April 26, 2023



Ministry of Social Development and Poverty Reduction

Via email: BCPovertyReduction@gov.bc

West Coast LEAF's submission re: engagement on BC's updated Poverty Reduction Strategy

Dear Honourable Minister Sheila Malcolmson,

West Coast LEAF¹ welcomes the opportunity to offer input into BC's updated Poverty Reduction Strategy. The following recommendations draw on our 2021 / 2022 BC Gender Equality Report Card ("Report Card"). Grounded in the expertise of 30 community dialogue participants, 26 organizations, and 35 policy experts, the Report Card is an evidence-based assessment of BC's progress on gender equality in economic security and access to healthcare. We urge you to read the full Report Card which contains many findings related to your ministerial mandate.

West Coast LEAF is a member of the BC Poverty Reduction Coalition (BCPRC) and endorses the BCPRC's submission to this consultation. This separate submission outlines how the following seven recommendations are crucial for the realization of substantive gender equality in BC:

- 1. Raise income and disability assistance rates to the poverty line and tie them to costs of living.
- 2. Implement the BC Basic Income Panel's recommendations on income supports, and end the spousal cap.
- 3. Add social condition to the BC Human Rights Code as a protected ground.
- 4. Enact vacancy control and massively expand construction of affordable, dignified, non-market housing.
- 5. Prioritize implementing targeted Indigenous poverty reduction measures.
- 6. Make public transit fare-free and create a publicly owned intercity or inter-regional bus service.
- 7. Close the gap between the minimum and living wages.

Poverty, and its profoundly harmful impacts, are gendered.

Gender-based discrimination, including gendered barriers to employment, and the systemic devaluation of feminized work, mean that women and people who are marginalized based on gender² experience disproportionately high rates of poverty and precarious, low-wage work³. This is especially true for those also impacted by racism, ableism, and/or colonial displacement and violence.⁴ It is these same groups who bore the brunt of pandemic-related job losses (e.g., in accommodation and food services sectors).⁵

Poverty is both a cause and an outcome of gender-based violence. Poverty increases the risk of gender-based family violence and, alongside a lack of safe, affordable housing, is a primary barrier to leaving violent situations. Gender-based violence and abuse is thus "a major pathway to homelessness" leading to further increased risk of violence in precarious living situations, encampments, and public spaces.

Poverty also increases reliance on forms of work that are criminalized, unprotected and/or dangerous. Gender-based discrimination limits work options and increases risk of harassment and violence while working. For instance, Report Card dialogue participants who did sex work frequently experienced misogynistic and/or transphobic harassment and violence while working – including from police officers.



Poverty has further, devasting, impacts on families whose children are targeted for removal by BC's so-called "child protection" system – which is more aptly described as system of "family policing."¹⁰ Within this system, "apprehension is frequently based on poverty construed as neglect, which punishes parents for being poor."¹¹

BC is obligated to eliminate gender-based discrimination, including through its Poverty Reduction Strategy.

BC has a responsibility to implement and ensure compliance with international treaties that relate to matters under provincial jurisdiction. For instance, The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) recognizes that it is not enough to guarantee that women and men are treated the same. Rather, state signatories must take appropriate action to eliminate discrimination against women and support substantive equality. Likewise, the United Nations Declaration on the Rights of Indigenous People (UNDRIP) specifies that states must ensure continued improvement of economic and social conditions and ensure full human rights protections for equity-denied groups including women, elders, youth, children and persons with disabilities. Declaration on the Rights of Indigenous Peoples Act requires that the province take all necessary measures to ensure that BC's laws are consistent with UNDRIP. The Yogyakarta Principles extend international human rights protections to non-discrimination and equity on the basis of one's sexual orientation, gender identity, gender expression and sex characteristics.

West Coast LEAF's recommendations:

1. Raise income assistance and disability assistance rates to the poverty line and tie them to costs of living.

BC's income assistance (IA) and disability assistance rates continue to be grossly insufficient, imposing deep poverty on people throughout the province.¹⁷ Modest rate increases in the past two years have been significantly eroded by historic rises in inflation and costs of living.¹⁸ This ongoing – and legislated – deep poverty causes gendered harms.

