

# COMPREHENSIVE POLICIES TO COMBAT POVERTY ACROSS CANADA, BY PROVINCE

PRELIMINARY DOCUMENT – FOR DISCUSSION  
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## COMPREHENSIVE POLICIES TO COMBAT POVERTY ACROSS CANADA, BY PROVINCE

### Preliminary Document - For Discussion

During the first six months of 2009, three Canadian provinces announced anti-poverty policies: the Government of Ontario passed poverty reduction legislation, while Manitoba and Nova Scotia each launched comprehensive strategies. New Brunswick is currently (as of August 2009) in the midst of formulating its own strategy. These provinces join Quebec, and Newfoundland and Labrador in their efforts to combat poverty through broad-based policies.

In light of these recent developments, and in continuity with other work developed on anti-poverty strategies across Canada,<sup>i</sup> the National Collaborating Centre for Healthy Public Policy (NCCHPP) has conducted a scan of comprehensive laws and strategies. This refers to legislation, plans or strategies “that are multi-faceted, crossing program areas and jurisdictions”.<sup>ii, iii</sup> This scan seeks to provide a descriptive overview of existing comprehensive anti-poverty policies, and to guide the reader towards these policy documents and analyses of them. It also aims to provoke discussion concerning current and future policy responses to poverty.

This document does not replace an in-depth analysis of anti-poverty measures in Canada. Indeed, it does not examine the individual policies that contribute to the social safety net provided (or not) by each province. Rather, it focuses on comprehensive policies, as these usually involve the use of intersectoral approaches, one area of study at the NCCHPP.<sup>iv</sup> Furthermore, most of the anti-poverty strategies described in the scan are recent and not yet well known by the public health community. Since other provinces are in the midst of formulating their own strategies, and the federal government has yet to establish its own broad-based policy, it is important to be familiar with existing strategies and the mechanisms they use to fight poverty.

Table 1 highlights **anti-poverty legislation** that has been adopted in two Canadian provinces: Quebec and Ontario. This legislation is of interest as it promotes long-term action and government accountability.<sup>v</sup>

Table 2 describes **comprehensive poverty reduction strategies** and **action plans** that have been launched by the provinces of Quebec and Ontario, as well as Newfoundland and Labrador, Nova Scotia and Manitoba. It highlights the strategies’ objectives, targets and mechanisms, as well as key areas they target: housing; early childhood development initiatives and family policies; training and employment programs; income supplementation and replacement; and place-based initiatives, among others.<sup>vi</sup> This information contributes to a summary understanding of the concrete measures that provinces take to reduce poverty, within comprehensive policies.

This NCCHPP tool is open for your comments:

- Are there modifications that need to be made to a particular entry?
- Are there missing strategies?
- Should other dimensions be added to the descriptive framework?<sup>vii</sup>
- **Is this tool useful?**



**Table 1: Anti-poverty legislation in Canadian provinces**

	Quebec	Ontario
<b>Legislation</b>	<a href="#">An Act to Combat Poverty and Social Exclusion</a> (R.S.Q., c. L-7)	<a href="#">Poverty Reduction Act</a> (S.O. 2009, Ch. 10)
<b>Date adopted</b>	December 13, 2002	May 6, 2009
<b>Government-led consultation process</b>	<ul style="list-style-type: none"> <li>- Parliamentary Committee: 135 individuals, groups and organizations plus 166 briefs</li> <li>- Government met with representatives of 1000 groups in all 17 regions of Quebec to validate the background document "<a href="#">Don't Leave Anyone Out</a>"</li> <li>-7 discussion forums with over 50 groups represented</li> <li>-Advisory committee</li> <li>- Action research on promising practices</li> </ul>	See Table 2 for consultation process leading to Strategy.
<b>Creation of Intersectoral/ Interministerial Committee</b>	<p>Yes: The <i>Comité interministérielle de lutte contre la pauvreté et l'exclusion sociale</i>. Members include:<sup>viii</sup></p> <p><i>Office des personnes handicapées du Québec</i>  <i>Ministère de l'Éducation, du Loisir et du Sport</i>  <i>Ministère de l'Immigration et des Communautés culturelles</i>  <i>Ministère de la Famille et des Aînés</i>  <i>Ministère de la Santé et des Services sociaux</i>  <i>Ministère des Affaires municipales et des régions</i>  <i>Ministère des Finances</i>  <i>Ministère du Développement économique, de l'Innovation et de l'Exportation</i>  <i>Ministère du Travail</i>  <i>Secrétariat à la jeunesse</i>  <i>Société d'habitation du Québec</i>  <i>Emploi-Québec</i>  <i>Ministère de l'Emploi et de la Solidarité sociale</i></p>	None identified. <sup>ix</sup> However: "The Minister is required to regularly consult with such key stakeholders, other levels of government, members of the private, public and non-profit sectors and individuals, including those living in poverty, as the Minister considers advisable with respect to poverty reduction strategy." <sup>x</sup>



