# Basic Income & Resilient Food Systems in Canada: Findings From Outreach Workshops

A research report (2025)



## **Authors**

Kristen Lowitt (project lead – Queen's University)

Bryan Dale (Bishop's University)

Colin Dring (Royal Roads University)

Omamuyovwi Gbejewoh (Queen's University)

Alesandros Glaros (University of the Fraser Valley)

Hannah L. Harrison (Dalhousie University)

Charles Z. Levkoe (Lakehead University)

Philip A. Loring (University of Guelph and The Nature Conservancy)

Kaitlyn Patterson (Queen's University)

Elaine Power (Queen's University)

Racheal Weymer (Ecotrust Canada)

Zsofia Mendly-Zambo (McGill University)

Lowitt et al. (2025). Basic income and resilient food systems in Canada: Findings from outreach workshops. https://communityfoodsystemslab.com/



This work is licensed under <u>CC BY-NC 4.0</u>

For further information, please contact Kristen Lowitt < kristen.lowitt@queensu.ca >

## **Acknowledgements**

We begin by thanking the food producers and harvesters, researchers, policy experts, and community organizations that shared their insights and ideas with us on the topic of a basic income in the food system. Their participation in this project is greatly valued.

A sincere thank you to our partners in the food movements and basic income movements that supported this project including Coalition Canada, the Canadian Association for Food Studies, Ecotrust Canada, Food First Newfoundland and Labrador, the National Farmers Union, Kingston Action Group for a Basic Income Guarantee, Basic Income Waterloo Region, Ontario Basic Income Network, Ontario Dietitians in Public Health, Revenue de base Quebec, and Basic Income Nova Scotia. We are particularly appreciative of Barbara Boraks with Coalition Canada for her guidance at all stages of this project.

We thank Valerie Tarasuk, Andy Olson, and Hannah Kaya for their contributions to our first workshop. We thank Zoe Davidson, Evalisa McIllfaterick, Bethany Pohl, Mélodie Anderson and Marie-Camille Théorêt for assistance with the research.

Lastly, we acknowledge financial support from the Social Sciences and Humanities Research Council of Canada.

## **Table of Contents**

Introduction	1
Project overview	1
Key concepts	2
A basic income	2
Food system resilience	3
Our Research	5
What We Learned	7
Existing sources of support and gaps	7
Agriculture	7
Fisheries	9
Food security	10
Opportunities for a basic income	11
Dignified food access	11
Sustainable livelihoods	12
Alternative economic practices	14
Synergies across sectors	16
Limitations and considerations for a basic income across the food system	17
"Necessary but not sufficient"	17
Design considerations	19
Public education	10
Conclusion & Recommendations	21
Citations	23

## **O1**Introduction

## **1.1** Project overview

Around the globe, food system challenges are being described as part of a larger polycrisis. 1 Canada's food system is no exception, with shortcomings and disparities becoming more apparent in the context of pandemic recovery, rising inflation, fragile geopolitical alliances, and climate change. This is manifesting in social and economic vulnerability across the food system. For example, rising income inequality, high levels of poverty, and rising food costs means food insecurity is becoming a reality for more Canadian households and increasing in severity for those already most marginalized.<sup>2</sup> At the same time, farmers and fishers face uncertain prices for their goods<sup>3</sup> while new entrants face additional economic barriers in terms of high entry costs, such as purchasing land or a fishing license and quota4. Many workers in agricultural and fisheries production and processing are also vulnerable to low wages and unsafe working conditions.5

Proactive policy solutions that support social and economic security are needed in order to tackle these challenges. Basic income is one policy option that is receiving more attention among citizens and governments in Canada and other jurisdictions around the world. In Canada, signs that a basic income is gaining traction include growing municipal endorsements for a basic income; 6 support of a ba-



sic income demonstration project by all provincial parties in the province of Prince Edward Island;<sup>7</sup> new and targeted basic income programs recently introduced by the provinces of Quebec and Newfoundland and Labrador;<sup>8</sup> and Bills S233 and C223 to develop a national basic income framework.<sup>9</sup> As well, the Canadian Emergency Response Benefit (CERB), an income assistance program rolled out by the federal government during the COVID-19 pandemic, had some similarities to a basic income.<sup>10</sup>

This movement towards a basic income is grounded in an established body of evidence attesting to the role of a basic income in addressing income and health inequities and enhancing the agency of communities in the face of economic and environmental precarity. Pilot projects in Canada, including the basic income ("Mincome") experiments in Manitoba in the 1970s and the 2018-2019 Ontario basic income pilot<sup>12</sup>, have shown a link between a basic income and healthier and more productive lives and increased social engagement.

However, basic income as a tool for supporting food systems resilience is under examined in Canada. <sup>14</sup> To address this, we developed a project to bring together actors from across key sectors of the food system to share perspectives on the potential for a basic income to enhance food system resilience. From May 2023 to April 2024, seven workshops were conducted engaging a total of 88 participants. These were the first of their kind in Canada focused on the intersection of basic income and the food system.

This project emerges from our research and organizing activities with basic income and food system practitioners, civil society organizations and social movements. Over the past several years <u>Coalition</u> <u>Canada</u>, a cross-country alliance of basic income networks, led a <u>Case for Basic Income Series</u> to understand basic income through the experiences of different sectors of society. This Series features cases from three sectors directly related to food systems, including food security (i.e. access to food), agriculture and fisheries. These cases served as the foundation for this project with the aim of expanding cross-sector engagement with basic income from across the food system.

