

Nunavut Social Safety Net Review

For:

Department of the Executive
Government of Nunavut

By:

Genesis Group, A Division of Northern Learning Institute

October, 2011

Table of Contents

Chapter 1: Introduction	4
Chapter 2: Executive Summary	6
Chapter 3: Project Overview and Methodology	13
Problem/Challenge	13
“The Nunavut Inclusive Growth Model”	15
Methodology.....	23
Limitations	25
Chapter 4: Concepts and Principles	27
The Rationale for a Social Safety Net.....	27
The Road to a Made-in-Nunavut Model	28
Findings from the Literature Review	28
The Tamapta Vision.....	33
Conceptualizing the Social Safety Net	35
The Concept of Inclusive Growth	36
Being, Belonging, and Becoming.....	40
A Social Safety Net Based on Inuit Societal Values	40
Guiding Principles	41
Chapter 5: Nunavut Society Today and Tomorrow	44
Social Issues	44
Labour Force, Education and Training	44
Current Welfare Incomes.....	47
Economic Growth and Its Effects on Social Safety Net Programming	50
More Social Safety Net Programming is Needed	52
Work Versus Welfare	53
Negative Effects of an Expanding Economy and Mitigating Actions	53
Planning for Improvements.....	54
Chapter 6: The Nunavut Social Safety Net Programs	55
Overview	55
Identifying the Programs and Services.....	56
Inventory of Social Safety Net Programs and Services: Program Detail	58
Chapter 7: Findings, Issues and Recommendations	94
Need for overall management and coordination of social safety- net services.....	94
Need for social safety net programs to be integrated and administered with consistent standards.....	96

Need for communication among government program staff in communities providing social safety net services.....	98
Need for a well-developed orientation and ongoing training program for government social safety net workers and program officers	99
Need to access non-government community leaders to provide “on the ground” information and services to clients	101
Need to increase the role of non-government not-for-profit community agencies to provide “on the ground” services to clients.....	102
Need for increased interagency connections, communication and coordination at all levels among government departments and community agencies providing such services.....	105
Need for services to be provided efficiently and in a process that is “one-stop” for clients that is easily accessed and understood	107
Need for adequate personnel to implement goals related to food security, adequate nutrition and nutrition education...	109
Need to focus on the learning needs of those most at risk by supporting adult education programs and removing perceived barriers to obtaining training and further education.....	112
Urgent need for actions to ensure the immediate safety of children and youth at risk.....	115
Need for leadership in addressing serious physical, social and mental health issues that require supports and services that far exceed current offerings	117
Need for immediate and sustained attention to housing issues	120
Need for local programs that treat those suffering from mental illnesses	122
Need for further research related to the inclusive growth in Nunavut	124
Chapter 8: Conclusion	126

Appendix 1: Literature Review

Appendix 2: Social Assistance Benefits Table

Appendix 3: Inclusive Growth Model Program Descriptions

Bibliography

Chapter 1: Introduction

The purpose of this Social Safety Net review is to provide:

An objective and detailed review of the effectiveness of social safety net programs and services currently offered by the Government of Nunavut.

This report represents an examination of Social Safety Net programs and services in Nunavut. It is a broad review with recommendations for change. This report is based upon an examination of programs and services that were identified as being part of a made-in-Nunavut definition of Nunavut's Social Safety Net. It includes a comprehensive literature review on the topic of social safety nets and poverty reduction generally. It also includes an inventory of programs and services with descriptors and background information that was made available to the project team. The report presents and comments on views and emotions that were witnessed during community visits where the experiences of front-line workers and administrators were explored. This broad review assessed the effectiveness of current Social Safety Net programs. Many of the recommendations address gaps in delivery and barriers to program access.

This report will add to a better understanding of the role of social policy in addressing the basic needs of Nunavummiut. The report cannot however, be definitive and cannot suggest ways to fix all of the social issues in Nunavut. There is more work to do in completing comprehensive evaluations of every individual Social Safety Net program in order to ensure that each of these programs is meeting its full potential to serve those most in need. Unfortunately, these evaluations will be very difficult given the lack of availability of detailed program tracking and reporting information.

This report also identifies how Nunavut's Social Safety Net programs can avoid being 'stovepipes' and suggests ways that programs come together to better serve clients. The report further makes recommendations that significantly alter the way Social Safety Net programs and services are viewed, not as isolated stop-gap services but as pieces of a continuum of supports that can help clients move all the way from crisis to permanent safety, security and wellness.

The review teams approach was inspired by the vision articulated in Tamapta¹. This report includes an Inclusive Growth Model with a holistic approach to Nunavut's Social Safety Net.

This project report is organized into chapters that include an introduction, an executive summary, a project overview and methodology. Additional chapters provide information on the social and economic conditions in Nunavut, summarize an extensive literature review, and explain concepts and principles relevant to the project. The report then describes findings from community research and recommendations related to the findings which address identified issues.

¹ Government of Nunavut, Tamapta, Government of Nunavut Vision and Action Plan 2010-2013.

Social safety nets are part of the services provided in all developed countries. Nunavut is one of many jurisdictions that face significant and unique challenges in reducing poverty and promoting full participation in society for the most needy. The Government of Nunavut has demonstrated its commitment to investing in the future by providing for citizens who are most at risk. In Nunavut there are social programs that support employment, housing, healthcare, training, child protection, personal safety, minimal income, childcare, and education. The goal is to reduce poverty and to provide equality of opportunity.

A review of the literature indicates that developed countries with social safety net programs believe these programs are an investment in the future. Progressive governments implement programs and services not only to protect the people most at risk, but also to contribute to a stable and just society.

When social development is put in context in Nunavut it is realized that social intervention programs are relatively new to Nunavut. The population of Nunavut has a relatively short history with government. This process began only about 50 years ago, when the closest thing to government was the gathering together of the informal leaders of each camp or family group. Only recent generations have experienced organized government. Today, Nunavummiut lead their own government. Government has become a major influence in community and individual social structure.

There is debate about what the Government of Canada promised to provide when it asked people to resettle in permanent communities, however certain details are uncontested. The Inuit who resettled in communities were given an understanding that they would receive government services relating to social safety. An exploration of the role of government in providing social safety net programming must take into account what people came to expect. However, the Nunavummiut of today include people who do not share this history and social experience, yet social safety net programs and services are intended to be available to everyone in Nunavut. A modern social safety net system must define expectations that combine history with current reality.

Today, Nunavut delivers social safety net programs with structures and administrative procedures that are adapted from other jurisdictions. In fact, much of the legislation and policy base for Nunavut programs and services has been taken more or less directly from policy found outside the territory. This is understandable given the short life of Nunavut and the capacity challenges it faced at its beginning and that it continues to face.

The decision to undertake this review is an indication that the Government of Nunavut wishes to ensure that programs and services are provided to those most in need in a manner that is most appropriate for Nunavut. As the Government of Nunavut has expanded and evolved it has developed more and more 'made-in-Nunavut' approaches to the provision of government programming. Given the fact that Nunavut is a totally unique environment, including demographics, social challenges, and economy, it follows that the structure of the programs and services, delivered to residents of Nunavut, should also be unique and distinctly designed for Nunavut. This principle applies to Social Safety Net programs and services as well. While there are certainly lessons and best practices to learn from other jurisdictions, the nature of social issues and challenges in Nunavut dictate that the programming response must be specifically designed for Nunavut.

Chapter 2: Executive Summary

The Government of Nunavut has made social challenges a high priority. The government of the day will change, but the principles and vision expressed in Tamapta are endorsed by this review as enduring guides for a Social Safety Net that can be approached with confidence.

There is a broad and comprehensive array of Social Safety Net programs and services in Nunavut, but Nunavummiut face severe and serious social issues. The Social Safety Net in Nunavut must respond in a comprehensive and coordinated way.²

Nunavut has a unique history, culture, environment, and economy. Nunavummiut participate in a complex, rich and vibrant society. Only eleven years old, the Government of Nunavut has evolved and expanded and offers a similar level of laws, policies, programs and services as do other territories and provinces across Canada.

In addition to social problems that commonly exist across Canada, the Government of Nunavut must address a combination of social challenges that are not only unique but are often more extensive, in terms of percentages, than those same issues in Southern Canada. These may require unprecedented, experimental and uniquely designed remedial programming and approaches. These initiatives must be fully aligned with societal values and the Tamapta vision.

From the literature review, undertaken for this project, it was learned that no single intervention will address all vulnerabilities. Good social safety nets have both a protection and a promotion function. They help families plan for and make investments in the future by providing such things as shelter and adequate food and clothing. They also provide for investment in education and productive assets.³

The Government of Nunavut provides basic necessities for its most needy citizens. However, project interviews and focus groups revealed that at times these services are provided in ways that are overly complex. There are issues concerning communication, and differing views about what a person should be entitled to. In addition, best practice research and interviews reinforced the finding that an effective social safety net will be connected to a comprehensive system of government services that will offer more than emergency forms of relief for basic needs.

A social safety net for Nunavummiut should serve to protect people from immediate harm. Further programs are needed that emphasize measures to address the root causes of poverty. Nunavut can deliver programming differently. Tamapta testifies to that. This opportunity, to do things differently, calls for continued leadership so that Nunavummiut have better access to opportunities like education, health, housing, and employment. Social Safety Net programs should be provided to protect vulnerable people, but only and always in ways that are respectful, recognize competence and build independence to the greatest extent possible. Costs are investments when these are the guiding principle for practice. This approach reflects the Inuit societal values of

² For a recent discussion of the type and magnitude of social problems in Nunavut see *Trials of Nunavut*, Globe and Mail series of articles, March 2011.

³ Schelzig, Karin, Bloom, *Social Safety-nets: Learning from International Best Practices*, Asian Development Bank, 2009.

sharing and self-reliance.

To examine Social Safety Net services provided by the Government of Nunavut, and in light of the ideas above, definitions have been developed. These definitions assisted in the development of an Inclusive Growth Model and in the examination of programs. The definitions include:

A Social Safety-Net is a comprehensive system of programs and services that will ‘catch’ persons at risk and help them meet their basic needs when they are unable to do this for themselves.

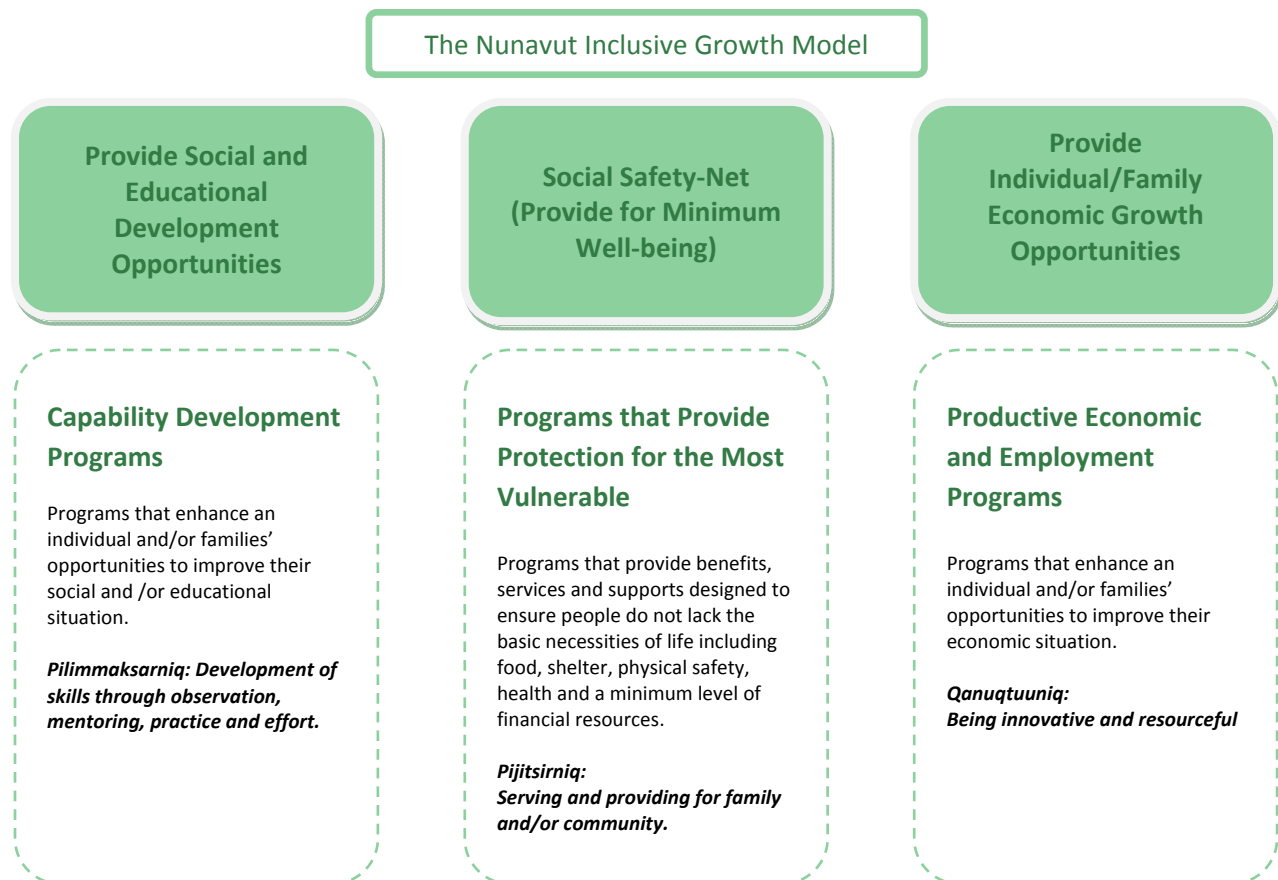
Social Safety-Net Programs and Services provide a basic level of financial or other resources including food, shelter, physical safety and health supports.

Social and Educational Development Programs enhance an individual and/or family’s opportunities to improve their social and/or educational situation.

Individual and Family Economic Development Programs enhance an individual and/or family’s opportunities to improve their economic situation.

These definitions support the development of an Inclusive Growth Model. The model is displayed in Figure 2-1 below, and expanded upon and explained further in Chapter 3.

Figure 2-1:



The 'Inclusive Growth Model' (Figure 2-1) shows how potential descriptors within three areas of government programming can be located and coordinated to provide an economic basis for social inclusion and equality. In this model, protection for the most vulnerable is not a stand-alone function, but a component of a client-centered and holistic response to individuals at risk.

This model is recommended because it focuses on creating opportunities and ensuring equal access to them, thus defining government's role in terms that include the most vulnerable rather than by targeting them. This approach is also compatible with universal entitlements based in rights. For example, anyone can apply to the Social Assistance Programs and receive a basic income if they are eligible. This support becomes an investment when it is linked to developmental programs, chiefly education and employment, but also health and wellness programs, particularly mental health.

The root causes of poverty can only be addressed by an integrated and full spectrum approach to meeting basic needs. This model is recommended because it maps program combinations that help individuals overcome any circumstances responsible for poverty to the best of their ability. A full spectrum, or holistic approach to meeting needs will combine basic physical supports with social inclusion measures and with capability development opportunities. A client centered approach will be characterized by programs that are well known, understandable, easy to access, responsive to individual circumstances, delivered with empathy, simple in their application requirements, and linked to both human capability development and social and economic development.

Social Safety Net programming should be directly bridged to programs such as education and training, housing, food security, longer-term healthcare, career counselling, economic development and supports for employment. Basic social safety net programming combined with educational, social and economic enhancement opportunities should be available to help people move forward in a holistic and comprehensive fashion. Programs are needed that concurrently develop citizens' capabilities, employability, and cultural strength.

A 'made-in-Nunavut' Social Safety Net should be able, within the limits set by capacity, to address any form of risk that prevents Nunavummiut from meeting their basic income, food, shelter and personal safety needs. The Social Safety Net programming, combined with other advanced social, educational and economic growth opportunities, should support residents' holistic well-being and social inclusion.

Once shelter (including emergency shelter), food, safety, and minimum essential income have been provided to preserve life and address basic needs, access to further opportunities is required. This process is best supported through an advocacy approach, and a rights-based negotiation of what a person needs and deserves, based on their circumstances.

Finally, Nunavut may be able to create a more equal society by adopting a universal guaranteed income approach to Social Safety Net programming that would replace the current mixture of programs that target specific needs. The current structure of individual program development, management and administration is complex and expensive. Further examination of this novel approach (guaranteed income) is warranted for Nunavut, although its implementation would be difficult given current accepted standards and approaches to social safety net programming in Canada.

The following recommendations are the result of applying the Inclusive Growth Model to a review of selected Social Safety Net programs. They are intended to close the gap between current Social Safety Net programs and a holistic approach that contributes to inclusive growth in Nunavut.

Recommendation 1: Provide oversight of Nunavut inclusive growth programs

Ensure programs are coordinated and evaluated by assigning them as priorities to Ministerial responsibility. This may be achieved by combining related policy and evaluation divisions such as the Nunavut Anti-Poverty Secretariat (Economic Development and Transportation) and the Social Advocacy Office (Executive and Intergovernmental Affairs).

Recommendation 2: Restructure programs

Social Safety Net programs and services are presently managed and delivered by a large number of departments. Rearrange delivery responsibilities for Social Safety Net programs and services more appropriately so that they are coordinated. Different approaches to restructuring could include organizing selected Social Safety Net programs within a currently existing department, or creating a new Department of Social Safety.

It is also recommended that equal amounts be spent on primary need Social Safety Net programs and secondary capability development programs.

The Government of Nunavut, guided by Tamapta and cultural values, should establish standards of living that are deemed acceptable and sustainable and design integrated programs and services to those standards.

Recommendation 3: Enhance existing community case management teams and develop teams in communities where they do not currently exist

Support current community Social Safety Net, inter-departmental case management teams which provide client-centered services for those in need of social support. Implement such teams where they do not currently exist. Members of Social Safety Net teams will include social workers, Income Support workers, adult educators, health professionals, career development officers, *Family Abuse Intervention Act* workers, and government liaison officers. The intent would be for these teams to not only work collaboratively to meet the basic shelter, food, personal safety, and minimal income challenges for clients, but to also work together to identify and offer enhanced social, economic and educational opportunities to individuals and families. This recommendation would support and promote an Inclusive Growth Model of client service.

Recommendation 4: Provide government employee orientation, ongoing training, and develop human resource strategies

Develop and deliver an orientation and ongoing training program with generic Social Safety Net content for workers, and program officers, who can act as a 'point of contact' for Social Safety Net clients who wish to avail themselves of programs and services from the Government of Nunavut in communities. This function could be part of the role performed by adult educators, Income Support officers, social workers and local housing and health center staff. These individuals can then better serve as 'in-system' advocates for clients across Government of Nunavut departments and organizations.

Recommendation 5: Implement Client Advocate positions

Create Social Safety Net Client Advocate positions in every community. A less expensive but less effective option would be to have one advocate per region. Such external independent advocates would work on a contract basis (usually as part of a not-for-profit contract for wellness services) to provide advice and support for Social Safety Net clients. These individuals would have expert knowledge of Government of Nunavut programs and services and would act as guides, supports and mentors for individuals in need. In addition to assistance to help with basic needs, the advocate can assist the client to define and seek the most appropriate programming path for advanced social, educational and economic development. The client advocate may therefore be described as an agent for inclusive growth in Nunavut.

Recommendation 6: Strengthen the Role of Non-profit Organizations

Increase innovative and effective programs delivered by successful and sustainable non-profit organizations. One of the main purposes of many Nunavut non-profit organizations is to provide services to clients in ways which support and strengthen communities, families and individuals. Nunavut non-profit agencies can be effective as partners in the delivery of Social Safety Net programs and services. Fund these agencies for multi-year terms, conditional upon satisfactory annual audits. The importance in opening up dialogue between non-profits and governments is critical. Dialogue between service providers on the ground and government policy makers is very important. Establish regular and formal communication structures between government and non-profit partners.

Recommendation 7: Improve communication and cooperation at every level

Create an inter-agency group that includes Inuit organizations, municipal, territorial and federal departments and not-for-profit organizations that contribute information to the Social Safety Net support system. Bring the stakeholders together at an annual conference with representatives from all stakeholder groups involved in providing Social Safety Net services. These actions will promote communication, network development, creative exchange, and funding ideas. Overall planning and future directions will then be informed by input from all stakeholders.

Recommendation 8: Change how services are delivered

Implement the 'one stop shop' delivery approach in communities as a single window for Government of Nunavut Social Safety Net programs. Whether it is part of departmental or divisional restructuring, Social Safety Net programs and services need to be more easily accessible to the client. A client should not have to go from government office to government office to receive services. For these reasons, an integrated services delivery model is important. All services could be connected to a one intake and assessment process using forms and a comprehensive internet site developed for Nunavut Social Safety Net programs and services. This will allow for much more effective program monitoring, tracking and statistical reporting. In conjunction with the *Strengthening Financial Management Project*, such a system would not only improve services for clients but would also serve to improve the Social Safety Net planning process.

Recommendation 9: In conjunction with Nunavut Arctic College, explore opportunities for developing and implementing a diploma in Nutrition Studies with transfer status to a Bachelor of Science in Nutrition program at a Canadian university

The *Nutrition in Nunavut: A Framework for Action* document provides the basis for an effective nutrition program for Nunavut which requires professional skills and knowledge to implement. By educating Nunavummiut as nutritionists, there will be qualified personnel to fill vacant positions. Such nutritionists, educated in the territory, will have knowledge, skills and experiences specific to Nunavut which greatly assist in assuring food security and adequate nutrition in communities.

Recommendation 10: Support education, training and career development initiatives

Fund the recommendations of the *Nunavut Adult Learning Strategy* and significantly strengthen learning, living and essential skills initiatives by offering programs in partnership with Nunavut Arctic College as well as other education and training organizations. Increased funding spent on adult education will reduce Social Safety Net costs for individuals and families by reducing the risks faced by vulnerable Nunavummiut and by contributing to equality of opportunity in society.

Recommendation 11: Create safe havens for children and youth at risk

Create emergency community ‘be safe’ measures for children and youth including Safe Homes. Children require safe havens when conditions in their homes are dangerous for them. Active participation by community volunteers and child advocates can be solicited to champion community ‘be safe’ initiatives which best suit the needs of their communities.

Recommendation 12: Demonstrate social safety leadership

Continue to support and implement initiatives that improve the social and health status of all Nunavummiut. Recognition of the problems is the first step. Formal and informal leadership within governmental and non-governmental organizations must discuss the issues and solutions openly and vociferously. Leaders of all descriptions, not just Government of Nunavut leaders must act as role models and challenge their respective constituents to join the movement to reduce the occurrence of negative social issues. Solutions need to be encouraged and supported.

Recommendation 13: Seek Solutions to Housing Issues and Challenges and Support Improvements

To alleviate ongoing issues like homelessness, overcrowding, and rental unit repair costs, explore such strategies as:

- ▶ Establishing family violence shelters and/or safe homes in every community in Nunavut.
- ▶ Establishing more emergency homeless shelters for both men and women.
- ▶ Developing a private housing market.
- ▶ Making orientation to housing and housing maintenance training programs part of public education, but also conditions for acceptance as a public housing tenant.
- ▶ Working with the Government of Canada to remove inequitable rental subsidy taxation rules.

Recommendation 14: Enhance support for Nunavummiut with mental health issues

Enhance development of mental health programs for those suffering from mental illnesses. Such services include mental health promotion programs, mental illness treatment centers, increased counselling services as well as alcohol and addictions treatment centers.

Increase support for and implement appropriate recommendations from mental health strategies, the Fetal Alcohol Spectrum Disorder Strategy and the Suicide Prevention Strategy including the creation of treatment centres.

Support traditional and non-traditional healing practices that help people help themselves.

Recommendation 15: Conduct Future Research

Conduct further research into areas that came to light during this project, but that were beyond its scope. These include:

- ▶ Conducting a comprehensive evaluation of individual Social Safety Net programs and services that have been identified as part of the Inclusive Growth Model in this report.
- ▶ Conducting a detailed review of programs and services within the Social/Educational and Individual/Family Economic areas of the Inclusive Growth Model.
- ▶ Exploring the concept of universal benefits.

Chapter 3: Project Overview and Methodology

This chapter presents the rationale and objectives for the project. The process used for gathering project information is also presented.

PURPOSE

The Request for Proposals document states that:

"The purpose of this RFP is to identify and engage the services of an external consultant to provide an objective and detailed review of the effectiveness of Social Safety Net programs and services currently offered by the Government of Nunavut. In a broad sense, this will be achieved by examining accessibility, sustainability and identifying barriers and gaps in Social Safety Net programs and services."⁴

The Department of the Executive and Intergovernmental Affairs' Social Advocacy Office is tasked to undertake a review of existing government Social Safety Net programs, which focuses on defining Nunavut's Social Safety Net by creating an inventory of programs and identifying and reducing barriers and discrepancies between these programs and services to ensure the programs are consistent, accessible and fair, and that they work together to address the needs of the people of Nunavut. This is a priority item in the Government of Nunavut's Tamapta Mandate.

The results will provide an immediate foundation for a longer-term Poverty Reduction Strategy, which is also identified as a priority item in the Government of Nunavut's Tamapta vision document and for which work is currently underway.

PROBLEM/CHALLENGE

Entitlements as a modern welfare concept may not be sustainable.⁵ This possibility, emerging as a reality for many states around the world, adds urgency to the task of reviewing the Social Safety Net in Nunavut. The challenge involves both making improvements to current operations and designing a new model of program and service delivery that is simpler and more integrated. It is important, in a time of limited fiscal resources, that there is no overlap of services and that those most in need receive support as a priority. It is also important that those citizens who are able to be fully productive members of society, without need of Social Safety Net programs, are encouraged to achieve this form of independence.

⁴ *Social Safety Net Review*, Nunavut, Request for Proposals Reference No. 2010-83.

⁵ See pps. 10-12 in the Literature Review (appendix 2) for a discussion of the welfare state. Background on sustainability is also discussed in Hennock, E.P., *Welfare State: History of*, International Encyclopedia of the Social & Behavioral Sciences, 2001.

The project team began by defining social safety nets in terms of programs, i.e., as a set of programs, benefits, services and supports designed to ensure that people do not lack the basic necessities of life – food, shelter, physical safety, health, and a minimum level of financial resources. However, it quickly became apparent that this is a limiting point of departure, one that ignores the holistic requirement that each individual's circumstances be taken into account in order to develop a plan of response that not only provides immediate protection from harm, but that also provides opportunity (promotion of capability) for taking steps towards greater self-reliance in whatever way is appropriate. With this in mind, this report has included social safety net programs and services within the broader context of the Inclusive Growth Model. While citizens have basic needs that require paramount attention (food, shelter, physical safety, health, and a minimum level of financial resources) these needs are not isolated from the greater needs for enhanced economic, social and educational development. Social safety net programs and services should be bridged with enhancement programs, as many are, in order to provide a continuum of personal and family development.

In Nunavut there are many special circumstances that make people vulnerable such that they are unable to earn a basic income. These include Fetal Alcohol Spectrum Disorder, addictions, mental illness, lack of education, and multiple health and wellness challenges. A made-in-Nunavut Social Safety Net will, accordingly, have to address these barriers in order to enable people to manage risk in ways that respond to their particular challenges.

As stated in the Request for Proposals, a more holistic way to regard safety nets is to consider them:

... a part of a broader poverty reduction strategy interacting with and working alongside of programs such as: social insurance; health, education, and financial services; and other policies aimed at reducing poverty and managing risk. Their key roles are to redistribute income to the poorest and the most vulnerable, with an immediate impact on poverty and inequality. A combination of Social Safety Net elements that help offset the impact of low income and springboard components that create opportunities for success over the long term is what enables households to make productive investments in their future, such as education, health, and income generating opportunities; and to help households manage risk. As such, an adequate Social Safety Net should help break the cycle of poverty and dependence by supporting people to develop their full potential and to experience economic, social, political and cultural inclusion in their communities.⁶

The range of services and programs that collectively serve these objectives in Nunavut is formidable in its inclusiveness, leaving almost no government department without some role to play in the Social Safety Net. One of the first challenges for this review was to form working definitions, presented in Chapter 2, and develop terminology that allowed the scope of the Social Safety Net to become more manageable while maintaining a holistic perspective.

⁶ *Social Safety Net Review*, Nunavut, RFP Reference No. 2010-83.

In developing working definitions of social safety and social safety net programs, the work was guided by research and interviews to combine the objectives of providing emergency relief with the larger responsibility of providing government interventions that enable people to progress.

An important consequence of this departure point was the discovery that any list of social safety net programs reveals actual and potential connections to programs that enhance the capabilities of clients. From the perspective of an Inclusive Growth Model, these connections become centrally important and should serve as a standard and requirement for a made-in-Nunavut Social Safety Net that is capable of supporting the Tamapta vision.

The following table (Figure 3-1) indicates how existing programs and their associated departments may be organized under the general descriptors of the three dimensions of an Inclusive Growth Model. The middle column represents Social Safety Net programs. The columns to the left and right represent social and educational development programs and individual/family economic development programs respectively.

Figure 3-1:

“THE NUNAVUT INCLUSIVE GROWTH MODEL”

<p>Provide Social and Educational Development Opportunities</p> <p>Programs that enhance an individual and/or families’ opportunities to improve their social and /or educational situation.</p>	<p>Provide Social Safety Net Programs and Services (Minimum Well-being)</p> <p>Programs that provide benefits, services and supports designed to ensure people do not lack the basic necessities of life including food, shelter, physical safety, and a minimum level of financial resources.</p>	<p>Provide Individual and Family Economic Growth Opportunities</p> <p>Programs that enhance an individual’s and/or family’s opportunity to improve their economic situation.</p>
<p>DEPARTMENT OF EDUCATION</p>		
<p>Adult Education</p> <ul style="list-style-type: none"> ▶ Financial Assistance for Nunavut Students ▶ Special Professions Program Fund ▶ Literacy Programs 	<p>Income Support Programs</p> <ul style="list-style-type: none"> ▶ Income Support (Social Assistance) ▶ Senior Fuel Subsidy ▶ Senior Citizen Supplementary Benefit Program 	<p>Career Services</p> <ul style="list-style-type: none"> ▶ Self-Employment Option Program ▶ Training on the job ▶ Transition to work

<p>Career Services</p> <ul style="list-style-type: none"> ▶ Career Development ▶ Employment Assistance Services ▶ Building Essential Skills ▶ Apprenticeship Programs ▶ Targeted Initiatives for Older Workers (TIOW) ▶ Building Careers –Training (Sivuniksaliarniq) <p>Early Childhood Programs</p> <ul style="list-style-type: none"> ▶ Day Care Subsidy ▶ Healthy Children Initiative ▶ Young Parents Stay Learning 		
DEPARTMENT OF HEALTH AND SOCIAL SERVICES		
<ul style="list-style-type: none"> ▶ Brighter Futures ▶ Canada Prenatal Nutrition Program 	<ul style="list-style-type: none"> ▶ Child Protection Services (includes Foster Care) ▶ Residential Care ▶ Home Care and Continuing Care ▶ Adoption Services ▶ Guardianship Services ▶ Family Violence Services ▶ Mental Health (includes Addictions Services and Solvent Abuse and Suicide Prevention) ▶ Nutrition Program (includes Breakfast Programs) ▶ Fetal Alcohol Spectrum Disorder Initiative 	

DEPARTMENT OF JUSTICE		
<ul style="list-style-type: none"> ▶ Corrections ▶ Community Justice 	<ul style="list-style-type: none"> ▶ Law Enforcement ▶ <i>Family Abuse Intervention Act</i> Implementation ▶ Maintenance Enforcement Program 	
HOUSING CORPORATION		
	<ul style="list-style-type: none"> ▶ Public Housing ▶ Homelessness Initiatives Grants and Contributions ▶ Emergency Repair Program 	<p>Home Purchase Assistance Programs</p> <ul style="list-style-type: none"> ▶ Nunavut Down Payment Assistance Program ▶ Interim Financing Program ▶ Tenant-to-Ownership Program <p>Home Repair, Renovation, and Maintenance Programs</p> <ul style="list-style-type: none"> ▶ Homeowner Energy Efficiency Rebate Program ▶ Home Renovation Program ▶ Senior Citizens Home Repair Program ▶ Seniors and Disabled Persons Preventative Maintenance Program ▶ Homeowner Oil Tank Replacement Program
DEPARTMENT OF ECONOMIC DEVELOPMENT		
		<p>Small Business Support Programs</p> <ul style="list-style-type: none"> ▶ Small Business Opportunities Fund ▶ Entrepreneur Development Fund ▶ Sustainable Livelihood Fund ▶ Nunavut Prospectors' Program

		<p>Arts and Crafts Development</p> <ul style="list-style-type: none"> ▶ Sanannguaqti Fund and ▶ Sanannguaqti Katujjigatigiingit Fund
NUNAVUT ARCTIC COLLEGE		
<ul style="list-style-type: none"> ▶ Nunavut Arctic College Programs ▶ Student Services 		
DEPARTMENT OF ENVIRONMENT		
		<p>Fisheries and Sealing Programs</p> <ul style="list-style-type: none"> ▶ Commercial Fisheries Freight Subsidy Program ▶ Fisheries Development and Diversification Program ▶ Fur Pricing Program ▶ Nunavut Fisheries Training Consortium ▶ Dressed Ring Seal Skin for Nunavummiut
DEPARTMENT OF FINANCE		
		<ul style="list-style-type: none"> ▶ Household Allowance ▶ Fuel Tax Rebate: Harvesters, Outfitters, Tourism Operators Quarrying, and Mineral Exploration ▶ Senior Citizens and Disabled Persons Property Tax Relief ▶ Energy Subsidies and Contributions Program ▶ Nunavut Child Benefit /Territorial Worker's Supplement ▶ Working Income Tax Benefit

DEPARTMENT OF HUMAN RESOURCES		
		▶ Priority Hiring Policy
DEPARTMENT OF COMMUNITY AND GOVERNMENT SERVICES		
		▶ Water and Sewage Services Subsidy Program ▶ Senior Citizens and Disabled Persons Tax Relief
DEPARTMENT OF EXECUTIVE		
		▶ Women’s Initiative Grants and Contributions Policy
NON-PROFIT SOCIAL SAFETY NET PROGRAMS MAY BE PARTIALLY SUPPORTED BY GOVERNMENT OF NUNAVUT (e.g. Contribution Agreements)		
	▶ Food Banks ▶ Soup Kitchens ▶ Community Wellness Centers ▶ Family Wellness Centers ▶ Homeless Shelters	

In addition to the programs in this table, Nunavummiut benefit from universal and publicly provided primary and secondary education as well as public health, emergency and ongoing health services. These are essential government services that make inclusive growth possible. Examples of such services include emergency care, immunization programs, maternal-child health programs, and communicable disease prevention and treatment programs. Because they serve all Nunavummiut regardless of vulnerability, they may be understood as necessary but not sufficient for inclusive growth when people at risk are the focus. With this understanding the Inclusive Growth Model provides a basis for determining which programs best fit as Social Safety Net programs such that social safety programs can supplement essential services. The programs identified in the middle column, as Social Safety Net programs are the programs selected for detailed analysis within this report.

General descriptions for all the programs in the model are provided in Appendix 3. Programs designated as Social Safety Net programs are described in Chapter 6.

The challenge of the entire project became one of rethinking the foundations of social safety in order to identify those programs that were truly ‘Social Safety Net programs’. The task of creating a definition for the Social Safety Net and analyzing programs and determining which ones fit best within this definition was complex, given the varying, and often competing, perceptions within the Government of

Nunavut. The identification of specific Social Safety Net programs, based on specific program analysis, became a critical step in the project and one that formed the basis for recommendations that are targeted to improve the functioning of government interventions into the lives of the most vulnerable people in need in Nunavut.

As the work progressed, the important role of non-profit agencies became apparent. These agencies receive part of their support and funding from the Government of Nunavut and they include soup kitchens, men's and women's shelters, the food banks and Community Wellness Centers. While these services are not Government of Nunavut programs, they are still a part of Nunavut's Social Safety Net.

Clients' lives however, do not fit into such distinct categories. Clients' lives cross over from social safety to advanced developmental needs. Rarely, if ever, do circumstances that produce poverty disappear as a result of a single program response to basic needs. Government of Nunavut programming must become involved in concurrent measures that address all three dimensions of inclusive growth.

Several fictional scenarios, which are based on real-life situations, are now presented to demonstrate how individual client needs may not be particular to any one program/category. Client needs often cross over or require bridging and reflect a possible continuum of services planned with clients to enable them to become economically, physically, socially and emotionally as independent as their capacity allows.

A 23 year old man living in a hamlet and his common-law wife have three children all under the age of 5 years. He was working at a mine and through a hunting accident lost the use of his left arm. He and his family were living in a rented house which they cannot afford now that he has lost the income. His wife is unable to work as their youngest child is 2 months old. She finished Grade 7 in school and became pregnant with their first child when she was 16. She would like to work but feels she does not have any skills or education. Both are depressed because their lives have changed so much and they do not know where to turn. They would like to do upgrading but know they need care for the children.

This family's situation reveals the need for social safety assistance in many forms and an opportunity to develop a plan with the family to attain independence from social assistance. This man's loss of the use of his left arm qualifies him for disability benefits. Within the current Social Assistance Program, they are entitled to a food allowance based on a family of four and related to the region in which they reside. They can choose to receive this assistance as a voucher at a local store or as cash in a payment schedule worked out with the Income Support Worker. The family will also qualify for assistance with their rental costs. Each member of the family is entitled to \$600.00/year as a clothing allowance. They are also entitled to receive a rental supplement, fuel subsidy, day care subsidy, as well as electrical, water and sewage services if required. Should the parents decide to upgrade their education they may receive an allowance for training related expenses including daycare. All of these entitlements are available through the Social Assistance Program. Upon completing educational upgrading and receiving their Grade 12 diplomas, they would be entitled to receive Financial Assistance for Nunavut Students funding for post-secondary education. In this way the family would be assisted to progress to a level of social inclusion that ensures their ongoing independence and family stability. The Social Safety Net response in such cases is complex requiring planning and coordination.

An 18 year old man addicted to alcohol, was recently caught stealing mouth wash from the local store. He was told that he needs to be 2 months sober before he can go “South” to an alcohol and drug treatment center. He reports that he was abused sexually as a child and that his parents were always drunk. He completed Grade 10 in school and once he is “clean” would like to further his education in the trades area.

This client has social safety needs that require different services than the parents noted in the previous scenario. He is entitled, as a single person, to the same social assistance programs. He is eligible to receive a food allowance which he can choose to receive as a voucher at a local store or as cash in a payment schedule worked out with the Income Support Worker. He also has access to the clothing allowance. There is a lack of housing for single men so he accesses the Men’s Shelter, the Community Wellness Center and the Soup Kitchen to ensure he gets food and is warm. The Men’s Shelter is closed during the day and no programs are provided at this agency. Through the Community Justice Program, he is entitled to legal aid and may avoid a jail sentence and/or a fine once his personal circumstances are assessed as appropriate by the justice system. He also requires alcohol and drug addiction treatment as well as mental health services. Currently, he will have to go “south” to attend a treatment center. Local mental health services are lacking especially in the provision of crises intervention. Should his treatment be successful, he can work toward obtaining a trade, supported by the Productive Choices Program under Career Training and Development, and attend the Arctic College Trades Center in Rankin Inlet. This complex case also requires an interdepartmental response that is effectively coordinated.

An 86 year old woman, living in a remote community, occasionally looks after her 2 grandchildren, ages 4 and 6. She lives alone in a 2 bedroom house which she owns. Her brother and his 15 year old son stay with her when they are in town every couple of months. The roof of her house has been leaking and she has not been able to get it repaired. Two months ago she fell and broke her hip when she tripped on the broken stairs going outside. At that time, she had to be flown to Yellowknife for emergency hip surgery. She has come home from Yellowknife. She needs to use a walker, finds it difficult to get around in the house and is becoming forgetful. Until recently she was barely managing and then became confused and wandered outside her home in thirty below weather. A neighbour, who lives next door, found her and took her to the nursing station. The Nurse-in-Charge has determined, in consultation with the doctor, that she can no longer manage on her own.

There are several programs provided by the Government of Nunavut and the Government of Canada for which this client is eligible and, in fact, is receiving. Due to her age and limited income, she receives the Canada Old Age Pension, the Guaranteed Income Supplement and the Government of Nunavut Senior Citizen’s Supplementary Benefit of \$175.00/month. As a Beneficiary, she also had all expenses related to her health care and health care travel costs covered by the Nunavut Health Care Plan, the Non-insured Health Benefits Plan and the Extended Health Benefits Plan. As her ability to be independent is deteriorating, she is eligible to receive Home and Community Care services which include: home making services, personal care (bathing etc), nursing care, respite care and rehabilitation services if indicated. These services enable her to stay in her community and in her own home as long as possible. Expenses

related to her home such as utilities and taxes are covered by programs for which she is eligible. Her home is currently unsafe. She has access to the Senior and Disabled Preventative Maintenance Program, the Senior Renovation benefit, and the Material Assistance Program for any materials required for the needed repairs. Should she not receive all this assistance, her safety would be at risk and she would most likely need to leave her home and community to enter a Long Term Care facility at Gjoa Haven or Igloodik. This scenario reinforces the requirement for a variety of programs that can be delivered in a coordinated manner.

A 2 year old girl, born with Fetal Alcohol Spectrum Disorder, has been placed in a foster home as her mother, living in a different community, is unable to care for her due to an addiction to alcohol and cocaine. The two year old is delayed in her development, is small for her age, and has a heart murmur and joint abnormalities in her legs. She cannot yet walk, she still needs to be fed, cries a lot and at times cannot be distracted or consoled. Recently her foster parents, under the influence of alcohol, began to fight physically and threaten an older foster child, age 8, in the same home. The older child spent the night on the street with several other young children too frightened to be with their parents.

A young working couple with three of their own children, who are related to the 8 year old, know of the dangerous situation, and have talked to her many times to let her know that she can come to their house whenever she feels that she needs something to eat or to keep warm. She goes to their house every once in a while.

Although in foster care, both of these children are unsafe and at risk of not having their basic needs met. Caring relatives are helping as much as they can but they are not the only children at risk across Nunavut. The 2 year old is with this family that has been trained to provide specialized foster care. She and her foster mother are funded for regular trips to Ottawa for required medical treatment and developmental assessment. Emergency shelter services exist for women in Iqaluit, Cambridge Bay and Rankin Inlet but there are no emergency shelters in most communities and there are many children in these communities whose safety is at risk. The biological mother of the 2 year old is on social assistance and has been in treatment at an addictions center in Ontario. She wishes to be reunited with her child and expresses a desire to receive treatment in her own community, an option which currently does not exist.

These scenarios, based on lived experiences, provided an insight into client needs, current programs that meet these needs, and gaps in programming that need to be addressed. Many client situations require significant coordination in order to access needed support services. A vulnerable person is often not in the best position to steer through the application processes in order to access needed programs and services.

In addition to providing evidence, the scenarios served to guide the selection of specific programs that have been reviewed in greater detail as part of the Social Safety Net study.

METHODOLOGY

This chapter describes how the objectives were accomplished, and how findings from many sources and perspectives were analyzed and developed into recommendations. The methodology included many community interviews and visits. The interviews were conducted using questionnaires designed to be program specific but interviewers provided opportunity for respondents to provide information that was most relevant to them on the topics of poverty and Social Safety Net programming. Interviewees presented wide-ranging perceptions, and these insights provided a basis for further analysis and discussions of what Social Safety Net program improvements might be needed. The decision to develop a defined list of programs for review, as outlined above, was for the most part motivated by these interactions in Nunavut communities.

The literature review was used as part of the overall method of combining information relating to promising practice with field research at several levels including individuals, groups, clients, and other stakeholders.

Following this lead it became apparent that Social Safety Net programs, as well as developmental programs, were not viewed as separate entities but as ‘one big blur’ with many parts often difficult to understand and access. This perception was shared by clients, non-profit community agency staff, and government personnel often involved in providing Social Safety Net services. As a Public Health Nurse put it:

We have to refer patients to Income Support so the nurses give them the forms, get them appointments and provide information on where they need to go, but we never know if clients get there.

The methodology was not to review specific programs internally and evaluate them using standard measures, but rather to respond to observations such as this one by opening up discussion about what is working and what is needed in the lives of vulnerable people as reported first hand by these individuals and the professionals involved in their lives. In this process both general and specific findings emerged, and these are discussed in later chapters of this report.

An emphasis on client perceptions was an important part of the methodology. The question to be answered in this report is whether clients feel that their social and safety needs are being met. It may be true that a program is well designed and that a system is in place to deliver the program. However, if the client has not heard of the program; doesn't know how to apply; gives up on the paperwork; or is too embarrassed to apply; the program is not effective. The only way to identify this gap is to listen to clients. For example, when someone believes they can only receive social assistance payments monthly when this is in fact not true according to the regulations. By reporting perceptions such as this, as lived reality, and investigating the facts of the matter, information was gathered that lead to problem identification and recommendations for improvement. This emphasis facilitated general findings as an accumulation of repeated observations about how people are experiencing their attempts to meet basic needs and access opportunities for a better future.

All information was gathered with the promise of confidentiality and anonymity. The presentation of ideas on an equal footing was the goal, and by providing confidentiality and stating observations and thoughts with attribution only to the category of person i.e., client, program director, allied professional etc., the spirit of conversation informed by Inuit Inuuqatigiitsiarniq became the process for all field work and for this report.

The research operation consisted of three investigation teams of two travelling to all three Nunavut regions and a separate team of four conducting interviews and site visits in Iqaluit. Interviews were also conducted in the Kitikmeot Boarding Home in Yellowknife.

These teams interviewed stakeholders including government officials, non-government agency staff as well as clients and members of the general public. Focus groups were held in several communities with clusters of individuals.

Questionnaires and interview guides were developed for selected stakeholder groups to combine quantitative information about specific programs and departments with qualitative information about perceptions, experiences, successes, challenges, problems, and recommendations. Client interview forms were provided in Inuktitut syllabics as well.

Separate and distinct questionnaires were developed for clients, program delivery staff, senior government officials and community non-government agency staff.

Where possible, interviews were conducted in person. A few were completed by telephone. Interview forms were also distributed at two different times by email to individuals to allow maximum input.

Stakeholders, who were interviewed, aside from clients, involved in the design, delivery and implementation of current Social Safety Net programs and included individuals from:

- ▶ Department of Education.
- ▶ Department of Finance.
- ▶ Department of Justice.
- ▶ Department of Health and Social Services.
- ▶ Nunavut Housing Corporation.
- ▶ Department of Economic Development and Transportation.
- ▶ Nunavut Arctic College.
- ▶ Other Government of Nunavut staff at the regional and community levels.
- ▶ Other stakeholders as identified such as legal aid, homeless shelter directors, family violence shelter directors, federal programming specialists.

As well as contacting interviewees by telephone and through electronic media, project team members visited a total of seven communities in the last two weeks of January, 2011. When required, Inuktitut translators were hired by the project teams to conduct interviews. The communities visited represented each of the three regions of Nunavut:

- ▶ Qikiqtaaluk – Iqaluit, Pangnirtung, and Qiqitarjuaq
- ▶ Kivalliq – Rankin Inlet and Arviat
- ▶ Kitikmeot – Cambridge Bay and Kugluktuk

The selection of interviewees was an evolving process in each community. At times initial contact was made with students at the local college in Adult Education programs such as occurred in Kugluktuk, or with a program staff member such as a Public Health Nurse in Iqaluit, or with a government official as in Rankin Inlet, or with people at a local hotel or senior’s center as occurred in Pangnirtung. These contacts provided branching out opportunities by linking our team members with additional people who provided valuable insight into Social Safety Net programs in their communities. This process proved very effective in that the interviewers reached community members whom they would not have been aware of otherwise.

The project team completed a total of 133 interviews with people representing 10 communities.

The literature review was a complementary part of the project. As part of the literature review for this project, material was chosen from a variety of disciplines to produce a separate comprehensive literature review document that is summarized in the concepts and principles chapter and attached as Appendix 1. The literature review included an examination of social safety net theory and practice in the North, in Canada and around the world. This examination was completed to see what other governments are doing to help those most in need. The literature review was also completed to find out about approaches, philosophies, legislation, policies, programs and services that are working well. This research also helped to inform the terminology, concepts and recommendations developed in this report.

Because Nunavut is a vast territory with a small population, individual experiences were given close attention. The goal of achieving a common model for social safety across government departments requires attention to gaps and discrepancies in service. The focus was on people who are the most vulnerable and on the importance of their accounts of how they were helped and how things could be improved.

LIMITATIONS

There were some challenges to finding needed information to support this review. There were inconsistencies in the way information was presented and in some cases information was not available. Certainly, all individuals contacted did their very best to help provide information to support the review.

Many Government of Nunavut programs that were examined were titled differently by different departments and/or government personnel. One example was usage of the title *Home and Community Care* in one document when in the Business Plan 2010 – 2013 this seems to be the program titled *Home Care and Continuing Care*. Some programs are described using terms such as *fund* (i.e., Special Professions’ Program Fund), *initiatives* (i.e., Healthy Children’s Initiatives), *strategies* (i.e., Nunavut Suicide Prevention Strategy), *benefits* (i.e., Working Income Tax Benefit), and *implementation* (i.e., *Family Abuse Intervention Act Implementation*). Such titles do not appear to indicate programs when in fact there are associated programs. Regardless of titles, programs that met the definition of one of the

three areas of the Nunavut Inclusive Growth Model were included in the model.

Detailed statistical and financial data on many of the programs was very difficult to find or non-existent. There is certainly no accumulation of statistics and financial data in the area of poverty and Social Safety Net programming. This information is critical in order to identify the true costs of poverty. More work is currently being done in this area by the Nunavut Anti-Poverty Secretariat.

