

**BRIEF TO THE STANDING COMMITTEE FINANCE ON BILL C-97, AN ACT TO IMPLEMENT CERTAIN PROVISIONS OF THE BUDGET TABLED IN PARLIAMENT ON MARCH 19, 2019 AND OTHER MEASURES**

May 7, 2019

*Dignity for All* is the campaign to end poverty in Canada, **co-led by Canada Without Poverty (CWP) and Citizens for Public Justice (CPJ)**. Since 2009, we have mobilized supporters to push for federal leadership to address poverty in Canada. Please consider the following document the submission of Dignity for All with regard to the *Poverty Reduction Act* within Division 20 of Part 4 of the *Budget Implementation Act (BIA)*.

**The Dignity for All campaign supports the *Poverty Reduction Act*, however, we urge the Standing Committee on Finance to consider amendments to strengthen the legislation to better align with Canada's international obligations, including the first Sustainable Development Goal (SDG) to end poverty by 2030.**

**i. Civil Society's Response to Bill C-87, An Act respecting the reduction of poverty**

In February 2019, the Dignity for All Campaign and partner, Campaign 2000: End Child and Family Poverty, sent an open letter to The Honourable Minister Jean-Yves Duclos regarding Bill C-87, *An Act respecting the reduction of poverty*.

The open letter was signed by [over 500 organizations and individuals](#) including the Canadian Council of Churches; ACORN Canada; the Canadian Health Coalition; Canadian Women's Foundation; UNICEF Canada; Oxfam Canada; and many others. The letter highlighted our concerns with the bill in its proposed state, while also providing our recommendations regarding; the target of reducing poverty by 20% of 2015 levels by 2020 and 50% of 2015 levels by 2030; establishment of the Market Basket Measure (MBM) as Canada's official poverty line; and the creation of a National Advisory Council of Poverty. *Please see attached the open letter dated February 1, 2019.*

While Dignity for All was supportive of Bill C-87, together with our partners, we voiced serious concerns with the legislation as it was tabled in November 2018.

To ensure that the new legislation implements Canada's international human rights obligations and the Sustainable Development Goals, our coalition undertook significant efforts with Minister Duclos' office and other Parliamentarians to amend the legislation before it was to be studied at committee.

Unfortunately, despite these efforts, none of the proposed amendments – nor any concerns from other civil society partners – were considered as the language of Bill C-87 was lifted word-for-word into Division 20 of Part 4 of the BIA.

ii. **Recommendations**

**We call upon the Standing Committee on Finance to bring forward these concerns, by considering the following recommendations:**

- a) Amend the legislation to affirm economic and social rights as ratified by Canada, including: the right to an adequate standard of living; right to food; right to housing; right to work and access to childcare; right to social security; right to health as articulated in international human rights laws, such as the International Covenant on Economic, Social, and Cultural Rights (ICESCR), as fundamental human rights;
- b) Establish regulations to the *Poverty Reduction Act*, which articulate that the goal to reduce poverty by 50% of 2015 MBM levels by 2030 is a minimum target. Regulations must reflect that the obligation under the Sustainable Development Goals is to end poverty in Canada.
- c) Establish measures to ensure Canada's official poverty line genuinely reflects the experience of poverty in Canada, particularly those in marginalized groups who are more likely to experience poverty. This includes:
  - I. Taking every available step to ensure Statistics Canada understands that its role in measuring poverty in Canada must be in furtherance of our international human rights obligations and the SDGs;
  - II. Ensuring regulations which provide clarification of the "regular basis" upon which the MBM is assessed as up-to-date. Ensure that this review includes public input, particularly by individuals living in poverty; and;
  - III. Acknowledging in regulations that multiple measures provide a fuller understanding of poverty and should continue to be part of the measuring and monitoring process of the PRS, particularly regarding sub-indicators and sub-targets in the dashboard. This dashboard must be easily accessible to the public.
  - IV. Through regulation, recognizing the disproportionate impact of poverty on racialized communities, mandating the collection of disaggregated data and the adoption of a racial equity impact lens to measure the effectiveness of the strategy.
- d) Ensure that the National Advisory Council on Poverty can adequately implement accountability of government for those living in poverty for the progressive realisation of the right to an adequate standard of living and social security rights, as guaranteed by articles 2(1), 9 and 11 of the ICESCR. This includes:
  - i. Ensuring through regulations that the Advisory Council is independent; given authority to make recommendations and require remedial action for compliance with the rights of people in poverty; and sufficient budget to fulfill its mandate.