This report shares the results of our outreach workshops and presents suggested next steps for research and policy for a basic income in the food system. Based on the workshop findings, we identify gaps in existing support systems; opportunities for a BIG; and limitations and considerations for a BIG in the food system. We conclude by synthesizing recommendations for researchers, policymakers, and social movements seeking to further the development of a basic income as a tool for food system resilience.



## 1.2 Key concepts



### A basic income

Coalition Canada describes a basic income as a cash transfer provided by the government to individuals to guarantee that everyone has the resources necessary to live a respectable and dignified life. <sup>15</sup> Many Canadians have convened around a set of principles for a basic income, which we adopt for this project. These principles, expressed by Coalition Canada as "the basic income we want," are as follows:



- ▶ Universally Accessible Available to everyone when needed.
- ► Unconditional Subject only to residency and income, regardless of work or relationship status.
- Sufficient Enough to live in dignity and security. Adequate to achieve physical, mental, and social well-being and to participate fully in the community. Enhanced for individuals with particular needs and vulnerabilities. Indexed to the cost of living.
- Respects Autonomy Payable to individuals and to be used at their sole discretion. Free of stigma and oversight. Portable to ensure free movement within Canada.
- ► Complements Social Services Part of a broad social safety net of universal supports and services. Not a replacement for supports and services for individuals with particular needs and vulnerabilities. Not a replacement for livable minimum wage legislation or any other labour rights, laws and regulations. Leaves no one worse off as a result of receiving basic income.
- ► **Reliable** Delivered monthly or bi-weekly. Responsive to changing circumstances. Gradually reduced as income increases.

We also support the position of Coalition Canada which respects the rights of Indigenous peoples to exert self-determination regarding whether and how a basic income is delivered within their territories and for their communities and the principles that should govern it.



## Food system resilience

A food system involves the stages that foods pass through as they are transformed from water/field to plate and beyond, including production or harvesting, foraging, processing, distribution, wholesaling, retailing, consumption, and waste management. <sup>16</sup> Considering food as part of a system indicates this is not simply a linear flow but an interactive web of activities and relationships. Adopting food systems as an organizing concept encourages a consideration of the broader factors that affect the processes that bring food to our plates, including interacting economic, political, cultural, environmental, and social forces.









The food system is sometimes described in the plural, as a recognition of the fact that there is not one single system but a diversity of ways of provisioning food.

Dominant among these is the industrialized food system, which is controlled largely by a handful of transnational agribusinesses and characterized by the use of large equipment, chemical fertilizers and pesticides, automation and (often exploited) migrant labour. Industrialized food chains are dominant in terms of how the majority of calories globally are produced, but nevertheless face deep sustainability and equity challenges. These challenges span from climate change, environmental destruction, and food waste that is generated, <sup>17</sup> to corporate consolidation and control in farming and food retail, <sup>18</sup> and growing rates of food insecurity. <sup>21</sup>

Among these challenges, one of the most critical is that the industrialized food system lacks resilience. By 'resilience,' we are referring to a food system's ability to respond to and recover from challenges and shocks like climate change, inflation, and supply chain disruptions—including the current trade dispute with the U.S., which will have unpredictable and destabilizing impacts on food affordability<sup>20,21</sup>—such that it can ensure nutritious food and sustainable livelihoods for all.<sup>19</sup>

Another challenge is that modern, industrialized food systems are remarkably inefficient at achieving food security. Despite producing enough calories to feed more people than the current global population, estimates suggest that approximately 691 - 783 million people are struggling with ongoing food insecurity, including some severe cases of famine.<sup>22</sup> In the Canadian context, nearly 18 percent of households are experiencing food insecurity across the ten provinces.<sup>23</sup>



## **02**Our Research

From May 2023 to April 2024, seven outreach workshops spanning six locations across the country and engaging a total of 88 participants took place. The workshops were organized with support from basic income and food movement organizations to promote the events and recruit participants (see Table 1). They were broadly promoted to food security and anti-poverty organizations, food policy experts and researchers, and small-scale, independent food producers and harvesters.

A key feature of the events was small-group conversations to facilitate sharing of perspectives on a basic income across sectors of the food system. Written informed consent was received from all participants before commencing the workshops. A common set of questions guided the workshop discussions, as follows:



- 1. What are the current programs or sources of support that your sector is using to address resilience challenges? Are there any gaps in these existing supports?
- 2. What role do you think a basic income could play in promoting resilience in your sector? For example: Are there gaps in existing supports that a basic income might fill? Who may it benefit the most in your sector? What limitations of a basic income do you see?
- 3. How might a basic income potentially work across sectors (agriculture, fisheries, food security) to build resilience? What are the areas of opportunity? What are the challenges or tensions?

In advance of the workshop, participants were provided with background reading materials, including a summary of key concepts and links to the cases for food security, agriculture, and fisheries from the <u>Case for Basic Income Series</u>. For additional context, each workshop began with a short presentation about basic income provided by a community partner, a Q&A with participants about basic income in Canada, and a brief overview of the food system.



The first workshop took place in-person in Toronto at the end of May 2023 in tandem with the <u>Canadian Association for Food Studies</u> (<u>CAFS</u>) Annual Assembly. Hosting the workshop as part of this larger event enabled access to a range of food system actors from across the country. This was followed by a series of regional workshops in Kingston and Thunder Bay, Ontario, Nova Scotia, British Columbia, and Quebec. Workshops in Nova Scotia, British Columbia, and Quebec took place virtually to expand geographic reach. See Table 1 for a summary of workshop locations and participants according to sector.