In other jurisdictions the Bureau of Statistics, Cabinet Secretariat and Finance Secretariat/Treasury Board routinely provide good information on social programs that support quality and timely analysis. The corresponding structures in Nunavut's government simply aren't doing this job, with the result that the assessment of social programs is very difficult. The ability to make informed changes to social policy is seriously hobbled because of this lack of information. It will be critical, as changes are made to combat poverty, for the institutions responsible for this information collection to be thorough and complete in their efforts.

Making use of Government of Nunavut web sites, and publications such as Business Plans and Main Estimates provided useful but at times confusing information. Information and formats were often inconsistent. At times information about a program was given by government personnel and there would be no web or written data source for the program. Such programs were excluded if no further information was found or included in the overarching program as was the case when researching breakfast programs which fall under nutrition programs.

The Inclusive Growth Model has been used in the project as a way to organize and then select programs for review. The model provides a framework for examining Social Safety Net programming. If the model is to be used to guide future poverty analysis and support changes to Social Safety Net programming, it will need to be further developed by the Government of Nunavut.

Within the above limitations, this project provides information about Social Safety Net programs and services and makes recommendations for addressing issues and gaps.

Chapter 4: Concepts and Principles

This chapter develops the foundations for a successful approach to social safety in Nunavut based on the direction established by Tamapta and the literature review conducted for this project.⁷ The Inclusive Growth Model, referred to in the Executive Summary and Project Overview, incorporates ideas found in the literature and provides a promising way to organize a Social Safety Net that will achieve the goals set by Tamapta.

Well-grounded concepts and principles are needed to move from a general view of a social safety net to a basis for practice that takes into account the unique challenges faced by Nunavummiut. There is a need to identify specific program interactions that will combine protection for the most needy with opportunities to increase all forms of capital needed to produce equality of opportunity and create wealth.⁸

THE RATIONALE FOR A SOCIAL SAFETY NET

Social Safety Net programs are in everyone's interest. They should be designed to help vulnerable individuals manage risk. They are based on collective contributions that facilitate social stability and the ability of a society to care for its most vulnerable members.

Anyone can become impoverished due to a change in their circumstances. Anyone can be born into, or find themselves suddenly or gradually in circumstances beyond their control that make them vulnerable. Loss of income due to job loss, ill health, or injury, and misfortunes of all kinds relating to physical and mental functioning can produce needs that put people at risk of starvation and death unless they receive help.

A social safety net provided at public expense depends on the principle that when people become unable to meet their basic needs there should be forms of help provided by more fortunate members of society. Without a collective commitment to provide assistance, there would be no basis for publicly funded social safety net programs, and no basis for involving society in the elimination of circumstances that create poverty. The vision expressed in Tamapta builds on this principle and calls for measures that will help all Nunavummiut remain or become able to afford and obtain the basic necessities of life so they can manage risk successfully and be capable of contributing to the general good.

Successful risk management in Nunavut is bound up with the successful development of a wage economy that supports participation by all Nunavummiut. The 2010 Nunavut Economic Outlook projects economic growth to be 15% in 2010 and 5% annually for each of the next five years. For those who do not participate, there is a risk that they will be unable to rely on a traditional way of life to meet their basic needs and they will not have the skills and knowledge required to take advantage of new

⁷ Appendix 2.

⁸ See pages 10-30, *2010 Nunavut Economic Outlook*, for a discussion of human, physical, and organizational capital and their role in creating wealth.

opportunities for skill development and employment.

If Nunavummiut opt to design an enriched Social Safety Net, one that is capable of overcoming barriers to personal and economic independence, then programs that provide health and skill development opportunities will become equally as important as programs that provide for basic survival. This approach will depend on a government that is committed to inclusive growth.

THE ROAD TO A MADE-IN-NUNAVUT MODEL

There are compelling reasons for taking a fresh and comprehensive approach to social safety in Nunavut. Nunavut began to govern itself by adopting and adapting much of the legislation, policies and programs of earlier governments, most notably the Government of the Northwest Territories. At the start, there were principles that were adopted to guide the new government, for example, the Bathurst Mandate which can be related to the recent Tamapta document. However, the key ideas were difficult to put into practice and there was little time or capacity to develop the principles that could provide the guidance needed to address the substantive issues that the new territory faced.

Poverty policy and Social Safety Net programming were two such areas where entire pieces of legislation were virtually copied and pasted into the statutes of Nunavut. However, as Nunavut progresses, political leaders and policy makers are now taking the time to thoroughly analyze and re-think approaches to long standing problems. Given the uniqueness of Nunavut's social, political, economic and geographic environment, along with the experience of the past ten years, it is increasingly important that new ideas and approaches be considered. Made-in-Nunavut or modified-in-Nunavut approaches to social safety will be more effective by being more responsive to the real Nunavut.

But Nunavut does not stand alone in dealing with social safety net issues. Social safety net lessons can be learned from other provinces or territories and from other countries. The literature review was conducted to examine theories about social safety nets, and to identify initiatives and strategies from other places that may contribute to a made-in-Nunavut Social Safety Net.

In Nunavut, just as in other jurisdictions, the requirement is for terminology that adequately captures the choices that are involved in determining social program philosophy, social program policy, and poverty policy. Key findings from the literature relating to these foundations are reported next.

FINDINGS FROM THE LITERATURE REVIEW

The literature review indicates that developed countries with social and individual/family economic development programs believe these programs and services are an investment in the future. They not only protect the people most at risk, but also contribute to a stable and just society that is capable of offering equal opportunities for development to all.

The literature indicates that well designed social/educational and individual/family economic development services will have these characteristics:

- ▶ A combination of different ways of helping will be the best way to serve the people who are most at risk. The most basic level of service is the Social Safety Net portion of an Inclusive Growth Model. The Social Safety Net system will work best when everyone understands that

social safety nets are never the whole answer to poverty reduction. No single way of helping people in need, will remove all of the things that can cause people to need help. A good social safety net will respond first to the most important threats that can cause people to become too poor to pay for what they need.

- ▶ Social/educational and individual/family economic development services that support inclusive growth will have two ways of helping people. They will protect people from immediate harm and they will help people work towards a better future, for example, by giving them opportunities for education and ways to earn an income.
- ▶ Basic Social Safety Net services will ensure the people most in need get all of the things they require to stay alive and be healthy in one simple process. This process will be based on the right that anyone has to claim basic support from their government when they can't support themselves. This process can be strengthened when an advocate makes sure that a person or family gets everything they qualify for, no more and no less.
- ▶ Basic Social Safety Nets will be ready for times when the economy is poor by having money set aside in advance to meet increased demands for help. In times of high unemployment a Social Safety Net is most needed. Best practice is to invest in Social Safety Net programs at 1-2% of Gross Domestic Product in developing countries vs. 2-4% of Gross Domestic Product in industrial countries such as Canada.⁹
- ▶ Social Safety Net programs that provide basic needs at a minimum level for everyone makes things more equal between people at a very basic level. An important feature of universality of benefits geared to families/households that is adequate to meet basic needs, is that this approach may serve as a modern substitute for traditional family support systems in traditional societies, such as the one Inuit experienced only a few generations ago.

Most studies conclude that targeted, means-tested programs create strong poverty traps even when they only provide a minimum level of support.¹⁰ These programs can cause disincentives for individuals to improve their situations through education and employment. People without education or employment receive social assistance and subsidized housing from government. People with some education and a job are usually excluded from receiving social assistance and their housing subsidy is reduced. People, especially those without education or marketable skills, can become trapped and continue to require government assistance. This results in a type of unchosen dependency. This research is consistent with the situation found in Nunavut. Some families are perpetually poor and have a very difficult time gaining the knowledge and skills that can allow them to escape this poverty trap. Often the perpetual poverty situation lasts for generations.

Another 'welfare trap' occurs whenever there is a disincentive to seek employment because one is better off by not working and by relying instead on government subsidies that are withdrawn or significantly reduced when one is earning an income and no longer qualifies for them. In Nunavut, there are examples of workers who quit their jobs because they are better off not working when they take

⁹ Schelzig, Karin, Social safety-nets: Learning from International Best Practices, Asian Development Bank, 2009.

¹⁰ Esping-Andersen, G., Social Welfare Policy: Comparisons, International Encyclopedia of the Social & Behavioral Sciences, 2001.

into account the combined effect of the elimination of subsidized housing along with other subsidies that they qualified for when they were unemployed. This situation, if based in fact as well as perception, reflects poor practice and achieves the exact opposite of a well designed social safety net.

Dependency on government support in these ways is the result of a broken system that does not help people to gain the health, skills, knowledge, and access to economic opportunity that will allow them to support themselves economically and lead lives that are socially and physically safe from risk. Best practice is to realize that people do not remain on welfare (i.e. Income Support) because they prefer to, but rather, either because they lack any alternatives, or, because relying on welfare is their best alternative given the available options.

Social and individual/family economic development services in Nunavut can be informed by these findings. The challenge is to integrate programs and services that are client centered and able to combine forms of immediate help with opportunities for inclusion. Inclusion happens when people are able to develop their capability in any area of functioning that will help them. Participation in economic activity, where possible and feasible, also contributes to inclusion.

These points are supported by several themes found throughout the literature. Social safety is a broad concept with specific social safety net programs as components of a larger system of welfare management and wealth creation. The work of defining the Social Safety Net in any jurisdiction is constructive and legislative. It does not take one form such that 'one size fits all'. However, several general principles for best practice can be identified from the literature to provide guidance for Nunavut. An effective Social Safety Net will be:

- ▶ **appropriate:** reflecting the needs of the beneficiaries
- ▶ **adequate:** benefits must be big enough to make a difference to recipients
- ▶ **equitable:** providing equal treatment to people with equal needs
- ▶ **cost-effective:** keeping administrative costs low while minimizing leakage of benefits to non-target groups (the non-poor)
- ▶ **compatible with incentives:** safety nets should support rather than discourage self-sufficiency in recipients
- ▶ **sustainable:** affordable given current and forecast public revenues and political support (stop-start implementation has huge costs)
- ▶ **adaptable:** able to evolve to remain relevant in the face of economic and social change

A promising practice is for equal amounts to be spent on primary need Social Safety Net programs and secondary capability development programs. Several sources locate social safety net programs not only in relation to poverty reduction, but also, and ultimately, as part of public policy relating to all aspects of social welfare, and indeed, as central to an Inclusive Growth Model.¹¹

¹¹ Hennock, E.P., Welfare State: History of, International Encyclopedia of the Social & Behavioral Sciences, 2001, Ferge, Z., Poverty Policy, International Encyclopedia of the Social & Behavioral Sciences, 2001, Holzman, Robert, Joergensen, Steen, Social Risk Management: A New Conceptual Framework for Social Protection, and Beyond Conceptual.

To the extent that Nunavut also faces rising inequality related to circumstances that public policy can address, the Inclusive Growth Model for poverty reduction can serve to locate social safety nets as a form of social protection that is clearly identified as having the sole function of ensuring minimum economic well-being. This places the social safety net clearly in the domain of meeting primary, or first priority, needs. The promising practice of inclusive growth also brings economic opportunity and equal access to these opportunities by ensuring that there is public support for education, health, and basic infrastructure (supports) that enable individuals to access opportunity on an equal footing. Social protection is provided when first priority needs for the necessities of life are addressed by the social safety net, while spring boards address secondary needs and overlap with capability enhancement programs.

The Tamapta Mandate calls for the reduction of poverty as a priority within social policy. Poverty is a public issue in Nunavut, and the literature suggests that interventions by the government will be more effective when they are based in a common policy framework that locates social safety as part of a larger poverty reduction plan such as that already being undertaken by the Government of Nunavut.

Two key findings deserve emphasis in the context of this review given the vision expressed in Tamapta for meeting the needs of all Nunavummiut. Gøsta Esping-Andersen's is a noted Danish sociologist who has done extensive research and writing on the costs of poverty and welfare programs. He writes that:

A less obvious finding is that welfare states targeted to the truly needy do not result in more poverty reduction than does the universalistic approach to social protection.¹²

A universalistic approach to benefits may be just as effective as targeted programs that are means tested. Closer to home, Kneebone (2007) found that in Canada:

Reductions in the real value of social assistance benefits have had a relatively small influence on the fraction of the population collecting social assistance. An implication of this relatively small response to a substantial change in benefits is that policymakers need not worry unreasonably that increasing the real value of the benefits paid to those on social assistance will cause a flood of new applicants.¹³

This finding provides support for those who advocate increases to Income Support and other safety net benefits in Nunavut in response to critics who may argue that a flood of new applicants would be one of the unintended outcomes.¹⁴

¹² Esping-Andersen 2001, Conceptual Framework for Social Protection, and Beyond, *International Tax and Public Finance*, 8, 529–556, 2001, Ali, Ifzal, *Inequality and the Imperative for Inclusive Growth in Asia*, (chief economist Asian Development Bank) 2009. (<http://www.aimguwahati.edu.in/Download/Ifzal.pdf>).

¹³ Kneebone, Ronald, *Fiscal Retrenchment and Social Assistance In Canada*, Department of Economic and Institute for Advanced Policy Research, University of Calgary, Calgary Alberta, and White, Katherine G. White, Applications Management Consulting Ltd. Edmonton, Alberta, Canada, November 2007.

¹⁴ See p.12, Literature Review (Appendix 2) for a discussion of this finding.

A generalization of the vision given in Tamapta can be found in several documents (Grosh 2008, Holzman 2001, Osberg 2010). Ferge is representative:

Poverty policy is seen as a must to alleviate immediately the lot of the poor by means of public redistribution. The prevention of the continuous reproduction of poverty is also a major concern, though. This objective requires broader public policies. Public intervention should promote a fairer access to all socially relevant material and symbolic resources, which in turn requires curbing the domination of the market over society. The success of such policies depends on, among other things, the empowerment of people and strong economic and social rights. In this broader policy framework, poverty policy becomes residual. (Ferge 2001)

This perspective focuses on rights. When entitlements are carefully interpreted as rights, and vice versa, policy can be developed that is rights-based, such that claiming a right is a universal privilege linked to clearly defined entitlements.

Articles written for the World Bank (social safety net primer series) and several studies by European authors (Jensen, Grosh, Esping-Anderson) agree that during the 1990s, safety nets became more broadly conceived, and the term was often used interchangeably with generic social welfare programs. The World Bank extended its own definition to include interventions against chronic as well as transient poverty. Thus the terminology surrounding social safety nets is in motion and can be seen as expanding or contracting in scope in different jurisdictions along with diverse economic and social rights.

Devereux (2002) points out that:

Safety nets differ from other anti-poverty interventions in their focus on the prior position of the target group. Specifically, safety nets are concerned with vulnerability rather than chronic poverty. While chronically poor individuals are unable to maintain a minimum living standard with the resources at their disposal, vulnerable individuals may be above the poverty line initially, but face livelihood risks that could drop them below the line without an intervening safety net to cushion their fall.¹⁵

Social exclusion is both a cause and a consequence of poverty. Social exclusion occurs when individuals are unable to participate fully in the social and economic activities of society. This exclusion prevents them from developing to their full potential.¹⁶

Social protection and social inclusion advocates of policies to combat social exclusion argue that modern social protection should not be limited to traditional forms of Income Support but should include measures to promote social cohesion, solidarity and inclusion. This raises the question of whether social inclusion is legitimately part of the entitlement to social protection that citizens have a right to expect in Nunavut, and the vision expressed in Tamapta would seem to imply that social inclusion is part of what

¹⁵ Devereux, Stephen Can Social safety-nets Reduce Chronic Poverty?, Development Policy Review, 2002, 20 (5): 657-675.

¹⁶ Holzman 2001.

Nunavummiut are entitled to.

A promising practice might be to replace poverty with social exclusion as the problem because this opens the door to more inclusive models of social development based on equality. One possible implication would be for more universal benefits and programs and fewer means tested interventions in order to provide a more efficient and equitable basis for social inclusion. Adult education, treatment for addictions, nutrition programs, food security, etc., would be based on the goal of social inclusion shared by all public social safety interventions.

THE TAMAPTA VISION

The Government of Nunavut places a high priority on helping those at risk in our communities and addressing the needs of the most vulnerable. As per its Tamapta mandate, the Government is committed to offering support that will be inclusive and integrated, offering help for all those experiencing serious difficulties but targeting help to those at most significant risk or disadvantage. (Tamapta p. 20)

The Tamapta document places the commitment to helping the most vulnerable people within a larger system of social benefits based on equality of opportunity, reduction of poverty, and full social inclusion. It also declares confidence in the future based on Inuit Inuuqatigiitsiarniq and Inuit societal values. The Tamapta vision clearly seeks ways and means to reduce poverty and replace emergency responses to extreme need with planned and integrated responses. The goal is to enable people at risk to improve their standard of living by helping themselves with tools such as rehabilitation (healing), education, employment development, and social services.

The rationale for a comprehensive Social Safety Net that will include the neediest is found in this statement by a project respondent:

We should all have what we need.

All Nunavummiut deserve to have their basic needs met. This means working together with families and communities to ensure:

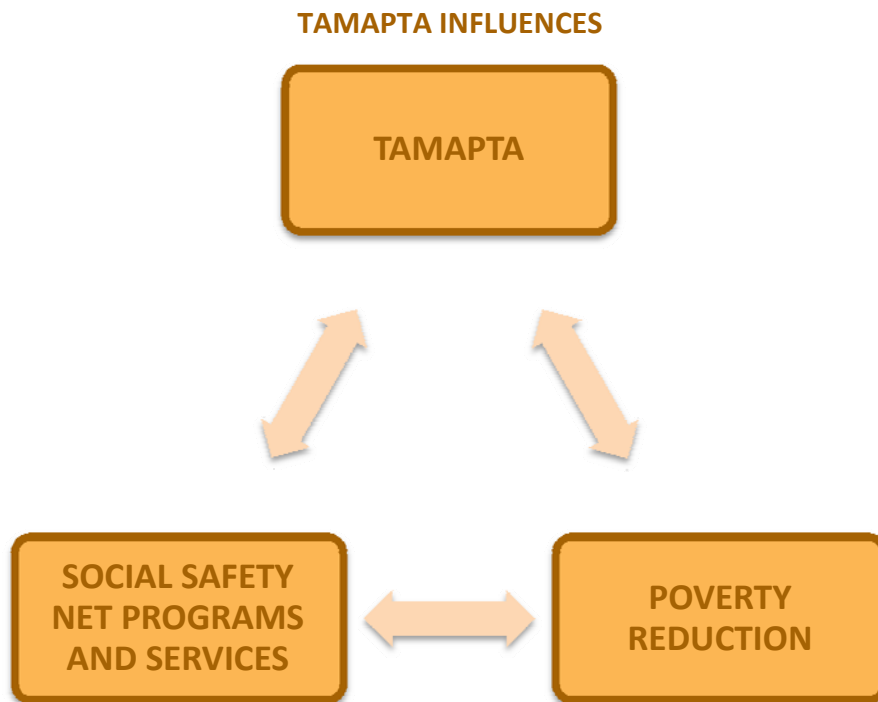
- ▶ Affordable, healthy food, safe water, and a home.
- ▶ Personal safety.
- ▶ A sense of belonging and purpose.
- ▶ Family support and friendship.
- ▶ Education and opportunities to learn.
- ▶ Communication in our preferred language.
- ▶ Personal responsibility.

- ▶ Pride in our culture and in who we are.
- ▶ Stewardship of our environment and wildlife.
- ▶ Access to the land for personal growth.
- ▶ Opportunities for fun, recreation and cultural activities.¹⁷

The Tamapta Action Plan recognizes that meeting basic needs on an emergency basis in order to protect people from harm may only provide short term or symptomatic solutions for larger problems. Emergency help should be a first step that leads somewhere in order to address longer term needs and reduce the risk experienced by vulnerable Nunavummiut.

Tamapta provides the guidance for including Social Safety Net programs as part of an overall poverty reduction strategy that is intended to enable Nunavummiut to increase their ability to manage risk. The diagram below (Figure 4-1) seeks to show how Tamapta influences and is influenced by Social Safety Net programs/services and poverty reduction. This interaction then provides information leading to actions consistent with the Tamapta Vision.

Figure 4-1:



The challenge for the Government of Nunavut is to organize all of the public services that meet basic needs into an integrated system that is, coherent, coordinated, and efficient.

¹⁷ *Tamapta Action Plan, Page 6.*

The Tamapta vision implies that a successful response to a basic need will not only ‘catch’ a person and save them from harm, it will also act as a springboard or ‘trampoline’ that can launch them in the direction of an increased ability to meet their basic needs on their own. Social and individual/family economic development services should be designed with this goal in mind at all times to solve problems and not merely treat symptoms that can only recur or worsen over time if risk management capacity is not improved.

For example, if a person has low education and low employment skill levels and cannot get and/or maintain a job, social assistance can help them make ends meet in the short term. However, to become self-sufficient, increased education/training and skill development will be necessary in order to lessen dependency on Government of Nunavut program supports.

Tamapta calls for a Social Safety Net that will integrate a variety of programs that help people survive, manage risk, and ultimately thrive. Ideally, there will be a spectrum of services to meet all types of basic need and to manage risk in the lives of vulnerable people. Poverty reduction is both a goal and an indicator of progress towards the Tamapta vision.

The Tamapta vision calls for a holistic and client centered approach to social safety based on the specific needs that make an individual vulnerable. A Social Safety Net that works in Nunavut will therefore not consist of an inventory of programs keyed to specific basic needs, but will be based on client centered responses that combine many current program elements. The right combination will provide customized protective and promotive services to individuals who are at risk and who need opportunities to develop their own capabilities.

CONCEPTUALIZING THE SOCIAL SAFETY NET

The Social Safety Net can be thought of as an ongoing task. Social Safety Net programs are responses to needs that arise from the inability to pay for, or gain access to, necessities such as food, healthcare, housing, clothing, and physical safety. However, reasonable people can disagree about the extent to which an individual is responsible for their economic condition. There can be disagreement about the extent to which poverty is structural and circumstantial rather than a result of lack of motivation, work ethic, or willful avoidance of work in favor of receiving a government Income Support cheque.

Even when poverty is understood as a structural problem such that impoverished people deserve help, the concept of a Social Safety Net still cannot be reduced to a list of programs and services. The activity of identifying programs that relate to social safety is always constructive rather than definitive because it necessarily reflects the interests, concerns, and political and social philosophy of stakeholders and actors involved in a current situation. There can be disagreement about what to include in the safety net based on competing criteria, for example, between protecting people and promoting their personal development when possible so that they can contribute to society and the economy.

Reducing the concept of Social Safety Net programming to a list will require consensus, and there will be changes over time. Even an inclusive list at one point will not stand the test of time. Programs change with changing needs, external and internal factors, and governments.

Government interventions providing for some aspect of social and economic inclusion reflect differing ideas about Social Safety Net programs. “How much welfare can we afford?” is a political as well as economic question. Welfare, like social safety, can be understood in different ways. However, a society that will not tolerate starvation and the death of people from need will be willing to invest in Social Safety Net programs that protect them.

THE CONCEPT OF INCLUSIVE GROWTH

Inclusive growth is the best strategy for long term risk management and poverty reduction. Risk can be understood for the purposes of this project as exposure to the consequences of an individual’s inability to purchase or access basic necessities such as food, shelter, physical safety, health care and clothing. This inability, for whatever reason it exists, makes people vulnerable, and there is a clear and obvious need to reduce their poverty and/or improve their future circumstances as called for in the Tamapta Action Plan.

Tamapta states:

Nunavummiut will continue to have a highly valued quality of life and a much better standard of living for those most in need.

This implies that the Social Safety Net involves more than the programs currently offered by the government of the day. Social safety is a concept that should be reserved for the enduring commitment to provide a basic and acceptable quality of life for all Nunavummiut who are vulnerable for whatever reason at whatever time. The implication is that this will be paid for by a combination of sharing, income redistribution, and wealth creation.

The challenge is to guarantee and ensure this standard of living without undermining the high standard of independence, ingenuity, initiative, and work ethic that has existed in Nunavummiut society for generations.

Ultimately, however, the people of Nunavut will need to decide what constitutes a high and sustainable quality of life and the kind of development they are willing to pursue to achieve their goals. (Conference Board of Canada)

The Government of Nunavut, guided by Tamapta and cultural values, will need to establish standards of living that are deemed acceptable and sustainable and design integrated programs and services to those standards. Realistically, the Government of Nunavut will subsequently have to consider the desired standards in the context of the financial capacity of the territorial economy and the government’s budget capacity, or more specifically, ability to pay.

Given these considerations and the vision and priorities in the Tamapta document, the following working definitions of a social safety net and social safety net programs were presented to Nunavummiut during this project to stimulate discussions about social safety net programs:

- ▶ A social safety net is a comprehensive system of programs that will ‘catch’ persons at risk and help them meet their basic needs when they are unable to do this for themselves.
- ▶ Social safety net programs and services provide a basic level of financial and other resources including food, shelter, physical safety and health supports.

These definitions incorporate the protective functions of a well designed Social Safety Net¹⁸. In line with Tamapta, the ultimate goal is to first ensure that people do not suffer harm as a result of not having their most basic needs met, and then to support vulnerable people so that they can make use of opportunities for developing their ability to take care of themselves physically, economically, and socially. In this way the neediest people are not targeted because they have problems, but included, because they have the right to be included in their own capability development in whatever way is appropriate for them.

While individual and group needs for inclusion and the development of various capabilities will present differently, there are important similarities at the most basic level. Vulnerable people are or can become socially and economically impoverished for different reasons. However, all will have basic needs for shelter, safety, food and basic income that must be addressed. Social and economic development services will then be needed to work with the circumstances and needs of each person or family in order to combine immediate protection with appropriate “springboard components”. These programs and services will help people achieve a more self reliant future to the greatest extent that is possible and feasible for them. The scenarios given earlier in this report illustrate how various program elements can be combined to unite social safety (protection) with social and personal/family economic development in a variety of ways that produce holistic and client centered outcomes. These ‘value added’ components of a comprehensive Social Safety Net system contribute to inclusive growth in society.

There has always been a source of social safety in families and traditional societies. Only in modern times have governments had to assume the responsibility for welfare, and indeed, for inclusive growth. Nunavut is facing this responsibility and an Inclusive Growth Model that describes the work of government is implied by Tamapta. In this model, a government functions in three ways that taken together, achieve the goals of poverty reduction, equality of opportunity, and economic and social development for all.

There are three inputs, or routes to growth that achieve these goals:

1. economic stimulation
2. provision of individual opportunities for self-development and productivity
3. social safety net programs to ‘catch’ those who are at risk because they are unable to meet their

¹⁸ See Literature Review P.14, *Conceptualizing Social safety-nets*, and p. 23, *Characteristics of a Well Designed Social safety-net*, for a discussion of protection and promotion functions. Also note: “A safety net connotes a safeguard that prevents disaster. In the social context this refers to a public provision of the basic necessities of life when individuals are vulnerable to risks that make it impossible for them to purchase or gain access to housing, healthcare, food, clothing, and security,” Esping-Andersen, G., *Social Welfare Policy: Comparisons*, International Encyclopedia of the Social & Behavioral Sciences, 2001 .

most basic needs¹⁹

Two principles help define the concept of inclusive growth:²⁰

1. An 'inclusive growth' strategy addresses inequalities created by circumstances within a society. It also addresses the risks if these inequalities are not addressed. Inclusive growth is not based on a redistributive approach to addressing inequality. Rather, it focuses on creating opportunities and ensuring equal access to them. Equality of access to opportunities will depend on investments that expand human capacities.

A strategy based on this principle will aim at creating opportunities for all Nunavummiut, for example job creation programs, mental health counselling and community adult education and training programs. This combination will allow vulnerable individuals to be 'included' so that they can take advantage of opportunities.

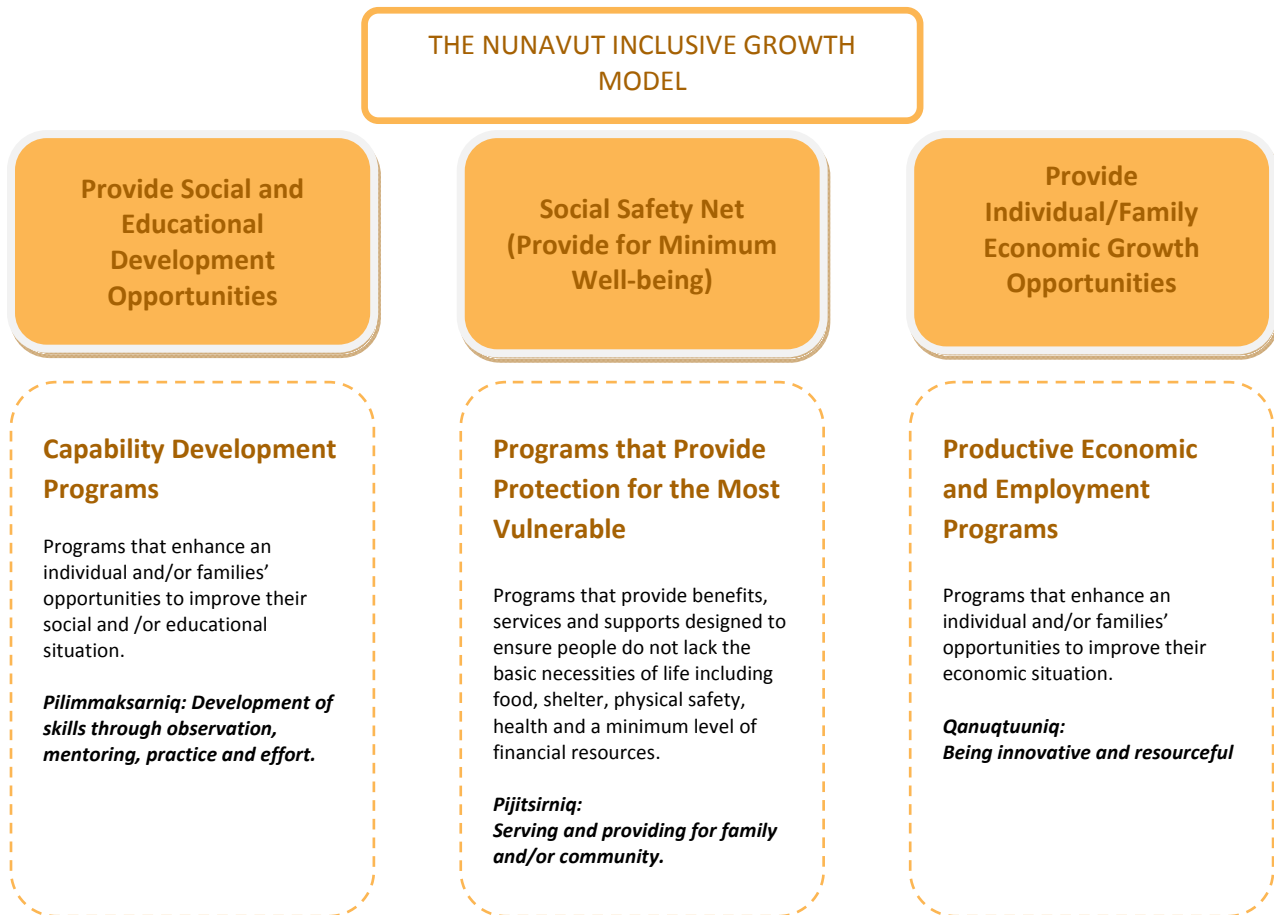
2. An emphasis on trade and investment, and other longer term measures, must not prevent giving immediate and equal attention to meeting primary needs of those at greatest risk. Balanced investment in the two approaches along with decentralized social service delivery aided by non-governmental organizations and the private and business sectors is recommended as a promising practice.

The following chart of the Nunavut Inclusive Growth Model (Figure 4-2), repeated here from Chapter 2, shows the three inputs for inclusive growth and provides program descriptors for each.

¹⁹ Ali, Ifzal, 2009. (<http://www.aimguwahati.edu.in/Download/Ifzal.pdf>).

²⁰ *Asean Action Plan on Social safety-nets*, Association of Southeast Asian Nations. <http://www.aseansec.org/8464.htm>.

Figure 4-2:



In this model protection for the most vulnerable is not a stand-alone function, but a component of a client-centered and holistic response to individuals at risk. A comprehensive response is one that goes beyond providing immediate protection by concurrently introducing appropriate measures that enable a particular client to advance their capability and become better able to take advantage of opportunities for supporting themselves in their chosen way of life.

This model is recommended because it focuses on creating opportunities and ensuring equal access to them, thus defining government's role in terms that include the most vulnerable rather than by targeting them. This approach is also compatible with universal entitlements based in rights. For example, anyone can apply to the Social Assistance Programs and receive a basic income if they are eligible. This support becomes an investment when it is linked to developmental programs, chiefly education and employment, but also health and wellness programs, particularly mental health.

Later chapters expand these program descriptors with specific examples.

BEING, BELONGING, AND BECOMING²¹

The concept of social safety as a holistic project can also be approached by adopting a perspective found in humanistic psychology. The description of human motivation in terms of meeting needs for being, belonging, and becoming, can help to define personal development as a progressive process based on meeting needs in a logical and coordinated manner: first survival; then social relations; then realizing one's full potential. These concepts work well in an inclusive growth model of social safety by suggesting that first priority needs are physical and must be satisfied in at least a minimal way before higher or later needs are meaningful objects of concern. Until or unless an individual is first sheltered, fed, and clothed, human capability development is not going to happen and economic activity is not possible. The protective function of social safety net programs is aligned with physical, or 'being' needs.

- ▶ It is a political matter as to what extent Social Safety Net programs could either be restricted to address these first priority needs exclusively, or, be expanded to encompass interventions that help people advance from physical safety to personal productivity. Tamapta calls for an enhanced and expanded social and personal/family economic development model, one that includes human capability development and economic development for the whole society as well as emergency help for the most needy. Inclusion, not targeting people in need and merely relieving their suffering in a minimal or temporary way, is the main idea. Put another way, the vision called for in Tamapta requires a commitment to a comprehensive approach to human welfare as a responsibility of public government.

A SOCIAL SAFETY NET BASED ON INUIT SOCIETAL VALUES

When the principles of inclusive growth are combined with the principles articulated in Tamapta, the elements of a 'made-in-Nunavut' social and individual/family economic development services become more accessible. This chapter relates findings from research on such services to the unique challenges of designing a Social Safety Net that is aligned with the realities and aspirations of Nunavummiut.

The literature on 'social capital' reveals a tension between a restriction of meaning that reduces it to economic forms of productivity (as with the World Bank), and an expansion of meaning that includes other forms of human capability that produce non-material goods, such as human satisfaction, aesthetic or cultural achievement, and forms of social interaction that preserve wellness in a given environment.²²

Human capability is a concept that is rich with potential for variation and diversity. Cultural differences can be accommodated by looking at capability in context. For example, one might ask, "What does a capable Nunavummiut know, do, and value?" The answers may lead to programs that enable valued capabilities, redefine 'education', lead to novel housing arrangements, valued forms of learning and living in the same space with open scheduling based on cultural practices, local decisions about sharing, nutrition and food security, and much more.

²¹ See <http://www.utoronto.ca/qol/>, University of Toronto Institute on Quality of Life, for additional background and resources.

²² See *Poverty and Inequality, Essays by Amartya Sen and Martha Nussbaum*, ed. D. Grusky, Stanford University 2006, for a summary of ideas on the expanded meaning of social capital and current debates.

Human capability development assumes that diversity is a valuable asset in society. Many livelihood strategies can coexist; individual differences can influence what a person is expected to do as well as wanting to do. Those who are elderly, sick, disabled, or mentally ill, will have different capability issues and potentials than able-bodied individuals. Social and personal/family economic development services will permit advancing toward education and training for some, while for others, independent living will require supports, or access to assisted living resources.

Inuit societal values, and Inuit Inuuqatigiitsiarniq, all point to the high value and continuing commitment to generalized social trust that is advocated in the Tamapta mandate. Social cohesion is expressed by caring about other people. An approach to social programming similar to that of the socially cohesive Scandinavian countries would seem consistent with this mandate.²³ The implication is that Nunavummiut will accept high levels of taxation and spending on universal programs. Dependency on transfer payments from the federal government may require new regulations about the use of payments to fund comprehensive social and individual/family economic development services.²⁴

GUIDING PRINCIPLES

A Social Safety Net guided by Inuit societal values will adopt the guiding principles expressed in Tamapta:

“Inuit have always lived in a harsh climate. Survival is only achieved by working together and passing on life skills and principles for living. Over the past ten years, our government has been guided by Inuit societal values, including those outlined in Pinasuaqtavut.

We will continue to be guided by these principles from now into the future:

- ▶ **Inuuqatigiitsiarniq:** respecting others, relationships and caring for people
- ▶ **Tunnganarniq:** fostering good spirit by being open, welcoming and inclusive
- ▶ **Pijitsirniq:** serving and providing for family and/or community
- ▶ **Aajiiqatigiinni:** decision making through discussion and consensus
- ▶ **Pilimmaksarniq/Pijariuqsarniq:** development of skills through observation, mentoring, practice, and effort
- ▶ **Piliriqatigiinni/Ikajuqtigiinni:** working together for a common cause

²³ For more information on Scandinavian approaches, see text and bibliography of the following articles: Jensen, Carsten, Svendsen, Tinggaard, Gert, *Giving Money to Strangers: European welfare states and social trust*, International Journal of Social Welfare 2011 vol. 20: p. 3-9., Bergren, Ulrika Järkestig, Blomberg, Staffan, Petersson, Jan, *Traits of a Representative Welfare State: the Swedish Example*, International Journal of Social Welfare, 2010: 19 402-411. Torjman, S. (2000). *Proposal for a National Personal Supports Fund*. Ottawa: Caledon Institute of Social Policy, and Esping-Andersen, G., *Social Welfare Policy: Comparisons*, International Encyclopedia of the Social & Behavioral Sciences, 2001. Each of these articles is discussed in part two of the literature review and included in the discussion of promising practices in part one.

²⁴ Jensen, Carsten, Svendsen, Tinggaard, Gert, *Giving Money to Strangers: European welfare states and social trust*, International Journal of Social Welfare 2011 vol. 20: p. 3-9, p57.

- ▶ **Qanuqtuurniq:** being innovative and resourceful
- ▶ **Avatittinnik Kamatsiarniq:** respect and care for the land, animals and the environment”

Social safety is also being provided informally in Nunavut communities at the family level.

The successes of informal arrangements between people that allow them to look after one another deserve recognition and support. Safety net programs and services should be informal, personal, and comfortable in order to reflect Inuit societal values.

The interviews for this project reinforced the value of personal and informal approaches providing Social Safety Net services. Programs and services should strive to create a supportive and compassionate environment for clients in line with the Tamapta vision for working together. The recommendations chapter of this report will emphasize the benefits that may result from a simpler and more supportive system for delivering Social Safety Net programs.

Can pleasure and preferences, i.e. effort and work that is rewarding, be understood in a non-subjective and culturally specific way that is linked to productive activity? For example, can hunting, caring for elders or caring for grandchildren be considered a productive choice? Issues like this will no doubt be part of an ongoing conversation about social safety in Nunavut.

The concept of preferences based on culturally specific practices supports policies such as productive choice agreements in the administration of Income Support. Positive practice suggests that productive choices will reflect the societal values of Nunavummiut, and should be respected as valid personal preferences in a made-for-Nunavut Social Safety Net.

Similarly, a perspective towards social safety based on capability development fits well with the requirements of a Social Safety Net based on Inuit societal values:

Sen (1985a, 1985b, 1990) argues that human well-being should be conceived in terms of ‘capabilities’ or ‘positive freedoms’ (see Freedom: Political) to achieve valuable human ‘functionings’ given by some objective list. He points out that different people may have unequal capabilities to convert resources into achievements. Physically handicapped people may need more income than the able-bodied need to achieve a given level of mobility, for example. People who are genetically vulnerable to particular diseases may need more medicines than the less vulnerable need to achieve a given standard of health. Women may need more food than men need to achieve a given standard of nutrition.²⁵

This promising approach recognizes differences that should make a difference in how people are helped to meet their basic needs. Education and training, for example, will not be ‘one size fits all’, nor will housing or health programming. The promotional aspects of a safety net based on capability development would appear to be consistent with Inuit societal values as an approach to defining welfare. Social safety nets, as a public enterprise, have been developed in response to the lessening of traditional familial and local community practices for helping people in need. Restoring these systems of

²⁵ Riley, J., Welfare: Philosophical Aspects, International Encyclopedia of the Social & Behavioral Sciences, (2001).

support can become a goal of government policy. This can be facilitated by developing family and community benefit programs that are based on social cooperation that is efficiently managed within these smaller groups.

Chapter 5: Nunavut Society Today and Tomorrow

This chapter reviews the state of society and the economy in Nunavut in areas that have direct implications for the future of Social Safety Net programs.

SOCIAL ISSUES

Nunavut society requires a Social Safety Net that will support healing and mental health as well as physical survival, education, and employment opportunity. Nunavut society today is faced with a close relationship between mental health issues and social problems such as suicide, substance abuse, and crime. The Social Safety Net will need to continue providing and improving mental health and addictions services in order to support healing and inclusion for many of the people most at risk in Nunavut. The acknowledgement of the extent and severity of mental health challenges in Nunavut is a required first step on the road to healing and inclusive growth.

For those most at risk, the provision of mental health and addiction services plays a role that is equal in importance to the provision of the basic necessities of life. At the same time, basic necessities can be combined with personal and family supports such as counselling, traditional healing practices, and education and employment opportunities to move Nunavut society towards greater inclusion of the people most at risk.

While ongoing mental health and addictions services will be essential going forward, there are many aspects of change in Nunavut that will have a direct impact on Social Safety Net programming. For example, the growth of Nunavut's economy will provide new employment opportunities and should have a direct impact on demands for Income Support. This will be particularly true of developments outside of the main centres of Nunavut such as the impact of mining on Income Support in smaller communities in close proximity to exploration and mining operations.

LABOUR FORCE, EDUCATION AND TRAINING

Another area of change that would have a direct impact on Social Safety Net programming is the relative success of the Government of Nunavut's efforts to reduce the dropout rate in schools. We know that as education levels increase, employment rates increase and demands for Income Support lessen. Similar effects of the demands for the Social Safety Net programming will result if the Government of Nunavut achieves success in many of their plans and strategies to address social issues. These include strategies and plans around suicide, nutrition, fetal alcohol spectrum disorder, crime prevention, poverty reduction, addictions and other actions that address areas where mental health and healing have a high correlation with social problems.

This chapter presents some basic statistics and information on the state of Nunavut today with some

information on pending changes. It is not meant to be an all-inclusive presentation, but rather a section that highlights some of the more salient details and trends of Nunavut society.

The following chart of Nunavut’s labour force data (Figure 5-1) provides some basic demographic numbers, provided as background and to provide context. Of particular note is the unemployment rate at 17.2% in Nunavut which is almost triple the national average of 6.6%. High unemployment is a major contributing factor of poverty in Nunavut.

Figure 5-1:

NUNAVUT LABOUR FORCE DATA

Nunavut Labour Force Data (3 month average ending in September 2011)	
Population	33,413
Labour Force	14,200
Employed	11,700
Employment Rate	55.9%
Unemployed	2,400
Unemployment Rate	17.2%
Real Growth Domestic Product 2009 Growth Rate	-5.9%

Source: <http://www.eia.gov.nu.ca/stats/>

Nunavut’s population of working age adults is around 18,800, nearly two thirds of the total population. This number differs from the labour force population of 14,200. The labour force is defined as the number of individuals age 16 and over who are either employed or actively looking for work. Officially, unemployment sits at 17.2% however the real number of unemployed is likely to be much higher. This figure only includes those adults who are listed as actively looking for work. Employment opportunities in many of Nunavut’s communities are highly seasonal.

Figure 5-2:

NATIONAL HIGH SCHOOL GRADUATION RATES

Graduation Rate, Canada, Provinces and Territories, 2000/2001 to 2006/2007

	Canada	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Yukon	Northwest Territories	Nunavut
2000/2001	72	78.1	85.4	77.5	82.3	72.2	72	73.7	80.6	64.1	71.8	52.9	50	22.8
2001/2002	72.8	76.9	81	76.9	82.8	69	75.8	70.8	79.3	64.3	73.2	52.9	40.7	25.4
2002/2003	77.1	78.6	81.9	78.7	81	68.3	85.9	74	77.4	66.3	75.1	51.8	48.6	24.7
2003/2004	73.4	78.8	81.6	79.9	80.1	72	74.2	75.9	76.3	68.5	73.1	64.4	53.1	23.2
2004/2005	75.1	80.9	83.2	82.1	84.2	73.9	75.6	76.3	83.7	67.9	75.5	64	56.4	29.4
2005/2006	73.2	79.4	86	82.3	85.7	74.1	70.4	75.3	83.9	67.7	76.2	64.7	61.2	28.7
2006/2007	71.3	77.2	85.4	80.1	81	71.9	70.1	70.6	82.8	65	70.7	67.8	55.4	29.6

Source: <http://www.statcan.gc.ca/pub/81-595-m/2009078/t/tbla8-eng.htm#n2>

Many studies, strategies and plans have been written on issues related to poor performance and low graduation rates of children in school (see Figure 5-2). While recent trends have seen an increase in high school graduates, there is still an alarmingly high drop-out rate, especially among boys. The Department of Education does not keep drop-out rates but rather keeps graduation rate statistics. The table below shows the very low graduation numbers for Nunavut. This situation, of low graduates rates, may have more to do with the high demands for Social Safety Net programming than any other issue in Nunavut.

More efforts are needed to ensure that the youth of Nunavut fully understand the opportunities that lay ahead of them if they can manage to get a high school diploma. They must be able to see the direct correlation between education, jobs, income and quality of life. The table below (5-3) shows the direct correlation between income and education.

Figure 5-3:

EARNINGS BY EDUCATION LEVELS

Average earnings of the population 15 years and over by highest level of schooling (2006 Census)

	2005		
	Canada	N.W.T.	Nunavut
Total - Highest certificate, diploma or degree	\$ 35,498	\$ 44,422	\$ 34,182
Certificate or diploma below bachelor level	\$ 30,116	\$ 38,547	\$ 29,123
University certificate or degree	\$ 58,767	\$ 74,531	\$ 79,629
Bachelor's degree	\$ 52,907	\$ 66,384	\$ 76,880
University certificate, diploma or degree above bachelor level	\$ 69,230	\$ 94,483	\$ 85,084

Source: Statistics Canada, Census of Population. <http://www40.statcan.ca/101/cst01/labor50d-eng.htm>

While not all people with a higher income have a better quality of life, it does provide an increased opportunity. Many individuals with secure jobs find that they are more able to participate in traditional pursuits such as hunting, sewing and traditional recreational activities as well. There are many examples of workers at mines who work away from home on a rotational basis, who spend their home time following pursuits on the land that they could not necessarily afford previously.

Although the number of available jobs in Nunavut continues to rise, this is offset by a rapid increase in the number of young people reaching employment age. Nunavut has by far the youngest population of any province or territory in Canada with more than one third of the population being under the age of 15.

The increase in the number of youth will have a corresponding requirement for governments to increase education and skills training opportunities.

A respondent stated:

“... young people should learn to be more independent and not depend on their elders for their seniors’ pension. We should encourage young people not to have babies and encourage them to go on to further education”. (Respondent)

The theme of education as a desirable goal for youth in Nunavut was universal in interviews with

Nunavummiut across all communities and stakeholder groups. It is also a theme in all of the reports reviewed as part of this project, including the *Report Card*, the *Adult Learning Strategy*, reports from the Conference Board of Canada, the Nunavut Economic Forum, and many more.

It is imperative for the Government of Nunavut to be ahead of economic development in Nunavut with well-planned education and skill development programs for residents and especially youth. The recent addition of a new trades complex in Rankin Inlet is a timely and important development. Expansion of other Nunavut Arctic College programming will also be critical to ensure that Nunavummiut can take advantage of the employment and business opportunities that will follow economic expansion.

Often the private sector is better equipped to provide training and development opportunities to existing and potential staff. They know the jobs and skill sets required and they often have the expensive equipment required to provide hands-on training. It will be important for the Government of Nunavut to create partnerships and cost-sharing programs and initiatives that support the education and training of the labour force in Nunavut. This partnership should include private sector employers, economic sector organizations, as well as the Government of Canada and Inuit Organizations.

CURRENT WELFARE INCOMES

In relation to welfare income, Nunavut is providing substantial support to citizens in financial need. The tables on the following pages (Figure 5-4 and 5-5) demonstrate that the Government of Nunavut is providing the most financial support to social assistance recipients, in terms of dollar amounts, of any territory or province in Canada.

Figure 5-4:

NORTHERN TERRITORIES' SOCIAL ASSISTANCE INCOMES

	Single employable person	Single person with a disability	Lone parent with a 2-year-old child	Couple with two children aged 10 & 15
YUKON 2009 WELFARE INCOME	\$15,369	\$18,402	\$25,489	\$35,340
% of After-tax median income	51%	61%	65%	37%
NORTHWEST TERRITORIES 2009 WELFARE INCOME	\$17,316	\$21,518	\$26,450	\$33,522
% of After-tax median income	52%	65%	78%	31%
NUNAVUT 2009 WELFARE INCOME	\$43,826	\$46,066	\$48,873	\$52,380
% of After-tax median income	139%	146%	224%	78%
Note! Median Income is the only measure of adequacy used in Welfare Incomes that is available for the territories. Welfare incomes were much higher in all three territories than at the provincial level due to higher costs of living. Nunavut's welfare incomes were the highest. This is due to high average monthly rent costs.				

Source: <http://www.ncw.gc.ca/l.3bd.2t.1ilshhtml@-fra.jsp?fid=11&lid=350&lang=en>

The following map of Canada (Figure 5-3) provides a comparison of social assistance incomes across Canada.

