

Canada's chance to make good on broken promises to end poverty

The Canadian Poverty Reduction Strategy (CPRS) is Canada's chance to make good on broken promises to end poverty. Campaign 2000 and its partners have been calling for the federal government to develop a pan-Canadian Poverty Reduction Strategy for decades to formalize an action plan to eradicate poverty in Canada. While parliamentarians committed to eliminate poverty among children in 1989 by the year 2000, in 2009 for all persons and in 2015 among children², the necessary action plans have never materialized. That is why we have insisted on targets regarding reductions in the rate and depth of poverty that are attached to timelines. The government has promised targets; but has been silent on timelines.

Canada is a wealthy but deeply unequal country – we need strong federal leadership to help turn the tide against the poverty that robs 4.9 million Canadians of dignity, well-being, opportunity and success; and places children at elevated risk of child maltreatment, school failure, and recruitment into crime and sexual exploitation. The CPRS has the ability to create a new foundation for Canada built on equity and dignity whereby no Canadian no matter their age, ethnicity, gender, religion, ability, sexual orientation and education should live in poverty in the country.

To be successful, the CPRS must be a shared, cross-Canada priority with the Federal Government taking a substantial leadership role providing vision, taking accountability for progress and, maintaining investment, and enabling provinces, territories and First Nations governments to play active roles. The guiding targets and timelines must be bold, comprehensive and unrelenting. To do this, the objective of reducing and eradicating poverty must guide all economic, fiscal, taxation and social policy decision-making and budgetary priorities in the short and long term. We call on all parties in the House of Commons to support substantive and comprehensive action to end poverty.

With the CPRS, Canada must move pledges to eliminate poverty from rhetoric to reality. We must finally put people in poverty first. After decades of waiting, there is no choice – we must act now and get this strategy right.



The Federal Role: Lead, Support and Coordinate

Community organizing across the country has led to the development or implementation of poverty reduction strategies in every province and territory-except for British Columbia-and in over 40 municipalities. There is also poverty reduction legislation in many provinces. With no federal anti-poverty strategy in place to date, government must seize the opportunity to provide bold leadership and vision to Canada's first PRS.

Vision

The time has come to redesign the social contract for the modern era. The social safety net built by previous generations has been torn to tatters through decades of ill-advised neoliberal austerity policies. A new social contract must address inequities faced by Indigenous people head on – confronting colonialism and cultural genocide at the roots of poverty.

A new social contract can only be effective with strong policy responses to today's challenges: precarious, parttime work; dismal social assistance rates; hunger and food insecurity; entrenched inequities based on race, gender, disability; limited access to training, a growing income and asset gap between the rich and poor; and shortages of affordable housing and quality childcare.

The CPRS must prioritize the needs of people living in poverty in Canada and address the structural conditions which result in particular groups of people experiencing higher rates of poverty. The federal government must adopt a poverty reduction lens on all policy decisions to ensure that people most in need benefit from programs meant to improve quality of life and restore dignity. We need to adopt a structural response to poverty and inequality and stop individualizing it and blaming the victims—we all benefit from lower inequality and poverty.

Recognize Poverty Reduction as Health Promotion

Government has a critical role to play in creating the conditions for good health.⁴ Health is determined by the socio-economic and environmental contexts in which people live and the interrelation between health and poverty has been well established.⁵ The CPRS must apply a social determinants of health perspective by creating, prioritizing and promoting public health policies that will create the living conditions for good health for all Canadians. This involves addressing income inequality between the rich and the rest, implementing progressive taxation, framing health issues not as individual but as structural and systemic, addressing precarious employment, creating conditions for unionization of workplaces, building and sustainably funding housing, childcare, and public transportation and creating a comprehensive and holistic public health care system.

Leadership

Strong federal leadership entails collaboration, equity, flexibility, insistence on clear goals and accountability for results. A pan-Canadian stance is also essential – we need the federal government to address regional variations in income security and social programs that perpetuate poverty.

The federal government must also renew the use of the federal spending power to support provinces and territories in taking poverty reduction action within their constitutional spheres. The federal government must set benchmarks for progress against poverty and



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launch change into action through investments in the programs and solutions needed to make poverty history in Canada.

Realign Priorities and Rebuild Canada's Fiscal Capacity for Poverty Reduction

Redesigning the social contract to ensure opportunity, well-being and success for all people in Canada requires rebuilding Canada's fiscal capacity for poverty reduction through realigning fiscal priorities. Positive steps already taken in this direction are welcome, but more action is needed so Canada can move from laggard to world leader in its investments in social programs to combat our high rates of poverty.