<p><b>Guiding principles</b></p>	<ul style="list-style-type: none"> <li>- Reference to the <i>Quebec Charter of Human Rights and Freedoms</i></li> <li>- Poverty and social exclusion may constitute obstacles to the protection and respect of human dignity</li> <li>- Poverty and social exclusion threaten social and economic development; social cohesion and equilibrium</li> <li>- This fight is a national imperative, in the spirit of a universal movement to enhance the social, cultural and economic development of all human beings</li> <li>- Persons living in poverty are the first to act to improve their situation; such improvement is linked to the development of the entire community</li> <li>- Québec society as a whole wishes to pursue action to combat poverty and social exclusion.<sup>xi</sup></li> </ul>	<ul style="list-style-type: none"> <li>- A vision of a province where every person has the opportunity to achieve his or her potential, to contribute to a prosperous and healthy Ontario</li> <li>- Builds on the foundation of Ontario's education system and the Ontario Child Benefit program</li> <li>- Focus on breaking the cycle of intergenerational poverty by improving opportunities, particularly through education</li> <li>- Implementation will require commitment at all levels of government, of all sectors of society, as well as a growing economy.</li> <li>- Importance of all Ontarians</li> <li>- Importance of communities</li> <li>- Recognition of diversity</li> <li>- Importance of support and involvement of families</li> <li>- Respect</li> <li>- Involvement</li> <li>- Commitment and co-operation<sup>xii</sup></li> </ul>
<p><b>Primary objective</b></p>	<p>"...[T]o guide the Government and Québec society as a whole towards a process of planning and implementing actions to combat poverty, prevent its causes, reduce its effects on individuals and families, counter social exclusion and strive towards a poverty-free Québec."<sup>xiii</sup></p> <p>For specific objectives, see Table 2</p>	<p>"...[T]o establish mechanisms to support a sustained long-term reduction of poverty in Ontario."<sup>xiv</sup></p> <p>For specific objectives, see Table 2</p>
<p><b>Definition of poverty</b></p>	<p>"...the condition of a human being who is deprived of the resources, means, choices and power necessary to acquire and maintain economic self-sufficiency or to facilitate integration and participation in society."<sup>xv</sup></p>	<p>None identified.</p>
<p><b>Implementation mechanisms</b></p>	<p><b>Strategy:</b> This Act establishes a <b>National Strategy:</b> <a href="#">The Will to Act, The Strength to Succeed. National Strategy to Combat Poverty and Social Exclusion</a> (see Table 2)</p> <p>To implement the strategy, Government must establish an <b>Action Plan:</b> <a href="#">Reconciling Freedom and Social Justice: A Challenge for the Future. Government Action Plan to Combat Poverty and Social Exclusion</a> (see Table 2)</p> <p>Advisory Committee: <a href="#">Comité Consultatif de lutte contre la pauvreté et l'exclusion sociale</a> composed of</p>	<p><b>Strategy:</b> <a href="#">Breaking the Cycle: Ontario's Poverty Reduction Strategy</a> (see Table 2)</p>



