# Meeting of Alberta's Agricultural Boards and Commissions

Review of the *Marketing of Agricultural Products Act (MAPA)*March 2-3, 2006

#### **Overall Outcomes**

- 1.Encourage discussion about the role of Boards and Commissions over the next decade and what areas in the legislation needs to be changed to facilitate the direction.
- 2. Clarify what we are doing with respect to:
  - Operation of boards and Commission Regulation
  - MAPA Review
- 3. Clarify Board and Commission needs with respect to:
  - Operations of B&C Regulations
  - MAPA
- 4. Capture and communicate industry feedback and needs to:
  - Minister
  - AAFRD
  - Justice

#### **MAPA REVIEW**

- Background
- Process and Timelines
- MAPA House Keeping Items
- External Review

## Background

- MAPA was enacted in 1965 to allow commodity boards and commissions to establish and regulate certain production and marketing activities of producers.
- ◆ In 1987, MAPA was reviewed and refundable commissions were added to the mandate.

## Background

- In 2002, MAPA was amended to allow the entry of the milk marketing system.
- This Act facilitates 72 regulations that form
   20 commodity organizations, regulating most agricultural commodities.

#### Reasons for the Review

- Recent requests from boards and commissions, as well as Marketing Council's recent strategic plan update suggest that a review of MAPA is overdue.
- Board and commission regulations under MAPA are consistently reviewed every five years, however, the Act has not been reviewed since 1987.
- The legislation has been pushed, Beef Industry Council.

#### Reasons for the Review

- A changing business environment requires new models for industry structures.
- Relationships amongst principal stakeholders in the agriculture industry are evolving.
- Ensure legislation addresses sustainable industry growth and innovation.
- The need for progressive approaches to research funding, investment leverage and commercialization strategies.

#### **Focus of the Review**

- Encourage a progressive business-oriented approach to industry growth and development.
- Minimize regulatory anomalies.
- Improve and align legislation.
- Reduce legislative restrictions on boards and commissions.
- Enable modified industry participation and governance.

#### **Process and Timelines**

- Seek input from affected stakeholders individually and collectively. December 2005 through December 2006.
- Take input and develop into draft legislation. December 2006.
- Seek approval for amendments from Marketing Council, Minister and department's, Executive Committee. Now through spring 2007.

#### **Process and Timelines**

- Have Legislative Counsel draft amendments. January 2007.
- Take proposed amendments to Industry. Spring 2007.
- ◆ Take proposed Amendments to Standing Policy Committee. Summer 2007.
- Finalize all drafting. Fall to early winter 2007.

#### **Process and Timelines**

- Receive approval from Minister to take amendments to Agendas and Priorities Committee. Fall 2007.
- Place on agenda for spring 2008 Legislative session. Spring 2008.
- Follow through the Legislature and implement. Spring 2008.

## **House Keeping Items**

Marketing of Agricultural Products Act

#### **MAPA Limitations**

- Operations of boards and commissions have grown and evolved to where we are bumping into the limits of the legislation.
- Today's business environment was not anticipated in the 1987 legislation.
- Grown to 20 organizations in various stages of development, some of whom have grown beyond provincial borders and issues.

Section Number	Current Wording	Discussion Points
	Marketing of Agricultural Products Act and the Alberta Agricultural Products Marketing Council	The name of the Act and the name of Marketing Council have been questioned over the
		years. Is there a need to rename to better describe future legislation?

Section Number	Current Wording	Discussion Points
1(a)	"agricultural product"  means a natural product of agriculture or a primary food product designated by the Lieutenant Governor in Council as an agricultural product, and  includes a product resulting from the processing of a product designated as an agricultural product while the product is owned, controlled or regulated by a producer, board or commission;	May prevent a farm woodlot association from forming. Are there any other products to consider? This section generally prevents a general farm organization from forming (unless all agricultural products are named and those would conflict with existing boards or commissions).  Would this section prevent (or make it more difficult for) two or more boards or commissions from joining together under one organization?
		If processors or non-producers are to be included at some point, does this section need to be broadened to include products beyond the agricultural stage?