Fair taxation is a strong lever the federal government has at its disposal to reduce income and health disparities. Restoring fiscal capacity lost over decades of tax cuts is essential to support investments in public programs and services and to reduce income inequality.

To address poverty comprehensively, government must eliminate regressive tax expenditures that favour the wealthy and large corporations and restore progressivity to the personal income tax system.



Legislating Responsibility to Reduce Poverty

Campaign 2000, through its diverse cross-Canada network of 120 partners recommends that the Government of Canada:

Ensure that its federal action plan to eradicate poverty includes both targets and timelines and is developed in consultation with provincial and territorial governments, Indigenous governments and organizations, non-governmental organizations and people living in poverty.

If the plan is to be seen as legitimate, all stakeholders must know that they had accessible opportunities for authentic consultation. The plan must be secured in legislation and identify key roles for all levels of government, recognizing the particularities of how Québec pursues social policy in the Canadian context.⁶

Collaborate with First Nations'⁷ governments and Indigenous⁸ organizations to develop plans to prevent, reduce and eradicate child and family poverty in Indigenous communities.

Doing this involves honouring Treaty promises and agreements with First Nations governments across Canada that that are based upon principles of peaceful coexistence, mutual respect, recognition and the equitable sharing of lands and resources. With control over relevant resources, First Nations can formulate effective poverty reduction programs for their communities and be held accountable by them. Immediately comply with the ruling of the Canadian Human Rights Tribunal by providing equitable funding to First Nations child and family services on reserve and ensuring the full and proper implementation of Jordan's Principle to all First Nations children, so they can access health and other public services on the same terms as other children in Canada.

A COMPREHENSIVE
POVERTY REDUCTION
STRATEGY MUST INCLUDE:

Authentic consultation, in particular, with those who have lived experience of poverty.

Clear targets and timelines.

Dedicated fiscal and human resources.

Accountability including transparent public reporting and robust data.

Support for civil society organizations to analyze the effectiveness of the strategy.

Measuring Success

Canada has no 'official poverty line; instead we have three measures of low income. The lack of an official, national measure of low income causes debate and confusion about the prevalence and nature of poverty in Canada, with significant impact on public policy. The CPRS can put an end to this debate by choosing an official, lead poverty measure. The official measure should meet the tests of credibility, transparency, relevance, clarity and consistency. Philosophically, a lead measure needs to be selected to establish a pan-Canadian standard below which no one should fall.

Campaign 2000 recommends the Low-Income Measure-After Tax (LIM-AT) as Canada's official measure of progress or lack thereof for the Canadian Poverty Reduction Strategy. This should be the measure used to judge whether targets are met.

To address the desire for a measure sensitive to regional variations in the cost of living, we recommend improving the Market Basket Measure (MBM) as a supplementary measure to the LIM-AT.

It must be supplementary because it measures only one aspect of the construct of poverty, material deprivation. The MBM can be improved through regular updates to ensure the basket remains consistent with state of the art knowledge, that it accurately reflects the regional costs of items in the basket and accounts for diverse cultural practices and current technology.

Campaign 2000 believes that Taxfiler data is the most robust source of data available on poverty in Canada and urges the federal government to track progress, or lack thereof, against poverty according to Taxfiler data. Due to Canada's high rates of tax filing, these data represent a near census of Canada's population. The data are also available at very low levels of geography, allowing for analysis of low income at the neighbourhood level. In addition, the data are available for each province and territory and include families on reserve and those residing in health, criminal justice and other institutional settings. For groups with lower rates of tax filing, government should invest in targeted outreach and support to ensure tax-delivered benefits are reaching all eligible recipients.





Setting Clear Targets and Timelines

Government should be ambitious in setting targets and timelines to reduce and eradicate poverty – the credibility of the strategy depends on it. Unless otherwise indicated, progress towards the targets described below should be measured according to the LIM-AT derived from Taxfiler data.

- A 50% reduction in child and family poverty from 2016 to 2020.
- Reduce Canada's poverty rate by 50% within four years, and by 75% within a decade.
- Reduce deep poverty by 50% within four years, and by 75% within a decade (LIM-40).
- Ensure the poverty rate for female lone-parent households, single senior women, Indigenous people, people with disabilities, recent immigrants, and racialized people also declines by 50% in four years, and by 75% in 10 years, in recognition that poverty is concentrated within these populations.