**Table 1: Workshop locations and participants** 

Location / Sector	Food security n=	<b>Agriculture</b> n=	Fisheries n=	Other (e.g. academia, policy) n=	Totals
Toronto, Ontario	0	1	1	18	20
Nova Scotia (virtual)	4	6		4	14
British Columbia (virtual)	0	4	7	8	19
Quebec (virtual)	1	6	4	3	14
Kingston, Ontario	6	3	0	2	11
Thunder Bay, Ontario	6	3	0	1	10
Total	17	23	12	36	88

Following completion of the workshops, thematic analysis of the written transcripts was undertaken to identify and synthesize key themes. All names were removed prior to sharing results. Quotations from the French-language workshops in Quebec have been translated to English for this report.

## **03**What We Learned

## **3.1** Existing sources of support and gaps

In all sectors, participants noted that existing sources of support are fragmented and generally insufficient. For small-scale farmers and fishers, these were also identified as not appropriately scaled for their needs. In this section, we discuss the responses from each sector in more detail.





## **Agriculture**

Crop insurance is a common risk-management tool in the agricultural sector. However, farmers in the workshops explained that existing insurance programs are not a suitable option for small-scale and diversified producers:

When we started the farm we were like, 'great, there's crop insurance!' So we looked into it and it was like a 'type of vegetable per acre kind of thing,' so it just couldn't compute a mixed farm that's under an acre that grew 40 different kinds of vegetables.

Crop insurance is focused on production volumes. However, because I try to make small quantities and get the maximum profit from them by putting a lot of added value into it - for example I am thinking of honey or the reproduction of the bee colonies that I sell - there is no point in having insurance on volume.



Participants also identified a range of other programs at provincial and federal levels available to new and continuing farmers for expenses related to start-up, equipment, hiring temporary foreign workers (TFWs), sustainable production, and climate change adaptation. However, they explained that these supports are mostly short-term, geared towards farmers who practice large-scale monoculture farming, have complex application procedures that are often difficult to navigate, and have high income thresholds that exclude many farmers. For example:

A lot of the time you will find small business grants. But when you look at what they're talking about they're considering small business to be an income of \$100,000 sort of thing and it's like, well, I'm looking for \$5000 for a freeze dryer and things like that. So you know, you're just not even on the radar for [grants] like that.

Financing is also available for farmers from corporate and non-forprofit lenders. However, as one participant noted, those do who not own land as collateral are often unable to benefit:

It's great that farmers have these financial corporations to draw from, but it's only if you've got land... Urban farmers, farmers that are renting, they don't have access to that. So it's a very specific group of farmers that can access that kind of funding.

One positive policy support identified is supply management, which provides fixed market rates, industry associations, and quota regulations for farmers producing certain goods, including dairy, eggs, and chicken.

One participant summed up the existing landscape of agricultural supports this way:

It's really kind of disjointed, and it feels like basic income could go a really long way to supporting people at a fundamental level in order for these programs even to make sense.



#### **Fisheries**

Similar to agriculture, fisheries participants noted that existing supports are overall limited in scope, geared towards capital investments (not day-to-day operations), and tailored to large-scale fishers and not small-scale or subsistence fishers. To demonstrate this, one participant provided an example of funding for fish processing in Quebec:

There is also another significant envelope at MAPAQ (Ministère de l'Agriculture, des Pêcheries et de l'Alimentation) for processors, ... for projects aimed at the robotization and automation of processing operations.... And once again, we are faced with a measure that is adapted for large, industrial operations and not a smaller-scale, more artisanal processor.



Across the country, <u>Fishers Employment Insurance</u> (EI) is a key source of support for fishers and processing workers in the off-season. However, Fishers EI alone can be insufficient if fishers have a bad season and do not generate enough earnings to qualify. For example, some participants from British Columbia brought up the example of Pacific Salmon fishing. In recent years, these fish stocks have declined considerably with closures of some commercial fisheries.<sup>24</sup> As a result, some harvesters have been unable to fish, or have generated much lower earnings than anticipated.

Some participants also spoke about the importance of informal social networks in supporting harvesters during times of need; however, these were described as less robust today given that fewer people fish compared to previous decades, and as rural areas continue to undergo social and economic restructuring. For example:

As fishermen, we've always shared catch and a host of other things (gear, time, effort) in terms of helping each other with our enterprises... So what happens is you lose that fundamental pillar of support as your community both dwindles in its ability to provide that to each other and in terms of its ability to even live where it is.





## **Food Security**

Participants noted a broad range of available social supports including social assistance, disability assistance, guaranteed income supplement (GIS), old age security (OAS), Canada child benefit (CCB), and various tax credits. However, these were consistently described by participants as insufficient for enabling people to meet their basic needs. One participant explained:

Conceptually, we have a pretty comprehensive system of supports. It's just that they're inadequate... Like [those that] you can get on disability benefits. We have not-for-profit housing in Canada, but we just don't have enough... so there's all these things that actually exist, but they're so inadequate and so insufficient.

Our health team has social workers, dietitians, all kinds of people who are trying to piece together...the supports for households, for individuals... and somehow having a basic income security I think would reduce the tension, the frustration...Because each of these silos that you're trying to apply for have their own sets of requirements and paperwork and delays and limited budgets. And it just goes on and on. So, I actually think it would make that kind of community work more rewarding because people would be able to [better] access [supports] and it would be less frustrating.

Some participants indicated that working-age adults are the least covered by existing programs, underscoring the need for a basic income available to this population:

We [at a food security non-profit] only go up until age 30. So if you're over 30, basically 30 to 65, we know [there are] no services available for them. I think that can be said in lots of organizations. The working age demographic gets missed.