	<p>fifteen members appointed by the Government including five from representative bodies or groups involved in the fight against poverty and social exclusion. At least three must be persons for whose benefit these bodies work, and ten persons from the management, organized labour, municipal, community and other sectors of civil society. The Government designates the chair.</p> <p><b>Research Centre:</b>  <a href="#">Centre d'étude sur la pauvreté et l'exclusion (CEPE)</a>: One of its mandates is to propose indicators of poverty, social exclusion and social inequality to the Minister, in order to evaluate progress since the adoption of the law.  <a href="#">Centre d'étude sur la pauvreté et l'exclusion (CEPE)</a>: One of its mandates is to propose indicators of poverty, social exclusion and social inequality to the Minister, in order to evaluate progress since the adoption of the law.</p> <p><b>Fund:</b>  <i>Fonds québécois d'initiatives sociales</i>. This fund is dedicated to financing initiatives to combat poverty and social exclusion.</p>	
<b>Mechanisms to ensure government coherence</b>	<p><a href="#">Section 19</a>: Advisory function. The minister responsible for the law shall advise other ministers on measures that could have a significant impact on people living in poverty.</p> <p><a href="#">Section 20</a>: Impacts of legislative proposals. Each minister shall evaluate legislative or regulatory proposals that they estimate may have a significant impact on people living in poverty.</p>	None identified
<b>Monitoring mechanisms</b>	<p>Action plan: The <i>Ministère de l'Emploi et de la Solidarité sociale</i> must submit an annual report on the activities carried out within the scope of the action plan (see <a href="#">Section 21</a> of Act).</p> <p>-On or before October 2010, and every three years thereafter, the Minister must report to Government on results obtained within the scope of the National Strategy (see <a href="#">Sections 58-60</a> of Act).</p>	<p>- As of 2009, the Minister is required to submit an annual report on the Government's poverty reduction strategy, including activities to support the strategy and available information relating to the indicators set out in the strategy.</p> <p>- At least every five years, the Government must assess the poverty reduction strategy then in effect. Subsequently, it must issue a new poverty reduction strategy based on this evaluation and on the assessment it receives from stakeholders' groups (see <a href="#">Section 6</a> of Act).</p>
<b>Measures used</b>	<p>Unofficial indicators are used as transitional measures: Statistics Canada's after-tax low income cut-offs (LICOs), low income measures (LIMs), and the market basket measure.<sup>xvi</sup></p> <p>In April 2009, the <i>Centre d'étude sur la pauvreté et l'exclusion</i> released its</p>	See Table 2 ("Measures used")



	recommendations concerning the indicators to adopt as official measures of progress. <sup>xvii</sup>	
<b>Minister overseeing the application of the law / strategy</b>	<i>Ministère de l'Emploi et de la Solidarité sociale</i>	Minister of Children and Youth Services



**Table 2: Poverty reduction strategies / action plans in Canadian provinces**

	Quebec	Ontario	Newfoundland and Labrador	Nova Scotia	Manitoba
<b>Strategy/Action plan</b>	<a href="#"><i>The Will to Act, The Strength to Succeed. National Strategy to Combat Poverty and Social Exclusion</i></a>	<a href="#"><i>Breaking the Cycle: Ontario's Poverty Reduction Strategy</i></a>	<a href="#"><i>Reducing poverty: An Action Plan for Newfoundland and Labrador</i></a>	<a href="#"><i>Preventing Poverty. Promoting Prosperity. Nova Scotia's Poverty Reduction Strategy</i></a>	<a href="#"><i>All Aboard: Manitoba's Poverty Reduction Strategy</i></a>
<b>Date launched</b>	August 2002	December 2008	December 6, 2006	April 3, 2009	May 21, 2009
<b>Government-led consultation process</b>	None identified; See Table 1 for consultation process leading to Act	National Strategy: Website, 14 roundtable sessions across the province, letters, meetings, phone conversations	Release of background document with workbook; <sup>xviii</sup> feedback through a series of workshops and focus group sessions as well as telephone and e-mail input.	Before adopting its Strategy, Government passed Bill 94, the <i>Poverty Reduction Working Group Act</i> (December 13, 2007), creating a "Poverty Reduction Working Group" (PRWG). The PRWG was composed of various ministries and interest groups. <sup>xix</sup> A public survey (n = close to 1300 people) was also conducted.	None identified
<b>Guiding values</b>	<ul style="list-style-type: none"> <li>- Quebec is faced with a challenge: to promote equity and solidarity in an international environment</li> <li>- Values of sharing and solidarity are well rooted in Quebec, have guided numerous elements of our social and economic safety net</li> <li>- Implementation of this strategy is part of the social development of Quebec</li> </ul>	<ul style="list-style-type: none"> <li>- Ontario's power is its people</li> <li>- We all suffer from poverty; it leaves too much untapped potential on the sidelines</li> <li>- The best way to combat poverty is to break the intergenerational cycle that makes poverty such an insidious problem</li> <li>- Moral imperative; economic imperative</li> <li>- In a global economy, we must</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty is the most significant barrier to the healthy development of children and negatively affects all those who experience it</li> <li>- Has a detrimental effect on the social and economic well-being of communities</li> <li>- People affected are not able to develop their full potential</li> <li>- The more people there are living in poverty, the greater the impact</li> <li>- Vision of a province where poverty</li> </ul>	<ul style="list-style-type: none"> <li>- Nova Scotia's greatest resource is its people</li> <li>- Some individuals and families struggle at certain times or throughout their lives</li> <li>- The more we assist the population in their time of need, the stronger our economy and our society</li> <li>- Opportunity = prosperity; preventing poverty promotes prosperity</li> </ul>	<ul style="list-style-type: none"> <li>"- We understand that poverty is about more than money alone.</li> <li>- Poverty is complex and requires long-term solutions that get at root causes.</li> <li>- We must focus on building policies and programs based on evidence and invest in what works.</li> <li>- We recognize that people face unique challenges related to gender, race, culture and ability.</li> </ul>





