

Tabled by the member  
for St. John's Centre  
- with leave  
H. Haullylgeorge  
April 1, 2026.

**Recommendations for a Basic Income in Newfoundland and Labrador**  
**Report of the All-Party Committee on Basic Income**

DRAFT

**Working Draft: September 9, 2025**

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The All-Party Committee on Basic Income is pleased to present this report: **Recommendations for a Basic Income in Newfoundland and Labrador.**

After reviewing the evidence, consulting with experts, including and most importantly people with lived experience of poverty, and considering current economic realities, we, the members of the All Party Committee on Basic Income, are pleased to submit unanimously the recommendations in this report.

The members of the All Party Committee express our heartfelt gratitude to individuals with lived experience of poverty who generously shared their personal experiences. We acknowledge the privilege of hearing your voices. We also thank community partners and other experts who shared their knowledge and experience with the committee. The experiences and knowledge shared with us are the driving force behind this committee's recommendations

## 1. Recommendations

The Government of Newfoundland and Labrador should:

1. Engage with the Government of Canada to ~~consider~~ co-developing a basic income pilot in Newfoundland and Labrador and direct officials to draft a potential Basic Income Framework to inform discussions with the Federal Government.
2. Continue to transition the Income Support program to a basic income approach, including simplifying the benefit structure and increasing adequacy of benefits.
3. Continue with its evidence-based approach and focus on achieving a predicable basic income and evaluate opportunities for additional targeted Basic Income Programs.
4. Continue to advocate to the Federal Government on the implementation of an enhanced Canada Disability Benefit.
5. Complete a review of eligibility rules and thresholds for provincial income-tested programs and employment programs and implement any recommended changes.
6. Explore opportunities to partner with the Federal Government and community organizations to encourage all residents of the province to file annual income tax returns.
7. Put a mechanism in place for ongoing All-Party oversight of research and progress on Basic Income policy and programs and consider utilizing post-secondary institutions to contribute to this work

Report of the All-Party Committee on Basic Income

Respectfully,

Hon. Bernard Davis, Chair

Mr. Jim Dinn

Mr. Craig Pardy

Hon. Paul Pike

Hon. Sherry Gambin-Walsh

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## 2. Introduction

The Government of Newfoundland and Labrador established the All-Party Committee on Basic Income in November 2022. This was in response to the provincial and national discussion on basic income and followed a private member's motion supported by all members of the House of Assembly on November 3, 2021. This Committee comprised Honourable members from all parties elected to the House of Assembly.

The committee's mandate was to review basic income models and approaches and assess the viability and potential for reducing poverty in Newfoundland and Labrador. (Please see Annex A for the Terms of Reference.)

The committee reviewed research on approaches and on the advantages and challenges associated with implementing a basic income program. This included examining reports, reviewing details and research on pilot projects, and comprehensive discussions with experts and key stakeholders. These interactions provided valuable insights into the concept of basic income, and on ways to tailor an approach to the unique context of Newfoundland and Labrador. (Please see Annex B for a list of experts who met with the committee.)

Most importantly, the committee considered the views and perspectives of people with lived and living experience of poverty. This included both a review of input from other recent engagement processes, and additional sessions hosted by committee members with people with lived experience. This provided a firsthand understanding of how a basic income might transform lives.

## 3. Background

A basic income is a regular cash transfer from the government to individuals or households, without any requirement to look for work or other conditions. Basic income is a policy approach that has garnered significant attention and debate in recent years. This concept, rooted in principles of economic justice and social equity, seeks to provide a social safety net to ensure that individuals and families have a minimum income.

There are three types of basic income:

- Universal basic income (UBI) means that everyone in a society — regardless of income level — gets the same amount of money based only on family size. At the end of the year, the government uses the tax system to balance out the scales and recoup the extra cash from the higher income earners who did not end up needing it.
- Guaranteed basic income (GBI) is the system most people are referring to when they talk about basic income in Canada. It is an income-contingent system, meaning monthly payments only go to families and individuals with lower income.
- Targeted Basic income (TBI) is similar to GBI, but government provides payments to a select population in low income or a sector whose workers are vulnerable to low income.

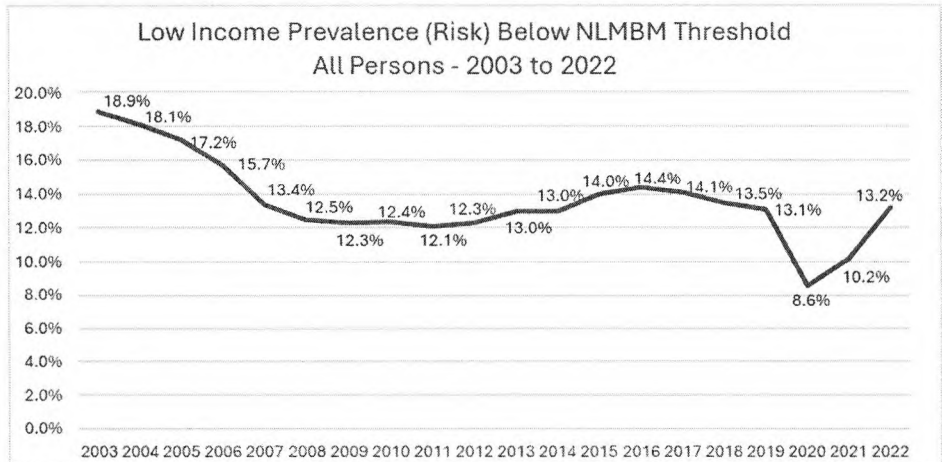
Advocates assert that basic income alleviates poverty, improves mental and physical health and well-being, ensures economic security, and fosters individual freedom and creativity. Critics raise concerns about fiscal feasibility, potential reduction in labour market participation, and the potential to have an overall negative impact on the economy.

Generally, advocates in Canada have talked about setting guaranteed basic income based on the Market Basket Measure (MBM) threshold (Canada's official poverty line). The MBM approach to measuring poverty establishes poverty thresholds based on the cost of a "basket of goods and services" including food, clothing, shelter, transportation, and other items that reflect a modest standard of living. Disposable income is then compared to the cost of the basket. If a household's income is lower than the threshold, that entire household is considered to be living in poverty.

With the increase in the cost of living since 2020, there has been an increase in the MBM thresholds, or poverty lines. While they vary by community in the province, the poverty line (2023) in Newfoundland and Labrador sits at \$25,888 per year for a single person household or \$51,775 per year for a family of four. These thresholds are significantly above the income from provincial and federal benefits. For example, a single individual currently receives a total net income of about \$14,800 annually if they are not working in the job market and are solely reliant on government benefits, while a family of four has a total net income of about \$43,000. A single adult employed full time at the current minimum wage, would take home approximately \$26,884 annually with income and government benefits. (See Annex C for a breakdown of these amounts.)