As well, the limits of charitable food outlets to serve communities in a time of increasing need, and in terms of ensuring dignified access to food, were clearly highlighted among participants:

Food charity doesn't work right. I don't know what it's supposed to do insofar as [having] any possibility of managing people's ability to meet their basic food needs. It's clearly failing hugely.

Some also critiqued what they observed as the increasing entrenchment of food charity within corporate and capitalist interests:

Companies like Loblaws are doing gigantic initiatives now, [with] millions and millions of tons of food moving out of Loblaws into food charity; undoubtedly, in a way that Loblaws is benefiting from. They exploit their workers day after day. Food charity is expanding astronomically right now in ways that are integrating it into our capitalist food system in ways that we've never seen before.

## 3.2 Opportunities for a basic income

Four main opportunities for a basic income to support food system resilience emerged from the workshops: enabling dignified food access, supporting sustainable livelihoods, encouraging alternative economic practices, and enhancing synergies across food production and consumption.



## **Dignified food access**

A consistent benefit of a basic income raised among food security advocates is realizing dignified food access. While existing social supports tend to be inadequate, accessing charitable food is also often associated with a negative stigma. One participant summarized the potential for a basic income as follows:

In terms of existing supports, my brain goes, OW [Ontario Works], ODSP [Ontario Disability Support Program], other social services, and the charitable food system, which really doesn't allow people who are food insecure to purchase the foods they want to purchase, and so I see lots of potential for basic income to address that aspect of dignified food access.



Another participant similarly spoke to how a basic income may promote dignified food choices instead of living in fear:

That's how I think about basic income - that if you put a basic income in place, you let people live lives more on their own terms, [in a way] that's centered on choice... rather than fear. You have a tremendous transformation in how society organizes itself... where you get better economic outcomes, you get better health outcomes, and you get better social outcomes.

These findings support considerable research and policy analysis in Canada that have established that a basic income is a fundamental tool to support dignified access to healthy and nutritious food.<sup>25</sup>



### Sustainable livelihoods

Stabilizing seasonal employment, lessening economic uncertainty, and encouraging new entrants were key potential benefits of a basic income for farmer and fisher livelihoods identified by participants.

In terms of seasonality, participants explained:

We're looking at hiring our first employee and trying to offer as high a wage as possible. But our margins are so thin that we're not able to offer that much; and it's seasonal income and it's just not enough. It doesn't make it seem like a desirable long-term livelihood, which I think it should be, you know, celebrated as such: something that we need; we need small farmers; we need food producers generally.

If they had a basic income to support the time in between fish processing or fishing, they would stay with it. They would live in those rural coastal communities and provide opportunities, and fish, and the society that people need in a rural coastal community [but] they can't [stay] if they don't have those supports.



More broadly, participants identified lessening economic uncertainty as a key potential benefit of a basic income. This is especially important given the high turnover rates in the agriculture and fisheries workforces, as documented in recent labour market surveys. <sup>26</sup> One participant explained how they believe a basic income can contribute to a more stable labour pool:

If people aren't constantly in precarious positions, you're probably going to have less labour turnover. And, if I'm in a precarious job, I'm going to look for a more stable job, which means you're going to have to replace me. And hiring and training new people costs money, and so actually in the long term, there would be benefits to these economic sectors because they would have a more stable labour pool.

Having an income floor when starting up a new small business, or in the face of unanticipated stressors, were also seen as central to sustainable livelihoods. For example:

Clearly, a basic income can give an additional boost or bring a certain stability to someone who starts a fishing business with relatively modest licenses and quotas. For the owner of a small boat, that can take the stress out of generating enough income in the first year or years just to survive.

The first element that I noted is reducing economic uncertainty.

This allows fishers to be somewhat removed from the volatility of the market, from economic hazards, or from the fluctuations of world markets. When there are price collapses, when there are geopolitical conflicts that close certain markets or create ...certain price [variations] ...sometimes that creates profitability problems for businesses.

Some participants suggested that a basic income may also provide economic security during periods of training or mentorship for new entrants:

We have a lot of folks that have the calling to farm because it is such a noble pursuit... They want to get into it because they know it's meaningful work, but they don't have the support to learn... and so from our perspective, basic income would be such a game changer because it would give folks agency to come and learn at the farm.

Such skills sharing and learning opportunities are especially crucial in the context of aging workforces in agriculture and fisheies.<sup>27</sup>





## Alternative economic practices

Another key opportunity for a basic income that participants highlighted is encouraging alternative economic practices. With the stability offered by a basic income, participants suggested that food producers may be willing to take risks and try doing things differently, such as implementing agroecological practices or experimenting with new markets. For example:

Even just [in terms of] incentivizing farmers to move in a more ecological and diversified direction with their operations, having that income stability is absolutely essential ...People are trapped in that they literally cannot afford to take the risk of changing their practices, and so helping to get people out of that space and have a little bit more breathing room [is important].

Fostering subsistence and traditional food practices were also identified as priorities that a basic income could support. One participant spoke to potential benefits for Indigenous food sovereignty<sup>28</sup>:

One way it supports Indigenous food sovereignty directly is that you have all of these costs associated with harvesting that, you know, didn't [exist] before we had ...our wage and economy reduced. You have instances where you're catching fish and selling it just to be able to pay off other expenses [whereas] if you [had a reliable] income you could separate the two. You could have your rents, your other expenses, and you could just think about food in a more local and traditional way.



Another participant recognized the potential for a basic income to encourage home gardening and other subsistence activities among the general population:

I think that all of our food needs to be grown by local farms, and I think that it's the financial insecurity of people that prevents them from doing that. Everybody used to have a garden when I was growing up, and nobody has a garden now. It's since COVID [that] people are cluing in and saying like 'Oh gee, I think I want a garden this year.' I think it is coming back around, but I think that if people knew that their biggest bills were going to be paid [and] that they weren't going to, you know, lose everything [then that would provide an incentive].