	<ul style="list-style-type: none"> <li>- Makes prevention the priority</li> <li>- Draws upon participatory citizenship</li> <li>- Emphasizes local responsibility for community development</li> <li>- Seeks to reconcile economic, social, cultural, and environmental development</li> <li>- Focus on providing support to the disadvantaged and excluded, through empowerment and the solidarity of all citizens in order to support them in their efforts</li> <li>- Importance of fostering social cohesion: shared values, lower income disparities, greater equality of access to knowledge, health, housing, and participation</li> <li>- Poverty is expensive</li> <li>-Poverty affects health and welfare</li> <li>- Poverty causes income-related health inequalities</li> <li>- Human capital is the foundation of economic progress- Refusing to take action can limit our ability to compete.<sup>xx</sup></li> </ul>	<p>have well-trained, well-educated and highly productive workers to sustain our advantage</p> <ul style="list-style-type: none"> <li>- Comprehensive approach that recognizes that certain people are at higher risk of poverty: women, racialized communities, newcomers, people with disabilities, Aboriginal peoples</li> <li>- Key principles:             <ul style="list-style-type: none"> <li>- Kids first</li> <li>- Kids live in families</li> <li>- Communities</li> <li>- Unleashing potential</li> <li>- Diversity</li> <li>- Respect</li> <li>- Engagement</li> <li>- Determination</li> <li>- Effectiveness</li> </ul> </li> <li>-This strategy is informed by successful approaches around the world (Quebec, Newfoundland and Labrador, New York City, Ireland, United Kingdom).<sup>xxi</sup></li> </ul>	<p>has been eliminated: prosperous, where individuals can develop to their full potential, and have all the support they need to participate in the social and economic benefits of the province.</p> <ul style="list-style-type: none"> <li>- Long-term approach</li> <li>- Focussing on prevention</li> <li>- Building on partnerships</li> <li>- Finding the right policy mix</li> <li>- Demonstrating accountability and measuring progress</li> <li>-Taking an integrated and coordinated approach</li> <li>- Addressing rural and urban differences</li> <li>- Consideration of gender</li> <li>- Consideration of aboriginal issues.<sup>xxii</sup></li> </ul>	<ul style="list-style-type: none"> <li>- Making NS the best place to live</li> <li>- We must broaden our focus in these most challenging economic times</li> <li>- The tough economic climate places even more pressure on the most vulnerable</li> <li>- Comprehensive, long-term commitment</li> <li>- Strengthened programs and services, innovative solution</li> <li>- Independence, self-sufficiency, inclusion, diversity</li> <li>- Sustainable, secure, equitable, predictable supports to those in need</li> <li>- Responsive and flexible to needs</li> <li>- Purposeful collaboration</li> <li>- Evidence-based, accountability and transparency.<sup>xxiii</sup></li> </ul>	<ul style="list-style-type: none"> <li>- We need a multi-faceted approach: preventing people from falling into poverty; reducing the number of people living in poverty; and improving the lives of those living in poverty.</li> <li>- We recognize the importance of improving the lives of those living in poverty as they transition between and away from supports.</li> <li>- We need to build partnerships with other governments, non-profit organizations, communities and individuals.<sup>xxiv</sup></li> </ul>
<b>Objective</b>	<p>To make Québec, by 2013, one of the industrialized nations with the least number of persons living in poverty.</p> <p><b>Main axes of actions:</b></p> <ol style="list-style-type: none"> <li>1) preventing poverty and social exclusion; developing potential of individuals;</li> <li>2) strengthening the social and</li> </ol>	<p><b>Main axes of action:</b></p> <ol style="list-style-type: none"> <li>1) Programs for children (vaccination, education) and families</li> <li>2) Stronger, healthier communities</li> <li>3) Opportunities (housing, employment) targeting specific groups (aboriginal, women,</li> </ol>	<p>To prevent, reduce and alleviate poverty.</p> <p><b>Five goals</b> for the 2006-2010 period comprising a total of 20 measures:</p> <ol style="list-style-type: none"> <li>1. Improve access and coordination of services for those with low incomes</li> <li>2. A stronger social safety net</li> <li>3. Improve earned incomes</li> </ol>	<p>Vision for 2020: to break the cycle of poverty by creating opportunities for all Nova Scotians to participate in the prosperity of the province and enjoy a better standard of living.</p> <p><b>Main axes:</b></p> <ul style="list-style-type: none"> <li>- Enable and reward work</li> <li>- Improve supports for those in</li> </ul>	<p>Continuously reduce poverty and increase social inclusion.</p> <p><b>Main axes:</b></p> <ul style="list-style-type: none"> <li>- Safe, affordable housing</li> <li>- Education, jobs and income support</li> <li>- Strong, healthy families</li> <li>- Accessible, coordinated services</li> </ul>