Section Number	Current Wording	Discussion Points
1(m)	"producer" means  (i) a person who produces an agricultural product, and  (ii) a producer as defined in the regulations with respect to a plan;	Is this definition comprehensive enough for the future evolution of producers? Does this definition cover producers who pay service charges based on production inventory rather than production sales?

Section Number	Current Wording	Discussion Points
3	<ol> <li>(1) The Alberta Agricultural Products Marketing Council is continued and shall consist of not fewer than 3 persons appointed by the Lieutenant Governor in Council.</li> <li>(2) The Lieutenant Governor in Council shall designate one member of the Council as the chair and another member as the vice-chair of the Council.</li> <li>(3) The term of office of a member of the Council, other than the chair, shall not exceed 3 years.</li> <li>(4) A member of the Council may be reappointed for one additional term of office but is then not eligible to be appointed again as a member of Council until 3 years have expired from the time that the member's last appointment to the Council has terminated.</li> <li>(5) The members and the chair of the Council shall be paid remuneration and expenses prescribed by the Lieutenant Governor in Council.</li> </ol>	Should this section be amended to reduce (to one year) the three-year stand down requirement? Any other changes needed?

Section Number	Current Wording	Discussion Points
Sections 10, 11 and 12	<ul><li>10. Responsibilities of Council</li><li>11. Directions of Council</li><li>12. General Regulations by the Lieutenant Governor in Council</li></ul>	These are very important sections and should be reviewed to ensure they meet future needs.
12(g)	authorizing the Council to levy assessments and charge fees in respect of services it renders to any person, board or commission;	Perhaps this section should be amended to specifically include the Appeals Tribunal. Does "services" cover every item? This is a regulatory making ability and would not prevent Council from having cost recovery on a voluntary board governance workshop.

Section Number	Current Wording	Discussion Points
14	<ul> <li>(1) The Council shall, as soon as practicable after the end of the fiscal year of the Council, prepare a report summarizing the affairs of the Council for that fiscal year and forward the report to the Minister.</li> <li>(2) When the Minister receives the report, the Minister shall lay a copy of it before the Assembly if it is then sitting, and if it is not then sitting, within 15 days from the day of commencement of the next sitting of the Assembly.</li> </ul>	Is this section required (may need legal advice)? Since Marketing Council operates within the department structure, could not the section require Marketing Council to place a report within the department annual report for the Minister that they report to?

Section Number	Current Wording	Discussion Points
15 (parts)	<ul> <li>(1) A group of producers</li> <li>(2)(c)(xii) the composition of the board;</li> <li>(2)(c)(xiii) the method of electing members to the board;</li> <li>(2)(d)(xi) the composition of the commission;</li> <li>(2)(d)(xii) the method of electing</li> </ul>	Section 15 starts the entire producer board and commission concept. If there is to be any broadening out to non-producer representation (even if a small minority on a board of directors) it needs to be enabled here.
	members to the commission;	Saskatchewan recently made changes to their legislation to allow for board positions to be appointed. Non-producers may be appointed.

Section Number	Current Wording	Discussion Points
16, 24 and 25	<ul><li>16. Plebiscite on a Proposed Plan</li><li>24. Plebiscite Required</li><li>25. Conduct of Plebiscite</li></ul>	These sections depends wholly on producers – are other non-producers to be included and if so, how? Are formal
		plebiscites still needed within the legislation? Other provinces (Nova Scotia) requires a producer vote prior to establishing a board,
		however, Alberta is unique in its plebiscites for significant changes or dissolution once a board/commission is operating.

Section Number	Current Wording	Discussion Points
17(1)(a)(ii)	the carrying out of projects or programs to commence, stimulate, increase or improve the production or marketing, or both, of an agricultural product,	Under the Act this is not optional. All marketing boards need to be doing this. Are they all?
17(3)	Every member of a board shall be a producer or a representative of a producer if the producer is a corporation.	Are non-producers to be included?