Figure 1 shows the percentage of people in Newfoundland and Labrador who lived below the poverty line from 2003 to 2022, based on the Newfoundland and Labrador MBM (NLMBM). This measure is developed by the Newfoundland and Labrador Statistics Agency. It has the same definition and similar methodology as the MBM, with the most noteworthy difference being that it is based on all tax-filer data rather than a sample, allowing for subpopulation analyses that cannot be done using MBM

**Figure 1: Provincial Results for All Persons NLMBM, 2003-2022**



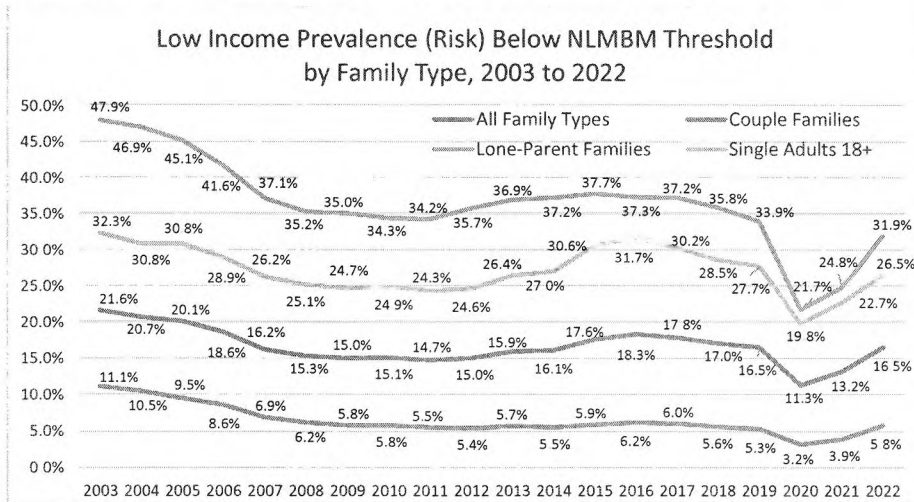
Source: Newfoundland and Labrador Market Basket Measure of Low Income. Statistics provided by Income Statistics Division, Statistics Canada, based on methodology developed by Dr. C Giles, Dr. D May and the Newfoundland and Labrador Statistics Agency.

Low-income prevalence decreased from a high of 18.9 per cent in 2003 to a low of 12.1 per cent in 2011. It remained steady for the next eight years and then experienced a significant drop in 2020, mainly due to pandemic-related payments from the Federal Government. This clearly demonstrates that a federal government investment, such as CERB, had a positive impact on reducing poverty rates and increasing well being of individuals. The income tax base for calculating the statistics has a two-year lag as it uses tax-filer data. As expected, the prevalence began increasing in 2021 and experts, including Statistics Canada, predicted that prevalence increased for 2022 due to the pandemic-related benefits ending.

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Figure 2 shows the prevalence of poverty in NL by family type. It shows single parents have the highest low-income prevalence, followed by single adults.

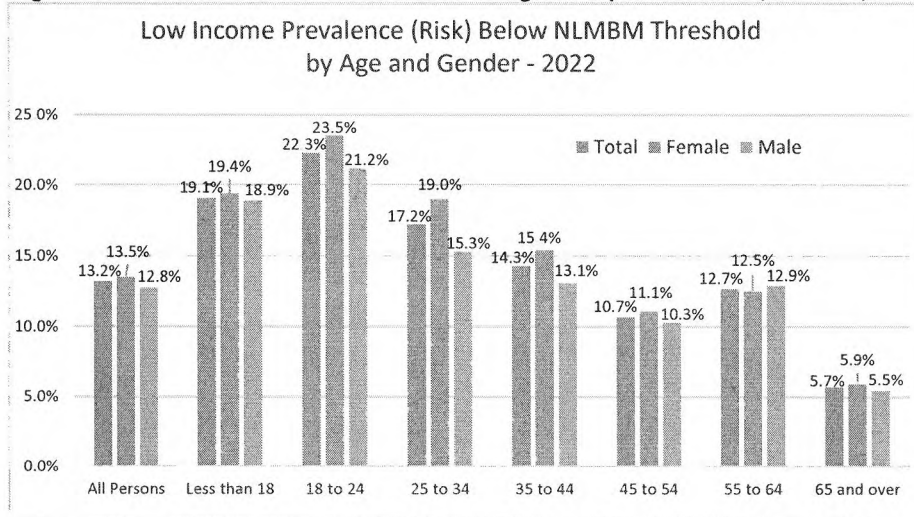
**Figure 2: Provincial Results by Family Type NLMBM, 2003-2022**



Source: Newfoundland and Labrador Market Basket Measure of Low Income Statistics provided by Income Statistics Division, Statistics Canada, based on methodology developed by Dr. C. Giles, Dr. D. May and the Newfoundland and Labrador Statistics Agency.

Figure 3 shows the low-income prevalence by age group. It shows children under 18 and young adults 18-24 are most likely to live in low-income households, while seniors 65+ are least likely to do so.

**Figure 3: Provincial Results for All Persons-Age Group and Gender, NLMBM, 2022**



Source: Newfoundland and Labrador Market Basket Measure of Low Income Statistics provided by Income Statistics Division, Statistics Canada, based on methodology developed by Dr. C. Giles, Dr. D. May and the Newfoundland and Labrador Statistics Agency.

#### 4. Relevant Reports and Research

The Committee reviewed a variety of reports and research. For full reports, see links below and in Section 11.

##### The Health Accord

On February 17, 2022, Health Accord NL submitted the Report: **Our Province. Our Health. Our Future. A 10-Year Health Transformation**. The report emphasizes that income is one of the most important social determinants of health that shapes overall living conditions, affects psychological functioning, and influences health-related behaviours. Poverty contributes to housing instability, food insecurity and poor mental and physical health.

The report makes three recommendations related to basic income:

- Action 6.3: Ensure that Newfoundlanders and Labradorians have a livable and predictable basic income to support their health and well-being, integrated with provincial programming to improve food security and housing security.
  - Objective: Support provision of a basic income—a predictable, reliable, and adequate income either for all households presently living in poverty or for

targeted persons living below the poverty line (e.g., persons with disabilities, single parent families, etc.).

- Action 7.3: Ensure that the families of children in Newfoundland and Labrador have some form of a livable and predictable basic income to support their health and well-being, integrated with provincial programming to improve food security and housing security.
  - Objective: Ensure the development of actions and policies regarding basic income, housing security, and food security to reduce poverty in the general Newfoundland and Labrador population.
- Action 10.19: Develop a provincial strategic plan to immediately engage with the Federal Government for funding of a basic income approach, climate change actions, childhood development programs, meeting the needs of the aging population, Community Teams for primary care, and increased broadband penetration to communities.

The report clarifies that “the provision of such a basic income would need to be a federal program with sustainable core funding in which the province participates.”

#### Basic Income NL

Basic Income NL, a coalition of community agencies, released a policy paper in June 2021 titled **A Basic Income for Newfoundland and Labrador**, that provides analysis on the potential design options, cost modelling, and revenue implications of a basic income program in Newfoundland and Labrador. Projected potential costs in the report range from \$471 million to \$3.8 billion. The report argues that Newfoundland and Labrador is small enough to be ideal for the implementation of a basic income, and that such an approach could solve provincial social and economic challenges.

#### The Cost of Poverty in the Atlantic Provinces

In 2021, the Canadian Centre for Policy Alternatives released **The Cost of Poverty in the Atlantic Provinces**. The report proposes the cost of poverty to government, based on lost tax revenue, healthcare spending, and costs related to intergenerational poverty. According to the report, poverty in Newfoundland and Labrador in 2017 cost the province \$959 million. The largest portion of this was related to lost productivity and foregone revenue.

#### Report of the BC Expert Panel on Basic Income

In 2018, the Government of British Columbia asked a panel of experts to study the feasibility of a basic income for the province. The resulting report, **Covering All the Basics: Reforms for a More Just Society** issued in January 2021, found that “the needs of people in this society are too diverse to be effectively answered simply with a cheque from the government.” The report concluded that “moving to a system (with) a basic income for all as its main pillar is not the most just policy option”.

The expert panel therefore recommended against implementation of a basic income, arguing that it would be more effective to address social issues directly, and that a

combination of cash transfers and basic services reform to better align with a justice-based objective would be a better approach.