	<p>economic safety net;          3) promoting access to employment and increasing attractiveness of work          4) promoting the involvement of society as a whole;          5) ensuring consistent and coherent intervention at all levels.</p>	<p>immigrants etc.)          4) Smarter government: Social Assistance Review, Social Policy Institute, etc.</p>	<p>4. Increase emphasis on early childhood development          5. A better educated population</p>	<p>need          - Focus on children          - Collaborate and coordinate</p>	
<b>Definition of poverty</b>	<p>“Poverty is a human condition characterized by the sustained deprivation of the resources, capabilities, choices, and power necessary to achieve economic independence and foster social inclusion.”<sup>xxv</sup></p>	<p>None identified.</p>	<p>“Poverty refers not only to a lack of adequate financial resources, but also social exclusion, which is both a consequence and a cause of poverty. Social exclusion refers to individuals not being able to participate fully in the social and economic activities of society.”<sup>xxvi</sup></p>	<p>None identified. However, the Poverty Reduction Working Group (PRWG) defines poverty as existing “when people are ‘excluded’ from taking part in activities that are an accepted and respected part of daily life within our society. And that poverty is linked to various forms of inequality and inequity associated with, but not limited to, race, gender, age, sexual orientation, (dis)ability and geographical location – in that they are all contributing factors.”<sup>xxvii</sup></p>	<p>“Manitoba recognizes that poverty is not only about money; it is about social exclusion. [This] occurs when individuals, families, or communities face poverty-related problems, such as unemployment, poor housing or family breakdown. These issues tend to keep them from the benefits, resources and opportunities they may find from participating more fully in their communities and reaching their full potential.”<sup>xxviii</sup></p>
<b>Target</b>	<p>To progressively transform Quebec over a ten year period (by 2013) into one of the industrialized societies with the least poverty, according to recognized methods of international comparison.</p>	<p>To reduce the number of children living in poverty by 25 per cent over the next five years (2015).</p>	<p>To transform Newfoundland and Labrador from the province with the most poverty to the one with the least, in ten years.</p>	<p>None identified</p>	<p>None identified</p>

