

## Research Report:

# Increasing Local Food Procurement at Ontario's 24 Colleges

*The Evolution of Campus Foodservices*



Possibility grows here.



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# Acknowledgements

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*This research report was produced and published by the Mohawk College Sustainability Office.*



*The project launched with a press conference on June 8, 2016, at Mohawk College*

*From left to right: Kyle Datzkiw – President, Mohawk Students' Association; Linda Franklin – President & CEO, Colleges Ontario; Deborah Brown – VP Corporate Services, Mohawk College; Hon. Jeff Leal – MPP (Peterborough), Ontario Ministry of Agriculture, Food & Rural Affairs; Burkhard Mausberg – CEO, Greenbelt Fund; Hon. Ted McMeekin – MPP (Ancaster-Dundas-Flamborough-Westdale); Alan Griffiths – Manager, Mohawk College Sustainability Office; Jana Vodicka – Manager of Campus Engagement and Sustainability, Chartwells*

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# Executive Summary

Increasing the amount of local food served on college campuses across Ontario is an important opportunity for colleges to better serve their students and communities. By offering more local food options, colleges can increase student satisfaction, campus sustainability, and their regional economic impact — all while increasing the quality of campus foodservices.

This research report is part of a multi-stakeholder project entitled *Increasing Local Food Procurement at Ontario Colleges*, led by Mohawk College in partnership with the Greenbelt Fund and the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA). The larger project comprises three phases: industry research (Phase 1), pilot projects (Phase 2), and the development of a scalable, transferable local food procurement framework (Phase 3). The purpose of this report is to explore the challenges and opportunities revealed in the research phase as they relate to increasing local food procurement at Ontario's 24 colleges.

Industry research was conducted through a targeted literature review, in-depth interviews with stakeholders from across the college foodservices supply chain, and a province-wide student survey aimed at gauging current perceptions of food on college campuses across Ontario.

The majority of colleges in Ontario (88%) outsource the management of their foodservices operations to third-party operators. By engaging third-party operators, colleges access their expertise in foodservices management, minimize the college's exposure to risk, and maintain the profitability of campus foodservices. The focus of the research summarized in this report is on colleges that use third-party foodservices operators because this area represents the most significant opportunity to have a meaningful impact on increasing local food procurement. This report examines both perceived and systemic barriers to local food procurement, and considers the current landscape of college foodservices.

In order to increase local food procurement at Ontario colleges, this report proposes the evolution of the relationship between colleges and their foodservices operators. Colleges have an opportunity to partner with foodservices operators, suppliers and students to implement innovative procurement solutions that support serving Ontario food on Ontario college campuses.

Informed by the research, this report identifies a set of common challenges to local food procurement in the Ontario college system, and lays out a series of opportunities with recommended actions that will support increased local food procurement at Ontario's 24 colleges.

The research has demonstrated that students across the province place value on having local food options available on campus. Eighty-five percent of students surveyed as part of the research phase believe it's important for colleges to support sustainability by serving local food options on campus. Further to that, 78% of respondents believe that serving more local food on campus will increase the quality and nutritional value of food options.

This report summarizes the first phase of the larger project aimed at increasing local food procurement at Ontario colleges. The opportunities and actions identified in this report directly respond to barriers to local food procurement, and will inform the next phases of the project, including the implementation of pilot projects at three Ontario colleges. Outcomes from this research report and the evaluation of pilot projects will inform the development of a scalable, transferable local food procurement framework that can be adopted at all 24 colleges in the province.





## Why increase local food procurement at Ontario colleges?

### 1.0 Introduction

Campus foodservices feed a growing number of students at 24 colleges across Ontario. Each day, college foodservices serve roughly 237,000 students and accumulate \$65 million in annual sales (FS Strategy, 2015). On-campus foodservices represent an essential service for college students and staff, as well as an important revenue source for colleges.

Increasing the amount of local food served at Ontario's 24 colleges is an important opportunity for colleges to better serve their communities by improving student satisfaction, enhancing campus sustainability, and increasing their economic impact in Ontario while raising the quality of food on campus.

Since inception, Ontario colleges have focused on impacting the communities they serve. In 1965, the modern Ontario college system was established through an act of provincial parliament, which mandated that colleges "meet the needs of the local community" by responding to local growth opportunities and training a highly skilled workforce that was locally based but globally competitive (Ontario Department of Education, 1967).

This report examines common barriers to local food procurement, and proposes a set of actions that will mitigate these barriers. The report identifies a number of opportunities that will help increase local food procurement at Ontario colleges. The research presented in this report will inform the development of pilot programs to be implemented in at least three Ontario colleges. These pilot programs will support the creation of a scalable, transferable framework for increasing the amount of Ontario-grown food served at college campuses across the province. The framework will provide a set of tools for multi-year improvements and enhancements that will evolve the current state of foodservices at Ontario colleges.

By partnering with foodservices providers, suppliers and students to implement innovative solutions, Ontario colleges can increase satisfaction, enhance the sustainability of their campuses, improve the quality of foodservices, and increase their regional economic impact.

#### *Student Satisfaction*

In a province-wide student survey, 64% of respondents said they feel there is room for improvement in campus foodservices. Seventy-eight percent believe that serving more local food options would improve the quality of food on campus.

#### *Supporting Sustainability*

Food miles are the distance that a commodity travels from point of production to the point of consumption and the required energy and resulting greenhouse gas emissions (Kissinger, 2012). On average, food travels 2,500 kilometres to reach a student's plate. Local food items travel an average of only 250 kilometres (Mathers, 2014).

#### *Community Impact*

Studies show that dollars spent on local food have a multiplier effect. Local food purchases benefit local businesses, which in turn means job creation, higher tax revenues, and greater income and wealth in the region.

What was involved in the industry research?

### *Literature Review*

The review of relevant policy documents and the examination of established best practices at colleges and other comparable broader public-sector institutions.

### *Stakeholder Interviews*

Semi-structured meetings with representatives from throughout the college foodservices supply chain that allow for in-depth conversations and qualitative information gathering.

### *Student Survey*

A province-wide survey designed to understand students' current views on campus foodservices, and gauge interest and support for increasing local food procurement on college campuses.



## 2.0 Research Methodology

This research report is part of a multi-stakeholder project entitled *Increasing Local Food at Ontario Colleges*, led by Mohawk College in partnership with the Greenbelt Fund and the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA). The purpose of the research report is to explore the barriers and opportunities related to increasing local food procurement at Ontario colleges.

In order to identify these barriers and find potential opportunities, Mohawk College undertook a six-month research project, which included the following:

- Literature review
- In-depth interviews with supply chain stakeholders
- Province-wide student survey

### 2.1 Literature Review

The literature review concentrated on successful projects in increasing local food procurement from broader public-sector (BPS) institutions like colleges and universities, as well as hospitals and long-term care facilities. The literature review focused on understanding best practices and precedents set in the United States and Canada. It also included a review of relevant policy papers and legislative precedents.

*A complete list of literature included in this review is attached as Appendix A.*

## 2.2 Stakeholder Interviews

Throughout the summer and fall of 2016, the project team interviewed 48 stakeholders in the college foodservices supply chain. Interviews were typically 45–90 minutes in length. Interviews were semi-structured in order to gather comparable data between participants, but also to allow for in-depth conversations.

Interview participants represented 12 Ontario colleges, 20 broader public-sector institutions, and four of the largest college foodservices providers in Ontario: Compass Group, Aramark, Sodexo and Brown's Dining Solutions. Research participants came from a geographically diverse set of 18 cities and towns across Ontario. Interviewees included staff, foodservices directors, purchasing managers, aggregators, distributors, and producers.

*A complete list of stakeholder organizations is attached as Appendix B.*

## 2.3 Student Survey

The purpose of the Ontario Colleges Foodservices Survey was to better understand how students perceive the foodservices currently on campus and gauge whether they support increasing local food procurement at Ontario colleges. The results of the survey illustrate the level of current consumer demand for local food. Prior to distribution, the survey was vetted by the Research Ethics Board at participating colleges, and received approval from the Multi-Site Research Ethics Board Expert Panel.

The survey was distributed online at 14 colleges across Ontario from November 27, 2016 to January 27, 2017. More than 4,000 college students participated in the survey. Given a current population size of 237,000 full-time students, the survey has a 99% confidence rating and a 3% margin of error.

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*The project team conducted in-depth interviews with 48 stakeholders from the college foodservices supply chain.*



*A student washes a freshly picked head of lettuce grown in the Mohawk College Community Garden.*



## Common Foodservices Operating Models

### *Profit and Loss Model*

Third-party operators manage foodservices on campus and are responsible for generating profits. This model provides colleges the least amount of risk, and gives day-to-day management responsibilities to the third-party operator.

### *Management Fee Model*

Foodservices are outsourced to third-party operators to benefit from their expertise, purchasing power, and labour management. Colleges maintain greater control and assume greater risk compared to the Profit and Loss Model.

### *Self-Operated Model*

Foodservices are run and staffed by college employees. This model gives colleges the greatest amount of control over foodservices, while being directly responsible for their own budgets and profitability.

## 3.0 College Foodservices Operations

This section of the report outlines the three most common foodservices models employed at Ontario colleges, and provides an overview of the current college foodservices landscape.

The majority of colleges in Ontario (88%) outsource the management of their foodservices operations to third-party operators, such as Chartwells (a division of Compass Group Canada), Aramark, Sodexo or Brown's Dining Solutions. A small number of colleges run self-operated foodservices.

Fifteen colleges have student associations that run independent foodservices that are self-operated and situated in a different area of the campus than food outlets run by third-party operators. This results in many colleges having both third-party operators and self-operated foodservices located on one campus.

The focus of this research is on colleges that use third-party foodservices operators because this area represents the most significant opportunity to have a meaningful impact on increasing local food procurement. For the purposes of this research, culinary programs at Ontario colleges have been excluded from the project scope.

\* Photo credit: Humber College



### 3.1 College Foodservices Models

In most circumstances, colleges (as well as many universities and other broader public-sector institutions) have one of three types of foodservices operations models: Profit and Loss Model; Management Fee Model; and Self-Operated Model. These three models involve varying levels of risk to the college and varying degrees of college control over foodservices operations, as illustrated below in Figure 1.

The following descriptions of foodservices models were identified in the research and documented in several reports on challenges to local food procurement amongst broader public-sector foodservices (Trent University Food Service Review, 2013; MacPherson, Naccarato & Ohberg, 2012; Broad Lieb et. al, 2012).