- In two years, ensure every person in Canada has an income that reaches at least 75% of the poverty line.
- Within 10 years, ensure there is sufficient stock of quality, supported, and affordable housing accessible for all Canadians.
- All anti-poverty policies should include the reduction of food insecurity as an immediate goal.
- Reduce income inequality by lowering the share of after tax income held by the wealthiest 10% of Canadians in four years.

The goals of preventing, reducing and eradicating poverty and income inequality must guide the CPRS and be integrated into all social policy decision making by government. Poverty is at once a health, justice and human rights issue demanding a comprehensive policy approach that is intersectional and inter-ministerial.

Fundamentals of a Federal Action Plan to Eradicate Poverty

Eradicate Poverty among Indigenous Peoples

Indigenous People in Canada experience some of the worst levels of poverty in the country; currently 60% of status First Nations children on reserve live in poverty.⁹ 9Such abhorrent realities result from historical and ongoing systemic discrimination which Indigenous

Peoples experience as a result of continuing colonialism, racism, discrimination, violence and neglect.

To address poverty among Indigenous Peoples in Canada, the federal government must be committed to forming collaborative relationships. Doing so requires





both acknowledging harmful actions and policies and building new, equitable relationships that result in positive policy changes for Indigenous Peoples. While some steps have been taken to address the systemic discrimination Indigenous Peoples face across Canada, concrete action and funding have been slow.

The Canadian government continues to be non-compliant with the Canadian Human Rights
Tribunal's rulings to 1) provide adequate/fair funding for child welfare services on reserve and 2) ensure the application of Jordan's Principle¹⁰ extends beyond cases of disabilities and short-term illnesses to ensure jurisdictional disputes do not compromise the health and well-being of Indigenous children.

As important, the federal government has not enhanced First Nations' governments' discretion over



expenditure to the point where they can meaningfully develop and implement poverty reduction strategies for which their communities can hold them accountable.

- Full compliance with the CHRT ruling
- Implement the 94 Calls to Action from the Truth and Reconciliation Commission.
- Redress urgent, continued, systemic and colonial underfunding causing ongoing crises in education, housing, food insecurity and the provision of clean and safe drinking water free from assimilative efforts by government.
- Increase the discretion of First Nations governments over poverty reduction expenditures so that they can implement poverty reduction plans with meaningful accountability to their communities. Adequate, sustained and flexible funding is required for self-determined solutions.¹¹
- Nation-to-nation collaboration to formulate a plan to prevent, reduce and eradicate child and family poverty in Indigenous communities developed with Indigenous organizations and governments. This plan should be culturally appropriate, integrated with a comprehensiv'e Indigenous Housing Strategy and dedicated funding towards mental health support and strategies to reduce food insecurity and provide clean water.
- An exploration of culturally based poverty reduction measures, along with testing for their relevance across First Nations. 12 Effective measures "must account for First Nations historical disadvantage and diverse cultures and contexts, as well as impoverishment of infrastructure and services experienced by First Nations children on reserves. 13



Stabilize Transfer Payments

The Canada Social Transfer (CST) is a federal block transfer to provinces and territories in support of post-secondary education, social assistance and social services, and early childhood development, early learning and childcare. In almost all provinces and territories low benefit rates of income/social assistance for most categories of recipients contribute significantly to the depth of poverty. These incomes are inadequate in every Canadian jurisdiction, discrimination, and poor health outcomes for adults and children alike. Improving the CST is fundamental to reducing poverty in Canada.

WHAT'S NEEDED:

- Increase funding for the CST based on minimal standards of adequacy in social assistance and of access and quality in social services and early learning and childcare.
- Remove arbitrary growth restrictions.
- Provide sufficient, stable and predictable funding that recognizes regional economic variations, and ensure that both federal and provincial governments are accountable for meeting their human rights obligations to provide adequate income support for all low-income Canadians. This will require the development of minimum standards for income benefits and social services funded through the Transfer, which also allow necessary flexibility to provinces and territories.

Strengthen Income Security Programs

A. CHILDREN

Certainly the bolstered, tax-free, progressively targeted Canada Child Benefit (CCB) is a very significant tool in Canada's poverty reduction toolbox. To maximize the CCB's poverty reduction potential, the federal government must:

- Immediately fully index the CCB to inflation to help protect its purchasing power. Government agrees with the principle of indexation; it should not delay cost of living increases to vulnerable families. This should include retroactively increasing the benefit by the rate of inflation from the date of its introduction.
- Increase the base amount of the CCB and introduce a more progressive benefit reduction rate with the target of reducing child poverty by 50% by 2020 according to the Taxfiler LIM-AT.
- Proactively work to ensure uptake of the CCB in First Nations communities. Tax filing rates in these communities are estimated at 50%, given that the requirement to do so is dependent on source of income.
- Re-examine eligibility for the CCB to ensure parent/s' immigration status is not a barrier.