## **Synergies across sectors**

Participants also described potential synergies of a basic income across the food system. For example, one participant described basic income as a "dual economic benefit" for food producers and consumers:

Basic income would doubly help farmers because it could provide direct income assistance, but it also is giving ...your customer base financial support to be able to afford to buy your local vegetables... But even from the farmer's perspective, I think it has that dual economic benefit.

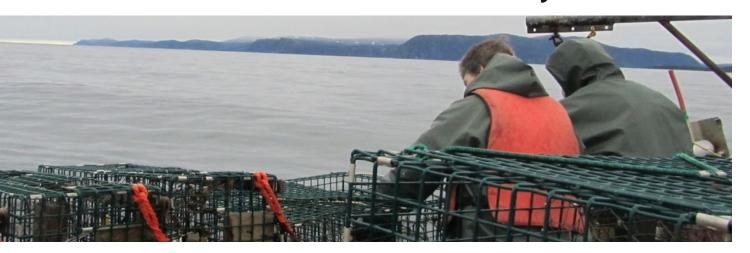
Furthermore, enhanced economic security, and by extension, time, emerged as an important theme with potentially positive implications across the food system. Examples included more time to prepare healthy meals or participate in community food system efforts. Participants explained:

When the general population would receive a basic income, one of the gifts would be time because maybe they won't have to work that second or third job. So then you have evenings off and maybe you could do some meal planning or make a big batch—like ... make a nice soup for the week.

Thinking about if you do have the space to engage in your community more.... Folks are exhausted just thinking about how many of these really important community resources we have, [and] how they depend on volunteer boards. And yeah, if folks have just got a little bit more space to be able to do some of that work...



## **3.3** Limitations and considerations for a basic income across the food system





## "Necessary but not sufficient"

Given the complexity of food system problems, workshop participants concurred that a basic income is a "necessary but insufficient"<sup>29</sup> measure to address food system issues. They expressed that for basic income to work as desired, a mix of additional supports are needed. One participant summed this up as follows:

If a basic income program starts, what other programs would have to also be created to maximize the benefit, like just in terms of talking about food literacy.... But then what other programs would have to be created to supplement that so people can actually thrive with this new basic income.

As detailed by participants, this mix should include strong labour laws, rent control and housing support, disability support, food literacy programs, land-use planning that protects farmland, and sustainable and equitable fisheries management. Participants noted that in the absence of such robust public policies, basic income may reinforce a problematic food system, including increasing corporate concentration and consolidation.



Basic income creates the conditions for employers to continue to say, like in agriculture for example, where it's seasonal, 'Oh well, I don't need to worry about giving my employee a year-round salary because this basic income will cover them.' And I think that that's probably the same in a lot of low-wage sectors where there's worker exploitation going on. So it needs to be implemented in a way that makes sure that that doesn't happen.

What model do we want to support through implementation? I think that a basic income really has potential, including in agriculture, to get out of various market vagaries, [and] to bring stability with regard to climate change [and the] disruption of ecosystems. But [it] should not be a tool that serves to perpetuate a model that led us to the current situation, [and] which will serve to reproduce it, because it is one of the effects that could [occur] if it is not well established.

They also urged that basic income on its own will likely do little to address the policy decisions that have dismantled the livelihoods of many fishing and farming communities. This was a sentiment acutely expressed by participants working in fisheries:

Some of those policies that are undermining our fisheries here need to be changed. You compare southeast Alaska or Washington, Oregon and the very rich fishing economies that they have there, operating pretty much on the same ecosystem that we have [...It is] governance and policy that is really driving what happens. The idea that a basic income can help, I am very interested in hearing that. And maybe that's the stop gap that helps us get to a place of better policy.

[O]ne of the things that I worry about... is that without policy change around licensing, [and] quota ownership ...that a programme like this props up an already problematic system.





## **Design considerations**

Participants expressed some considerations for the design parameters and administration of a basic income from a food system perspective. First, specific concerns arose about the potential exclusion of temporary foreign workers (TFWs). TFWs are typically not included in basic income modelling in Canada on the basis of citizenship; however, social movements have been calling for the inclusion of TFWs in any basic income programs.

Participants noted that TFWs already perform highly important and often dangerous tasks in food-system labour, and may be at risk of further exploitation if Canadian citizens and permanent residents have the income security to leave low-paying jobs. Participants explained:

My fear is not that we won't have labour but that everyone's going to turn to temporary foreign workers, and that [TFW] program is just inappropriate... Employers will turn to that program, saying, 'Well, Canadian's don't want to work…' And I'm a huge proponent of basic income. I just don't know how to square that circle.

Another consideration that emerged was how basic income may intersect with the variable income of food producers at different times of the year, given that most basic income proposals in Canada recommend administering a basic income through the federal tax system, which is based on annual filing. For example:

How would this work for a situation where your income and fishing would be quite low for part of the year and then really boom [for] other parts of the year? ... How would you distribute [this income supplement] in a way that was useful, but not put people in a tricky jam [given that] it's impossible to calculate fishing income in advance.



Lastly, the role and autonomy of Indigenous communities in designing their own basic income programs came up as a central consideration, with autonomy in any such programs discussed as a key facet of furthering Indigenous food sovereignty.



#### **Public education**

Participants identified public education about a basic income as central to its potential success. This includes among food-system actors who may have preconceived biases. For example, one participant said:

[There are a] lot of people with some pretty conservative outlooks in our work in fisheries, and these people actually would really benefit from something like a basic income guarantee, but there's just this overarching theme that this is some kind of socialist propaganda.