The panel provided a set of 65 recommendations for short- and longer-term measures to reform the current system using diverse and tailored policy approaches. The recommendations highlight the need for more wraparound supports and programs to better meet basic needs such as health care and housing. The report also recommended a basic income approach targeted at specific groups in need, such as people with disabilities and youth aging out of care.

#### Office of the Parliamentary Budget Officer

The Office of the Parliamentary Budget Officer (PBO) released two reports in recent years providing analysis on Guaranteed Basic Income (GBI) in Canada. In 2018, the PBO costed a national approach using the parameters of Ontario's Basic Income pilot that ran from 2018-19. The two more recent reports also base their analyses on the parameters of Ontario's basic income pilot.

- **Costing a Guaranteed Basic Income During the Covid Pandemic**, released in July 2020, estimates the cost of a basic income program to ensure all Canadians between 18 and 64 have an income of at least 75 per cent of the Low-Income Measure (LIM). (LIM is an alternate measure of poverty that draws a low income line based on 50 per cent of the income of a median household of the same number of persons, rather than the cost of goods and services. It varies by family size but not geographic location or size). Nationally, the PBO estimated the gross cost of the GBI to range between \$45.6 billion and \$96.4 billion for the last six months of the fiscal year 2020-21. An additional supplemental guaranteed income for disability would be approximately \$1.7 billion. Estimated offsets from replaced income support measures targeted towards low-income and/or people with disabilities were approximately \$15 billion. Estimated GBI costs for Newfoundland and Labrador range between \$487 million and \$941 million for six months. Estimated offsets in the province are approximately \$162 million.
- **Distributional and Fiscal Analysis of a National Guaranteed Basic Income**, released in April 2021, looks at potential effects of a GBI on disposable income, poverty levels and behavioural reactions. It examines the impacts on disposable income that a basic income program would create based on family types, household income levels, and gender. It finds that those who receive a GBI would have increased disposable income, more so among women. It notes a GBI would reduce the poverty rate defined by MBM by 13.5 per cent. The report estimated labour supply responses to GBI, noting potential for people to reduce their work hours by a national average of 1.5 per cent. The PBO report also estimates the total gross annual cost of a basic income program in 2022-23 in Newfoundland and Labrador to be an estimated \$957 million.

#### Potential Economic Impacts and Reach of Basic Income Programs in Canada

UBI Works is a Canadian non-profit with a mission to shift the conversation about basic income to recognize it as an economic need and opportunity. Its goal is to see universal basic income implemented in Canada. UBI Works commissioned the Canadian Centre for Economic Analysis to carry out this research. The report, **Potential Economic**

**Impacts and Reach of Basic Income Programs in Canada**, released in December 2020 considered two proposed basic income programs for Canada:

- The Guaranteed Minimum Income (GMI) program, modeled after the Ontario Basic Income pilot but with higher benefit amounts, guaranteeing a minimum annual income of \$24,000 for individuals and \$34,700 for couples; and
- The Dividend-plus-GMI program, which guarantees a minimum annual income of \$24,000 for individuals and \$36,000 for couples and includes a \$6,000 annual universal dividend paid to all adults.

A key assumption of the report is that a basic income program could be funded through three means: 1. Borrowing and paying down debt using debt revenues generated by extra economic activity; 2. Additional household taxation; and 3. Fewer tax breaks for businesses. The report states that a basic income would lift 183,000 Atlantic Canadian families out of poverty. (There was no provincial breakdown.) The report suggests economic benefits from a basic income include increased GDP, increased number of jobs, and increased tax revenue and economic activity as families have more money to purchase goods and services.

#### **The Employer Response to the Guaranteed Annual Income**

David Calnitsky, Western University, in 2018 wrote about possible effects guaranteed income programs have on the relationships between workers and employers. Calnitsky outlines two perspectives: That a basic income could be seen as a subsidy for employers to continue to pay low wages; and, that a basic income provides more options for the labour force, thereby encouraging employers to raise wages to attract workers. Drawing in part on experiences from Manitoba's Mincome project in the 1970s (more on Mincome on page 14), Calnitsky concludes that a guaranteed income would increase bargaining power and wages for workers.

#### **Proposal for a Guaranteed Basic Income Benefit in Prince Edward Island**

A PEI Working Group on GBI, consisting of economists, researchers, politicians, and advocates wrote **A Proposal for a Guaranteed Basic Income (GBI) Benefit in Prince Edward Island**, released in November 2023. The report outlines a proposal for a province wide GBI for PEI residents aged 18 to 64, jointly administered and financed by the Government of Prince Edward Island and the Government of Canada. The report proposes a GBI with a maximum benefit equivalent to 85 per cent of the MBM regional poverty line thresholds for 2022 with a benefit reduction rate of 50 percent (meaning that for every dollar increase in net income, the benefit is reduced by \$0.50).

The report estimates the cost to implement this GBI approach in PEI to be \$189 million and assumes a partnership approach with the Federal Government funding a significant part of the benefit, arguing that it would allow the Federal Government to gather evidence for a possible national program and help meet the goals of its Poverty Reduction Strategy. The report states that offsetting reduced federal expenditures (e.g., CCB, GST / HST)

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could form a portion of the federal contribution. The approach is predicated on the Federal Government covering up to 65 per cent of program costs (\$123 million).

Potential sources of provincial identified funding (covering the remaining 35 per cent of program costs) include:

- Provincial budget surpluses,
- Provincial offsetting social assistance payments of \$19.4 million, and
- Increased revenues through
  - Increased provincial sales tax
  - Increased provincial income tax
  - Increased general corporate tax rate

### Universal Basic Income: A Strategy for Reducing Indigenous Poverty in Newfoundland and Labrador

In March 2024, First Voice Urban Indigenous Coalition submitted this report to the NL Labour Standards Division on the 2024 Minimum Wage Review. Led by the First Light Friendship Centre in partnership with 11 other organizations and nine community advocates, First Voice is a coalition formed to advance truth and reconciliation in St. John's, Newfoundland and Labrador.

The report explores the economic disparities among Indigenous People and non-Indigenous people, and the current economic landscape in Newfoundland and Labrador, including high living costs, particularly in rural and remote regions, child poverty prevalence and housing insecurity. The coalition proposed a UBI would begin to address the poverty, unemployment and underemployment of Indigenous people. Creating a guaranteed annual livable income is included in the National Inquiry into Missing and Murdered Indigenous Women and Girls Calls for Justice (2019).

### Disability With Possibility

In March 2024, Disability Without Poverty released a report titled Disability with Possibility - What We Learned from Disabled People Across Canada on Shaping the Canada Disability Benefit. While focused on shaping the Federal Government's Disability Benefit, the report contains information to help inform general and targeted basic income discussions. Findings include the need for urgency when it comes to raising incomes for people with disabilities, so they are not in poverty. The report notes that the added costs of living with disabilities can "push individuals with disabilities into poverty or prevent them from escaping it."

## 5. Basic Income Pilots, Programs and Research Results

There has been a noticeable surge in small-scale basic income pilot projects post-2020. A number of jurisdictions, including Newfoundland and Labrador, are testing, or have experimented with, targeted basic income initiatives involving different populations. The following list showcases some of these pilots. Some pilots are providing insights into short-term basic income outcomes; however, there remains a lack of comprehensive, long-term data to understand sustained impact.