Figure 5-5:
SOCIAL ASSISTANCE INCOMES ACROSS CANADA



Source: National Council of Welfare <http://www.ncw.gc.ca/h.4m.2@-eng.jsp>

While the numbers presented in Figures 5-4 and 5-5 are quoted from the National Council on Welfare, they do not necessarily reflect anomalies that exist in Nunavut. Social Assistance income averages for Nunavut include the very high costs of renting private sector accommodations in Nunavut when no public housing units are available. The cost of living is dramatically higher in Nunavut than in the provinces and other northern territories. The high cost of living is in part reflective of the distance (and no road or rail transportation) from supplier markets for almost all commodities as well as the extreme cold temperatures and the isolated geography of most Nunavut communities.

What the numbers do say is that the Government of Nunavut is providing substantial Income Support for its citizens most in need and given the anomalies mentioned above, the Government is supporting individuals and families at costs much greater than those in the provinces.

ECONOMIC GROWTH AND ITS EFFECTS ON SOCIAL SAFETY NET PROGRAMMING

Currently, many Nunavummiut live in a highly subsidized environment. For many, fuel, water, rent, food, child care, transportation and travel are all supported by taxpayers. Nunavut society today faces the real probability that ever increasing demands for housing and other goods and services cannot be met indefinitely by public contributions to the economy.²⁶ The Government of Nunavut is fully aware of the challenges in this regard and is making efforts to expand the traditional economy as well as private sector industries such as mining, tourism, transportation, film, fishing, and the service sector.

The development of Nunavut's economy will have a direct impact on all aspects of life in Nunavut. This includes social and cultural impacts. The requirement for Social Safety Net programs will be directly and indirectly affected by the degree of success that the Government of Nunavut has in expanding the economy. Respondents commented on this situation.

"The only way poverty can be reduced is if Nunavut has more mining resources, more revenue coming into Nunavut. There's a lack of funding resources unless we are inviting mining development. We are in desperate need of help."

"We say country food is free but it is the most expensive since hunting equipment and gas are costly. Country food costs more than the store bought food now."

"To go for a typical weekend hunt, will cost a hunter in the range of \$300.00 to \$500.00. This is an expense that does not even guarantee a successful yield. I've known a number of hunters, including myself, that have made the investment, only to come back to town empty handed. If you're under-privileged, you just can't afford to hunt, which means resorting to other means of procuring food."

²⁶ Information in this chapter is taken from The Government of Nunavut Dept of Finance Fiscal and Economic Outlook for 2010, the Government of Nunavut Business Plan 2010-2013, and the 2010 Nunavut Economic Outlook: Nunavut's Second Chance, Nunavut Economic Forum.

See Housing Needs Survey and Income Support Policy Review for more detailed analysis.

The following table (Figure 5-6), Nunavut Community Profiles, provides some comparative indicators related to Social Safety Net programming.

Figure 5-6:

Nunavut Community Profiles

COMMUNITY	Population	Total Social Assistance Recipients (including Dependents)	% of Population SA Recipients	Unemployment Rate (%)	Percentage of Adult Population WITHOUT High School Diploma or College or University Certification	Total Public Housing Units (2009/2010)	Family Violence Shelter	Residential Care Facilities Supported Independent Living Program (SILP) Elders Home (EH) Mental Health Treatment Centre (MHTC) Alternative Medical Home (AMH) Group Home for Adults with Developmental Disability (GHADD) Long Term Care Centres (LTCC)
Arctic Bay	728	482	66%	22.6%	51%	127		
Cape Dorset	1,366	857	63%	21.2%	55%	248		
Clyde River	895	607	68%	24.2%	59%	143		
Grise Fiord	150	40	27%	0.0	42%	37		
Hall Beach	702	415	59%	16.2%	70%	131		
Igloolik	1,639	928	57%	16.1%	57%	237		Continuing Care Centre
Iqaluit	6,832	1,476	22%	7.9%	27.0%	452	Qimavvik Shelter	Pairijait Tigumivik Centre (EH) Akausisarvik (MHTC) Isaccie Group Home (GHADD) Sinclair Children's Residence (AMH)
Kimmirut	444	263	59%	20.0%	51.0%	81		
Pangnirtung	1,443	570	40%	18.0%	52.0%	259		
Pond Inlet	1,424	762	54%	23.0%	48.0%	205		
Qikiqtarjuaq	521	300	58%	33.3%	62.0%	120		
Resolute Bay	250	59	24%	11.5%	48.0%	40		
Sanikiluaq	794	541	68%	17.6%	67.0%	149		
Arviat	2,284	1,180	52%	13.8%	61.0%	317		Andy Aulatjut Centre (EH)
Baker Lake	1,906	595	31%	18.9%	52.0%	334		Martha Taliruaq Centre (EH)
Chesterfield Inlet	366	118	32%	15.6%	52.0%	81		Naja Isabelle Home (AMH)
Coral Harbour	838	471	56%	19.4%	53.0%	146		
Rankin Inlet	2,651	674	25%	10.2%	42.0%	290	Kataujuq Society Shelter	Pamiqsajii Assn for Community Living (SILP) Rankin Inlet group Home (GHADD)
Repulse Bay	844	519	61%	35.2%	68.0%	122		
Whale Cove	388	136	35%	10.0%	67.0%	68		
Cambridge Bay	1,601	452	28%	9.7%	36.0%	238	St. Michael's Crisis Shelter	
Gjoa Haven	1,121	875	78%	29.3%	58.0%	193		Continuing Care Centre
Kugaaruk	1,396	667	48%	21.7%	51.0%	109		
Kugluktuk	725	450	62%	22.0%	49.0%	252		
Taloyoak	875	600	69%	28.1%	54.0%	155		
Totals	32,183	14,037				4534		

Sources: Government of Nunavut - Bureau of Statistics, Education(2006), Housing Corporation (2010) and Health and Social Services (2010)

The table 5-6 demonstrates the effects of reduced unemployment on demands for social assistance. Generally speaking the three regional centres have the lowest unemployment rates and they also have the lowest percentages of residents collecting Social Assistance. The same relationship for the three regional centres follows for adults with a high school education or higher.

This table demonstrates that the smaller Nunavut communities have a much higher percentage of their citizens collecting Social Assistance. The table may therefore, also serve to identify some communities that need targeted attention to improve their social and economic situations.

Statistics on all personal and community issues related to Social Safety Net programming are not currently tracked effectively. This includes statistics on many mental health and social issues. The tracking of these cases in the future will greatly assist in developing targeted strategies on a community-by-community basis.

The goal of expanded economic development and sustainable economic growth will lower unemployment and create less of a requirement for Income Support and Social Safety Net programming. As this growth occurs many Nunavummiut will see their lives change as they take advantage of some of the opportunities that will emerge. Employment, business opportunities, and increases of private sector contributions to community social and recreational infrastructure and activity will increase. Many individuals who currently rely on government assistance will have opportunities for the first time in their lives to participate in the wage-economy.

According to Nunavut's 2010 Economic Outlook the economy in Nunavut is expected to continue to grow for the next ten years. As the expenditures in the other sectors of the economy increase, especially mining, the percentage and influence of government expenditures will decrease, relatively speaking. This will mean that the Government of Nunavut will not have to shoulder such a large portion of the responsibility to offer employment to Nunavummiut. Much of this growth will be in the mining sector although it is expected that growth will be seen across all sectors.

MORE SOCIAL SAFETY NET PROGRAMMING IS NEEDED

Notwithstanding the lack of statistics in the Social Safety Net area, it is well known that one of the key factors that keeps many individuals and families requiring Social Safety Net services is addictions and mental health issues. The availability of programs and services to assist with healing of these individuals and families is generally considered to be lacking. Addictions and mental health issues are causing families to suffer from physical, emotional, psychological, financial and sexual abuse. Often the abuse is part of a dysfunctional cycle that repeats itself in families for generations. While the Government of Nunavut spends significant, time, effort and resources to assess the problems and support healing strategies, the crisis continues.

Crime, drug addiction, sexual abuse, family violence, chaotic lifestyles, abnormal behaviours, suicide, depression, fetal alcohol spectrum disorders, learning disabilities, physical and emotional pain all relate to mental health and social issues within Nunavut. These problems require timely and effective Social Safety Net programming responses. Communities (and Nunavut generally) desperately need shelters, wellness centres, safe homes, drop-in centres, effective programming (including therapy), treatment centres, and more community advocates and action to deal with these issues. The problems are wide-spread and numerous and the solutions difficult and challenging.

WORK VERSUS WELFARE

Even though many new employment opportunities exist, a modern disincentive issue exists. There are reports by some mines that some workers are quitting their jobs because they perceive that they are better off financially if they are unemployed and collecting Income Support as well as other grants and subsidies that are available to lower income families. This has been referred to as a welfare trap. The cause of this disincentive problem may be that Social Safety Net programs are too rich and create a situation where people can earn more by not working. It may also relate to penalties for some support programs being too high for individuals or families earning income.

Best practice in the area of Social Safety Net programming requires approaches to be, compatible with incentives. Safety nets should support rather than discourage self-sufficiency in recipients.

This welfare trap is a challenge for governments to overcome. To some extent this problem and the resultant challenge relates to changing individual, family and community attitudes about government support programs developed over generations when there were very few opportunities for employment.

Many of the new jobs, especially those created by the mining industry will be rotational at a distant work site. These types of jobs create difficulties, especially for families where one family member will be away from home for weeks at a time. These rotational work situations present personal challenges for many individuals that make the personal costs of working greater than the benefits of working even though the family income may be greater.

Rotational work situations are common in Northern Canada and at remote work sites. Canadians from all provinces are taking advantage of these remote employment opportunities and participating in rotational work situations. Many of these workers are travelling significant distances, from their homes in Southern Canada to Nunavut to take advantage of these well-paying jobs. An examination and comparison of disincentives for Nunavummiut in relation to the advantages for Southern workers might answer some questions related to this welfare trap issue.

NEGATIVE EFFECTS OF AN EXPANDING ECONOMY AND MITIGATING ACTIONS

Negative effects can also follow economic expansion if residents are ill-equipped to manage the change in economic status and capacity. Other jurisdictions have seen increases in alcohol abuse, drug abuse, family violence, gambling and debt problems as a result of increases in personal income resulting from people increasing their income through employment. These are issues Nunavut copes with now and it will be important for industry, social agencies and the Government of Nunavut to continue to address them while preparing individuals, families and communities to deal effectively with the increased opportunities for employment in an expanding economic market place.

Nunavut's strategies and efforts to consider and plan for these economic development changes is already in evidence with many studies, strategies and programming initiatives currently underway. The Tamapta Vision document and poverty reduction initiatives are two such initiatives, but there are many more that cover almost every aspect of social development. Suicide, nutrition, fetal alcohol

spectrum disorder, Income Support, family violence, education, literacy, etc. have all been addressed through various assessments and strategies.

Many government strategies and plans highlight the importance of the traditional economy in contributing to the quality of life for Nunavummiut. There are challenges in the environment and in the traditional skill levels of many individuals, especially youth, which make the pursuit of traditional activities more and more difficult. The Government of Nunavut has established many policies, programs and promotional activities to support promote the development and retention of traditional skills. There is much support for developing and maintaining traditional values and skills, especially as they relate to on-the-land activities. There is also a strong belief that these values and activities will support individuals, families and communities in their efforts to cope with change.

PLANNING FOR IMPROVEMENTS

This chapter began by emphasizing the relevance of, and need for more health and wellness statistics related to the Social Safety Net. The high levels of suicide, addictions, nutrition issues, family violence, depression, schizophrenia and other mental health challenges, serve to define specific problems that need serious attention. Troubling statistics in these areas provide the evidence that there are social dilemmas that present huge challenges to individuals, families, communities, and social agencies as well as the Governments of Nunavut and Canada.

The current Government of Nunavut has developed the Tamapta Vision and Action Plan to guide efforts to address many of the challenges that Nunavut families and communities face. These documents include plans for collaboration and cooperation at many levels which emphasize education, health and community wellbeing.

The broad sampling of information in this chapter shows some of the pervasive and widespread trends and challenges at work in Nunavut society today. In addition, there are groups that have their own unique needs and experiences which make them part of the most vulnerable people in Nunavut communities today.

Chapter Six describes specific Social Safety Net programs that currently exist and that are designed to address some of these most serious Social Safety Net challenges. Chapter Seven will identify issues and present constructive recommendations to address the issues.

Chapter 6: The Nunavut Social Safety Net Programs

OVERVIEW

One of the significant challenges of this project was to identify Social Safety Net programs and services in Nunavut. The definition of social safety net programs is different in almost every political jurisdiction. It was therefore required that a made-in-Nunavut Social Safety Net definition be developed before a review could proceed. There was little agreement among Government of Nunavut departments as to what constituted Social Safety Net programs and services at the outset of the project. Based upon information gained through discussions with the project steering committee members as well as national and international research, a model emerged that gained support. This model is the Inclusive Growth Model which has been detailed in previous chapters. Definitions of Social Safety Net and Social Safety Net programs and services programs are offered below:

*A **Social Safety-Net** is a comprehensive system of programs and services that will ‘catch’ persons at risk and help them meet their basic needs when they are unable to do this for themselves.*

***Social Safety-Net Programs and Services** provide a basic level of financial or other resources including food, shelter, physical safety and health supports.*

Other programs are related to, but not included in Nunavut’s Social Safety Net and they fit within the Inclusive Growth Model. These programs are:

***Social and Educational Development Programs** enhance an individual and/or family’s opportunities to improve their social and/or educational situation.*

***Individual and Family Economic Development Programs** enhance an individual and/or family’s opportunities to improve their economic situation.*

This chapter of the report provides an overview of the programs and services that have been identified in this review to fall within the Social Safety Net programs category of the Nunavut Inclusive Growth Model. These programs provide social safety in Nunavut and cover a wide range of services and Income Supports to ensure that people do not lack the basic necessities of life. These necessities include shelter, food, physical safety, health, and a minimum level of financial resources.

Following this chapter, Chapter 7 identifies issues and gaps in the Nunavut’s overall Social Safety Net and makes recommendations for action.

While it was beyond the scope of this review to conduct an in-depth evaluation of all Social Safety Net Programs and Services, it is a recommendation of this report that these evaluations take place now that Nunavut’s Social Safety Net programs and services have been identified. These evaluations will be

challenging given the lack of financial and program information that exists for some programs and services. If restructuring of the Government of Nunavut's Social Safety Net programs is to take place in order to follow the principles of Tamapta and take the best care of Nunavut's residents who are most in need, then individual program and service evaluations would assist with providing information to guide that restructuring.

IDENTIFYING THE PROGRAMS AND SERVICES

Because there is no legislative or formal legal basis for the 'Social Safety Net', or 'Social Safety Net programs' in Nunavut, a search of existing programs within government departments that share the characteristic of providing for basic necessities led to the identification of the programs and services itemized in this chapter.

Importantly, no single program serves by itself to provide social protection. Rather, it is the ability to combine programs that make the difference for vulnerable individuals. Similarly, it is the inability of government to clearly track program combinations by individuals that leads to concern about program abuse, an often remarked upon but not necessarily pervasive issue. Without this information it is also not possible for government to determine if a person is receiving help from all of the programs for which he or she is eligible.

Social Safety Net programs and services provide support to Nunavut's most vulnerable groups identified in Tamapta which include: children, single women, youth, the elderly, and the disabled. Within these groups one can also identify further categories of residents in need such as unemployed men; Fetal Alcohol Spectrum Disorder children, adults and families; people involved with the justice system; and people with addiction and mental health problems such as alcoholism, depression and schizophrenia.

Programs have been identified as those most obviously required to meet first priority needs (food, shelter, safety, basic income), but with the potential and direction to also promote the ability of people to move forward towards greater independence.

This chapter provides details of programs that make up Nunavut's Social Safety Net, as defined as part of this project. Each of these Social Safety Net programs can function in response, although often in isolation from each other, to some aspect of the needs of the most vulnerable citizens.

This chapter presents descriptions of the Social Safety Net programs included in the Inclusive Growth Model. Some programs have more details than others. This is reflective of the many differences in approaches by different departments to program tracking, planning, monitoring, evaluation and management.

In order to properly assess the effectiveness and impact of social benefit programs on an ongoing basis, it is critical to track financial information and user group information related to program delivery in a comprehensive and ongoing manner. This will allow program administrators to make timely and accurate decisions with respect to program benefit and sustainability and to determine which programs to cut and which programs to further support and fund.

Program costs must be tracked on a program-by-program basis, rather than more broadly on a departmental or aggregate basis. The danger of tracking costs on an aggregate basis is the increased likelihood of poor decisions being made, particularly where one program may carry a disproportionate

share of costs or have a disproportionate number of users.

As part of this study, a financial assessment of selected programs was undertaken. It was not possible to reach meaningful conclusions regarding the financial implications of programs, since a meaningful cost-benefit analysis could not be completed. As part of the ongoing poverty-reduction strategy it will be imperative to isolate Social Safety Net programs and develop a comprehensive evaluation framework that is consistently applied.

The following pages provide details of Nunavut's Social Safety Net programs and services as identified in the Inclusive Growth Model. Some programs and services have significant program information provided, while others do not. This is a result of the fact that some programs track costs and results effectively, while others do not.

The detailed program information provided on the following pages is taken from a variety of Government of Nunavut publications. There is no single source of program information for Nunavut's Social Safety Net programs and services. It is provided in this chapter as a program reference for readers and is intended to provide a broad overview of the number, size and scope of some of the programs and services included in Nunavut's Social Safety Net.

Findings, issues and recommendations regarding Nunavut's Social Safety Net are included in Chapter 7.

INVENTORY OF SOCIAL SAFETY NET PROGRAMS AND SERVICES: PROGRAM DETAIL

Program: Income Support (Social Assistance) (Department of Education)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

Social Assistance is a means-tested²⁷ program of last resort providing basic needs of food, shelter, utilities and fuel for Nunavummiut 18 and over who, because of inability to obtain employment, loss of the principal family provider, illness, disability, age or any other cause cannot provide adequately for themselves and their dependents. Income Support provides financial and employment services to help individuals become more independent.

Budget:

2009-10	2010-11	2011-12	2012-13
\$29,730,000	\$29,637,000	\$29,637,000	\$29,637,000

User Profile:

- ▶ Nunavummiut 18 years of age and older with assessed financial need.
- ▶ Residents in every community in Nunavut are able to access the program.

Average Monthly Cases in 2009-10: 3,806

Average Cost per Case in 2009-10: \$7,441

Additional Information:

The Income Support caseload statistics, presented in the tables below, are estimates only. The information presented is not compiled from a computerized case management system and are drawn from unaudited data provided to HQ by Income Support Workers across Nunavut.

Income Support is the largest of the Social Safety Net Programs. The following tables provide evidence that some communities have many fewer, of their residents, on Income Support than other communities (Fig. 6-3). It also shows (Fig. 6-2) that the vast majority (66%) of Income Support recipients receive less than \$5,000 annually. The total of Income Support payments have steadily increased over the past decade with a leveling off over the past two years (Fig. 6-5). The tracking of expenditures is not totally automated and to some extent, figures are estimates based upon manual tracking.

²⁷ Programs that provide cash or services to people who meet a test of need based on income and assets.

Figure 6-1:

SOCIAL ASSISTANCE RECIPIENTS BY FISCAL YEAR (2008/2009)²⁸

	04/05	05/06	06/07	07/08	08/09	09/10
Average Monthly Income Support Caseload/households	3,346	3,440	3,594	3,725	3,646	3,806
# of Individuals included in the Caseload	13,830	12,392	13,562	14,820	15,523	14,037
Social Assistance Payments	\$23.9m	\$26.2m	\$27.3m	\$28.7m	\$28.1m	\$28.3m

Source: Statistics provided by Department of Education, Income Support Division.

Figure 6-2:

SOCIAL ASSISTANCE BY DOLLAR VALUE (2008)

Payment Grouping			Number of Benefit Slips	Dollar Value	Percent
0	-	5,000	3874	\$ 9,472,013.98	66.63%
5,001	-	10,000	1347	\$ 9,474,514.91	23.17%
10,001	-	15,000	418	\$ 4,969,711.54	7.19%
15,001	-	20,000	102	\$ 1,721,802.31	1.75%
20,001	-	25,000	22	\$ 485,931.30	0.38%
25,001	-	30,000	16	\$ 443,420.72	0.28%
30,001	-	35,000	5	\$ 157,443.06	0.09%
35,001	-	40,000	8	\$ 300,382.91	0.14%
Over \$40,000			22	\$ 1,016,027.80	0.38%
2008 T5007 BENEFIT STMTS			5814	\$ 28,041,248.53	100.00%

Source: Statistics provided by Department of Education, Income Support Division.

²⁸ Number of individuals receiving the SCSB in 2008/09 includes all recipients that accessed the program during the year as opposed to only the clients active at the end of the fiscal year.

Figure 6-3:

SOCIAL ASSISTANCE RECIPIENTS BY COMMUNITY (2009)²⁹

Community	Community Code	Heads of Household	Spouses	Dependents	Total Recipients	Population	% of Population SA Recipients
Arctic Bay	200	228	74	180	482	728	66%
Qikiqtarjuaq	205	167	33	100	300	521	58%
Cape Dorset	210	427	82	348	857	1,366	63%
Clyde River	215	251	89	267	607	895	68%
Grise Fiord	220	24	2	14	40	150	27%
Hall Beach	225	189	51	175	415	702	59%
Igloolik	230	348	132	448	928	1,639	57%
Iqaluit	235	814	138	524	1,476	6,832	22%
Kimmirut	240	118	30	115	263	444	59%
Pangnirtung	250	262	66	242	570	1,443	40%
Pond Inlet	255	338	85	339	762	1,424	54%
Resolute Bay	260	33	6	20	59	250	24%
Sanikiluaq	265	247	52	242	541	794	68%
Total Qikiqtani		3,446	840	3,014	7,300	17,188	42%
Arviat	300	510	120	550	1,180	2,284	52%
Baker Lake	305	278	58	259	595	1,906	31%
Chesterfield Inlet	310	63	12	43	118	366	32%
Coral Harbour	315	213	55	203	471	838	56%
Rankin Inlet	320	321	69	284	674	2,651	25%
Repulse Bay	325	186	79	254	519	844	61%
Whale Cove	330	66	16	54	136	388	35%
Total Kivalliq		1,637	409	1,647	3,693	9,277	40%
Cambridge Bay	410	227	40	185	452	1,601	28%
Gjoa Haven	415	395	83	397	875	1,121	78%
Kugluktuk	420	330	67	270	667	1,396	48%
Kugaaruk	425	185	54	211	450	725	62%
Taloyoak	430	269	54	277	600	875	69%
Total Kitikmeot		1,406	298	1,340	3,044	5,718	53%
Total Nunavut		6,489	1,547	6,001	14,037	32,183	44%

Source: Statistics provided by Department of Education, Income Support Division.

²⁹ While the Department of Education, Government of Nunavut, uses reasonable efforts to provide accurate and up-to-date information, some of the information provided is gathered manually and as a result may not be completely accurate. Since the year 2000, the social assistance program has been delivered without an electronic case management system.

Figure 6-4:

SOCIAL ASSISTANCE PAYMENTS BY COMMUNITY (2009-2010)³⁰

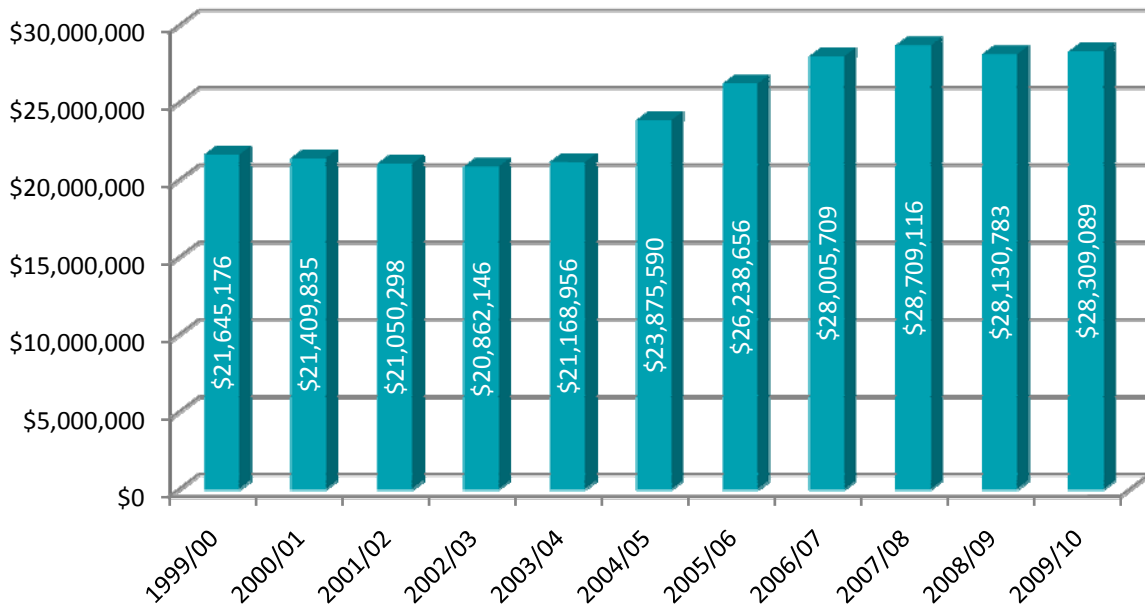
Community Name	2009-2010 ACTUAL [A]	2009-2010 BUDGET [B]	VARIANCE [B - A]	PRIOR YEAR EXPENSE (2008-2009)	() = Decrease CHANGE	minus sign = Decrease Percentage Change
Arctic Bay	1,005,668	900,508	(105,160.65)	970,816.33	34,851.86	3.59%
Qikiqtarjuaq	528,621	548,855	20,233.94	591,707.35	(63,086.77)	-10.66%
Cape Dorset	1,997,287	1,823,170	(174,116.99)	1,965,516.87	31,769.66	1.62%
Clyde River	1,123,671	1,126,122	2,451.76	1,214,046.57	(90,375.85)	-7.44%
Grise Fiord	75,330	55,847	(19,482.58)	60,207.63	15,122.20	25.12%
Hall Beach	743,609	680,403	(63,206.50)	733,526.47	10,082.80	1.37%
Igloolik	1,319,165	1,090,282	(228,883.05)	1,175,407.80	143,757.25	12.23%
Iqaluit	4,376,859	4,642,784	265,925.05	5,005,278.07	(628,419.00)	-12.56%
Kimmirut	611,285	649,041	37,755.17	699,715.58	(88,430.21)	-12.64%
Pangnirtung	890,900	754,129	(136,770.69)	813,009.19	77,890.66	9.58%
Pond Inlet	1,275,899	1,213,951	(61,948.59)	1,308,732.10	(32,832.85)	-2.51%
Resolute Bay	80,035	61,509	(18,525.19)	66,311.92	13,722.73	20.69%
Sanikiluaq	1,121,816	988,400	(133,415.92)	1,065,571.12	56,244.76	5.28%
Qikiqtani Region:	15,150,144	14,535,000	\$ (615,144.24)	\$ 15,669,847	(519,702.76)	-3.32%
Arviat	2,124,911	2,162,462	37,550.95	2,141,804.17	(16,892.70)	-0.79%
Baker Lake	862,994	1,023,695	160,701.39	1,013,915.77	(150,921.91)	-14.89%
Chesterfield Inlet	199,790	177,037	(22,753.04)	175,346.06	24,444.30	13.94%
Coral Harbour	894,388	806,480	(87,907.99)	798,775.88	95,612.39	11.97%
Rankin Inlet	1,130,089	1,176,066	45,977.42	1,164,831.03	(34,742.33)	-2.98%
Repulse Bay	974,703	1,008,493	33,790.10	998,859.16	(24,155.85)	-2.42%
Whale Cove	272,176	201,765	(70,411.24)	199,837.71	72,338.73	36.20%
Kivalliq Region:	6,459,052	6,556,000	\$ 96,947.59	\$ 6,493,370	(34,317.37)	-0.53%
Cambridge Bay	661,734	568,493	(93,240.26)	538,837.62	122,896.01	22.81%
Gjoa Haven	2,063,112	2,023,660	(39,452.11)	1,918,094.65	145,017.38	7.56%
Kugluktuk	1,270,102	1,079,652	(190,450.38)	1,023,331.21	246,770.98	24.11%
Kugaaruk	1,059,751	886,310	(173,441.02)	840,075.46	219,675.86	26.15%
Taloyoak	1,645,193	1,737,885	92,691.22	1,647,226.95	(2,033.57)	-0.12%
Kitikmeot Region:	6,699,893	6,296,000	\$ (403,892.55)	\$ 5,967,566	732,326.66	12.27%
Nunavut Total	28,309,089.20	27,387,000.00	\$ (922,089.20)	\$28,130,782.67	178,306.53	0.63%

Source: Statistics provided by Department of Education, Income Support Division.

³⁰ While the Department of Education, Government of Nunavut, uses reasonable efforts to provide accurate information, some data is collected manually and as a result may not be completely accurate. However, the information presented is considered a reasonable representation of program costs. Expenditure increases are the result of caseload increases, lack of affordable housing, electricity increases and employment issues. Rent requests are now ranging from \$2,700 per month to \$3,500 per month for private accommodation.

Figure 6-5:

SOCIAL ASSISTANCE TOTAL PAYMENTS BY FISCAL YEAR



Source: Statistics provided by Department of Education, Income Support Division.

Program: Senior Fuel Subsidy (Department of Education)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Senior Fuel Subsidy program helps offset the high cost of household heating fuel for seniors (aged 60 +) who own their own homes. Eligible seniors are reimbursed full costs up to a maximum number of liters of fuel from this income tested program. Homeowner(s) with a total net income up to and including \$75,000 may be eligible for a 100% fuel subsidy. Homeowner(s) with a total net income greater than \$75,000 and less than or equal to \$100,000 may be eligible for a 50% fuel subsidy.

Budget:

2009-10	2010-11	2011-12	2012-13
\$488,000	\$488,000	\$488,000	\$488,000

User Profile:

- ▶ Nunavummiut Seniors aged 60+.
- ▶ The program is income tested.
- ▶ Own and occupy your home as a permanent resident.
- ▶ Not be receiving Social Assistance.
- ▶ The maximum allowable income threshold is based on homeowner rather than household income.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

The maximum allowable subsidy is based on the community in which the applicant resides and ranges from 2,500 and 3,175 litres of fuel per eligible applicant.

Program: Senior Citizen Supplementary Benefit Program (Department of Education)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

Governed by the *Senior Citizens Benefit Act*, the Senior Citizen Supplementary Benefit is a \$175 monthly payment made to low-income seniors who qualify for the federal Guaranteed Income Supplement.

Budget:

2009-10	2010-11	2011-12	2012-13
\$1,382,000	\$1,382,000	\$1,382,000	\$1,382,000

User Profile:

- ▶ Any Nunavummiut low-income senior who qualifies for the federal Guaranteed Income Supplement.

Average Monthly Cases 2009-10: 662

Average Cost per Case 2009-10: \$1,972

Additional Information:

Nunavut has an agreement with the federal government that automatically includes the Nunavut Senior Citizen Supplementary Benefit with the monthly Old Age Security cheque for those who qualify for the Guaranteed Income Supplement or Spouse’s Allowance.

Program: Child Protection (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

Child protection services work with Nunavummiut to ensure that the territory’s children are safe from physical abuse, emotional abuse, sexual abuse, and neglect. The service may include investigations, interventions, and residential services that are provided by Child Protection Workers under the *Child and Family Protection Act*.

Foster care is part of Child Protection services. Foster care offers children a safe place to live. Foster children stay in a foster home until their own home is safe or the Department of Health and Social Services finds them a permanent home.

Children and teenagers may be placed in foster care if their parents cannot offer a safe home. Sometimes a child or teenager will be placed in foster care if their parents die without choosing a guardian or if their parents decide adoption will be the best choice for their child.

Budget:

2009-10	2010-11	2011-12	2012-13
\$6,162,000	\$6,768,000	\$7,668,000	\$6,168,000

User Profile:

- ▶ All Nunavummiut children who are in need of support and protective services to ensure safety and well-being.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

There are three types of foster care. Kinship foster care refers to extended family placements, which are the first choice whenever possible. Even though the placement is with family, home study and criminal records checks are still required.

Regular, pre-approved foster care families are community members who apply to foster children. They too must have a home study and criminal records checks prior to being placed on the list to foster.

Specialized foster care families are able to provide medical care and extra support for children who are delayed, physically or mentally challenged, or need services like tube feeding and physical therapy.

All foster parents are encouraged to maintain contact with a child’s assigned social worker.

The Department of Health and Social Services has agreed to implement all of the recommendations of

the Auditor General of Canada’s Report: Children, Youth and Family Programs and Services in Nunavut, 2011.

The following table is from the Auditor General report. This table demonstrates some of the severe challenges that the Government of Nunavut has in relation to the protection of children.

Figure 6-6:

SOCIAL ISSUE STATISTICS FOR NUNAVUT CHILDREN

	Nunavut	All of Canada
Household food insecurity	70% <i>(households with children aged 3–5)</i>	5.2% <i>(households with children under 18 years of age)</i>
Teenage pregnancy rate (women 14–19 years of age)	130.7 pregnancies per 1,000 women aged 14–19	25.6 pregnancies per 1,000 women aged 14–19
Percentage of population aged 12–19 who smoke daily	37%	12.9%
Sexual violations against children (under 18 years of age)	44.3 incidents per 100,000 people	4.3 incidents per 100,000 people
Child and youth victims of violence (under 18 years of age)	4,311 victims per 100,000 people	1,111 victims per 100,000 people
Youth crime rate (aged 12–17)	31,161 youth accused per 100,000 youth (aged 12–17)	6,885 youth accused per 100,000 youth (aged 12–17)
Public high school graduation rate	39.9%	74.8%

Source: The Auditor General of Canada’s Report: Children, Youth and Family Programs and Services in Nunavut, 2011.

The following excerpt is from the Auditor General’s Report and it relates specifically to the well-being and protection of children in Nunavut.

“The Department of Health and Social Services is not adequately meeting its key responsibilities for the protection and well-being of children, youth, and their families. Although it reacts quickly when it is made aware of children in need of protection, the Department is not meeting many other requirements of the Child and Family Services Act and its own standards and procedures. For example, it does not perform the required safety checks of foster homes, nor does it complete annual compliance reviews of child protection files. When the requirements of the Act are not met, there is a risk that children are not receiving the protection to which they are entitled.”

“Because it lacks sufficient information about children in care, the Department cannot accurately track their status, understand their needs, and adjust its activities to provide appropriate support.”

“While a third of its community social service worker positions are unfilled, the Department does

not provide the social workers in place the training they need to do their jobs in communities.”

The Department of Health and Social Services has made commitments and has already begun making policy and human resource changes in the Department in order to implement remedial actions in response to the Auditor General’s report. This is a challenge given current fiscal and human resource realities.

Program: Residential Care (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Department of Health and Social Services offers residential care services for people needing daily assistance due to physical or mental illness, or old age. People who are not able to take care of themselves or cannot be cared for in their own home are eligible for residential care services.

Residential care facilities offer safe and supervised living arrangements that include housing, meals, medical care, and help with daily activities.

Residential care services may be temporary or permanent. Clients in residential care facilities can stay until their condition improves, or until they need to be moved to another facility that can offer more support.

Budget:

2009-10	2010-11	2011-12	2012-13
\$19,315,000	\$19,515,000	\$19,515,000	\$19,515,000

User Profile:

- ▶ All Nunavummiut citizens who demonstrate a need for specialized residential care.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

Figure 6-7 on the following page identifies the Residential Care facilities in Nunavut. At each facility, workers will make personal care plans for clients stating the goals of the residential care placement.

The Department of Health and Social Services encourages and supports clients’ families to keep in contact with their family member residing in the residential care facility. Continuous contact between the resident, social worker, the facility staff and the resident’s family is optimal and is a goal of the Department of Health and Social Services.

Figure 6-7:

SOCIAL RESIDENTIAL CARE FACILITIES

Community	Supported Independent Living Program (SILP) Elders Home (EH) Mental Health Treatment Centre (MHTC) Alternative Medical Home (AMH) Group Home for Adults with Developmental Disability (GHADD) Long Term Care Centres (LTCC)
Igloolik	Continuing Care Centre
Iqaluit	Pairijait Tigumivik Centre (EH), Akausisarvik (MHTC), Isaccie Group Home (GHADD), Sinclair Children's Residence (AMH)
Arviat	Andy Aulatjut Centre (EH)
Baker Lake	Martha Talirug Centre (EH)
Chesterfield Inlet	Naja Isabelle Home (AMH)
Rankin Inlet	Pamiqsajji Assn for Community Living (SILP), Rankin Inlet group Home (GHADD)
Gjoa Haven	Continuing Care Centre

Sources: Government of Nunavut - Health and Social Services (2010)

Program: Home Care and Continuing Care (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Home Care and Continuing Care program helps Nunavummiut to care for themselves with help from family and community members and to keep their sense of independence and well-being. Based on a client’s assessed needs, the Home Care and Continuing Care program provides health care and support services in the comfort of an individual’s home when he or she needs extra attention due to illness, poor health, or disability.

The Department of Health and Social Services manages this program in order to provide healing within the home, and offers support to Nunavummiut and their families during times of need. The program is intended to offer care in a more traditional way and it includes support for family members.

Budget:

2009-10	2010-11	2011-12	2012-13
\$2,425,000	\$2,564,000	\$2,564,000	\$2,564,000

User Profile:

- ▶ All Nunavummiut citizens who need extra care due to illness, poor health or disability.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

The Home Care and Continuing Care program provides a variety of services, including:

- ▶ Homemaking - house cleaning and assisting with meals and/or groceries.
- ▶ Personal care - bathing and dressing.
- ▶ Nursing care - injections and bandage changing.
- ▶ Respite care - relief for family members.
- ▶ Rehabilitation – rehabilitative interventions that maximize the level of the client’s functioning at home.
- ▶ Safe transfer training.
- ▶ Provision of specialized equipment.

Program: Adoption (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

Public adoptions in Nunavut are conducted through the Department of Health and Social Services. Public adoptions are arranged for children who are in permanent care. Children are placed in the Director of Adoption’s care when the courts have decided that their biological parents are unable to care for them because of abuse, neglect, or other reasons. The children remain in the care of the Department Health and Social Services and live in foster homes until an adoptive family can be found.

Health and Social Services’ social workers act as adoptions workers. They help children find homes, and they help make sure that children are placed in homes that are safe.

In Nunavut there are special considerations for Aboriginal custom adoptions. Families who come together for a custom adoption often know each other and do not require social workers or lawyers involved in the adoption. A custom adoption is legal and complete the moment the child is given to the adoptive parents.

Private, Public and International Adoption opportunities are also provided, each involving processing through Health and Social Service representatives.

Budget:

2009-10	2010-11	2011-12	2012-13
\$1,541,000	\$1,692,000	\$1,692,000	\$1,692,000

User Profile:

- ▶ Nunavummiut children and families interested in providing safe and secure homes for Nunavut Children.

Average Monthly Cases 2009-10: 219

Average Cost per Case 2009-10: \$7036.52

Additional Information:

Altogether there are four main kinds of adoption in Nunavut:

Aboriginal Custom Adoption

- ▶ Custom adoptions in Nunavut are based on Inuit tradition where one family privately places their child with another family in the community. This type of adoption is the most common type of adoption in Nunavut. Custom adoption is seen as a way to keep Inuit children in their

communities and to keep their sense of identity and traditions.

Private Adoption

- ▶ Private adoptions are arranged between a child’s birth parents and adoptive parents. There are no private adoption agencies in Nunavut. Birth parents and adoptive parents must arrange the adoption with the help of lawyers and the Department of Health and Social Services. All adoptions must follow the rules set out in *Nunavut’s Adoption Act*.

Public Adoption

- ▶ In Nunavut, public adoptions are conducted through the Department of Health and Social Services. Public adoptions are arranged for children who are in the permanent care of the Director of Adoptions. Children are placed in the Director's care when the courts have decided that their biological parents are unable to care for them because of abuse, neglect, or other reasons. The children remain in the care of the Department of Health and Social Services and live in foster homes until an adoptive family can be found.

International Adoption

- ▶ In Nunavut, the Department of Health and Social Services oversees all international adoptions.

Figure 6-7:

NUNAVUT ADOPTIONS SINCE 1999

Type of Adoption	Number of Adoptions in 2008-2009	Number of Adoptions in 2009-2010	Adoptions since 1999
Aboriginal Custom Adoption	176	219	2291
Private Adoption	16	11	192
Public Adoption	2	6	35
International Adoption	0	0	4

Source: Department of Health and Social Services (from the Auditor General of Canada’s Report: Children, Youth and Family Programs and Services in Nunavut, 2011).

Program: Guardianship (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Department of Health and Social Services offers guardianship services to help protect adult Nunavummiut who cannot take care of themselves because of a mental or physical disability.

Budget:

2009-10	2010-11	2011-12	2012-13
\$1,541,000	\$1,692,000	\$1,692,000	\$1,692,000

User Profile:

- ▶ Nunavummiut who cannot take care of themselves because of a mental or physical disability.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

Nunavut’s *Guardianship and Trusteeship Act* allows the Nunavut Court of Justice to choose a person to make decisions for a dependent adult who cannot make decisions for him or herself. The person named as the guardian can be either the Public Guardian for Nunavut, or a close friend or family member of the dependent adult.

A Guardianship Order outlines the needs of the dependent adult and the decision-making power of the guardian chosen to take care of them. The guardian can decide where the person who needs help will live and can make other decisions for the dependent person as outlined in the Guardianship Order. Guardianship clients often live in residential care facilities where their needs are met on a day-to-day basis.

Anyone can refer a person to the guardianship program. There are individuals who cannot take care of themselves and need someone to watch over them. A doctor or other medical professional will decide whether the dependent adult needs a guardian’s help making daily decisions.

A guardian is expected to assist the dependent adult to make decisions in areas such as:

- ▶ Finances (in some cases).
- ▶ Health care.
- ▶ Legal matters.

- ▶ Nutrition.
- ▶ Shelter.

A guardian is expected to fulfill certain responsibilities:

- ▶ To help doctors, and service providers plan and carry out treatment for the person under guardianship.
- ▶ To contact the person under guardianship by telephone, letter, video conference, or in person on a regular basis.
- ▶ To make sure that the needs of the person under guardianship are being met.
- ▶ To make sure decisions made for the person under guardianship are in their best interest.

Authorities are decisions a guardian can make for a person under guardianship. The Nunavut Court of Justice may allow the guardian to:

- ▶ Consent to having the person restrained or confined (i.e. involuntary hospital admission).
- ▶ Consent to health care treatment or interventions on behalf of the person.
- ▶ Consent to the person losing their parental rights.
- ▶ Consent to using or withdrawing life support systems on the person.
- ▶ Deal with divorce proceedings on behalf of the person.
- ▶ Deal with legal matters not related to the estate of the person.
- ▶ Decide about the person applying for licenses, permits or approval.
- ▶ Decide where the person will live.
- ▶ Decide who the person can have a relationship with.
- ▶ Decide who the person should live with.
- ▶ Make decisions about the person going to school or work training.
- ▶ Make decisions about the person's employment.
- ▶ Make decisions about the person's social activities.
- ▶ Make normal day-to-day decisions for the person, including dress and diet.
- ▶ Make or withdraw a direction on behalf of the person under the *Human Tissue Act*.

Program: Family Violence Services - Shelters & Safe Homes (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Government of Nunavut is currently developing a Family Violence Prevention Strategy.

Social workers provide family violence intervention services. The services may include individual and group counselling and referral to other services and transportation to a safe location. They may also include access to safe homes that are local and private homes where the residents are willing to house victims of family violence for a short period of time.

Budget:

2009-10	2010-11	2011-12	2012-13
\$3,081,000	\$3,383,000	\$3,383,000	\$3,383,000

User Profile:

- ▶ Nunavummiut who require family violence intervention services such as safe accommodations.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

Relative to the rate of family violence in Nunavut there are very few shelters available. Nunavut currently has Family Violence Shelters in three communities:

- ▶ Cambridge Bay, St. Michael’s Crisis Shelter.
- ▶ Iqaluit, Qimavvik Shelter.
- ▶ Rankin Inlet, Kataujuq Society Shelter.

Referrals to family violence shelters can be made by the local social worker or Royal Canadian Mounted Police.

Pauktuutit - Inuit Women of Canada continually advocates for victims of family violence in Canada’s North. The following are some points that they make about family violence in the North:

- ▶ In Nunavut, only 29% of spousal abuse cases are reported.
- ▶ Nunavut has 6.5 times the national reported spousal abuse rate.
- ▶ There are a few safe shelters and little in the way of alternative housing.

- ▶ There are increasing numbers of "hidden homeless" or "couch surfers" in northern communities.
- ▶ Women often depend on relatives to put them up for the short-term.
- ▶ Many must leave their communities to access a regional shelter in order to escape domestic violence.
- ▶ Inuit women may lose custody of their children when they leave abusive relationships.
- ▶ Inuit communities continue to report the need for crisis and long-term counselling, safe shelters and training of Inuit front-line workers in order to address these issues.
- ▶ Mental health has been identified as the primary health issue facing Inuit, including issues related to violence, abuse and unresolved trauma, but the lack of sustained resources has meant that change is painfully slow.
- ▶ 28 per cent of women in Nunavut are victims of spousal violence compared to 7 per cent in the provinces.
- ▶ Per capita rates of shelter use are much higher in the territories than in the provinces, with Nunavut having the highest shelter usage per capita: shelter use in Nunavut on a single day was a staggering 10 times higher than any of the provinces.

Source: <http://www.pauktuutit.ca/index.php/home/backgrounder>

Program: Mental Health (including Addictions Services) (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Department of Health and Social Services has goals to provide client-centered, strength-based programs that provide a comprehensive, seamless continuum of care which includes assessment, counselling, treatment and referral services to individuals and families experiencing emotional distress and/or mental illness, as well as addiction issues. Their goals aim to increase and improve services for clients so they are better served through 6 levels of service including: prevention; self-directed; crisis response; community-based; assessment and follow-up; and facility-based. Services are delivered by regional operations staff and include providing support and assistance to communities and groups to better understand and deal effectively with mental health and addiction issues that limit personal functioning and well-being. The long-term objectives are to implement the 2002 Addiction and Mental Health Strategy, implement the Nunavut Suicide Prevention Strategy's Action Plan and develop in-territory assessment and residential treatment capabilities for mental health and addictions.

Budget:

2009-10	2010-11	2011-12	2012-13
\$7,816,000	\$8,551,000	\$10,551,000	\$1,201,000

Budget specifically for Alcohol and Drug Treatment Programs (From 2011-12 Main Estimates)

2009-10	2010-11	2011-12	2012-13
\$1,019,000	\$1,099,000	\$1,099,000	Not Available

Budget specifically for *Isaksimagit Inuusirmi Katujjiqatigiit* Embrace Life Council (From 2011-12 Main Estimates)

2009-10	2010-11	2011-12	2012-13
\$234,000	\$248,000	\$248,000	Not Available

User Profile:

- ▶ Nunavummiut who have mental health or addiction problems.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

Mental illness can take many forms, often requiring professional support. Nurses at the community health centres are available to help people suffering from mental illnesses or symptoms of mental illnesses. Specific conditions of concern include:

- ▶ Anger and violent behaviour.
- ▶ Anxiety.
- ▶ Bipolar Disorder.
- ▶ Children's' Mental Health.
- ▶ Depression.
- ▶ Post Traumatic Stress Disorder.
- ▶ Schizophrenia.
- ▶ Suicide.
- ▶ Trauma.

Addictions are recognized as a high profile illness characterized by the inability to stop doing something, such as drinking or using drugs. The program funds projects and activities that benefit people with addictions. The program also raises awareness about the dangers of solvent abuse to help prevent addictions.

Programs funded include:

- ▶ Training for Wellness Workers.
- ▶ Wellness staff at schools or communities.
- ▶ Community education and awareness projects.
- ▶ Health Promotion Activities on the risks of solvent abuse.
- ▶ Programs that support addicts after they have completed treatment.
- ▶ Projects and programs that identify or assist youth that are high risk.
- ▶ Groups that identify issues surrounding solvent abuse to reduce the misuse of solvents.

Mental Health and Addictions Services offers community, regional, and out-of-territory mental health services to help diagnose and treat people who are thinking of committing suicide.

The Suicide Prevention Strategy is an example of an issue that requires inter-agency cooperation where everyone recognizes the seriousness of the issue and is prepared to work together for prevention and emergency service. While the incidence of suicide in Nunavut remains high, social agencies have for many years, worked collectively to provide programs and services to those in need in an effort to reduce the incidence.