Strong public education and support were also identified as important to ensuring that any implementation of a basic income is grounded in a clear set of values and principles to minimize its potential misuse by government or other actors:

If we bring this in, does that negate the government's need now to address those policy issues which have brought us to this? ... That's always the concern... I think, ... that if we do this and we manage to implement [a basic income], [then the] government will decide that they no longer need to move on these other issues because they now have this to replace them.

# **O4**Conclusion and Recommendations

Through the outreach workshops, it became clear that basic income offers a valuable lens on many of the socioeconomic challenges that producers, harvesters, and consumers in the food system face. A basic income may be particularly beneficial for small-scale farming and fishing businesses that are least served by existing supports and services, as well as those working in low-paid, seasonal, and part-time agricultural and fisheries production and processing. The benefits of a basic income for addressing food insecurity are well established, and the need for a stable income floor was consistently raised by food-security and anti-poverty organizations.

Further research and policy analysis are important to continuing to build an understanding of the nuance and complexities of how a basic income can be designed to meet food-system needs, and with regard to its potential social and economic benefits across food-system sectors. Participants in our workshops offered important insights for further consideration, such as: the relationship between basic income and innovation among food producers and harvesters, such as experimenting with new production practices or markets; how a basic income may contribute to the time people need to engage in community-based food system pursuits: and, opportunities for encouraging learning and



mentorship among new farmers. Attention was also drawn to how the potential benefits of a basic income may be distributed across the food system, with considerable discussion about the role of temporary foreign workers, and how to ensure their inclusion in any basic income program. We also underscore that basic income is not a panacea for food system problems and will require careful design along with a holistic implementation as part of a suite of supportive public policies.

Building on this research, we suggest the following recommendations for policymakers, researchers, and civil society organizations seeking to further the development of a basic income as a tool for food system resilience:

### **Governments/policymakers**

- ▶ Support the Prince Edward Island basic income demonstration project as the first of-its-kind proposed province-wide demonstration project in Canada
- ► Allocate funding to Indigenous communities to determine the nature and shape of basic income, especially with respect to enhancing food sovereignty
- ► Consider practical strategies and frameworks for including Temporary Foreign Workers (TFWs) within basic income programs
- ▶ Develop a simplified tax filing system to encourage filing, and consider how to make the tax system more responsive to variation in income throughout the year

#### Researchers

- ▶ Undertake economic and policy research to analyze the possible economic impacts of a basic income on food system sectors
- ▶ Document the experiences of those on the front lines of food systems, including farmers, fishers, and eaters, to generate an evidence base about the potential impacts of a basic income
- ► Explore basic income options as a broader suite of food system strategies, including the complementary and parallel policies and programs needed alongside a basic income

## **Civil society**

- ► Continue working across different sectors of society to mobilize interest and support for a basic income
- ▶ Identify strategic and political opportunities for basic income and food movements to work together to raise awareness and understanding about basic income in the food system
- ► Consider advancing community-based basic income projects (perhaps in parallel with provincial/federal campaigns), as meaningful support may be provided to food producers and food insecure people without waiting for larger-scale policy change<sup>30</sup>

## **Citations**

- <sup>1</sup>Clapp, J. (2024, June 17). The global food crisis in the age of catastrophe. Rosa Luxemburg Stiftung. Retrieved from <a href="https://www.rosalux.de/en/news/id/52208/the-global-food-crisis-in-the-age-of-catastrophe">https://www.rosalux.de/en/news/id/52208/the-global-food-crisis-in-the-age-of-catastrophe</a>
- <sup>2</sup>Li, T., Fafard St-Germain, A.A., & Tarasuk, V. (2023) Household food insecurity in Canada, 2022. Toronto: Research to identify policy options to reduce food insecurity (PROOF). Retrieved from <a href="https://proof.utoronto.ca/">https://proof.utoronto.ca/</a>
- <sup>3</sup> Sundar, A. (2016). The food system in the fisheries: Crisis and alternatives. In Koc, M., Sumner, J., & Winson, W. (Eds.), *Critical perspectives in food studies* (pp. 169-184). Oxford University Press; Wiebe, N. (2021). The farm crisis. In Koc, M., Sumner, J., & Winson, W. (Eds.), *Critical perspectives in food studies* (pp. 158-173). Oxford University Press.
- <sup>4</sup>Hannah L. Harrison (Director, Producer) & Donald Selby (Editor). (2025). Last Boat on the Lake[film]. Available on YouTube: <a href="https://youtu.be/YaRVY-fDzK4">https://youtu.be/YaRVY-fDzK4</a>; Trailer: <a href="https://youtu.be/Jc6tHoaLDWs?si=nxnBjWarxMm5RClg">https://youtu.be/YaRVY-fDzK4</a>; Trailer: <a href="https://youtu.be/Jc6tHoaLDWs?si=nxnBjWarxMm5RClg">https://youtu.be/Jc6tHoaLDWs?si=nxnBjWarxMm5RClg</a>
- <sup>5</sup>Neis, B., Butler, L., Shan, D., & Lippel, K. (2021). Health and safety protections for the mobile workforce in a pandemic. In Peterson, C. (Ed.,) *Identifying and managing risk at work* (pp. 65-81). Routledge. <a href="https://doi.org/10.4324/9781003164029">https://doi.org/10.4324/9781003164029</a>; Weiler, A. M., & Encalada Grez, E. (2022). Rotten asparagus and just-in-time workers: Canadian agricultural industry framing of farm labour and food security during the COVID-19 pandemic. *Canadian Food Studies*, 9(2), 38–52. <a href="https://doi.org/10.15353/cfs-rcea.v9i2.521">https://doi.org/10.15353/cfs-rcea.v9i2.521</a>
- <sup>6</sup> Basic Income Nova Scotia. (n.d.). *Updated resolution list*. Retrieved from <a href="https://www.big-ns.org/updated-resolution-list">https://www.big-ns.org/updated-resolution-list</a>
- <sup>7</sup> Boadway, R., Corak, M. David, K. Emery, H., Forget, E., Halpenny, C., Koebel, K., Robidoux, B., Simpson, Wy., & Stevens, H. (2023). A proposal for a guaranteed basic income benefit in Prince Edward Island. Retrieved from <a href="https://www.gbireport.ca">https://www.gbireport.ca</a>
- <sup>8</sup> Gouvernement du Québec. 2024. Basic income program. <a href="https://www.quebec.ca/en/family-and-support-for-individuals/social-assistance-social-solidarity/basic-income-program">https://www.quebec.ca/en/family-and-support-for-individuals/social-assistance-social-solidarity/basic-income-program</a>; Smellie, S. (2023, Nov. 8). *Newfoundland and Labrador to launch basic income program for residents aged 60–64*. The Toronto Star.
- <sup>9</sup> Parliament of Canada. 2021. C-233: *An act to develop a framework for a guaranteed livable basic income. C-223 (44–1).* LEGISinfo Parliament of Canada; Senate of Canada. 2021. BILL S-233: *An Act to develop a national framework for a guaranteed livable basic income.* https://www.parl.ca/DocumentViewer/en/44-1/bill/S-233/first-reading
- <sup>10</sup> Stanford, J. 2022. *Income security and workers' power: Work, wages, and basic income after COVID.* Centre for Future Work. Retrieved from <a href="https://centreforfuturework.ca/2022/01/28/income-security-and-workers-power-work-wages-and-basic-income-after-covid/">https://centreforfuturework.ca/2022/01/28/income-security-and-workers-power-work-wages-and-basic-income-after-covid/</a>