 Canadian citizens, permanent residents, protected persons, and temporary residents for at least 18



months are eligible for the CCB. This excludes people in Canada without regularized status who have children, including those who are failed refugee claimants who have applied for humanitarian and compassionate consideration and sponsored spouses with conditional permanent residence who have separated from the sponsoring spouse, all of whom may well be filing tax returns.

B. WORKING AGE ADULTS

Employment Insurance

With the national Employment Insurance (EI) recipient rate hovering around 42%, families who do not qualify for benefits may be forced to turn to social assistance or to take unsafe, unstable, low-wage work that perpetuates poverty. Recent improvements to EI are welcome, but stronger support is needed in Canada's evolving job market.

WHAT'S NEEDED:

- Improve EI to stabilize families and communities by increasing benefits so they provide at least 60% of earnings, 15 using workers' 12 best weeks over the previous year and reducing regional EI coverage disparities by establishing a 360 hour entry requirement to establish a basic claim anywhere in the country and by extending benefit duration according to a formula based on an average unemployment rate of 6% or more over the previous 12 month period. This will improve access to EI in labour markets with chronically high unemployment. 16
- Increase the level of maternity and parental leave benefit, and all special benefits, to 70% of employment income and reduce qualifying hours to 300 over the best 12 weeks of the last 12 months of work. All new parents (adoptive, student, trainee, self-employed parents, parttime and casual workers) should be included, and a secondary caregiver benefit should be developed to address gender disparities in care work within households.

Income/Social Assistance

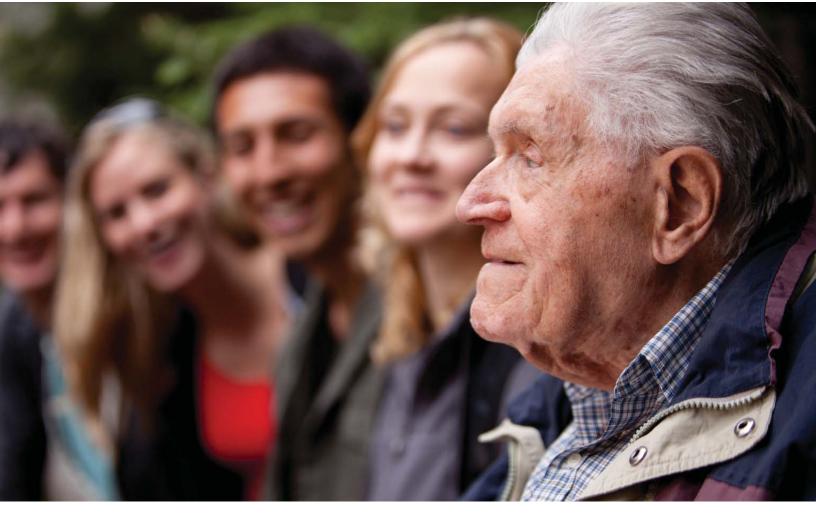
The federal government is uniquely positioned to examine regional variations in how federal and provincial/territorial income security programs interact to prevent or perpetuate poverty.

WHAT'S NEEDED:

• As part of stabilizing the CST, the federal government should ensure children in lone parent families receiving income assistance retain child support payments currently deducted from their incomes and ensure child-related EI benefits are not deducted from provincial income or disability benefits. Currently, there are regional variations in the treatment of child support for those on social assistance and alignment is needed to ensure children's rights to child support are upheld.







C. SENIORS

Canada's previous success in reducing poverty among seniors has deteriorated with changes to income security infrastructure that leave greater numbers of seniors in low income, relying on food banks and continuing to work by necessity rather than by choice.

WHAT'S NEEDED:

- Index Old Age Security (OAS) to the average industrial wage and salary instead of the consumer price index to ensure OAS assumes a more central role in poverty prevention and poverty reduction among seniors.
- Increase the Guaranteed Income Supplement (GIS) top up by \$1000/year for the lowest-income single seniors and for senior couples. The GIS top-up income exemption should also be extended by an additional \$3000 for single seniors and senior couples.
- Expand the Canada Pension Plan replacement rate to 50%.