*88% of colleges in Ontario outsource the management of their foodservices operations to third-party operators.*

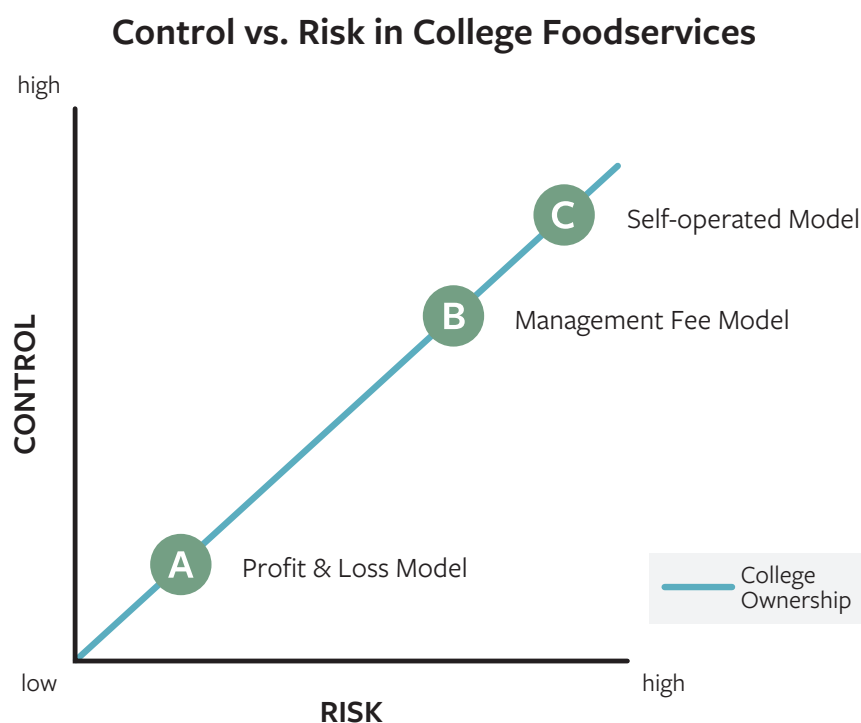


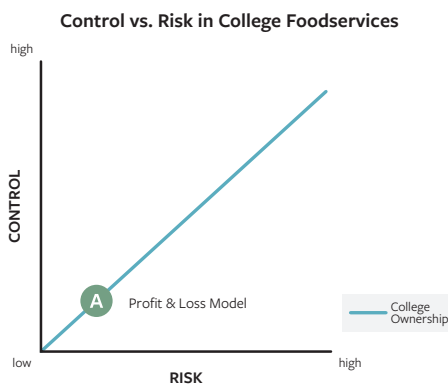
Figure 1. Control vs. Risk in College Food Services. Adapted with permission from Trent Food Service Review, 2013, p. 9. Copyright 2013 by Food Systems Consulting Inc.



### 3.1.1 Profit and Loss Model

In the Profit and Loss Model, colleges contract third-party operators to manage their foodservices. Upon winning the contract, the third party manages all aspects of the foodservices operations and is responsible for ensuring profitability. In return, the college receives a commission (such as a percentage of sales) and/or rebates from the operator.

At this time, 88% of Ontario's 24 colleges operate foodservices under the Profit and Loss Model. This model allows colleges to minimize risk while still generating a profit. The Profit and Loss Model absolves colleges from the day-to-day management of their foodservices while allowing them to receive a percentage of the profits from the third-party operator in the form of a commission and/or a rebate.



In this model, colleges give a substantial amount of control over their foodservices to the third-party operator, who is responsible for making decisions on key issues such as the hours of operation, staff, marketing, menu development and procurement standards (including the prioritization of local food).

Under this arrangement, colleges still have input into their foodservices. In the majority of interviews, foodservices operators emphasized their accountability to the college as their client. Any major decisions — such as across-the-board price increases or the installation of a new franchise — require college input. On a near-daily basis, the foodservices manager checks in with their point of contact at the college. This point of contact may be a hospitality services manager, or the director of ancillary or facility services who oversees the foodservices contract in addition to other roles.

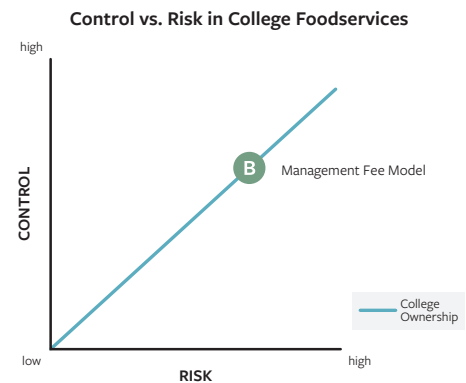
All of the foodservices directors interviewed said that client satisfaction was important and the college's input — as well as of that of its students — was important to the decisions they made. Foodservices directors also frequently mentioned that their main focus is on ensuring the profitability of the foodservices. For example, if clients are unsatisfied with the hours of operation, the lack of local products, or the quality of food, then operators are willing to listen. Major changes to a foodservices operator's business model are at their discretion. If these changes require investments, the college and the operator negotiate who is responsible for which portion of the costs. The contract between the college and the third-party operator may be amended depending on the scope of the changes.

### 3.1.2 Management Fee Model

This model is not currently in use at any Ontario colleges, but is used by a number of other broader public-sector institutions in the province. Under this model, foodservices are outsourced to a third-party operator in order to access expertise, purchasing power and labour management while the institution maintains a higher level of control over foodservices operations compared to the Profit and Loss Model.

Third-party operators are contracted to manage the foodservices for a fee. The fee is typically a flat fee and/or a percentage of sales. Under this model, the institution assumes both the risk and control position (Trent University Food Service Review, 2013). If foodservices are not profitable, the institution's operating budget is impacted. This model requires a higher investment by the institution's staff to oversee foodservices including both the day-to-day operations as well as the strategic vision for foodservices.

The Management Fee Model provides greater flexibility to trial new ideas, use alternative distributors, and respond directly to student feedback when compared to the Profit and Loss Model.



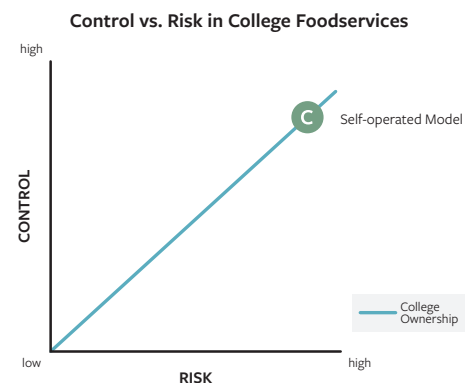
### 3.1.3 Self-Operated Model

Currently, two colleges in Ontario maintain self-operated foodservices, where foodservices are run and staffed by college employees (with some opportunities for student employment). Self-operated models enable colleges to have the greatest amount of control over their foodservices. In interviews, institutions with a self-operated model reported that foodservices played a part in larger strategic goals for the institution.

For example, the University of Guelph has a history as an agricultural college and the food served on campus is seen as an extension of the university's identity. At Collège Boréal, a francophone college in Sudbury, food offerings are seen as part of francophone culture that values and celebrates food. Both the University of Guelph and Collège Boréal also have experienced foodservices staff who have developed innovative ways of managing costs, such as establishing group purchasing organizations and processing food on campus.

In the research, self-operated foodservices managers reported that they were directly responsible for their own budgets with the oversight of college administrators. They also reported that they were able to be more flexible in their purchasing practices than third-party operators.

This flexibility enabled them to take advantage of opportunity buys, multiple distribution networks, and prioritize high-quality, local food.



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*Engaging third-party operators removes a significant amount of risk on the part of the college.*

### 3.2 Current Snapshot of College Foodservices Operations

Third-party operators offer access to a profitable business model while minimizing risk. Given the opportunity to tap into a well-established business model that minimizes costs and risk, it's not surprising that 88% of colleges in Ontario continue to choose third-party foodservices operators. Engaging third-party operators removes a significant amount of risk on the part of the college and results in more of a contract management role than one of implementation.

The focus of this research is on colleges that use third-party foodservices operators because this area represents the most significant opportunity to have a meaningful impact on increasing local food procurement.

There are many reasons why the majority of colleges contract third-party operators to run their foodservices. However, the four biggest motivators are access to expertise, managing food and labour costs, and minimizing risk. These are further described below:

#### *Expertise*

Third-party operators are experts in running multiple foodservice outlets that compete congruently in one location, meeting the diverse needs of college students while generating profits. It can be difficult to find foodservices directors outside of large third-party providers who have the expertise to manage several food outlets in one place.

#### *Managing Food Costs*

Third-party operators often facilitate access to group purchasing organizations (GPOs), which allow organizations to aggregate their purchasing power to find better prices, and gain access to consistent supply chains. Through group purchasing, institutions increase the volume of a certain product that they all purchase, which allows them to negotiate lower prices.

#### *Managing Labour Costs*

When foodservices staff are employed by the third-party operator as opposed to the college, labour costs are reduced significantly. Across the province, the lowest annual salary for a full-time college support staff member is approximately \$41,250 (including benefits and pension). Many staff positions with third-party operators start at, or just above, minimum wage and are hourly positions.

#### *Minimizing Risk*

A third-party operator allows colleges to take a “hands off” approach to their foodservices while still generating revenue. Third-party operators take on all of the responsibility for the profitability of campus foodservices, while the college receives a share of profits through a commission or rebate.

### 3.3 Summary of Current State of College Foodservices

In college foodservices models, there is an important trade-off between control and risk. The Profit and Loss Model allows colleges to be “hands off” with their foodservices while still obtaining a share of the profits. In this model, colleges are exposed to less risk but forfeit majority control over the management of foodservices. In the Management Fee Model, institutions are able to maintain some control over important decisions, but still have to retain a balance between exercising control, maintaining profitability, and providing the college-side resources and oversight to lead the vision and accountability of foodservices. Within self-operated foodservices, colleges retain the majority of the control and the majority of the risk.

Given that most colleges outsource their foodservices to third-party operators, this report focuses on research findings and recommendations that pertain directly to colleges with third-party foodservices operators. However, it is clear that all colleges and their student associations with self-operated foodservices can benefit from a better understanding of the challenges and opportunities related to local food procurement.

*In college foodservices models, there is an important trade-off between control and risk.*



*The Mohawk College Farm Stand is one way students and staff can connect with local food on campus.*

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*In many cases, perceived barriers to local food procurement can be as prohibitive as systemic barriers.*

### 3.4 Perceptions of Local Food Procurement

The research provided insight into the current perceptions of local food procurement held by various stakeholders throughout the college foodservices supply chain including producers, suppliers, purchasers, foodservices operators, and students. While the main focus of this report is on systemic barriers to local food procurement, it is also important to acknowledge that perceived barriers to increasing local food procurement exist. In many cases, perceived barriers can be as prohibitive as systemic ones. More often than not, perceived barriers are the biggest impediment to increasing local food procurement, and colleges cannot tackle this issue without eliminating assumptions from the equation.

This section of the report highlights some of the most common perceived barriers to local food procurement at Ontario colleges.

#### *Local Food Champions*

Champions are often seasoned chefs and foodservices managers who feel a personal passion for local food and are willing to “go the extra mile” to procure local food and serve it in their cafeterias. They are also often employed at institutions where the client supports local food procurement as part of larger strategic goals in student satisfaction, sustainability, community impact, and quality of services.

These champions typically create extensive networks of local food suppliers. They also find creative ways to substitute local ingredients into established menu options or to create their own menus.

The work of champions is difficult to sustain. The work they do to build and use local supply networks is done in addition to all of the other duties they are assigned. If the champion leaves the institution, they take their passion, knowledge, and experience with them. Without a client that drives an emphasis on local food, the lack of an institutional champion is perceived as a barrier to procurement.

#### *Higher Prices*

In interviews, participants often reported that local food procurement was not possible without increasing costs. However, several participants reported that some of the Ontario-grown food items they procured were similar in cost to imported products.

This contradiction speaks to a larger issue that local food is perceived to be more expensive than imported items. In reality, a large number of products that are produced in Ontario may be less expensive, on par, or close to the price of imported products, especially where food items are in peak season and prices are pre-negotiated.



### Volume & Seasonality

Many foodservices operators feel that “smaller producers and suppliers simply do not operate on a scale large enough to meet a college or university’s needs on their own, and the reliability of procuring food from these farms is not guaranteed” (Broad Lieb et. al, 2012). Therefore, operators tend to work with broad line distributors that have international supply chains. This perceived barrier exists despite that the agri-food industry in Ontario generates an economic impact of \$63 billion every year. With effective management of production and pre-negotiation, small and medium regional vendors can often meet the volume demands of college-based clients.

Foodservices managers also consistently reported that they view seasonality as a barrier to increasing local food procurement. While this is a common perception, Ontario farmers now have the ability to offer many products (including produce) all year long. This perceived barrier can also be addressed through seasonally favourable menu development.