<sup>11</sup> Dwyer, R., Claire Williams, A., & Zhao, J. (2023). Unconditional cash transfers reduce homelessness. *Proceedings of the National Academy of Sciences*, *120*(36). <a href="https://doi.org/10.1073/pnas.2222103120">https://doi.org/10.1073/pnas.2222103120</a>; Green Resilience Project. (2022). Conversations on climate change, income security and community resilience. Retrieved from <a href="https://greenresilience.ca/final-report/">https://greenresilience.ca/final-report/</a>; Hasdell, R. (2020). What we know about universal basic income: A cross-synthesis of reviews. Stanford Basic Income Lab. Retrieved from <a href="https://basicincome.stanford.edu/uploads/Umbrella%20">https://basicincome.stanford.edu/uploads/Umbrella%20</a> Review%20BI final.pdf

<sup>12</sup>The Ontario Basic Income Project was a pilot project established in 2018 to provide basic income to 4,000 people. It was halted early in 2019 by the newly elected Progressive Conservative Government.

<sup>13</sup> Forget, E. (2011). The town with no poverty: The health effects of a Canadian guaranteed annual income field experiment. *Canadian Public Policy*, *37*(3), 283–305. <a href="https://doi.org/10.3138/cpp.37.3.283">https://doi.org/10.3138/cpp.37.3.283</a>; Forget, E. (2013). New questions, new data, old interventions: The health effects of a guaranteed annual income. *Preventive Medicine*, *57*(6), 925–928. <a href="https://doi.org/10.1016/j.ypmed.2013.05.029">https://doi.org/10.1016/j.ypmed.2013.05.029</a>; Hamilton, L. & Mulvale, J.P. (2019). Human again: The (unrealized) promise of basic income in Ontario. *Journal of Poverty*, *23*(7), 576–599. <a href="https://doi.org/10.1080/10875-549.2019.1616242">https://doi.org/10.1080/10875-549.2019.1616242</a>; McDowell, T. & Ferdosi, M. (2021). The impacts of the Ontario basic income pilot: A comparative analysis of the findings from the Hamilton region. *Basic Income Studies*, *16*(2): 209–256. <a href="https://doi.org/10.1515/bis-2020-0034">https://doi.org/10.1515/bis-2020-0034</a>; Smith-Carrier, T., & Power, E. (2025). Structural violence and the social determinants of mental health: Exploring the experiences of participants on the Ontario Basic Income Pilot in Ontario, Canada. *Health & Social Care in the Community*, 1.

<sup>14</sup>For further background on this topic see Lowitt, K., Levkoe, C.Z., Dale, B., Dring, C., Gbejewoh, O., Glaros, A., Harrison, H., Knott, C., Loring, P., Mendly-Zambo, Z, Patterson, K., & Power, E. (2024). Advancing basic income as a policy tool for food systems sustainability. *Agriculture and Human Values*. <a href="https://doi.org/10.1007/s10460-024-10654-4">https://doi.org/10.1007/s10460-024-10654-4</a>

<sup>15</sup>Coalition Canada. (2024). What is basic income? Retrieved from <a href="https://basicincomecoalition.ca/en/what-is-basic-income/">https://basicincomecoalition.ca/en/what-is-basic-income/</a>

<sup>16</sup> Tansley, G. (2014). The food system – a guide. Routledge.

