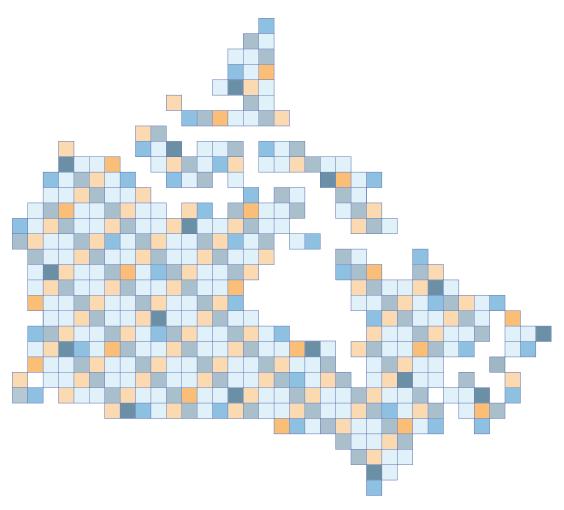
# **Newfoundland and Labrador Poverty Progress Profile**





2016



# **OVERVIEW**

In 2006, Newfoundland and Labrador became the second Canadian province to introduce a formal action plan to reduce poverty. The government implemented a comprehensive poverty reduction strategy with the clear goal of transforming the province into the region with the lowest poverty rate in the country by 2014.¹ The release of the first progress report in 2009 showed significant improvements, reducing the percentage of those living below the Low-Income Cut-off (LICO) by nearly half.² Newfoundland and Labrador has officially been acclaimed as having the lowest level of poverty in the country as highlighted by 2013 LICO statistics.³

The 2016 budget announced massive "expenditure reductions" in the hopes of balancing the budget. Simply put, it is cutting back or "restructuring" multiple programs. It is hoping to save \$251 million from scaling back services. These cuts range from early childhood education to transportation and agriculture.<sup>4</sup>

# **Plan Components and Highlights**

The plan highlights some key strategies, including: taking a long-term approach, focusing on prevention, advocating for better policies, and building strong partnerships. This multi-faceted approach has added to the program's success. It is important to note, however, that in the list of key approaches gender and Indigenous issues are simply stated to need "consideration," and are on the bottom of the list.<sup>5</sup>

The 2006 poverty reduction strategy includes five goals to guide its effort to prevent, reduce, and alleviate poverty.

# Improved access to, and coordination of, services for those with low incomes<sup>6</sup>

- Engaging those with lived experiences of poverty in creation of initiatives.
- Improving access for low-income individuals.
- Working with Indigenous people to improve their quality of life.

### A stronger social safety net<sup>7</sup>

- Supports for people with disabilities.
- Enhanced supports for the justice system.
- Increased social assistance rates and access to affordable housing.

#### **Improved earned incomes**<sup>8</sup>

- Remove financial disincentives for employment.
- Increase support for literacy and numeracy skills.
- Implement a provincial drug coverage plan.

#### **Increased emphasis on early childhood development9**

- Strengthen early childhood education systems.
- Promote healthy development through family resource centres.
- Strengthen early intervention programs for children with disabilities.

# A better educated population<sup>10</sup>

- Improve high school graduation rates.
- Improve access to post-secondary and adult education programs.

These goals have been implemented with mixed success. For example, as noted by critics on the ground, social assistance rates have not yet increased in the province.

# **Community Engagement in Plan Development and Implementation**

In 2005, public consultations and focus groups helped to develop the province's first poverty reduction action plan. <sup>11</sup> The government committed to consult the public every two years to gather feedback. <sup>12</sup> The most recent engagement process collected submissions until January 15, 2015, but no updates have been made available. <sup>13</sup>

In order to fulfill the goals of the strategy, the government put out an intricate community consultation discussion guide in 2009 entitled *Empowering People...Engaging Community...Enabling Success* to receive feedback from the public for continued review of the strategy. The document highlighted the strategy in detail, had a portion for structured feedback, and a section for open discussion.