### Food Safety

Concerns about food safety were often mentioned in interviews as a barrier to local food procurement. Most operators assumed that many smaller vendors do not have the proper food safety initiatives to comply with foodservices companies’ corporate food safety standards. In reality there are several types of food safety certifications that producers and suppliers can have and many vendors, including smaller vendors, may simply have certifications that are perceived to be less rigorous (i.e., a federal certification may be considered more rigorous than a provincial certification). This means that although the vendor is meeting food safety requirements, the third-party operator places less value on some types of certifications. In many cases, smaller vendors have different certifications because the cost of obtaining other types is prohibitive.



*An apple grows in the Fennell Orchard at Mohawk College.*

Themes, Opportunities, and Actions

Themes

While researching challenges associated with increasing local food procurement, five common themes were identified.



Opportunities

Each theme presents opportunities to break down barriers through the evolution of college foodservices.



Actions

Priority actions for each opportunity will be used to develop the toolkit and scalable framework for increasing local food procurement at Ontario's 24 colleges.



4.0 Opportunities to Increase Local Food Procurement

The purpose of this research project is to identify opportunities for Ontario colleges to increase local food procurement in ways that will improve the quality of campus foodservices, have a greater positive impact on the regional economy, and increase the sustainability of foodservices operations.

Informed by the research, this section of the report identifies a set of common barriers to local food procurement in the Ontario college system and lays out a series of opportunities with recommended actions that will support increased local food procurement at Ontario's 24 colleges.

This section of the report groups opportunities identified in the research into five key themes. For each opportunity, there is a set of proposed actions that can help remove barriers to local food procurement.

Theme	➤	Opportunity	➤	Actions
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Example:

Theme:	RFP Process and Contract Management
Opportunity:	RFP Development
Action:	Develop standard language that supports local food procurement for use in RFPs at all 24 Ontario colleges

The actions laid out in this section of the report will help to develop the scalable framework for increasing local food procurement at Ontario colleges.

## 4.1 RFP Process and Contract Management

For colleges with third-party foodservices operators, the development of the Request for Proposal (RFP) and contract are important starting points. The RFP and subsequent contract set the expectations and the basis of the working relationship between the foodservices operator and the college.

It is important for colleges to include their expectations on increasing local food procurement in the RFP and the contract. In both the RFP and contract, colleges must set out their expectations for procuring, advertising, and reporting on local food procurement. In cases where local food procurement is not explicitly mentioned in the contract, foodservices operators choose whether to prioritize local food.

### 4.1.1 RFP Development

**Opportunity:** When a college pursues a third-party operator to manage its foodservices, the college sets out its service expectations in a Request for Proposal (RFP). Foodservices operators who submit proposals are evaluated based on their ability to meet the needs and expectations outlined in the RFP.

This represents an important opportunity for colleges to include specific expectations around local food procurement in the RFP and the evaluation criteria for responses. These expectations can include specific targets that require third-party operators to prioritize local food in their purchasing practices.

#### **Actions:**

- Develop standard language that supports local food procurement for use in RFPs at all 24 Ontario colleges
- Develop examples of language to assist with setting local food procurement targets in RFPs at all 24 Ontario colleges
- Create a standard set of criteria to evaluate the ability of third-party operators to procure local food in RFPs for all 24 Ontario colleges

# Theme

# 1

## RFP Process and Contract Management



*The contract sets the basis for the working relationship between the college and the third-party operator.*

1

#### 4.1.2 Developing and Managing Contracts

**Opportunity:** Once a foodservices operator is selected as the preferred proponent of the RFP, they negotiate a contract with the institution. The contract outlines the roles and responsibilities of both the operator and the college, and sets the basis for the working relationship between the two parties.

The development of the foodservices contract is an opportunity for colleges to explicitly communicate expectations on local food procurement, carrying the goals outlined in the RFP directly into the contract. Without embedding these expectations in the contract, foodservices operators have the right to refuse participation in local food procurement strategies.

##### **Actions:**

- Develop standard language that supports local food procurement for use in contracts at all 24 Ontario colleges
- Develop examples of language to assist with setting local food procurement targets in contracts at all 24 Ontario colleges
- Determine a metric for connecting back to the original RFP
- Establish an annual local food procurement reporting process for third-party operators

*A student purchases food from the cafeteria at Humber College in Toronto, Ontario.*





### 4.1.3 Length of Foodservices Contracts

**Opportunity:** In many cases, foodservices contracts last a minimum of five years, with the option to extend the contract for an additional two or three years, and then an additional two years after that. For many colleges, foodservices contracts can last nearly a decade without a new RFP issued, resulting in long periods of time without revisiting strategic goals or expectations as they relate to foodservices operations.

For institutions who are in the midst of multi-year contracts with third-party operators, there are opportunities to make amendments to contracts. The contract between a college and its foodservices operator is a living document that can be amended to meet a college's evolving needs and strategic goals at any time.

#### **Actions:**

- Develop tools that assist colleges in re-evaluating strategic goals and values in the context of foodservices (i.e., student satisfaction, community impact, accountability, and sustainability)
- Compile a list of precedents or sample amendments that can be used in contract negotiations aimed at increasing local food procurement
- Set a standard length for contract terms (i.e., maximum of one contract renewal before colleges are required to issue a new RFP)

*The contract is a living document that can be amended to meet a college's needs and strategic goals.*



### Theme Summary: RFP Process and Contract Management

Opportunities	Actions
RFP Development	Develop standard language that supports local food procurement for use in RFPs
	Develop examples of language to assist with setting local food procurement targets in RFPs
	Create a standard set of criteria to evaluate the ability of 3rd-party operators to buy local food
Developing and Managing Contracts	Develop standard language that supports local food procurement for use in contracts
	Develop language to assist with setting local food procurement targets in contracts
	Determine a metric for connecting back to the original RFP
	Establish an annual local food procurement reporting process for 3rd-party operators
Length of Foodservices Contracts	Develop tools that assist colleges in re-evaluating strategic goals and values in the context of foodservices
	Compile a list of precedents or sample amendments that can be used in negotiations aimed at increasing local food procurement
	Set a standard length for contract terms (i.e., maximum of one contract renewal before colleges are required to issue a new RFP)



# Theme

## 2

### Defining Local Food and Setting Targets



#### 4.2 Defining Local Food and Setting Targets

There are several widely used definitions of local food. The *Local Food Act* (2013) in Ontario defines local food as food produced or harvested in Ontario. However, many foodservice providers define “local” as food produced in Canada. The research revealed that, for both colleges and their foodservices operators, the shifting nature of the definition represents a challenge. Often colleges’ expectations and definitions do not align with that of their foodservices operators. In part because of the difference between these two definitions, foodservices operators can face challenges in providing accurate or acceptable local food measurements. This confusion presents a very real challenge that can undermine local food procurement.

##### 4.2.1 Defining Local Food

**Opportunity:** Across the college foodservices system, there are several definitions of what qualifies as a local product. This creates challenges in tracking and measuring the amount of local food served on college campuses.

This presents an opportunity to develop a common language around local food. This definition could be applied in contracts with foodservices providers, and can assist with goal-setting, measurement, and/or procurement processes.

The research revealed that the most widely accepted and credible definition of local food is the definition established in the 2013 Ontario *Local Food Act*. This definition speaks to the concentrated regional economic and environmental impacts of local food purchasing practices. Ontario colleges should follow Ontario standards and adopt the definition of local food from the 2013 *Local Food Act*, as interpreted and applied by Foodland Ontario.

*The 2013 Local Food Act is attached as Appendix C.*

Foodland Ontario has applied this definition to food products based on industry and consumer feedback. Foodland Ontario is also widely recognized by Ontario consumers — 92% of Ontarians recognize the Foodland Ontario brand (OMAFRA, 2015). Therefore, there is an opportunity for colleges to adopt this definition.

*A list of Foodland Ontario foods definitions is attached as Appendix D.*

##### **Actions:**

- Create a draft Memorandum of Understanding that officially adopts the Foodland Ontario definitions of local food products, to be signed by Presidents of Ontario’s 24 colleges

#### 4.2.2 Establishing a Baseline

**Opportunity:** In order to measure progress, colleges need to establish a baseline measurement of current local food procurement at their campuses. Prioritizing local food gives colleges the opportunity to conduct an audit of current food purchases focused on the origin of ingredients. This audit can be based on velocity reports provided by the foodservices operator's distributors. Velocity reports provide origin information, including local food products. This process can help a college understand its current level of local food procurement and set incremental goals for its foodservices provider. Standardizing the food auditing process for colleges will support consistent measurement and reporting across the Ontario college system.

**Actions:**

- Develop a standardized toolkit and framework for benchmarking and reporting of food origin audits at all college campuses
- Recommend that all colleges complete a third-party audit that is independent of their foodservices operators

#### 4.2.3 Setting Realistic Procurement Targets

**Opportunity:** Establishing clear, realistic goals will help foodservices providers understand and meet the expectations for sourcing local food as part of a sustainability, quality, and community impact strategy. At current production levels, Ontario cannot produce enough food to feed its growing population (Econometric Research Limited, Cummings, H. et al. MacRae, R., 2015). Additionally, larger trends and preferences have created markets for products that Ontario does not produce. Thus, it is unreasonable to expect that Ontario college foodservices operators can source 75–100% of food products locally.

Colleges have an opportunity to set specific local food procurement targets that are achievable, measurable, and rooted in established baselines. For example, if the college has an established baseline of 15%, the college can mandate in RFPs and contracts that its foodservices provider must increase its local food procurement by 5% annually for three years and maintain a level of 30% Ontario-sourced food for the length of the contract.

**Actions:**

- Develop examples of local food procurement targets based on a variety of quantitative measurements, and suitable for a range of college environments
- Create standardized targets that can be applied province-wide (i.e., all colleges adopt a minimum target of 10% local food)

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*Colleges have an opportunity to set specific local food procurement targets that are achievable, measurable, and rooted in established baselines.*



Without measuring local food procurement, it is difficult for foodservices providers and colleges to know if they are meeting their goals.

#### 4.2.4 Reporting and Accountability

**Opportunity:** Without measuring local food procurement, it is difficult for foodservices providers and colleges to know if they are meeting their goals and to promote their success on campus. Tracking and reporting on local food purchases is critical to increasing local food procurement and communicating successes. Colleges have an opportunity to adapt annual reporting structures to include local food procurement in a way that provides an accountability measure for foodservices operators.

**Actions:**

- Develop a set of criteria that foodservices operators can report on to gauge progress in increasing local food procurement

## 2

### Theme Summary: Defining Local Food and Setting Targets

Opportunities	Actions
Defining Local Food	Create a draft Memorandum of Understanding that officially adopts the Foodland Ontario definitions of local food products, to be signed by Presidents of Ontario's 24 colleges
Establishing a Baseline	Develop a standardized toolkit and framework for benchmarking and reporting of food origin audits at all college campuses
	Recommend all colleges complete a 3rd-party audit independent of their foodservices operators
Setting Realistic Procurement Targets	Develop examples of local food procurement targets based on a variety of quantitative measurements, and suitable for a range of college environments
	Create standardized procurement targets that can be applied province-wide
Reporting and Accountability	Develop a set of criteria that foodservices operators can report on to gauge progress in increasing local food procurement

## 4.3 Marketing & Consumer Education

In interviews, many foodservices staff reported that it is difficult to “tell the story” and market local food choices in the cafeteria because there is no clear commonly used brand or certifications on local food items that they could draw upon in the foodservices context.

Creating local food promotions often means that foodservices staff have to create marketing materials from scratch, and this may result in the use of language or symbols that do not have meaning to all of their customers.

### 4.3.1 Local Food Certification Program

**Opportunity:** Lack of standardization through branding or certification makes it difficult for foodservices providers to market local food options. A local food certification program that sets clear definitions, a recognizable brand, and a demonstrable impact would help foodservices market local food selections. This presents an opportunity to create or adopt a standardized certification for marketing local food options on college campuses.