<sup>17</sup> Agriculture & Agri-Food Canada. (2023). Greenhouse gas emissions and agriculture. Retrieved from <a href="https://agriculture.canada.ca/en/environment/greenhouse-gases">https://agriculture.canada.ca/en/environment/greenhouse-gases</a>; Soma, T. (2022). Critical food guidance for tackling food waste in Canada: A closed-loop food system alternative to the food recovery hierarchy approach. *Canadian Food Studies*, 9(1). <a href="https://doi.org/10.15353/cfs-rcea.v9i1.490">https://doi.org/10.15353/cfs-rcea.v9i1.490</a>

<sup>18</sup> National Farmers Union. (2015). Losing our grip. Retrieved from <a href="https://www.nfu.ca/wp-content/uploads/2018/07/">https://www.nfu.ca/wp-content/uploads/2018/07/</a> Losing-Our-Grip-2015-Update-Web-Version.pdf

<sup>19</sup>Béné, C., Frankenberger, T.R., Nelson, S. et al. (2023). Food system resilience measurement: principles, framework and caveats. *Food Security*, *15*, 1437–1458. <a href="https://doi.org/10.1007/s12571-023-01407-y">https://doi.org/10.1007/s12571-023-01407-y</a>

<sup>20</sup> Loblaw Companies Limited. (2025). Understanding tariffs. Retrieved from https://www.loblaw.ca/en/tariffs/

- <sup>21</sup> Aziz, S. (2025). Will Trump's trade war put Canada's baby formula at risk? Global News. Retrieved from <a href="https://globalnews.ca/news/11069327/donald-trump-tariffs-infant-formula-canada/">https://globalnews.ca/news/11069327/donald-trump-tariffs-infant-formula-canada/</a>
- <sup>22</sup> Iannotti, L., Kleban, E., Fracassi, P., Oenema, S., & Lutter, C. (2024). Evidence for Policies and Practices to Address Global Food Insecurity. Annual Review of Public Health, 45(1), 375–400. <a href="https://doi.org/10.1146/annurev-publhealth-060922-041451">https://doi.org/10.1146/annurev-publhealth-060922-041451</a>
- <sup>23</sup> Food insecurity rates are even higher in the territories. See Li T, Fafard St-Germain AA, Tarasuk V. (2023) Household food insecurity in Canada, 2022. Toronto: Research to identify policy options to reduce food insecurity (PROOF). Retrieved from <a href="https://proof.utoronto.ca/">https://proof.utoronto.ca/</a>
- <sup>24</sup>Fisheries and Oceans Canada (2021, June 29). <a href="https://www.canada.ca/en/fisheries-oceans/news/2021/06/minister-jordan-announces-long-term-commercial-closures-and-licence-tetirement-program-in-effort-to-save-pacific-salmon.html">https://www.canada.ca/en/fisheries-oceans/news/2021/06/minister-jordan-announces-long-term-commercial-closures-and-licence-tetirement-program-in-effort-to-save-pacific-salmon.html</a>
- <sup>25</sup> PROOF (2023). Submission to the Senate Standing Committee of National Finance Study on Bill S-233: The Potential for a Guaranteed Livable Basic Income to Reduce Food Insecurity and Improve Health. Retrieved from S-233\_Brief\_PROOF <a href="https://proof.utoronto.ca/wp-content/uploads/2023/07/S-233">https://proof.utoronto.ca/wp-content/uploads/2023/07/S-233</a> Brief\_PROOF\_e.pdf\_e.pdf
- <sup>26</sup>The Canadian Agricultural Human Resource Council (2024). Agricultural labour market forecast 2023-2030. Retrieved from <a href="https://cahrc-ccrha.ca/resources/document/agriculture-labour-market-forecast-2023-2030">https://cahrc-ccrha.ca/resources/document/agriculture-labour-market-forecast-2023-2030</a>; Canadian Council of Professional Fish Harvesters (2018). Labour market information study. Retrieved from <a href="https://www.ourcommons.ca/Content/Committee/421/FOPO/Brief/BR9786342/br-external/CdnCouncilOfProfessionalFishHarvesters-e.pdf">https://www.ourcommons.ca/Content/Committee/421/FOPO/Brief/BR9786342/br-external/CdnCouncilOfProfessionalFishHarvesters-e.pdf</a>
- <sup>27</sup> Statistics Canada (2021). Canada's 2021 Census of Agriculture. Retrieved from <a href="https://www150.statcan.gc.ca/n1/daily-quotidien/220511/dq220511a-eng.htm">https://www150.statcan.gc.ca/n1/daily-quotidien/220511/dq220511a-eng.htm</a>; Canadian Council of Professional Fish Harvesters (2018). Labour market information study. Retrieved from <a href="https://www.ourcommons.ca/Content/Committee/421/FOPO/Brief/BR9786342/br-external/CdnCouncilOfProfessionalFishHarvesters-e.pdf">https://www.ourcommons.ca/Content/Committee/421/FOPO/Brief/BR9786342/br-external/CdnCouncilOfProfessionalFishHarvesters-e.pdf</a>
- <sup>28</sup> For further background and resources on Indigenous food sovereignty see: <u>Indigenous Food Systems Network</u> <u>Indigenous Food Systems Network</u> (2025).
- <sup>29</sup> See Power, E., & McBay, A. (2022). An unconditional basic income is necessary but insufficient to transition towards just food futures. *Canadian Food Studies La Revue Canadienne Des études Sur l'alimentation*, 9(2), 31–37. <a href="https://doi.org/10.15353/cfs-rcea.v9i2.533">https://doi.org/10.15353/cfs-rcea.v9i2.533</a>
- <sup>30</sup> One such community-based effort is being attempted in Eastern Quebec by members of the group ARBRE (L'Alliance Revenu de Base Régions Est); <a href="https://revenudebase.ca/">https://revenudebase.ca/</a>