<p><b>Areas of intervention:</b></p> <ul style="list-style-type: none"> <li>- Early childhood development,</li> <li>- Family programs,</li> <li>- Housing,</li> <li>- Training and employment</li> <li>- Income security</li> <li>- Social integration</li> <li>- Place-based initiatives</li> <li>- Other</li> </ul>	<p>Early child development Family programs Training and employment Housing Income security Social integration Place-based initiatives</p>	<p>Early child development Family programs Housing Training and employment Review of social assistance Place-based initiatives</p>	<p>Aboriginal programs Justice system supports Housing Income security Early child development Education</p>	<p>Employment training programs Review of Income Assistance program Income security for families Early child development Service coordination Advocate for national anti-poverty strategy and national housing strategy</p>	<p>Family programs Housing Training and employment Income support Service coordination</p>
<p><b>Intersectoral/Interministerial committee</b></p>	<p>Yes (see Table 1 – “Mechanisms”)</p>	<p>Yes (see below –“Mechanisms”)</p>	<p>Yes (see below – “Mechanisms”)</p>	<p>Yes (see below – “Mechanisms”)</p>	<p>Yes (see below –“Mechanisms”)</p>
<p><b>Mechanisms to ensure implementation of strategy</b></p>	<p>See Table 1 – “Mechanisms”</p>	<p><b>Cabinet-level committee</b> tasked with implementing the strategy, supported by a secretariat. This team will be responsible for overseeing the implementation of decisions, annual reporting on progress, and ongoing consultations with key stakeholders. Strategy calls upon engagement of federal and municipal governments.</p> <p><b>Social Policy Institute:</b> Independent institute with the following activities:</p> <ul style="list-style-type: none"> <li>- Evaluating social policy, including economic evaluation;</li> <li>- Identifying best practices in other jurisdictions for use in Ontario</li> <li>- Working with international</li> </ul>	<p>A <b>Ministerial Committee</b> will guide the work of strategy implementation. Members include: The Minister for Human Resources, Labour and Employment, and the Minister Responsible for the Newfoundland and Labrador Housing Corporation, the Labour Relations Agency, Workplace Health, Safety and Compensation Commission and Labrador Affairs (Lead) The Minister Responsible for Aboriginal Affairs The Minister of Education and the Minister Responsible for the Status of Women The Minister of Finance The Minister of Health and Community Services The Minister of Innovation, Trade</p>	<p>“A <b>Ministerial Committee</b> will be formed to guide and direct the strategy implementation. The committee will comprise the same ministers involved in the provinces Social Prosperity Framework from the following departments: Community Services, Economic and Rural Development, Education, Finance, Health, Health Promotion and Protection, Justice, Labour and Workforce Development and Treasury and Policy Board. The committee will be supported by a group of senior officials made up of the deputy ministers of the departments involved.”<sup>xxix</sup></p> <p><b>Coordinator of Poverty</b></p>	<p>An <b>interdepartmental group</b> will monitor the application of the Strategy; this group will report to a <b>Ministers’ Poverty Reduction and Social Inclusion Committee</b>. This group will support cross-government activities.</p>



		experts to develop innovation roadmaps in specific areas of competitive strength, social policy and economic importance	and Rural Development and the Minister Responsible for the Rural Secretariat The Minister of Justice  This committee will be supported by a <b>Deputy Ministers' Committee</b> and an <b>Interdepartmental Working Group</b> .	<b>Reduction:</b> acts on the direction of the Committee, meets with ministers to review progress, support evidence-based policy and program development.	
<b>Mechanisms to ensure government coherence</b>	<a href="#">Sections 19 and 20</a> of Act (see Table 1)	None identified	None identified	Social Prosperity Framework <sup>xxx</sup>	None identified
<b>Monitoring mechanisms</b>	See Table 1 (“Monitoring mechanisms”)	Indicators (see below – “Measures used”) will be used as baseline data and will be measured and reported in an Annual Report each year.	- The Minister of Human Resources, Labour and Employment gives a statement of progress each year to the House of Assembly; -Every two years a report is published outlining progress by reporting on indicators, including approaches for addressing gaps; - Departmental annual reports - Evaluation of the action plan will be conducted at the end of its four-year period. <sup>xxxii</sup>	“...there will be regular reviews of how work is going on the implementation of the strategy, including periodic reporting to the public.” <sup>xxxii</sup>	Implementation, progress and annual reporting will be overseen by an interdepartmental working group chaired by Manitoba Finance and Ministry of Family Services and Housing, reporting to the Ministers’ Poverty Reduction Committee
<b>Measures used</b>	See Table 1 (“Measures used”)	“Indicators of opportunity”: <sup>xxxiii</sup> School readiness Educational progress High school graduation rates Birth weights Depth of poverty Low income measure Ontario housing measure Standard of living	Statistics Canada’s after-tax Low Income Cut-Offs (LICO) with other unspecified measures to round out the picture. The LICO is used as a baseline and to measure progress.	Government is in progress of developing measures and will report on chosen measures beginning 2010-2011. For now, measures used are: LICO Uptake of the Working Income Tax Benefit Poverty-gap (or low-income gap) for persons with work-limiting disabilities.	Indicators are not specified (only a list of indicators that “could” be included).