The Foodland Ontario symbol is already widely recognized and can easily be integrated into promotional campaigns and point-of-sale materials to better promote local food options. Alternatively, a new campus-based certification program could be developed to help colleges and their foodservices providers advertise local food options on campus. An excellent example of a campus-based certification program that helps colleges set targets and promote their commitment to sustainability is Fair Trade Campus.

The Fair Trade Campus program recognizes universities and colleges committed to fair trade standards. Participation in the certification program unlocks marketing opportunities to promote Fair Trade products on campus.

#### **Actions:**

- Create a toolkit that provides guidelines for how colleges can implement Foodland Ontario branding on their campuses to highlight and promote local products
- Investigate the feasibility of a new certification system for locally procured items that follows best practices established by Fair Trade Campus

# Theme

## 3

### Marketing & Consumer Education



Colleges have an opportunity to work with foodservices providers to build pre-developed marketing materials that advertise local food.

# 3

*The Mohawk College Farm Stand sources locally grown produce from community partners like the Mustard Seed Co-op.*

## 4.3.2 Local Food Marketing Tools

**Opportunity:** Foodservices operators often have online portals for marketing tools, where foodservices directors can access a suite of marketing and promotional tools developed by corporate headquarters. In the research, many foodservices directors suggested that marketing is often a challenge because there are no pre-existing tools specific to local food. Since marketing is often done in addition to many other duties, they often do not have the time to create original marketing materials for special promotions or menu specials, such as a local food menu item.

Colleges have an opportunity to work with foodservices providers to expand and more effectively incorporate marketing materials that advertise local food. This would encourage foodservices directors to procure local food during peak seasons and help them promote local food on campus while alleviating the work it takes to develop promotions from scratch.

### **Actions:**

- Develop a calendar of local food items that can be commonly used on college campuses for each season, including meat, produce, and dairy products
- Create a fact sheet for common local food items that can inform marketing campaigns





### 4.3.3 Local Food Literacy for Foodservices Staff

**Opportunity:** Many Ontarians lack knowledge about how to identify, prepare, and discuss local foods (OMAFRA, 2015). Ontario college foodservices staff are no exception. In the research, several foodservices directors commented that they and their staff could benefit from greater local food literacy.

Food literacy can be defined as the ability to understand the importance and impact of healthy food choices, and the skills with which to identify, grow, and prepare healthy foods. In Ontario, food literacy is a widely recognized model for empowering healthy citizens.

Colleges and their foodservices operators have an opportunity to invest in local food literacy training as a way to support local food procurement. Foodservices staff who are knowledgeable about how to identify, procure, and prepare local foods are significantly more likely to promote local food on college campuses. This training can take the form of classroom-based workshops and/or hands-on cooking demonstrations. Organizations like Sustain Ontario, Meal Exchange and Ecosource have extensive local food literacy resources that can easily be adapted for foodservices training.

In the research, foodservices directors and chefs from a range of institutions suggested that frontline workers, managers, chefs, and prep teams should be trained so that they are able to design menus using local ingredients and promote these recipes.

#### Actions:

- Develop a workshop template for training foodservices staff on local food literacy
- Create recommendations for hands-on learning opportunities that are easy to implement

*In Ontario, food literacy is a widely recognized model for empowering healthy citizens.*

3

*Students who know the importance and impact of local food choices are able to make healthy choices for themselves.*



#### 4.3.4 Local Food Literacy for Students

**Opportunity:** In addition to increasing local food literacy for foodservices staff, there is an opportunity to support students in learning about the importance and impact of local food choices, and the skills with which to identify, grow, and prepare healthy foods. This will empower them to make healthy food choices for themselves, both at home and in their campus cafeteria.

The long-term impact of educating students about healthy food choices is also important to consider. Students will bring this knowledge with them as they graduate from college and continue their lives. As young consumers, their food literacy and food choices may have a broader impact on societal norms and values over time.

Similar to training for foodservices staff, this could be modelled as classroom-based workshops and/or hands-on cooking demonstrations aligned with Wellness initiatives. Colleges could embed local food literacy into the academic curriculum through Environment & Sustainability electives, or other relevant courses.

#### **Actions:**

- Develop a workshop template to introduce students to local food literacy
- Create recommendations for hands-on learning opportunities that are easy to implement
- Investigate opportunities to include local food literacy as part of the academic curriculum

### Theme Summary: Marketing and Consumer Education

Opportunities	Actions
Local Food Certification Program	Create a toolkit that provides guidelines for how colleges can implement Foodland Ontario branding on their campuses
	Investigate the feasibility of a new certification system for locally procured items that follows best practices established by Fair Trade Campus
Local Food Marketing Tools	Develop a calendar of local food items that can be used on college campuses for each season including meat, produce, and dairy products
	Create a fact sheet for local food items that can inform marketing campaigns
Local Food Literacy for Staff	Develop a local food literacy workshop template for foodservices staff
	Create recommendations for feasible hands-on learning activities
Local Food Literacy for Students	Develop a local food literacy workshop template for students
	Create recommendations for hands-on learning opportunities that are easy to implement
	Investigate ways to include local food literacy in the academic curriculum

## 4.4 Menu Development, Market Access & Certifications

Web-based menu portal systems are one way that third-party operators create efficiencies. Online web portals provide foodservices managers and chefs with pre-approved recipes that are vetted for cost, quality, food safety, and nutrition. In order to plan a menu in the portal, a chef or foodservices manager selects a recipe and is immediately presented with the required ingredients, cost, and nutritional information.

The menu portal provides pre-approved recipes, which reduces the chef's labour for menu planning and ordering. This process also allows purchasing staff at corporate headquarters to pre-negotiate the price of food items with suppliers to get lower food prices. Finally, this system enables the operator to manage food costs because they can order the exact product they want in specific amounts, which also helps to minimize prep time and food waste. While this system is engineered for efficiency, it poses challenges for local food procurement. This encourages purchasing staff to work with large-scale suppliers with broadline distribution networks that can deliver products nationally. This system largely excludes smaller suppliers that may have regionally based procurement strategies and can guarantee the delivery of local products.

### 4.4.1 Online Menu Portals

**Opportunity:** For each ingredient there is typically one ordering option in the online menu portal. There is no description of the product's origin or indication as to whether it is Ontario-grown. With only one option available, foodservices staff do not know if the ingredients they are ordering are local, even if the menu item is seasonally appropriate and uses ingredients that could be locally sourced.

There is an opportunity to adapt menu portals to better label local food ingredients and recipes so that it is easier for foodservices staff to identify local food options. This opportunity allows foodservices operators to continue to benefit from the efficiencies created by the web portal at the same time as helping foodservices staff to serve local food items whenever possible.

Foodservices providers can label recipes in which the primary ingredients are local. They can also add "local ingredients" as a search criteria for recipes.

#### **Actions:**

- Identify changes to menu portals that will support local food procurement
- Work with third-party operators to make changes to search functions and add product origin information to online menu portals

# Theme

## 4

### Menu Development, Market Access & Certifications



*Small- and medium-sized producers have to carefully plan and manage production levels to accommodate larger suppliers.*

# 4

## 4.4.2 Access for Small and Medium Producers/Suppliers

**Opportunity:** Small- and medium-sized producers have to carefully plan and manage production levels to accommodate larger suppliers. If smaller producers know that a client will purchase certain amounts of their products through the year, they are better able to plan production levels accordingly. For example, if a local meat vendor knows that a college-based client needs 800 burgers weekly from September to April, then they can plan their production, labour, and sales strategies around this.

This relationship can be managed through a contract between a producer and supplier that guarantees the producer the purchase of a certain volume annually, and provides the supplier with guarantees on consistency and price. Foodservices operators can post RFPs to get local vendors to bid for the ability to source key products. The contract between the winning vendor and the foodservices operator can then outline expectations around volume guarantees, consistent delivery, and payment methods.

### **Actions:**

- Create a process that allows local vendors to bid for specific products at college foodservices for use where possible
- Develop standard contract language that sets out guidelines for the relationship between purchasers and producers/suppliers in favour of local food procurement

## 4.4.3 Facilitating Connections

**Opportunity:** Colleges have the greatest influence on demand-side challenges because of their location in the supply chain. Colleges can foster new partnerships and improve supply chain collaboration.

Colleges can support direct connections through activities like vendor fairs, which have been successful in connecting smaller producers to larger supply networks at broader public-sector institutions. At a vendor fair, local food businesses are invited to network with traditional foodservices suppliers and operators. This can help small- and medium-sized local food businesses gain access to broader public-sector institutions and find opportunities beyond traditional supply chain relationships. This may include sharing information about the vetting processes involved in becoming an approved supplier.

For example, in a Greenbelt Fund-supported project, Aramark and Sol Cuisine, an Ontario-based tofu company, jointly developed 30 recipes which were served at five broader public-sector institutions.

### **Actions:**

- In partnership with third-party foodservices operators, develop a pilot for vendor fair with local suppliers and producers

#### 4.4.4 Food Safety and Certifications

**Opportunity:** In Ontario, the two most popular food safety certification programs are HACCP (Hazard Analysis and Critical Control Points) and GAP (Good Agricultural Practices). Many foodservices operators refuse to work with producers who do not hold these certifications. For many smaller and medium-sized producers, the cost of these certification programs is prohibitive. They are unable to invest the resources to undergo and maintain certification, which excludes them from the ability to supply foodservices operators at many broader public-sector institutions.

There is an opportunity to review certification requirements to enhance accessibility for small and medium producers. Colleges can also require that foodservices providers expand the types of certifications that they consider acceptable by including this in contracts and RFPs.

##### **Actions:**

- Identify and investigate alternative certifications for small and medium producers and suppliers
- Investigate the possibility of developing and certifying a local food aggregator who can improve the ability of small and medium vendors to meet volume requirements

*Colleges can enhance accessibility for small and medium producers by reviewing certification requirements.*

4

#### Theme Summary: Menu Development, Market Access & Certifications

Opportunities	Actions
Online Menu Portals	Identify changes to menu portals that support local food procurement
	Work with third-party operators to make changes to search functions and add product origin information to online menu portals
Access for Small and Medium Producers/Suppliers	Create a process that allows local vendors to bid for specific products at college foodservices operations
	Develop standard contract language that sets out guidelines for the relationship between purchasers and producers/suppliers in favour of local food procurement
Facilitating Connections	In partnership with third-party foodservices operators, develop a pilot for vendor fair with local suppliers and producers
Food Safety and Certifications	Identify and investigate alternative certifications for small and medium producers and suppliers
	Investigate the possibility of developing and certifying a local food aggregator who can improve the ability of small and medium vendors to meet volume requirements



# Theme

## 5

### Franchise Management



#### 4.5 Franchise Management

Most college campuses have a combination of franchise food concepts and their foodservices' own in-house brands. Local businesses are contracted on occasion but, for the most part, franchises are national or global brands like Pizza Pizza, Subway, Tim Hortons, and Starbucks.

In-house brand concepts, like On-the-Go (Chartwells) and Express (Aramark), are developed and managed by the third-party operator. The branding, marketing, and menus for in-house brand concepts are developed by corporate staff from third-party operators. Food procurement is typically performed through the online menu portals.

##### 4.5.1 Identifying Franchises that Value Local Food

**Opportunity:** Franchises have their own ordering protocols based on their established supply chains. This makes it difficult to audit, report on, and change menus to incorporate local food options. Franchises often have their own food procurement guidelines based on their own brand standards, their own suppliers, and their own products. However, there is some flexibility in the franchises' procurement directives, depending on the franchise.

To increase local food procurement, colleges can work with brands that have existing local food procurement strategies and can seek out opportunities to increase local food procurement at franchise locations.