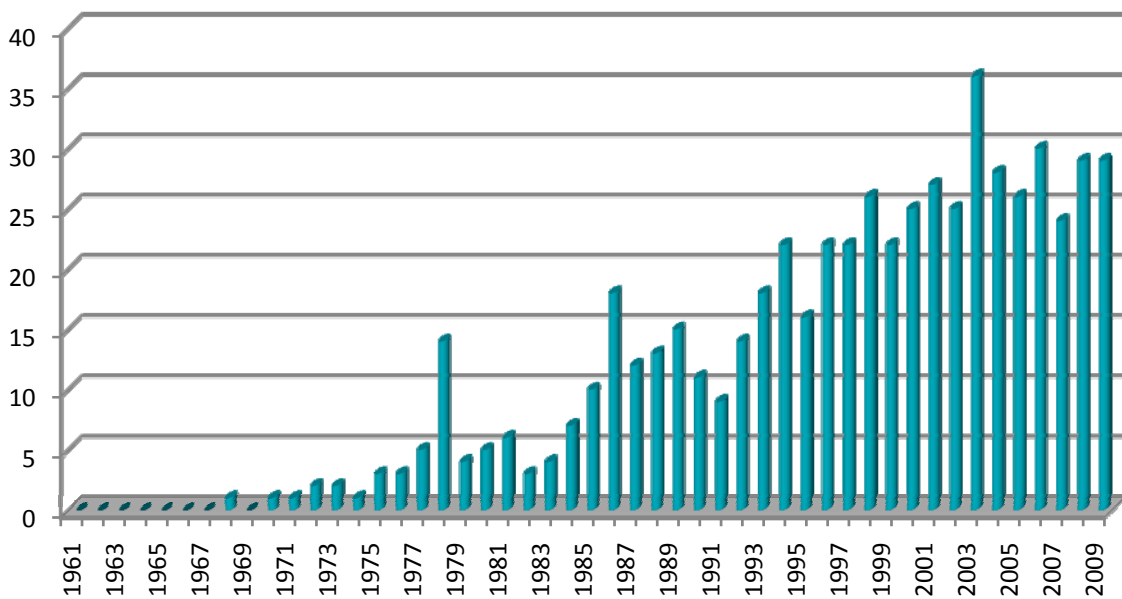
"The vision of this Strategy (Nunavut Suicide Prevention Strategy) is to reduce Nunavut's suicide rate to the Canadian average or below it. Achieving this vision will require support from

communities, since communities, Inuit organizations, and government must work together towards a common objective.”³¹

The following chart (Figure 6-7), provides a visually startling rise in the number of suicides in Nunavut over the past forty plus years. Suicide is a problem that presents extremely difficult challenges to the Government of Nunavut and all Nunavummiut.

Figure 6-7:

NUNAVUT SUICIDE STATS



Source: Hicks, Jack, The social determinants of elevated rates of suicide among Inuit youth. Forthcoming external PhD dissertation, Ilisimatusarfik (University of Greenland). Based on data from the Offices of the Chief Coroners of the Northwest Territories and Nunavut. Published in the Government of Nunavut, Department of Health’s Nunavut Suicide Prevention Strategy.

³¹ Government of Nunavut: Nunavut Suicide Prevention Strategy, Page 16

Program: Nutrition Program (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Department of Health and Social Services manages Nunavut’s Nutrition Program. The program encompasses the specialized areas of clinical nutrition, foodservice management and public health, and ensures that policies, programs and services are in place to support nutritional health and disease prevention for all age groups.

Community Wellness Workers across Nunavut are undertaking initiatives and grass roots activities to organize and deliver evidence-based nutrition programs and events. These activities are educating citizens about issues that include infant and maternal health, the importance of nutrition for school aged children, and unique nutrition challenges of special needs populations including diabetes education and prevention.

Budget:

2009-10	2010-11	2011-12	2012-13
\$272,000	\$285,000	\$285,000	\$285,000

User Profile:

- ▶ All Nunavummiut with special attention to the nutrition needs of children.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

The Department of Health and Social Services has produced a Nutrition Action Plan entitled, Nutrition in Nunavut: A Framework for Action. This plan details the seriousness of the poor nutrition issue in Nunavut.

Health research has shown that Nunavut households experience food insecurity at a rate 7 times greater than the Canadian average. Virtually half of Nunavut households reported not having enough to eat due to a lack of money. Food insecure individuals are more likely to have multiple chronic health conditions and suffer more social and psychological distress. Nutrition-related chronic diseases such as diabetes, obesity and high blood pressure are increasing in Nunavummiut

and food insecurity has an impact on both treatment and prevention of disease. Traditional foods have outstanding nutritional value and continued reliance on food from the land can help improve food security by providing a higher quality diet at lower cost.³²

Nunavut's nutrition plan also provides goals and strategies for action. A summary of the goals is provided below.

- 1. Broaden the Nutrition Program leadership, vision, coordination and engagement of partners and stakeholders.*
- 2. Provide a range of nutrition services to Nunavummiut that meets their needs and is equitable to that of other Canadians.*
- 3. Support the Inuit Employment Plan.*
- 4. Improve the nutritional status of infants, preschoolers and school aged children.*
- 5. Increase access to safe, nutritious and acceptable food, including commercial and traditional food, for all Nunavummiut.*
- 6. Support the development of evidence-based policies and approaches that will support Healthy Eating in Nunavut.*
- 7. Provide timely access (within 3 months, or as appropriate of diagnosis) to the services of a Registered Dietician for all Nunavummiut diagnosed with health conditions requiring nutrition therapy (e.g. nutrient deficiencies, chronic diseases such as diabetes or dyslipidemia, gastro-intestinal disorders such as Crohn's disease or colitis). Government of Nunavut facilities should be sufficiently staffed / supported by nutrition professionals to provide qualified care.*
- 8. Provide food, including traditional food, of suitable quantity and quality to prevent illness and assist in the management of existing conditions in all Government of Nunavut sponsored care and residential facilities.*
- 9. Develop, implement and monitor consistent policies, standards and guidelines regarding the foods that may be served in territorial government funded/licensed programs and activities in order to provide nutritious choices to clients/participants.³³*

The Canada Prenatal Nutrition Program helps pregnant women and new parents make healthy choices for their babies. It is for women who are pregnant or breastfeeding, and parents of babies up to one year old (this includes parents who have adopted babies).

The Canada Prenatal Nutrition Program is funded by Health Canada and managed by the Government of Nunavut. It offers funding for programs in communities across the territory and supports projects that help babies and mothers in ways that take into account Nunavut's unique culture and values.

³² Nutrition in Nunavut, A Framework for Action: Page 6. <http://www.hss.gov.nu.ca/PDF/Nutrition%20Framework.pdf>.

³³ A Framework for Action: Page 24.

The program offers mothers:

- ▶ Education and tips about healthy shopping, cooking, and eating.
- ▶ Access to healthy food by sharing meals and snacks that they can take home.
- ▶ Breastfeeding education tips and support.
- ▶ Information and support on other topics that support healthy pregnancies and babies, such as physical activity, Fetal Alcohol Spectrum Disorder, smoking and parenting.

The Canada Prenatal Nutrition Program also offers support and training opportunities to community wellness workers and health care professionals to make sure that they are giving the best, most culturally appropriate advice to mothers.

Program: Fetal Alcohol Spectrum Disorder Initiative (Department of Health and Social Services)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Fetal Alcohol Spectrum Disorder Initiative provides funding to community-based programs that promote the prevention of Fetal Alcohol Spectrum Disorder. Fetal Alcohol Spectrum Disorder funding can also be used to fund projects and activities that support children and families of individuals who are living with Fetal Alcohol Spectrum Disorder.

The Department of Health and Social Services of the Government of Nunavut operates this program with funding from the First Nations and Inuit Health Branch of Health Canada. Through regional offices, partnerships with schools and community wellness programming, the Department of Health and Social Services provides support for many initiatives including training opportunities. Health and Social Services also develops resources in the four languages spoken in Nunavut. This program develops many community programs to support Fetal Alcohol Spectrum Disorder affected individuals and their families.

Budget:

2009-10	2010-11	2011-12	2012-13
Not Available	Not Available	Not Available	Not Available

User Profile:

- ▶ Nunavummiut pregnant women and their foetuses.
- ▶ People born with Fetal Alcohol Spectrum Disorder.
- ▶ Nunavut Communities dealing with the Fetal Alcohol Spectrum Disorder issue.

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Information:

Funded programs help pregnant women stay alcohol free by teaching them about the effects of alcohol on unborn babies, and by supporting and promoting healthy lifestyle choices. Projects and activities also help children and adults that were born with Fetal Alcohol Spectrum Disorder.

The Government of Nunavut works in concert with the Government of Canada and many governments and organizations in provinces and territories across Canada in efforts to prevent Fetal Alcohol Spectrum Disorder and also to help individuals and families who have been affected by it.

The National Aboriginal Health Organization is one organization that does extensive work with Fetal Alcohol Spectrum Disorder. The Department of Health and Social Services publishes a fact sheet that

provides information on Fetal Alcohol Spectrum Disorder. It is provided here to provide an example of the Department's efforts.

A baby may be born with Fetal Alcohol Spectrum Disorder if their mother drinks during her pregnancy. Fetal Alcohol Spectrum Disorder includes a range of birth defects and developmental disabilities that are lifelong. Fetal Alcohol Spectrum Disorder is completely preventable. The only cause of Fetal Alcohol Spectrum Disorder is a woman drinking during pregnancy.

Women who decide not to drink any alcohol at all during their pregnancy prevent their baby from being born with Fetal Alcohol Spectrum Disorder. Pregnant women and their partners, family and friends can work together to avoid alcohol during pregnancy and prevent Fetal Alcohol Spectrum Disorder.

No amount of alcohol is safe during pregnancy. Alcohol can harm your baby even if you don't know you are pregnant:

- ▶ *If you are planning to become pregnant, stop drinking to make sure you are not drinking before you know you are pregnant.*
- ▶ *If you think you might be pregnant, stop drinking alcohol until you know for sure.*
- ▶ *If you are pregnant, stop drinking until after your baby is born.*
- ▶ *If you are breastfeeding your baby, you may want to talk to your doctor or nurse about drinking alcohol. Alcohol consumed while breastfeeding does not cause Fetal Alcohol Spectrum Disorder, however alcohol passes into the breast milk and can harm the baby. The baby's brain and spinal cord continue to grow after birth and this growth can be affected by alcohol.*

Alcohol changes the way babies develop during pregnancy. The brains and bodies of babies develop during the nine months of pregnancy. Alcohol prevents babies from developing the way they should.

Avoiding alcohol at all stages of pregnancy is one of the best things a mother can do to ensure the health of her child. If a woman doesn't drink during pregnancy, their baby will not have Fetal Alcohol Spectrum Disorder.

Regardless of how much alcohol a woman consumes during pregnancy, her child could experience the following symptoms/difficulties throughout their life:

- ▶ *Physical birth defects*
- ▶ *Physical health problems*
- ▶ *Learning disabilities and short attention span*
- ▶ *Difficulty remembering things*
- ▶ *Difficulty understanding the consequences of actions³⁴*

³⁴ <http://www.hss.gov.nu.ca/PDF/FASD%20Fact%20Sheet%20-%20July%20'10.pdf>.

Program: Law Enforcement (Department of Justice)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Department of Justice funds the police service and acts as liaison between the Government of Nunavut and the Royal Canadian Mounted Police, the organization charged with community policing through 25 detachments across the territory.

Budget:

2009-10	2010-11	2011-12	2012-13
\$25,611,000	\$25,110,000	\$ 25,695,000	\$27,313,000

User Profile: Not applicable

Average Monthly Cases 2009-10: Not Available

Average Cost per Case 2009-10: Not Available

Additional Comments:

Royal Canadian Mounted Police officers represent the initial Social Safety Net point of contact with many of the most troubled people in Nunavut. While their main functions are to maintain the law and protect the public, police serve an important guidance function, able to connect troubled Nunavummiut with Social Safety Net service providers able to provide support and service appropriate to the case. Strong relationships between the police and Social Safety Net service providers would enhance social service.

Program: Family Abuse Intervention Act Implementation

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The *Family Abuse Intervention Act* was passed in order to facilitate alternative interventions to the courts for offenders and their victims through pre and post-charge diversions and to support development of victims’ services at the community level.

Budget:

2009-10	2010-11	2011-12	2012-13
Not Available	Not Available	Not Available	Not Available

User Profile: Family abuse offenders and their victims.

Average Monthly Cases 2009-10: 174

Average Cost per Case 2009-10: Not Available

Additional Information:

The *Family Abuse Intervention Act* is Government of Nunavut legislation designed to facilitate intervention in situations of family abuse for the purpose of remediating such situations using a suite of tools provided for in the Act. It recognizes that family abuse continues to be a serious problem in Nunavut and sets out goals and objectives in Section 4 of the Act.

In the Declaration of Principles section the *Act* states “the paramount objective of this *Act* is to promote the safety of Nunavummiut”. Safety must be read in the context of high rates of violence within Nunavut society with domestic violence and abuse forming a major component. It is a reality that this level of violence affects all communities and family members throughout the Territory.

Program: Maintenance Enforcement Program (Department of Justice)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Government of Nunavut wants to ensure that children of divorced or separated parents get the financial support they need and to which they are entitled. The Maintenance Enforcement Office, through the Maintenance Enforcement Program, has the primary responsibility for collecting and disbursing child and spousal support payments.

Budget:

2009-10	2010-11	2011-12	2012-13
\$335,000	\$347,000	\$347,000	\$347,000

User Profile: Families who have been divorced and/or separated where one parent is not fulfilling their child support obligations.

Annual Cases 2009-10: 200

Average Cost per Case 2009-10: \$1,735

Additional Information:

If a parent does not comply with child support obligations after divorce or separation, then the child could suffer emotional stress and financial hardship. Both can have a negative effect on the well-being of children, especially if financial hardship continues for prolonged periods of time. Lack of compliance can also put pressure on Canadian taxpayers, who often have to take responsibility when parents choose not to meet their support obligations. For all these reasons, the enforcement of support orders and agreements is important to ensure that the basic needs of the children are being met.

Program: Public Housing (Nunavut Housing Corporation)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The objective of Nunavut Housing Corporation’s Public Housing Program is to increase the number of adequate, suitable and affordable dwelling units in Nunavut. Public housing is delivered through Management Agreements with Nunavut Housing Corporation’s 25 community partners, the Local Housing Organizations. Local Housing Organizations are responsible for the administration and maintenance of the Public Housing units in their community.

Budget:

2009-10	2010-11	2011-12	2012-13
\$76,341,000	\$78,225,000	\$84,470,000	\$84,470,000

User Profile:

Public Housing is a universal program, open to all Nunavummiut age 19 and older. Applicants must be in ‘core’ need which means current living conditions must be inadequate, overcrowded, and/or unaffordable.

Average Monthly Cases 2009-10: 4,534

Average Cost per Case 2009-10: \$16,837

Additional Information:

The Government of Nunavut has plans to develop a comprehensive long-term Housing Strategy. This strategy will address a wide variety of housing issues including:

- ▶ Increasing public housing.
- ▶ Strengthening the rental market.
- ▶ Providing support for private homeownership.

With 4,534 public housing units across Nunavut and 16,000 people living in those units, public housing represents the largest Social Safety Net area of expenditure. As shelter is critical to survival, it is one of the most important components of the safety net. The program is impacted by many societal factors, including social conditions such as disorders and addictions, educational and training achievement and a person’s potential to obtain and retain employment, and by economic factors influencing the labour market. The success of other Nunavut Social Safety Net programs and the social and economic success of individuals and families have a significant impact on public housing.

The lack of available Public Housing is a significant issue in Nunavut. Demand far exceeds supply. Remedial options include increasing supply and/or reducing demand. In order to reduce demand for Public Housing, many of the Inclusive Growth Model programs will have to be successful, thus removing people from the large number of residents who are entitled to Public Housing.

Waiting Lists

- ▶ Applicants are assessed by standardized criteria, rated and placed on a waiting list.
- ▶ Those applicants determined to be most in need, according to standardized formulas, are allocated units first.
- ▶ Due to the shortage of Public Housing units many applicants are on the waiting list for years.
- ▶ Applicants on the waiting list may stay with family or friends until they get their own home. They become part of the 'hidden' homeless.

Rents

- ▶ Geared to after tax 'disposable' income using a sliding scale.
- ▶ Income of all adults in the Public Housing unit is used to calculate rent.
- ▶ Total Public Housing unit median income is about \$22,000 per year. This includes Income Support payments.
- ▶ Over 50% of Public Housing units are charged the minimum monthly rent of \$60.00.
- ▶ About 7% of Public Housing units are not charged rent because the tenants are Elders or full time students. Full time students are not charged rent to encourage tenants to increase their education.
- ▶ Rents can be decreased anytime a tenant has a drop in income.
- ▶ Rents are only increased once a year, on September 1st. The previous year's income, as reported by the Canadian Revenue Agency is used. The once a year rent increase is to encourage tenants to seek employment. There is no increase in their rent for a year or more after a job is started.

Public Housing tenants pay monthly rent on a geared-to-income basis, according to the Rent Scale Program. Rent Scale is based on three fundamental principles:

- ▶ Rent is assessed, based on Canada Revenue Agency information, according to net household income, which protects tenants from tax and payroll deductions beyond their control.
- ▶ Rents are based on a sliding scale between 10% and 28% of disposable income. Tenants will never pay more than 28% of their disposable income towards rent. The national percentage is based on 30% of income.³⁵ Depending on income levels, rents can range from the minimum of \$60 up to the maximum level determined according to the cost of operating and maintaining a

³⁵ The 30 percent rule is a long standing measure in Canada and the United States and was deemed a rule of thumb for the amount of income that a family could spend and still have enough left over for other nondiscretionary spending.

unit based on private homeowner utility rates.

- ▶ Rent is re-evaluated on an annual basis to account for changes in income, which allows tenants enough time to adjust their budgets for rent increases if the household income rises. Conversely, tenants may anticipate rent deductions if their income decreases during the course of the year.

The following table shows the actual annual per unit costs to the Nunavut Housing Corporation of providing Public Housing. This per unit cost is \$26,853 in 2010/2011.

Figure 6-8:

NUNAVUT HOUSING EXPENDITURES

Year	Public Housing	+ Utilities	Total Public Housing Cost	# of Units	\$/Unit	\$/Tenant
2010/11	\$ 65,206,000	\$ 63,636,000	\$ 128,842,000	4,798	\$ 26,853	\$ 7,715
2009/10	\$ 63,668,000	\$ 63,636,000	\$ 127,304,000	4,534	\$ 28,078	\$ 7,957
2008/09	\$ 60,277,000	\$ 55,909,000	\$ 116,186,000	4,215	\$ 27,565	\$ 7,496
2007/08	\$ 59,592,000	\$ 53,741,000	\$ 113,333,000	4,179	\$ 27,120	\$ 7,710

Source: Nunavut Housing Corporation. *The Nunavut Housing Corporation Business Plan* was used as it gives a better detail. These totals are close or match with the Total O&M for Public Housing plus Debt Repayment from the Government of Nunavut Main Estimates.

Program: Homelessness Initiatives Grants and Contributions Policy (Nunavut Housing Corporation)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Homelessness Initiatives Grants and Contributions Policy supports initiatives designed to provide shelter services to homeless individuals and families. Funding can go to individuals, community non-profit organizations and municipal corporations. Funding is provided through an approval process that funds projects that:

- ▶ Address identifiable homelessness issues.
- ▶ Doesn't duplicate other initiatives.
- ▶ Have local community support.
- ▶ Have outcomes that are easily monitored and reportable.

The Nunavut Housing Corporation is responsible for implementing the program and is committed to improving homelessness services and infrastructure within Nunavut. Working with the inter-departmental and inter-jurisdictional Working Group on Homelessness, the Nunavut Housing Corporation is working to develop a long-term Homelessness Strategy for Nunavut.

Budget:

2009-10	2010-11	2011-12	2012-13
\$400,000	\$400,000	\$400,000	\$400,000

Number of Bed Nights 2009-10: 6,412

Cost per Bed Night 2009-10: \$62

Additional Information:

The Government of Nunavut is committed to undertake action to address the struggles of homeless individuals and families. In Tamapta, the Government stated an expectation that it would better coordinate new and existing resources to address the needs of the homeless. The Government of Nunavut is committed to working with community homelessness service providers to ensure that investments in combating homelessness are effective.

According to the recent Nunavut Housing Needs Survey, 4% of Nunavummiut identify themselves as being without a home. Furthermore, half of the entire population of Nunavut reported significant overcrowding, far above the National average.

In 2010, the Nunavut Housing Corporation established the Homelessness Initiatives Grants & Contributions Policy to govern the administration of the territorial homelessness funding. It is used to

assist agencies responsible for sheltering services for dispossessed Nunavummiut. The Nunavut Housing Corporation is also currently completing a Homeless Shelter Policy to ensure homelessness is addressed in a fair and accountable manner across the Territory.

To addition to creating a Homeless Shelter Policy, the Nunavut Housing Corporation is also taking the lead in the development of a Government of Nunavut Homelessness Strategy through the interdepartmental Subcommittee on Homelessness. A Homelessness Strategy for Nunavut will assist the Government of Nunavut to ensure that investments are deliberate and effective in responding to the sheltering needs of those who cannot otherwise access safe, affordable and secure housing.

Program: Emergency Repair Program (Nunavut Housing Corporation)

This program addresses the following Social Safety Net basic needs:

- food,
- shelter,
- physical safety, and
- health supports.

Program Description:

The Emergency Repair Program provides grants to homeowners to a maximum of \$15,000 to assist with the completion of emergency repairs that are required for the continued safe occupancy of homes. The Emergency Repair Program provides assistance in the form of grant which does not have to be repaid.

Budget:

2009-10	2010-11	2011-12	2012-13
\$400,000	\$400,000	\$400,000	\$400,000

Number of Cases 2009-10: Not Available

Cost per Case 2009-10: Not Available

Eligibility Criteria:

- ▶ The house to be renovated must be owned by the client and be their principal residence.
- ▶ The applicant’s annual household income must not exceed the Nunavut Housing Corporation’s maximum household income limit of \$125,000 plus \$6,500 for each dependent including a spouse and/or child living in the home.

Additional Information:

Only those repairs urgently required to make a house safe are eligible for assistance. Examples include:

- ▶ Heating systems.
- ▶ Chimneys.
- ▶ Doors and windows.
- ▶ Foundations.
- ▶ Roofs, walls, floors and ceilings.
- ▶ Vents, louvers.
- ▶ Plumbing.
- ▶ Electrical systems.

Chapter 7: Findings, Issues and Recommendations

This chapter consolidates findings from program information, interviews with Government of Nunavut program personnel, community program providers, community agencies and clients, and from the literature review.

The most important result of this analysis is the provision of 15 recommendations that address issues found throughout the entire system of programs and services. The recommendations seek to improve the overall quality, fairness, and efficiency of a comprehensive Social Safety Net that is made in Nunavut. Each issue is portrayed as a need that must be addressed in order to close the gap between current practice and a comprehensive Social Safety Net that will function as part of a larger inclusive growth strategy.

Collectively, the recommendations are intended to close the gaps presented by issues, and contribute to inclusive growth and the goals expressed in *Tamapta*.

ISSUE 1:

NEED FOR OVERALL MANAGEMENT AND COORDINATION OF SOCIAL SAFETY NET SERVICES

There are many programs and services offered by the Government of Nunavut. It was learned that there are many delivery programs run by so many different departments that there is duplication and only isolated efforts to cooperate and coordinate such services. Without overall coordination and supervision, the evaluation of current services and planning for future services is hampered. This situation is made worse by the fact that departments are unable to shift resources from one community to another to meet real needs and there is no overall picture of what the needs actually are. The current decentralization structure restricts the positioning of government positions in communities where they may be most needed. In addition there is high staff turnover, which limits government's ability to deliver quality programs.

Overall responsibility for policy implementation, program coordination and evaluation needs to be established. In the absence of oversight, programs are offered in isolation, with frequently uncoordinated interventions that may be based entirely on the discretion of public servants working with limited resources in communities. A department Director stated:

We need more communications between departments to reduce silo effect and become more adept at working together. So busy doing our own work we do not cooperate to provide services in a better way.

Recommendation 1: Nunavut Inclusive Growth Programs Oversight

Ensure programs are coordinated and evaluated by assigning them as priorities to Ministerial responsibility. This may be achieved by combining related policy and evaluation divisions such as the Nunavut Anti-Poverty Secretariat (Economic Development and Transportation) and the Social Advocacy Office (Executive and Intergovernmental Affairs).

ISSUE 2:

NEED FOR SOCIAL SAFETY NET PROGRAMS TO BE INTEGRATED AND ADMINISTERED WITH CONSISTENT STANDARDS

Currently Social Safety Net programs and services, that individuals or members of a family may access, are managed and delivered out of a myriad of departments. Representative quotations from interviews and questionnaires reflect confusion and misinformation related to entitlements. As one respondent stated:

This complexity of programs combined with low literacy levels and personal problems, creates problems for people who are already vulnerable. There are so many programs that the public often doesn't know what exists, nor how to access what's available. From the standpoint of a person in need, it is not important who delivers programs but HOW they are delivered.

Many findings reinforce the reality of confusion and frustration for vulnerable people who have limited resources for coping with government systems. For example:

This client indicated that the Income Support appeal process is not effective. There are so many rules and steps to follow that it is complicated and that he doesn't really know how to work within the system. He finds it difficult to handle being sent from one person to the other when looking for answers to his questions while his Income Support is being withheld. It doesn't feel good and it hurts to have to ask people for money over and over again and be turned down or sent in another direction and to another office.

Many people reported concerns over social assistance benefits. People who require help do not know what they are entitled to claim because they misunderstand the social assistance program and lack correct information. Quotes supporting this finding include:

People on Income Support cannot get the clothing allowance until they are on support for 3 months and then they get \$20/month/child.

If I don't do the forms for Income Support then I don't get it. The money comes and goes just like that. I get \$20 a month cash and then \$279.00 in a card.

It is hard to get work you need to do lots of paper work and searches. That is hard for me right now. Income Support is hard too, because you have to have a good reason to get it and you need to search for jobs or get suspended for 2 months.

People on Income Support cannot get the clothing allowance until they are on support for 3 months and then they get \$20/month/child. You can't even buy a pair of good boots for that.

Social assistance clients do not believe that benefits are allocated consistently and fairly. Clients

reported conflicting understandings of benefits. One example of this is the scheduling for receiving assistance. One client reported that he would prefer to receive benefits twice a month rather than monthly as he did not have the skills to budget for a whole month. Another client reported she did receive benefits twice a month. In actual fact the Social Assistance Regulations state:

Assistance shall be provided in advance either monthly or on a pro rata monthly calculation at intervals during the month, as considered appropriate by the Officer having regard to the circumstances of the recipient. (Social Assistance Regulations, R.R.N.W.T. (NU.) 1990c.S-16 Current to 2009-10-10)

It would seem that the allocation of benefits is often at the discretion of the Income Support Officer and how these allocations are determined is not always clearly understood by the client.

Recommendation 2: Restructure programs

Rearrange delivery responsibilities for appropriate Social Safety Net programs and services so that they are housed within the same department in order to facilitate better client service. Different approaches to restructuring could include organizing many Social Safety Net programs within a currently existing department, or creating a new Department of Social Safety.

It is also recommended that equal amounts be spent on primary need Social Safety Net programs and secondary capability development programs.

The Government of Nunavut, guided by Tamapta and cultural values, should establish standards of living that are deemed acceptable and sustainable and design integrated programs and services to those standards.

ISSUE 3:

NEED FOR COMMUNICATION AMONG GOVERNMENT PROGRAM STAFF IN COMMUNITIES PROVIDING SOCIAL SAFETY NET SERVICES

Through interviews with clients and program providers it became evident that the staff working in government departments involved with providing Social Safety Net services were not always aware of their own roles, nor were they aware of the roles of others in the community.

Government personnel such as probation officers, social workers, career counsellors, RCMP officers, nursing center staff, teachers and Income Support staff may each be the "point of entry" to Social Safety Net services for clients at any time in any community. Lack of understanding of each other's roles, of available resources and of related procedures may increase the risk for clients who are already vulnerable and in need of effective assistance. There are intersections between various program areas but key people in these areas were often not linked up in a formal way.

Many people spoke about the 'maze' they encounter when they apply for any kind of government help. The best outcomes involved contact with a government of Nunavut employee who 'knew the ropes', could support and direct them to available resources. Particularly important to clients was a friendly, non-judgmental approach.

Client service should be more active, coordinated and holistic in nature. Service to clients should be offered from a position of knowledge and relationships that establishes formal cooperative channels and connections with many departments. This potential may remain undeveloped where community case management teams have not been implemented.

Recommendation 3: Enhance existing community case management teams and develop teams in communities where they do not currently exist.

Support current community Social Safety Net, inter-departmental case management teams which provide client-centered services for those in need of social support. Implement such teams where they do not currently exist. Members of Social Safety Net teams will include social workers, Income Support workers, adult educators, health professionals, career development officers, *Family Abuse Intervention Act* workers, and government liaison officers. The intent would be for these teams to not only work collaboratively to meet the basic shelter, food, personal safety, and minimal income challenges for clients, but to also work together to identify and offer enhanced social, economic and educational opportunities to individuals and families. This recommendation would support and promote an Inclusive Growth Model of client service

ISSUE 4:

NEED FOR A WELL-DEVELOPED ORIENTATION AND ONGOING TRAINING PROGRAM FOR GOVERNMENT SOCIAL SAFETY NET WORKERS AND PROGRAM OFFICERS

Although the Government of Nunavut has developed a government-wide orientation program, and a Nunavut Employee Orientation Handbook is available, these are often inconsistently accessed particularly for staff working in smaller communities. In the majority of communities there is a lack of orientation to that community and to the work for which the Government of Nunavut employee was hired. During the interview process it was reported that in one community the RCMP requested the social worker apprehend children at risk in a home and the social worker, new to the community, was unaware of available resources to address this request.

Many Social Safety Net program managers reported the need for staff to understand their role within the larger government structure, their own roles and responsibilities as employees, and the responsibilities related to their position. Observations by respondents serve to indicate the severity of this problem:

Often the staff members do not even answer the phones. They were also throwing copies of invoices in the garbage as they didn't know what to do with them.

Another barrier is untrained and unskilled managers. Often professionals need to manage those above them. I sometimes have to teach the manager for my position about the work we do and how to do it. Some managers are able to accept this and others are threatened so it makes accomplishing things more difficult at times.

Further to this another respondent wrote:

There is a need for training for Income Support workers to weed out attitudes that misunderstand/misinterpret where clients are at, what they need and why.

Such situations were reported as occurring for several reasons, including high staff turnover with limited orientation time available for new staff, difficulties in hiring staff as often positions are not filled in a timely manner, heavy workloads due to short staffing problems, the need for mentoring of new staff and the need for ongoing training.

In one instance a program manager reported nine vacant positions in the area for which she was responsible. All of these positions were in the communities. Filling the positions was taking approximately three hundred days.

These situations create gaps in service for vulnerable populations and ongoing difficulties for those employed to provide the service. Staff members want to do their jobs well but often reported not having the level of knowledge and skills required to do so.

Recommendation 4: Provide government employee orientation, ongoing training, and develop human resource strategies

Develop and deliver an orientation and ongoing training program with generic Social Safety Net content for workers, and program officers, who can act as a ‘point of contact’ for Social Safety Net clients who wish to avail themselves of programs and services from the Government of Nunavut in communities. This function could be part of the role performed by adult educators, Income Support officers, social workers and local housing and health center staff. These individuals can then better serve as ‘in-system’ advocates for clients across Government of Nunavut departments and organizations.

ISSUE 5:

NEED TO ACCESS NON-GOVERNMENT COMMUNITY LEADERS TO PROVIDE “ON THE GROUND” INFORMATION AND SERVICES TO CLIENTS

Many clients reported feeling confused and felt that they were treated disrespectfully when seeking the assistance to which they are entitled. At times this resulted in their not receiving all the services they needed or in their “giving up” in the face of a frustrating bureaucratic maze.

Currently clients need to be their own advocates when seeking entitlements. This is a role for which many are ill prepared. A trained non-government representative may provide efficiencies and offset a lack of access and confusion about eligibility. An advocate could assist by representing the rights of the client with full knowledge of how the Social Safety Net system works and should be expected to work. Several interviews provided the basis for the following composite description. It describes a person who can benefit from this approach to helping vulnerable people:

A client with mental health disability about 35 years old talks a lot about the problems she faces in her living situation. She is living with 9 other people in a small 2-bedroom housing unit, her parents and some other adult siblings and small children. Visitors come and go seeking shelter here as well. Meals are not regular and she often goes hungry when she can't get someone to help cook. There is a wheel chair and other medical equipment used by a sibling that takes up a lot of space. She has a grade 6 education and is verbally abused by the family. They holler at her and tell her to get out. She has had her name on the housing list for over 8 years and says that her name is at the bottom of the list because she is not a priority.

Vulnerable people share the characteristics of the people portrayed in this example, and they need help to learn that they may be eligible for specific supports, for example assistance to get to the Adult Education Centre, or a subsidy for food or a way to change his/her housing situation. Someone with a thorough knowledge of social safety entitlements who can assess all of the opportunities for support and increased self-reliance could potentially improve the quality of life of a vulnerable person by helping them access what they have a right to claim.

Recommendation 5: Implement Client Advocate positions

Create Social Safety Net Client Advocate positions in every community. A less expensive but less effective option would be to have one advocate per region. Such external independent advocates would work on a contract basis (usually as part of a not-for-profit contract for wellness services) to provide advice and support for Social Safety Net clients. These individuals would have expert knowledge of Government of Nunavut programs and services and would act as guides, supports and mentors for individuals in need. In addition to assistance to help with basic needs, the advocate can assist the client to define and seek the most appropriate programming path for advanced social, educational and economic development. The client advocate may therefore be described as an agent for inclusive growth in Nunavut.

ISSUE 6:

NEED TO INCREASE THE ROLE OF NON-GOVERNMENT NOT-FOR-PROFIT COMMUNITY AGENCIES TO PROVIDE “ON THE GROUND” SERVICES TO CLIENTS

The role of non-government not-for-profit agencies was evident in Iqaluit but to a much lesser degree in the other communities where the human/physical/financial resources for such agencies appears limited. Such agencies provide services in comfortable settings with a focus on providing programs that build confidence, self-esteem and self-reliance.

Several programs in Iqaluit are providing services for clients requiring Social Safety Net programs. These programs show how on the ground services can be very effective by responding holistically and in personally supportive ways to vulnerable people.

Tasiqutiit (The Family Resource Center) – This centre is an example of an effective not-for-profit program. This centre offers two preschool programs, one in English and one in Inuktitut. It also provides after school care open to all children. The facility has a toy lending library as well as a children’s clothing bank where clients bring in items they can trade for other items at no cost. If they do not contribute items then they pay \$2 an item. If they cannot afford this the items are provided free of charge.

The Family Resource Center also receives funding through the Canada Prenatal Nutrition Program. The programming includes various activities for Moms and their babes up to 18 months if bottle fed and 2 years if breast feeding. Taxi vouchers are provided to and from the various activities.

The activities include:

- ▶ Monday – sewing classes. People have learned to sew and go on to make items that they sell.
- ▶ Tuesday – cooking classes. Clients prepare nutritious items and they can then take them home. They learn how to prepare cost effective healthy meals.
- ▶ Wednesday – baby drop in clinic at the Public Health Center. Healthy snacks are provided.
- ▶ Thursday – presentations by community agencies. For example, the health nurse will come and do teaching about immunization. Each mom is given a food bag with 30 to 35 items from each of the four food groups.
- ▶ Friday – lunch is prepared for Moms and babes. If there is any leftover they can take it home. They have anywhere from 3 to 10 moms often with two children each so it reaches a lot of people.

This program is successful by all accounts, and points the way to promising practice.

Another community-based not-for-profit organization that received noted praise during our interviews was Tukisisgiarvik, a community wellness drop-in center located in Iqaluit.

Clients appreciated that it provided services in a friendly, non-judgmental atmosphere where:

- ▶ Clients become independent by using sewing and kamik making skills they learned from elders.

Clients are then able to produce items they can sell.

- ▶ An Inuk counsellor works with offenders by getting referrals from the courts and halfway houses in Iqaluit. He also makes referrals for addictions treatment.
- ▶ A hunter/guide program where clients are taken out on the land to learn traditional ways and skills. The country food they harvest is then brought back to the center and shared. People can also take some of it home. It is also distributed to elders and needy families.
- ▶ Summer camps for women and children – different women are taken for a week at a time.

People are encouraged to do for themselves. If they make coffee or have something to eat they need to clean up after themselves. Clients are shown what they are capable of doing. Their self-esteem is lifted up. They become more confident. This is an example where participation in a program immediately requires, demonstrates, and rewards competence and self-reliance, the ideal combination.

Homeless shelters, often fully funded by the Government of Nunavut Department of Education, Income Support Contribution Agreements are also seen as providing "on the ground" Social Safety Net services. Currently, there are shelters in Iqaluit, Rankin Inlet and Cambridge Bay. The need for shelters in other communities is recognized as well. An interviewee in a boarding home indicated that she was abused but in her small community there was nowhere to go. She did not want to go to relatives or friends because "I don't want everyone to know my business." People need to travel outside their community for support that is most often needed **now**. This situation also creates issues for communities where there are shelters. As one respondent reported:

The homeless shelter is quite crowded as often people come from other communities without any plans of what to do. People come to Iqaluit who are banished from their community as they cause trouble there and cannot be dealt with effectively. This has a harsh and long-term impact on Iqaluit.

There is a feeling that those most at risk in communities are often men. The women's shelters are open all day and offer programming. The men's shelter closes between 8:30 am and 5:30 pm and shelter residents claimed there were no programs for them although the Community Wellness Centers offer programs for everyone. In Iqaluit a sample day reported by a male Income Support client looks like this:

- ▶ 8:30 am – leave the shelter.
- ▶ 8:30 am to 9:00 am – find somewhere warm to go like the hospital.
- ▶ 9:00 am – go to the community wellness drop in center and have breakfast.
- ▶ Noon – the wellness center closes.
- ▶ Noon – go to soup kitchen for lunch.
- ▶ 1:30 pm – back to the wellness center or hang out at the North Mart often soliciting money by assisting with carrying groceries.

- ▶ 5:00 pm – wellness center closes.
- ▶ 5:30 pm – shelter opens and supper is served at 6:00 pm.

The programs "on the ground" are the ones that reach the people most at risk. These programs, for the most part, are non-profit organizations that are partially government funded. Funding is never secure and energy and time are spent on fund raising activities sometimes at the expense of programming. Some effective programs receive no government funding at all.

The fact that these programs are delivered by non-government non-profit agencies indicates that there is a significant need. In order to serve clients, with complex and numerous needs, these Social Safety Net programs and services must be integrated and coordinated to be most effective.

Recommendation 6: Strengthen the Role of Non-profit Organizations

Increase innovative and effective programs delivered by successful and sustainable non-profit organizations. One of the main purposes of many Nunavut non-profit organizations is to provide services to clients in ways which support and strengthen communities, families and individuals. Nunavut non-profit agencies can be effective as partners in the delivery of Social Safety Net programs and services. Fund these agencies for multi-year terms, conditional upon satisfactory annual audits. The importance in opening up dialogue between non-profits and governments is critical. Dialogue between service providers on the ground and government policy makers is very important. Establish regular and formal communication structures between government and non-profit partners.

ISSUE 7:

NEED FOR INCREASED INTERAGENCY CONNECTIONS, COMMUNICATION AND COORDINATION AT ALL LEVELS AMONG GOVERNMENT DEPARTMENTS AND COMMUNITY AGENCIES PROVIDING SUCH SERVICES

Many government and non-government program providers were only superficially aware of Social Safety Net services available outside their own program. A Public Health Nurse reported that she is the only nurse in her community assigned to liaising with other government and non-governmental agencies. As such, she attends interdepartmental meetings but they occur only sporadically. She reported awareness of the work of many non-government agencies as she provided education and training sessions to their clients related to such topics as nutrition, maternal and child health, immunization and the prevention of sexually transmitted diseases. Workers in non-governmental agencies stated:

There needs to be interagency connections – maybe a coordinator so everyone knows who is doing what. This should be a designated job. Not just between government agencies but with non-governmental agencies as well.

An interagency position could help reduce costs. Look for duplication of services and everyone becomes clear what each are doing and they can support each other.

Another respondent familiar with Nunavut Tunngavik Inc. and the Government of Nunavut saw:

... room for Nunavut Tunngavik Inc. and Government of Nunavut to work together. In an ideal world Nunavut Tunngavik Inc. would identify areas to focus on for Inuit and Government of Nunavut would develop related programs that could be accessed anywhere. There does not need to be silos or territories to protect. We can work hand in hand, develop trust, and assist people to access what they need.

Further to this another government program manager was:

... curious to know what other departments and agencies do. There are not enough links. We need to pool rather than duplicate efforts. Connections don't happen because information is not disseminated and communications often not clear. People are overextended and just trying to do their own work. There is lots of overlap. Many programs addressing the Determinants of Health but we do not work together enough. Need to collaborate more with Inuit and Federal organizations to provide services effectively.

A member of a multi-disciplinary team that worked on the development of the Nunavut Suicide Prevention Strategy echoed these statements:

There is a need for a communication strategy to encourage people to reposition themselves for a better future and a need for coordination between departments and agencies for monitoring, intervention, postvention and on-going support purposes.

It is recognized that developing a system of communication and coordination among all programs working with those most at risk is a large task that may be best achieved in increments. Input and leadership from all stakeholders as to how this can be accomplished is important.

Recommendation 7: Improve communication and cooperation at every level

Create an inter-agency group that includes Inuit organizations, municipal, territorial and federal departments and not-for-profit organizations that contribute information to the Social Safety Net support system. Bring the stakeholders together at an annual conference with representatives from all stakeholder groups involved in providing Social Safety Net services. These actions will promote communication, network development, creative exchange, and funding ideas. Overall, planning and future directions will then be informed by input from all stakeholders.

ISSUE 8:

NEED FOR SERVICES TO BE PROVIDED EFFICIENTLY AND IN A PROCESS THAT IS “ONE-STOP” FOR CLIENTS THAT IS EASILY ACCESSED AND UNDERSTOOD

It is difficult to obtain information from some departments about performance, usage, trends, costs and changes associated with Social Safety Net programs. This is also the case for clients trying to learn about programs. A comprehensive, efficient, easily accessible and user friendly system for Social Safety Net programming is needed. Such a system could be informed by this comment:

The colourful expensive pamphlets/posters are a waste of money and time. Money would be best spent with having a person interacting with people who need the programs we offer. This personal service person with the right attitude to really serve and support people in need would make a significant difference.

There is no consistent tracking system across departments for Social Safety Net program recipients that would allow the outcome of benefits to be evaluated. The lack of information is a dramatic demonstration that a Social Safety Net exists in Nunavut that seems to help many people in spite of what seems to be deficiencies in coordination, organization and accountability.

Nunavut is currently the only jurisdiction in Canada that does not have an automated Income Support case management system to assess clients, deliver programs and track expenditures. This is about to change. A new client-oriented project will streamline the issuing of Income Support as well as provide a reliable method of tracking, auditing and reporting for the Income Support Division and the Government of Nunavut.

An Income Support Delivery System will allow Income Support workers in the 26 communities to collect information from clients, identify needs with the client, calculate eligible benefits, approve the allocation of benefits and manage payments. The Income Support Program Directorate and regional offices will be able to collect information for strategic planning, historical analysis, costs analysis and customizable external reporting. The system is ‘rules driven’ making it easier to calculate benefits and process the distribution of Income Support payments for a range of departmental programs.

In conjunction with the pending implementation of the *Strengthening Financial Management Project*, the Income Support Delivery System will ensure clients experience a significant improvement in the delivery of programs as the assessment and payment processing in the automated system will be much more efficient and transparent. Opportunities to accurately assess services and related costs will ultimately inform the provision of such services.

Recommendation 8: Change how services are delivered

Implement the ‘one stop shop’ delivery approach in communities as a single window for Government of Nunavut Social Safety Net programs. Whether it is part of departmental or divisional restructuring, Social Safety Net programs and services need to be more easily accessible to the client. A client should

not have to go from government office to government office to receive services. For these reasons, an integrated services delivery model is important. All services could be connected to a one intake and assessment process using forms and a comprehensive internet site developed for Nunavut Social Safety Net programs and services. This will allow for much more effective program monitoring, tracking and statistical reporting. In conjunction with the *Strengthening Financial Management Project*, such a system would not only improve services for clients but would also serve to improve the Social Safety Net planning process.

ISSUE 9:

NEED FOR ADEQUATE PERSONNEL TO IMPLEMENT GOALS RELATED TO FOOD SECURITY, ADEQUATE NUTRITION AND NUTRITION EDUCATION

Many interviewees referred to food insecurity, either when parents are unable to feed their children or when people cannot access food mail because they lack a credit card and the skills needed to plan a sealift order. Poor nutrition has a widespread impact on an individual's ability to prosper. Negative implications related to health, general well-being, emotional wellness, ability to look for work, self-worth, motivation, ability to learn, etc. are all directly tied to poor nutrition. The Government of Canada's support for nutrition projects is funneled through the Department of Health and Social Services and is delivered by Community Wellness Workers. The Government of Canada is also re-designing the Nutrition North Program in order to promote and support the values of healthy nutrition.

A respondent with a background in the field of nutrition stated:

We need to talk about food security. This means that people have access to nutritious food. Seventy percent of 3 to 5 year olds in Nunavut live in food insecure homes. Food insecurity happens for several reasons. Some are: financial illiteracy, addictions, loss of hunting skills, changes in traditional ideas of food sharing, youth have changing food preferences, people don't know how to prepare food.

Country foods are part of every conversation about food security in Nunavut. This was reported by an interviewee as follows:

Inuit traditionally did not cook things but ate many things raw. Elders find it hard now because they are learning that introduced foods are not good for them and all country foods are. People who offer the Canada Prenatal Nutrition programs in the communities often need more training and are not providing good nutrition information but teaching how to make things like jello salad with marshmallows in it. These people need professional help in getting appropriate materials and guidelines. The Government of Nunavut is working on getting such materials to communities and making them available.

Another respondent who submitted written responses to an interview guide wrote:

Due to the cost of living, the most vulnerable must pay the highest prices at local stores, lacking a credit card or credit at all. Whereas other social classes have the necessary tools in place to be able to bulk purchase, bring in a huge sealift order every summer, order food directly from the south through the Food Mail Program, the poor are issued a voucher and asked which of the two local stores they wish it made out to.

This means the poorest have the least choice and chance for making their dollars stretch. The fact they are this restricted is also unethical and once again sends out and reinforces the message they

lack buying power and options which is crippling in itself. This should be changed or an innovative approach be put in place for people in their situation to be able to go through somewhere that will guarantee their Income Support payment and level the playing field for them regarding where and how they buy. Since food insecurity is a huge issue here in Nunavut, this would go a long way to ensuring more food is in the house.

Further to this a respondent stated:

Poor people cannot afford the sea lift or food mail because they do not have credit cards and of course cannot save enough money. They don't have the ability to lower the cost of food for their families. People don't have a voice and feel if they complain they will suffer further. There should be an outcry that this is not good enough. If poor people could get together and develop a cooperative food buying system there would be no need for food banks.

All of these concerns were summed up by a respondent who wrote:

A recent Circumpolar Conference, held last summer in Yellowknife, reported on research that 1/3 of all pregnant women in Nunavut lack enough food to eat. This means a new generation is already going without in the womb and being compromised.

The document titled *Nutrition in Nunavut: A Framework for Action, Government of Nunavut Department of Health and Social Services, 2007* outlines goals to reduce food insecurity and address issues of malnutrition. Although all of the goals are relevant to people who are vulnerable to food insecurity and malnutrition (i.e. Social Safety Net clients), a sample of those goals that are particularly pertinent include:

- ▶ **Goal 4:** Improve the nutritional status of infants, preschoolers and school aged children.
- ▶ **Goal 5:** More Nunavummiut will have sufficient nutritious food (without hunger) including both market and traditional foods.
- ▶ **Goal 7:** Support the development of evidence-based policies and approaches that will support healthy eating in Nunavut.

Implementing actions to achieve these goals is an ongoing process. In January 2011, the Territorial Nutritionist reported 9 vacant nutritionist positions in the communities. This situation delays the work necessary to achieve the framework goals. Activities such as supporting community members involved in providing the school breakfast programs, implementing policies and approaches that provide consistent nutritional guidance across the territory and ensuring adequate nutrition programs for people of all ages are compromised.

The difficulty in recruiting nutritionists may be related to several factors including Department of Human Resources workload, availability of qualified personnel, reluctance on the part of qualified nutritionists

to relocate to the territory, and lack of a made-in-Nunavut nutrition education program. Such a program could offer a basic diploma in nutrition with transfer status to a degree granting institution. It would be preferable that such an institution have programs related to Nunavut nutrition practices and provide course content on the most effective interventions.

Recommendation 9: In conjunction with Nunavut Arctic College, explore opportunities for developing and implementing a diploma in Nutrition Studies with transfer status to a Bachelor of Science in Nutrition program at a Canadian university.

The *Nutrition in Nunavut: A Framework for Action* document provides the basis for an effective nutrition program for Nunavut which requires professional skills and knowledge to implement. By educating Nunavummiut as nutritionists, there will be qualified personnel to fill vacant positions. Such nutritionists, educated in the territory, will have knowledge, skills and experiences specific to the North which greatly assist in assuring food security and adequate nutrition in communities.

ISSUE 10:

NEED TO FOCUS ON THE LEARNING NEEDS OF THOSE MOST AT RISK BY SUPPORTING ADULT EDUCATION PROGRAMS AND REMOVING PERCEIVED BARRIERS TO OBTAINING TRAINING AND FURTHER EDUCATION

The draft *Nunavut Adult Learning Strategy*, Government of Nunavut and Nunavut Tunngavik Inc., 2005) states:

Actions undertaken by the government to combat poverty and social exclusion can only have lasting effects if we improve the skills of the population – especially the skills of those individuals with the least education and training.