				Prevalence of number of children under 18 living in low-income households. % of the population informed about the causes and consequences of poverty.	
<b>Minister overseeing the application of the law / strategy</b>	<i>Ministère de l'Emploi et de la Solidarité sociale</i>	Minister of Children and Youth Services	Minister of Human Resources, Labour and Employment	Accountability for this strategy jointly shared between various departments: Department of Community Services, Labour and Workforce Development, Economic and Rural Development, Education, Health, Health Promotion and Protection, Justice, and the Treasury and Policy Board	Manitoba Family Services and Housing

## Notes

<sup>i</sup> See NCCHPP Briefing documents on “An Act to Combat Poverty and Social Exclusion”.

<sup>ii</sup> Katherine Scott (personal communication, June 4, 2009)

<sup>iii</sup> In order to identify the provinces that have adopted comprehensive legislation and/or strategies, we conducted a survey of government websites, using keywords “(anti-)poverty strategy/legislation”, “poverty reduction”, and “provincial poverty strategy/legislation”. We also used the following search engines: Eureka, Ingenta, Santécom, EBSCOhost, CSA, and Google. The Canadian Council on Social Development reports (see bibliography) were particularly helpful in identifying comprehensive strategies.

<sup>iv</sup> Intersectoral approaches “strive to integrate the actions of other sectors around the same problem” (Gagnon and Kouri 2008, p.3); in this case, the problem of poverty.

<sup>v</sup> National Council of Welfare (2007), p. 7.

<sup>vi</sup> Torjman (2008) suggests that these are key elements, among others, of robust poverty strategies.

<sup>vii</sup> The descriptive framework is not based on a particular conceptual model. Rather, it includes categories that come from some or all of the laws and strategy documents (i.e. “guiding values”; “objective”; “target”; “monitoring mechanisms”; “measures used”), and that contribute to a summary understanding of each comprehensive law or strategy. The category “definition of poverty”, also explicit in most policy documents, is included because it is an indication of how each government frames the problem of poverty. The presence of a “Government-led consultation process” indicates to what extent the Government has sought input from the population and from those living in poverty, making the policy-making process participative and inclusive. “Creation of interministerial/intersectoral committee” and “Implementation mechanisms” demonstrate to what extent the law/strategy mobilizes decision makers from other Government sectors, as well as actors from outside of Government, and indicates how the law/strategy has or will be applied. The category “Mechanisms to ensure government coherence” gives an idea of the extent to which laws/strategies may involve the participation and cooperation of other sectors of Government, and the application of a “whole-of-government approach”. (See Kouri and Gagnon, “Whole-of-Government Approaches: Two Canadian Examples”. Presentation given at the Conference of the International Union of Health

Promotion and Education (IUHPE), Vancouver, June 12, 2007 <http://www.ncchpp.ca/docs/IUHPE%20Vancouver%20June%202007.pdf> ). The category “Areas of intervention” has been explained above (see page 2). We welcome comments about this descriptive framework.

<sup>viii</sup> As of February 25, 2009.

<sup>ix</sup> Throughout the document, the entry “None identified” means that our search through Government documents and websites, as well as through other documentation (see Endnote 2 and Bibliography), did not reveal any mention of or information about the category in question. Any errors will be quickly corrected should readers identify mistakes.

<sup>x</sup> Statutes of Ontario (2009), chapter 10

<sup>xi</sup> See *Preamble* of Act.

<sup>xii</sup> See Sections *Preamble* and *Principles* of Act.

<sup>xiii</sup> R.S.Q., chapter L-7.

<sup>xiv</sup> Statutes of Ontario, chapter 10.

<sup>xv</sup> R.S.Q., chapter L-7.

<sup>xvi</sup> Collin (2007).

<sup>xvii</sup> Centre d'étude sur la pauvreté et l'exclusion (2009). « Prendre la mesure de la pauvreté : Proposition d'indicateurs de pauvreté, d'inégalités et d'exclusion sociale afin de mesurer les progrès réalisés au Québec ». Avis au ministre. [http://www.cepe.gouv.qc.ca/publications/pdf/Avis\\_CEPE.pdf](http://www.cepe.gouv.qc.ca/publications/pdf/Avis_CEPE.pdf)

<sup>xviii</sup> Government of Newfoundland and Labrador (2005). “Reducing Poverty in Newfoundland and Labrador: Working Towards a Solution”. Background report and workbook.