This may require working with local businesses that have regional purchasing strategies or finding global brands that have local food purchasing initiatives.

##### **Actions:**

- Identify national/international franchises with local food purchasing initiatives
- Develop a toolkit to assist colleges and their third-party operators to identify local businesses with regional purchasing strategies that are suitable for on-campus retail operations

#### Theme Summary: Franchise Management

Opportunities	Actions
Identifying Franchises that Value Local Food	Identify national or international franchises that have local food purchasing initiatives
	Develop a toolkit to assist colleges and their third-party operators to identify local businesses with regional purchasing strategies that are suitable for on-campus retail operations



## 5.0 Meeting Consumer Demand

To support increasing local food procurement at Ontario colleges, there needs to be an understanding of how students, staff, and other consumers perceive foodservices currently on campus. There is also a need to gauge support for increasing local food options on campus to make sure that changes implemented across the system are responding effectively to consumer demand.

As part of the research, an online survey was distributed to students at 14 Ontario colleges from November 27, 2016, to January 27, 2017. Prior to distribution, the survey was vetted by the Research Ethics Board at participating colleges, and received approval from the Multi-Site College Research Ethics Board Expert Panel.

More than 4,000 college students participated in the survey. Given a current population size of 237,000 full-time students, the survey has a 99% confidence rating and a 3% margin of error.

Students from the following colleges participated in the survey:

- Algonquin College
- Confederation College
- Durham College
- Fanshawe College
- Fleming College
- George Brown College
- Georgian College
- Humber College
- Loyalist College
- Mohawk College
- Niagara College
- Northern College
- Sheridan College
- St. Clair College

### Survey Statistics at a Glance

- 4,023 responses from students at 14 Ontario colleges
- Participating colleges represented regions from across the province: Northern, Western, Eastern and Southcentral (GTA)
- Just over 45% of responses were from first-year college students
- Roughly 31% of responses came from second-year college students
- The other 21% of respondents comprised third-year, fourth-year, post-graduate, and continuing education students
- 2,225 students (over 50% of respondents) took the time to respond to the survey's open-answer question: What would you change about your campus foodservices?

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**84% of students surveyed think it's important for colleges to support sustainability by serving local food options.**

### 5.1 Survey Results

The following is a summary of the Ontario Colleges Foodservices Survey. The survey was open from November 27, 2016, to January 27, 2017, and 4,023 responses were received. This section presents a high-level synopsis of the results. *For full survey results, please refer to Appendix E.*

In summary, our findings demonstrate that:



**84% OF STUDENTS WANT TO SUPPORT SUSTAINABILITY BY BUYING LOCAL FOOD OPTIONS**

Nearly 84% of respondents think it is important for colleges to support sustainability by serving local food options. Students noted improved freshness, healthier meals, local economic development, and environmental benefits as their top reasons for supporting local food.

**74% OF STUDENTS THINK THAT LOCAL FOOD = HEALTHY OPTIONS**



Further building the case for increasing local food options on campus, 74% of respondents thought serving more local food would increase the availability of healthy food options, while 78% of respondents thought it would improve the quality of food.

**MORE THAN 75% OF STUDENTS BUY FOOD ON CAMPUS AT LEAST ONCE A WEEK**



More than 75% of respondents buy food on campus at least once per week.



## STUDENTS ARE ASKING FOR

# HEALTHY OPTIONS & MORE LOCAL OPTIONS

QUALITY INGREDIENTS  
LONGER AVAILABILITY  
LOWER PRICES

*78% of respondents thought serving local options would improve the quality of food on campus.*

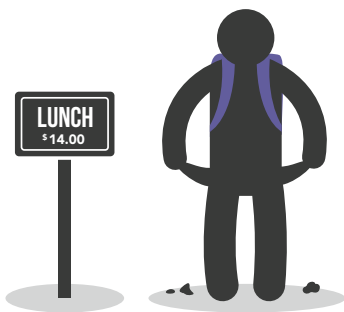
Approximately 64% of respondents indicated they feel there is a need for improvement in on-campus foodservices. In line with this, respondents pointed to more fresh and healthy options, better-quality ingredients, more local food options, lower prices, and longer operating hours as the top five ways in which on-campus foodservices could improve.



## STUDENTS

WANT THE **VALUE** | TO MATCH THE **QUALITY**  
OF FOOD ON CAMPUS

Affordability is the top barrier to purchasing more food on campus, which strongly suggests that students are looking for better value for money with respect to foodservices options. As noted, respondents see local food as being fresher tasting and healthier. Improving these aspects of foodservices through increasing the number of local food options could provide the value for money students are looking for.



## AFFORDABILITY

IS THE MAIN BARRIER THAT STANDS BETWEEN STUDENTS AND BUYING FOOD ON CAMPUS

Currently, convenience is the top driver behind on-campus food purchases, while affordability is the main barrier preventing students from purchasing more food on campus.

## Pilot Projects Timeline

### Industry Research (Phase 1)

June to October 2016



### Pilot Projects Implementation (Phase 2)

March to October 2017



### Pilot Projects Evaluation

October 2017



### Province-wide Research Summit (Phase 3)

November 2017



### Final Report and Framework

Early 2018



## 6.0 Next Steps

This report is the first phase of the research project aimed at increasing local food procurement at Ontario colleges. The opportunities identified in this report directly respond to barriers to local food procurement and will inform the next phases of the project:

### Pilot Programs

The second phase of the project will involve pilot programs at three partner colleges in Ontario. These on-campus pilot programs will be designed to address challenges to local food procurement that have been identified in the research phase and will be completed in partnership with each college's third-party foodservices provider. Mohawk College will work with the partner colleges to design, implement, and evaluate the pilot programs.

Using the models established at Mohawk, two of these pilots will be aimed at replicating and validating programs that have already been implemented at Mohawk College: local food literacy training for frontline foodservices staff, and conducting a food origin audit. The third pilot will be an opportunity for a partner college to design a new solution that addresses at least one of the barriers identified in the research and to implement it on their campus.

Partner colleges will receive support, resources, and matching funding up to \$10,000 to assist with pilot program implementation.

Phase 2 Timeline:



In the application, colleges interested in participating will be asked to select one pilot program from a pre-determined list of options. To demonstrate the ability to implement the selected pilot, colleges will submit a draft work plan that outlines the staff member(s) responsible for the project, timelines for implementation, and information on how the program will be evaluated. Applicants will develop a budget proposal to support their request for



matching funds, and will also be required to submit letters of support from their third-party foodservices provider and college senior management.

The results of the pilot projects will be made available to all Ontario colleges and broader public sector institutions. All Ontario colleges are eligible to apply for participation in pilot programs.

### *Local Food Procurement Framework*

This report and the outcomes of the pilot projects will inform the development of a draft local food procurement framework. This framework is intended to be flexible and scalable so that it can be adopted at Ontario's 24 colleges and other broader public-sector institutions as a guide to increasing local food procurement.

### *Province-wide Research Summit*

With a draft framework ready to present to our industry partners, Mohawk College will host a province-wide research summit that will bring together all of the groups that were involved in the research phase and the pilot projects phase.

This will be an opportunity for all parties to provide feedback on the draft framework, and to participate in an examination of case studies and best practices. Based on the feedback from attendees of the summit and other stakeholder consultation, Mohawk College will develop the final framework that will support increased local food procurement at all 24 colleges in Ontario. The final report will be published in early 2018.

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*The local food procurement framework will be flexible and scalable so that it can be adopted at Ontario's 24 colleges.*



*The Community Garden in full bloom at Fleming College in Peterborough, Ontario.*

# Summary of Opportunities and Actions

Theme	Opportunities	Actions
RFP Process and Contract Management	RFP Development	Develop standard language that supports local food procurement for use in RFPs
		Develop examples of language to assist with setting local food procurement targets in RFPs
		Create a standard set of criteria to evaluate the ability of 3rd-party operators to procure local food
	Developing and Managing Contracts	Develop standard language that supports local food procurement for use in contracts
		Develop language to assist with setting local food procurement targets in contracts
		Determine a metric for connecting back to the original RFP
		Establish annual local food procurement reporting process for 3rd-party operators
	Length of Foodservices Contracts	Develop tools that assist colleges in re-evaluating strategic goals and values in the context of foodservices
		Compile a list of precedents or sample amendments that can be used in negotiations aimed at increasing local food procurement
		Set a standard length for contract terms (i.e., maximum of 7 years before colleges must issue a new RFP)
Theme	Opportunities	Actions
Defining Local Food and Setting Targets	Defining Local Food	Create a draft Memorandum of Understanding that supports a shared definition of local food, to be signed by presidents of Ontario's 24 colleges
	Establishing a Baseline	Develop a standardized toolkit and framework for benchmarking and reporting of food origin audits at all college campuses
		Recommend all colleges complete a 3rd-party audit independent of their foodservices operators
	Setting Realistic Procurement Targets	Develop examples of local food procurement targets based on a variety of quantitative measurements, and suitable for a range of college environments
		Create standardized procurement targets that can be applied province-wide
	Reporting and Accountability	Develop a set of criteria that foodservices operators can report on to gauge progress in increasing local food procurement

# Summary of Opportunities and Actions

Theme	Opportunities	Actions
Marketing & Consumer Education	Local Food Certification Program	Create a toolkit that provides guidelines for how colleges can implement Foodland Ontario branding on their campuses
		Propose a new certification system for locally procured items that follows best practices established by Fair Trade Campus
	Local Food Marketing Tools	Develop a calendar of local food items that can be used on college campuses for each season, including meat, produce and dairy products
		Create a fact sheet for local food items that can inform campaigns
	Local Food Literacy for Foodservices Staff	Develop a local food literacy workshop template for foodservices staff
		Create recommendations for feasible hands-on learning activities
	Local Food Literacy for Students	Develop a local food literacy workshop template for students
		Create recommendations for hands-on learning opportunities that are easy to implement
		Investigate ways to include local food literacy in the curriculum
Theme	Opportunities	Actions
Menu Development, Market Access & Certifications	Online Menu Portals	Identify changes to menu portals that support local food procurement
		Work with third-party operators to make changes to search functions and add product origin information to online menu portals
	Access for Small and Medium Producers/Suppliers	Create a process that allows local vendors to bid for specific products at college foodservices operations
		Develop standard contract language that sets out guidelines for the relationship between purchasers and producers/suppliers in favour of local food procurement
	Facilitating Connections	In partnership with third-party foodservices operators, develop a pilot for vendor fair with local suppliers and producers
	Food Safety and Certifications	Identify and investigate alternative certifications for small and medium producers and suppliers
		Investigate the possibility of developing and certifying a local food aggregator who can improve the ability of small and medium vendors to meet volume requirements
Theme	Opportunities	Actions
Franchise Management	Identifying Franchises that Value Local Food	Identify national or international franchises that have local food purchasing initiatives
		Develop a toolkit to assist colleges and their third-party operators to identify local businesses with regional purchasing strategies that are suitable for on-campus retail operations

## APPENDIX A: Literature Review Resources

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## APPENDIX A: Literature Review Resources

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## APPENDIX B: Stakeholder Interview Participants

As part of the research, the project team conducted 45 in-depth interviews with 48 stakeholders at various stages of the supply chain.