This statement is also supported in Tamapta:

Nunavut should have a wider range of options for education, adult learning and training. We need to recognize all types of accomplishments to empower our youth to take on leadership roles that reflect their personal aspirations and culture. Our goal is to have more graduates and to reduce the gap between unemployed people and job opportunities. Families will be encouraged to work with schools to find more ways to support students and help them continue learning.” (Tamapta, Action Plan)

Tables provided in Chapter 5 of this report related to employment statistics; show that Nunavut’s unemployment is 17.2%, which is more than double the national average of 7%. As of 2010, only 50% of the jobs in the Government of Nunavut were filled by Inuit. The rest of these Government of Nunavut jobs were filled by non-Inuit. The jobs are typically skilled jobs that require education. The Government of Nunavut had almost 900 vacant positions out of 3,910 in total. The goal of filling these jobs with qualified Inuit who live in Nunavut would have multiple long term benefits, including reducing the cost of unemployment on the Government of Nunavut as well as reducing the costs of the Social Safety Net.

One way to approach this process is to study successes in similar situations, for example the Osooyoos band under the leadership of Chief Clarence Louie:³⁶

Many of the people who work in our businesses are not Band Members. Non Band Members play an important role in the survival of our businesses. We need them now to support the survival of the businesses and foster the skills, knowledge and experience within our membership. Our young people need to develop the necessary skills so they can earn these positions in the future.

-Chief Clarence Louie (<http://www.oib.ca/profice.asp>)

³⁶ <http://www.oib.ca/profile.asp>

Many people in our interviews expressed the view that this is the right approach to making real progress in the real world based on merit and competence. There are no shortcuts to competence, people must be able to learn whatever it takes, and education and training are essential.

Tuition and supports for learning (for example, Financial Assistance for Nunavut Students) are an essential part of the Social Safety Net for many Nunavummiut. When part of social assistance can be converted into wage subsidies, tuition, or volunteer compensation, good things can happen as people become more able to manage risk in their own lives.

Adult education is an important part of developing skills for employment. Respondents recognized this but also identified barriers:

The neediest have literacy issues (verbal, written). They could benefit more if the process was easier for them to work through. The guidelines are too strict, so strict they are ineffective. Students already attending school/college need to have more support and with less complications.

The guidelines and rules are so strict that it takes so much energy and time for students to deal with the processes that it takes time away from their school work. The fact that they are in school is their first step towards moving outside of poverty, yet it is the very thing that keeps them from moving on.

The problem for young men is they often want to go outside rather than be in school. They can't survive off the land anymore so need to get an education. Some are taking the environmental technology program and it suits them well. They get to be on the land and have employment.

Financial Assistance for Nunavut Students must apply to upgrading. More mature students often decide they want an education and we need to make sure this is supported so they can ultimately be employed. We need to remove this barrier.

Many respondents had suggestions for programs that strengthen learning and living skills including:

- ▶ Offer cooking classes and budgeting classes for people - food for 7 is expensive and people don't know how to cook. Residents buy and eat fast and processed food far too often. This increases expenses and lessens nutritional value. In this situation knowledge is needed in order to eat well.
- ▶ Capability development has to be economically attractive, and the most vulnerable people must be helped to begin from wherever they are. Education is the answer.
- ▶ Develop a plan to fill vacant government jobs by Nunavummiut. Consider doing this by going beyond the provision of a basic level of Income Support and giving people access to training opportunities. They would then participate in the training required to enable them to take the available positions. More on-the-job accredited training should be supported.
- ▶ Consider redesigning adult education programs to develop options that work with people continuously in modules on flexible schedules. Avoid cut off dates that link eligibility for Income

Support to training enrolments. Focus on the desired training outcome and develop learning plans with people that work for them.

- ▶ Consider offering more courses for self-reliance, arts and crafts, and money management workshops to help people become more independent.
- ▶ Understand that labour mobility is important and provide programs and supports that prepare people to relocate successfully.
- ▶ Consider respecting the decision by some Nunavummiut not to travel away from their home to find work. Career counselling for these people should look at options that are consistent with their decision.
- ▶ In order to improve self-reliance, consider mentoring and coaching supports that enable Nunavummiut to develop and practice the necessary skills of daily living.
- ▶ Many Nunavut households produce goods and services for family use that are normally purchased as finished products in southern Canada. Because of its positive economic and social contribution, this form of self-reliance should be supported as part of the Social Safety Net.
- ▶ Provide home repair classes to public housing tenants which would then result in fewer costs to the Nunavut Housing Corporation and ultimately lead to reduced rents.
- ▶ Define what is successful. Not everyone will get a job so maybe success is being a good parent by providing nutritious food, handling emotions appropriately, supporting healthy activities. Programs that recognize and address this are important.

The Nunavut Adult Learning Strategy Vision states:

We envision a territory where learning and training build Nunavut based capacity, providing Nunavummiut with opportunities to effectively engage in the cultural, social and economic development of our territory. Nunavut will become a place in which our common goals are achieved through collaboration, cooperation and investment in our human resources.

This vision will be achieved when the most vulnerable have opportunity for training and education that fits where they are now and where they have the capacity to go.

Recommendation 10: Support education, training and career development initiatives

Fund the recommendations of the *Nunavut Adult Learning Strategy* and significantly strengthen learning, living and essential skills initiatives by offering programs in partnership with Nunavut Arctic College as well as other education and training organizations. Increased funding spent on adult education will reduce Social Safety Net costs for individuals and families by reducing the risks faced by vulnerable Nunavummiut and by contributing to equality of opportunity in society.

ISSUE 11:

URGENT NEED FOR ACTIONS TO ENSURE THE IMMEDIATE SAFETY OF CHILDREN AND YOUTH AT RISK

As noted in the recently released report by the federal Auditor General Sheila Fraser (March 2011), children in Nunavut are at risk. Children and youth in Nunavut are victims of violence and sexual violation well above national levels. Homes that have alcohol and drug issues are unsafe for children and youth who have no place to go during the day or night when difficulties break out. Currently, there are no designated safe houses in Nunavut communities. Children and youth seek refuge where ever they can find it. Some communities have no social workers and in those communities that do, social workers are often not getting the training they need and some are taking on the responsibilities of probation officers and corrections services. These issues are widespread and need attention. The related risks necessitate the provision of Social Safety Net programs for children and youth.

Respondents recognized this:

Inuit children are dealt with differently than in other cultures. The needs of the whole family are stressed more than the needs of the individual child. If children are removed from the family by Social Services, then the whole family needs support and treatment including support for the child upon return to the family. Also if women are abused, the whole family needs treatment including the abuser. Need services for this and support for the strong family unit.

There was alcohol, drugs and violence at home. We were hungry as our parents were drinking most of the time.

I would have to give my children away if I had no food. Now as it is I need to feed them first and sometimes I don't eat.

There are not enough resources. If we did not have the clothing bank some kids would not have adequate clothing. If we did not provide the food bags people would be hungry as we only do this once a week.

Young moms have many children. There are alcohol and drug addiction problems, domestic abuse and inadequate housing. So they sometimes do not have the energy or skill to access available services.

We have foster children from time to time and I saw 1 child for the first 5 days just eat, eat, eat. They are hungry and sometimes afraid the food will run out or they will get beaten up. Why are there so many problems?

The incidence of violence against women and children in Nunavut is 18 times the national average.

Educators have expressed difficulty in managing students and in keeping them engaged in educational programs when parents are not themselves engaged in the educational process and are not imparting the need for student focus and discipline while youth are in school. Respondents commented on a perceived lack of programs for youth:

For youth we need more activities. There used to be free drop in times at the gym. We could play basketball, volleyball and things like that. Now it is not open for some reason.

We have a young population that is growing. Cultural knowledge retention is an important issue and needs care and attention so young people know traditional values of independence, self-reliance and strength. Maybe create “on the land” programs for youth at risk and also introduce support for youth at risk to take part in sports. A single mom cannot afford hockey equipment and this program would be great for youth to build self-esteem, provide role models and make friends for life.

There is overwhelming evidence that vulnerable children and youth in all communities in Nunavut need more services to protect their immediate safety when their family situation puts them at risk.

Recommendation 11: Create safe havens for children and youth at risk

Create emergency community ‘be safe’ measures for children and youth including Safe Homes. Children require safe havens when conditions in their homes are dangerous for them. Active participation by community volunteers and child advocates can be solicited to champion community ‘be safe’ initiatives which best suit the needs of their communities.

ISSUE 12:

NEED FOR LEADERSHIP IN ADDRESSING SERIOUS PHYSICAL, SOCIAL AND MENTAL HEALTH ISSUES THAT REQUIRE SUPPORTS AND SERVICES THAT FAR EXCEED CURRENT OFFERINGS

The leadership that has been demonstrated in the development of the Tamapta Vision, which clearly highlights the commitment to supporting Nunavut's citizens most in need is commendable. The establishment of the Social Advocacy Office and the Nunavut Anti-Poverty Secretariat is also a demonstration of significant leadership in the area of social safety.

Our conversation with Nunavummiut revealed a widespread awareness that traditional independence is being weakened, and that current trends are creating a more and more dependant society and an ever-growing sense of entitlement. This awareness, however, is being expressed by a population which has a rich and glorious legacy of strength, ingenuity, initiative, independence and communal effort and support. The fact of this awareness, expressed in Tamapta, is a sign of continuing vitality and hope.

Therefore, Social Safety Net programs have to be provided, but in a way that builds independence to the greatest extent possible. Our conversation with Nunavummiut has revealed two key findings:

1. **The Government of Nunavut has important decisions to make now:** it can choose to continue the current Social Safety Net delivery model or it can take a new approach and change how basic entitlements are delivered to vulnerable people.
2. **This is a time for continued leadership:** Nunavummiut are losing their independence and deserve better access to opportunities for education, health, housing, and employment that reflect societal values of cooperation, self-reliance, respect and hard work. Leadership is needed to model and call for a positive service ethic. People are critical of their public servants. This is also documented in The Report Card. Many of the people interviewed in our conversation indicated that Government of Nunavut program staff don't have the service ethic that is required to ensure that people receive good service. There is a need to better train and support service providers so they are competent in their jobs. There is a need for leadership to set high expectations.

Many respondents addressed this issue:

We need people and departments who think out of the box – something like a Department of Innovation and Imagination. We should be imagining how to make things work better for the people.

Sometimes middle class people say "I am an Inuk too. Why can't I have all the things the others do who don't work for it"? We need to help those who cannot help themselves and this is our tradition of sharing which is changing. We need to help those who are hungry and for whatever reason can't feed themselves. We need to do this and not only look to ourselves.

Community leaders need to step up and support programs such as school breakfasts. If this is driven by the community then it is self-reliance and independence building. The leaders need to be good examples.

Everyone needs to feel like “that’s my government”. The Government of Nunavut needs to consult more with the people and base decisions on that consultation.

Many respondents, including Government of Nunavut program directors and providers, community agency personnel and Social Safety Net clients, are skeptical of reports and studies. They perceive that there may be good recommendations, but reports just “sit on the shelf”.

An issue that is a strong example of strong leadership needed now is Fetal Alcohol Spectrum Disorder. This is a health concern that has long term and far reaching impact on Nunavut. Strategies as outlined in the Developing Healthy Communities: A Public Health Strategy for Nunavut are seen as very important. Continued emphasis on education and expanded funding for programs that promote healthy pregnancies and support people with Fetal Alcohol Spectrum Disorder were stressed by respondents. Strong feelings about this are evidenced in the following quote:

Children born with Fetal Alcohol Spectrum Disorder face a lifetime of difficulties. Many become the clients who access Social Safety Net programs. This situation is preventable. Dealing more effectively with this issue can actually be one of the most proactive and preventative measures that can be taken. Much more has to be done.

Continued support for initiatives that improve the social and health status of all Nunavummiut is required as is support for new initiatives. Such initiatives include:

- ▶ Programs aimed at reducing the incidence of Fetal Alcohol Spectrum Disorder.
- ▶ Programs that support healthy pregnancies.
- ▶ Programs aimed at reducing violence and abuse.
- ▶ Smoking cessation programs.
- ▶ Alcohol and addictions treatment programs.
- ▶ Healthy eating initiatives.
- ▶ Programs aimed at suicide prevention.

These initiatives should be promoted and modeled by Nunavut leaders including elected officials.

There is a strong sense that the time for action is now. It is felt that if this does not happen current conditions will deteriorate further and the numbers of those at risk will increase.

Recommendation 12: Demonstrate social safety leadership

Continue to support and implement initiatives that improve the social and health status of all Nunavummiut. Recognition of the problems related to the Social Safety Net is the first step. Formal and informal leadership within governmental and non-governmental organizations must discuss the issues and solutions openly and vociferously. Leaders of all descriptions, not just Government of Nunavut leaders must act as role models and challenge their respective constituents to join the movement to reduce the occurrence of negative social issues. Solutions need to be encouraged and supported.

ISSUE 13:

NEED FOR IMMEDIATE AND SUSTAINED ATTENTION TO HOUSING ISSUES

Housing for Nunavummiut at all economic levels is a dominant and pressing issue. Respondents expressed this very clearly:

I have been on a waiting list for a house for 7 years.

Housing is a big issue in this area. Even working folks may not have a good credit report and it is so hard to get a mortgage. So it may be that people can buy a house but the cost is so much for private housing so then there is no demand. If you are on Income Support you may have better housing than a working family. You may be living for \$60/month in a subsidized 3 bedroom house. There are also unscrupulous renters abusing the system. They know there are rent subsidies so they take advantage of that and then rent scales are inflated.

Public Housing is a mess. People do not take care of apartments and a fortune is spent fixing them up all the time.

Tenant to owner program is not really active now. It was a program that was attempting to help people buy the public housing they had lived in for several years. But people wanted new housing so this program not so popular.

There is housing down payment assistance for all who qualify. There is a maximum salary above which you are not eligible for this program.

In Public Housing tenants pay .06 cents per kilowatt hour for energy. So this keeps them warm and they have lights.

In Nunavut the towns are small and people notice if someone is falling through the cracks. There was a family living in a tent and this was noticed and they were taken care of.

There are homeless here in the sense of people who stay with others – couch surf - but no one is out in the cold.

Housing and overcrowding need to be addressed. People can't be positive if they have nowhere to live or are living in crowded conditions.

Information provided by the Nunavut Housing Corporation indicates that 4% of the population identify themselves as being without a home, and half of the entire population of Nunavut report significant overcrowding far above the national average.

The Nunavut Housing Corporation has a Homelessness Initiatives Grants and Contributions Policy which governs the administration of the territorial homelessness funding which has an annual budget of \$400,000. This funding is used to assist agencies responsible for sheltering services for people who are homeless.

The interdepartmental Subcommittee on Homelessness is developing a Government of Nunavut Homelessness Strategy to assist the government in making sure investments are deliberate and effective in responding to the sheltering needs of those who cannot otherwise access safe, affordable and secure housing. The scope of the strategy is to include not just the provision of physical structures as shelters, but also supports such as addictions counselling, mental and physical health supports, programming such as life skills and job preparedness, and services such as clothing and meals. Strategies are required to address the causes of homelessness, and to enable shelters to become transitional housing with the end goal of sustainable and secure housing.

Respondents also commented on an issue of inequity related to housing. If Income Support recipients can access Housing Corporation housing then their income reflects that they receive a small amount of their actual housing subsidy as income which equals their rent. This procedure prevents their taxable income from including the actual amount of the subsidy. If however, there are no housing units available through the Housing Corporation, then the Income Support Program may assist an individual to rent a unit on the private market. Their income reflects that they receive a significant subsidy equal to the amount of that private market rent. The attribution of this cost as their income makes a huge difference in the individual's ability to access needs-based federal programs.

Inequities exist that are beyond the control of the individual on Income Support to address. Officials within the Government of Nunavut and possibly the Government of Canada will have to work to ensure that this inequity is eliminated in order to be fair to all.

The lack of availability of Housing Corporation units for all low income families is creating difficulties for citizens to advance to greater levels of independence. Overcrowding is a barrier to self-reliance. Space is needed for an independent lifestyle. All sorts of problems and social issues are made worse when individuals and families are forced to live in overcrowded and challenging conditions.

Recommendation 13: Seek Solutions to Housing Issues and Challenges and Support Improvements.

To alleviate ongoing issues like homelessness, overcrowding, and rental unit repair costs, explore such strategies as:

- ▶ Establishing family violence shelters and/or safe homes in every community in Nunavut.
- ▶ Establishing more emergency homeless shelters for both men and women.
- ▶ Developing a private housing market.
- ▶ Making orientation to housing and housing maintenance training programs part of public education, but also conditions for acceptance as a public housing tenant.
- ▶ Working with the Government of Canada to remove inequitable rental subsidy taxation rules.

ISSUE 14:

NEED FOR LOCAL PROGRAMS THAT TREAT THOSE SUFFERING FROM MENTAL ILLNESSES

The prevalence of mental illness is high and is on the rise in Nunavut. There is a strong need to increase trained professionals at the ground level to meet the diverse and extensive needs of those vulnerable persons with a severe and persistent mental illness or emotional disturbance. The continuum of mental health care has various access points. There is a need to transform understanding of mental illness. This can be achieved by the recognition of diversity, social acceptance and inclusion, mental health literacy, and an enriched range of supports and services. The knowledge base needs to expand to include experiential knowledge, traditional knowledge along with medical/clinical and social science knowledge.

Many respondents stressed the need for a full range of mental health services to be provided in Nunavut. Such services include mental health promotion programs, mental illness treatment centers, increased counselling services as well as alcohol and addictions treatment centers. Currently, those with mental illnesses such as addictions need to leave the territory for treatment. As one client awaiting transfer to an addictions treatment center in Ottawa stated:

I would like to have a program in Iqaluit where I could get treatment and work with a group to get rid of my anger.

It has been reported that plans for new alcohol and drug treatment centers are underway. The lack of such centers has encouraged creative client responses such as:

Counselling is hard to access especially crisis counselling for people trying to get free of addictions. If you need help right now it is not there. I have a friend who cleaned up a lot. He did this partially by getting counselling when he needed it by saying he was suicidal. He wasn't but that was the only way to get help when he needed it. He tells other people now to do this too.

Services for those with mental illnesses other than alcohol and addictions were also seen as lacking. The following quotes exemplify this concern:

Need to address issues of mental wellness, then lots of other things will fall into place. An example is spousal abuse. The man himself is most likely dealing with past trauma. It is a vicious cycle. Need to deal with overall issues underlying problems. If you do this then some people are enabled to do a lot more. Not enough people are shouting "do more for the mentally ill".

There is always overlap for mental health. No one cares about their physical health if they are not well mentally. You can see people who are not mentally well – they become thin, and seem debilitated. Counselling is hard to access especially crises counselling. If you need help right now it is not there.

Healing programs need to be more effective and need to reach people as they suffering and hurting.

The Suicide Prevention Strategy (Suicide Prevention Working Group, 2011) describes the experience of Inuit people and sets current mental health issues in context:

The trauma experienced firsthand by Inuit in the settlement transitional period has had an immense impact on all following generations, as many Inuit who were negatively affected in this period did not ever heal. This unresolved trauma compromised their ability to cope with stress in a healthy manner. Negative behaviour often followed in the form of alcohol abuse, sexual, physical, and emotional abuse, child neglect, and violent crime. It is important to note that elevated suicide rates emerged within the first generation of Inuit youth who grew up in communities. In the absence of an adequate healing process, a continuous cycle of trauma has been created, which has been passed from generation to generation. This is referred to as the intergenerational transmission of historical trauma.

Recommendation 14: Enhance support for Nunavummiut with mental health issues

Enhance development of mental health programs for those suffering from mental illnesses. Such services include mental health promotion programs, mental illness treatment centers, increased counselling services as well as alcohol and addictions treatment centers.

Increase support for and implement appropriate recommendations from mental health strategies, Fetal Alcohol Spectrum Disorder Strategy, the Suicide Prevention Strategy including the creation of treatment centers.

Support traditional and non-traditional healing practices that help people help themselves.

ISSUE 15:

NEED FOR FURTHER RESEARCH RELATED TO THE INCLUSIVE GROWTH IN NUNAVUT

There are two areas the project team has identified as worthy of further study. They are presented below.

1. This project has presented details for the programs and services conceptualized as those that

... provide benefits, services and supports designed to ensure people do not lack the basic necessities of life including food, shelter, physical safety, health and a minimum level of financial resources – the Social Safety Net.

Programs conceptualized as social and educational development and those conceptualized as individual and family economic development have not been examined in detail. To further the work begun in this project, examination of all these programs will provide a more complete picture of inclusive growth programming in Nunavut.

2. Exploring universal benefits as an approach to ensuring services exist for the most vulnerable may be worthy of further study.

Social safety nets as a public enterprise have been developed in response to the disappearance of traditional familial and local community practices for helping people in need. Restoring these systems of support can become a goal of government policy. This can be facilitated by developed family and community benefit programs that are based on social cooperation that is efficiently managed within these smaller groups.

Nunavut faces the challenges of the modern erosion of traditional social protection and the increasing necessity for publicly funded social security. As the government becomes more involved in providing Social Safety Net programs, there may be an opportunity to strengthen more traditional social mechanisms by providing individuals in need with a basic level of benefits that protect them from immediate harm and enable them to take advantage of opportunities much the way families used to take care of their own members in a basic way while helping them improve their lives or contribute as they are able to.

When there is equal treatment of people, i.e., universal entitlements are well defined and people don't need to struggle to claim them, there is a greater likelihood that social cooperation between people can develop along natural rather than program driven lines. People can help each other work together more cooperatively to manage risk when they have access to the same basic levels of support.

Social programs that are both public and universal may help avoid the poverty traps associated with means-tested policies that are referred to in the literature.

The literature review indicates that universalistic welfare states are more redistributive, thus provoking debate about how to afford welfare that is public and universal. A society must be willing to spread the wealth by transferring income from the highest earners to the lowest. In Nunavut an affordable solution must be found that is in line with Inuit societal values.

A useful exercise may be to assess the desirability and feasibility of a public generous and universalistic Social Safety Net that satisfies the call for leadership to govern in line with Inuit societal values. In this model, everyone is eligible for the same basic supports with no monthly tests of eligibility, thus eliminating the costs and effort involved in determining eligibility for specific benefits. Only a general test of need would be involved, and a package would be offered to address food, shelter, and basic income. All of the various benefits (food, fuel, shelter, access to education, healthcare/treatment etc.) would be addressed in one intake process that could be scheduled to fit the life circumstances of each individual client.

This model is similar to the way the Income Support for senior citizens works. The Old Age Supplement is given universally, and then taxation achieves redistribution where individuals are above a certain income level.

Recommendation 15: Conduct Future Research

Conduct further research into areas that came to light during this project, but that were beyond its scope. These include:

- ▶ Conduct a comprehensive evaluation of individual Social Safety Net programs and services that have been identified as part of the Inclusive Growth Model in this report.
- ▶ Conduct a detailed review of programs and services within the Social/Educational and Individual/Family Economic areas of the Inclusive Growth Model.
- ▶ Explore the concept of universal benefits.

This chapter has presented recommendations for the issues which were identified that arose from the findings. The findings included information gleaned from Government of Nunavut programs and personnel, non-profit agencies programs and personnel, the literature review and client experiences. The recommendations are grounded in the experiences of clients and suggest actions to improve Social Safety Net services for the most vulnerable in Nunavut.

Chapter 8: Conclusion

When the territory of Nunavut was created, there was a commitment to doing government differently and in a way that reflected Nunavut societal values. This commitment is reconfirmed in Tamapta. The project team kept this in mind when doing the project research, documenting findings, identifying issues and developing recommendations.

To facilitate the process of identifying Social Safety Net programs, the project team developed working definitions of such programs. These definitions led to the development of a Nunavut Inclusive Growth Model which assisted in the organization of programs into three areas. These areas include Social and Educational Development Opportunities, Social Safety-Net Programs, and Individual and Family Economic Growth Opportunities. The programs, identified as meeting the needs of the most vulnerable, were those included in the Social Safety Net area and were the ones studied in detail by the project team.

Based on findings gathered from government documents and program personnel, non-government agencies, community members and Social Safety Net clients, issues and gaps were identified. Recommendations were developed to address the issues and gaps.

The recommendations focus on providing overall coordination of Social Safety Net programs, structuring such programs so they work together to meet the needs of the most vulnerable, and increasing the role of non-government agencies in the provision of social safety services. The recommendations also focus on improving communication at every level related to social safety, the need for continued community and territorial leadership in addressing serious social issues, and the need for integrated information management systems to improve program provision, evaluation and planning.

The Nunavut Inclusive Growth Model is designed to provide a holistic response to the needs of individuals at risk. In this model, protection for the most vulnerable is not a detached function, but a component of a client centered approach to social inclusion and equality. The message from the stakeholders who were interviewed for this project was that while “you are responsible for your life”, your government is responsible for providing opportunities fairly and meaningfully. Social Safety Net benefits should be available in Nunavut for those who need them, and there should be no duplications or gaps in programs and services that help people on their way to greater self-reliance. Opportunity can be distributed evenly by combining education with supports for living and for living skills. The role of government is to ensure that opportunity and access to self-development are universally available in ways that fit people’s actual circumstances. This is particularly true for the most needy and vulnerable people.

Envisioning a society where the most vulnerable are supported in a respectful and caring manner is the vision of Tamapta. Actions that support this vision have been recommended in this report. Leadership at the individual, family, community and territorial levels is needed to improve the social situation for those most in need. It is hoped that by implementing the recommendations in this report, social safety services will become social inclusion services for all Nunavummiut.



[DRAFT Literature Review]

Social Safety Net Review :: Nunavut

Prepared by:
Genesis Group
January 27, 2010

TABLE OF CONTENTS

SSN Literature Review Summary and Recommendations	4
Summary and Promising Practices from Social Safety Net Literature Review	4
Introduction	5
Guiding questions	5
Purpose and scope.....	6
Search terms.....	6
The Tamapta Vision	6
Part One: Overview of the Literature	8
Concepts and Terminology	8
Terminology and Principles	9
Metaphors and their limits	9
Social Safety Nets in Practice	10
The welfare state	10
Social welfare policy	12
Poverty policy	12
Conceptualizing Social Safety Nets	14
Hierarchy of needs and vulnerability.....	15
Medical analogy of triage	17
Social exclusion.....	17
Working definitions.....	19
Positive and promising practices.....	21
Poverty.....	21
Poverty Reduction	21
Four different conceptions of welfare.....	22
Characteristics of a well designed social safety net.....	23
Problems, challenges, opportunities	27

Part Two: Selected Documents 30

 Government of Nunavut 30

 Government of Canada 32

 Provincial poverty reduction strategies 34

 Foundations and Best Practice 39

Documents Consulted 67

 Government of Canada 67

 Provincial poverty reduction strategies 67

 Government of Nunavut 67

 Foundations and Best Practice Research 69

SSN LITERATURE REVIEW SUMMARY AND RECOMMENDATIONS

SUMMARY AND PROMISING PRACTICES FROM SOCIAL SAFETY NET LITERATURE REVIEW

The literature review indicates that developed countries with social safety net programs believe these programs and services are an investment in the future. They not only protect the people most at risk, but also contribute to a stable and just society, one that is capable of offering equal opportunities for development to all.

PROMISING PRACTICES FOR WELL DESIGNED SOCIAL SAFETY NETS

1. A combination of different ways of helping will be the best way to serve the people who are most at risk: A social safety net system will work better when everyone understands that social safety nets are never the whole answer to poverty reduction. No one way of helping people in need, will remove all of the things that can cause people to need help. A good social safety net will respond first to the most important threats that can cause people to become too poor to pay for what they need.
2. Social safety nets will have two ways of helping people. They will protect people from immediate harm and they will help people work towards a better future, for example, by giving them opportunities for education and ways to earn an income.
3. Social safety nets will allow the people most in need to get all of the things they require to stay alive and be healthy in one simple process. This process will be based on the right that anyone has to claim basic support from their government when they can't support themselves. This process can be strengthened when an advocate makes sure that a person or family gets everything they qualify for, no more and no less.
4. Social safety nets will be ready for times when the economy is poor by having money set aside in advance to meet increased demands for help. Best practice is for 1-2% of GDP in developing countries to be invested in social safety net programs. In times of high unemployment a social safety net is most needed.
5. Social safety net programs that provide basic needs at a minimum level for everyone makes things more equal between people. Most studies conclude that targeted, means-tested policies create strong poverty traps. These programs can cause disincentives for individuals to improve their situations through education and employment.
6. Social safety net programs will be connected with each other so they all work in the common direction of helping people and families become more able to afford everything they need.

INTRODUCTION

This literature review is one element of the Nunavut Social Safety Net Review being undertaken by the Genesis Group for the Government of Nunavut Department of Community & Government Services, on behalf of the Department of Executive & Intergovernmental Affairs (EIA) Office of Social Advocacy.

The literature selected for review includes a representative cross section of academic and government documents. This exercise does not yield a single best practice, but rather identifies concepts and terminology that support positive or promising approaches to practice that may deserve consideration for the optimization of social safety net programs in Nunavut.

GUIDING QUESTIONS

Nunavut, along with other jurisdictions in the developed world, faces significant challenges in defining the role of government in providing the most vulnerable citizens with the means to address their basic needs. All of the reviewed literature reinforces the observation that the challenge to provide a social safety net that is integrated, comprehensive, and sustainable is ongoing and universal across the globe, and Nunavut along with Canada are not exceptions.¹

It is useful to review the literature on poverty reduction and social safety with questions surrounding the best way for organizing a society clearly in mind.² Reasonable people can disagree about social organization and public involvement in social safety nets. The economics and politics of social organization are central to questions about income distribution, livelihood promotion and protection, and the role of government as a protector of a basic right to the necessities of life.

In the context of *Tamapta* and Inuit societal values, the development of policy for welfare, poverty reduction, and social safety will challenge the GN to define its role. The task of locating the most relevant information for answering these economic and political questions is guided in this review by four questions that cut across disciplines, political and economic ideologies, and conceptions of social welfare and individual rights. The reader is encouraged to 'start from scratch' in an effort to build a proper foundation for promising social safety net practice in Nunavut by asking:

1. What distinguishes a successful social safety net system from a collection of social safety net programs?
2. What should a successful social safety net be expected to accomplish? What should it not be expected to accomplish?
3. How should Inuit societal values inform the design of social safety net programs?
4. How should the relationship between poverty reduction and social safety net programs be developed?

¹ (Esping-Anderson 2001), (Ferge 2001) (Riley 2001)

PURPOSE AND SCOPE

These questions support a wide scope that will capture a sampling of approaches and issues that relate to the design of effective social safety nets anywhere in the world. Selections have been chosen from many disciplines and from developing countries as well as developed countries and other Canadian jurisdictions to supplement documents produced by and for the GN in the recent past.

The review is in two parts. Part One seeks to clarify the concepts and vocabulary that occur in discourse about social safety nets in general, and in discourse about poverty reduction and social safety in Nunavut in particular. Part One is a summary and synthesis of the findings taken directly from documents included in Part Two.

Part Two is intended to serve as a resource for researchers, and policy developers. Part Two presents findings taken from selected documents. The comments attached to some selections are intended to link the material to the Nunavut context by extracting ideas and observations that can serve to guide positive and promising practice.

SEARCH TERMS

The documents chosen for Part Two represent a cross section of what is being written across many disciplines that have relevance for social safety net design and implementation. Each document includes a bibliography that may serve as a portal to additional resources from many disciplines including: public administration, international development, social and political science, philosophy, government and public administration, commerce, sociology, economics, decision theory, psychology, education, and social work. The following terms were combined with "social safety net" to identify literature for this review.

- Best practice
- Social safety
- Social risk
- Social inclusion
- Social exclusion
- Economic development
- Poverty reduction
- Policy
- History
- Welfare
- Program
- Design
- Evaluation
- Models
- Developing countries
- Developed countries
- Finances
- Principles
- Practices
- Administration
- Organization
- Legislation
- Politics
- Security
- Quality of life
- Equality
- Risk
- Canada
- Nunavut
- Government of Nunavut
- International
- Entitlement
- Standard of living
- Human capability
- Social capital
- Social investment

THE TAMAPTA VISION

In Nunavut the Tamapta Accord recognizes the close relationship between poverty reduction and the reduction of demands for social safety net programs. There is an awareness that meeting basic needs on an emergency basis in order to protect people from harm may only provide short term or 'symptomatic'

solutions for larger problems, and these measures may even detract from addressing longer term needs for self sufficient risk management on the part of vulnerable Nunavummiut.

The Tamapta vision implies that a successful response to a basic need will not only 'catch' a person and save them from harm, it will also act as a springboard or 'trampoline' that can launch them in the direction of an increased ability to meet their basic needs on their own with reduced dependence on government.³ A social safety net should integrate a variety of programs that are designed to contribute to this outcome. Ideally, there will be a spectrum of services to meet all types of basic need and to manage risk in the lives of vulnerable people. Poverty reduction is both a goal and an indicator of progress towards the tamapta vision.

The Tamapta vision can be read as an expression of confidence and generalized cultural trust that some researchers identify as a foundation for the willingness to offer universal benefit programs in a society:

Uslaner (2002, 2004) argues that the mode of trust (Generalized Trust or Particularized Trust) found in modern societies is determined by the cultural basis of a country rather than by government policies and institutional setups. Furthermore, both types of trust are learned early in life from parents and school, and they are largely stable throughout life. In fact, parental trust can be traced back to grandparents' trust and yet further back, suggesting deep cultural roots. (Jensen 2011)

The GN functions in a larger welfare state context. As a government charged with the welfare of Inuit as a primary goal, the creation of a social safety net fits well with an agenda of income redistribution based on Inuit societal values. However, the funding of many social safety net programs depends on externalities such as funding from the government of Canada for social programs and the state of the economy in general. The challenges relating to poverty reduction may require changes and possibly radical rethinking of the role of the GN in providing the basic necessities of life, redistributing income, and in building a 'mixed economy of welfare'.

³ p.8, 11, 14, Tamapta

PART ONE: OVERVIEW OF THE LITERATURE

CONCEPTS AND TERMINOLOGY

"The complex nature of poverty requires a multi-dimensional approach. The government and nongovernmental sectors need to work together to develop an innovative network of coordinated programmes and services to include health and wellness, as well as skill and knowledge development. The integration of programmes and services will support, direct and encourage individuals to become self-reliant and realize their full potential as contributing members of society." (Breaking down the barriers, GNWT, 2007 p.2)

"Best practices for addressing poverty point to a broad, integrated approach that engages community partners as well as all orders of government." Reducing Poverty: an Action Plan for Newfoundland and Labrador, Government of Newfoundland and Labrador, June 2006, vi)

These quotes from neighboring jurisdictions are representative of the wider literature on poverty reduction and social safety in developed countries around the world. Nunavut is surrounded by statements that describe best practice in similar terms, and the Tamapta mandate endorses these ideas as well.⁴

However, selecting well defined terminology for the design of promising social safety net practices turns out to be a complex task given the many approaches argued for in the literature for reducing it, and the variety of ways to organize a society in order to provide for the basic needs of its citizens.

The literature also reflects an ongoing debate about the justification and outcomes of social safety nets:

"... 12 years after the 1990 World Development Report advocated transfers and safety nets as the third prong of the 'new poverty agenda', many policy-makers and academics remain unconvinced. Social safety nets are regarded by neo-liberal critics as fiscally unaffordable compensatory mechanisms that make no effective contribution to sustainable poverty reduction, and by left-wing critics as token handouts to make harsh neo-liberal reforms politically palatable, or to avoid taking real actions to redress the structural causes of poverty and vulnerability." (Devereux 2002)

In this climate a literature review can be helpful by identifying the concepts and issues that surround choices of terminology in the context of ongoing debates.

TERMINOLOGY AND PRINCIPLES

There appears to be no consensus in Nunavut about what counts as a social safety net program, and this mirrors the situation found in the literature. Interpretations of what programs to include in a model of social safety net provision, can be broad or narrow along parameters that include: public/private, universal/discretionary, individual/group, short term/long term. Social safety itself, along with the related notions of social risk management and social inclusion, can play a major or minor role in overall social policy.

However, there is consensus both in Nunavut and in the academic literature, that publicly managing the risk associated with meeting basic needs is a complex undertaking, especially if the goal is to address root causes rather than to only relieve immediate symptoms. (Tamapta) (Devereux 2002)

There is also consensus that national fiscal retrenchment can and will affect the social safety net in Nunavut:

The fact that economic downturns make it more difficult, and also more urgent, for developed countries such as Canada to maintain adequate social safety net programs can affect policies of income redistribution and assistance to the needy such that only a portion of the most needy receive help at the very time when help is most needed. (Kneebone, 2007).

If the goal in Nunavut is to help *all* of the most needy people, as suggested in Tamapta,⁵ this will require a framework for a durable social safety net that is in line with Inuit societal values and real economic conditions. Concepts and terminology must be chosen carefully from the literature and adapted for solidarity and agreement about the meaning of Inuit societal values as they bear on the design of an integrated social safety net in the contemporary situation faced by Nunavummiut.

METAPHORS AND THEIR LIMITS

Discourse about social safety and poverty reduction includes popular images such as “safety net”, “poverty trap”, and “welfare wall”. On one level these are helpful condensations of thought that give rise to related ideas such as “social springboard”, “escape from poverty”, and “climbing out of poverty”. However they can also connote unfortunate or unintended meanings as well. “Safety net” can suggest an accident that puts a person at risk just as a trapeze artist is at risk when failing to complete a leap or stunt. The notion of ‘falling’ begs the question as to why someone is at risk. Practicing to perform, assuming risk, and other ideas that come with circus imagery, may not be appropriate for understanding the nature of social risk management in Nunavut. The literature is replete with standard metaphors in discourse about social safety in welfare states. The following discussion, while observing current usage, will also seek to maintain a critical perspective towards any distortions or oversimplifications that may require corrective thought.

⁵ p.8 "We should all have what we need", p.10 "Reduce Poverty"

SOCIAL SAFETY NETS IN PRACTICE

Key findings from studies reported by the World Bank are:

1. Within OECD countries two models can be identified.
 - a. The Social Safety Net-dominated, or Anglo-Saxon model, found in the US, UK, Australia, New Zealand, and Canada. In these countries, there is less reliance on social insurance instruments (pensions, health, unemployment insurance), and greater use of targeted support to deserving poor.
 - b. The residual SSN-model, found especially in continental Europe. Specific for continental Europe is the substantial role played by social insurance instruments.

In this second model, the net is woven based on universal/generous family benefits and residual means-tested programs for the poor (the net of last resort).

In practice, Nunavut may be positioned somewhere between the two prevailing models, and a review of practice from the standpoint of Inuit IQ and Inuit societal values may suggest that the European residual SSN-model (2) is more in line with collective values that are important for Inuit. The key feature of universality of benefits geared to families/households that are adequate to meet basic needs can be regarded as a modern substitute for traditional family support systems in traditional societies such as the one Inuit experienced only a few generations ago. (World Bank SSN Primer #25m 2006)

2. Canada is one of 13 countries that use means testing for family benefits, while 17 countries do not. The fact that many (more than half) of the developed countries in the OECD have universal family centered benefits may be relevant to an in depth review of social safety and poverty reduction in Nunavut.

Bearing these different models in mind will be useful in the quest for a common framework of concepts and terminology in the following sections of this review. In Nunavut, just as in other jurisdictions, the requirement is for terminology that adequately captures the choices that are involved in determining welfare state philosophy, social welfare policy, and poverty policy. Key findings from the literature relating to these foundations are discussed next. (World Bank ssn primer #25m 2006)

THE WELFARE STATE

Nunavut comes under the definition of a developed welfare state that is able, along with the rest of Canada, to provide social protection to its citizens in line with generally accepted definitions of welfare, or living well according to an acceptable standard. Nunavut is not among the poor countries of the developing world.

Among the world population of 6 billion, less than a quarter have access to formal Social Protection programs, and less than 5 percent can rely on their own assets to successfully manage

risk. Meanwhile, eliminating the poverty gap through public transfers is beyond the fiscal capacity of most developing countries. (Holzman 2001)

One overview of the welfare state concept observes that such a standard, ..." is based on the very basic assertion that life itself is an essential element of any human being's welfare, for example, and the means of basic subsistence, including food and shelter to some minimal extent, can be viewed as vital sources of human welfare whose provision should be guaranteed by government, as in the term 'welfare state.'" (Riley 2001)

This philosophy of welfare places a responsibility on governments that can serve to justify the maintenance of a social safety net as part of the 'welfare state' as is the case in Canada and in Nunavut. However there are political dimensions to this philosophy. A summary of the political spectrum can be found in the literature:

The political right perceives poverty as an individual rather than a social problem, attributing its causes to the variations in individuals' merits and achievements.

Neoliberals may accept state intervention in the form of a well-targeted safety net for the truly needy. The political right usually regards poverty policy as the only acceptable type of social welfare policy.

In a left perspective, poverty is considered as the outcome of social inequalities generated by the economic, political, and social power structure, by the unequal distribution of all the forms of capital. Poverty policy is seen as a must to alleviate immediately the lot of the poor by means of public redistribution. (Ferge 2001)

Esping-Anderson (2001) notes that:

"The presence of a set of social policies does not automatically imply a welfare state which, following Marshall (1950) implies social entitlements as a matter of citizenship, comprehensive risk coverage, commitments to full employment, and active reduction of inequalities."

The implication is that a country can have social policies and yet not be a welfare state in the fullest sense. Furthermore, the term 'welfare' can have a different set of connotations in American English. *"'Public Welfare,' as understood in the USA, excluded the elements of social insurance, with its claims to benefit as of right, which were so prominent in the British construction of the term (Lindeman 1937). 'Welfare state,' once imported from Britain, thus carried a stronger association of paternalism (Skocpol and Ikenberry 1983)."* (Hennock 2001)

Nunavut can definitely, and perhaps proudly, see itself as part of a global community of societies trying to implement social welfare policies where,

"The welfare state project was never and nowhere fully successful" (6). However the practice of "public responsibility for all-encompassing social security" has produced positive and promising results around the world. The goal should be to make poverty policy increasingly marginal as the development of broad social welfare policies are increasingly successful in reducing social inequalities (social exclusion)." (Riley 2001)

All of this can be put into the historical context of post world war two social policy development in England:

The seminal document founding the idea of the Welfare State was the Beveridge Report. The experiences of World War II, a widespread appeal of left ideals, and the enforced competition with the 'communist' world in Central and Eastern Europe triggered all over Western Europe the development of social protection, increasingly underpinned by labor law and social law. (Ferge 2001)

SOCIAL WELFARE POLICY

The literature on social welfare policy is guided by two overarching questions: One, how do we explain the rise of welfare states and their diversity? Two, how do variations in policy design affect welfare distributions? (Esping-Anderson 2001) (Riley, 2001)

Two key findings deserve emphasis in the context of this review:

A less obvious finding is that welfare states targeted to the truly needy do not result in more poverty reduction than does the universalistic approach to social protection (for a review, see Gottschalk and Smeeding 1997). (Esping-Andersen 2001)

A universalistic approach to benefits may be just as effective as targeted programs that are means tested. Closer to home, Kneebone (2007) found that in Canada:

Reductions in the real value of social assistance benefits have had a relatively small influence on the fraction of the population collecting social assistance. An implication of this relatively small response to a substantial change in benefits is that policymakers need not worry unreasonably that increasing the real value of the benefits paid to those on social assistance will cause a flood of new applicants. (Kneebone 2007)

This finding provides support for those who advocate increases to income support and other safety net benefits in Nunavut in response to critics who may argue that a flood of new applicants would be one of the unintended outcomes.

POVERTY POLICY

Poverty policy or the politics of poverty is a constituent element of social policy. The *World Development Report 2000/01 on Attacking Poverty* focuses on three concepts – opportunity, security, and empowerment – which are taken to be necessary for sustainable poverty reduction (World Bank, 2000).

These concepts can provide the goals for a variety of poverty reduction policies. Political positions are associated with every poverty policy.

Poverty policy is informed by public policy in general or social welfare policy in particular. These policies are by their very nature ideologically loaded. The political labels to be applied may be debated. For the present purpose the conventional political categories of conservatism, liberalism, and social democracy appear useful. (Ferge 2001)

Several sources locate social safety net programs not only in relation to poverty reduction, but also, and ultimately, as part of public policy relating to all aspects of social welfare, and indeed, central to an inclusive growth model. (Ali 2006, Ferge 2001, Hennock 2001)

The Tamapta Mandate calls for the reduction of poverty as a priority within social policy. Poverty is a public issue in Nunavut, and the literature suggests that interventions by the government will be more effective when they are based in a common policy framework that locates social safety as part of a larger poverty reduction plan such as that being undertaken by the GN.

A generalization of the vision given in Tamapta can be found in several documents (Grosh 2008, Holzman 2001, Osberg 2010). Ferge is representative:

Poverty policy is seen as a must to alleviate immediately the lot of the poor by means of public redistribution. The prevention of the continuous reproduction of poverty is also a major concern, though. This objective requires broader public policies. Public intervention should promote a fairer access to all socially relevant material and symbolic resources, which in turn requires curbing the domination of the market over society. The success of such policies depends on, among other things, the empowerment of people and strong economic and social rights. In this broader policy framework, poverty policy becomes residual. (Ferge 2001)

Several authors also point out that the welfare state project was never and nowhere fully successful. Yet in its three ascending decades it considerably reduced social inequalities, deep and even shallow poverty, and improved the working, living, and housing conditions and the existential security of the majority. Poverty policy did not disappear, but in most countries its role—and the role of social assistance—have become marginal (Hatzfeld 1971, Esping-Andersen 1990). (Ferge 2001)

The assertion that poverty policy becomes a remainder, or almost an ‘after thought’ when other policies for social inclusion are successful is an attractive notion that supports the vision of a self reliant population fully capable of meeting the basic needs of all members of society.

CONCEPTUALIZING SOCIAL SAFETY NETS

In the circus, a safety net catches someone when they fall: its function is to prevent injury or death. If social safety nets are defined analogously, they should apply to contexts of sudden income or consumption collapse with potentially catastrophic consequences. Social safety nets gained prominence in development discourse following the 1990 World Development Report on poverty, which included social safety nets – defined as ‘some form of income insurance to help people through short-term stress and calamities’ (World Bank, 1990: 90) – as the third prong of the ‘New Poverty Agenda’.

Articles written for the World Bank (social safety net primer series) and several studies by European authors (Jensen, Grosh, Esping-Anderson) agree that during the 1990s, safety nets became more broadly conceived, and the term was often used interchangeably with generic social welfare programmes. The World Bank extended its own definition to include interventions against chronic as well as transient poverty. Thus the terminology surrounding social safety nets is in motion and can be seen as expanding or contracting in scope. Three key findings, summarized by Grosh (2008), can help to conceptualize a social safety net in terms that are general enough to include Nunavut:

In general, poverty is generated by a lack of assets, uninsured exposure to shocks, or a combination of these factors. Poverty analysis and risk and vulnerability analysis will inform the choice of intervention: whether to use a safety net programme and which type of safety net programme would be more appropriate.

To be effective, safety nets must not only be well intended, but also well designed and well implemented. A good safety net system and its programmes should be adjusted to country circumstances, adequate in their coverage and generosity, equitable, cost effective, incentive compatible, and sustainable.

The reasons for having safety nets: among others, include the desire to provide and ensure income redistribution and poverty reduction, to allow households to invest in children and their livelihoods, and to help citizens manage risk. (Grosh 2008)

Devereux points out that,

"Safety nets differ from other anti-poverty interventions in their focus on the prior position of the target group. Specifically, safety nets are concerned with vulnerability rather than chronic poverty. While chronically poor individuals are unable to maintain a minimum living standard with the resources at their disposal, vulnerable individuals may be above the poverty line initially, but face livelihood risks that could drop them below the line without an intervening safety net to cushion their fall." (Devereux 2002)

These excerpts make full use of the safety net metaphor and reinforce the fact that social safety nets are found in some form in all developed countries, and that they will address both transient and chronic forms of poverty because in principle any person can become vulnerable to risks. In this context social safety nets can be further conceptualized by identifying component elements that describe their function

(social protection, social inclusion), their approach to 'social capital', and the relative priority given to various kinds and levels of need and vulnerability.

Social protection is defined as 'public interventions to assist individuals, households, and communities better manage risk, and to provide support to the critically poor' (Holzmann and Jørgensen, 2000: 2., The World Bank (1997: 55 in Devereux 2002).

"Social Protection as public interventions to (i) assist individuals, households, and communities better manage risk, and (ii) provide support to the critically poor." This definition and the underlying framework of Social Risk Management Present SP as a safety net as well as a spring-board for the poor. While a safety net for all should exist, the programs should also provide the poor with the capacity to bounce out of poverty or at least resume gainful work. (Holzman 2001)

2. Social protection should not be viewed as a cost, but rather, as one type of investment. A key element of this concept involves helping the poor keep access to basic social services, avoid social exclusion, and resist coping strategies with irreversible negative effects during adverse shocks. (Holzman 2001)

***Social capital**, "...defined by Fine as being 'usually [distinguishable] from physical, financial and human capital', as to be something over and above other types of capital but, as such, it seems to be able to be anything ranging over public goods, networks, culture, etc. The only proviso is that social capital should be attached to the economy in a functionally positive way for economic performance, especially growth. By placing a selective focus upon what Sen has referred to as its contribution to 'production possibilities', the concept of social capital, as thus applied by the World Bank, seeks to reduce the motivation for all human action to an economic function. (Mckinnon 2002)*

The literature on social capital reveals a tension between a restriction of meaning that reduces it to economic forms of productivity (as with the World Bank), and an expansion of meaning that includes other forms of human capability that produce non-material goods, such as human satisfaction, aesthetic or cultural achievement, and forms of social interaction that preserve wellness in a given environment.⁶

HIERARCHY OF NEEDS AND VULNERABILITY

Inuit society, like any other, can be viewed through the lens of a hierarchy of needs, studied by humanistic psychologist Abraham Maslow over 60 years ago, such that survival needs are the first and most important to meet before other needs for belonging (social inclusion), and becoming (self actualization) become feasible. This is the argument for adopting a hierarchical perspective that puts survival needs ahead of other needs such as belonging and becoming. However, when this model is interpreted in different cultures, and even between different income groups in the same culture, there are challenges to defining the concept of 'need'. Mckinnon indicates:

⁶See *Poverty and Inequality, Essays by Amartya Sen and Martha Nussbaum*, ed. D. Grusky, Stanford University 2006., for a summary of ideas on the expanded meaning of social capital and current debates.