The poverty strategy 2014 progress report points to essential mechanisms for people with lived experience of poverty to advise the implementation of the strategy. For example, the Vibrant Communities St. John's Citizen's Voice Network, a group partially funded through the Department of Advanced Education and Skills, is a multi-sector and community based group of persons with low incomes whose role includes "shaping policy through engagement with various government agencies, including the Poverty Reduction Strategy." 14

# MEASURING PROGRESS AND SUCCESS

# Statistical Indicators of Poverty (unofficial measurement tools)<sup>†</sup>

	LICO Low-Income Cut-off After-tax <sup>15</sup> ****	<b>LIM</b> Low-Income Measure After Tax <sup>16</sup>	<b>MBM</b> Market Basket Measure <sup>17</sup>	Food Bank Usage <sup>18</sup>	Social Assistance** Recipients <sup>19</sup>	Minimum Wage <sup>20</sup>
2005	44,000, <b>8.6%</b>	87,950	72,000, <b>14.2%</b>	28,384, <b>5.5%</b>	48,905	\$6.25
2009 ***	36,000, <b>7.0%</b>	70,450	67,000, <b>13.2%</b>	30,014, <b>5.9%</b>	39,265	\$9.00
2010	32,000, <b>6.4%</b>	67,160	73,000, <b>14.4%</b>	30,800, <b>6.0%</b>	39,167	\$10.00
2011	27,000, <b>5.3%</b>	64,370	69,000, <b>13.8%</b>	28,642, <b>5.4%</b>	39,507	\$10.00
2012	27,000, <b>5.4%</b>	61,820	63,000, <b>12.6%</b>	17,044, <b>5.1%</b>	38,383	\$10.00

	LICO Low-Income Cut-off After-tax <sup>15</sup> ****	<b>LIM</b> Low-Income Measure After Tax <sup>16</sup>	<b>MBM</b> Market Basket Measure <sup>17</sup>	Food Bank Usage <sup>18</sup>	Social Assistance** Recipients <sup>19</sup>	Minimum Wage <sup>20</sup>
2013	*	62,380	*	26,412, <b>5.01%</b>	37,143	\$10.00
2014	*	62,560	*	26,617, <b>5.01%</b>	35,576	\$10.25
2015	*	*	*	25,040, <b>4.76%</b>	34,396	\$10.50
2016	*	*	*	26,366, <b>5.0%</b>	*	\$10.50

<sup>†</sup> The LICO, LIM and MBM rates in this chart should be compared vertically to understand trends in poverty from year-to year. As there is no official low-income breishold, and data is calculated differently based on a variety of factors, these rates are not comparable horizontally.

#### The Newfoundland and Labrador Government's Success Indicators

#### **Overall indicators**

 In addition to the LICO, MBM, and LIM, there are the Newfoundland and Labrador MBM and NLMBM of Affordable Housing.

#### **Income indicators**

 Median after tax family income, personal after tax disposable income, average earnings, jobless family rate, and number of income support clients.

#### **Child and youth indicators**

 Healthy birth weights, Early Development Instrument score, educational scores, high school drop-out rates, and post-secondary educational attainment.<sup>22</sup>

#### **Progress to Date**

Prior to 2006, Newfoundland and Labrador had the second highest poverty rate in Canada; <sup>23</sup> according to the most current progress report, its rate is now the lowest. <sup>24</sup> The government consistently funds various initiatives to support the goals of its provincial strategy. Criticized for its lack of childcare support programs, the Newfoundland and Labrador Government implemented a 10-year childcare strategy, Caring for Our Future: Provincial Strategy for Quality, Sufficient and Affordable Childcare in Newfoundland and Labrador in 2013. <sup>25</sup>

The 2015 budget allocated a total of \$185 million for poverty reduction initiatives. This includes support for the *Low Income Tax Reduction Program* and a strategy to include people with disabilities in the workforce. The provincial government also continues to implement supports for people with low literacy and numeracy skills and limited or no direct work experience.<sup>26</sup>

<sup>\*</sup>Data not available.