This includes oversight of progress of the PRS, public reporting, and public engagement.

- ii. Establishing regulations to set a clear schedule for implementation with a commitment to review progress on the strategy annually, plans for collaboration with provinces and territories, coordination with the National Housing Strategy, and the mandate, budget and public reporting process for the Advisory Council. This includes a commitment to introduce a new strategy with updated targets and timelines every five years.
  - iii. Ensuring the Advisory Council can establish an adjudication body, which includes both experts in human rights and persons with lived experience of poverty, to hold accessible hearings into systemic issues affecting the progressive realization of rights and to recommend effective remedies.
  - iv. Ensuring the Advisory Council has the authority to make recommendations to Parliament, which must be responded to by the Minister with reasons as to whether recommendations will be implemented.
  - v. Ensuring in regulations that the majority of representatives on the Advisory Council are experts in human rights and poverty, including persons with lived experience of poverty.
  - vi. Principles of equality and non-discrimination must be applied to representatives to ensure diversity based on region, race, sex, disability and other grounds.
  - vii. Amend section 11 of Division 20, which authorizes the dissolution of the council once poverty has been reduced by 50% of 2015 MBM levels, to ensure an ongoing mandate for the Council to oversee a goal of sustained poverty eradication.
- e) In addition to this legislation, co-develop initiatives to ensure accountability and implementation of remedies for the distinctive barriers faced by First Nations, Métis, and Inuit persons living in poverty.

Along with Canada's first anti-poverty strategy, this legislation provides a historic opportunity for leadership. With our global commitments to end poverty by 2030, and our aspiration to be a country that leads on human rights, the time is now to implement anti-poverty legislation that move us forward to a more equal Canada.

We look forward to answering any questions on this written brief.

### **iii. Description of Organizations Submitting this Brief**

#### **Canada Without Poverty (CWP)**

CWP, formerly known as NAPO (the National Anti-Poverty Organization), is a non-partisan, not-for-profit, and charitable organization dedicated to ending poverty in Canada. For nearly 50 years, CWP has been championing the human rights of individuals experiencing poverty and since our inception, we have been governed by a Board of Directors comprised entirely of people with a lived experience of poverty.

#### **Citizens for Public Justice (CPJ)**

CPJ is a national, faith-based not-for-profit and charitable organization that works on Canadian public policy, primarily in the areas of poverty eradication in Canada, ecological justice, and refugee rights. For over 50 years, CPJ has provided research, educational resources, and advocacy campaigns to engage people across Canada in public policy from a faith-based and public justice perspective.

The Honourable Minister Jean-Yves Duclos  
Minister of Families, Children, and Social Development  
House of Commons  
Ottawa, ON K1A 0A2

February 1, 2019

### **Open Letter: Strengthening Bill C-87, An Act respecting the reduction of poverty**

Dear Minister Jean-Yves Duclos,

We are writing to provide you with recommendations to strengthen Bill C-87, *An Act respecting the reduction of poverty*, and align Canada with our obligations under international human rights law and the United Nations' Sustainable Development Goals (SDGs).

In 2018, after decades of advocacy, anti-poverty advocates around the country welcomed this legislation following the release of Canada's first federal poverty reduction strategy (PRS). The legislation tabled in November 2018 commits Canada to a **target of reducing poverty by 20% of 2015 levels by 2020 and 50% of 2015 levels by 2030**; establishes the **Market Basket Measure (MBM) as Canada's official poverty line**; and mandates the creation of a **National Advisory Council of Poverty**.

As organizations and individuals that are working to end poverty in Canada, we believe that this legislation must be strengthened to ensure we meet the first Sustainable Development Goal (SDG) to end poverty by 2030.

This Bill comes at a critical moment in Canada's history. With the upcoming federal election later this year, we urge the government to pass legislation for the PRS before this session ends. We look forward to an open dialogue in the coming months as this critical legislation is studied by Parliament.