### Newfoundland and Labrador

- In 2023, the Provincial Government implemented a targeted basic income program for youth receiving residential services through the Department of Families and Affordability's voluntary Youth Services Program. The aim of this program is to ensure a successful transition to adulthood for youth who have experienced many challenges. This program includes additional financial supports of \$690 monthly, in addition to the social supports of the Youth Services Program, such as financial and employment counselling, mental health and addictions supports, tutoring and education supports, and life skills programming. While this program continues to be evaluated as it progresses, preliminary findings show positive changes in the youth's overall quality of life and has helped them attend and remain in school.
- In April 2024, the Provincial Government began implementing a targeted basic income pilot for people aged 60 to 64 who currently receive both Income Support and services through the Community Support Services Program with Newfoundland and Labrador Health Services (NLHS). The services provided by NLHS focus on promoting independence, community inclusion, safety, and overall well-being for individuals requiring additional support. Eligible individuals receive an increase in payments to match federal seniors' benefits that they will receive at age 65. The first participants received the basic income in June 2024.
- In July 2025, the Provincial Government implemented a new disability benefit that helps achieve a basic income for persons with disabilities. The Newfoundland and Labrador Disability Benefit (NLDB) was implemented concurrently with the Canada Disability benefit. The NLDB includes up to \$400 per month to persons with disabilities aged 18-64; and a \$1,200 annual contribution to a Registered Disability Savings Program (RDSP), for those that qualify. When added to the Canada Disability Benefit, this means up to \$600 additional income per month for those who qualify, plus funding for an RDSP.
- The Income Support program in NL provides basic financial benefits and other services to eligible people to assist with basic living expenses, based on an assessment of all household income and assets. Since 2023, government has been working to streamline and improve Income Support benefits to provide simplified and timely financial supports and make it more like a basic income. For example, benefit rates have been standardized for all adults at a higher level, benefit amounts are less

dependent on household composition and living arrangements, and there is a reduction in required documentation for eligibility. Streamlining Income Support remains a priority for 2025-2026.

#### Manitoba

Manitoba ran a pilot project called “Mincome in Three Communities” from 1974 to 1978, costing \$17 million. The pilot’s goal was to determine whether a no-strings annual wage was a help to the “working poor”, or a deterrent to continuing in the workforce. No final Mincome report was issued, but the Institute for Social and Economic Research at the University of Manitoba developed a database of the results of Mincome, leaving the analysis of the experiment to individual academic initiatives. Researchers have made several positive conclusions about the pilot, including no significant disruption in the labour force, a decline in hospitalizations, a decline in accidents and higher school retention rate.

#### Ontario

In April 2018, a three-year \$150 million project designed to test basic income began in Ontario; however, government cancelled the pilot in March 2019. The project was originally set to explore the effectiveness of providing a basic income to those living on low incomes, whether they were working or not. Participants received up to \$16,989 per year for a single person, less 50 per cent of any earned income; and \$24,027 per year for a couple, less 50 per cent of any earned income. After the early cancellation of the pilot, the research ended, and a full assessment of the impacts could not be completed. Follow-up contact with participants found that a majority maintained employment and reported better overall health and well-being.

#### Quebec

On January 1, 2023, the Government of Quebec implemented a voluntary basic income program for individuals who are in receipt of social assistance and have a severely limited capacity for employment, usually related to health or disability issues. The amount starts at \$1,548 monthly (\$18,576 per year), indexed annually. Recipients can earn up to an additional \$14,532 annually with no benefit reduction. The benefit reduction rate after that is 55 per cent.

#### Finland

The Finnish Government initiated a basic income experiment in 2017 that provided 2,000 randomly selected unemployed individuals with a monthly basic income of €560 (approximately \$800 CAD). The project ended in 2018 and an evaluation of the results found that the recipients were more satisfied with their lives, were less stressed, had a better outlook of the future and led to a small increase in employment. The Finnish Government decided not to extend the trial and to explore alternative social solutions.

### Wales

In July 2022, the Welsh Government implemented a basic income pilot to extend support for youth leaving care. The pilot is running for three years with members of the cohort receiving a taxable basic income payment of £1600 (approximately \$2800 CAD) per month for 24 months. Additional social supports are also being provided. The Welsh Government has commissioned a four-year evaluation of the pilot. The evaluation started in November 2022 and is due to end in November 2026. The Welsh Government announced in October 2023 that the pilot will end in May 2025.

### Ireland

In 2022, Ireland implemented a three-year Basic Income for the Arts pilot. The main objective is to address the financial instability faced by many artists by providing €1408 (approximately \$2000 CAD) per month over three years, from 2022 to 2025. Participants are required to engage in ongoing data collection. A progress report was released in December 2023 and presented the following key findings:

- Recipients spend more time on research, experimentation, management, administration and presenting to audiences;
- Recipients decreased the weekly amount of time spent working in another sector;
- There was an increase in life satisfaction and decrease in depression and anxiety; and
- Recipients had less difficulty making ends meet working in the arts alone.

The Government of Ireland is continuing funding the Basic Income for the Arts in 2025.

### California

- The basic income Stockton Economic Empowerment Demonstration (SEED) project launched in February 2019. A cash payment of \$500/month USD (approximately \$680 CAD) was provided to randomly selected individuals who lived in a neighbourhood with a median income at or below \$46,033 USD (approximately \$60,300 CAD) for 24 months. The payment was unconditional, with no work requirements. Key findings were that a basic income reduced income unpredictability, enabled recipients to find full-time employment, and led to healthier recipients, less depression and anxiety, and enhanced well-being. The mayor who implemented the pilot lost his bid for re-election in 2020 and the project was not extended.
- Beginning in 2021-22, the state government's California Guaranteed Income Pilot Program was established to provide grants to eligible entities for the purpose of administering basic income pilot projects, with a focus on California residents who age out of the extended foster care program at or after 21 years of age or who are pregnant. These state-funded pilot programs are serving approximately 1,975 individuals across California with monthly payments ranging from \$600 USD to \$1,200 USD (approximately \$800 to \$1600 CAD) per month, for a period of 12 to 18 months. All pilots will participate in program evaluation activities led by the Urban Institute and the University of California, Berkeley.

### New York

Funded by a private family foundation, the Bridge Project began in 2021 to solve help child poverty in New York. The Bridge Project supports healthy development for babies during their first 1,000 days of life by providing mothers with an annual household income under \$52,000 USD (approximately \$70,000 CAD) with consistent, unconditional cash of up to \$1000 USD (\$1300 CAD) a month for three years. The Bridge Project has served 1,300 babies and their mothers in New York City since it began. Early research on the first six months of the project shows that women were better able to access childcare and buy essentials for their babies. In 2024, the Bridge Project expanded to serve families in Milwaukee and Connecticut.

### Basic Income Lab

Stanford University runs a Basic Income Lab, founded in 2017, that studies the politics, philosophy, economics and implementation of UBI and related policies.

- A 2020 Basic Income Lab report, **What we know about Universal Basic Income: A cross-synthesis of reviews**, compiled and critically examined 16 reviews of the evidence in order to collate key findings, identify evidence gaps, and suggest future directions for basic income research. The researchers found that basic income-type programs alleviate poverty and improve health and education outcomes and that the effects on labour market participation are minimal. They also identified research gaps such as evaluation of a long-lasting, universal basic income program; economic and spill-over effects in communities, and equity implications of different designs.
- A 2021 Basic Income Lab report, **Healthy Communities and Universal Basic Income: A conceptual framework and evidence review**, looked at the community effects of income transfers. The researchers found that, while research is limited, basic income-type programs have some benefits for reducing income inequality and promoting labour and economic development. The report recommended that any basic income pilot or program include evaluating community-level effects.

### Center for Guaranteed Income Research

In 2020, the University of Pennsylvania established a Center for Guaranteed Income Research to develop a common body of knowledge on unconditional cash-transfers. The Center guides pilot programs and oversees their research planning and implementation.