Clearly, as highlighted by A.J. Culyer in the early 1970s, a conceptualised definition of 'needs' will always remain problematic. 'The resolution of a social problem depends upon the resolution of conflicting views (values, if you like) of what ought to be done'. Across cultures and between different income groups, the conceptual problem of relative and comparative differences in 'needs' is hard to avoid and equally difficult to resolve. (Mckinnon 2002)

A social safety net in Nunavut will address basic needs, and these will have to be defined, or limited, to enable some resolution of conflicting views. Furthermore, a more holistic and less hierarchical view of human existence will see people as engaged simultaneously on more than one level of need satisfaction. This appears to be the vision expressed in Tamapta:

WE SHOULD ALL HAVE WHAT WE NEED

All Nunavummiut deserve to have their basic needs met. This means working together with families and communities to ensure:

- Affordable, healthy food, safe water, and a home
- Safety
- A sense of belonging and purpose
- Family support and friendship
- Education and opportunities to learn
- Communication in our preferred language
- Personal responsibility
- Pride in our culture and in who we are
- Stewardship of our environment and wildlife
- Access to the land for personal growth
- Opportunities for fun, recreation and cultural activities

Ensuring that these needs are met implies working on all three levels of being, belong and becoming. A social safety net in Nunavut guided by Tamapta will address all of these areas (being, belonging, becoming) as *basic* needs, in the sense that they are all important and necessary for a full and productive life. A coordinated approach to a social safety net will address both the basic requirements for survival and the basic requirements for social inclusion and the opportunity for individuals to develop their full potential by being, belonging, and becoming within a society.

The priority assigned to specific needs will, of course, vary between individuals depending on their circumstances. Tamapta recognizes this fact:

"Government support will be inclusive and integrated, offering help for all those experiencing serious difficulties, but targeting help to those at most significant risk or disadvantage" (Tamapta p.12)

Therefore, any concept of social safety based on an analysis of needs will also need to be informed by an assessment of **vulnerability**, since vulnerability is a condition that can produce sudden poverty, or make it harder for a person to afford basic necessities, and this will make it more difficult to meet primary 'being' needs. Devereux discusses vulnerability as:

exposure to contingencies and stress, and difficulty in coping with them. Vulnerability thus has two sides: an external side of risks, shocks, and stress to which an individual is subject; and an internal side which is defencelessness, meaning a lack of means to cope without damaging loss. (Devereux 2002)

and,

Vulnerability is a composite concept having two dimensions – exposure and susceptibility – in which exposure refers to the likelihood that a shock or threat will affect a given individual or household, while susceptibility is the ability to cope with such shocks (an ability which is differentially distributed across individuals depending on their personal circumstances). (Devereux 2002)

Both transient and chronic types of poverty produce the same challenges regarding basic needs. Put simply, a need resulting from poverty is a need no matter what causes it, or who has it or when it happens. The literature supports the view that social safety net programs will address basic needs, and may be further classified into first and second priority categories. A comprehensive and coherent social safety net will operate in both areas of need (first and second priority) by accepting them as equally 'basic' from the standpoint of longer term poverty reduction, but also by targeting first priority needs first.

MEDICAL ANALOGY OF TRIAGE

A medical model can also serve to organize a hierarchy of needs into a plan of interventions and thus help to conceptualize a social safety net such that the most seriously injured are the most vulnerable, and can be compared with the most needy and vulnerable people in a society. The critically ill can be compared to the critically poor, just as the seriously disabled quadriplegic can be compared to the educationally disabled adult who is illiterate. Both are equally dependant on society for support given their circumstances, albeit for different reasons. Both may require short and longer term supports and opportunities.

On this view a triage procedure would identify those most at risk in Nunavut so that they are helped first. Furthermore, interventions that target first priority needs first (food, shelter, basic income) would be preferred on analogy with stabilizing injured patients first, who would otherwise die if left unattended. (Devereux 2002, ASEAN action plan on social safety nets). By applying a hierarchy of needs perspective to social policy, one can justify helping the most disabled and disadvantaged people to meet their primary needs first while still respecting the other dimensions of belonging and being as part of overall treatment and recovery within a medical analogy.

SOCIAL EXCLUSION

Some OECD countries, particularly those in continental Europe, have raised the issue of “social exclusion” in their approach to policy reform. Social exclusion has been defined as “a multi-dimensional socio-economic conception of deprivation,” as compared to poverty, “a lack of adequate income or insufficient material resources to satisfy basic needs.” Using social exclusion rather than poverty as a basis for defining need usually means targeting more recipients for social assistance, as means-testing shifts from only income and material resources to the “access to full participation in the community.” (World Bank ssn primer #25m 2006)

Social exclusion is both a cause and a consequence of poverty. Social exclusion occurs when individuals are unable to participate fully in the social and economic activities of society. This exclusion prevents them from developing to their full potential. Holzman 2001)

Social Protection and Social Inclusion Advocates of policies to combat social exclusion argue that modern social protection should not be limited to traditional forms of income support but should include measures to promote social cohesion, solidarity and inclusion (Silver, 1995). This raises the question of whether social inclusion is legitimately part of the remit of social protection. (Holzman 2001)

This concept may be informative for the Tamapta vision in that social exclusion, by replacing poverty as the problem, opens the door to more inclusive models of social development based on equality. One possible implication would be for more universal benefits and programs and fewer means tested interventions in order to provide a more efficient and equitable basis for social inclusion. The symmetrical concept of social inclusion then becomes a goal of all public welfare interventions.

WORKING DEFINITIONS

With the above terminology as a basis for conceptualizing a social safety net, several additional terms found in the literature can be introduced as working definitions for purposes of a review of the Nunavut social safety net.

RISK

Risk can be understood as exposure to the consequences of an individual inability to purchase or access basic necessities such as food, shelter, physical safety, health care and clothing. This inability, for whatever reason it exists; makes people vulnerable, and there is a prima facie need to reduce their poverty and/or improve their future circumstances.

BASIC NEEDS

Simplification of social safety concepts can be facilitated by recognizing that basic needs are basic, i.e. necessities of life, and that “a need is a need, no matter who has it”. Consequently, social safety programming will aim at meeting basic needs everywhere they are encountered.

Models for successful social safety net provision will be based on a working definition that is intentionally broad and informed by the Tamapta vision.

FIRST PRIORITY NEEDS

First Priority needs refer to necessities such as food, shelter, physical safety, health care and clothing. Meeting these needs reduces the threat of immediate harm and helps stabilize people for future self reliance and the ability to engage more fully with the satisfaction of belonging and becoming needs. First priority needs correspond primarily to the 'being' dimension of human needs, and may also be referred to as 'primary' needs in that context.

SECOND PRIORITY NEEDS

Second priority needs refer to life- benefiting opportunities to develop improved capacity to manage risk by skill and knowledge development and health and wellness. Meeting these needs increases the likelihood of improvements and the realization of potential and self reliance. Second priority needs correspond to the belonging and becoming dimensions of human development, and may also be referred to as 'secondary' needs in that context. Meeting secondary needs for work, improved housing and income, learning, improved health, career choice/development, social and economic inclusion, will involve increasing volitional behavior that is less dictated by physical necessity (being) and more determined by inner direction in response to increasing opportunity and choice.

These considerations inform the initial working definitions developed for the safety net review:

SOCIAL SAFETY NET

A social safety net is a comprehensive system of programs that will ‘catch’ persons at risk and help them meet their basic needs when they are unable to do this for themselves.

SOCIAL SAFETY NET PROGRAMS

Social safety net programs are responses to needs that arise from the inability to pay for, or gain access to, necessities such as food, healthcare, housing, clothing, and physical safety. The following working definition captures this core meaning and adds a functional link towards increasing self reliance.

Social safety net programs provide the basic necessities of life when people are unable to access them or pay for them. These include a basic level of financial and other resources including shelter, food, physical safety and healthcare. Social safety net programs also seek to increase the ability to afford and access the basic necessities of life.

POSITIVE AND PROMISING PRACTICES

POVERTY

The concept of poverty itself is complex and this causes difficulty in measuring it. To consider the full, multi-dimensional concept, measures must not only consider income, but also social exclusion. Income-level is generally the focus, however other factors such as high school graduation, access to adequate housing and other essential goods and services, health status and participation in one's community are also important. (Reducing Poverty: an action plan for Newfoundland and Labrador June 2006, p.3)

All of the provincial poverty reduction strategies reinforce the point that poverty reduction requires attention to overcoming social exclusion.

It is the chosen political responses to welfare dependency and inequality which broadly define the nature of the societies within which we all live. Accordingly, and while it is much preferred that individuals actively contribute to improving their own condition rather than remaining predominantly dependent upon state 'hand-outs', NGO philanthropy or private charity, it is accepted that the relative and absolute poverty in which many millions of people live is largely not of their own making. (Mckinnon 2002)

Applied to Nunavut, the positive practice of recognizing that poverty is not a choice, and that dependency on public welfare is an indicator of inequality, can generate choosing political responses that help people improve their own condition.

POVERTY REDUCTION

The complex nature of poverty requires a multi-dimensional approach. The government and nongovernmental sectors need to work together to develop an innovative network of coordinated programmes and services to include health and wellness, as well as skill and knowledge development. The integration of programmes and services will support, direct and encourage individuals to become self-reliant and realize their full potential as contributing members of society. (p.4 Breaking down the barriers of Poverty: promoting self reliance, GNWT 2007)

Devereux (2002) provides these guidelines for understanding types of poverty and the implications for poverty reduction practice:

1. **Different groups of poor people are poor for different reasons, and each set of causal factors implies different remedial actions.** Poverty and vulnerability are determined by interactions between personal (idiosyncratic) characteristics and external (exogenous) circumstances. Each individual's ability to convert their unique combination of physical strength plus intellectual skills into a viable livelihood is constrained or facilitated by the specific economic, sociocultural, natural, political and institutional environments that they face.
2. The determinants of (involuntary) income or consumption poverty can be disaggregated into three clusters:
 - *low productivity* – inadequate returns to labour and other productive inputs;

- *vulnerability* – risks and consequences of collapses in income and consumption;
- *dependency* – inability to generate an independent livelihood due to inability to work.

Low productivity causes *chronic poverty* and is related to low returns to labour, land and capital, while vulnerability causes *transitory poverty*, following sudden collapses in returns to these inputs (precipitated, say, by drought or retrenchment). These ‘external circumstances’ can be affected only marginally by the expression of individual agency by the poor.

The third cluster of factors, *dependency*, arises from personal characteristics which render an individual incapable of earning an independent living: s/he is unable to generate adequate returns to their own labour because of physical or mental disability, extreme youth or old age.

3. **Safety nets differ from other anti-poverty interventions in their focus on the prior position of the target group.** Specifically, safety nets are concerned with *vulnerability* rather than *chronic poverty*. While chronically poor individuals are unable to maintain a minimum living standard with the resources at their disposal, vulnerable individuals may be above the poverty line initially, but face livelihood risks that could drop them below the line without an intervening safety net to cushion their fall. (Devereux 2002)

FOUR DIFFERENT CONCEPTIONS OF WELFARE

Riley (2001) provides an account of the foundations of welfare based on different ideas about value. Promising practice will benefit from getting clear on which concept of welfare is being pursued by safety net policy in an Inuit context.

1. Pleasure

"Classical hedonism is not a purely subjective doctrine. It insists that some kinds of pleasures are embodied in material objects and human qualities, and can only be experienced by people who possess those objects and qualities, which must first be produced." (p.16422)

In an Inuit context pleasure can also be understood in a non-subjective and culturally specific way that is linked to productive activity. For example, hunting, caring for elders, etc. represent practices that require skill and work.

2. Preferences

"Perhaps currently most influential, preference-based approaches typically conceive personal welfare in terms of personal preferences and social welfare in terms of social or ethical preferences that are constructed in some way from the set of personal preferences." (Riley 2001) (p. 16422)

This concept supports policies such as productive choice agreements in the administration of income support. Positive practice suggests that Inuit productive choices will reflect Inuit societal values and should be respected as valid personal preferences in a social safety net designed for Nunavummiut.

3. Resources

"In resource-based conceptions, personal welfare is defined in terms of an objective list of resources broadly defined, whereas social welfare consists implicitly of the effective production and fair distribution of the relevant resources" (p. 16423) (Riley 2001)

Individual welfare must be coordinated with social welfare so that basic resources are produced and distributed fairly.

4. Capabilities

"Sen (1985a, 1985b, 1990) argues that human well-being should be conceived in terms of 'capabilities' —or 'positive freedoms' (see Freedom: Political)—to achieve valuable human 'functionings' given by some objective list. He points out that different people may have unequal capabilities to convert resources into achievements. Physically handicapped people may need more income than the able-bodied need to achieve a given level of mobility, for example. People who are genetically vulnerable to particular diseases may need more medicines than the less vulnerable need to achieve a given standard of health. Women may need more food than men need to achieve a given standard of nutrition." (Riley 2001)

This promising approach recognizes differences that should make a difference in how people are helped to meet their basic needs . It would appear to be consistent with Inuit societal values as an approach to defining welfare. An objective list of 'functionings' for an Inuk might be of assistance in developing social safety net programs that is responsive to Inuit IQ

CHARACTERISTICS OF A WELL DESIGNED SOCIAL SAFETY NET

1. **Safety nets are never the whole or sufficient answer to poverty reduction** or risk management, but must be appropriately adjusted into the existing policy context.
2. **Safety nets should be financed in a countercyclical manner**, yet few governments manage this, because in practice, safety net spending has tended to be procyclical rather than countercyclical. Although financing safety net programmes is not theoretically different from financing any other government programme and is thus rarely discussed in the safety net literature, authorities face a constant stream of challenges regarding their finance. , (Grosh 2008)
3. The development of the safety net consists of two interrelated components: adjustment of individual programmes into a congruent unity and ensuring that the safety net sector complements other social policies in the country. The chapter describes **a four-step process to assess the safety net sector**:
 - a. defining the sources and understanding causes of poverty and vulnerability,
 - b. assessing the effectiveness and efficiency of individual safety net interventions,
 - c. determining possibilities to improve the safety net programme mix, and
 - d. proposing a concrete plan to implement the chosen strategy.

In this process, there is a need to find adequate answers to questions like, what are the major sources of risk, and what are the characteristics of the risks? In organizing the safety net, one should keep in mind the importance of its long-term sustainability: not only fiscal, but also political and administrative sustainability. (Grosh 2008)

4. **No one intervention will address all vulnerabilities. Good safety nets have both a protection and a promotion function.** For example, by helping families plan for and make investments in the future by preventing malnutrition and providing for investment in education and productive assets. (Schelzig 2009)

Finding the right mix for Nunavut can be guided by the criteria and practices outlined in this presentation. Determining how to efficiently target the most vulnerable may require a mixture of interventions rather than over reliance on a single measure. Best practice always involves investments in the future.

5. **Basic criteria for good safety nets:**

- appropriate: reflecting the needs of the beneficiaries
- adequate: benefits must be big enough to make a difference to recipients
- equitable: providing equal treatment to people with equal needs
- cost-effective: keeping administrative costs low while minimizing leakage of benefits to non-target groups (the non- poor)
- compatible with incentives: safety nets should support rather than discourage self-sufficiency in recipients
- sustainable: affordable given current and forecast public revenues and political support. (Stop-start implementation has huge costs)
- adaptable: able to evolve to remain relevant in the face of economic and social change

6. **Types of interventions:**

- a. Cash transfers, conditional and unconditional
- b. Food-based programs
- c. Public works programs (workfare)
- d. Fee waivers

(Schelzig 2009)

7. **Best practices include: Financing: safety nets typically 1-2% of GDP in developing countries vs. 2-4% of GDP in industrial countries.** Reallocation from less efficient programs (such as untargeted subsidies) is a best practice. Stop-start doesn't work, need long term commitment. (Schelzig 2009)
8. **Monitoring & evaluation:** importance cannot be overemphasized for verification, transparency, and demonstrating real impacts (which in turn builds support). Independent Monitoring & Evaluation unit is critical. Schelzig 2009)

9. **Inequality of opportunities caused by circumstance-based inequalities should be the target of public policies.** Public policy to address the disadvantages of circumstances and thereby ensure an even playing field for all is at the core of inclusiveness (Roemer 2006). Market and government failures that result in a lack of or inadequate access to basic public goods and services will need to be addressed in a responsible and accountable manner (Asian Development Bank 2006).(Ali 2009)

There is increased recognition that even if access to opportunities was equalized, **there will always be some chronically poor** who, for a variety of reasons, will not be able to participate in and benefit from the opportunities provided by the growth process. Social protection through the provision of social safety nets will be required for the chronically poor to enable them to survive with a modicum of dignity (Ali 2009)

10. **An inclusive growth strategy addresses circumstance-related inequalities and their attendant risks.** Inclusive growth is not based on a redistributive approach to addressing inequality. Rather, it focuses on creating opportunities and ensuring equal access to them. Equality of access to opportunities will hinge on larger investments in augmenting human capacities, including those of the poor, whose main asset—labor—would then be productively employed. (Ali 2009)
11. **An emphasis on trade and investment, and other longer term measures, must not prevent giving equal attention to meeting primary needs of those at greatest risk.** Equal investment in the two approaches along with decentralized social service delivery aided by NGO's and the private and business sectors is recommended as promising practice by ASEAN. (*Asean Action Plan on Social Safety Nets*)
12. **Conditional cash transfer programs require well designed management** of information systems. SSN programs and in particular CCTs “belong to a growing generation of development programs that seek to provide poverty alleviation in the short-run while fostering human capital accumulation among the young. CCTs are intended to break the intergenerational cycle of poverty. As their name implies, conditional cash transfers provide money to poor families, conditional upon investments in human capital—such as sending children to school or bringing them to health centers on regular basis.” (Baldeon 2008)

SSNP's that involve conditional cash transfers, such as productive choices as a condition of receiving income support, need information management systems that are more complex than unconditional and universal supports for those who are most vulnerable. This paper can serve as a resource to 'test drive' an MIS for any contemplated SSNPs that involve complex eligibility rules and conditions. These can then be compared with the costs of managing universal programs.

A typical MIS has four main components

- **Governance and organizational structure** provides the adequate business environment for an effective and efficient MIS, including (i) institutional arrangements and service agreements, (ii) good oversight, (iii) clearly defined roles and responsibilities, and (iv) an established process for business improvements.

- **Information management** ensures the quality (accuracy, correctness, currency, completeness, and relevance) and security of the program’s beneficiary, co-responsibilities, and payment information.
- **Application management** prevents vulnerabilities in the day-to-day operations of the SSN program. MIS applications provide an interface between the user and the beneficiary database, and control and monitor user and system access to the information.
- **Infrastructure** is the physical equipment used to operate the MIS. More specifically, it includes the hardware and network used to operate the MIS application and beneficiary database, and connects the program’s central office with the local and regional offices. (Baldeon 2008)

13. The following **representative model of welfare is based on the negotiated rights model**, which can be described as a result of the split between care and case managing functions. The logic of the model is that representatives, that is, the care manager and the personal ombudsman (PO), meet and make decisions on social welfare delivery; it thus becomes an indirect rather than a direct model. Lastly, this arrangement mediates a pluralistic welfare development and creates a channel for an explicit user voice for vulnerable groups. (Bergren 2010)

	The traditional model of the welfare state	The representative model of the welfare state
<i>Responsibility:</i>	Institutional model for providing welfare	Welfare pluralism. Explicit user voice
<i>Logic:</i>	User meets the social worker	Representatives meet
<i>Social-worker:</i>	Advocacy and exercising authority	Division between: Care manager – needs assessment PO – advocacy
<i>Practice:</i>	Internal assessment procedures	Formal negotiated decisions

Figure 4. Comparison between the traditional and representative models of the welfare state.

The most vulnerable people in Nunavut may benefit more from social safety net programs if a personal ombudsman can act as their agent in developing each person or household's application for the best mix of needed welfare services.

The negotiation of rights by a trained representative (advocate) may provide efficiencies and offset lack of access and confusion about eligibility by representing the rights of the client with full knowledge of how the social safety net system works and should be expected to work. Simplification of service as the result of a single application for help could be achieved with this promising practice.

Preliminary evidence does, however, suggest that comprehensive, generous welfare states are substantially more able to guarantee against long-term entrapment in poverty or welfare dependency (Burkhauser and Poupore 1993, Duncan et al. 1993). (Esping-Andersen 2001)

14. **Most studies conclude that targeted, means-tested policies create strong poverty traps.** The finding that comprehensive, universalistic welfare states are more redistributive than those favoring heavy targeting has provoked debate about the precise mechanisms involved. Some argue that income tests create stigma and lower the take-up rate. With their notion of the ‘paradox of redistribution,’ Korpi and Palme (1998) argue that the basic reason lies in crowding out of private welfare that ensues from comprehensive, universalistic policy: limited welfare states nurture private welfare plans which are extremely inequality producing. (Esping-Andersen 2001)

A second finding is that welfare systems that grant women independent entitlements both lessen dependency and augment gender equality (McLanahan et al. 1995, Sainsbury 1996; O’Connor et al. 1999). (Esping-Andersen 2001)

15. **The complexity of the Social Risk Management framework demands a holistic view of the issues, options, and players:**

- a. **At the level of issues and options SRM requires moving away from strict categorization of traditional programs in cylinders** (i.e., public pensions, labor market interventions and social safety nets) and seeing their interrelation, interaction with informal and market-based arrangements, and the (partial) substitutability or complementarity of the main strategies;
- b. **At the level of players, it calls for close interaction between the main stakeholders** (the people), those who govern them, and those from institutions who want to be helpful;
- c. **At the level of information, the new approach needs a new, or least different, data set for benchmarking and evaluation and improved analytical techniques.** (Holzman 2001)

16. An inclusive growth strategy:

There are three components to the strategy: expanding opportunities, broadening access to opportunities, and social protection that acts as a safety net and a springboard. These reinforce each other to facilitate a process of allowing all members of society to participate in, and contribute to, the growth process on an equal footing regardless of their individual circumstances. (Ali 2009)

17. **In times of high unemployment a social safety net is most needed.** Nunavut has high unemployment rates that justify the expansion of EI benefits to include lower entry requirements, longer benefit periods, and supports for re training, skill development, and enhanced transition to work programs. (Osberg 2010)

PROBLEMS, CHALLENGES, OPPORTUNITIES

Best practices evolve from positive and promising practices that produce desired results in a given jurisdiction. The following points taken from the literature have been chosen for consideration as possible strategies, problem definitions, observations, and proven practices in certain situations that may apply to the creation of an effective social safety net in Nunavut.

1. **For policy-makers, livelihood-protecting and livelihood-promoting interventions are often seen as quite distinct.** For example, while credit is supposed to be invested to generate incremental income, food rations on public works projects are supposed to be consumed by workers and their families. In reality, this distinction is often blurred. One reason is the behaviour of transfer recipients. All resources that come into a household are fungible, so they are not necessarily used in ways that programme designers intend or would prefer. Some food or income transfers may be squandered, but some might be productively invested.

Another reason for the blurring of boundaries is that **programme designers may themselves be pursuing multiple objectives through a single intervention.** The literature on linking relief and development (see Buchanan-Smith and Maxwell, 1994) argues that emergency interventions should maximize synergies between livelihood protection and livelihood promotion outcomes. The classic example is public works projects that simultaneously transfer food to the hungry and create collective physical assets (for example, micro-dams) that reduce the vulnerability of agriculturalists (and by extension the whole rural economy) to future droughts. (World Bank ssn primer #25m 2006)

2. **Canada's current EI system offers relatively little income protection compared with the unemployment insurance system in place in other OECD nations and compared with Canada's (Un)Employment Insurance systems of previous years.** (Osberg 2010)
3. In general, the concern over the Social Risk Management (SRM) approach, and in particular its explicit desire to limit further the scope of formal social security, is that a greater number of individuals are likely to become increasingly reliant upon public 'safety-net' coping mechanisms, albeit complemented by additional non-formal (and potentially illegal) coping strategies. This observation is crucial. **Surely, an effective system of SRM should reduce the need for coping strategies, not enhance it.**(Mckinnon 2002)
4. Throughout much of the 20th century social risks were defined largely in relation to an individual's relative marginalisation from full-time employment in the formal labour market. As a consequence, social insurance systems, and the wider family-orientated protection systems conferred by the Western welfare state model, developed essentially to mitigate labour market risks. Crucially, **the risks for which social insurance systems were designed have always been understood to be 'collective'.** As Ewald put it: 'Strictly speaking there is no such thing as an individual risk'. From this perspective, insurance, including social insurance, can only function when it is applied to communities. (Mckinnon 2002)

The emphasis in this article is on the collective nature of the risks that must be managed by social policies such as safety net programs. This emphasis is in line with Tamapta and Inuit societal values. The implication is that social protection should provide access to security not to more risk in the hope of future productivity gains. (Mckinnon 2002)

5. **The rise of food banks in Canada is concrete evidence both of the breakdown of the social safety net and the commodification of social assistance.** As such, they undermine the state's obligation, as ratified in international conventions, to respect, protect and fulfil the human right to food. In countries where they are in their infancy, the question of whether to support their development should be a matter of urgent public debate. (Riches 2002)

Food banks, however they are defined, are now big business in Canada. Indeed, it has recently been observed that while they were first established to provide emergency relief for those in need of food, "20 years later they have become an integral part of contemporary Canadian society" (Theriault and Yadlowski 2000) (Riches 2002)

The possible role of food banks as part of the Nunavut SSN should be carefully considered in the light of findings from this article. Specifically: " Whatever the degree to which some food banks are appreciated by those who use them, there is little evidence on the basis of the foods already received that they ameliorate food poverty, prevent hunger or contribute to nutritional well-being." (p.658), and, " The documented evidence of 20 years of food poverty and food banking in Canada points rather to the massive failure of welfare reform policies and the abandonment by the federal and provincial governments of their international obligations to respect, protect and fulfil the human right to food (Riches 1997; see also Dowler *et al.* 2001).

6. **Unlike poverty, which is traditionally defined as absolute—one is either poor or not poor—social exclusion is a relative condition, which takes into account the standard of living of the entire society.** As a result, some have argued that social assistance benefits need to place less emphasis on absolute poverty lines, and more on social integration.

There exists considerable debate over what constitutes satisfactory social inclusion. Some countries believe that full-time paid employment is enough, whereas others are more concerned with covering a range of needs, including adequate housing, healthcare and access to social institutions. Strategies for reducing social exclusion include many of the "positive" policies discussed in the previous section on work incentives, and combine support to low-wage workers, such as employment conditional benefits, and active labor market interventions, such as training programs and insertion schemes (World Bank SSN Primer #25, 2006)

Nunavut has a social safety net that conforms to the prevailing anglo-saxon model described in this report. It remains to be seen whether alternative models, such as the universal benefits applied in European OECD countries fit better with Inuit societal values.

7. **"Classical economists were preoccupied with the production and distribution of material wealth,** however, and so tended to focus their attention on the kind of utilities embodied in material objects susceptible to accumulation."

"Economists in the classical tradition (from Smith and Ricardo to Marshall and Pigou) tended to identify utility with material welfare and to be especially concerned about the needs of those members of the community who produced the kind of utilities embodied in material wealth." (p.16421)(Riley 2001)

The social safety net in Nunavut may not fit the classical bias described here, because the members of the community who are most vulnerable include those who are not producing such utilities, yet it is the most needy who are the focus for economic assistance. Inuit IQ may be incompatible with the classical economists' perspective. If this is the case, then it may be helpful to develop an Inuit economic perspective that clarifies the degree of socialism that is politically desired.

PART TWO: SELECTED DOCUMENTS

Selected documents are presented with an overview of the content, quotations expressed as key findings, and comments relating to the guiding questions for this review.

GOVERNMENT OF NUNAVUT

A large number of documents produced for or by the GN are being assembled for the analysis portion of the final report. A partial list is given here:

1. Housing Working Group Terms of Reference
2. Quality of Life Committee Terms of Reference
3. Poverty Reduction Working Group Terms of Reference
4. *Tamapta: Building our Future Together, Government of Nunavut Priorities 2009-2013*, www.gov.nu.ca
5. *The Well-Being of Inuit Communities*, Sacha Senecal, Eric Guimond, Strategic Research and Analysis Directorate, co-authors Erin O'Sullivan, Sharanjit Uppal, Iqaluit, Nunavut, October 31, 2006
6. Community and Government Services Department Policies related to the SSNP Review: <http://www.gov.nu.ca/en/Policies.aspx>
7. <http://www.edt.gov.nu.ca/apps/Authoring/dspPage.aspx?page=documents>
 - Senior citizen and disabled persons property tax relief policy
 - The Municipal Training Policy
 - Public Fire Safety Awareness Contribution Policy
 - Technical Professional Studies Scholarship Policy
 - The High School Computer Award Policy
 - The Nunavut Energy Management Program
 - The GN priority hiring policy
 - Community and Government Services SSNP's
 - Inuit Employment Initiatives
 - IT Co-op Program, Computer Award Program

8. *Financial Assistance for Students Review (DRAFT)*, for Department of Education, Government of Nunavut, D. Jonsson, December 2007.
9. *Income Support Programs, Program Policies and Guidelines Manual*, Education-Government of Nunavut (*being revised for inconsistencies*), Version 3, January 2006
10. *Fiscal and Economic Outlook*, Department of Finance Government of Nunavut, March 8, 2010
11. *Transition to Work Operational Guidelines*, Income support division , Department of education, September 2005
 - *Social Assistance*, program and policy documents (including January 2006 Draft Program Policies and Guidelines Manual) , Department of Education
12. *Nunavut Housing Corporation: Homelessness Initiatives Grants and Contributions Policy*, 2010.
13. *Nunavut Economic Forum- Review of Social Programs as Barriers to Workforce Participation Final Report*, prepared for Nunavut Economic Forum N(ET) New Economy Development Group Inc., Ottawa, Ontario, March 2007.
14. *Addressing the cost of Living in Nunavut Discussion Paper Four*, prepared for the Nunavut Employees Union by Alison Rogan, April 2003.
15. *Community Justice Annual Report on Victims Assistance Committee*, April 1, 2009- March 31, 2010.
16. *Nunavut Child and Family Services Annual Report 2008-2009*.
www.scribd.com/doc/37167609/Nunavut-Child-and-Family-Services-2008-2009-Annual-Report
17. *An analysis of the housing needs in Nunavut: Nunavut Housing Needs Survey 2009/2010*, a working paper prepared by Income Statistics Division, Statistics Canada for the Nunavut Housing Corporation, October 29, 2010

GOVERNMENT OF CANADA

1. ***In From the Margins: A Call to Action On Poverty, Housing and Homelessness, The Standing Senate Committee on Social Affairs, Science and Technology, Report of the Subcommittee on Cities, the Honourable Art Eggleton P.C., Chair, December 2009***

CONTENT

This 192 page report is the result of a two year study and consultation process. 74 recommendations are developed to address all aspects of poverty reduction in Canada. Positive practices are identified and incorporated into the recommendations. The link to social safety net provision is clearly implied by the goal of the study: "*To ensure that all Canadians, regardless of their source of income, have an income adequate to meet their basic needs, and are able to become financially self-sustaining...*" The leading recommendation is to "*...adopt as a core poverty eradication goal, that all programmes dealing with poverty and homelessness are to lift Canadians out of poverty rather than make living within poverty more manageable and that the federal government work with the provinces and territories to adopt a similar goal.*"(p.173). Provincial poverty reduction strategies are profiled in Appendix four. Springboards out of poverty include education, places of comfort and safety, healthcare, and transition to work programs.

KEY FINDINGS

- a. A rights based approach is key to the provision of basic income, housing, and healthcare. In line with Tamapta:

A rights-based approach would mean that the rights of the most vulnerable are looked at first. It would mean committing programs, policies and funding to the principle of non-retrogression, which means you cannot go back on past achievements that were there. It would mean adopting an indivisibility of a human rights approach. If people are compromising on their right to food because they have to pay too much for rent or a mortgage, that is not acceptable. (Miloon Kothari, former Special Rapporteur on Adequate Housing, UN Housing Rights Council, Evidence, Subcommittee on Cities, 2nd Session, 39th Parliament, 8 May 2008)

- b. Poverty and human rights (or their denial) are intertwined. A report of the UN High Commissioner of Human Rights describes the linkages:

Poverty is not only a matter of income, but also, more fundamentally, a matter of being able to live a life in dignity and enjoy basic human rights and freedoms. It describes a complex of interrelated and mutually reinforcing deprivations, which impact on people's ability to claim and access their civil, cultural, economic, political and social rights. In a fundamental way, therefore, the denial of human rights forms part of the very definition of what it is to be poor.

- c. Section three deals entirely with housing issues. Promising practices include place based approaches (using local knowledge, frontline experience), Rights based approaches, affordable housing initiatives, housing trusts, rent subsidies, housing as a starting place, and social housing.

DISCUSSION

This report can be studied in detail for the relevance of the 74 recommendations to Nunavut's social safety net. The provincial and local strategies are noticeably similar in direction and action.

The four key areas of the strategies are:

- investing in children and youth;
- ensuring access to education through to employment;
- promoting safe and affordable housing; and
- positioning the strategy in neighborhoods. (St. John N.B.)

The trend for governments appears to be one of confluence between a rights based approach to poverty reduction (enabling impoverished people to claim their rights to shelter and a basic income), and a socio-economic development approach based on income redistribution through subsidies that make housing, education, and healthcare related services accessible and affordable. As such governments seem to be operating within an inclusive growth model for poverty reduction with social safety at the center of bottom line efforts to respect human rights.

PROVINCIAL POVERTY REDUCTION STRATEGIES

1. ***Reducing Poverty: an Action Plan for Newfoundland and Labrador, Government of Newfoundland and Labrador, June 2006*****CONTENT**

This report presents the vision for a province where poverty has been eliminated. The guiding principles are supported by a discussion of the causes of poverty and the multidimensional approach to reduction that is required.

KEY FINDINGS

- a. Guiding principles:
 - Taking a long-term approach
 - Focussing on prevention
 - Building on partnerships
 - Finding the right policy mix
 - Demonstrating accountability and measuring progress
 - Taking an integrated and coordinated approach
 - Addressing rural and urban differences
 - Consideration of gender
 - Consideration of aboriginal issues
- b. 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.
- c. The concept of poverty itself is complex and this causes difficulty in measuring it. To consider the full, multi-dimensional concept, measures must not only consider income, but also social exclusion. Income-level is generally the focus, however other factors such as high school graduation, access to adequate housing and other essential goods and services, health status and participation in one's community are also important. While it is generally agreed that income is the most useful single indicator for poverty, particularly when measured over time, there is no consensus over how to define or measure "low income," nor how to best measure poverty more broadly.
- d. Governments and their partners, both here in Canada and internationally, continue to debate whether to use more "absolute" measures, such as the Market Basket Measure (MBM), or more "relative" measures that establish relative poverty lines drawn at a given percentage of median incomes, such as Statistics Canada's Low-Income Cut Offs (LICO).

DISCUSSION

These guiding principles can be transposed to Nunavut and the direction set by Tamapta. Rural vs. urban can be translated into larger centers vs. smaller communities in Nunavut. The identification of

social exclusion as a consequence and cause of poverty is helpful in suggesting policies that promote social inclusion, which the SSNP's that address human capability development (education, training, wellness) are designed to facilitate and thus reduce poverty in the longer term by addressing an important root cause.

2. **Westfall, Rachel, *Dimensions of Social Inclusion and Exclusion In Yukon, 2010*, Senior Statistician, Yukon Bureau of Statistics., on behalf of the Office of Social Inclusion, Department of Health and Social Services, Yukon Bureau of Statistics, December, 2010**

CONTENT

This extensive survey of indicators of social inclusion and exclusion covers all aspects of quality of life and economic conditions for families and individuals living in Yukon.

KEY FINDINGS

- a. Indicators of social inclusion and exclusion are broad in scope and combine quality of life indicators with economic status.

DISCUSSION

This study is largely descriptive of Yukon society without offering strategic poverty reduction ideas. The value to Nunavut may be to illustrate the type of information gathering that supports the development of poverty reduction strategies based on gaps between actual and desired quality of life indicator levels.

3. **Wilson, Jeffrey, *Poverty Reduction Policies and Programs, Northwest Territories*, Jeffrey Wilson, Alternatives North Social Development Report Series, 2009, commissioned by the Canadian Council on Social Development**

CONTENT

This paper was produced as part of a Social Development Report Series, commissioned by the Canadian Council on Social Development. "Poverty Reduction Policies and Programs: Northwest Territories". Author Jeffrey Wilson highlights the disparities between those who made economic gains in the past decade and those who are bearing the social costs of Canada's fastest growing economy. The paper calls for a comprehensive poverty reduction strategy so all NWT citizens can share in the potential and promise of the NWT.

KEY FINDINGS

- a. Poverty in the NWT. The GNWT does not endorse an official definition of poverty. Statistics Canada does not calculate Low Income Cut-offs (LICO) or Market Based Measures (MBM) of low income for the NWT. And while these measures do not officially define poverty, they are often

- used in the rest of country as proxy measurements for poverty. Omitting the NWT from these calculations makes it difficult to estimate a rate of low income for the NWT or to make comparisons with other jurisdictions in Canada.
- b. The GNWT uses the term “income security” to describe programs aimed at assisting persons living in poverty to meet their financial needs. According to the report on the Income Security Review, the Government spent approximately \$100 million dollars in 2006 on Income Security programs and services.
 - c. Programs are grouped into four categories:
 - Basic needs programs;
 - Cost of living programs;
 - Home ownership programs;
 - Access programs.
 - d. Benefit levels for all Income Security programs are determined using the Market Basket Measure to reflect the different costs of living in Northern communities. Almost half – 48% – of all Income Security expenditures are on programs that provide for basic needs; 20% is spent to mitigate the costs of living, 12% is spent on home ownership programs, and 20% is spent on programs that provide access to health, legal and education programs and services (GNWT, 2007).
 - e. Problems in the income security system and efforts by civil society groups working to eliminate poverty prompted a review of Income Security Programs in 2004. That review process led to the development of an Income Security Policy Framework for Self-Reliance (2005). This new framework set out the Territory’s vision for the development of policy and promoted consistency across income support programs. It was significant in that it formally reflected a transition in the view of income support programs from being “programs of last resort” to “programs aimed at increasing self-reliance.” It also signaled that the Government was monitoring efforts in other jurisdictions as it began to use the language of poverty reduction.
 - f. With the exception of a few major centres, the GNWT is the *only* housing provider in the Territory. As a consequence, people can be shut-out from housing. If a person gets evicted, it is very difficult to access housing again. In addition, if a person owes money to the Housing Authority (such as for rent arrears or damage costs), they cannot rent in any other location until the money is repaid. The Centre for Northern Families notes that this is likely the single biggest contributor to homelessness in the NWT (Hache, 2008). Similarly, the Territorial Report on Women’s Homelessness reported that Housing Authority policies contribute to homelessness, especially among women (YWCA, 2007). Key recommendations relating to housing in the report included:
 - A formal review of housing policies using a cultural and gender lens to address conditions that contribute to homelessness in the North;
 - The implementation of priority housing polices to protect women trying to leave abusive relationships;

- The creation of a national housing policy, outlining national standards for the design, implementation, monitoring and enforcement of laws, policies, and strategies for housing support programs.
- g. In light of the economic downturn and the possibility of the massive Mackenzie Gas Project, civil society organizations are making the case that there has never been a more important time for the government to develop a poverty-reduction strategy to improve the living conditions and well-being of low-income Northerners. These efforts need to be located within a larger vision and framework for social development, one that is tied to an equitable and sustainable vision of economic progress. Economic growth alone cannot accomplish this task – as evidence from the last decade amply demonstrates.

Rather, a comprehensive approach to poverty reduction is needed, one that brings together communities, governments, employers and citizens to ensure that *all* share in the potential and the promise of the NWT.

DISCUSSION

Poverty in Nunavut can be compared with poverty in the NWT. The GNWT approach to poverty reduction supports an inclusive growth model similar to what is being promoted by Tamapta. The NWT findings (6) speak to the responsibility of all sectors of society to address inequality in the distribution of economic growth benefits by pursuing an integrated approach to poverty reduction.

4. **Holden, Bill, Chopin, Nicola, Dyck, Carmen, Fraser, Nich, *Poverty Reduction Policies and Programs, Saskatchewan*, Bill Holden, Nicola Chopin, Carmen Dyck, and Nich Fraser, *Community-University Institute for Social Research, Social Development Report Series, 2009, commissioned by the Canadian Council on Social Development***

CONTENT

This report describes the poverty reduction strategy being pursued in Saskatchewan. Several promising practices may be relevant to Nunavut, or reinforce current practice as in line with progressive strategies in Saskatchewan. Saskatchewan has a substantial infrastructure devoted to responding to the complex elements that define poverty. The provincial government's primary focus is on supplementing income while encouraging job-readiness among individuals who receive income supports.

It also provides funding and fosters partnership with other levels of government and community-based organizations to provide programming that is geared towards improving the quality of life for those struggling with poverty. The local level in Saskatchewan has a wealth of community-based organisations and agencies involved in the issue, delivering advocacy and programming to reduce poverty and its effects. The Regional Intersectoral Committees provide a province-wide forum for integrating and collaborating on poverty reduction efforts.

KEY FINDINGS

- a. *Building Independence is a* program that focuses on both social assistance recipients and low income families already working in the paid labour market (Social Policy Research Unit, 2006). Training programs have been designed to provide support systems and income while people look for work or go to school, the idea being to prevent individuals and families from having to turn to social assistance. And social assistance recipients are directed to a labour force training programs as a first step, before qualifying for assistance.
- b. The Provincial Training Allowance (PTA), provides income support for low-income students participating in basic education, Workforce Development Initiatives or Quick Skills Training (Saskatchewan Advanced Education, Employment and Labour, n.d.). The Ministry of Advanced Education, Employment and Labour provide funding to students enrolled in programs that are more than one month in duration; students must reapply for funding after 12 months (Saskatchewan Advanced Education, Employment and Labour, n.d.). While receiving PTA funding, students may also be eligible for health benefits (Saskatchewan Advanced Education, Employment and Labour, n.d.).
- c. The provincial government's current approach to addressing poverty issues is based on training, work readiness, and income support for individuals and families. Recent economic performance is said to be having a positive impact on poverty in the Province (Government of Saskatchewan, 2008c, 2008d). The Provincial Government raised the basic personal tax exemption to \$12,000, effectively increasing income for low income individuals (Deloitte & Touche, 2008). Another positive indicator is the drop in the numbers of people on social assistance.

FOUNDATIONS AND BEST PRACTICE

1. Ali, Ifzal, "*Inequality and the Imperative for Inclusive Growth in Asia*" , (chief economist Asian Development Bank) 2009. (<http://www.aimguwahati.edu.in/Download/Ifzal.pdf>)

CONTENT

The concept of inclusive growth is developed in this article as a promising practice for addressing rising income inequalities. Inclusive growth is concerned with the overall welfare of society, which includes the poor. Unevenness in the growth process, structural changes associated with growth, and constraints on access to public services, are the problems that an inclusive growth strategy is designed to address. The outcome of social inclusion is an immediate result. To the extent that Nunavut has increasing income inequalities, the strategies of inclusive growth presented in this article is especially relevant.

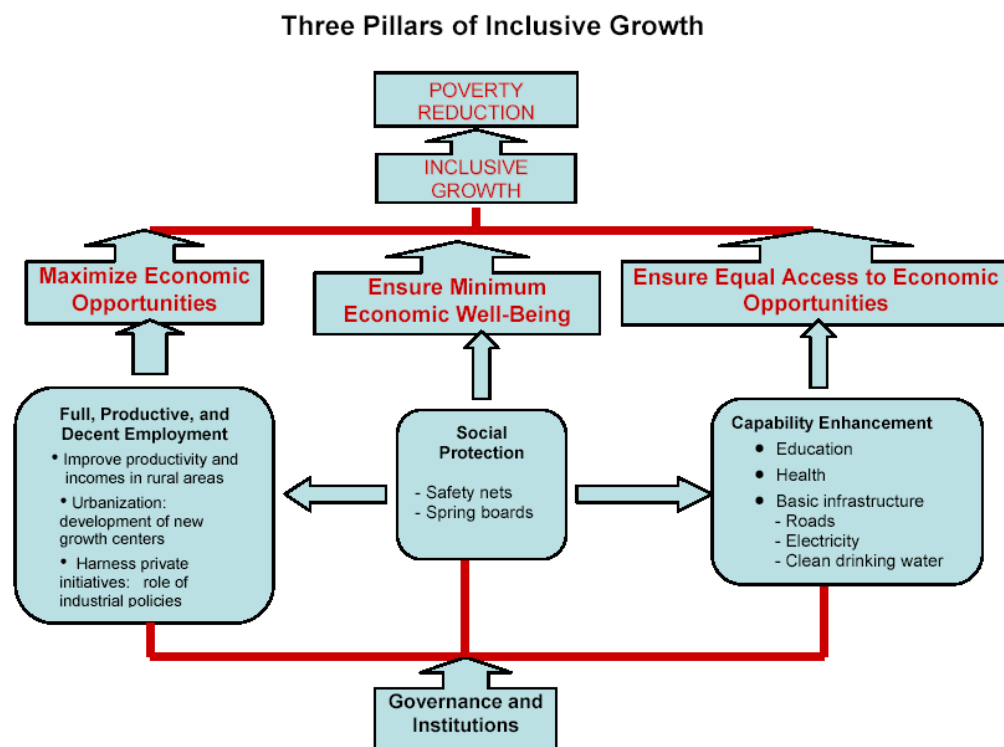
KEY FINDINGS

- a. There are three components to the strategy: expanding opportunities, broadening access to opportunities, and social protection that acts as a safety net and a springboard. These reinforce each other to facilitate a process of allowing all members of society to participate in, and contribute to, the growth process on an equal footing regardless of their individual circumstances.
- b. Inclusive growth that focuses on understanding and addressing the causal factors underpinning inequality outcomes is process-oriented and is primarily concerned with *ex ante* policy formulation. *Ex post* measurement of inclusive growth assesses the extent and degree of inclusiveness.
- c. The key factor responsible for increases in inequality appears to be unevenness in growth.
- d. People with little wealth or low incomes find it difficult to invest in wealth- or income augmenting activities. This is compounded by imperfections in financial markets that seriously constrain the ability of otherwise credit-worthy individuals to borrow to finance investments in education or business opportunities. Underinvestment by people with little wealth or low income impacts negatively on growth.
- e. Inequality of opportunities caused by circumstance-based inequalities should be the target of public policies. Public policy to address the disadvantages of circumstances and thereby ensure an even playing field for all is at the core of inclusiveness (Roemer 2006). Market and government failures that result in a lack of or inadequate access to basic public goods and services will need to be addressed in a responsible and accountable manner (ADB 2006).
- f. The distinction between inequality outcomes resulting from efforts and circumstances provides the basis for the definition and rationale for inclusive growth. Inclusive growth is growth that not only creates new economic opportunities but also one that ensures equal access to the opportunities created for all segments of society including the disadvantaged and the marginalized. Growth is inclusive when it allows all members of a society to participate in, and

contribute to the growth process on an equal footing regardless of their individual circumstances (Ali and Zhuang 2007).

- g. There is increased recognition that even if access to opportunities was equalized, there will always be some chronically poor who, for a variety of reasons, will not be able to participate in and benefit from the opportunities provided by the growth process. Social protection through the provision of social safety nets will be required for the chronically poor to enable them to survive with a modicum of dignity.

The three pillars of inclusive growth are integrated in this flow chart:



DISCUSSION

To the extent that Nunavut also faces rising inequality related to circumstances that public policy can address, the inclusive growth model for poverty reduction can serve to locate social safety nets as a form of social protection that is clearly identified as having the sole function of ensuring minimum economic well-being. This places the social safety net clearly in the domain of meeting primary, or first priority, needs. The promising practice of inclusive growth also brings economic opportunity and equal access to these opportunities by ensuring that there is public support for education, health, and basic infrastructure (supports) that enable individuals to access opportunity on an equal footing. Social protection is provided when first priority needs for the necessities of life are addressed by the social safety net, while spring boards address secondary needs and overlap with capability enhancement programs.

2. **Anderberg, Dan, "*Inefficient Households and the mix of Government Spending*", *Public Choice* (2007) 131:127–140**

CONTENT

Using a simple framework where family behaviour may fail to be efficient this paper explores two related questions:

- When is there political support for intervention in private goods markets?
- What determines the equilibrium mix of government spending on private goods and redistribution?

The discussion proceeds from the observation that many private goods that are either subsidized or provided in-kind are effectively shared within households. Examples include education, health care, child care etc. Furthermore, whether or not intra-family behavior is efficient is a contentious issue. The paper summarizes voting behavior in an experiment to determine preferences regarding government intervention in the form of subsidies vs. redistribution.

KEY FINDINGS

- a. Spending on private goods can be expected to be a relatively important item in the government's budget when there is relatively strong positive political income bias and/or when household decisions are relatively inefficient. Conversely, redistributive transfers should be relatively important when (i) there is significant wage inequality, and (ii) household decisions are relatively efficient.
- b. A key modeling aspect was that the policy space be sufficiently rich that the intervention in the private goods market and redistribution could be separated. Specifically, the voters were allowed to vote not only over a subsidy for the private good, but also over a redistributive tax system. Hence the voters could, in principle, vote for redistribution without intervening in the private goods market and, conversely, they could vote for intervening in the private market without necessarily introducing tax progressivity. This was indeed found to be important in the particular example with Cobb-Douglas preferences, the voters reserved the subsidy precisely for corrective purposes, not for redistributive purposes; e.g. if the inefficiency disappears so does the political support for intervention in the private market.