Section Number	Current Wording	Discussion Points
18(2)(a)(i)	initiating and carrying out projects or programs to commence, stimulate, increase or improve the production or marketing, or both, of an agricultural product,	Not optional. Do all commissions do this?
18(4)	Every member of a commission shall be a producer or a representative of a producer if the producer is a corporation.	Are non-producers to be included?

to carry out its functions until the initial members are elected and assume their duties on the board or commission.  (2) Despite section 1(1)(r) of the Financial Administration Act, the appointment of interim members under subsection (1) does not make the board or commission a Provincial  an interim board of directors – this section talks of "prior to the election of the initial members" and prevented Council from appointing interim directors once the organization had held its first elections.	Section Number	Current Wording	Discussion Points
corporation.	19	established under section 17 or 18 and prior to the election of the initial members to the board or commission, the Council may appoint interim members to that board or commission to carry out its functions until the initial members are elected and assume their duties on the board or commission.  (2) Despite section 1(1)(r) of the Financial Administration Act, the appointment of interim members under subsection (1) does not make	commission changed its governance structure to regions. The entire board of directors wanted to resign and have Marketing Council appoint an interim board of directors — this section talks of "prior to the election of the initial members" and prevented Council from appointing interim directors once the organization had held

Y <u> </u>		
Section Number	Current Wording	Discussion Points
26 and 27	26. Regulations by Boards and Commissions 27. Regulations by Boards	Should be reviewed section by section to ensure every part is still needed and what, if anything needs improvement or addition.
		<ul> <li>♦Saskatchewan made recent amendments to allow boards/commissions to make loans.</li> <li>♦The Energy and Utilities Board (EUB) currently makes Alberta Milk Plan Minimum Price for Sub-Class 1A Milk Orders as regulations under the Act. This needs to be reviewed to ensure consistency with the Act.</li> </ul>

Section Number	Current Wording	Discussion Points
26(1)(f)	(i) the assessment, charging and collection of service charges, levies and licence fees, as the case may be, from producers from time to time for the purposes of the plan, and (ii) the taking of legal action to enforce payment of the service charges, levies and licence fees, as the case may be;	◆Should this section be broadened to include processors (e.g. service charges or license fees for processors)?  ◆Should "from time to time" be removed? Would this broaden the intent more and enable the plans to set service charges on a per transaction basis or acres or on inventory. Would this better enable service charges such as potential service charges at time of custom work or seed cleaning?  ◆Do we need to clarify that refundable service charges are still owing and no refund is available after the period specified in the regulations?

Section Number	Current Wording	Discussion Points
26(1)(j)	requiring persons who produce, market or process a regulated product to mark the containers of their products to show the place of origin or place of production to the satisfaction of the board or commission;	Need?
27(1)(c	governing the transferability or non-transferability of <b>quotas</b> and prescribing the conditions and procedures applicable to the transfer of quotas, if any, that the board considers appropriate;	Strike out all of the words after the first "quotas". (Recommended by Legislative Counsel to provide more flexibility with quota exchanges.)

Section Number	Current Wording	Discussion Points
27(1)(h)	requiring a producer who produces a regulated product to market the regulated product through the board or through a designated agency;	Do we still need?
27(1)(r)	(i ) the furnishing of security or proof of financial responsibility by any person engaged in the production, marketing or processing of a regulated product, and (ii) the administration and disposition of any money or securities so furnished;	Should commissions also have this authority? (Currently only for boards.)

If a board makes regulations under subsection (4), those regulations apply with respect to the agricultural product is owned or controlled by a processor or while payment with respect to the regulated product is still owing to a producer, processor or board or if verification of the ultimate use of the regulated product; processor or board in respect of the regulated product.	Section Number	Current Wording	Discussion Points
Of the regulated product.	27(5)	under subsection (4), those regulations apply with respect to the agricultural product only while the agricultural product is owned or controlled by a processor or while payment with respect to the regulated product is still owing to a producer, processor or board or if verification of the ultimate use of the regulated product is required to determine money owing to a producer,	included to a greater extent, does this

Section Number	Current Wording	Discussion Points
29(1)	A regulation made by a board or a commission under section 26 or 27, as the case may be, shall not be filed in accordance with the <i>Regulations Act</i> unless it is submitted to and approved by the Council.	Alberta Justice recommends an amendment to clarify that regulation-making ability of boards/commissions rests, not with sections 26 and 27, but with Marketing Council.
33	Negotiations re Marketing or Production	Are other matters that may be negotiated by a Negotiating Agency needed included? Should this section be broadened out to allow for formal mediation as an alternative prior to arbitration?