There have been many local basic income pilots in the United States since 2020; pilots have been established in Iowa, Ohio, Wisconsin, Louisiana, North Carolina, South Carolina, Florida, Washington, Rhode Island, New Mexico, New Jersey, Massachusetts, Minnesota and Virginia. Targeted populations include low-income individuals and families, low-income 50+ individuals, unpaid caregivers, young people who are disconnected from work and school, the formerly incarcerated, young parents enrolled in post-secondary education, single parents, and artists. Each of these pilots, along with the others highlighted, will evaluate the impact of a basic income on participants and will contribute to the collection of data on the subject. Separate evaluations of all pilot

programs will be available on the Center for Guaranteed Income Research's website. Only two have been posted to date:

- People's Prosperity Guaranteed Income Pilot – St. Paul, Minnesota:
  - 150 randomly selected low-income participants received \$500 USD monthly from October 2020 to April 2022. Outcomes included improved financial health and sense of self. This program began during the pandemic and the payments seemed to mitigate stress during the program. There were also improvements in attitudes towards life and sense of purpose that lasted six months after payments discontinued. Workforce engagement also increased.
- Project Resilience – Ulster County, New York:
  - 100 randomly selected participants with household income less than \$46,900 USD (\$62,500 CAD) received \$500 USD monthly from May 2021 to September 2022. Outcomes included improvements in financial health, physical health, housing, and food security. These trends held even after the program ended.

In 2022, the Basic Income Lab and the Center for Guaranteed Income Research partnered on the development of a dashboard to visualize data from evaluations of more than 30 guaranteed income pilots across the United States. For now, the dashboard is focusing solely on spending data. As of October 2024, the largest share of recipient expenditures went to retail sales and services, at 36 per cent. Food and groceries were the second highest at 32 per cent. The Dashboard also showcases personal experiences from participants and out the income has affected their lives, health and well-being.

## 6. What We Heard

### Lived Experience

The All Party Committee on Basic Income received a summary of "What We Heard" relevant to basic income in the engagement processes held on Social Well-Being, the minimum wage review, and the Health Accord. The engagement process on Social Well-Being included a focus on people with lived experience of poverty and asked questions about income, social and financial benefits, and the strengths and weakness of different approaches.

The committee also hosted two consultation sessions with people with lived experience of poverty. The themes that emerged from the feedback provided through both past engagement processes and the ones held by the committee centered on socio-economic challenges and the struggles faced by individuals and families with limited financial resources. These themes include:

- **Inadequate Income:** Challenges related to the loss of benefits due to certain circumstances; difficulties in balancing employment and benefits and the complexities of re-applying for benefits; concerns about the inadequacy of monthly benefits, leading to struggles in meeting basic needs; and a fear of losing everything, with a particular concern about losing housing.

- **Healthcare Expenses** The inability to afford necessary medical equipment, drugs, testing strips, glasses and dentures
- **Housing Instability:** Rising rent prices, substandard housing and the fear of homelessness
- **Food Insecurity** Difficulties in affording nutritious food, resulting in the perception of healthy food as a luxury, and the challenge of meeting special dietary needs on limited financial resources
- **Transportation Issues** Difficulties accessing affordable transportation to reach essential services and appointments
- **Basic Income** Discussion that a basic income could potentially address many of the immediate and basic needs not currently being met, reduce stress and support over all well-being

#### Experts and Stakeholders

This report does not provide detailed information on each of the presentations received or discussions held, however, below is a themes-based summary of what we heard Annex B includes a list of experts that appeared before the committee. Minutes from all meetings are available at [Publications - Children, Seniors and Social Development \(gov.nl.ca\)](#) and presentations are available upon request

- Coping with the rising cost of living presents an additional challenge for individuals struggling to meet their financial needs
- People receiving Income Support face many barriers when trying to leave the program, primarily because they fear losing vital benefits tied to the program, notably full prescription drug coverage through NL Prescription Drug Program's Foundation Plan
- Food insecurity is an income issue and increases the likelihood of higher health care costs for those affected. Policy interventions designed to address underlying income problems (such as basic income) are required to reduce household food insecurity
- The introduction of a basic income initiative in Newfoundland and Labrador holds the potential to enhance the overall health and well-being of the population. This could be through an incremental approach led by the Provincial Government or, with federal collaboration, a full scope pilot for all individuals and families in poverty
- Income security fosters and supports innovation and creativity. For example, a basic income for artists would enable artists and creative arts workers to focus on artistic production/practice without having to enter into employment in other sectors to sustain themselves
- The success of a full basic income program hinges on achieving cooperation across all levels of government, including municipal
- There are differing views of who does or does not 'deserve' financial social support that tends to leave single adults vulnerable to poverty. Single adults from 18-64 (who do not have a visible disability) are more often seen as 'undeserving' of help in that they are seen to be choosing not to be employed. This does not acknowledge the existence of 'invisible' illness/disability or the enduring impact of intergenerational trauma, childhood trauma, and cycles of poverty
- A properly designed basic income approach would not create a disincentive to work

- An incremental approach to a basic income is likely to be more manageable and successful. It would also allow for stepped research and scale-up.
- Indigenous people face significant disparity in income and opportunities compared with non-Indigenous populations.

## 7. Related Initiatives

### Poverty Reduction Plan

On November 8, 2023, the Government of Newfoundland and Labrador announced a new poverty reduction plan. The plan, currently in year three (2025-2026) is aligned with recommendations from Health Accord NL. The plan adds to other work currently underway, such as the review of means and income-tested programs, including the Newfoundland and Labrador Prescription Drug Program, and the NL Seniors' Benefit.

The plan has four key focus areas and associated actions:

- Reducing Child Poverty
  - Expanded the Prenatal-Infant Nutritional Supplement up to age five and renamed the Prenatal-Early Childhood Nutrition Supplement to \$150 per month per child to better reflect its expanded scope, effective January 2024;
  - Increased the Newfoundland and Labrador Child Benefit rates by 300 per cent, effective January 2024.
  - Ensuring school lunch programs are available in all Pre-Kindergarten and K-9 schools. This work began in a phased approach in September 2024. Newfoundland and Labrador was the first province to reach an agreement with the Federal Government through the new National School Food Program.
- Employment Interventions
  - Expanded the Income Support Employment Stability Pilot province wide. This pilot was developed in partnership with Stella's Circle and Choice for Youth and began in St. John's. Due to early successful outcomes, the pilot was expanded province wide as of December 1, 2023. With this pilot, people receiving Income Support who begin a new job or continue to work keep more of their earnings and immediately experience increased financial supports and benefits from working.
  - The Working Opportunities Program launched in June 2024. It enables non-Employment Insurance (EI) eligible individuals with barriers to workforce participation and post-secondary education to retrain and upskill, creating more stable employment and improving their well-being.
- Improving Income
  - Continued streamlining and improving the Income Support program benefits structure to move it closer to a basic income model. The new structure includes:
    - Increasing Monthly Support – Each eligible adult will receive the same monthly individual benefit amount of up to \$561 per month, regardless of living arrangements or family structure. When two adults live together, each will receive \$561 per month, regardless of their relationship to one another.
    - Increasing Housing Support – Eligible one-adult households will receive up to \$522 per month, with no requirement for documentation of special needs.

Eligible two-adult households will receive up to \$598 (\$299 each) per month, regardless of their relationship to one another.