#### **International Human Rights**

The legislation does not reference Canada's international human rights obligations under *the Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities, the Convention on the Elimination of Discrimination Against Women*, and other instruments. The Government should amend the legislation to explicitly reference human rights, committing the government to a rights-based process as the PRS is shaped and implemented, in alignment with recommendations from Parliamentary committees including the Standing Senate Committee on Social Affairs, Science and Technology.

#### **Poverty Reduction Targets**

The poverty reduction targets articulated in section 6 of the legislation commit Canada to reduce poverty by 20% by 2020, and by 50% by 2030. These targets and timelines are additionally articulated in Bill C-86, which was passed in December 2018.

While the strategy and legislation reference the SDGs, the target and timeline invoke the minimum threshold of a reduction of poverty by 50% by 2030. First, we believe that Canada must be more

ambitious in reducing poverty over a shorter time line. Further, the reality is that when we only commit to reducing poverty, we create opportunity for some, not all, and especially not those who are the most marginalized. To avoid this, the government must ensure the poverty rate declines by the targeted amount among those in deep poverty and among Indigenous, racialized and LGBTQ2S+ people; persons with disabilities; women; immigrants, refugees and people with precarious immigration status; children; lone parent families and other groups who experience disproportionate levels of poverty due to systemic factors.

A country as wealthy as Canada should be leading other countries in implementation of the SDGs. We are disappointed the legislation does not commit to the spirit of SDG 1, which is to end poverty.

### **Canada's Official Poverty Line**

[Many organizations](#) have [voiced concern](#) that the MBM, which has been chosen as Canada's official poverty line, will underestimate poverty rates in Canada. This measure does not include expenses for childcare or health care and grossly undervalues the reality of housing and other costs. It requires constant rebasing and is not internationally comparable.

The MBM is an adequate measure of material deprivation, but poverty must also be understood more broadly as a denial of social inclusion, dignity and human rights. We have serious concerns that the MBM, will not accurately reflect the lived experience of people in poverty, and this will have an impact on eligibility for services and programs. For example, eligibility for the low-income energy program in Ontario, which is currently calculated at the Low-Income Measure Plus, may be adjusted to a lower amount through the MBM. The consequence would be that fewer people may be able to access this program and others, including food banks, housing services, and income support programs.

In addition, the government has committed to develop a dashboard of indicators to provide a range of measurable elements that reflect the complex reality of poverty. However, it is unclear how heavily the government will rely on these multiple indicators to provide a holistic picture of poverty or to measure the progress of the strategy in achieving targets in publicly accessible ways.

### **National Advisory Council on Poverty**

The National Advisory Council on Poverty presents a unique opportunity to hold Canada to account for implementing its international human rights and other obligations for people in poverty.

For this council to effectively measure the progress of Canada's first poverty reduction strategy, it must be independent, adequately resourced, given authority to make recommendations and require remedial action for compliance with economic and social rights. There must be a transparent process for appointment of council members, including establishing criteria of qualifications, such as expertise in fields and services focussed on poverty eradication as well as human rights, representation of people with lived experience of poverty, representation of diversity, and regional representation.

Achieving the goal of 50% reduction of poverty should not end the mandate of the Council, given that poverty rates can fluctuate and that the ultimate goal should be poverty eradication. Therefore, we support the recommendations put forward by The Council on Aging of Ottawa to amend section 11 of

Bill C-87, which authorizes the dissolution of the council once poverty has been reduced by 50% of 2015 levels, to ensure an ongoing mandate for the Council to oversee a goal of sustained poverty eradication.

### **Recommendations**

We, the undersigned, call on the federal government to implement the following recommendations:

- a) Amend the legislation to affirm economic and social rights as ratified by Canada, including: the right to an adequate standard of living; right to food; right to housing; right to work and access to childcare; right to social security; right to health as articulated in **international human rights laws**, such as the *International Covenant on Economic, Social, and Cultural Rights (ICESCR)*, as fundamental human rights;
- b) Establish regulations to Bill C-87, which articulate that the goal to reduce poverty by 50% of 2015 MBM levels by 2030 is a minimum target. Regulations must reflect that the obligation under the Sustainable Development Goals is to **end poverty in Canada**.
- c) Establish measures to ensure Canada's **official poverty line** genuinely reflects the experience of poverty in Canada, particularly those in marginalized groups who are more likely to experience poverty. This includes:
  - a. Taking every available step to ensure Statistics Canada understands that its role in measuring poverty in Canada must be in furtherance of our international human rights obligations and the SDGs;
  - b. Ensuring regulations which provide clarification of the "regular basis" upon which the MBM is assessed as up-to-date. Ensure that this review includes public input, particularly by individuals living in poverty; and
  - c. Acknowledging in regulations that multiple measures provide a fuller understanding of poverty and should continue to be part of the measuring and monitoring process of the PRS, particularly regarding sub-indicators and sub-targets in the dashboard. This dashboard must be easily accessible to the public.
  - d. Through regulation, recognizing the disproportionate impact of poverty on racialized communities, mandating the collection of disaggregated data and the adoption of a racial equity impact lens to measure the effectiveness of the strategy.
- d) Ensure that the **National Advisory Council on Poverty** can adequately implement accountability of government for those living in poverty for the progressive realisation of the right to an adequate standard of living and social security rights, as guaranteed by articles 2(1), 9 and 11 of the *ICESCR*. This includes:
  - a. Ensuring through regulations that the Advisory Council is independent; given authority to make recommendations and require remedial action for compliance with the rights of people in poverty; and sufficient budget to fulfill its mandate. This includes oversight of progress of the PRS, public reporting, and public engagement.

- b. Establishing regulations to set a clear schedule for implementation with a commitment to review progress on the strategy annually, plans for collaboration with provinces and territories, coordination with the National Housing Strategy, and the mandate, budget and public reporting process for the Advisory Council. This includes a commitment to introduce a new strategy with updated targets and timelines every five years.
  - c. Ensuring the Advisory Council can establish an adjudication body, which includes both experts in human rights and persons with lived experience of poverty, to hold accessible hearings into systemic issues affecting the progressive realization of rights and to recommend effective remedies.
  - d. Ensuring the Advisory Council has the authority to make recommendations to Parliament, which must be responded to by the Minister with reasons as to whether recommendations will be implemented.
  - e. Ensuring in regulations that the majority of representatives on the Advisory Council are experts in human rights and poverty, including persons with lived experience of poverty. Principles of equality and non-discrimination must be applied to representatives to ensure diversity based on region, race, sex, disability and other grounds.
  - f. Amend section 11 of Bill C-87, which authorizes the dissolution of the council once poverty has been reduced by 50% of 2015 MBM levels, to ensure an ongoing mandate for the Council to oversee a goal of sustained poverty eradication.
- e) In addition to this legislation, co-develop initiatives to ensure accountability and implementation of remedies for the distinctive barriers faced by First Nations, Métis, and Inuit persons living in poverty.

Additionally, we urge the government to take immediate action on critical areas related to poverty including **childcare, income support, jobs and employment, housing and homelessness, food security, and health**. For further details on these recommendations, please refer to Campaign 2000's report entitled, [Bold Ambitions for Child and Family Poverty Eradication](#), and the [Dignity for All model national anti-poverty plan](#).

Along with Canada's first anti-poverty strategy, this legislation provides a historic opportunity for leadership. With our global commitments to end poverty by 2030, and our aspiration to be a country that leads on human rights, the time is now to implement anti-poverty legislation that move us forward to a more equal Canada.

Sincerely,

Anita Khanna, Campaign 2000: End Child and Family Poverty in Canada and Family Service Toronto  
Darlene O'Leary, Citizens for Public Justice  
Michèle Biss, Canada Without Poverty

Cc

The Right Honourable Prime Minister Trudeau, P.C., M.P.  
The Honourable Andrew Scheer. P.C., M.P., Leader of the Official Opposition  
Jagmeet Singh, Leader of the New Democratic Party  
Elizabeth May, M.P., Leader of the Green Party  
Yves-François Blanchet, Leader of the Bloc Québécois  
Maxime Bernier, M.P., Leader of the People's Party of Canada



