operator in this location? For example, competition, rents, taxes, access to financial services?
- In order to serve your customer base, do you provide any financial services, e.g., cheque cashing, running a tab, cash back, etc?

Specific questions for the manager of No Frills

- Who are your clients?
- Have you seen a change in the clients that come here?
- Do you have an idea how far they come to shop here?
- How do they come?
- Have there been any changes in the kind of food you have to stock in your store?

- What kind of additional food have you added to your shelves?
- How easy is it to find sources for the additional items?
- Where are these sources?
- Have these changes affected prices?
- Have you experienced or heard about pressures on local business because of new investment and the presence of new stores in the neighbourhood, particularly on Queen St? How have you been affected?
- Has the opening of Metro in Liberty village affected your store in any way?
- Has the nature of your business changed? In what way?

Specific questions for Parkdale BIA chair

- How long have you been involved with the BIA? Are most area businesses involved? Can you give me a sense of your membership (Member profile)?
- What's your perception of change in Parkdale? What are the impacts of that change?
- What opportunities do you see as a business operator in this location?
- What are the main activities of the BIA in your area? Does the BIA in Parkdale or the Economic Development group in Parkdale Liberty help you?
- What is your vision for the commercial development of this area? What type of improvements would you like to see in the area? Who do you think has the responsibility to make these improvements?
- What do you see as possible solutions to food security issues for low-income residents in the neighbourhood? Who do you see as key actors to lead solutions in the community?

Specific questions for city councilor

- You mentioned a link between the city's food related actions and the city's affordable housing action plan. How is that rolling out? (What does it mean in terms of funding, areas of focus, etc.)

Specific questions for city planner

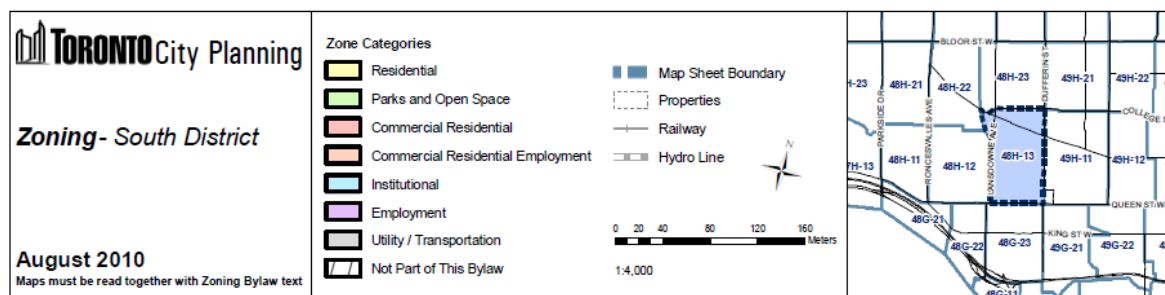
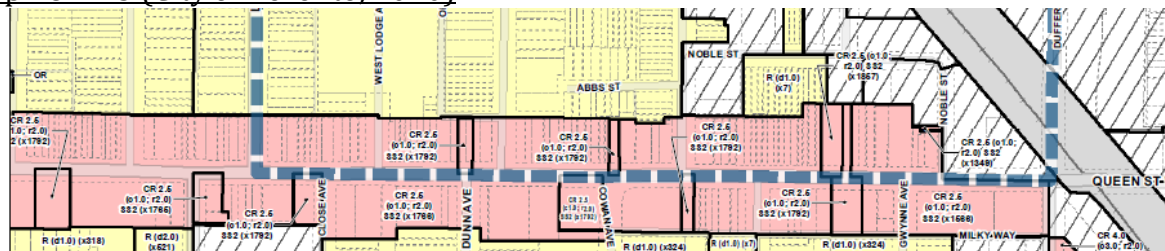
- Queen St. is designated as an Avenue, a High Order Transit corridor and a Mixed Use area. How do those designations affect or guide commercial development in the area?
 - How does the planning department interact with that development?
 - What policies guide that interaction? (Avenue studies, etc.)
 - Will an Avenue Study happen in this area? Is it currently scheduled?
- Are there ways that community planning gets involved with neighbourhoods to help manage commercial change? (i.e. keeping a mix of old and new business)
 - How can neighbourhood improvements happen without the pressures of displacement?
- The Official Plan mentions that it's consistent with the Toronto Food Strategy and Food Charter. How does the city planning work to aid these policies? (probing question: Do you see the intersection of the OP and these food related policies in your work?)
- Would you say that food affordability and accessibility are issues in Parkdale? If so, to whom? Do you see a role for the planning department addressing food security? What is that role?
- How does the promotion of intensification impact food security? Are there ways that planning policies can address these impacts?
- Given that Parkdale is a diverse community, are there particular challenges that you face as a planner in serving the community?