\*\*"Social Assistance" refers to the total number of people assisted by all Social Assistance programs in the province. The Social Assistance rates do not include individuals receiving support who are also living on a First Nations Reserve. This lowers the rates significantly.<sup>21</sup>

<sup>\*\*\*</sup>Reducing Poverty: An Action plan for Newfoundland and Labrador was introduced in 2006.

<sup>\*\*\*\*</sup>The provincial poverty plan uses LICO (After Tax) as the primary measurement tool, however, other measurements are noted to round out the picture of poverty in the province.

Available statistics show a mixture of successes and shortcomings. Despite a small increase in 2012, the number of income support recipients has been slowly decreasing since 2010.<sup>27</sup> However, the provincial child poverty rate has been on the rise at 21.8%.<sup>28</sup> Youth aged 16-24 represent 30% of the homeless population in St. John's alone (40% if children under 16 are included).<sup>29</sup>

#### **Notes on Critical Thematic Areas**

**Human Rights:** Newfoundland and Labrador's Poverty Reduction Strategy does not address poverty through a human rights approach.

Income and Employment Support: The 2013 budget earmarked \$4.8 million to raise the basic rate of income support by 5%, with a projected investment of \$32.3 million over the following five years. The budget allocated another \$7.3 million in 2014 to raise the rate by another 5%. The 2015 budget included supports for low-income earners by increasing the HST credit and keeping personal taxes low. The 2016 budget has recommitted to these initiatives by allocating \$76.4 million to support low-income individuals, families, seniors, and those living with disabilities. Social assistance recipients in Newfoundland and Labrador receive much higher rates of support than other regions of the country. However, the province has a history of very high rates of social assistance usage due to the lack of substantial employment.

As of December 2015, the provincial unemployment rate in Newfoundland and Labrador was 13.3%, which is more than double the national average of 6.3%.<sup>35</sup> The province emphasizes the importance of employment in its poverty strategy. For example, income support clients are eligible for enhanced employment services.<sup>36</sup> Reviews of minimum wage prompted an increase in October 2015 from \$10.25 to \$10.50 per hour. The provincial government has also released the *2015 Job Vacancy Report* with detailed labour market trends, helping recent graduates and young professionals identify requirements for in-demand occupations.<sup>37</sup> The Department of Advanced Education and Skills offers online employment workshops, a *Sector Skills Training Program*, and a wage subsidy program for employers.<sup>38</sup> The 2015 budget designated over \$44 million for community growth, and employment support for start-ups and community businesses.<sup>39</sup>

**Housing:** The province launched a strategic plan for housing in 2014, which expires in 2017. The strategy includes clear goals with measurable objectives and assigned deadlines. The strategy followed a strong civil society movement, which encouraged the government to create a provincial housing strategy.<sup>40</sup> The provincial housing strategy is operated by the Newfoundland and Labrador Housing Corporation (NLHC), a crown corporation, which works under the authority of the *Housing Corporation Act*.<sup>41</sup>

The central goals of the NLHC are to "improv[e] the condition of the public affordable rental housing stock" and "improv[e] housing options within the stock of privately owned homes and rental homes in response to changing housing needs".<sup>42</sup> In 2016, the NLHC marked its success in its annual report, with concrete

measurements including the number of affordable rental housing units which had received interior renovations (52 units) and number of households who had received rental supplements (1,873 households).

In the 2016 budget, the government increased *Supportive Living Program* by \$2.5 million to \$7.6 million. This investment aims to improve benefits for youth, seniors, and those with complex needs.<sup>43</sup>

**Education:** The government states that it continues its commitment to low tuition at Memorial University and the College of North Atlantic in the 2016 budget. The latest budget also allocates \$119 million to support inclusive education initiatives in all schools. The government has earmarked \$106 million to improve school infrastructure across the province. The government have significantly affected post-secondary education in the province. The government is eliminating apprenticeship scholarships, reducing youth and student services, and reducing scholarships. Also, despite the support of low tuition at Memorial University, the expenditure cuts have resulted in reduced funding to the university by approximately \$11 million. 45