DISCUSSION

The findings from this study, if applied to Nunavut, require an assessment of the efficiency of household decisions on the use of income and assets. The result, if determined to be inefficient, could suggest that Nunivummiut voters might also reserve social safety net subsidies for housing, food and income support as a corrective for income inequality. Spending on private goods such as housing and food would then be approached by way of subsidies (direct contributions of the private good) rather than provisions of money.

3. *Asean Action Plan on Social Safety Nets, Association of Southeast Asian Nations.*
<http://www.aseansec.org/8464.htm>

CONTENT

This webpage links to social safety net initiatives in the southeast asian region. The relevance to Nunavut may be found in the description of the problem and the relative importance of socioeconomic development in the context of reducing immediate negative impacts on social well-being.

KEY FINDINGS

- a. "... the combined potential of social problems from desperate unemployed workers and the new poor pose a threat to national, as well as regional, stability."
- b. " It is generally recognised that social safety net programmes cannot be sustained without the resumption of socioeconomic development programmes. While efforts to promote economic recovery must be emphasised both at the national and regional levels, through, among others, intensifying intra-regional trade and investment, it is nonetheless important to give equal attention to the social impacts of the financial and economic crisis, and to mitigate the immediate impact on the incidence of poverty and social well-being, particularly of the rural areas in the ASEAN region."
- c. the task force will consider developing projects to share experience and best practice on the design and implementation of the following, among others:
 - social security systems for persons working in the informal sector,
 - services for school dropouts and street children,
 - workfare (emergency work relief) programmes,
 - micro-finance and self-employment programmes,
 - maternal and child health services,
 - psycho-social care for affected families;
 - disaster victims/displaced communities; and
 - assistance for the elderly and disabled.
- d. There may be a need to strengthen the delivery of social safety net services in times of crisis when such services are in great demand. Of particular importance is to ensure that social services delivery is decentralised and aided by non-governmental/peoples' organisations and the private and business sectors.

DISCUSSION

As this list of proposed social safety net projects indicates, Nunavut is not alone in facing the challenge of mitigating the immediate impacts of financial contraction on social well being and poverty. An emphasis on trade and investment, and other longer term measures, must not prevent giving equal attention to meeting primary needs of those at greatest risk. Equal investment in the two approaches along with decentralized social service delivery aided by NGO's and the private and business sectors is recommended as promising practice by ASEAN.

4. Baldeon, Cesar, Arribas-Banos, Maria, *“Management Information Systems in Social Safety Net Programs: A Look at Accountability and Control Mechanisms”*, Social Protection Discussion Papers, The World Bank, August 2008.

CONTENT

This paper provides administrators of Social Safety Net (SSN) programs with practical and systematic ways to use information management practices to mitigate risks by strengthening control and accountability mechanisms. It lays out practices and options to consider in the design and implementation of the Management Information System (MIS), and how to evaluate and mitigate operational risks originating from running a MIS. The paper includes detailed checklists of questions that can help evaluate the effectiveness of a ssn program from and IT standpoint as well as from an operations standpoint.

KEY FINDINGS

- a. Conditional cash transfer programs require well designed management of information systems. SSN programs and in particular CCTs “belong to a growing generation of development programs that seek to provide poverty alleviation in the short-run while fostering human capital accumulation among the young. CCTs are intended to break the intergenerational cycle of poverty. As their name implies, conditional cash transfers provide money to poor families, conditional upon investments in human capital—such as sending children to school or bringing them to health centers on regular basis.”
- b. A typical MIS has four main components
 - **Governance and organizational structure** provides the adequate business environment for an effective and efficient MIS, including (i) institutional arrangements and service agreements, (ii) good oversight, (iii) clearly defined roles and responsibilities, and (iv) an established process for business improvements.
 - **Information management** ensures the quality (accuracy, correctness, currency, completeness, and relevance) and security of the program’s beneficiary, coresponsibilities, and payment information.
 - **Application management** prevents vulnerabilities in the day-to-day operations of the SSN program. MIS applications provide an interface between the user and the beneficiary database, and control and monitor user and system access to the information.
 - **Infrastructure** is the physical equipment used to operate the MIS. More specifically, it includes the hardware and network used to operate the MIS application and beneficiary database, and connects the program’s central office with the local and regional offices.

DISCUSSION

SSNP's that involve conditional cash transfers, such as productive choices, as a condition of receiving income support, need information management systems that are more complex than unconditional and universal supports for those who are most vulnerable. This paper can serve as a resource to 'test drive' an MIS for any contemplated SSNPs that involve complex eligibility rules and conditions.

5. **Bergren, Ulrika Järkestig, Blomberg, Staffan, Petersson, Jan, “Traits of a Representative Welfare State: the Swedish Example”, International journal of Social Welfare, 2010: 19 402-411.**

CONTENT

This article discusses a negotiated rights model of social service that is being developed in Sweden. The two concluding sections of the article argue for the relevance of introducing the negotiated rights model and for traits of a new representative welfare state to develop. The reforms discussed are expressions of a broader movement originating in Britain called new public management. (NPM). The negotiated rights model can be looked upon as the core element in a change from a traditional to a representative model of Welfare.

KEY FINDINGS

- a. The care manager is the first connector between the organisation and the client. The care manager meets with the potential client and her/his social network to investigate the extent of need, individual demands, the division of responsibilities and available resources. The care manager evaluates the case and decides what the organisation can take on, forwarding this specified order or time budget to the providers of care. In the third step, the care manager is involved in reappraising needs and orders or altering the time budget.

b. The Negotiated Rights Model

Traditional welfare assessment and provision has been organised in a direct meeting between the providers of welfare and the users of welfare. The present study has revealed the contours of a new procedure that is characterized by indirect encounter where representatives negotiate outcomes in the following order: Client/customer/user Case manager(Personal ombudsman) Care manager Provider agency.

c.

	The traditional model of the welfare state	The representative model of the welfare state
<i>Responsibility:</i>	Institutional model for providing welfare	Welfare pluralism. Explicit user voice
<i>Logic:</i>	User meets the social worker	Representatives meet
<i>Social-worker:</i>	Advocacy and exercising authority	Division between: Care manager – needs assessment PO – advocacy
<i>Practice:</i>	Internal assessment procedures	Formal negotiated decisions

Figure 4. Comparison between the traditional and representative models of the welfare state.

The representative model of welfare is based on the negotiated rights model, which can be described as a result of the split between care and case managing functions. The logic of the model is that representatives, that is, the care manager and the personal ombudsman (PO), meet

and make decisions on social welfare delivery; it thus becomes an indirect rather than a direct model. Lastly, this arrangement mediates a pluralistic welfare development and creates a channel for an explicit user voice for vulnerable groups.

DISCUSSION

The most vulnerable people in Nunavut may benefit more from social safety net programs if a personal ombudsman can act as their agent in developing application for the best mix of needed welfare services. The negotiation of rights by a trained representative (advocate) may provide efficiencies and offset lack of access and confusion about eligibility by representing the rights of the client with full knowledge of how the social safety net system works and should be expected to work. Simplification of service as the result of a single application for help could be achieved with this promising practice.

6. **Devereux, Stephan, "Can Social Safety Nets Reduce Chronic Poverty?", *Development Policy Review*, 2002, 20 (5): 657-675**

CONTENT

Using case studies from developing countries in southern Africa, this article suggests that safety nets can have both 'protection' and 'promotion' effects based on the finding that even tiny income transfers are often invested in income-generating activities, education, social networks, or the acquisition of productive assets. This provides a basis for realizing that social safety nets, "*...far from being a merely residual welfarist intervention to alleviate transitory and livelihood shocks, can play a significant role in reducing chronic poverty.*"

The article argues for the potential of social safety-net programmes to reduce chronic poverty through the mechanisms of *asset creation* (by a public works project) and *investment behaviour* (by project beneficiaries or participants).

This article asserts that, "...the potential of safety-net transfers to the poor to raise living standards is greater than is generally acknowledged. Recognising this fact should elevate the status of safety nets and social protection programmes in development policy above the low reputation and priority that they currently enjoy."

This position is also supported by a defense of social safety nets on the basis of political economic theory both past and present:

"Interestingly, contra 'the view of modern proponents of free-market economics that social security is inimical to economic development', Rothschild (1995: 732) points out that early political economists such as Adam Smith, Condorcet and Turgot 'were convinced that some sort of minimum income security was a condition for economic development ... Turgot concluded that when the people were so poor as to be subject to periodic crises of their very subsistence, then conditions were unpropitious for enterprise, risk, and stable market institutions'. Contemporary economists sometimes express similar views about safety nets, which are needed 'both to

mitigate the vulnerability (to droughts and floods, illnesses and twins) of the working poor, and to compensate those too old or ill to work; such security, indeed, can stimulate entrepreneurship and growth' (Lipton, 1997: 1004)."

KEY FINDINGS

- a. "Despite a resurgence of interest in social safety nets – recently repackaged as ‘social protection’ – for poor people in poor countries, safety nets remain relegated to the ‘social welfare’ category of anti-poverty interventions. An unfortunate consequence is that institutionalised systems of social protection – beyond the minimal humanitarianism of emergency relief – are often dismissed as unaffordable luxuries for poor countries. .."
- b. Three determinants of poverty can be distinguished– low labour productivity, vulnerability, and dependency – and two categories of anti-poverty interventions – livelihood promotion and livelihood protection. Within this framework, social safety nets can be conceptualised as publicly funded transfer programmes with ‘consumption smoothing’, rather than ‘mean shifting’, objectives.

Table 1: Poverty determinants and anti-poverty interventions

Determinants of poverty	Anti-poverty interventions
Low productivity (chronically low returns to labour)	Income generation (productivity-enhancing interventions)
Vulnerability (transitorily low returns to labour, transitorily high irreducible expenditure)	Safety nets (direct transfers, productivity-restoring interventions, or consumption -smoothing microfinance)
Dependency (inability to work)	Social welfare (direct transfers)

Although Nunavut is not poor in the ways that Mozambique is, there are serious challenges to the sustainability of social protection. It may be instructive to imagine the following findings in the Nunavut context:

- Different groups of poor people are poor for different reasons, and each set of causal factors implies different remedial actions. Poverty and vulnerability are determined by interactions between personal (idiosyncratic) characteristics and external (exogenous) circumstances. Each individual’s ability to convert their unique combination of physical strength plus intellectual skills into a viable livelihood is constrained or facilitated by the specific economic, sociocultural, natural, political and institutional environments that they face.
- The determinants of (involuntary) income or consumption poverty can be disaggregated into three clusters:
 - i. *low productivity* – inadequate returns to labour and other productive inputs;
 - ii. *vulnerability* – risks and consequences of collapses in income and consumption;

- iii. *dependency* – inability to generate an independent livelihood due to inability to work.

Low productivity causes *chronic poverty* and is related to low returns to labour, land and capital, while vulnerability causes *transitory poverty*, following sudden collapses in returns to these inputs (precipitated, say, by drought or retrenchment). These ‘external circumstances’ can be affected only marginally by the expression of individual agency by the poor.

The third cluster of factors, *dependency*, arises from personal characteristics which render an individual incapable of earning an independent living: s/he is unable to generate adequate returns to their own labour because of physical or mental disability, extreme youth or old age.

- c. Safety nets differ from other anti-poverty interventions in their focus on the prior position of the target group. Specifically, safety nets are concerned with *vulnerability* rather than *chronic poverty*. While chronically poor individuals are unable to maintain a minimum living standard with the resources at their disposal, vulnerable individuals may be above the poverty line initially, but face livelihood risks that could drop them below the line without an intervening safety net to cushion their fall.
- d. Vulnerability is a composite concept having two dimensions – *exposure* and *susceptibility* – in which exposure refers to the likelihood that a shock or threat will affect a given individual or household, while susceptibility is the ability to cope with such shocks (an ability which is differentially distributed across individuals depending on their personal circumstances).

7. Esping-Andersen, G., "Social Welfare Policy: Comparisons", International Encyclopedia of the Social & Behavioral Sciences, 2001

CONTENT

The literature on social welfare policy is guided by two overarching questions: One, how do we explain the rise of welfare states and their diversity? Two, how do variations in policy design affect welfare distributions?

The author notes that existing reviews of the literature usually distinguish two broad explanatory thrusts: the convergence thesis that derives from theories of industrialism and modernization, and the ‘politics matter’ thesis that derives from theories of conflict and power mobilization (Shalev 1983, Esping-Andersen and van Kersbergen 1992, O’Connor and Olsen 1998).

The article discusses policy in terms of the modernization thesis, policies on poverty and income distribution, and gender inequality.

KEY FINDINGS

a. The Modernization Thesis

Industrialization (accompanied by urbanization, the rise of efficient bureaucracy, and by demographic aging) erodes traditional social protection mechanisms, such as the family, and makes necessary public responsibilities.

As nations industrialize, they will also converge because social risks become more similar, and because the functional necessity of public social security becomes pressing.

b. Poverty and Income distribution

Quantitative comparisons come to a surprisingly consensual view: the larger the welfare state, the greater the degree of equality in net disposable income, and the lower the rates of poverty. A less obvious finding is that welfare states targeted to the truly needy do not result in more poverty reduction than does the universalistic approach to social protection (for a review, see Gottschalk and Smeeding 1997).

Preliminary evidence does, however, suggest that comprehensive, generous welfare states are substantially more able to guarantee against long-term entrapment in poverty or welfare dependency (Burkhauser and Poupore 1993, Duncan et al. 1993).

c. Most studies conclude that targeted, means-tested policies create strong poverty traps. The finding that comprehensive, universalistic welfare states are more redistributive than those favoring heavy targeting has provoked debate about the precise mechanisms involved. Some argue that income tests create stigma and lower the take-up rate. With their notion of the 'paradox of redistribution,' Korpi and Palme (1998) argue that the basic reason lies in crowding out of private welfare that ensues from comprehensive, universalistic policy: limited welfare states nurture private welfare plans which are extremely inequality producing.

d. Gender inequality

Day care provision is a powerful precondition for women's economic independence, for their capacity to harmonize careers and family, and also for safeguarding against poverty in single parent families (Gornick et al. 1997, Gustafsson 1994).

A second finding is that welfare systems that grant women independent entitlements both lessen dependency and augment gender equality (McLanahan et al. 1995, Sainsbury 1996; O'Connor et al. 1999).

DISCUSSION

Nunavut faces the challenges of the modern erosion of traditional social protection and increasing necessity for public social security. As the government becomes more involved in providing social safety net programs, there may be an opportunity to strengthen more traditional social mechanisms with state support. The literature reviewed in this article indicates that means-tested policies create poverty traps, but also that universalistic welfare states are more redistributive, thus provoking debate about how to afford welfare that is public and universal. In Nunavut a solution must be found

that is in line with Inuit societal values. The first step may be to assess the desirability and feasibility of a public generous and universalistic social safety net.

8. Ferge, Z., "Poverty Policy", International Encyclopedia of the Social & Behavioral Sciences, 2001

CONTENT

Poverty policy or the politics of poverty is a constituent element of social policy. It covers public action that aims to deal with poverty when and if poverty is seen as a public issue. While various forms of poverty or pauperism have always invited some action of close communities, the term poverty policy is reserved for interventions in which the modern state has played a role.

This article discusses the political and intellectual context for poverty policy and the history of poverty policy.

KEY FINDINGS

- a. Poverty policy is informed by public policy in general or social welfare policy in particular. These policies are by their very nature ideologically loaded. The political labels to be applied may be debated. For the present purpose the conventional political categories of conservatism, liberalism, and social democracy appear useful.
- b. The political right perceives poverty as an individual rather than a social problem, attributing its causes to the variations in individuals' merits and achievements.
- c. Neoliberals may accept state intervention in the form of a well-targeted safety net for the truly needy. The political right usually regards poverty policy as the only acceptable type of social welfare policy.
- d. In a left perspective, poverty is considered as the outcome of social inequalities generated by the economic, political, and social power structure, by the unequal distribution of all the forms of capital. Poverty policy is seen as a must to alleviate immediately the lot of the poor by means of public redistribution.
- e. The Welfare State and Poverty Policy

During and after World War II, the extension of public responsibility for all-encompassing social security became an accepted, albeit never uncontested, principle in most developed capitalist states. The seminal document founding the idea of the Welfare State was the Beveridge Report. The experiences of World War II, a widespread appeal of left ideals, and the enforced competition with the 'communist' world in Central and Eastern Europe triggered all over Western Europe the development of social protection, increasingly underpinned by labor law and social law.

The welfare state project was never and nowhere fully successful. Yet in its three ascending decades it considerably reduced social inequalities, deep and even shallow poverty, and

improved the working, living, and housing conditions and the existential security of the majority. Poverty policy did not disappear, but in most countries its role—and the role of social assistance—have become marginal (Hatzfeld 1971, Esping-Andersen 1990).

The situation was different in the USA where universal schemes were never accepted and their function was fulfilled by the targeted schemes devised within the framework of poverty policy.

DISCUSSION

Nunavut can see itself as part of a global community of societies trying to implement social welfare policies where, "The welfare state project was never and nowhere fully successful" (6). However the practice of "public responsibility for all-encompassing social security" has produced positive and promising results around the world. The goal should be to make poverty policy increasingly marginal as the development of broad social welfare policies are increasingly successful in reducing social inequalities (social exclusion).

9. **Grosh, Margaret, Carlo del Ninno, Emil Tesliuc and Azedine Ouerghi "For Protection and Promotion: The Design and Implementation of Effective Safety Nets", Washington, DC: The World Bank, 2008, pp. 587**

CONTENT

The following notes are taken from a review of this book written by Predrag Bejakoviæ, Croatian Economic Survey : Vol. 12 : No. 1 : April 2010 : pp. 199-213. With an aim to improve knowledge on the subject and advance social policies, the World Bank recently published this 800 page book. In this book, safety nets or social assistance are terms used to refer to non-contributory transfer programmes targeted to the poor or vulnerable, which are usually defined as components of the welfare system.

KEY FINDINGS

- a. In general, poverty is generated by a lack of assets, uninsured exposure to shocks, or a combination of these factors. Poverty analysis and risk and vulnerability analysis will inform the choice of intervention: whether to use a safety net programme and which type of safety net programme would be more appropriate.
- b. To be effective, safety nets must not only be well intended, but also well designed and well implemented. A good safety net system and its programmes should be adjusted to country circumstances, adequate in their coverage and generosity, equitable, cost effective, incentive compatible, and sustainable.
- c. Reasons for having safety nets: among others, the desire to provide and ensure income redistribution and poverty reduction, to allow households to invest in children and their

- livelihoods, and to help citizens manage risk. It is explained how safety nets fit within the broader policy agendas for poverty reduction, risk management, and social sectors.
- d. Safety nets are never the whole or sufficient answer to poverty reduction or risk management, but must be appropriately adjusted into the existing policy context.
 - e. Safety nets should be financed in a countercyclical manner, yet few governments manage this, because in practice, safety net spending has tended to be procyclical rather than countercyclical. Although financing safety net programmes is not theoretically different from financing any other government programme and is thus rarely discussed in the safety net literature, authorities face a constant stream of challenges regarding their finance.
 - f. Analysis of new data shows that spending on safety nets as a part of GDP is weakly but positively correlated with income and democracy. The analysis does not find any relationship between spending on safety nets and several other plausible variables, including governance, ethnic fragmentation, and public attitudes about inequality.
 - g. Chapter 4 gives good evidence that, for the most part, programmes can focus resources on the poor to a moderate or high degree without incurring high errors of exclusion and various types of costs. However, there are also cases when this does not happen.
 - h. Four important steps that determine who is actually in the beneficiary group: (1) precisely defining the eligibility criteria, (2) conducting outreach to ensure low errors of exclusion, (3) screening to ensure low errors of inclusion, and (4) rescreening or exit policies to ensure that people move out of the programme as appropriate. In general, the preference is to serve vulnerable groups through a single and simplified social assistance programme having in mind equitable inclusion and efficiency of operations. If the vulnerable groups are to be helped by general social assistance programmes, these programmes may need to be modified somewhat.
 - i. The most frequent types of evaluation used for safety net programmes: process evaluation, assessment of targeting accuracy, and impact evaluation.
 - j. The principles to be used in "weaving" the safety net are explained in Chapter 9. The objective is to help policy-makers and sector specialists in selecting the appropriate mix of safety net policies and programmes to achieve national goals. The development of the safety net consists of two interrelated components: adjustment of individual programmes into a congruent unity and ensuring that the safety net sector complements other social policies in the country. The chapter describes a four-step process to assess the safety net sector: (1) defining the sources and understanding causes of poverty and vulnerability, (2) assessing the effectiveness and efficiency of individual safety net interventions, (3) determining possibilities to improve the safety net programme mix, and (4) proposing a concrete plan to implement the chosen strategy.

In this process, there is a need to find adequate answers to questions like, what are the major sources of risk, and what are the characteristics of the risks? In organising the safety net, one should keep in mind the importance of its long-term sustainability: not only fiscal, but also political and administrative sustainability.

DISCUSSION

This comprehensive book is based on the recognition that there is no single recipe for a safety net, and that policy-makers must clearly understand the range of options they face.

10. Hennock , E.P., "Welfare State: History of", International Encyclopedia of the Social & Behavioral Sciences, 2001**CONTENT**

This article provides an overview of the general history of the welfare state and a comparison of models that have evolved in developed countries. The primary focus is on the redistributive role of the modern welfare state. The administrative capacity that made it possible to introduce graduated taxes and differential tax allowances as instruments of redistribution is an important aspect of the history of the welfare state.

The idea that new principles of universal rights to basic necessities would become possible for governments to implement, entailed a commitment to full employment that was and remains controversial given the tension between economics (the market) and political acceptability.

The welfare state today is a result of...*"the unification of law across the state territory, the establishment of bureaucracies, and the elimination or control of intermediate forms of authority."* The author also believes that *"It is, however, also characterized by new systems of domination, consisting of distributing elites, service bureaucracies, and social clientele."*

KEY FINDINGS

- a. The term "welfare state" was coined in England in the 1940s. It is to be found in *Citizen and Churchman* (1941) by William Temple, Archbishop of York, where it is contrasted with the Power State or Warfare State.
- b. After the publication of the Beveridge Report in 1942, the term soon came to be applied to the hopes for postwar reconstruction and by 1948 was used regularly for the postwar reforms. Beveridge himself disliked the term for what he called its 'Santa Claus' connotations and preferred the older term 'social service state,' 'welfare state' normally carried a favorable meaning.
- c. Welfare had a different set of connotations in American English. 'Public Welfare,' as understood in the USA then and since, excluded the elements of social insurance, with its claims to benefit as of right, which were so prominent in the British construction of the term (Lindeman 1937). 'Welfare state,' once imported from Britain, thus carried a stronger association of paternalism (Skocpol and Ikenberry 1983).

d. Goods and services, considered necessary for the common good as politically defined, have included the infrastructure of public health, the provision of healthy and environmentally approved housing, of medical treatment, and of schools, and subsidies could take the place of full state provision, e.g., in respect of houses, food, or schools.

e. The Swedish Model

Unlike Germany, where insurance contributions and benefits differed according to levels of income, Swedish benefits were paid, as in Britain, at a flat rate for all. But they differed from both the German and the British provisions in that retirement pensions and sickness insurance were financed from general taxation. They were set at a level that provided pensioners with an adequate income, something that the British pensions, tied to contributions that even the lowest-paid could afford, entirely failed to do. Significant differences between the policies of these three welfare states also extended to industrial relations and taxation.

f. The replacement of direct state provision of services by contractual relationships with charities and profit-making providers has given prominence to the concept of the 'mixed economy of welfare.'

DISCUSSION

The GN functions in a larger welfare state context. As a government charged with the welfare of Inuit as a primary goal, the creation of a social safety net fits well with an agenda of income redistribution based on Inuit societal values. However, the funding of many SSNPs depends on externalities such as funding from the government of Canada for social programs and the state of the economy in general. The challenges relating to poverty reduction may require changes and possibly radical rethinking of the role of the GN in providing the basic necessities of life, redistributing income, and in building a 'mixed economy of welfare'.

11. Holzman, Robert, Joergensen, Steen, "Social Risk Management: A New Conceptual Framework for Social Protection, and Beyond", *International Tax and Public Finance*, 8, 529–556, 2001

CONTENT

This article stresses the importance of functioning informal risk management arrangements, most importantly the family and community. It provides a framework to rethink traditional social protection programs such as labor market interventions, pensions and unemployment insurance, and social safety nets. The attention of policy makers and policy analysts is drawn to the importance of prevention and mitigation beside mere coping strategies. Topics include sound but operational definition of vulnerability; how government interventions can and should facilitate informal risk management arrangements; theoretical and empirical guidelines for the balance between risk prevention, mitigation and coping; and the circumstances under which the various actors best perform their roles as providers of risk management and, conversely, serve as the source of risk.

KEY FINDINGS

- a. The proposed definition of social protection sees “*SP as public interventions to (i) assist individuals, households, and communities better manage risk, and (ii) provide support to the critically poor.*” This definition and the underlying framework of Social Risk Management Present SP as a safety net as well as a spring-board for the poor. While a safety net for all should exist, the programs should also provide the poor with the capacity to bounce out of poverty or at least resume gainful work.
- b. Social protection should not be viewed as a cost, but rather, as one type of investment. A key element of this concept involves helping the poor keep access to basic social services, avoid social exclusion, and resist coping strategies with irreversible negative effects during adverse shocks.
- c. Focus less on the symptoms and more on the causes of poverty by providing the poor with the opportunity to adopt higher risk-return activities and avoiding inefficient and inequitable informal risk sharing mechanisms.
- d. Take account of reality. Among the world population of 6 billion, less than a quarter have access to formal SP programs, and less than 5 percent can rely on their own assets to successfully manage risk. Meanwhile, eliminating the poverty gap through public transfers is beyond the fiscal capacity of most developing countries.

Table 2. Strategies and arrangements of social risk management—Examples.

Arrangement Strategies	Informal	Market-based	Public
<i>Risk Reduction</i>	<ul style="list-style-type: none"> • Less risky production • Migration • Proper feeding and weaning practices • Engaging in hygiene and other disease preventing activities 	<ul style="list-style-type: none"> • In-service training • Financial market literacy • Company-based and market-driven labor standards 	<ul style="list-style-type: none"> • Good macroeconomic policies • Pre-service training • Labor market policies • Labor standards • Child labor reduction interventions • Disability policies • AIDS and other disease prevention
<i>Risk Mitigation Portfolio</i>	<ul style="list-style-type: none"> • Multiple jobs • Investment in human, physical and real assets • Investment in social capital (rituals, reciprocal gift-giving) 	<ul style="list-style-type: none"> • Investment in multiple financial assets • Microfinance 	<ul style="list-style-type: none"> • Pension systems • Asset transfers • Protection of property rights (especially for women) • Support for extending financial markets to the poor • Mandated/provided insurance for unemployment, old age, disability, survivorship, sickness, etc.
<i>Insurance</i>	<ul style="list-style-type: none"> • Marriage/family • Community arrangements • Share tenancy • Tied Labor 	<ul style="list-style-type: none"> • Old-age annuities • Disability, accident and other insurance (e.g. crop insurance) 	
<i>Hedging</i>	<ul style="list-style-type: none"> • Extended family • Labor contracts 		
<i>Risk Coping</i>	<ul style="list-style-type: none"> • Selling of real assets • Borrowing from neighbors • Intra-community transfers/charity • Sending children to work • Dis-saving of human capital • Seasonal/temporary migration 	<ul style="list-style-type: none"> • Selling of financial assets • Borrowing from banks 	<ul style="list-style-type: none"> • Disaster relief • Transfers/Social assistance • Subsidies • Public works

Source: Authors, based on Holzmann and Jorgensen (1999)

- e. there are multiple suppliers of RM instruments (including individuals, households, communities, NGOs, market institutions, government, international organizations and the world community at large) and distinct demanders (such as the formal urban, the informal urban, the formal rural and the informal rural worker).
- f. The application of the risk management framework goes well beyond Social Protection since many public interventions such as sound macroeconomic policy, good governance and access to basic education and health care all help to reduce or mitigate risk, and hence vulnerability. It also extends Social Protection as traditionally defined since it goes beyond public provision of risk management instruments and draws attention to informal and market-based arrangements, and their effectiveness and impact on development and growth.

- g. The threat of destitution and non-survival renders the poor very risk adverse and as a result makes them very reluctant to engage in higher risk / higher return activities. As a consequence, the poor are not only incapable of seizing opportunities, which emerge in a globalizing world, but they are even more exposed to the increased risks, which the process is likely to entail. Improving the risk management capacities of the poor becomes thus an important policy for lasting poverty reduction, not only for dealing with transitory poverty (see World Bank, 2000, Baulch and Hoddinott, 2000).
- h. Social Protection and Social Inclusion Advocates of policies to combat social exclusion argue that modern social protection should not be limited to traditional forms of income support but should include measures to promote social cohesion, solidarity and inclusion (Silver, 1995). This raises the question of whether social inclusion is legitimately part of the remit of social protection.
- i. The complexity of the Social Risk Management framework demands a holistic view of the issues, options, and players:
 - i. At the level of issues and options SRM requires moving away from strict categorization of traditional programs in cylinders (i.e., public pensions, labor market interventions and social safety nets) and seeing their interrelation, interaction with informal and market-based arrangements, and the (partial) substitutability or complementarity of the main strategies;
 - ii. At the level of players, it calls for close interaction between the main stakeholders (the people), those who govern them, and those from institutions who want to be helpful;
 - iii. At the level of information, the new approach needs a new, or least different, data set for benchmarking and evaluation and improved analytical techniques.

12. Jensen, Carsten, Svendsen, Tinggaard, Gert, "Giving Money to Strangers: European welfare states and social trust", International Journal of Social Welfare 2011 vol. 20: p. 3-9.

CONTENT

Why would you give money to strangers? That is the fundamental question posed by a new body of research into the relationship between social trust and willingness to accept high taxes and extensive welfare states. The literature argues that generalised trust causes and upholds universal welfare state institutions, an entirely plausible explanation of the Scandinavian social democratic welfare states. Future research into the trust-welfare state relationship should therefore focus on the trust profile of a country to understand *how* the welfare state provides its citizens with benefits. This article includes a section on the cultural and social foundations of social trust and welfare institutions.

KEY FINDINGS

- a. This literature argues that a high level of generalized social trust (GT), i.e. trust in individuals outside the family and friendship sphere, is a precondition for universal welfare institutions. The

- existing argument can explain the presence of universal programmes in the social democratic welfare states and, thus, the high level of taxation and spending accepted in these countries. By negation, it also explains the very opposite outcome in the liberal welfare states of the Anglo-Saxon nations.
- b. High levels of GT ensure that free-riding is kept to a minimum, individuals generally experience that their trust is not misplaced and they, therefore, continue to trust the welfare system. This gives rise to a positive feedback mechanism between high levels of GT and universal welfare institutions (Larsen, 2007; Rothstein, 2001; Rothstein & Stolle, 2003).
 - c. Instead of the feedback relationship documented for the social democratic countries between GT and universal programmes, we argue that there is an alternative relationship between high levels of particularised trust (PT) and familiaristic programmes. PT is trust regarding mainly the family, i.e. 'the particular, well-known other' compared with the generalised other of GT (Uslaner, 2002).
 - d. Uslaner (2002, 2004) argues that the mode of trust (GT or PT) found in modern societies is determined by the cultural basis of a country rather than by government policies and institutional setups. Furthermore, both types of trust are learned early in life from parents and school, and they are largely stable throughout life. In fact, parental trust can be traced back to grandparents' trust and yet further back, suggesting deep cultural roots.

DISCUSSION

Inuit societal values, Inuit IQ, all point to the high value and continuing commitment to generalized social trust that is advocated in the Tamapta mandate. An approach to welfare similar to that of the socially cohesive Scandinavian countries would seem consistent with this mandate. The implication is that Nunavummiut will accept high levels of taxation and spending on universal programs. Dependency on transfer payments from the federal government may require new regulations about the use of payments to fund a comprehensive social safety net.

- 13. Kneebone, Ronald , "*Fiscal Retrenchment and Social Assistance In Canada*", Department of Economic and Institute for Advanced Policy Research, University of Calgary, Calgary Alberta, and White, Katherine G. White, Applications Management Consulting Ltd. Edmonton, Alberta, Canada, November 2007**

CONTENT

This paper exploits the fact that a confluence of events in the mid 1990s caused Canadian provincial governments to re-examine the design of their social assistance programs. Three provinces in particular – Alberta, British Columbia, and Ontario – chose to introduce substantial changes to the administrative procedures by which applicants applied to gain, and maintain, access to social assistance. We identify the relative contributions of economic influences, cuts to social assistance benefits, and new administrative procedures on the fraction of the population eligible for social assistance.

KEY FINDINGS

- a. Reductions in the real value of social assistance benefits have had a relatively small influence on the fraction of the population collecting social assistance. An implication of this relatively small response to a substantial change in benefits is that policymakers need not worry unreasonably that increasing the real value of the benefits paid to those on social assistance will cause a flood of new applicants.
- b. The state of the economy had a significant role to play in the reduction in the social assistance rate over our sample period. In the three provinces we considered most closely, improvements in the economy explained 18% (British Columbia), 38% (Ontario), and 49% (Alberta) of the fall in the provincial social assistance rate. Those results remind us that social assistance remains quite sensitive to the state of the economy and that the fall in the social assistance rate enjoyed during the boom years of the late 1990s and early 2000s will have their counterpart in rising rates come the next economic downturn.

DISCUSSION

The state of the Nunavut economy will have an impact on the social assistance rate. Planning for a social safety net that can withstand economic downturns may need to become a high GN priority going forward.

14. McKinnon, Roddy, "Social Risk Management: A Conceptual Fallacy of Composition", *Risk Management*, Vol. 4, No. 2 (2002), pp. 21-31. Published by: [Palgrave Macmillan Journals](#), Stable URL: <http://www.jstor.org/stable/3867754>

CONTENT

The World Bank is developing a new conceptual framework for social protection.

Designed to be more appropriate than conventional contributory social security for meeting the multitude of labour market and non-labour market risks faced by the chronic poor in developing countries, this conceptual framework is called 'social risk management' (SRM). A critical analysis of the SRM framework is presented, with the aim of sharing with risk practitioners and academics alike some important insights into this recent and largely unreported development in social policy.

The article concludes on a somewhat critical note by stating that, although there remains a recognised need to improve mechanisms of social protection for the poor in developing countries, the SRM framework appears not only to be conceptually flawed from the perspective of risk theory, but also inherently limited in its ability to fulfil its key policy aim of poverty alleviation through the better management of risk.

In this framework, risks are defined in an inclusive sense to cover social, economic, political, environmental, labour market and non- labour market hazards or risk events.

KEY FINDINGS

- a. In practice, the pragmatic reality of policy-making has dictated that, inevitably, social policy has been shaped both by what 'is desirable in terms of outcomes and [by] what is acceptable in terms of cost'. Nonetheless, an important aspect of social policy, as thus traditionally conceived, is the redistribution of resources and services with the general aim of promoting a greater degree of social equity.
- b. A further policy aim of SRM is the emphasis placed upon 'promoting risk-taking'. Much of current political discourse argues that social policy interventions which deter individual responsibility and encourage excessive welfare dependency should be discouraged. Nonetheless, it is also widely accepted that inequality, in its many guises, is a structural feature of all societies.

It is the chosen political responses to welfare dependency and inequality which broadly define the nature of the societies within which we all live. Accordingly, and while it is much preferred that individuals actively contribute to improving their own condition rather than remaining predominantly dependent upon state 'hand-outs', NGO philanthropy or private charity, it is accepted that the relative and absolute poverty in which many millions of people live is largely not of their own making.

- c. In general, the concern over the SRM approach, and in particular its explicit desire to limit further the scope of formal social security, is that a greater number of individuals are likely to become increasingly reliant upon public 'safety-net' coping mechanisms, albeit complemented by additional non-formal (and potentially illegal) coping strategies. This observation is crucial. Surely, an effective system of SRM should reduce the need for coping strategies, not enhance it.
- d. The proposed application of this framework is not only seriously at odds with conventional risk theory, which stresses the innate collective basis of risk, but also challenges the aspirational and redistributive policy agenda of social security in its pursuit of 'social justice' for all. Far from reducing the exposure of individuals to risk, as is the desired aim of conventional social policy agendas, this specific policy framework, somewhat problematically, actively encourages the chronically poor to heighten their own exposure to risk.
- e. Throughout much of the 20th century social risks were defined largely in relation to an individual's relative marginalisation from full-time employment in the formal labour market. As a consequence, social insurance systems, and the wider family-orientated protection systems conferred by the Western welfare state model, developed essentially to mitigate labour market risks. Crucially, the risks for which social insurance systems were designed have always been understood to be 'collective'. As Ewald put it: 'Strictly speaking there is no such thing as an individual risk'. From this perspective, insurance, including social insurance, can only function when it is applied to communities.

DISCUSSION

The emphasis in this article is on the collective nature of the risks that must be managed by social policies such as safety net programs. This emphasis is in line with Tamapta and Inuit societal values. The implication is that social protection should provide access to security not to more risk in the hope of future productivity gains.

15. Osberg, Lars, "*Canada's Declining Social Safety Net: The Case for EI Reform*", Canadian Centre for Policy Alternatives, 2010.

CONTENT

(Un)Employment Insurance is the major program by which the Government of Canada has historically helped offset the financial risks of unemployment faced by Canadian families. Unemployment in Canada is now rising at an unprecedented rate and is forecast to stay high for some time to come — so many Canadians are now finding out personally just how little insurance coverage they have.

This article compares Canada with other developed countries and finds that employment insurance in Canada is in the bottom 20% of average gross unemployment benefit replacement.

KEY FINDINGS

- a. Canada's current EI system offers relatively little income protection compared with the unemployment insurance system in place in other OECD nations and compared with Canada's (Un)Employment Insurance systems of previous years.

DISCUSSION

In times of high unemployment a social safety net is most needed. Nunavut has high unemployment rates that justify the expansion of EI benefits to include lower entry requirements, longer benefit periods, and supports for re training, skill development, and enhanced transition to work programs.

16. Riches, Graham, "*Food Banks and Food Security: Welfare Reform, Human Rights and Social Policy. Lessons from Canada?*", , *Social Policy and Administration*, vol. 36 #6, December 2002, pp.s 648-663.

CONTENT

In the past twenty years food banks have established themselves as one of the fastest-growing charitable industries in first world societies. As institutionalized centres or clearing houses for the redistribution of donated and surplus food they have emerged as a key frontline response to the growing problem of food poverty and inequality. As welfare states have been restructured and cut back and basic entitlements have been denied, food banks have become secondary extensions of weakened social safety nets. This paper explores the growth of food banking in Canada and analyses its role in terms of advancing the human right to food, its effectiveness in achieving food security and the extent to which it contributes to, and/or counters the increasing emphasis by governments on welfare reform policies informed by neo-conservative ideology.

KEY FINDINGS

- a. Food and food poverty are political questions (Robertson *et al.* 1999) and as Dowler *et al.* (2001) have argued "solutions to food poverty go beyond welfare transfers or health services to include issues of basic human rights, sustainable development, health inequalities and social inclusion". The rise of food banks in Canada is concrete evidence both of the breakdown of the social safety net and the

commodification of social assistance. As such, they undermine the state's obligation, as ratified in international conventions, to respect, protect and fulfil the human right to food. In countries where they are in their infancy, the question of whether to support their development should be a matter of urgent public debate.

- b. food banks, however they are defined, are now big business in Canada. Indeed, it has recently been observed that while they were first established to provide emergency relief for those in need of food, " 20 years later they have become an integral part of contemporary Canadian society" (Theriault and Yadlowski 2000)
- c. Some food banks, and especially the Daily Bread Food Bank in Toronto and the Canadian Association of Food Banks, have been powerful advocates, provincially and nationally, for the eradication of hunger. There has also been a rejection of the institutionalization associated with US food banks which employ large numbers of people and operate "in the manner of large industries, as warehouses onlywith complex systems of inspection and regulation" (*ibidii*)
- d. Many food banks would rightly claim that their purpose is not to solve the problem of food poverty in Canada, but rather to provide emergency relief. Their function is ameliorative and should be judged in that light. At the same time it has been argued that food banks can fulfil important health prevention functions,
- e. The commodification of welfare rejects the notion that the state has a legitimate role in addressing basic human needs including the right to food and to be free from hunger. In Canada, the scrapping of CAP has set the social policy clock back a generation to residual times. It also represents state endorsement of the public legitimacy of charitable food banks as the programmes of last resort in the fight against food poverty.

DISCUSSION

The possible role of food banks as part of the Nunavut ssn should be carefully considered in the light of findings from this article. Specifically: " Whatever the degree to which some food banks are appreciated by those who use them, there is little evidence on the basis of the foods already received that they ameliorate food poverty, prevent hunger or contribute to nutritional well-being." (p.658), and, " The documented evidence of 20 years of food poverty and food banking in Canada points rather to the massive failure of welfare reform policies and the abandonment by the federal and provincial governments of their international obligations to respect, protect and fulfil the human right to food (Riches 1997; see also Dowler *et al.* 2001).

17. Riley, J., "Welfare: Philosophical Aspects", *International Encyclopedia of the Social & Behavioral Sciences*, (2001)

CONTENT

In this article, four different interpretations of welfare are discussed critically. 'Welfarist' moral philosophies are also contrasted with 'nonwelfarist' moral philosophies. Major philosophical

traditions, notably utilitarianism (J.S. Mill), Kantian ethics developed in a theory of social justice (J. Rawls), and contemporary human capability theory (A. Sen).

KEY FINDINGS

- a. Welfare, or living well according to an acceptable standard,..." *is based on the very basic assertion that life itself is an essential element of any human being's welfare, for example, and the means of basic subsistence, including food and shelter to some minimal extent, can be viewed as vital sources of human welfare whose provision should be guaranteed by government, as in the term 'welfare state.'*" (p.16420)

This philosophy of welfare places a responsibility on governments that can serve to justify the maintenance of a social safety net as part of the 'welfare state'.

- b. *"Classical economists were preoccupied with the production and distribution of material wealth, however, and so tended to focus their attention on the kind of utilities embodied in material objects susceptible to accumulation."*

"Economists in the classical tradition (from Smith and Ricardo to Marshall and Pigou) tended to identify utility with material welfare and to be especially concerned about the needs of those members of the community who produced the kind of utilities embodied in material wealth." (p.16421)

DISCUSSION

The social safety net in Nunavut may not fit the classical bias described here because the members of the community who are most vulnerable include those who are not producing such utilities, yet it is the most needy who are the focus for economic assistance. Inuit IQ may be incompatible with the classical economists' perspective. If this is the case, then it may be helpful to develop an Inuit economic perspective that clarifies the degree of socialism that is politically desired.

- a. Four different conceptions of welfare

Pleasure

"Classical hedonism is not a purely subjective doctrine. It insists that some kinds of pleasures are embodied in material objects and human qualities, and can only be experienced by people who possess those objects and qualities, which must first be produced." (kp. 16422)

In an Inuit context pleasure can also be understood in a non-subjective and culturally specific way that is linked to productive activity. For example, hunting, caring for elders, etc. represent practices that require skill and work.

Preferences

"Perhaps currently most influential, preference-based approaches typically conceive personal welfare in terms of personal preferences and social welfare in terms of social or ethical preferences that are constructed in some way from the set of personal preferences." (p. 16422)

This concept supports policies such as productive choice agreements in the administration of income support. Inuit productive choices will reflect Inuit societal values and should be respected as valid personal preferences in a social safety net designed for Nunavummiut.

Resources

"In resource-based conceptions, personal welfare is defined in terms of an objective list of resources broadly defined, whereas social welfare consists implicitly of the effective production and fair distribution of the relevant resources" (p. 16423)

Individual welfare must be coordinated with social welfare so that basic resources are produced and distributed fairly.

Capabilities

"Sen (1985a, 1985b, 1990) argues that human well-being should be conceived in terms of 'capabilities' —or 'positive freedoms' (see Freedom: Political)—to achieve valuable human 'functionings' given by some objective list. He points out that different people may have unequal capabilities to convert resources into achievements. Physically handicapped people may need more income than the able-bodied need to achieve a given level of mobility, for example. People who are genetically vulnerable to particular diseases may need more medicines than the less vulnerable need to achieve a given standard of health. Women may need more food than men need to achieve a given standard of nutrition."

This approach recognizes differences that should make a difference in how people are helped to meet their basic needs . It would appear to be consistent with Inuit societal values as an approach to defining welfare. An objective list of 'functionings' for an Inuk might be of assistance in developing social safety net programs that is responsive to Inuit IQ.

18. Schelzig, Karin, *"Social Safety Nets: Learning from International Best Practices"*, Asian Development Bank, 2009.

CONTENT

This powerpoint presentation looks at the factors that determine the right mix of programs in a social safety net. Basic criteria for good safety nets are identified and the advantages and disadvantages of four types of interventions. (Key reference: Grosh, M., C. del Ninno, E. Tesliuc, A. Ouerghi. 2008. *For Protection & Promotion: The Design and Implementation of Effective Safety Nets*, Washington DC: The World Bank

KEY FINDINGS

- a. No one intervention will address all vulnerabilities

- b. Good safety nets have both a protection and a promotion function. For example, by helping families plan for and make investments in the future by preventing malnutrition and providing for investment in education and productive assets.
- c. Basic criteria for good safety nets
 - appropriate: reflecting the needs of the beneficiaries
 - adequate: benefits must be big enough to make a difference to recipients
 - equitable: providing equal treatment to people with equal needs
 - cost-effective: keeping administrative costs low while minimizing leakage of benefits to non-target groups (the non- poor)
 - compatible with incentives: safety nets should support rather than discourage self-sufficiency in recipients
 - sustainable: affordable given current and forecast public revenues and political support. (Stop-start implementation has huge costs)
 - adaptable: able to evolve to remain relevant in the face of economic and social change
- d. Types of interventions:
 - Cash transfers, conditional and unconditional
 - Food-based programs
 - Public works programs (workfare)
 - Fee waivers
- e. Best practices include:
 - Financing: safety nets typically 1-2% of GDP in developing countries vs. 2-4% of GDP in industrial countries. Reallocation from less efficient programs (such as untargeted subsidies) is a best practice. Stop-start doesn't work, need long term commitment.
 - Monitoring & evaluation: importance cannot be overemphasized for verification, transparency, and demonstrating real impacts (which in turn builds support). Independent Monitoring & Evaluation unit is critical.

DISCUSSION

Finding the right mix for Nunavut can be guided by the criteria and practices outlined in this presentation. Determining how to efficiently target the most vulnerable may require a mixture of interventions rather than over reliance on a single measure.

19. World Bank, *"Social Safety Nets in OECD Countries"*, *"Social Safety Net Primer Series, World Bank, #25, 2006.* <http://www.worldbank.org/safetynets>

CONTENT

This report compares Canada with other developing countries in terms of social protection spending. Non-contributory social transfer programs are identified and compared between the OECD countries.

KEY FINDINGS

- a. Within OECD countries two models can be identified. (1).The SSN-dominated, or Anglo-Saxon model, found in the US, UK, Australia, New Zealand, and Canada. In these countries, there is less reliance on social insurance instruments (pensions, health, unemployment insurance), and greater use of targeted support to deserving poor.
- b. The residual SSN-model, found especially in continental Europe. Specific for continental Europe is the substantial role played by social insurance instruments.

In this second model, the net is woven based on universal/generous family benefits and residual means-tested programs for the poor (the net of last resort).

- c. Canada is one of 13 countries that use means testing for family benefits, while 17 countries do not.
- d. Much of the gap in social protection spending (between European and anglo-saxon countries) seems to be explained by differences in political institutions (type of political representation, federalism vs. national states, the system of checks and balances), racial fragmentation, or beliefs about the nature of poverty (laziness vs. lack of opportunity).
- e. Some OECD countries, particularly those in continental Europe, have raised the issue of "social exclusion" in their approach to policy reform. Social exclusion has been defined as "a multi-dimensional socio-economic conception of deprivation," as compared to poverty, "a lack of adequate income or insufficient material resources to satisfy basic needs." Using social exclusion rather than poverty as a basis for defining need usually means targeting more recipients for social assistance, as means-testing shifts from only income and material resources to the "access to full participation in the community."
- f. Unlike poverty, which is traditionally defined as absolute—one is either poor or not poor—social exclusion is a relative condition, which takes into account the standard of living of the entire society. As a result, some have argued that social assistance benefits need to place less emphasis on absolute poverty lines, and more on social integration.
- g. Exclusion may involve the curtailment of rights or differential treatment of certain individuals by the range of social institutions within a given community.

Some policymakers have argued that overly generous social assistance can produce exclusion through the development of an "underclass" mentality, with little emphasis on the personal responsibility to find work.

- h. Others have used this concept to argue that social assistance needs to be more generous so as to provide standards of living that allow individuals to more fully participate in the community. These debates have been fueled by an increasing public policy emphasis on the importance of social capital.
- i. There exists considerable debate over what constitutes satisfactory social inclusion. Some countries believe that full-time paid employment is enough, whereas others are more concerned with covering a range of needs, including adequate housing, healthcare and access to social institutions. Strategies for reducing social exclusion include many of the “positive” policies discussed in the previous section on work incentives, and combine support to low-wage workers, such as employment conditional benefits, and active labor market interventions, such as training programs and insertion schemes.