In the interest of confidentiality, the names of individuals who participated in stakeholder interviews as part of this research project have been omitted from this report. Below is a list of organizations that were represented in the stakeholder interviews:

### *Third-party Foodservice Providers*

The four largest third-party foodservice providers that operate at colleges in Ontario were represented in stakeholder interviews, including:

- Aramark
- Brown's Dining Solutions
- Chartwells (a division of Compass Group Canada)
- Sodexo

### *Ontario Colleges*

Twelve colleges participated in stakeholder interviews, with representation from all regions of Ontario:

- Northern
- Southern
- Eastern
- Southwestern
- Golden Horseshoe (includes Greater Toronto Area)

### *Other Participants*

- Four broader public-sector organizations with self-operated foodservices
- Sixteen broader public-sector organizations with third-party operated foodservices
- Eight Ontario distributors, aggregators, and producers

## APPENDIX C: Bill 36, *Local Food Act* (2013)

2nd Session, 40th Legislature, Ontario  
62 Elizabeth II, 2013

Bill 36  
(Chapter 7 Statutes of Ontario, 2013)

An Act to enact the Local Food Act, 2013 and to amend the Taxation Act, 2007 to provide for a tax credit to farmers for donating certain agricultural products that they have produced.

### *Preamble*

Ontario has robust and resilient local food systems: a highly productive agricultural land base, a favourable climate and water supply, efficient transportation and distribution systems, and knowledgeable, innovative farmers, food processors, distributors, retailers and restaurateurs. These resources help ensure that local food systems thrive throughout the province, allowing the people of Ontario to know where their food comes from and connect with those who produce it.

The variety of food produced, harvested and made in Ontario reflects the diversity of its people. This variety is something to be celebrated, cherished and supported. Strong local and regional food systems deliver economic benefits and build strong communities.

Maintaining and growing Ontario's local and regional food systems requires a shared vision and a collaborative approach that includes working with public sector organizations. The process of setting goals and targets to which the people of Ontario can aspire provides an opportunity to work with industry, the public sector and other partners to promote local food and to develop a shared understanding of what needs to be done to support local food in Ontario.

Therefore, Her Majesty, by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:

### *Purposes*

1. The purposes of this Act are as follows:
  1. To foster successful and resilient local food economies and systems throughout Ontario.
  2. To increase awareness of local food in Ontario, including the diversity of local food.
  3. To encourage the development of new markets for local food.

## APPENDIX C: Bill 36, *Local Food Act* (2013)

### *Definitions*

2. In this Act,

“agency of the Government of Ontario” means a public body designated in regulations made under the Public Service of Ontario Act, 2006; (“organisme du gouvernement de l’Ontario”)

“hospital” means,

- (a) a hospital within the meaning of the Public Hospitals Act,
- (b) a private hospital within the meaning of the Private Hospitals Act that received public funds in the previous fiscal year of the Government of Ontario, and
- (c) the University of Ottawa Heart Institute/Institut de cardiologie de l’Université d’Ottawa; (“hôpital”)

“local food” means,

- (a) food produced or harvested in Ontario, including forest or freshwater food, and
- (b) subject to any limitations in the regulations, food and beverages made in Ontario if they include ingredients produced or harvested in Ontario; (“aliments locaux”)

“Minister” means, unless the context requires otherwise, the Minister of Agriculture and Food or such other member of the Executive Council as may be assigned the administration of this Act under the Executive Council Act; (“ministre”)

“ministry” means, unless the context requires otherwise, the ministry of the Minister; (“ministère”)

“public sector organization” means,

- (a) a ministry of the Government of Ontario,
- (b) an agency of the Government of Ontario,
- (c) a municipality within the meaning of the Municipal Act, 2001,
- (d) a university in Ontario and every college of applied arts and technology and post-secondary institution in Ontario whether or not affiliated with a university, the enrolments of which are counted for purposes of calculating annual operating grants and entitlements,
- (e) a board within the meaning of the Education Act,
- (f) a hospital,
- (g) a long-term care home within the meaning of the Long-Term Care Homes Act, 2007,
- (h) a corporation described in clause (f) of the definition of “designated broader public sector organization” in subsection 1 (1) of the Broader Public Sector Accountability Act, 2010,
- (i) any other organization prescribed by regulation. (“organisme du secteur public”)

### *Local Food Week*

3. The week beginning on the first Monday in June in each year is proclaimed as Local Food Week.

## APPENDIX C: Bill 36, *Local Food Act* (2013)

### *Goals and targets*

4. (1) The Minister shall, to further the purposes of the Act, establish goals or targets to aspire to in the following areas:

1. Improving food literacy in respect of local food.
2. Encouraging increased use of local food by public sector organizations.
3. Increasing access to local food.

### *Timing*

(2) Each goal or target shall be established within one year after the day the relevant paragraph in subsection (1) comes into force.

### *Additional goals*

(3) The Minister may, to further the purposes of the Act, establish additional goals or targets to aspire to in respect of local food.

### *Consultation*

(4) Before establishing or amending a goal or target, the Minister shall consult organizations that, in the Minister's opinion, have an interest in the goal or target.

### *Scope*

(5) A goal or target may be general or particular in its application and, without limiting the generality of the foregoing, may be established in respect of,

- (a) one or more types of local food specified in the goal or target;
- (b) one or more entities specified in the goal or target, including one or more public sector organizations;

or

- (c) one or more specified geographic areas.

### *Identification of public sector organization*

(6) If a goal or target applies to one or more public sector organizations, the goal or target shall specify the public sector organization or organizations to which it applies.

### *Publication of goals and targets*

(7) The Minister shall publish each goal and target established under this section on a Government of Ontario website, together with a summary of the information the Minister relied on to establish the goal or target.

### *Non-application of the Legislation Act, 2006, Part III*

(8) Part III (Regulations) of the Legislation Act, 2006 does not apply to a goal or target established under this section.



## APPENDIX C: Bill 36, *Local Food Act* (2013)

### *Information to be provided to Minister*

5. (1) The Minister may direct a public sector organization to provide the Minister with specified information in order to assist the Minister in,
- (a) establishing a goal or target or determining the actions required to meet a goal or target;
  - (b) understanding the steps that are being taken or have been taken to meet a goal or target;
  - (c) assessing the progress that is being made or has been made toward meeting a goal or target; or
  - (d) preparing a report under section 6.

### *Public sector organization to provide information*

- (2) If the Minister directs a public sector organization to provide information, the public sector organization shall provide the information on or before the deadline specified by the Minister in the direction.

### *Annual report*

6. (1) The Minister shall prepare an annual report that,
- (a) summarizes the government's activities in respect of local food;
  - (b) describes the local food goals or targets that have been established under the Act;
  - (c) summarizes the steps that have been taken and the progress that has been made by public sector organizations in respect of goals or targets; and
  - (d) includes such other information as the Minister determines.

### *Publication*

- (2) The Minister shall publish the report on a Government of Ontario website.

### *Regulations*

7. The Minister may make regulations,
- (a) limiting what constitutes local food under clause (b) of the definition of "local food" in section 2;
  - (b) prescribing organizations for the purposes of the definition of "public sector organization" in section 2

## APPENDIX C: Bill 36, *Local Food Act* (2013)

### **Taxation Act, 2007**

8. (1) Subsection 16 (2) of the Taxation Act, 2007 is amended by striking out “sections 17 to 22” at the end and substituting “sections 17 to 22 and 103.1.2”.

(2) The Act is amended by adding the following Part:

#### PART IV.o.1 NON-REFUNDABLE TAX CREDITS

##### *Community food program donation tax credit for farmers*

103.1.2 (1) In this section,

“agricultural product” has the meaning prescribed by the regulations; (“produit agricole”)

“eligible community food program” means a person or entity that,

- (a) is engaged in the distribution of food to the public without charge in Ontario, including as a food bank,
- (b) is registered as a charity under the Federal Act, and
- (c) satisfies the other conditions that are prescribed by the regulations; (“programme alimentaire communautaire admissible”)

“eligible person” means,

- (a) an individual who carries on the business of farming in Ontario or his or her spouse or common-law partner, or
- (b) a corporation that carries on the business of farming in Ontario. (“personne admissible”)

##### *Qualifying donation*

(2) A donation is a qualifying donation for a taxation year if both of the following criteria are met:

1. The donation is a donation of one or more agricultural products produced in Ontario by an eligible person and is donated by an eligible person to an eligible community food program in Ontario.
2. The donation is made on or after January 1, 2014.

##### *Amount of the tax credit, individuals*

(3) An eligible person who is an individual and who was resident in Ontario on the last day of a taxation year ending after the date prescribed by the Minister of Finance may deduct from the amount of tax otherwise payable for the year under Division B of Part II a community food program donation tax credit not exceeding the amount calculated using the formula,

$$A \times B$$

in which,

“A” is the sum of the fair market value of each qualifying donation, the fair market value of which was used in calculating the amount deducted by the individual under subsection 9 (21) in computing the amount of his or her tax payable for the year under Division B of Part II, and

“B” is 25 per cent.

## APPENDIX C: Bill 36, *Local Food Act* (2013)

### *Amount of the tax credit, corporations*

(4) An eligible person that is a corporation may deduct from the amount of tax otherwise payable for the year under Division B of Part III, for a taxation year ending after the date prescribed by the Minister of Finance, a community food program donation tax credit not exceeding the amount calculated using the formula,

$$\mathbf{C \times D}$$

in which,

“C” is that part of the person’s qualifying donations for the year that was deducted by the person under subsection 110.1 (1) of the Federal Act in computing the person’s taxable income for the year, and

“D” is 25 per cent.

### *Trusts*

(5) A trust is not entitled to a tax credit under this section.

### *Regulations*

(6) The Lieutenant Governor in Council may make regulations prescribing any rules the Lieutenant Governor in Council considers necessary or advisable for the purposes of the proper administration of the credit under this section.

### *Commencement*

9. This Act comes into force on a day to be named by proclamation of the Lieutenant Governor.

### *Short title*

10. The short title of this Act is the Local Food Act, 2013.

## APPENDIX D: Foodland Ontario Definitions

### Consumer and industry approved definitions of Ontario food products

#### *Ontario beef*

Ontario beef will be born, raised, slaughtered and further processed in an approved facility in Ontario. When there are not enough calves born in Ontario to meet the demand for beef, calves may be sourced from within Canada. This beef will be raised, slaughtered and further processed in Ontario. This would return more than 80 per cent of the direct costs of production to Ontario's farmers and economy.

#### *Ontario cheese*

More than 90% of the milk in Ontario cheese is produced on Ontario dairy farms. Up to 10% of the milk used for processing in Ontario can be sourced from within Canada. The curds and whey must be produced in Ontario from Ontario dairy inputs. Any identified secondary ingredients need to be grown and produced in Ontario (e.g. strawberry cream cheese).

#### *Ontario chicken*

Ontario chicken will be hatched from eggs laid in Ontario or from newly hatched chicks which may be sourced from within Canada or the United States. These chickens will then be raised, slaughtered and processed in Ontario.

#### *Ontario dairy products (yogurt, sour cream etc. – excludes milk and cheese)*

More than 90% of the milk in Ontario dairy products must be produced on Ontario dairy farms. Up to 10% of the milk used for processing in Ontario can be sourced from within Canada. Any identified secondary ingredients need to be grown and produced in Ontario (e.g. peach yogurt).

#### *Ontario eggs*

Ontario eggs must be laid on egg farms in Ontario.

#### *Ontario fruit*

Ontario fruit must be grown in Ontario.

#### *Ontario hard wheat flour*

A majority (over 80%) of the final volume of the product must be grown in Ontario and 100% of the wheat must be milled in Ontario.

#### *Ontario honey*

100% of the product must be produced, extracted and packaged in Ontario.

#### *Ontario lamb*

Must be born, raised, slaughtered and processed in Ontario.

#### *Ontario maple syrup*

100% of the product must be collected, processed and packaged in Ontario.

## APPENDIX D: Foodland Ontario Definitions

### *Ontario milk*

More than 90% of the milk processed in Ontario is sourced from Ontario dairy farms. Up to 10% of the milk used for processing in Ontario can be sourced from within Canada. Any identified secondary ingredients need to be grown and produced in Ontario.

### *Ontario pork*

Must be born, raised, slaughtered and processed in Ontario.