D. NEW GST CREDIT TOP-UP FOR ALL

Campaign 2000 supports the recommendation of the 2017 Alternative Federal Budget to create a targeted GST credit top-up of \$1,800 per adult and child for those living below the poverty line. This top-up will go to all low-income people regardless of family type and is projected to lift 560,000 people out of poverty – half of whom are children.¹⁷ This new GST credit top-up will also reduce income inequality as an effective method of income redistribution to those with lower incomes.

E. ROLE OF BASIC INCOME

Debates abound about Basic Income's role in the fight against poverty and what level of income would be adequate and cost effective to deliver. Campaign 2000 believes that like all income security programs, BI must be designed to eradicate poverty and contribute to reducing income inequality by raising the income floor. BI is not a silver bullet against poverty. Rather, BI must complement a strong program of public and social services, a well-developed strategy to create quality jobs, and robust employment standards that support families to escape poverty's multiple dimensions.¹⁸

Support for Workers

Access to good jobs with stable hours, sufficient wages, and benefits is vital to reduce poverty. However, changes in Canadian workplaces and the increase of precarious work, including part-time, contract, temporary and shift work and an increase in low wages, few or no benefits and unstable work schedules, negatively impact people living in poverty across the country.

Precarious work leads to precarious lives for children whose families teeter on the brink of economic collapse due to unstable and low wage work.
Unfortunately, the federal government approaches Canada's "job churn" as an inevitable reality. 19

For low income parents, a dangerous spill-over effect of precarious work may be insufficient hours to qualify for Employment Insurance, including maternity and parental leave.



Currently, 56% of mothers with incomes below \$30,000/year do not qualify for maternity/parental benefits in Canada, excluding Quebec, compared with 14.6% of mothers in the same income bracket in Quebec.²⁰

- Adopt an agenda to address under-employment and enhance equity through infrastructure funding with obligations in hiring and preapprenticeship training for marginalized groups; a Green Jobs Strategy to build skills for green industries; Community Benefit Agreements to provide for local jobs and community economic development; robust social infrastructure, particularly national child care spending that includes capital funding and infant care.²¹
- Implement an indexed federal minimum wage of \$15/hour for workers in federally regulated industries.
- Implement an enhanced medicare program that includes pharmacare, dental care and various rehabilitation services given that many workers do not have workplace benefits.
- Create a good jobs strategy to reduce precarity and the number of working poor.
- •Enhance access to post-secondary education, university, community college and apprenticeship, including the elimination of tuition fees.
- Develop enhancements to the Working Income Tax Benefit (WITB) and deliver it to recipients every two weeks.



Universal and High Quality Early Childhood Education and Care (ECEC)

Campaign 2000 has always included universally accessible, high quality childcare as part of its comprehensive plan to eradicate child poverty. It supports parental labour market attachment and access to education and training and buffers the harmful developmental effects of poverty; it also decreases parental stress which enhances positive parenting.

Although a national childcare program to serve all families has been recommended since the 1970s, Canada is one of only a few wealthy countries that still lacks a plan. Canadian families are relying on a patchwork of child care, funded mostly by parent fees, combined in some provinces with publicly provided subsidies and grants to non-profit providers. Parent fees are often as hefty as monthly housing costs. Canadian ECEC not only fails to meet the needs of the majority of children and families, but is inequitably organized, unevenly distributed and underfunded everywhere across Canada, disproportionately impacting low income families.

Budget 2017's investments in childcare are welcome, but key policy shifts are necessary to poverty-proof child care in Canada. Evidence shows that the best way to support low income families is in a universal system, akin to the benefits of mixed income public schools. We also note that the optional extension of maternity/parental leave to 18 months is not a substitute for infant child care and will disproportionately benefit higher income families.

- An Early Child Education and Care (ECEC) program for Canada led by the federal government and developed collaboratively with provinces/ territories and Indigenous communities, which includes a well-developed policy framework based on the principles of universality, high quality and comprehensiveness, and is guided by targets and timelines and supported by long term, sustained funding.
- A clear commitment to substantial sustained earmarked public funding, with the international benchmark of "at least 1% of GDP for ECEC for children 0-5 years" as a long-term goal.
- An increase of the maternity and parental leave



benefit level to 70% of employment income and a reduction of qualifying hours to 300 over the best 12 weeks of the last 12 months of work.

All new parents (adoptive, student, trainee, selfemployed parents, part-time and casual workers) should be included, and a secondary caregiver benefit should be developed to address gender disparities in care work within households.