- Supporting Seniors
  - In April 2024, a targeted Basic Income pilot for people aged 60 to 64 who currently receive Income Support and the Community Support Services Program through NL Health Services began intake of participants.
  - In July 2024, the Provincial Government launched a Seniors' Health and Well-Being Plan focusing on three areas:
    - Improve Seniors' Well-Being and Support Healthy Aging; This includes actions such as new programs to decrease financial barriers for low-income seniors; and a supplement of \$500 annually for food and heating for seniors in Coastal Labrador.
    - Establish Centres of Excellence in Aging; This includes actions such as establishing seniors-friendly emergency departments and establishing geriatric medicine community outreach programs.
    - Strengthen Integration and Service Delivery Across the Care Continuum; this includes actions such as expanding social and recreation programming for people living in long-term care and enhancing dementia-inclusive environments in long term care settings.

#### Canada Disability Benefit

The Federal Government has passed legislation to implement a new Canada Disability Benefit (CDB) to help address the financial security pillar of the Canada Disability Inclusion Action Plan. The CDB is available to eligible people aged 18 to 64 with disabilities. The **Canada Disability Benefit Act** became law on June 22, 2023, and Regulations came into force on May 15, 2025. The benefit began in July 2025, providing up to \$200 per month to those who are eligible, and is based on income.

#### Increasing Thresholds

In January 2025, changes were made to the eligibility criteria for the Aging Well at Home Grant and the Caregiver Benefit to help more seniors remain in their homes. Changes included increasing the annual income threshold for both programs to:

- \$32,000 for single applicants (previously \$24,999)
- \$49,000 for couples (previously \$34,999).

In August 2025, the Newfoundland and Labrador Housing Corporation (NLHC) announced increases to the income eligibility thresholds for three programs allowing more people to qualify. This included:

- A \$10,000 increase to \$42,500 for the Provincial Home Repair Program, which helps homeowners with structural and related repairs, including improvements in basic heating, electrical and plumbing services.
- A \$10,000 increase to \$42,500 for the Home Energy Savings Program, which helps households make energy efficient retrofits to their homes.

- A \$5,000 increase to \$51,500 for the Home Modification Program to make accessibility changes to their homes, such as the inclusion of ramps or accessible showers.
- Expanding the threshold for all three programs to \$65,000 to all of Labrador, matching the current rate for Labrador West and the North Coast of Labrador.

Commented [LR2]: New

### 8. Current Income Benefits – Federal and Provincial

The All-Party Committee looked at the current social safety net in this province and the extent to which it is providing people with financial security, access to essential services, and ensuring a reasonable standard of living for all. Based on the totality of provincial and federal social benefits (with no other income source), these are some sample amounts of the disposable (net) income received by family type, if they file a tax return. Further examples of family types are available in Annex C.

Family Type	Total Annual Net Household Income September 2025
Senior Couple 65-74	\$36,384
Single Senior 65-74	\$24,894
Senior Couple 75+	\$37,942
Single Senior 75+	\$25,776
Single Adult Under 65	\$14,799
Two Adults Under 65 – No Children	\$23,226
One Adult and One Child (8 Years Old)	\$26,340
One Adult and One Child (3 Years Old)	\$29,389
Two Adults and Two Children (2 and 7 Years Old)	\$43,239

The committee also looked at sample information of total income for those who work for minimum wage.

Family Type	Total Annual Net Household Income September 2025
Single Adult Under 65 (35 hours / week)	\$26,884
One Adult (10 hours / week) with One Child (9 Years Old)	\$32,816
Two Adults Under 65 (35 hours / week each)	\$50,158
Two Adults (35 hours / week each) with Two Children (2 and 7 Years Old)	\$62,619

\* Please see Annex C for details, including a breakdown of the sample incomes by source (as of September 2025) and a description of each

## 9. Analysis

### Costs

Implementing any form of basic income would involve substantial costs but could potentially lead to savings that would mitigate those costs both in the short- and long-term. These longer-term savings would be connected to the reduction of poverty-related costs, including health care, loss of revenue taxation, etc. In addition, a basic income would top up or replace current benefits, meaning that gross costs would include current program expenditures. The net costs and savings would vary depending on the program design and implementation. For example, if a person currently receives \$10,000 annually from the Income Support program, the cost of a basic income that provided income up to the MBM threshold for this person would be an additional \$14,364 annually. If the basic income is at 85 per cent of the MBM threshold, the additional cost for this person would be \$10,710 annually.

Reports referenced earlier identify gross provincial costs for a guaranteed basic income program range from \$471 million to \$3.8 billion. Costs could be significantly less as offsets (current program expenditures) were estimated at \$364 million annually. (These amounts were based on the MBM in 2020 and 2021.) Targeted basic income approaches are also less costly to fund. Savings can potentially be found through simplification of complex programs and eligibility requirements.

There are a number of positive outcomes observed from short-term pilot projects and other system-level benefits that could reasonably be expected with a basic income program. These include:

- **Decreased poverty and improved health and well-being:** Many sources, including Health Accord NL, present evidence that income is the most important social determinant of health. People in poverty are more likely to develop chronic health problems. The Canadian Centre for Policy Alternatives (2021) calculated that health care costs related to poverty in Newfoundland and Labrador were \$119 million in 2017. The Health Accord indicates that the annual health care spend per capita in Newfoundland and Labrador is \$5,945, which is higher than the Canadian average, and recommended a basic income as one of the primary means to improve health outcomes. If a basic income in Newfoundland and Labrador did contribute to improved health outcomes, health care spending in the long-term could be reduced.

**Improved administration:** If a comprehensive basic income was developed and implemented collaboratively by the provincial and federal governments and included all current benefits, there would be a simplified administration system requiring fewer resources. (It is important to note that an administrative system to react quickly to urgent needs will always be required.) Potential Labour Market Impacts

The question of whether basic income acts as a disincentive to employment has been a subject of much debate among economists and policy makers. Some argue that providing a basic income might allow people to reduce their hours of employment, or disincentivize some people from finding employment. This perception is based on the idea that if people

receive money without the requirement to be employed, they may choose to not work in the labour force or reduce their employment hours. Researchers also suggest that a basic income can keep wages low, effectively subsidizing business.

Proponents of basic income argue that it can have the opposite effect. They suggest that it can empower individuals to take risks, invest in their education, and pursue paid work that is more meaningful to them, knowing that their basic needs are being met. Some studies and experiments on basic income have shown that it can actually encourage entrepreneurship, job flexibility, and overall economic stability. Research has also proposed it can lead to increased wages and increased consumer purchasing power.

Research supports the idea that a basic income can increase employment participation for some but reduce participation for others, particularly people who do unpaid work, such as those with young children or those who take on care responsibilities for family members and the elderly. There is a lack of long-term data to gauge the lasting effects. It is apparent that the impact of basic income on employment incentives depends on various factors, including the level of the basic income provided, and the specific design of the program. Individual preferences and societal attitudes toward employment and income also play a significant role in determining how people respond to the availability of a basic income. As highlighted in the previous section, improving research and gaining evidence in this area is a current focus for the many pilots, particularly in North America.

#### Interaction with Other Programs

The interaction of basic income with other social benefits, including the income tax system, is a crucial aspect that requires careful consideration in the design and implementation of any basic income approach. The way a basic income interacts with existing social benefits can impact the overall effectiveness of the social safety net.

Marginal effective tax rate (METR) is the amount of tax paid and benefits lost on the next dollar of income. It considers all the different taxes and income-tested benefits. This level of taxation or METR can affect individuals' incentives to be employed and earn more income. This can be further exacerbated by means and income-tested programs that are not phased-out over a large income range. For example, a person might earn one more dollar and no longer qualify for a valuable benefit such as a free bus pass or full prescription drug coverage. This is why phasing out benefits over a large income range is a best practice rather than having "all-or-nothing" programs.