## SIGNATORIES

### National Organizations:

ACORN Canada	Federation of Sisters of St. Joseph in Canada
Action Canada for Sexual Health and Rights	First Nations Child & Family Caring Society of Canada
Canadian Alliance to End Homelessness	Food Banks Canada
Canadian Association of Social Workers	National Association of Women and the Law
Canadian Augustinian Centre for Social Justice	National Council of Women of Canada
Canadian Child Care Federation	Oxfam Canada
Canadian Council of Churches	PIPSC
Canadian Environmental Law Association	Public Service Alliance of Canada
Canadian Federation of Musicians	SEED/ASBL
Canadian Federation of University Women	Social Rights Advocacy Centre
Canadian Feminist Alliance for International Action (FAFiA)	The Canadian Coalition Against LGBTQ2S+ Poverty
Canadian Health Coalition	The Canadian Coalition for the Rights of Children
Canadian Labour Congress	The Canadian Research Institute for the Advancement of Women
Canadian Women's Foundation	The Canadian Teachers' Federation
Canadian Poverty Institute	The Presbyterian Church in Canada
Childcare Resource and Research Unit	UNICEF Canada
Child Care Now	Unifor
Child Welfare League of Canada	Upstream: Institute for a Healthy Society
Community Food Centres Canada	YWCA
Congress of Union Retirees of Canada	
DAWN Canada	

**Organizations (alphabetical by region):**

**Alberta**

Calgary Social Workers for Social Justice

Central Alberta Poverty Reduction Alliance

Edmonton Native Healing Centre Society

Synod of Alberta and the Territories - Evangelical Lutheran Church in Canada (ELCIC)

**British Columbia**

BC Poverty Reduction Coalition

BC Sisters of St. Ann Social Justice Committee

Burnaby Community Services

Business & Professional Women (BPW) Club of Abbotsford

Community Legal Assistance Society

First Call: BC Child and Youth Advocacy Coalition

Living Wage for Families Campaign

Longhouse Ministry

Nelson at its Best Society

**Manitoba**

Basic Income Manitoba/Revenu de base Manitoba

**New Brunswick**

Human Development Council

Wilmot Church Outreach Committee

**Newfoundland and Labrador**

Community Sector Council Newfoundland and Labrador

## **Nova Scotia**

Antigonish Poverty Reduction Coalition

Martha Justice Ministry; Sisters of St. Martha, Antigonish

## **Ontario**

Alliance for Healthier Communities

Arthur Bielfeld C.M. Rabbi Emeritus, Temple Emanu-El, Toronto; & former Co-Chair, Campaign Against Child Poverty and Keep the Promise

Burlington Fire Department

CAWDB

Centre for Equality Rights in Accommodation

Chinese and Southeast Asian Legal Clinic

Colour of Poverty Colour of Change

Community Health Centres of Northumberland

Gloucester Emergency Food cupboard

Hamilton Roundtable for Poverty Reduction

Income Security Advocacy Centre

Institute of Family Living

Justice, Peace, Integrity of Creation (JPIC), OMI Lacombe

Kinna-aweya Legal Clinic

Missionary Oblates of Mary Immaculate

Nellie's Women Shelter

Ontario Council of Agencies Serving Immigrants

Ontario Coalition for Better Child Care

Ontario English Catholic Teachers' Association

Parkdale Queen West Community Health Centre

Port Nelson United Church Affirm Group

Punjabi Community Health Services

SEIU HEALTHCARE

Social Development Centre Waterloo Region

Social Justice & Advocacy Committee, Anglican Diocese of Toronto

Social planning council of Cambridge and North Dumfries

Social Planning Network of Ontario

Social Planning Toronto

South Asian Legal Clinic of Ontario

The Local Community Food Centre

Thunder Bay Health Coalition

Tough Times

Wellfort Community Health Services

Workers Action Centre

Yonge Street Mission

### **Prince Edward Island**

MacKillop Centre for Social Justice

PEI Coalition for a Poverty Eradication Strategy

St. Francis of Assisi Secular Franciscan Fraternity, PEI

St. Francis of Assisi

### **Québec**

Oxfam-Québec

The Depot Community Food Centre

### **Saskatchewan**

\*End Poverty Regina

Provincial Metis Housing Corporation

Regina Anti-Poverty Ministry

### **Yukon**

Yukon Anti-Poverty Coalition (YAPC)

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