Specific questions for Community Land Trust key informant

- What are challenges and risks in Community Land Trust in gentrifying neighbourhoods?
- How widespread is the practice of application of community land trust to commercial needs?
- What difficulty could you think of community land trust for commercial needs?

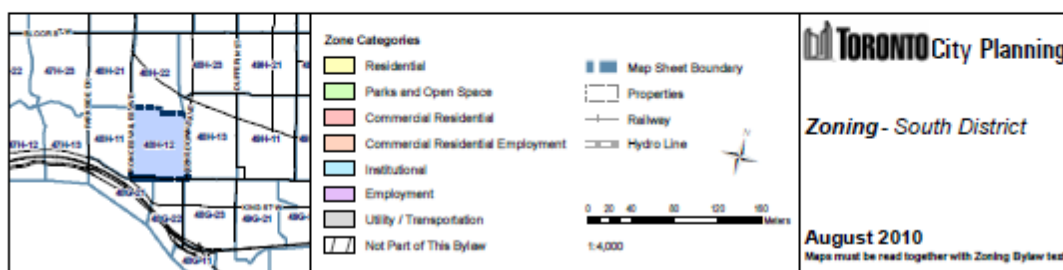
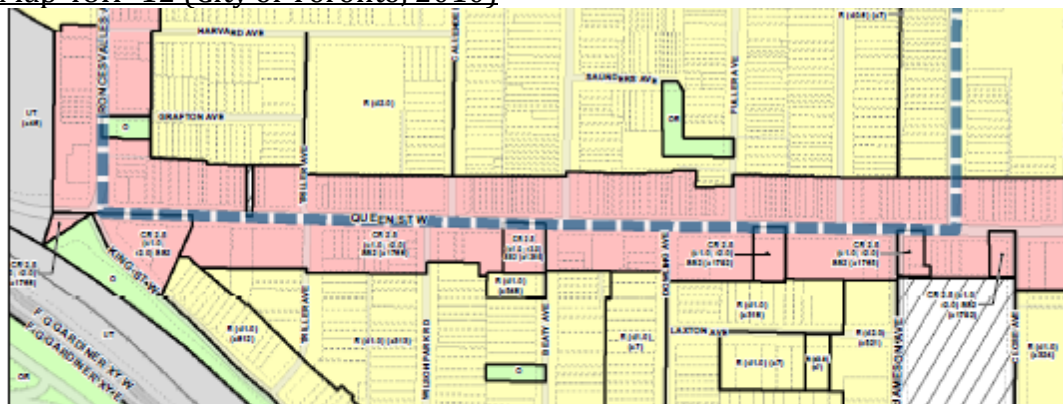
Appendix 4 – Current zoning map for Queen Street Commercial District

Map 48H-13 (City of Toronto, 2010)



7 (L4)

Map 48H-12 (City of Toronto, 2010)



6 (R3)

Regulation regarding permitted uses and conditions can be accessed at

<http://www.toronto.ca/legdocs/bylaws/2010/law1156-Schedule-A/law1156-volume-1.pdf>, Chapter 40

Appendix 5: Detailed governance model for the coalition

The following are suggestions on the processes, roles and organisations structure for establishing a coalition.

Implementation – the first step

An interim steering committee could be developed to guide the development of a Parkdale food coalition. A key lesson drawn from the Wellesely Institute case study of the successful inter-organisational service collaboration in East Scarborough Storefront (Graham, n.d.) is the focus on a governance framework with a clear decision-making process. Hence, considerations for governance are best tabled at the beginning of a collaborative piece.

The initiation process should be inclusive and provide a platform for all agencies to present and discuss the successes and challenges they are experiencing with regards to food-related programming. This process may take the form of a series of roundtable meetings amongst interested agencies and culminate with one large gathering during which, an interim steering committee can be established along with an agreed reporting structure to ensure that communication with the broader group is consistent.