Section Number	Current Wording	Discussion Points
34 and 35	34. Funds to Indemnify Against Loss 35. Funds to Equalize, Adjust or Stabilize Financial Returns	Some boards have expressed opinions about setting up these funds and feel they do not work effectively if they are voluntary for producers.

Section Number	Current Wording	Discussion Points
38	1)A decision made by a board or commission pursuant to a review under section 36 may be appealed to an appeal tribunal within 60 days from the day that the party requesting the review is served	There are some questions about the overall effectiveness of the Act's appeal process. Are review and appeal systems needed in this legislation?
	with the decision made pursuant to the review.  2)An appeal under this section shall be commenced by serving a written notice of appeal on the Council.	There is some interest in skipping over the board/commission review process in section 36, if both parties agree.
	3)On receiving the notice of appeal, the Council shall forthwith send a copy of the notice of appeal (a) to the Minister, and	
to the contract of the contrac	(b) to the board or commission that conducted the review.	

Section Number	Current Wording	Discussion Points
39(1)	For the purpose of hearing an appeal under this Part, the Minister shall appoint not more than 5 and not fewer than 3	Perhaps the Minister should appoint the Tribunal Members and then have the members themselves select a chair for each particular appeal panel.
	persons as an appeal tribunal and designate one of them as the chair of the appeal tribunal.	

Section Number	Current Wording	Discussion Points
40	Rules Governing Reviews and Appeals	Do we need to highlight the cost-recovery here or in section 12(g)? Should appeal cost-recovery still be based on a pre-assigned percentage (currently 12.5% of costs for both the board/commission and the appellant), or should the Appeal Tribunal have the flexibility to assess and assign costs to parties?
		Do the 60-day and 90-day time lines for reviews and appeals work? The last two appeals have required that the Tribunal meet to open the hearing, only to suspend the time lines through an adjournment.

if an appeal tribunal is appointed to hear more than one specific appeal, the term of office of the members of the appeal tribunal, which shall not exceed 2 years.	Should we change this to three years to match with Marketing Council? Under section 40(5) the maximum term is still six consecutive years.
(q) in the case of an appeal, all oral evidence received shall be taken down in writing or recorded by electronic means;	Do we need these sections? May need legal advice.
(r) in the case of an appeal, all the evidence taken down in writing or recorded by electronic means and	
all documentary evidence and things received in evidence at an appeal form the record of the	
	to hear more than one specific appeal, the term of office of the members of the appeal tribunal, which shall not exceed 2 years.  (q) in the case of an appeal, all oral evidence received shall be taken down in writing or recorded by electronic means;  (r) in the case of an appeal, all the evidence taken down in writing or recorded by electronic means and all documentary evidence and things received in evidence at an

Section Number	Current Wording	Discussion Points
40(t)	(t) in making a decision, an appeal tribunal may  (i) confirm or rescind the order, direction or decision of the board or commission, or  (ii) rescind the order, direction or decision of the board or commission and refer the matter back to the board or commission that conducted the review for a re-hearing with those recommendations, if any, that the	If necessary that appeals remain under the legislation, should more powers be given to the Appeal Tribunal to make decisions?  Some other provinces allow the appeal panel to "vary" board/commission decisions or "substitute its own decision" for that of the board/commission.
	appeal tribunal considers appropriate;	

# **MAPA House Keeping Items**

Section Number	Current Wording	Discussion Points
40(y) and (z)	<ul><li>(y)notwithstanding clauses (b), (i) and (m), with the consent of the person on whose behalf a review is commenced,</li><li>(i) a review may be conducted without a hearing being held, and</li></ul>	This option is available only for the review step. Should it be also allowed for the appeal step? Perhaps the appellant and the respondent both
	(ii) all matters concerning the matter being reviewed may be submitted in writing or otherwise to the board, commission or Council, as the case may be;	could to agree to go to this step for reviews and appeals.
	(z) notwithstanding clause (d), if a review is conducted under clause (y), the decision of the board, commission or Council, as the case may be, shall be made within 30 days from the day that	
	the person on whose behalf the review is commenced consented to the review being conducted under clause (y);	