When implementing a basic income program, it is important to ensure that the level does not discourage employment, leading to potential labor shortages or a shift towards underground employment. Effective program design should also analyze how the introduction of any basic income would alter the eligibility criteria for other essential social programs.

Based on this analysis, there are general considerations that should guide the development of any basic income program for Newfoundland and Labrador:

- Ensuring employment and increasing earnings is not disincentivized. This can be achieved by making sure people will continue to see financial gains from their employment, even when they start earning more. Relevant factors include:
  - Benefit amount - most basic income models recommend a benefit equivalent to 85 per cent of the MBM. This amount would be significantly more than current Income Support rates and would limit the depth of poverty, without being an amount that would limit a desire to attach to employment.
  - Phase-out rate – a gradual phase-out reduction rate is more likely to encourage attachment to employment and allow people to increase their earnings in a steady manner. Most basic income models recommend a 50 per cent benefit reduction rate, meaning that for every dollar increase in the family's net income, the benefit is reduced by \$0.50. If the benefit amount is 85 per cent of the MBM at \$20,709.63, the benefit would reduce to zero when income reaches \$41,419.
  - Complementary programs – Many people who are not employed want to be employed, and would benefit from additional programs, such as job training, education assistance, and employment services, to support them in achieving this. These programs should be available to basic income recipients. Similarly, ensuring stability through a fair approach to ongoing access to prescription drug coverage, bus passes and other benefits currently tied to Income Support is also important.
- Managing both social benefits and fiscal responsibility is essential for the long-term viability and success of a basic income program. Given the high financial cost to government of a wide-scale basic income program for Newfoundland and Labrador, especially in the absence of Federal Government participation, consideration should be given to targeting specific low-income populations.
  - As previously discussed, the Provincial Government has already implemented a targeted basic income program for a cohort ageing out of the Child Protection System and a targeted basic income for older adults 60 to 64 with specific needs.
  - The Federal Government provides a basic income to seniors (Old Age Security and Guaranteed Income Supplement) and has implemented a benefit of up to \$200 per month for persons with disabilities in the form of the Canada Disability Benefit.
  - The Newfoundland and Labrador Disability Benefit, implemented in July 2025, provides up to \$400 to those who qualify. When coupled with the Canada Disability Benefit, this provides a form of basic income for people with disabilities who qualify.
  - Other groups to consider for targeted funding include unpaid caregivers, young people who are disconnected from the job market and school, formerly incarcerated individuals, young parents enrolled in post-secondary education, single parents, and artists.
- Design of any basic income program must ensure that eligible recipients do not lose other necessary benefits as a result of receiving basic income payments. There would need to be careful review and analysis of all potential program interactions to ensure that recipients continue to be better off with basic income benefits.
- Robust program evaluation must be built into any basic income program to ensure monitoring of outcomes, allowing for changes where recommended to increase effectiveness.

## 10. Recommendations

- Recommendation 1      We clearly heard that considering the complex taxation system, the importance of federal benefits such as Employment Insurance and child benefits, the interactions between provincial and federal social programs and the cost implications of a broad approach to basic income, Newfoundland and Labrador would not be able to implement a comprehensive approach to basic income on its own.
- We recommend that the Provincial Government engage with the Government of Canada to co-develop a basic income pilot in Newfoundland and Labrador and that provincial officials immediately draft a potential Basic Income Framework for Newfoundland and Labrador to inform discussions with the Federal Government.
- Recommendation 2      The Provincial Poverty Reduction Plan includes an action related to streamlining and improving the Income Support program. Recognizing the similarities within this program and basic income, we see further opportunities to expand on these improvements.
- We recommend that the Provincial Government continue to transition the Income Support program to a basic income approach, including simplifying the benefit structure and increasing adequacy of benefits.
- Recommendation 3      While all low-income individuals and families would benefit from a comprehensive basic income program, we understand that it would not be possible for the Provincial Government to implement this on its own. We also recognize that targeted approaches can assist those who need it most.
- We recommend that the Provincial Government continue with its evidence-based approach and focus on achieving predictable basic income and evaluate opportunities for additional targeted Basic Income Programs.
- Recommendation 4      The Federal Government has made a strong commitment to the implementation of a Canada Disability Benefit, through its new **Canada Disability Act**.

We recommend that the Provincial Government continue to advocate to the Federal Government on the implementation of an enhanced Canada Disability Benefit.

Recommendation 5

We recognize for some individuals there are barriers to skill upgrading to improve employment opportunities and potential loss of social program benefits can disincentive participating fully in the job market.

We recommend the Provincial Government complete a review of eligibility rules and thresholds for provincial income-tested programs and employment programs and implement recommended changes.

Commented [LR3]: New

Recommendation 6

We understand that there are some low-income Newfoundlanders and Labradorians who do not file a tax return, meaning they do not receive benefits to which they may be eligible.

We recommend that the Provincial Government explore opportunities to partner with the Federal Government and community organizations to encourage all residents of the province to file annual income tax returns. Actions could include awareness campaigns on the financial benefits of filing and the promotion of the Community Volunteer Income Tax Program (CVITP) with clinics set up through community partners as public access points.

Recommendation 7

Understanding the evolving research, pilot projects, multi-jurisdictional work, and advocacy for basic income programs, we believe there is a need for ongoing all-party collaboration on Basic Income.

We recommend a mechanism be put in place for ongoing All-Party oversight of research and progress on Basic Income policy and programs and consider utilizing post-secondary institutions to contribute to this work.

Commented [LR4]: New

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## Annex A All-Party Committee on Basic Income

### Terms of Reference

#### 1.0 MANDATE

The All-Party Committee on Basic Income is established in response to the provincial and national discussion on a basic income and following a private member's motion supported by all members of the House of Assembly on November 3, 2021. (See Annex A)

The All-Party Committee will review basic income models and approaches and assess the viability and potential for reducing poverty in Newfoundland and Labrador. The committee will consist of Honourable Members from all parties of the House of Assembly.

#### 2.0 PURPOSE

- To review currently available income supports in Newfoundland and Labrador, with a focus on the combined impacts of available supports on individuals and families;
- To review income support approaches, including incremental approaches to basic income, and basic income experiments in other jurisdictions;
- To consult and receive expert testimony on best practices regarding basic income and other income support models;
- To review and provide advice and recommendations on: basic income as an approach that should be tested in NL; if a basic income approach is recommended, what type of model should be used, including considering whether it should be targeted or general, eligibility and minimum income amounts, interaction with existing income supports, cost-benefit analysis, funding approaches, potential/need for a federal role and how to best engage the Federal Government and a timeline for implementation; and
- To submit a report to government that will be publicly released and tabled in the House of Assembly.

#### 3.0 KEY PRINCIPLES

- **Collaborative:** All members will follow generally accepted rules of collaborative work, such as respect, active listening, tolerance of differing views, etc.
- **Consensus-seeking:** Although consensus may not be possible on all points, best efforts will be made to reach consensus on as many key points as possible with the ultimate goal of presenting a consensus report.
- **Open and transparent:** Information, analysis, and feedback received throughout the process will be made publicly available.
- **Accountable:** Committee members commit to consider and respond to all major points made or ideas proposed, even if they disagree with or are not supportive of them.
- **Accurate and thorough:** Best efforts will be made to capture the views of all those interested in the topic and ensure full analyses of available data.

## Report of the All-Party Committee on Basic Income

- **Shared learning:** All involved understand that this is a complex topic and that there is always more to learn about it; they accept that they can learn from experts, including people with lived experiences of poverty, the public and one another.