Role of the Interim Steering Committee (ISC)

The envisioned role of the elected interim steering committee is to establish communication and co-ordination needs of agencies in Parkdale in relation to enhancing food security services. Suggested deliverables of the interim steering committee:

- Coalition objective, vision, mission, Strategic plan (3-5 years), and election of a board / council (for a full term)
- Formalise the coalition structure (ie. consider legal registration, alternatives and draft constitution)
- Communications plan as core to coalition
- Hire a staff member / outsource administration to carry out the tasks (ISC)

Role of the Executive Council

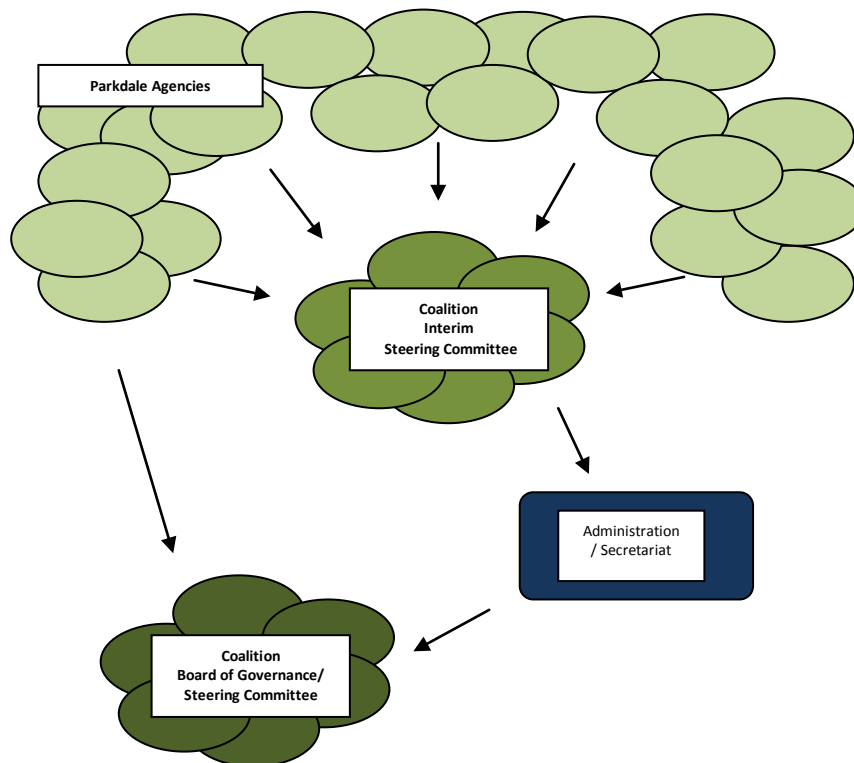
It is suggested the executive council be a representative structure of the coalition. This could take the form of a 'membership' body of all Parkdale agencies that agree to participate in the food support coalition). The executive council should be results-based and therefore is responsible for setting the direction of the coalition and monitoring results (see Gil (2007), Governance models, board types or best practices). Operational plans for the coalition should follow from a strategic planning process that invites inputs from all coalition participants. The executive councils should also assist with fundraising bringing their wealth of experience to the table.

Role of the administration / secretariat

In the short-term, the administrator's primary role is to carry out the tasks assigned by interim steering committee with regards to establishing or formalising a coalition structure and assist with fundraising. It is highly recommended the administrator is a paid employee in respect of the right work and earn a living wage. In the long-term the role of administration would reflect project implementation based on the goals established by the coalition.

Financial Implications

In the interim, agencies would have to draw on their current resources in order to get the process started. Agencies may decide to contribute financial resources towards a salary or second a staff person on a part-time basis for a limited period of time. Office space and access to communication systems (telephone, internet) will also need to be donated until funding can be secured. A fund for consumables, such as paper and meeting costs will need to be agreed upon during the initial setting-up stages.



Example of a collaborative governance structure: The Ralph Thornton Community Centre (based on the interview with Garrett Maxfield, Finance director, 2010)

The Ralph Thornton Community Centre was established as a multi-purpose community centre by the City of Toronto in 1980. The City is responsible for the building and overhead costs, the programming of the community and the Board of Directors. The centre offers a community space that can be used by community groups and individuals in the area with a sliding scale of fees. Priority use goes to community groups and agencies.

Ralph Thornton Community Centre operates on a membership basis. Annual memberships costs \$1 and is limited to individuals living in the City of Toronto catchment area. The board has three standing positions made up of the local councillor, a representative from the city recreation centre and the health centre in the neighbourhood. These are permanent positions on the board as these agencies are viewed as key stakeholders in the community centre. Additional board members are nominated from the community centre members and voted in during the Annual General Meeting to which all members are invited and have the right of participation. The work of the board is divided into several committees.

All board members are required to participate in at least 2 committees which are operations and programmes focused. Board meetings are held monthly. Communication with members tends to focus on the user groups and appears to be ad-hoc. Although they do a website, where the Community Events page is up to date and there is evidence of a blogspot, which is no longer used but was updated for about one year. Formal communication with the membership takes place during the Annual General Meeting and via the Annual Report.