Income and disability assistance are nowhere near enough to cover the basic cost of living, let alone cover extra expenses.

- COMMUNITY DIALOGUE PARTICIPANT The disproportionate representation of women and people marginalized by gender in part-time, temporary, and precarious work increases the likelihood that these groups may need to rely on income from IA. BC's very low IA and disability assistance rates disproportionately harm families led by single women and single birth parents of other genders. Of families with children who receive IA, 79% are single parent-led. In BC, 80% of single parent families are led by women.¹⁹

These inadequate rates are significant barriers to leaving violent or abusive situations. BC's Basic Income Panel (the Panel) notes that over half of people experiencing violence in Canada also experience financial abuse, indicating both financial dependency and a serious lack of financial resources. The Panel stresses that "IA does not provide sufficient income to a person who has fled with nothing."²⁰

In our Report Card dialogues, insufficient income supports meant that many participants relied on informal living arrangements (such as renting a room in a unit with strangers) that were crowded, unsafe, and poorly maintained. This also meant they could not access shelter-related benefits. Dialogue participants called for increases in IA rates tied to inflation, not temporary measures like one-time credits. Community-based calls to increase rates of financial assistance are supported by numerous expert reports, including the National Inquiry on Missing and Murdered Indigenous Women and Girls (the National Inquiry)'s Calls for Justice, the First Nations Leadership Council's Report on Income Supports and Indigenous Peoples, and the final report of BC's Basic Income Panel.²¹



2. Implement the BC Basic Income Panel's recommendations on income supports, and end the spousal cap.

BC's complex, restrictive, and fragmented array of income supports often renders them inaccessible to people most in need of support – including many vulnerable women and people facing gender-based discrimination. In 2020, the province appointed an expert Basic Income Panel to undertake a rigorous, comprehensive, multi-year analysis of these shortcomings.²² However, BC has yet to fully implement the Panel's recommendations.

Report Card dialogue participants faced many of the gaps and barriers observed by the Panel, including inadequate supports for those engaged in low-wage and precarious work which is disproportionately carried out by women, Indigenous people, and people of colour.²³ The IA program's employment obligations also create barriers for parents with young children – especially single parents – who cannot afford suitable childcare.²⁴ Further, income supports reflect discrimination against sex workers who are predominantly women and people marginalized based on their gender.²⁵ Likewise, BC's income supports are insufficient to support people facing major life transitions, including youth aging out of care and people leaving gender-based violence and abuse. The Panel notes that "available government supports for people fleeing violence are inadequate for both the number and needs of people fleeing violence, [with] barriers to access that prevent them from fully supporting a person's autonomy from the abuser."²⁶

The Panel also highlights gendered, colonial, and racist barriers stemming from risk assessment and surveillance practices associated with family policing. Marginalized women and birth parents – especially those who are Indigenous, who live in poverty, are sex workers, experience mental health issues, or use substances – are disproportionately flagged as "high risk" and targeted for child removal. This creates a culture of fear which limits access to IA and other crucial supports, including childcare. Meanwhile, BC's IA program offers no direct services or supports to assist with parenting.²⁷

Alongside these inadequacies, our Report Card highlights concerns about BC's continued spousal cap on disability assistance, which discounts a partner's income from the rate of assistance disbursed. People relying on disability assistance are thus forced to choose between living with a partner or keeping their income. This restrictive policy has many negative impacts, including deterring people from engaging in serious relationships. It also mandates financial dependence on spouses, which can force people to stay in abusive relationships.²⁸

3. Add social condition to the BC Human Rights Code as a protected ground.

People who experience poverty face stigma, criminalization, and discrimination "in virtually all aspects of economic, social, political and cultural life"²⁹ – including while applying for housing or employment, working, and accessing services. Human rights advocates, including BC's Human Rights Commissioner, have repeatedly called for the inclusion of "social condition" as a ground upon which discrimination is prohibited in BC's *Human Rights Code* (the "*Code*").³⁰ Social condition means "inclusion in a socially identifiable group that suffers social or economic disadvantages based on poverty, source of income, occupation, housing status, and education level."³¹