### *Ontario processed food products*

Ontario processed food products must be made in Ontario from a majority of Ontario ingredients. More than 80% of the total direct costs of production must return to Ontario. Primary agricultural ingredients will meet the individual Ontario foods definition.

Example: “Ontario beef and vegetable soup” – the primary ingredients (in this case beef and vegetables), would need to meet the individual Ontario food definitions.

### *Ontario soft wheat flour (cake and pastry flour)*

Due to extensive production of soft wheat in the province, 100% of the Ontario soft wheat needs to be grown and milled in Ontario

### *Ontario turkey*

Ontario turkey will be hatched from eggs laid in Ontario or from newly hatched poults which may be sourced from within Canada or the United States. These poults will then be raised, slaughtered and processed in Ontario.

### *Ontario vegetables*

Ontario vegetables must be grown in Ontario.

*Commodities or commodity organizations that have not developed commodity specific definitions for the use of the Foodland Ontario logo will use 100% Ontario definitions (born, raised, slaughtered and processed in Ontario).*



# APPENDIX E: Ontario Colleges Foodservices Survey Results

## *Introduction*

As part of the research, an online survey was distributed to students at 14 Ontario colleges from November 27, 2016, to January 27, 2017. Prior to distribution, the survey was vetted by the Research Ethics Board at participating colleges, and received approval from the Multi-Site College Research Ethics Board Expert Panel.

More than 4,000 college students participated in the survey. Given a current population size of 237,000 full-time students, the survey has a 99% confidence rating and a 3% margin of error.

## *Highlights:*

- Nearly 84% of respondents think it is important for colleges to support sustainability by serving local food options. Students noted improved freshness, healthier meals, local economic development, and environmental benefits as their top reasons for supporting local food.
- Further building the case for increasing local food options on campus, 74% of respondents thought serving more local food would increase the availability of healthy food options, while 78% of respondents thought it would improve the quality of food.
- More than 75% of respondents purchase food on campus at least once per week.
- Approximately 64% of respondents indicated they feel there is a need for improvement in on-campus foodservices.
- In line with this, respondents pointed to more fresh and healthy options, better-quality ingredients, more local food options, lower prices, and longer operating hours as the top five ways in which on-campus foodservices could improve.
- Affordability is the top barrier to purchasing more food on campus, which strongly suggests that students are looking for better value for money with respect to foodservices options. As noted, respondents see local food as being fresher tasting and healthier. Improving these aspects of foodservices through increasing the number of local food options could provide the value for money students are looking for.
- Currently, convenience is the top driver behind on-campus food purchases, while affordability is the main barrier preventing students from purchasing more food on campus.

# APPENDIX E: Ontario Colleges Foodservices Survey Results

## Supporting Sustainability through Local Food

When asked if they think it is important for colleges to support sustainability by serving local food options, nearly 84% of respondents said yes, as illustrated below in Figure 1. Clearly, sustainability is a priority for students, and serving local food on campus is one such way they would like to see it supported.

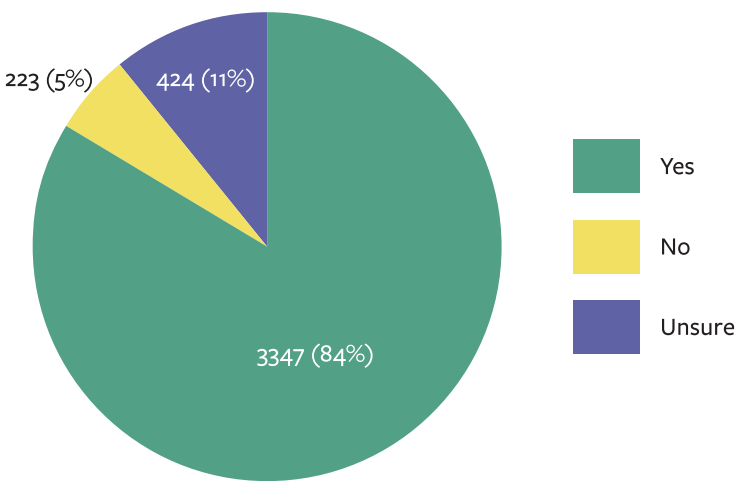


Figure 1

When asked why they think serving local food options at campus foodservices is important, respondents noted improved freshness, healthier meals, environmental benefits, and local economic development as their top reasons. These responses are illustrated in Figure 2.

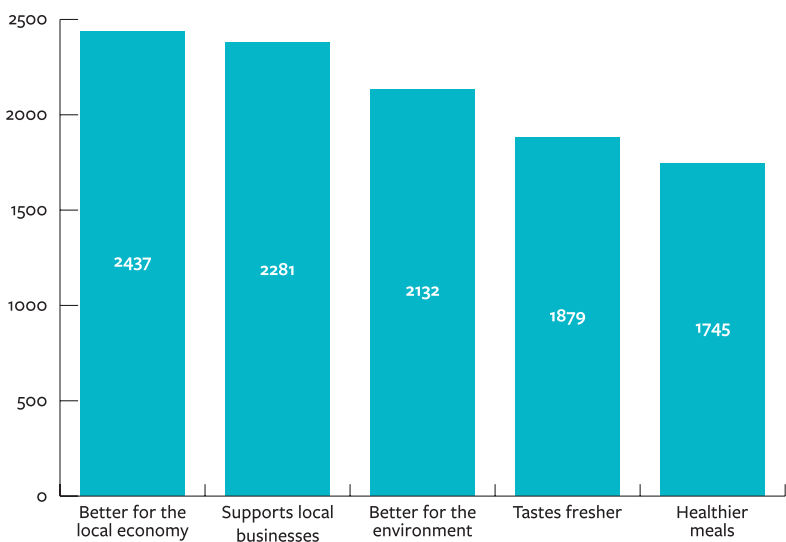


Figure 2

## APPENDIX E: Ontario Colleges Foodservices Survey Results

### On-campus Food Purchases

On-campus food is an important component of students' overall diets. As shown in Figure 3, when asked how often they purchase food on campus, more than 75% of respondents indicated they purchase food on campus at least once per week. Thirty-three percent said they purchase food on campus at least three to four times per week.

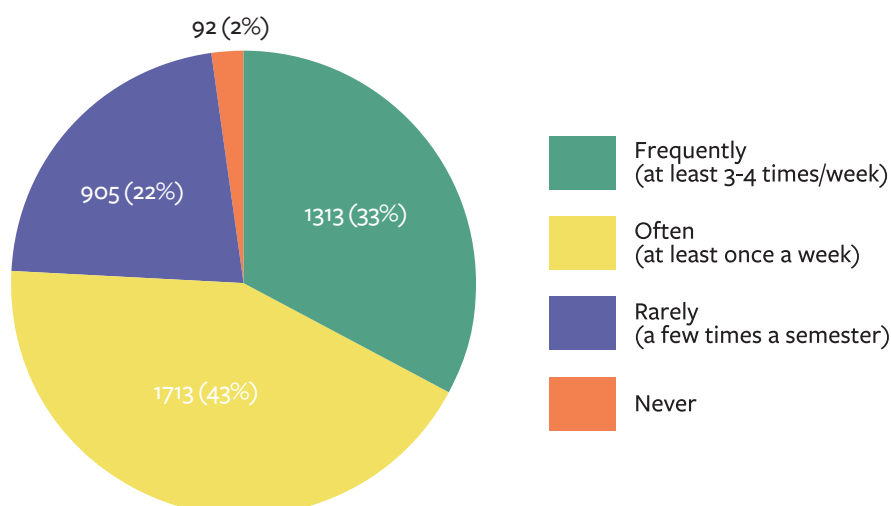


Figure 3

When asked what factors encourage them to purchase food on campus, students indicated that convenience, business hours, quality, affordability, and location of food services as the key factors driving their food purchases. Convenience was far and away the top factor that students identified as driving their on-campus food purchases. These responses are illustrated in Figure 4.

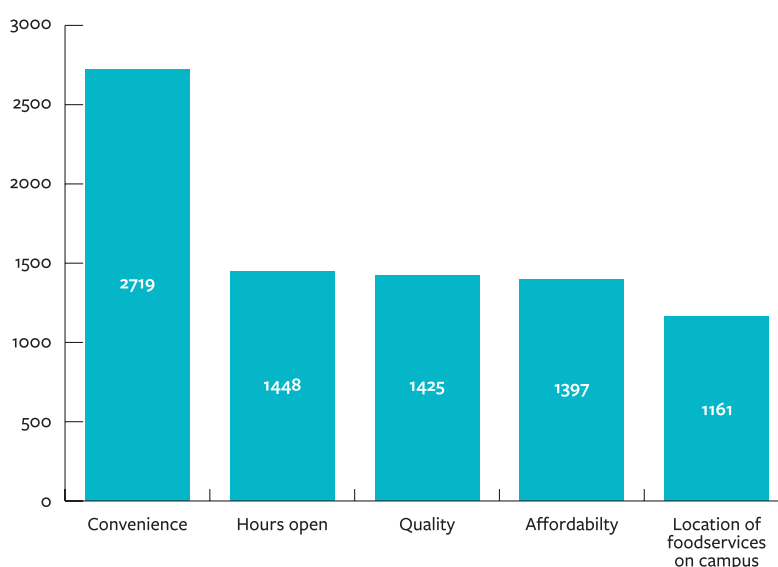


Figure 4

## APPENDIX E: Ontario Colleges Foodservices Survey Results

When asked what factors prevent them from buying more food on campus, students pointed to affordability, quality, business hours, availability of healthy options, and variety as the top five barriers, as shown in Figure 5. Affordability was far and away the top barrier for students with respect to purchasing more food on campus.

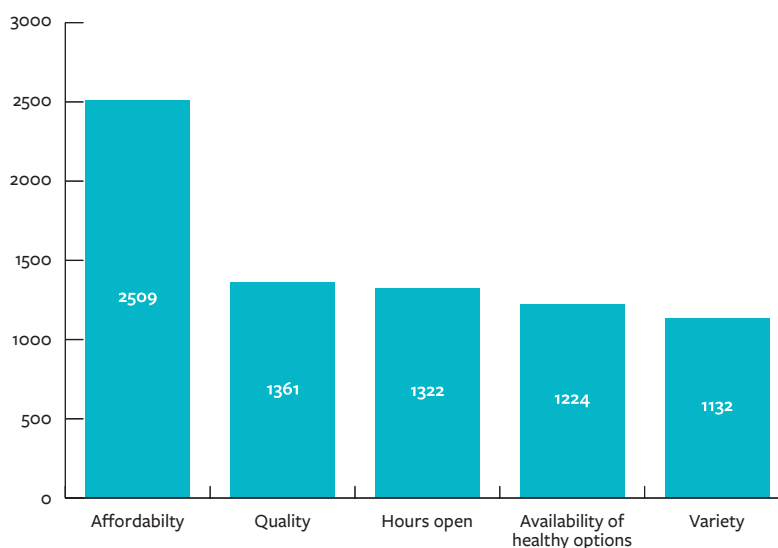


Figure 5

As shown in Figure 6, approximately 35.7% of respondents indicated they are either satisfied or very satisfied with campus food options. On the other hand, 33.7% of respondents said they were unsatisfied or very unsatisfied. The remainder (30.5%) of respondents were in between, stating they were neither satisfied nor dissatisfied. These results suggest that most respondents (approximately 64.2%) see room for improvement with respect to on-campus food options.