<sup>xix</sup> The Minister of Community Services and the Minister of Environment and Labour appoint a working group, including one representative from each of the following:

- Department of Community Services
- Department of Environment and Labour
- Community Action on Homelessness
- Community Advocates Network
- Face of Poverty
- Feed Nova Scotia
- Nova Scotia League for Equal Opportunities
- Feminists for Just and Equitable Public Policy
- regional development agency
- Canadian Federation of Independent Business, NS Chapter
- Social Corporate Responsibility Council
- a chamber of commerce
- NS Chiefs of Police Association
- NS Federation of Labour
- Black Business Initiative
- a district health authority
- a group representing aboriginal rights

<sup>xx</sup> See Quebec’s “National Strategy to Combat Poverty and Social Exclusion”, p. 9-11

<sup>xxi</sup> See Ontario’s “Poverty Reduction Strategy”, p. 1-3.

<sup>xxii</sup> See Newfoundland and Labrador’s “Action Plan”, p. 1-3.

<sup>xxiii</sup> See Nova Scotia’s “Poverty Reduction Strategy”, p. 8-16.



- <sup>xxiv</sup> Government of Manitoba (2009), p. 2.  
<sup>xxv</sup> Gouvernement du Québec (2002), p. 15.  
<sup>xxvi</sup> Department of Human Resources, Labour and Employment, p. 3.  
<sup>xxvii</sup> PRWG (2008), p. 17.  
<sup>xxviii</sup> Government of Manitoba (2009), p. 2  
<sup>xxix</sup> Province of Nova Scotia (2009), p. 34  
<sup>xxx</sup> To be verified.  
<sup>xxxi</sup> Collin (2007).  
<sup>xxxii</sup> Province of Nova Scotia (2009), p. 35.  
<sup>xxxiii</sup> Government of Ontario (2008), p. 39.

## Links

### Quebec:

*An Act to combat poverty and social exclusion:* [http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/L\\_7/L7\\_A.html](http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/L_7/L7_A.html)

*National strategy to combat poverty and social exclusion:* [http://www.mess.gouv.qc.ca/grands-dossiers/lutte-contre-la-pauvrete/index\\_en.asp](http://www.mess.gouv.qc.ca/grands-dossiers/lutte-contre-la-pauvrete/index_en.asp)

### Ontario:

*Poverty Reduction Act:* [http://www.e-laws.gov.on.ca/html/source/statutes/english/2009/elaws\\_src\\_s09010\\_e.htm](http://www.e-laws.gov.on.ca/html/source/statutes/english/2009/elaws_src_s09010_e.htm)

*Breaking the cycle: Ontario's poverty reduction strategy:* [http://www.growingstronger.ca/english/pdf/Ontario's\\_Poverty\\_Report\\_EN.pdf](http://www.growingstronger.ca/english/pdf/Ontario's_Poverty_Report_EN.pdf)

### Newfoundland and Labrador:

*Reducing poverty: An action plan for Newfoundland and Labrador:* <http://www.hrle.gov.nl.ca/hrle/poverty/poverty-reduction-strategy.pdf>

### Nova Scotia:

*Preventing poverty. Promoting prosperity: Nova Scotia's poverty-reduction strategy:* [http://www.gov.ns.ca/coms/specials/poverty/documents/poverty\\_report\\_2009.pdf](http://www.gov.ns.ca/coms/specials/poverty/documents/poverty_report_2009.pdf)

*Report of the Poverty Reduction Working Group:* [http://www.gov.ns.ca/coms/specials/poverty/documents/Poverty\\_Reduction\\_Working\\_Group\\_Report.pdf](http://www.gov.ns.ca/coms/specials/poverty/documents/Poverty_Reduction_Working_Group_Report.pdf)

### Manitoba:

*All aboard: Manitoba's poverty reduction strategy:* [http://www.gov.mb.ca/fs/misc/pubs/all\\_aboard\\_report.pdf](http://www.gov.mb.ca/fs/misc/pubs/all_aboard_report.pdf)

### New Brunswick:

*Developing a poverty reduction plan:* <http://www.gnb.ca/0017/promos/0001/index-e.asp>

*A choir of voices: The "What Was Said" report. A dialogue on poverty. Draft for public comment:* <http://www.gnb.ca/0017/promos/0001/pdf/WhatWasSaid-e.pdf>



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