In August 2022, and in April 2023, hundreds of unsheltered residents were forcibly evicted from Vancouver's East Hastings Street without adequate provisions for safe alternative housing. These evictions have been criticized by BC's Human Rights Commissioner as contrary to human rights law.³² Women-serving organizations emphasize that police-supported decampments exacerbate the violence and vulnerability already experienced by women, especially Indigenous women, in the Downtown Eastside.³³ The addition of "social condition" to the *Code* would extend human rights protections to people sheltering in public spaces and encampments, and those living in informal and/or shared settings or transitional or supportive housing models, where residents are not granted the basic tenancy protections of the *Residential Tenancy Act*.³⁴

Adding Social Condition to the *Code* also increases human rights protections for people who rely on income from criminalized work, such as sex work. Police harassment and surveillance of sex workers is not only a source of harm in and of itself; it also creates barriers to occupational health and safety.³⁵ Because of this surveillance, sex workers are limited in their ability to work in visible settings, screen clients, screen for



weapons and intoxication, check "bad date" reports, work together, work indoors, or set clear boundaries with clients.³⁶

4. Enact vacancy control and massively expand construction of affordable, dignified, non-market housing.

BC's pervasive lack of affordable and safe housing, exacerbated by an absence of vacancy controls, violates human rights to housing³⁷ and directly contributes to gendered violence and precarity. Lack of affordable housing is not only a barrier to leaving violence; it is also "one of the commonly reported reasons women return to violence."³⁸ The leading cause of homelessness among women is violence.³⁹ Two-Spirit and LGBTQ+ people also experience violence, poverty, and resulting homelessness at disproportionately high rates.⁴⁰ Further, BC's absence of vacancy controls incentivizes landlords to evict tenants, creating conditions ripe for discrimination. Landlords regularly discriminate against single mothers, immigrants and refugees, Indigenous people, trans people and people marginalized based on gender, those receiving IA and/or living in poverty, and women leaving violence.⁴¹

Report Card dialogues revealed how BC's stock of social, supportive, and transitional housing, and its shelter spaces, are grossly insufficient to meet the needs of people facing gender-based marginalization and violence. By 2021, the number of households on a waitlist for social and affordable housing in BC was 26,800.⁴² Some larger households "will remain on the waitlist for well over a decade." In a single day in December 2021, 84 transition housing programs across BC safely sheltered 753 women, children, and youth. But a further 109 people were left waiting for services or turned away. Trans participants in our dialogues faced additional barriers – for instance, being denied entry at women's shelters *and* at shelters for men. In 2020-21, a Vancouver shelter for sex workers constantly operated at capacity, turning away women and gender diverse people more than 1000 times during its first year of operation. Despite BC's 2018 promise to deliver 1500 units through its Women's Transition Housing Fund, only about 10% of these units were completed by 2023.

Report Card dialogue participants also described systemic safety and human rights issues in shelters, SROs and social and supported housing. Some public non-profit supportive housing buildings enact pervasive surveillance and restrictions relating to substances, curfews, room checks, guests, or sign-in procedures.⁴⁷ Meanwhile, women and people of marginalized genders commonly face bullying, harassment, discrimination, and violence within shelters and other emergency housing.⁴⁸ BC's efforts to date do not adequately reflect the transformative, resident-led changes required to address widespread, gendered, safety and human rights issues across BC's SRO, supportive housing, and shelter systems.