Housing for All

Far too many low income families in Canada struggle to find and maintain housing due to a dearth of affordable, safe and suitable options. More than 1.5 million Canadian households are paying more than 30 per cent of their income on rent - CMHC's standard for affordability. Over half of these households are in extreme core-housing need (living in poverty and spending more than 50 per cent of income on housing). We anticipate the announcement of a muchneeded new National Housing Strategy in the fall and urge strong integration with the CPRS. Budget 2017 made significant new funding commitments to kick start the new housing strategy after more than a decade of absent federal leadership in this area; details are now needed to understand how many units will be built or subsidized annually. We call on the federal government to continue to ramp up investment in this critical area.

- Ensure rent-geared-to-income subsidies are maintained over the long-term for households in need.
- Make priority number #1 for the Affordable Housing Initiative and the new Housing Fund to deliver on a significant target for new units as well as maintenance of existing stock.
- Explore a portable rent supplement program paid directly to tenants in need, that is designed with input from the housing sector, including tenants;
- Ensure the Indigenous Housing Strategy includes funding to urban and rural housing initiatives and increases funding for Indigenous

- support and service organizations. Wherever possible, housing should be built and managed by Indigenous housing organizations;
- Adopt a gender-lens on housing and homelessness to recognize women's unique needs and that they constitute the majority of homeless single parents;²²
- Develop a targeted youth homelessness strategy focused on housing and supports that recognizes the diversity of youth, including the 20% of homeless youth who are LGBTQ2S.²³
- Create accessible and supportive housing for people living with physical and developmental disabilities or mental health problems or addictions that includes building on the validated Housing First model.



Level the Playing Field for Marginalized People

The inequities caused by persistent racial and gender discrimination, able-ism and ongoing colonialism cause greater levels of poverty among children and families who are Indigenous, racialized, recent immigrants, impacted by disabilities or living in female-led lone-parent families.

WHAT'S NEEDED:

- Apply employment equity criteria to jobs created through federal infrastructure investments so that parents and individuals experiencing discrimination have access to the opportunities.
- Fast-track the introduction of legislation compelling federally-regulated industries to give women equal pay for equal work. Delaying legislation until 2018 negatively affects 874,000 employees.²⁴
- Ensure social assistance, funded through the Canada Social Transfer, lifts all recipients out of poverty and eliminates food insecurity among families receiving income assistance.²⁵
- Ensure Federal Accessibility Legislation results in an Act with sufficient power to remedy barriers in the areas of most need as identified by people with disabilities.²⁶
- Revitalize Canada's Action Plan Against Racism (CAPAR) with community input and respond to growing concerns about racial profiling plaguing Black, Indigenous and racialized families.

Foster the Social Infrastructure to Fight Poverty

Finding innovative solutions to address poverty and inspiring action at the local, regional and national levels requires support for people with lived experience of poverty, strong civil society and robust and timely data. Government support for a strong social infrastructure of advocates, networks, not-for-profit organizations and information and data is fundamental to CPRS' success.

- Reinstate the National Council of Welfare, or another such body, to collect and track information about social/income assistance programs across Canada and inform sound policy recommendations. This body should measure assistance benefit rates, total assistance incomes and expenditures by all levels of government and examine regional variations in program rules and remedies. It should also regularly report on how many people in Canada receiving assistance live in poverty according to the LIM-AT.
- Support civil society groups which raise awareness, inspire action and advocate to address the causes and effects of poverty locally and nationally. Research and the evidence-based recommendations for redesign of social programs often come from these groups, but limited funding and support has caused many groups to shut down or reduce staffing and capacity.
- Invest in the collection and analysis of robust data through Statistics Canada. More timely income data is needed and more data concepts need to be produced at low or no cost to ensure more timely understandings of the state of poverty in Canada and the effectiveness of interventions. Greater data access will enable vital research and analysis among social researchers committed to finding solutions to poverty. This should include more regular data collection and reporting disaggregated data on poverty among those groups living in poverty in disproportionate numbers.





Endnotes

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WHO LIVES IN POVERTY IN CANADA?



4.9 million people



1.3 million children



378,000 seniors

KEY ISSUES

INDIGENOUS PEOPLE



60% of First Nations children on reserve live in poverty

CHILDCARE



Only **24%** of children 0-5 have access to regulated health care

WOMEN



Women earn **72%** of men's average earnings

EMPLOYMENT



Canada's unemployment rate is **6.5%**

HOUSING



Over **35,000** stay in homeless shelters nightly. **1 in 7** are children



Over **35%** of children in poverty have a parent working full-time