DISCUSSION

Nunavut has a social safety net that conforms to the prevailing anglo-saxon model described in this report. It remains to be seen whether alternative models, such as the universal benefits applied in European OECD countries fit better with Inuit societal values.

DOCUMENTS CONSULTED

GOVERNMENT OF CANADA

1. *Federal Poverty Reduction Plan: Working in Partnership towards Reducing Poverty in Canada*http://intraspec.ca/403_HUMA_Rpt07-e.pdf
2. *In From the Margins: A Call to Action On Poverty, Housing and Homelessness*, The Standing Senate Committee on Social Affairs, Science and Technology, Report of the Subcommittee on Cities, the Honourable Art Eggleton P.C., Chair, December 2009.

PROVINCIAL POVERTY REDUCTION STRATEGIES

3. Holden, Bill, Chopin, Nicola, Dyck, Carmen, Fraser, Nich, *Poverty Reduction Policies and Programs, Saskatchewan*, Bill Holden, Nicola Chopin, Carmen Dyck, and Nich Fraser, Community-University Institute for Social Research, Social Development Report Series, 2009, commissioned by the Canadian Council on Social Development
4. *Reducing Poverty: an Action Plan for Newfoundland and Labrador*, Government of Newfoundland and Labrador, June 2006
5. Westfall, Rachel, *Dimensions of Social Inclusion and Exclusion In Yukon, 2010*, Senior Statistician, Yukon Bureau of Statistics., on behalf of the Office of Social Inclusion, Department of Health and Social Services, Yukon Bureau of Statistics, December, 2010
6. Wilson, Jeffrey, *Poverty Reduction Policies and Programs, Northwest Territories*, Alternatives North Social Development Report Series, 2009, commissioned by the Canadian Council on Social Development

GOVERNMENT OF NUNAVUT

7. Housing Working Group Terms of Reference
8. Quality of Life Committee Terms of Reference
9. Poverty Reduction Working Group Terms of Reference
10. *Tamapta: Building our Future Together, Government of Nunavut Priorities 2009-2013*, www.gov.nu.ca
11. Qanukkanni, The GN Report Card, North Sky Consulting, 2009
12. *The Well-Being of Inuit Communities*, Sacha Senecal, Eric Guimond, Strategic Research and Analysis Directorate, co-authors Erin O'Sullivan, Sharanjit Uppal, Iqaluit, Nunavut, October 31, 2006

-
13. Community and Government Services Department Policies related to the SSNP Review:
<http://www.gov.nu.ca/en/Policies.aspx>
 14. <http://www.edt.gov.nu.ca/apps/Authoring/dspPage.aspx?page=documents>
 - Senior citizen and disabled persons property tax relief policy
 - The Municipal Training Policy
 - Public Fire Safety Awareness Contribution Policy
 - Technical Professional Studies Scholarship Policy
 - The High School Computer Award Policy
 - The Nunavut Energy Management Program
 - The GN priority hiring policy
 - Community and Government Services SSNP's
 - Inuit employment initiatives
 - IT co op program, computer award program
 15. *Financial Assistance for Students Review (DRAFT)*, for Department of Education, Government of Nunavut, D. Jonsson, December 2007.
 16. *Fiscal and Economic Outlook*, Department of Finance Government of Nunavut, March 8, 2010
 17. *Income Support Programs, Program Policies and Guidelines Manual*, Education-Government of Nunavut (*being revised for inconsistencies*), Version 3, January 2006
 18. *Transition to Work Operational Guidelines*, Income support division , Department of education, September 2005
 - *Social Assistance*, program and policy documents (including January 2006 Draft Program Policies and Guidelines Manual) , Department of Education
 19. *Nunavut Housing Corporation: Homelessness Initiatives Grants and Contributions Policy*, 2010.
 20. *Nunavut Economic Forum- Review of Social Programs as Barriers to Workforce Participation Final Report*, prepared for Nunavut Economic Forum N(ET) New Economy Development Group Inc., Ottawa, Ontario, March 2007.
 21. *Addressing the cost of Living in Nunavut Discussion Paper Four*, prepared for the Nunavut Employees Union by Alison Rogan, April 2003.
 22. *Community Justice Annual Report on Victims Assistance Committee*, April 1, 2009- March 31, 2010.

23. *Nunavut Child and Family Services Annual Report 2008-2009*.
www.scribd.com/doc/37167609/Nunavut-Child-and-Family-Services-2008-2009-Annual-Report
24. *An analysis of the housing needs in Nunavut: Nunavut Housing Needs Survey 2009/2010*, a working paper prepared by Income Statistics Division, Statistics Canada for the Nunavut Housing Corporation, October 29, 2010

FOUNDATIONS AND BEST PRACTICE RESEARCH

25. Ali, Ifzal, "*Inequality and the Imperative for Inclusive Growth in Asia*", (chief economist Asian Development Bank (<http://www.aimguwahati.edu.in/Download/Ifzal.pdf>))
26. Anderberg, Dan, "*Inefficient Households and the mix of Government Spending*", *Public Choice* (2007) 131:127–140
27. *Asean Action Plan on Social Safety Nets*, Association of Southeast Asian Nations. <http://www.aseansec.org/8464.htm>
28. Baldeon, Cesar, Arribas-Banos, Maria, "*Management Information Systems in Social Safety Net Programs: A Look at Accountability and Control Mechanisms*", *Social Protection Discussion Papers*, The World Bank, August 2008.
29. Bergren, Ulrika Järkestig, Blomberg, Staffan, Petersson, Jan, "*Traits of a Representative Welfare State: the Swedish Example*", *International journal of Social Welfare*, 2010: 19 402-411.
30. Bonesteel, Sarah, *Canada's Relationship with Inuit: A History of Policy and Program Development*, prepared for INAC, Public History Inc., principal author, managed and edited by Erik Anderson, June 2006
31. Coady, David, P., "*Designing and Evaluating Social Safety Nets: Theory, Evidence, and Policy Conclusions*", discussion paper, Food Consumption and Nutrition Division, International Food Policy Research Institute, Washington D.C., #172, 2004.
32. Devereux, Stephen "*Can Social Safety Nets Reduce Chronic Poverty?*", *Development Policy Review*, 2002, 20 (5): 657-675
33. Ferge, Z., "Poverty Policy", *International Encyclopedia of the Social & Behavioral Sciences*, 2001
34. Grosh, Margaret, Carlo del Ninno, Emil Tesliuc and Azedine Ouerghi "*For Protection and Promotion: The Design and Implementation of Effective Safety Nets*", Washington, DC: The World Bank, 2008, pp. 587
35. Hennock , E.P., "Welfare State: History of", *International Encyclopedia of the Social & Behavioral Sciences*, 2001
36. Holzman, Robert, Joergensen, Steen, "*Social Risk Management: A New Conceptual Framework for Social Protection, and Beyond*", *International Tax and Public Finance*, 8, 529–556, 2001.

37. Jensen, Carsten, Svendsen, Tinggaard, Gert, "Giving Money to Strangers: European welfare states and social trust", International Journal of Social Welfare 2011 vol. 20: p. 3-9.
38. International Encyclopedia of the Social & Behavioral Sciences, (2008) "Welfare State Philosophy", "History of the welfare state", "Poverty Policy", "Social Welfare Policy: Comparisons"
39. Kneebone, Ronald , "Fiscal Retrenchment and Social Assistance In Canada", Department of Economic and Institute for Advanced Policy Research, University of Calgary, Calgary Alberta, and White, Katherine G. White, Applications Management Consulting Ltd. Edmonton, Alberta, Canada, November 2007
40. McKinnon, Roddy, "Social Risk Management: A Conceptual Fallacy of Composition", Risk Management, Vol. 4, No. 2 (2002), pp. 21-31. Published by: Palgrave Macmillan Journals, Stable URL: <http://www.jstor.org/stable/3867754>
41. Osberg, Lars, "Canada's Declining Social Safety Net: The Case for EI Reform", Canadian Centre for Policy Alternatives, 2010.
42. Riches, Graham, "Food Banks and Food Security: Welfare Reform, Human Rights and Social Policy. Lessons from Canada?", , Social Policy and Administration, vol. 36 #6, December 2002, pp.s 648-663.
43. Riley, J., "Welfare: Philosophical Aspects", International Encyclopedia of the Social & Behavioral Sciences, (2001)
44. Schelzig, Karin, Bloom, "Social Safety Nets: Learning from International Best Practices", Asian Development Bank, 2009.
45. Sen, Amartya, Nussbaum, Martha, Poverty and Inequality, Essays by ed. D. Grusky, Stanford University 2006
46. Torjman, S. (2000). *Proposal for a National Personal Supports Fund*. Ottawa: Caledon Institute of Social Policy,
47. Ibid. *Repairing Canada's Social Safety Net*, Ottawa: Caledon Institute of Social Policy, May 2007
48. World Bank, *Social Safety Net Primer Series*, World Bank, Human Development Network, Social Protection, Social Safety Nets <http://www.worldbank.org/safetynets>

Income Support – Social Assistance Benefits

(Compiled from Social Assistance Regulations , R.R.N.W.T. (NU.) 1990, c.S-16 Current to 2009-10-10
and updated as of April 1, 2011 to reflect amendments to food and clothing allowances.)

Methods of providing assistance:

1. Assistance shall be provided in advance either monthly or on a pro rata monthly calculation at intervals during the month, as considered appropriate by the Officer having regard to the circumstances of the recipient.
2. Assistance may be provided in advance for up to two months where the recipient is able to demonstrate to an Officer that the recipient and his or her family will be residing in a remote or inaccessible location for an extended period of time.
3. Assistance in the form of money may be paid
 - a. by cheque to the recipient or as otherwise directed by the recipient;
 - b. by cheque to a vendor and the recipient as joint payees for
 - i. provision of goods or services or both to those recipients who are
 - ii. unable or unwilling to handle cash, but in these cases the recipient
 - iii. may choose the vendor; or
 - c. by cheque to a trustee.

BENEFIT	REGULATION	ALLOWANCE
Food	Allowance in accordance with maximum scales in force in various settlements of Nunavut. The communities shown here are those in which interviews were conducted for the project.	Single person in Arviat, Iqaluit, Kugluktuk, Pangnirtung, Qikiqtarjuaq, Rankin Inlet = \$344.00 Family of four in Arviat, Iqaluit, Kugluktuk, Pangnirtung, Qikiqtarjuaq, Rankin Inlet = \$1113.00 Single person in Cambridge Bay = \$366.00 Family of four in Cambridge Bay = \$1183.00 Single person in Baker Lake, Taloyoak = \$388.00 Family of four in Baker Lake, Taloyoak = \$1252.00

Accommodation	<ol style="list-style-type: none"> 1. A rental accommodation allowance to a maximum amount equal to the actual cost of rental accommodation may be provided in accordance with the direction of the Director. 2. Where a recipient resides in accommodation for which a subsidy is normally available, the allowance shall not exceed the minimum rental rate for the unit. 3. Where a person in need who has one or more dependants owns his or her own home, a monthly allowance may be paid which is sufficient to cover current taxes, fire insurance and other assessments, but the total allowance shall not exceed the rental allowance that would otherwise be provided. 4. Where a person in need who has one or more dependants is making mortgage payments on his or her own home, a monthly allowance may be paid which is sufficient to cover current taxes, interest on a mortgage, principal, fire insurance and other assessments, but the total allowance for these items shall not exceed the rental allowance which would otherwise be provided. 5. The Director may, on being satisfied that extreme hardship would otherwise result, increase the amounts mentioned in subsections (1) to (4). 	
Fuel Allowance	<p>An allowance may be provided to a person in need for the actual cost of fuel required for heating and cooking purposes.</p>	
Utilities	<p>An allowance may be provided to a person in need for the actual cost of light, water, and sewage services required</p>	
Clothing	<ol style="list-style-type: none"> 1. A clothing allowance of up to a maximum of \$600.00 annually may be granted for clothing for a person in need and each of his or her dependents. 2. 	

Expenses Incidental to Education and Training	<p>An allowance may be provided in accordance with the direction of the Director for the following expenses incidental to education or training:</p> <ul style="list-style-type: none"> (a) transportation; (b) text books and supplies; (c) special clothing; (d) activity fees; (e) tuition. 	
Household furnishings and equipment	<p>Where a recipient is operating a household, provision may be made for the purchase, repair or replacement of furnishings, equipment and supplies for the home such as bedding, towels, dishes, utensils and essential items of household furniture.</p>	
Damage Deposits	<ol style="list-style-type: none"> 1. A damage deposit may be issued where it is essential to the provision of accommodation for a recipient. 2. The total amount of a payment under this section is recoverable from the landlord or the recipient. 	
Emergency Assistance	<p>Emergency assistance may be provided in accordance with the direction of the Director to a recipient where he or she is unable to sustain himself or herself and his or her dependants.</p>	
Day Care Subsidy Allowance	<p>A day care subsidy allowance may be provided in accordance with the direction of the Director.</p>	

Nunavut Social Safety Net Review
Appendix 3:
Nunavut
Inclusive Growth Model
Program and Service Descriptions

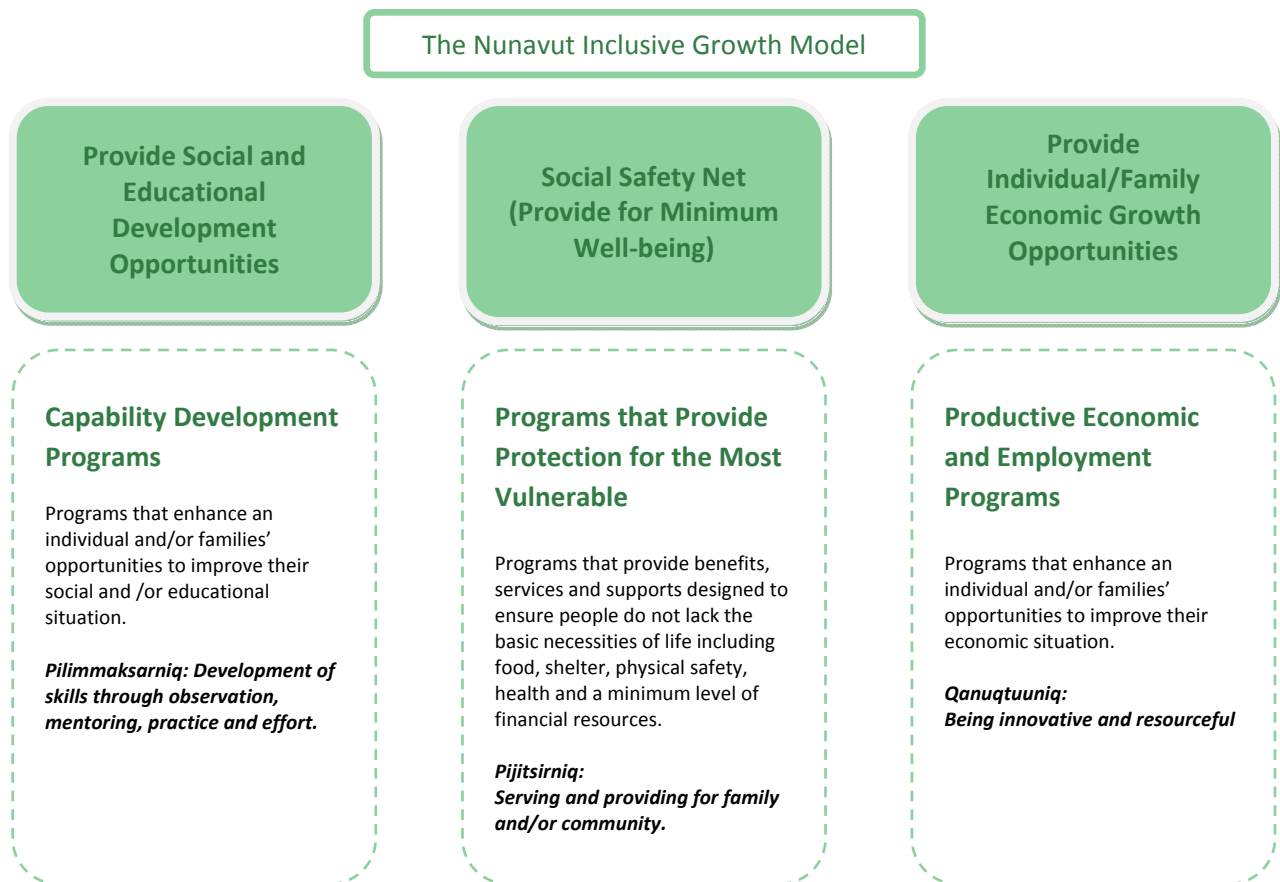
For:

Department of the Executive
Government of Nunavut

By:

Genesis Group, A Division of Northern Learning Institute

October, 2011



The 'Inclusive Growth Model' presents three areas of government programming that can provide an economic basis for social inclusion and equality. In this model, protection for the most vulnerable is not a stand-alone function, but a component of a client-centered and holistic response to individuals at risk.

The root causes of poverty can only be addressed by an integrated and full spectrum approach to meeting basic needs. This Inclusive Growth Model is recommended because it maps program combinations that help individuals overcome any circumstances responsible for their poverty situation. A full spectrum, or holistic approach to meeting needs will combine basic physical supports with social inclusion measures and with capability development opportunities. A client centered approach will be characterized by programs that are well known, understandable, easy to access, responsive to individual circumstances, delivered with empathy, simple in their application requirements, and linked to both human capability development and social and economic development.

The middle column (Social Safety Net) provides a home for programs and services that provide the basic necessities of life for residents who are most in need or most vulnerable:

- food,
- shelter,
- physical safety, and/or
- health supports.

The column on the right (Individual/Family Economic Growth Opportunities) includes programs and services, which assist an individual or family when they are safe from immediate harm and are ready and able to work to improve their own and/or their family's economic situation.

The column on the left (Social and Educational Development Opportunities) includes programs and services, which assist an individual or family when they are safe from immediate harm and are ready and able to work to improve their own social and educational situation.

Social Safety Net programming should be directly bridged to programs such as education and training, housing, food security, longer-term healthcare, career counselling, economic development and supports for employment. Basic social safety net programming combined with educational, social and economic enhancement opportunities should be available to help people move forward in a holistic and comprehensive fashion. Programs are needed that concurrently develop citizens' capabilities, employability, and cultural strength.

The following descriptions of programs are listed as they fall into the three columns and associated categories listed above.

SOCIAL SAFETY-NET PROGRAMS AND SERVICES

(THESE PROGRAMS PROVIDE FOR MINIMUM WELL-BEING OF NUNAVUMMIUT)

DEPARTMENT OF EDUCATION

Income Support (Social Assistance)

Income Support is a program of last resort for Nunavummiut who, because of inability to obtain employment, loss of the principle family provider, illness, disability, age or any other cause cannot provide adequately for themselves and their dependents. Income Support provides financial and employment services to help individuals become more independent.

Senior Fuel Subsidy

The Senior Fuel Subsidy program helps to offset the high cost of household heating fuel for seniors who own their own homes. Eligible seniors are reimbursed full costs up to a maximum number of liters of fuel. The maximum allowable subsidy is based on the community in which the applicant resides and ranges from 2,500 and 3,175 liters of fuel per eligible applicant. The maximum allowable income threshold is based on homeowner rather than household income.

Senior Citizen Supplementary Benefit Program

The Senior Citizen Supplementary Benefit is a monthly payment of \$175.00 made to low-income seniors in Nunavut. Nunavut has an agreement with the federal government that automatically includes the Nunavut Senior Citizen Supplementary Benefit to the monthly Old Age Security cheque if individuals qualify for the Guaranteed Income Supplement or Spouse's Allowance.

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Child Protection Services

Child Protection Services work with Nunavummiut to make sure that the territory's children are safe from physical abuse, emotional abuse, sexual abuse and neglect. The Department of Health and Social Services provides essential services that may include investigations, interventions, and residential services that are provided by child protection workers under the Child and Family Services Act.

Foster Care is a program within Child Protection Services that offers children a safe place to live. Foster children stay in a foster home until their own home is safe or the Department of Health and Social Services finds them a permanent home. Children and teenagers may be placed in foster care if their parents cannot offer a safe home. Sometimes a child or teenager will be placed in foster care if their parents die without choosing a guardian or if their parents decide adoption will be the best choice for their child.

Residential Care

The Department of Health and Social Services offers residential care services for people needing daily assistance due to physical or mental illness, or old age. People who are not able to take care of themselves or cannot be cared for in their own home are eligible for residential care services.

Residential care facilities offer safe and supervised living arrangements that include housing, meals, medical care, and help with daily activities.

Residential care services may be temporary or permanent. Clients in residential care facilities can stay until their condition improves, or until they need to be moved to another facility that can offer more support.

Home Care and Continuing Care

The Home Care and Continuing Care program helps Nunavummiut care for themselves with help from family and community members and to keep their sense of independence and well-being. The Home Care and Continuing Care program provides health care and support services, based on an assessment, in the comfort of an individual's home when a client needs extra attention due to illness, poor health, or disability. The Department of Health and Social Services encourages healing within the home, and offers support to Nunavummiut and their families during times of need. By including families in a person's care and by supporting family members during illness, the Home Care and Continuing Care program offers a more traditional approach to health care.

Adoption

Adoption provides permanent families to children whose birth families cannot care for them for any number of reasons. Adoption is a lifelong experience that affects adopted children and adults, and birth and adoptive families. The Department of Health and Social Services aims to provide every child available for adoption with a stable and secure permanent home.

Health and Social Services is committed to supporting adoptions of Inuit children in Nunavut with adoption situations that reflect Inuit traditions. The main concern is always the child's best interest.

Custom adoptions in Nunavut are based on Inuit tradition where one family privately places their child with another family in the community. This type of adoption is the most common in Nunavut. Custom adoption is seen as a way to keep Inuit children in their communities and to keep their sense of identity and traditions.

Private, Public and International Adoption opportunities are also provided, each involving processing through Health and Social Services' representatives.

Guardianship

The Department of Health and Social Services offers guardianship services to help protect adult Nunavummiut who cannot take care of themselves because of a mental or physical disability.

Family Violence Services

The Department of Health and Social Services recognizes that family violence is a major concern in Nunavut. Services offered through the Saillivik Program are meant to protect and support victims of family violence, and provide viable responses to family violence issues. Under the Saillivik Program, social workers can help move women and children away from family violence. Depending on the family's situation, social workers will help a family get help through the *Family Abuse Intervention Act* or move family members to a safe place, such as a Family Violence Shelter or Community Safe Home.

Family Violence Shelters and safe homes are an important resource for abused women and their children and are an important part of HSS services for Nunavut's families. Nunavut currently has Family Violence Shelters in the following communities: Cambridge Bay, St. Michael's Crisis Shelter; Iqaluit, Qimavvik Shelter; and Rankin Inlet, Kataujuq Society Shelter.

Safe homes are local private homes that are willing to house victims of family violence for a short period of time. The service also includes individual and group counselling and referral to other services and transportation to a safe location.

Mental Health and Addictions Services

The Department of Health and Social Services offers programs to help Nunavummiut who have mental health or addiction problems. The Solvent Abuse Program is a part of Mental Health Services. The goal of the Solvent Abuse Program is to improve the quality of life and the functional abilities of youth addicted to solvents by minimizing the effects and risks of solvent use. As part of Mental Health Services the Nunavut Suicide Prevention Strategy outlines plans and a common direction to the suicide prevention efforts of communities, organizations, and governments in Nunavut. The Strategy is the result of a partnership between the Government of Nunavut, Nunavut Tunngavik Inc., the Embrace Life Council, and the Royal Canadian Mounted Police. The Department of Health and Social Services offers community, regional, and out-of-territory mental health services to help diagnose and treat people who are thinking of committing suicide or who have alcohol abuse or addictions problems.

Nutrition Program (Includes Breakfast Programs)

The Government of Nunavut provides services to improve nutritional status of all Nunavummiut using a population health model. The Government is implementing a proactive service delivery model outlined in "Nutrition in Nunavut – A Framework for Action". This includes support for breakfast programs.

Evidence-based nutrition programs and activities are provided for infant and maternal health, school aged children, and special needs populations including diabetes education and prevention.

The Canada Prenatal Nutrition Program is funded by Health Canada and managed by the Government of Nunavut. It offers funding for programs in communities across the territory and supports projects that help babies and mothers in ways that take into account Nunavut's unique

culture and values. The Canada Prenatal Nutrition Program helps pregnant women and new parents make healthy choices for their babies, which give them the best chance to start healthy lives. The Canada Prenatal Nutrition Program is for all women who are pregnant or breastfeeding. The Canada Prenatal Nutrition Program is also for parents and caregivers who have infants up to one year old, including parents who adopt babies less than one year old.

Fetal Alcohol Spectrum Disorder Initiative

The Government of Nunavut has initiated the Fetal Alcohol Spectrum Disorder Initiative which provides funding to community-based programs that promote the prevention of Fetal Alcohol Spectrum Disorder. Fetal Alcohol Spectrum Disorder funding can also be used to fund projects and activities that support children and families of individuals who are living with Fetal Alcohol Spectrum Disorder.

The Fetal Alcohol Spectrum Disorder Initiative funds new programs and activities, as well as programs and activities that already exist in Nunavut's communities. Funded programs help pregnant women stay alcohol free by teaching them about the effects of alcohol on unborn babies, and by supporting and promoting healthy lifestyle choices. Projects and activities also help children and adults that were born with Fetal Alcohol Spectrum Disorder. Programs and activities must support pregnant women in making healthy choices for themselves and their baby, support people born with Fetal Alcohol Spectrum Disorder and raise community awareness about the effects of Fetal Alcohol Spectrum Disorder.

DEPARTMENT OF JUSTICE

Law Enforcement

The Department of Justice contracts with Public Safety and Emergency Preparedness Canada for the provision of Royal Canadian Mounted Police services under the Territorial Policing Agreement. The Department of Justice also acts as liaison between the Government of Nunavut and the Royal Canadian Mounted Police, related to community policing through 25 detachments across the territory. Royal Canadian Mounted Police officers are often the first responders to residents in crisis and in need of Social Safety Net programs and services.

Family Abuse Intervention Act Implementation

The Department of Justice implements aspects of the *Family Abuse Intervention Act*. The *Family Abuse Intervention Act* was passed in order to facilitate alternative interventions to the courts for family abuse offenders and their victims through pre and post-charge diversions and to support development of victims' services at the community level.

Maintenance Enforcement

The Government of Nunavut wants to ensure that children of divorced or separated parents get the financial support they need and to which they are entitled. The Department of Justice administers the Maintenance Enforcement Program in order to achieve this objective. If a parent does not comply with their child support obligations then the child could suffer emotional stress and financial hardship. Both can have a negative effect on the well-being of children, especially if financial hardship continues for prolonged periods of time. Lack of compliance can also put pressure on Canadian taxpayers, who often have to take responsibility when parents choose not to meet their support obligations. For all these reasons, the enforcement of support orders and agreements is important.

NUNAVUT HOUSING CORPORATION

Public Housing

The objective of public housing is to increase the number of adequate, suitable and affordable dwelling units in Nunavut. Public housing is delivered through Management Agreements with Nunavut Housing Corporation's 25 community partners, the Local Housing Organizations. Local Housing Organizations are responsible for the administration and maintenance of the Public Housing units in their community.

Public Housing tenants pay monthly rent on a geared-to-income basis, according to the Nunavut Housing Corporation Rent Scale. The Rent Scale is based on three fundamental principles:

- ▶ Rent is assessed, based on Canada Revenue Agency information, according to net household income, which protects tenants from tax and payroll deductions beyond their control.
- ▶ Rents are based on a sliding scale between 10% and 28% of disposable income. Tenants will never pay more than 28% of their disposable income towards rent. Depending on income levels, rents can range from the minimum of \$60 up to the maximum level determined according to the cost of operating and maintaining a unit based on private homeowner utility rates.
- ▶ Rent is re-evaluated on an annual basis to account for changes in income, which allows tenants enough time to adjust their budgets for rent increases if the household income rises. Conversely, tenants may anticipate rent deductions if their income decreases during the course of the year.

Homeless Initiatives Grants and Contribution

The Nunavut Housing Corporation Homeless Initiatives Grants and Contribution Program assists agencies responsible for sheltering services for dispossessed Nunavummiut.

Emergency Repair Program

The Nunavut Housing Corporation's Emergency Repair Program provides grants to a maximum of \$15,000 to assist with the completion of emergency repairs that are required for the continued occupancy of homes.

SOCIAL AND EDUCATIONAL DEVELOPMENT OPPORTUNITIES

(THESE PROGRAMS PROVIDE ACCESS TO ENHANCED SOCIAL AND EDUCATIONAL WELL-BEING AND OPPORTUNITY)

DEPARTMENT OF EDUCATION

ADULT EDUCATION

Financial Assistance for Nunavut Students

Financial Assistance for Nunavut Students provides financial support to Nunavummiut attending a program of study at a designated post-secondary institution. The intent of Financial Assistance for Nunavut Students is to ensure that financial need is not a barrier to higher education.

Special Professions Program Fund

The program, managed by the Department of Education, provides funding for the purpose of entering into agreements with southern Canadian post secondary institutions for specialized programs for which there are limited seats. In these instances, spaces may be guaranteed if a Nunavut resident is given acceptance in principle and the Department purchases space(s) in the program. Examples of programs to which this applies are Veterinary Medicine or Optometry.

Literacy Programs

The Department of Education maintains a number of partnerships to promote literacy. The Adult Learning and Post Secondary Services division assists in the development of literacy and adult education initiatives, and in partnership with other agencies provides support for programs that improve adult literacy rates across Nunavut.

CAREER SERVICES

Career Development

Counselling and career related information is provided targeted to various groups. Services include:

- ▶ Referral service for potential clients
- ▶ Community development workshops
- ▶ Job coaching, mentoring programs
- ▶ Post-program supports – transitional assistance for those going from public school into the workforce, training programs to work placement, etc.

Employment Assistance Services

Employment Assistance Services helps unemployed individuals find and keep work. The

government develops partnerships with organizations interested in delivering employment assistance services. Services include labour market information, employment and career counselling, workshops in resume writing, life skills, interview and job search skills, job search, job maintenance, budgeting and financial assistance, job support clubs and job placement services.

Building Essential Skills

The Building Essential Skills program funds skills training for unemployed workers to enhance their ability to find employment. Program participants may be able to receive funding to help cover tuition, books, special equipment, living allowance, transportation and childcare while attending an approved training program.

Apprenticeship Programs

Apprenticeship is a combination of on-the-job and technical training. It is an agreement between the employee, the employer and the Government of Nunavut where the employee agrees to work for the employer in exchange for intensive supervised, on-the-job work experience and technical training. Trade qualification occurs when a person with years of experience in a designated trade would like to challenge the final examination in order to receive a Certificate of Qualification.

Apprenticeship - Training on the Job - provides a wage subsidy to employers in order to hire and train apprentices to become certified journeypersons.

Training Initiatives for Older Workers

Training Initiatives for Older Workers is a temporary initiative funded by the Government of Canada and Nunavut to provide employment support to address the immediate needs of unemployed older workers.

Projects should be coordinated by community-based organizations with experience in delivering employment programs or with solid community partnerships to ensure appropriate programming for older worker participants.

Building Careers – Training

This program provides short-term training or educational opportunities to those on social assistance.

Early Childhood Programs

Day Care Subsidy

The Daycare Subsidy is available to provide financial support to low income families who reside in Nunavut to help make day care more affordable while they work or attend school. Applicants must reside in Nunavut and be 18 years of age or older with a child or children under the age of 12. Those applying for the subsidy must also be employed or enrolled in a training and/or

education program.

Healthy Children's Initiative

The vision of the Healthy Children's Initiative is "healthy children born to healthy parents, growing up in strong and supportive families in caring communities." The Healthy Children's Initiative provides financial support to organizations and communities for programs and services, which try to achieve this vision. The Healthy Children's Initiative emphasizes a holistic approach where young people, parents, families and communities are part of an important network that works to develop healthy babies who grow into healthy children.

The Healthy Children Initiative supports two primary programs:

- ▶ **Community Initiatives:** which provide funding for the enhancement or development of early childhood intervention, programs and services for children 0 - 6 years of age and their families.
- ▶ **Supportive Child Services:** which provides funding on an individual basis for children requiring intensive support or specific assistance. This may include supported childcare, occupational therapy, physiotherapy, speech and language therapy and supports, and supports to enable children to attend centre-based early childhood programs.

Young Parents Stay Learning

The Young Parents Stay Learning Program is a daycare subsidy program to help young parents with the cost of licensed childcare while attending school.

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

Brighter Futures

The Government of Nunavut receives Brighter Futures funding from the First Nations and Inuit Health Branch of Health Canada. These funds are then distributed to each community to support projects and activities that promote health and prevent illness.

Brighter Futures funds community programs that improve the wellness of children, families and individuals. Funding can be used to help new or existing community groups, organizations or individuals to run community-based programs.

Canada Prenatal Nutrition Program

The Canada Prenatal Nutrition Program helps pregnant women and new parents make healthy choices for their babies, which give them the best chance to start healthy lives.

The Canada Prenatal Nutrition Program's goals are to make sure that babies:

- ▶ are healthy at birth
- ▶ are breastfed
- ▶ start to eat healthy solid foods at 6 months of age

The Canada Prenatal Nutrition Program is for all women who are pregnant or breastfeeding. The Canada Prenatal Nutrition Program is also for parents and caregivers who have infants up to one year old, including parents who adopt babies less than one year old. Other people who are supporting pregnant or breastfeeding women, including partners, spouses and friends, are also invited to attend Canada Prenatal Nutrition Program meetings.

NUNAVUT ARCTIC COLLEGE

Nunavut Arctic College Programs

Nunavut Arctic College offers a broad array of programs which change as employment needs change in Nunavut. The College has five campuses: Nunatta Campus and the Nunavut Research Institute Science Campus in Iqaluit, Kivalliq Campus and the Nunavut Trades Training Centre in Rankin Inlet and the Kitikmeot Campus, located in Cambridge Bay. Community Learning Centres are located in 25 communities of Nunavut, and bring programs (including Adult Basic Education) to people throughout the territory. Each Community Learning Centre is staffed by an Adult Educator who can provide information and guidance to anyone seeking further education. Adult Educators are able to conduct academic assessments and assist people in making vocational and educational choices. They can also help individuals to find information on career programs through Nunavut Arctic College or other community colleges and universities. College programs are designed to meet the ever-changing needs of the people of Nunavut.

Student Services

Student Services provides a continuum of supports to improve the quality of student life at Nunavut Arctic College. Student Services builds bridges between students, staff, faculty, campus and community resources, and also promotes a positive sense of community. Student Services' goal is to maintain a high quality of student life.

DEPARTMENT OF JUSTICE

Corrections

Nunavut Corrections is to provide a corrections system that promotes healing, and provides appropriate security and management. Corrections also provides guidance and training of inmates and young offenders with a view to their rehabilitation. Corrections also administers on-

the-land camp operations and open custody facilities.

Community Justice

The Community Justice Program has the responsibility to promote community justice, family abuse intervention and victim services development, including the promotion and establishment of programs to prevent crime within communities, through greater community participation and control.

INDIVIDUAL/FAMILY ECONOMIC GROWTH OPPORTUNITIES

(THESE PROGRAMS PROVIDE ACCESS TO PERSONAL ECONOMIC OPPORTUNITY FOR GROWTH)

DEPARTMENT OF ECONOMIC DEVELOPMENT AND TRANSPORTATION

Small Business Support Programs provided by the Government of Nunavut:

- ▶ Small Business Opportunities Fund: This fund aims to help business start-ups and expansions. It pays for business plans and market development.
- ▶ Entrepreneur Development Fund: This fund assists new business through training and other support. It includes accounting and bookkeeping support and how to start a business courses.
- ▶ Sustainable Livelihood Fund: This fund supports activity in the tourism, arts & crafts and harvesting sectors. It helps pay for large insurance premium costs.

Nunavut Prospectors' Program

Qualified prospectors may apply to the Government of Nunavut for a financial contribution to cover basic expenses while exploring for new mineral occurrences in Nunavut. This financial support applies to project-related expenses such as fuel, vehicle maintenance, and food allowance while in the field, assistant wages, prospecting supplies, and mineral assay costs.

Arts and Crafts Development

The Government of Nunavut provides two funds to support arts and crafts development: Sanannguaqti Fund and Sanannguaqti Katujjigatigiingit Fund

Under these funds, Economic Development & Transportation can provide financial support for:

- ▶ purchase of art materials, supplies and equipment business training for artists
 - ▶ website development, promotion, marketing tools and training
 - ▶ investments by artists in wholesale and retail
 - ▶ artists in the schools
 - ▶ programming in the arts for youth
 - ▶ artists' travel to galleries and exhibitions
 - ▶ innovative arts and crafts projects
-

DEPARTMENT OF ENVIRONMENT

FISHERIES AND SEALING PROGRAMS

Commercial Fisheries Freight Subsidy Program

The Government of Nunavut provides this program to help commercial fishers and harvesters compete with southern industries by subsidizing the cost of transporting their products to markets outside of Nunavut. Up to 50% of freight costs may be covered for fish products between communities in Nunavut, as well as for arctic char from a shipping community to its respective southern gateway city.

Fisheries Development and Diversification Program

The Government of Nunavut provides financial assistance for projects that strengthen, develop, and diversify Nunavut's fishing industry. It supports research and development initiatives that will provide long-term, industry-wide benefit, and that contribute to businesses, organizations, and individuals with viable fisheries development and diversification initiatives.

Fur Pricing Program

The Government of Nunavut helps harvesters market and sell their furs at competitive prices. The sealskin purchasing component is the largest part of this program which was established to help revitalize Nunavut's sealing industry and put cash in the hands of harvesters after market collapses in the early 1980s. The program provides security to harvesters by paying them an upfront, guaranteed price for skins. It also encourages the full use of skins available from the traditional food hunt.

Nunavut Fisheries Training Consortium

The Nunavut Fisheries Training Consortium is a major long-term training initiative that assists the Inuit of Nunavut obtain maximum employment and economic benefits from the development of a Nunavut based fishing industry. Students are prepared for various opportunities, including Small Vessel Operator, Marine Diesel Mechanic, Fisheries Observer, Bookkeeper, Bridgeward, Cook, Quality Control Officer, and Deckhand (introductory Pre-Sea Course). Programs may enable graduates to work in other marine related occupations and develop inshore fisheries in their own communities.

Dressed Ring Seal Skin for Nunavummiut

The Government of Nunavut assists Nunavut garment and apparel designers by making prepared (tanned) Nunavut ring seal skins available through the Fur Harvest Auction House in North Bay. This program also helps maintain an adequate inventory and supply of prepared skins for distribution in Nunavut for value-added processing and use.

DEPARTMENT OF EDUCATION

Self-Employment Option Program

The Government of Nunavut helps people start their own small business. Participants must develop a business plan that shows potential for long term self-employment and must work full time on starting a new business or taking over an existing business. Funding assistance may be available for living expenses. Training and business coaching may also be available. Finally, funding assistance may be provided for childcare, transportation and special equipment.

Training on the Job

The Government of Nunavut offers the Training on the Job Program which provides a wage subsidy to employers to help them hire and train unemployed or under-skilled workers. The training, which must be 52 weeks or less, may be on site, in an institution or a combination of both. It is designed to lead to permanent employment with the employer.

Transition to Work

The Government of Nunavut offers the Transition to Work Program which provides supports for Nunavummiut making the move from income support to work for the first time, whether in the traditional or wage economy. Recipients may receive financial support to a maximum of 4 months for full-time employment. One-way airfare may also be provided from the recipient's home community to an employer point of hire site in Nunavut or the Northwest Territories may be provided in order for the recipient to secure and begin employment.

DEPARTMENT OF FINANCE

Household Allowance

The Household Allowance is a subsidy that is available to all eligible indeterminate and term employees of the Government of Nunavut, a Public Agency or the Legislative Assembly and who are not already receiving a similar allowance. The applicant must own and occupy the unit as their principal residence, or pay the full rental cost of the unit.

Fuel Tax Rebate

Harvesters, Outfitters, Tourism Operators, and individuals involved in quarrying may be eligible to obtain a fuel tax rebate for fuel oil or liquid petroleum gas consumed in vehicles engaged in off-road activities. These vehicles include snowmobiles, all-terrain vehicles, boat motors, motorcycles and licensed vehicles. To qualify the fuel must have been purchased in Nunavut and been subject to tax under the Petroleum Products Tax Act. Taxes paid on fuel used for personal or recreational use are not eligible for a rebate. Every person or entity who is engaged in mineral exploration may be eligible for a fuel tax rebate on fuel used in unlicensed machinery, equipment and

registered snowmobiles and all-terrain vehicles used in mineral exploration.

Seniors Citizens and Disabled Persons Property Tax Relief

The Government of Nunavut, under the authority of the Senior Citizen and Disabled Persons Property Tax Relief Act, may provide disabled persons' and senior citizens' in the Municipal Tax Area in Nunavut with property tax relief by reducing the municipal tax burden on the owner occupying the home.

Energy Subsidies and Contributions Program

In support of the development of northern business and the encouragement of private home ownership, the Government of Nunavut will provide for equitable power rates. The Energy Subsidies and Contributions Program is designed to provide small commercial enterprises and private residential power consumers, with equitable rates for power consumption.

Nunavut Child Benefit/Territorial Worker's Supplement

The Nunavut Child Benefit program is a non-taxable amount paid monthly to qualifying families with children under 18 years of age. The Territorial Worker's Supplement, part of the Nunavut Child Benefit program, is an additional benefit paid to qualifying families with working income who have children under 18 years of age. Benefits are combined with the Canada Child Tax Benefit into a single monthly payment.

Working Income Tax Benefit

The Working Income Tax Benefit is a federal refundable tax credit which is available for low-income individuals or families with minimal working income.

HOUSING CORPORATION

HOME PURCHASE ASSISTANCE PROGRAMS

Nunavut DownPayment Assistance Program

The Nunavut Housing Corporation provides a 10-year forgivable loan to be used for a down payment for purchasing a home. Assistance is based on available funding.

Interim Financing Program

The Nunavut Housing Corporation can provide interim or bridge financing of up to 85 per cent of the principal amount of an approved first mortgage to a homeowner who cannot obtain similar financing from a private lender.

Tenant-to-Ownership Program

This program allows tenants who are able to assume the costs and responsibility of homeownership to purchase their current public housing unit.

HOME REPAIR RENOVATION AND MAINTENANCE PROGRAMS

Homeowner Energy Efficiency Rebate program

This program provides a grant to eligible homeowners to undertake emergency repairs.

Home Renovation Program

This program provides a forgivable loan to eligible homeowners in order to undertake necessary renovations, home repairs and upgrades.

Senior Citizens Home Repair Program

This provides a grant of up to \$15,000 plus freight to eligible senior homeowners in order to undertake home repairs or renovations.

Seniors and Disabled Persons Preventative Maintenance Program

This program assists seniors and disabled homeowners with preventative and general maintenance items of their homes in order to ensure their continued comfort, safety, and healthy occupancy. The program may also cover various special needs, such as inspection and maintenance of home adaptations which improve accessibility and mobility.

Heating Oil Tank Replacement Program

This program provides assistance to homeowners to replace heating oil tanks and associated components.

DEPARTMENT OF HUMAN RESOURCES

Priority Hiring Policy

The Government of Nunavut is committed to creating a public service that is representative of the population of Nunavut. This provides greater opportunities to Nunavummiut to enable them to secure positions within the Government of Nunavut and thereby have secure and well-paying employment.

DEPARTMENT OF COMMUNITY AND GOVERNMENT SERVICES

Water and Sewage Services Subsidy Program

Under the authority of the Financial Administration Act, the Government of Nunavut may provide funding for water and sewage services to subsidize costs of those services for users in cities, towns, villages, and hamlets.

Senior Citizens and Disabled and Disabled Tax Relief

Provides tax relief for senior citizens and disabled persons residing within municipal tax authority.

DEPARTMENT OF EXECUTIVE

Women's Initiative Grants and Contribution Program

The Women's Secretariat administers the Women's Initiatives Grants and Contribution Program. This money supports community initiatives designed to protect and promote women's wellbeing and to encourage the empowerment of women. Individuals, community groups, hamlets and organizations can apply for this funding.

Bibliography

(Presented in General Order of Contribution to the Social Safety-Net Review Project)

1. *Tamapta: Building our Future Together, Government of Nunavut Priorities 2009-2013*, www.gov.nu.ca Government of Nunavut
2. *Nunavut's Health System, Annual Report on the State of Inuit Culture and Society 07/08*, Nunavut Tunngavik Incorporated, Iqaluit, 2008
3. *Government of Nunavut 2010-13 Business Plan*, Government of Nunavut Website
4. *Government of Nunavut 2011-14 Business Plan*, Government of Nunavut Website
5. *Government of Nunavut 2011-12 Main Estimates*, Government of Nunavut Website
6. *2010 Nunavut Economic Outlook, Nunavut's Second Chance*, Nunavut Economic Forum, Nunavut, October 2010
7. *Report of the Auditor General of Canada to the Legislative Assembly of Nunavut – 2011, Children, Youth and Family Programs and Services in Nunavut*, Office of the Auditor General of Canada, Ottawa, Ontario, Canada, 2011
8. *Death at the 64th Parallel*, Gabe Gonda, Globe and Mail, 2011
9. *Developing Healthy Communities, A Public Health Strategy for Nunavut*, Department of Health and Social Services, Government of Nunavut, 2008 – 2013
10. *Housing Working Group Terms of Reference*, Government of Nunavut
11. *Quality of Life Committee Terms of Reference*, Government of Nunavut
12. *Poverty Reduction Working Group Terms of Reference*, Government of Nunavut
13. *A Career Development Strategy to Meet the Needs of Nunavummiut: Developing and Implementing a Service Delivery Model and Training the Career Development Officers*, Department of Education, Government of Nunavut, April, 2009
14. *Community Justice Annual Report on Victims Assistance Committee*, April 1, 2009- March 31, 2010
15. *Nunavut Child and Family Services Annual Report, 2008-2009*
16. *Social Based Assistance Review (SBAR) Citizen Centered Service and Process Redesign (CC-SPR) Assessment Report*, Government of Alberta and KPMG, January 14, 2010

17. *Nunavut Adult Learning Strategy*, Government of Nunavut and Nunavut Tunngavik Incorporated, 2008
18. *Towards a Representative Public Service*, Inuit Employment Planning Division, Department of Human Resources, Government of Nunavut, June 30, 2010
19. *Towards the Development of a Nunavut Suicide Prevention Strategy, A Summary Report on the 2009 Community Consultations*, Working Group for a Suicide Prevention Strategy, Ellen Bobet, Confluence Research and Writing, Government of Nunavut, Nunavut Tunngavik Incorporated, Embrace Life Council, RCMP "V" Division, 2009
20. *Nunavut-Child-and-Family-Services-2008-2009-Annual-Report*, Department of Health and Social Services, Government of Nunavut, 2009
21. *An Analysis of the Housing Needs in Nunavut: Nunavut Housing Needs Survey 2009/2010*, a working paper prepared by Income Statistics Division, Statistics Canada for the Nunavut Housing Corporation, October 29, 2010
22. *Knowledge Sharing Forum: A Review of Child Welfare Practices in Nunavut December 15th – 17th, 2009*, Final Report, Department of Health and Social Services, Government of Nunavut, 2010
23. *Inuit Wellness programs in Nunavut 2004-2005*, Health Canada, Department of Health and Social Services, 2005
24. *Qanukkanniq, The GN Report Card*, North Sky Consulting, 2009
25. *The Well-Being of Inuit Communities*, Sacha Senecal, Eric Guimond, Strategic Research and Analysis
26. *Community and Government Services Department Policies*, Government of Nunavut
27. *Financial Assistance for Students Review (DRAFT)*, for Department of Education, Government of Nunavut, D. Jonsson, December 2007.
28. *Fiscal and Economic Outlook*, Department of Finance, Government of Nunavut, March 8, 2010
29. *Income Support Programs, Program Policies and Guidelines Manual*, Education, Government of Nunavut (*being revised for inconsistencies*), Version 3, January 2006

30. *Transition to Work Operational Guidelines*, Income Support Division, Department of Education, Government of Nunavut, September 2005
31. *Social Assistance, Program and Policy Documents (including January 2006 Draft Program Policies and Guidelines Manual)* , Department of Education, Government of Nunavut
32. *Nunavut Housing Corporation: Homelessness Initiatives Grants and Contributions Policy*, Government of Nunavut, 2010
33. *The GN Staff Housing Policy*, Nunavut Housing Corporation, November, 2009
34. *Nunavut Economic Forum- Review of Social Programs as Barriers to Workforce Participation Final*
35. *Report*, prepared for Nunavut Economic Forum, New Economy Development Group Inc., Ottawa, Ontario, March 2007
36. *Addressing the Cost of Living in Nunavut Discussion Paper Four*, prepared for the Nunavut Employees Union by Alison Rogan, April 2003
37. *Budget Address 2011-2012*, Honourable Keith Peterson, Minister of Finance, Government of Nunavut, March 1, 2011
38. *Update for SSN Review*, Nunavut Housing Corporation, Government of Nunavut, April 01, 2011
39. *Statistics Canada Website, 2011*
40. *Human Resources and Skills Development Website, 2011*
41. *Indian and Northern Affairs Canada Website, 2011*
42. *Government of Nunavut departmental Websites, 2011*
43. *<http://nunavutgeoscience.ca>, 2011*
44. *Poverty in Nunavut, Understanding and Defining Poverty in Nunavut*, Impact Economics – Prepared for department of Economic Development and Transportation, Government of Nunavut, July 31, 2011
45. *The Dollars and Sense of Solving Poverty*, National Council of Welfare, 2011