**Early Childhood Education and Care:** In February 2013, the government released its new 10-year Childcare Strategy, *Caring for Our Future*, to increase fiscal responsibility in regulating and improving childcare services. <sup>46</sup> This strategy focuses on three key areas: quality, sufficiency, and affordability. <sup>47</sup> Some of the strategy's components for the first year include a comprehensive review of the *Childcare Services Act and Regulations* (1999), revision of the post-secondary Early Childhood Education Program Standards, and streamlining the licencing processes for childcare services and operators. <sup>48</sup>

The 2016 budget earmarks \$13 million for full-day kindergarten programming, including 142 new teaching positions. There will be also \$38 million allocated for early childhood development programming.<sup>49</sup>

**Healthcare:** The 2015 budget allocated \$3 billion for healthcare.<sup>50</sup> Over \$1.1 million is designated to fund youth health initiatives, including a methadone treatment program and outreach programs for youth suffering from addictions and mental health issues.<sup>51</sup>

An additional \$2.6 million has been set aside to fund the *Newfoundland and Labrador Prescription Drug Program (NLPDP)*, and \$180 million is allocated for funding home support for seniors.<sup>52</sup> The *NLPDP*, created in response to the poverty strategy, is aimed at reducing or eliminating prescription costs for income support clients.<sup>53</sup> A variety of flexible plans can help to subsidize costs for all eligible community members.<sup>54</sup> The plan also helps to bring healthcare services closer for those in rural communities.<sup>55</sup>

The government also allocated \$6.1 million for further development of the adult dental healthcare program, increasing access to dental services for people who are vulnerable to poverty.<sup>56</sup> As of July 2015, the provincial government has increased the cap on dental services from \$200 to \$300 and \$750 to \$1,500 for dentures.<sup>57</sup>

#### Views from Outside the Newfoundland and Labrador Government

Newfoundland and Labrador's poverty action plan is praised as an example of success. Manitoba's *Recommendations for Implementing the Poverty Reduction Strategy Act* cites Newfoundland and Labrador's short, medium, and long-term goals as contributing to overall economic development success.<sup>58</sup> Similarly, the *BC Poverty Reduction Coalition* also cites these successes in its call for a provincial poverty plan.<sup>59</sup>

While Newfoundland and Labrador's poverty plan is recognized as a leader, the poverty strategy has come under some criticism for its conception of "poverty", as critics disapprove of forcing a labour market focus onto social welfare programs. 60 Critics argue that this unfairly distinguishes between "deserving" and "undeserving poor" based on the ability to work. 61 This overlooks the fact that "the largest growing group of poor people in Canada today are the working poor." 62

Critics have also pointed out that the poverty reduction numbers may be misrepresented.<sup>63</sup> For example, a 46% decrease in the number of school-aged children since 1992 can lead to a drop in the number of adults on income support.<sup>64</sup>

Other indicators such as child poverty also remain high – 18.7% as of 2013.<sup>65</sup> Choices for Youth, an organization dedicated to helping homeless or addicted youth, is calling for a shift from response to prevention in government initiatives.<sup>66</sup> Additionally, while the province maintains the lowest overall poverty rate, its food bank usage as a percentage of population is the highest among the provinces.<sup>67</sup>

Critics on the ground have also noted concerns with the recent adult dental care healthcare program. While this funding has been allocated, dentists and denturists have been resistant to accept patients under the program. As a result, the money is not being used for low-income patients to access dental care.

# THE BOTTOM LINE

The Government of Newfoundland and Labrador has demonstrated consistent efforts to move forward with its poverty strategy since 2006. Although the province was unable to reach its target according to 2012 data, the goal of the lowest poverty rate in the country was achieved in 2013 with LICO data. Additionally, in 2015, the province had the lowest percentage of the population receiving social assistance ever recorded at 6.4%.<sup>68</sup>

Newfoundland and Labrador has certainly shown leadership among the provinces and territories in combatting poverty through a comprehensive, long-term approach. Its progress demonstrates that poverty action plans with clear targets and timelines as well as coordinated efforts are effective at reducing poverty and promoting social inclusion. Now that Newfoundland has reached its goal, it must continue championing its anti-poverty strategy.

# **FOR MORE INFORMATION**



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