Appendix 6: The selection criteria for Avenue Studies

There are 11 selection criteria for being selected for the study, although the application does not have to meet all of them (City of Toronto, 2010d).

- 1) The presence of vacant and underutilized lands with redevelopment potential;
- 2) Significant potential to create new jobs and housing along transit lines;
- 3) Existing zoning is acting as an impediment to area improvement and growth;
- 4) A need for streetscape improvements;
- 5) The study would coincide with scheduling of road reconstruction;
- 6) A strong market exists for redevelopment and development pressure;
- 7) Physical infrastructure can accommodate additional growth, or is scheduled to be expanded to do so;
- 8) There is demonstrable community support for an Avenue study;
- 9) A good geographic distribution of studies is achieved across the City;
- 10) Land use and design studies previously have been done for the area but not implemented;
- 11) There is a potential synergy with existing economic development programs and initiatives;
- 12) The relationship to Transit City priorities

Appendix 7: Supplementary information of community land trusts

7-1. Three key CLT mechanisms to enhance long-term affordability and community control

1. Dual-ownership

CLT is a non-profit organization that acquires, owns and manages land. The land is generally given through donation, or is purchased at below-market price from the governments or private owners. Then, CLT grants the right to use the space/building on the land in trust to individuals or/and organizations. The CLT treats land separately from a building on it. This is a CLT’s classic concept of the dual ownership where the CLT owns a land while individuals and/or organizations own building⁶ (Gray, 2008). This way, the price of land is separated from the price of housing unit/space (Bunce, personal communication, 2010). This ownership model is how CLT can keep space affordable.

2. Management/Stewardship of land

The formal legal link between CLT and those who use it is made through leasehold agreements. This not only can establish resale restrictions (CMHC, 2005), but also can enhance community control over who can access to and use the land for certain purposes by setting up requirements for users (Bunce, personal communication, 2010). For example, it could set up requirements for leaseholders to meet such as food-related business, the priority to meet lower income groups’ needs (Bunce). This way, even if different actors come to the same table with different values, the vision can be well-coordinated and unified.

3. Democratic community management of land/space

CLT is a membership-driven organization run by a board of directors elected by the members⁷ (Gray, 2008; Bunce, personal communication, 2010). Board members represent one-third from CLT’s leaseholders, one-third from community members who do not live in/use buildings on CLT, and one-third from those who represent the public interests such as social service providers, politicians, city staff and so forth (CMHC, 2005). Thus, community land can be under democratic control, rather than outer market forces- from an investor’s decision to real estate market conditions.

7-2. List of potential funding sources

Funders	Programs	Notes
Metcalf Foundation	Community in Action Program	Grant program is designed to support proven and innovative approaches to poverty reduction.
Centre for Social Innovation	Enterprising Non-profit Toronto	Grants of up to \$10,000 to hire expertise for business planning and research
The Co-operators	Community Economic Development Fund	Multi-year grants to assist community enterprises and initiatives that generate local employment and encourage local self-reliance
Toronto Enterprise Fund		The social purpose business needs to provide employment to marginalized people such as homeless, people at risk of homeless, or low-income people.

⁶ CLT can own building(s) on the land and rent out spaces/units at affordable prices.

⁷ Membership is open not only to those who own/rent buildings but also to anyone who resides in the geographically defined community.

7-3. Commercial properties in Parkdale on Sale

(Source: Eliadis [Royal LePage Signature Realty], 2010)

Location	Price for sale	Size	Use
1311 Kings St W	\$32,000	608 Sq Ft	Commercial
1228 King St W	\$69,000	1,100 Sq Ft	Commercial
1407 Queen St W	\$99,999	600 Sq Ft	Commercial
287 Dufferin St	\$219,000	3,000 Sq Ft	Commercial
1326 Queen St W	\$899,000	2,300 Sq Ft (Retail: 1,000 Sq Ft)	Mixed
1533 Queen St W	\$1,280,000	4,125 Sq Ft (Retail: 1,925 Sq Ft)	Mixed
1624 Queen St W	\$3,000,000	12,400 Sq Ft (Retail: 7,000 Sq Ft)	Commercial
1357 Queen St W	\$3,875,000	12,219 Sq Ft (Retail: 9,100 Sq Ft)	Currently commercial but can be used for mixed
1302 Queen St W	\$3,900,000	19,987 Sq Ft (Retail: 10,000 Sq Ft)	Commercial/Mixed