# **MAPA House Keeping Items**

Section Number	Current Wording	Discussion Points
44-46	44. Inspection 45. Court Order 46. Seizure of Agricultural Product	We understand that some Canadian jurisdictions allow boards, commissions and the Council limited powers to "fine" people for non-compliance.
47	A member of the Council or of a board or a commission or an employee of a board or a commission or of the Government is not personally liable for anything done by the member or employee in good faith in carrying out the member's or employee's duties under this Act or a plan or any regulation, order or direction made under this Act.	A member of the Council or of a board or a commission or an employee of a board or a commission or of the Government is not personally liable for anything done by the member or employee in good faith in carrying out the member's or employee's duties under this Act or a plan or any regulation, order or direction made under this Act.

# **MAPA House Keeping Items**

Section Number	Current Wording	Discussion Points
50 and 51	50. Delegation 51. Agreements	Review that these sections are properly worded to avoid a constitutional or provincial authority issues.
52	Service of Documents	Check that things like certified and registered mail still the standard. Any additional items such as faxes or emails here?
54	Dairy Transitional	Can be removed as the section is spent.

# **External Jurisdiction Review**

Review of Australia,
Netherlands, and the United
Kingdom

#### **EXTERNAL REVIEW FRAMEWORK**

- •Create an in-depth outline/snapshot
- •Overview differences, similarities, purposes

Australia PIERD Act Netherlands Industrial Organization Act United Kingdom
Industry Organization and Development Act

#### Legislative Governance Framework

Len GRDC, Meat

Ava Meat, Grain Bob Potatoes, Dairy

Corporate Governance Framework

Other Players/Links - e.g., R&D, NGOs

# FRAMEWORK ANALYSIS

#### LEGISLATIVE GOVERNANCE FRAMEWORK

- •What corporations/organizations are under the legislation, i.e., PIERD Act in Australia?
- •What is some of the history behind the legislation? How has the legislation evolved, e.g., commodity, marketing, industry? When was the last major review of the legislation? Why was it reviewed?
- •Who oversees the legislation? What group manages the legislation? Whom is the group composed of? How are they chosen? Who makes up the board?
- •Are all organizations under the legislation structured the same way? Are there set guidelines for the structures?
- •What does the legislation enable corporations to do? What tools are available to the industry organizations/corporations?
- •Has the new framework and the organizations been successful?
- •What are the success stories?

#### INDUSTRY/COMMODITY GOVERNANCE FRAMEWORK

- •What types of organizations (groups, associations, industry organizations, etc.) are part of the corporation?
- •How is the organization structured/governed? Who makes up the board?
- •What is the levy structure? Are their stipulations to how it is spent, collected, etc.?
- •Who contributes service charge fees?
- •What is the purpose of the organization, e.g., GRDC...?
- •What are some of the unique characteristics/differences between the various industry organizations?
- •What powers do the corporations possess? Can they take equity positions in private companies?
- •Are they focused on R&D, marketing, promotion...? What is their main focus/reason for being?
- Is their mandatory involvement or are the corporations voluntary?
- •What parts of industry do the corporations represent?
- •Do they play a policy role for their industry?
- Are their limitations on investments?
- •How are the organizations linked to the research community?
- •What are the success stories?

#### OTHER STAKEHOLDERS/PARTNERS

- •Who else is involved in the chain, i.e., research organizations, NGOs?
- •How do these organizations function in the continuum?

#### **Governance Information**

- Enabled by a central piece of legislation Primary Industries and Energy Research and Development Act (PIERD Act).
- Innovative delivery/accountability.
- Two different type of organizations, 9 rural research development corporations (RRDCs) and 6 industry owned corporations (IOCs).
- Industry exceeds government funding.
- Licensing/royalties are the main revenue.
- source for the RRDCs.
- Bureaucratic system.
- Focus on adaptation of research.

#### **RRDCs**

- Accountable to industry and government.
- Minister approves plans
- Annual plans
- Consults industry.
- Investments at applied end.
- Industry major funders of research.
- Industry drives research not researchers.
- Commercialization to adoption.