5. Prioritize targeted Indigenous Poverty Reduction Measures

The conditions of deep poverty experienced by many Indigenous individuals, families, and Nations are a direct result of historic and ongoing colonization, genocide, land dispossession, and forced assimilation policies practiced across the lands called Canada and BC.⁴⁹ The gendered impacts of colonial dispossession and violence are significant:

loss of culture... loss of land..., loss of family child-rearing through residential schools, the disproportionately high number of Indigenous children in foster care... the high incidence of gender-based violence, and the crisis of Missing and Murdered Indigenous Women, Girls, and gender-diverse people.⁵⁰

These multiple forms of colonial and gendered violence mean that Indigenous women experiencing poverty "often have to make the impossible decision between staying in an abusive relationship, or becoming homeless and having their children apprehended." The National Inquiry's Call for Justice 12.4 calls upon "all governments to prohibit the apprehension of children on the basis of poverty and cultural bias," and to "resolve issues of poverty, inadequate and substandard housing, and lack of financial support for families, and increase food security to ensure that Indigenous families can succeed." ⁵²



In addition to gender-based discrimination, Indigenous participants in our Report Card dialogues faced anti-Indigenous discrimination in their searches for work and housing. Likewise, national data shows that Indigenous people face higher rates of unemployment irrespective of educational attainment.⁵³

A recent analysis of BC's income supports from the perspective of Indigenous communities has identified numerous systemic and structural barriers including colonization, anti-Indigenous racism, complex systems, and insufficiency of benefits. The same report highlights the need to address stigma and bias in government services and to increase accessible, culturally safe, and in-person services.⁵⁴ The province has promised to review the report's recommendations.⁵⁵ It is now time for substantive action.

6. Make public transit fare-free and create a publicly owned intercity or inter-regional bus service.

We call upon all governments to ensure that adequate plans and funding are put into place for safe and affordable transit and transportation services and infrastructure for Indigenous women, girls, and 2SLGBTQQIA people living in remote or rural communities.

CALLS FOR JUSTICE NO. 4.8253

Reliable, affordable, and dignified transportation is key to gender equality in economic, social, and cultural spheres. For women and people marginalized based on gender, inadequate transportation infrastructure is a barrier to accessing work and education, further limiting economic opportunities and earning potential. ⁵⁶ The availability of affordable and accessible transportation is directly tied to the ability to meet basic needs and access vital services, such as healthcare, childcare, anti-violence supports, and community food hubs, etc. ⁵⁷ The Native Women's Association of Canada has also underscored that "affordable transportation is essential in accessing culture."

Indigenous people, people with disabilities, women, and people who are marginalized based on their gender have distinct safety concerns while on or accessing transit. Their safety is also affected by a lack of transit.⁵⁹ When public transportation is inaccessible, unaffordable, and unreliable, people find other ways to travel, which may put them at increased risk of harm.

In Northern BC, women, and people who are marginalized based on gender, face unique transportation needs and challenges. Multiple cancellations, cutbacks, and privatizations, especially of bus service, have created a crisis in transportation in Northern BC. Lack of safe public transit is connected to the deaths and disappearances of Indigenous women and people who are marginalized based on gender.⁶⁰

7. Close the gap between minimum wage and the living wage.

Women and people who are marginalized based on gender are more likely to be paid minimum or lower wages, and to be sole parents and caregivers. Caregiving responsibilities and gender discrimination mean that these groups are more likely to have part-time and/or temporary work, which is significantly more likely to pay minimum wages. Feminized sectors including retail, accommodation, and food services are the largest employers of minimum wage workers.

Our Report Card dialogues reflect how, despite recent increases, BC's minimum wage continues to fall far below living wages for communities across BC. Living wages reflect the hourly wages required to enable a family of four to "meet their basic needs, properly support children and avoid chronic financial stress." In Vancouver, for example, the living wage is \$24.08/hour, while minimum wage is only \$15.65. For lone-caregivers, lone-parents, and non-normative families, the living wage may be higher.

Our seven recommendations reflect vital steps in realizing BC's obligation to end the profound, discriminatory, gendered harms caused by poverty in BC. We thank you for your attention to this submission. Sincerely,

K+M.

Kate M. Murray, Law and Policy Researcher



Bety Tesfay, Staff Lawyer



References and Notes

- ¹ **West Coast LEAF** is a BC-based legal advocacy organization. In collaboration with impacted communities, we use the law to advocate for an equal and just society for all women and people who experience gender-based discrimination. West Coast LEAF is committed to an inclusive vision of feminism that defends the right to be free from discrimination based on gender identity, gender expression, and sex characteristics.
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