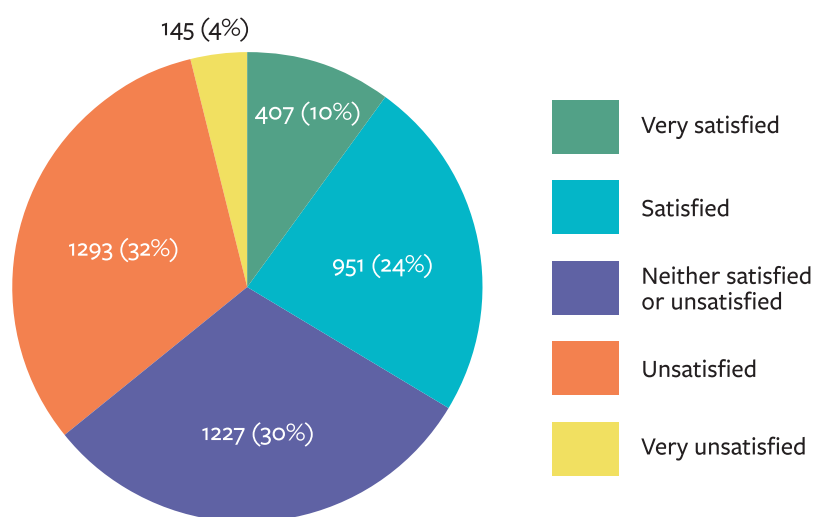


Figure 6

## APPENDIX E: Ontario Colleges Foodservices Survey Results

### *Improving Foodservices*

When asked how they thought foodservices could improve, respondents suggested lower prices, more fresh/healthy options, longer hours of operation, better-quality ingredients, and more local food options as their top five recommendations. When coupled with affordability as the top barrier to purchasing more food on campus, it is clear that students are looking for better value for money with respect to foodservices options. As noted earlier, respondents see local food as being fresher tasting and healthier. Improving these aspects of foodservices through increasing the number of local food options could provide the value for money students are looking for.

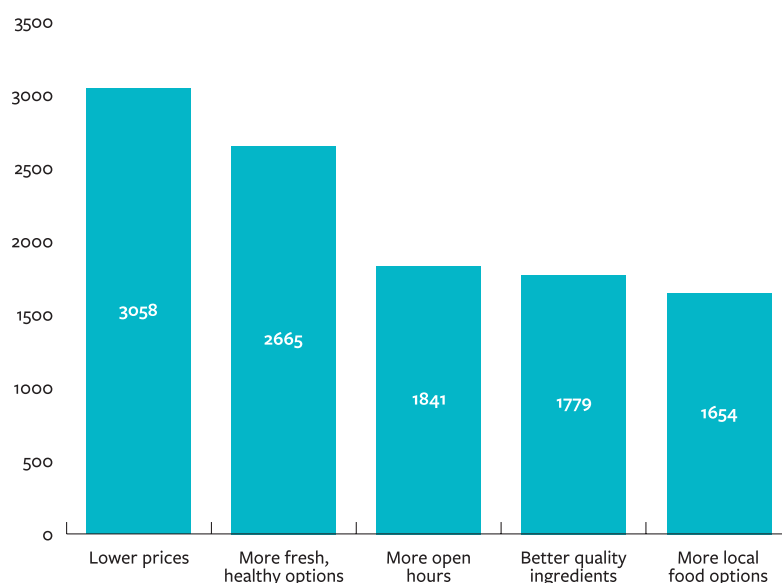


Figure 7



# APPENDIX E: Ontario Colleges Foodservices Survey Results

More than 73% of respondents thought that serving more local food on campus would increase the availability of healthy food — one of their key suggested areas of improvement above. This is shown in Figure 8. With respect to better quality, 78% of respondents thought that more local food options would improve the quality of food available on campus, as illustrated in Figure 9.

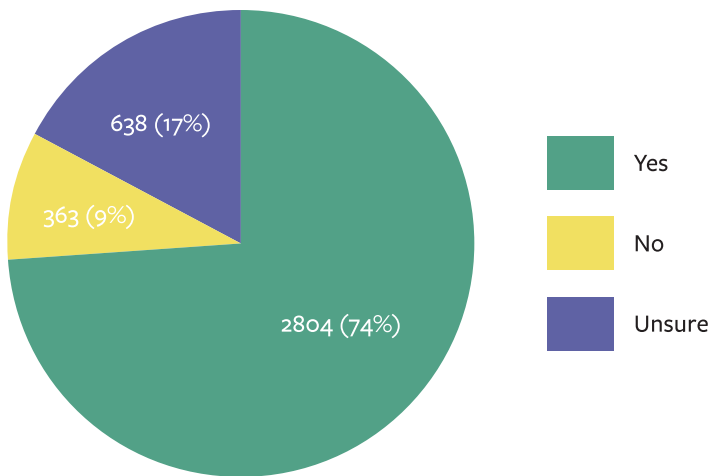


Figure 8

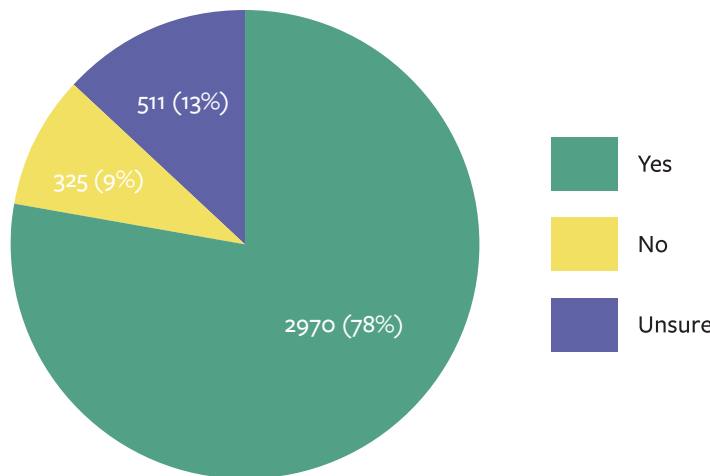


Figure 9

Students were asked one open-ended question on the survey: “If you could, what would you change about your campus foodservices?” A total of 2,225 students took the time to respond to this question. These responses were analyzed and coded, with price, healthiness, variety, service, and quality being the top five things students would change about foodservices.

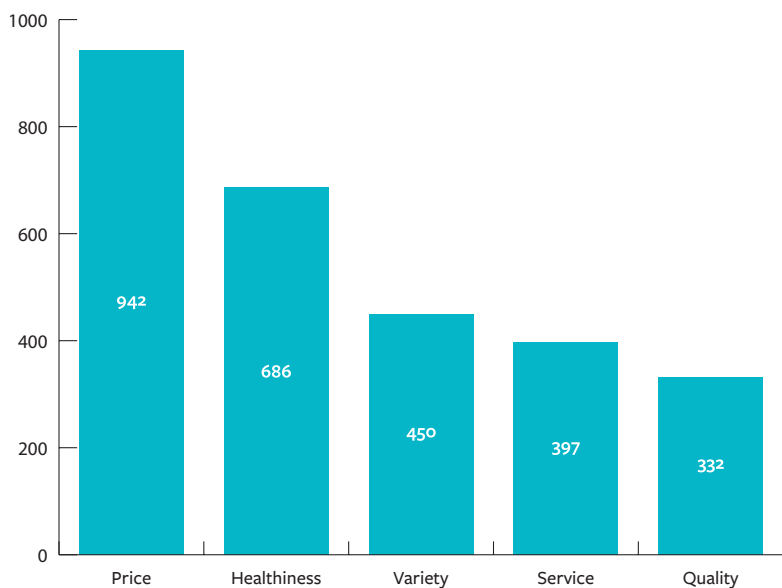


Figure 10

## APPENDIX E: Ontario Colleges Foodservices Survey Results

### Respondent Profile

Figure 11 below details the number of responses received from participating colleges. Colleges with less than 10 responses have been excluded from this figure. First-year students accounted for most responses (45.5%), followed by second- (30.7%) and third-year (9.8%) students. Post-graduate (6.7%), fourth-year (3.1%), and continuing education (2.7%) made up the majority of the remaining respondents.

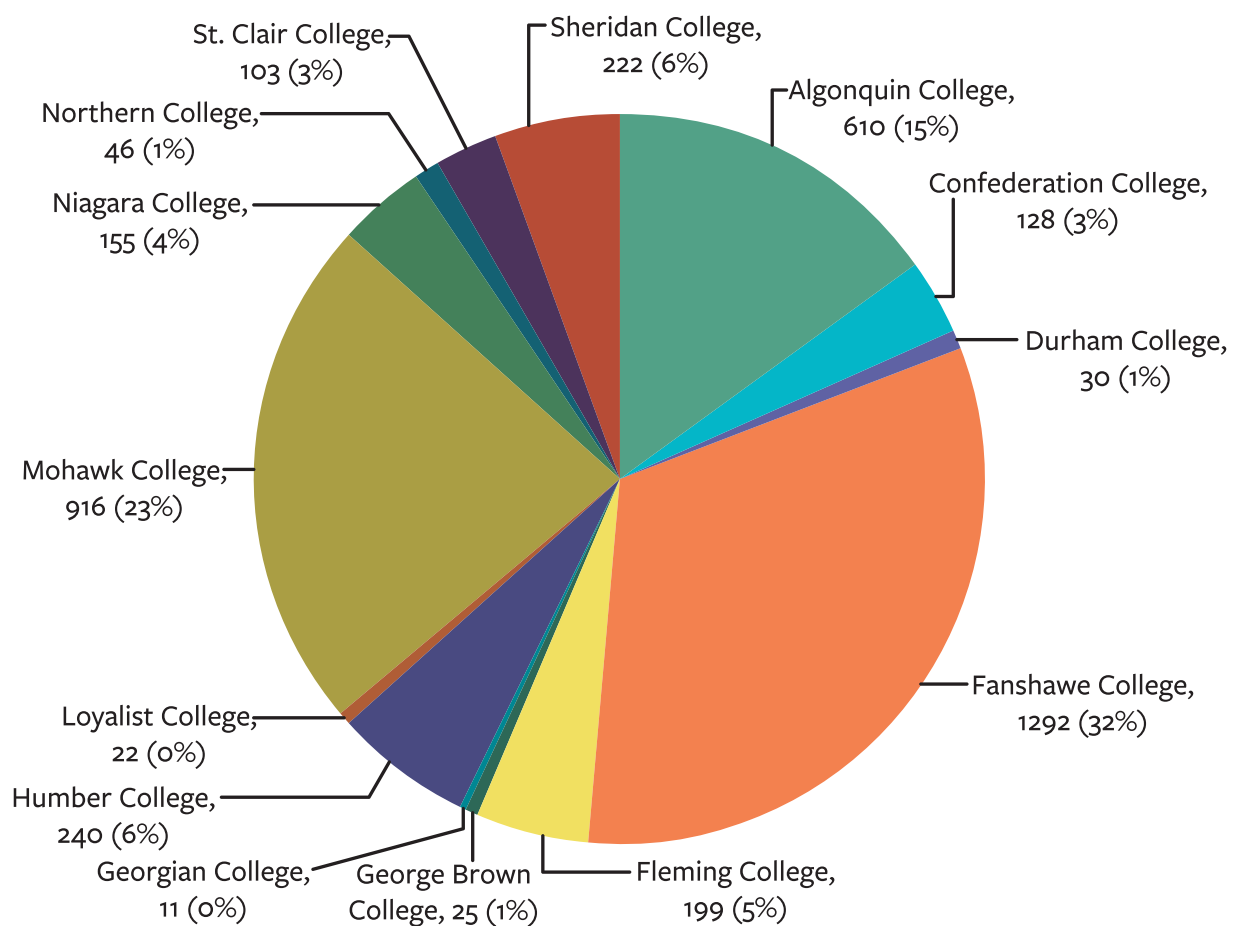


Figure 11

**24** COLLEGES

**237,000**

ONTARIO COLLEGE STUDENTS

**\$65 MILLION**

IN ANNUAL FOOD SERVICE SALES\*



Possibility grows here.