#### **IOCs**

- No lobby function.
- Compulsory funding that is matched.
- The levy payers are the shareholders.
- Voluntary.
- Concentrate on commercial development.
- No Ministerial approval of plans.
- Corporate as individuals.

#### **Strengths**

- Breadth of research areas.
- Licenses and royalty funds are enhanced by levies and government support.
- Integrated approach.
- Quadruple bottom line.
- Flexibility for RRDCs to evolve to IOCs.
- Market drives needs for research.
- Research has commercial applications.
- Commodity vs. R&D organization.
- Separated from R&D politics.
- Strong involvement of industry, broad scope.
- Accountability and strategic focus and process.
- Evolution from commodity organization to industry organization (RRDCs) to independent corporations (IOCs).
- Multi-layered cooperation.
- Some consolidation.

### Weaknesses

- Overly bureaucratic system government/political "short-termism".
- Complicated.

#### **Information Gaps**

- Do the RRDC's have a proven track record of innovation?
- Does each RRDC have its own regulations under the PIERD Act?
- Government contributes up to 0.5 percent of the industry's gross value of production, does this include the value of primary production plus the value of processing production (e.g., FCRs plus value of shipments)?
- What has driven the evolutionary reform from commodity organization to industry organization to independent corporations (IOCs)?
- How does an IOC form? Does an IOC evolve from an RRDC, if so, how? Are IOCs governed by legislation, if so, what legislation? Who administers the legislation?
- What safeguards are in place to protect government from bad investments?
- How are non-producer industry stakeholders levied, i.e., processors?
- Is the system generally viewed as overly bureaucratic (by industry/farmers/government administrators)?

#### **Governance Information**

- Enabled by a central piece of legislationIndustrial Organization Act
- Organizations comprise the entire chain.
- Mandatory levies.
- Regulations are binding on the entire sector.
- Broad industry focus, not just R&D.

#### **Strengths**

- Chain represented.
- ◆ Inclusive.
- Entire chain contributes.
- Big pool of capital.
- Co-operative culture.
- Regulations are developed by industry and therefore will likely receive more buy-in by all participants in the chain.

#### Weaknesses

- ◆ Too regulated????.
- ◆ Too complex.
- Highly regulated/intrusive????
- SER top heavy. SER is Marketing Council on acid, looks after the social and economic policy of the Netherlands.
- Organizations dominated by business, producer not mentioned much????
- Labour unions involved.

#### **Information Gaps**

- How does the European Unions system of subsidies impact the industry groups?
- How are processors levied?
- How are processor levies collected?
- Who pays the levies?
- How much are the levies?
- How are levies set?
- Set rules for the sector, what types of rules?
- Can the industry organizations take equity investments?
- What levels of enforcement do the organizations have, e.g., food safety, traceability, identifications, quality, health, animal welfare...
- What is the role of the producer?

#### **Governance Information**

- Several integrated industry organizations in place.
- Overarching legislation in place Industrial Organization and Development Act
- Industry organizations as opposed to commodity organizations.
- Organizations focus on extension, marketing, research and development, and promotion.
- Independent Chairs.
- UK agriculture Ministers monitor the organizations.
- Organizations are reviewed every 5 years.
- Can take equity stakes or own companies, e.g., Meat and Livestock Commission owns Quality Meat Scotland.
- Levies/service charges collected.
- Currently undergoing a levy review with report open for consultation until February 2006.

#### **Strengths**

- Multi-interest, multi-stakeholder approach to organizational structure.
- Independent chair.
- Chain approach.
- Industry has delegated authority to govern itself.
- Producers have say.
- Everyone contributes.
- Industry-driven, with government involvement.
- Each organization allowed to set its own objectives.
- Autonomy, flexibility.
- Industry uses levies where they think it is needed.
- Five year levy review.

#### Weaknesses

- Independent chair.
- Autonomy.
- Complicated governance.
- Unsure of governance balance.

#### **Information Gaps**

- How are levies collected beyond the farm gate?
- How does the system of dealer and/or processor levies ensure that they do not pay the levy then pick it out of producers' pockets later?
- How innovative are the industry organizations?
- What do the organizations spend their service charge dollars on?
- What is the main focus of the organizations, e.g., R&D, marketing promotion...
- How balanced is the governance structures.