### 4.0 Membership and Meetings

#### 4.1 Membership

- Minister of Children, Seniors and Social Development, Chair
- Two (2) Government MHAs
- One (1) Official Opposition MHA
- One (1) Third Party MHA

If a member cannot attend a meeting, that member may be represented by an alternate Member of the House of Assembly.

#### 4.2 Meetings

- Meetings will be scheduled monthly or more often as needed at the call of the Chair.
- If necessary, travel, accommodations and per diems will be reimbursed for members as per Government of Newfoundland and Labrador's travel policy.
- Secretariat support will be provided by the Department of Children, Seniors and Social Development.
- Any public communications will be approved by the committee.

## ROLES

### Role of Chair

The chair will convene and manage committee meetings in accordance with the terms of reference and will facilitate requests made by committee members in collaboration with the secretariat.

The Chair will be the public spokesperson for the committee.

### Voting

Decisions are made by consensus. If consensus is not possible, majority voice voting is used with the minority view documented.

### 5.0 TIMELINE AND COMMITTEE WRAP-UP

The committee will convene from the day of official announcement to when recommendations are finalized at which time the committee will dissolve. The anticipated time frame is 6-8 months.

**Annex A**

**October 2020 Resolution:**

THEREFORE BE IT RESOLVED that this House consider truly ending poverty in this province by establishing an All-Party Select Committee on basic income, with a mandate to review and make recommendations on eligibility and minimum income amounts, interaction with existing income supports, additional poverty reduction initiatives, cost-benefit analysis, potential models for such a program, and timeline for implementation, and

BE IT FURTHER RESOLVED that the Select Committee engage federal Members of Parliament from Newfoundland and Labrador to participate

**November 2021 Resolution:**

THEREFORE BE IT RESOLVED that this House consider truly ending poverty in this province by urging the government to establish an all-party Committee on basic income, with a mandate to review and make recommendations on eligibility and minimum income amounts, interaction with existing income supports, additional poverty reduction initiatives, cost-benefit analysis, potential models for such a program and a timeline for implementation,

BE IT FURTHER RESOLVED that this House urge the government to ensure that the Committee has the resources it needs to conduct its work and engage federal Members of Parliament from Newfoundland and Labrador to participate.

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## **Annex B List of presentations and stakeholder meetings**

December 12, 2022

- Presentation on current developments related to Basic Income by Shelia Regehr - Chair, Basic Income Canada Network.

January 19, 2023

- Presentation by Basic Income NL represented by: Rob McLennan, Jen Crowe, Penny Rowe, Doug Pawson, Paula Sheppard, Debbie Wiseman, Josh Smees and Dan Meades.

February 9, 2023

- Presentation by Health Accord NL represented by: Sister Elizabeth Davis, Co-Chair, Health Accord NL; Dr. Pat Parfrey, Deputy Minister, Health Transformation and Lynn Taylor, Special Advisor, Health Transformation.

March 24, 2023

- Presentation on a pilot of Basic Income for Artists NL provided by ArtsNL represented by Melanie Martin – Executive Director, Arts NL.
- Presentation regarding food insecurity research conducted by PROOF provided by Valerie Tarasuk, PROOF, University of Toronto.

May 26, 2023

- Meeting with Newfoundland and Labrador Housing Corporation Community Centre Executive Directors.

June 23, 2023

- Lived Experience Round Table, Bonavista.

July 18, 2023

- Lived Experience Round Table, Froude Avenue Community Centre, St. John's.

January 24, 2024

- Presentation by Municipalities Newfoundland and Labrador, provided by Dr. Deatra Walsh, Director of Advocacy.

March 11, 2024

- Summary of Covering all the Basics: Reforms for a More Just Society - Report of the BC Expert Panel on Basic Income, by Assistant Deputy Minister Aisling Gogan.

Report of the All-Party Committee on Basic Income

May 1, 2024

- Presentation on the Income Support Employment Stability Pilot Project by Assistant Deputy Minister Aisling Gogan.

May 13, 2024

- A Strategy for Reducing Indigenous Poverty in NL, a presentation provided by First Voice Urban Indigenous Coalition.

November 11, 2024

- A summary of tax credits and benefits available to people living in low income, provided by Jay Griffin, Director of Tax Policy, and Lisa Ivey, Tax Policy Analyst, Department of Finance.

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## **Annex C Details - Current Guaranteed Income Benefits – Federal and Provincial**

### **Federal Benefits**

#### Old Age Security

The Old Age Security (OAS) pension is a monthly payment provided by Federal Government to people aged 65 and older. The Federal Government implemented proactive enrolment in a phased-in approach starting in 2013, eliminating the need for many seniors to apply. Service Canada sends a notification letter to those who can be automatically enrolled. The letter is sent the month after someone turns 64. The amount depends on income and how long an applicant has lived in Canada or other specific countries after the age of 18. OAS rates are adjusted quarterly to increases in the cost of living.

#### Guaranteed Income Supplement and Allowance

The Guaranteed Income Supplement (GIS) is a non-taxable monthly payment provided by the Federal Government to those 65 or older, who live in Canada, receive the OAS pension, and have income below the maximum annual income threshold based on marital status. This supplement is not provided automatically, rather an application must be filed to receive this supplement. GIS rates are adjusted quarterly to increases in the cost of living.

#### Canada Child Benefit

The Canada Child Benefit (CCB) is a non-taxable amount paid monthly to help eligible families with the cost of raising children under 18 years of age. The CCB is based on income and may include an additional child disability benefit amount, if eligible. The person with primary responsibility for raising the children is the applicant. By applying for the CCB, families are also registered for the Goods and Services Tax/Harmonized Sales Tax (GST/HST) credit, climate action incentive payment (CAIP), and any related federal, provincial, territorial programs administered by the Canada Revenue Agency (CRA). Every July, the benefit payment is recalculated based on adjusted family net income from the previous tax year. The benefit is indexed to inflation.

#### Canada Carbon Rebate (CCR)

The Canada Carbon Rebate is a tax-free amount to help eligible individuals and families offset the cost of the federal pollution pricing. It consists of a basic amount and a supplement for residents of small and rural communities. Payments are paid quarterly in all provinces except British Columbia and Quebec. Amounts vary based on their family circumstance. Families living outside a Census Metropolitan Area (CMA) in small communities and rural areas also receive the rural supplement. (A CMA is an area that has a total population of at least 100,000, of which 50,000 or more must live in a core area.) For example, a single person living in the St. John's area can receive \$596 annually whereas a single person in a rural area in the province would receive a rural supplement of \$119.20 for a total CCR of \$715.20 annually. It is noted that this rebate has now ended, with final payments received in April 2025.

Goods and Services Tax/Harmonized Sales Tax Credit

The Goods and Services Tax/Harmonized Sales Tax (GST/HST) Credit is a tax-free quarterly payment that helps individuals and families with low and modest incomes offset the GST or HST that they pay. The payment includes the Newfoundland and Labrador Income Supplement and the Newfoundland and Labrador Seniors' Benefit amounts in Newfoundland and Labrador. Individuals are automatically considered for the GST/HST credit when taxes are filed. To qualify for the GST/HST credit, adjusted net family income must be below a certain threshold, depending on marital status and number of children. GST/HST rates are adjusted quarterly to increases in the cost of living.

**Provincial Benefits**

Newfoundland and Labrador Child Benefit

The Newfoundland and Labrador Child Benefit (NLCB) benefit is a non-taxable amount paid monthly to help low-income families with the cost of raising children under 18 years of age. When families apply for the CCB, they are automatically assessed for the NLCB. NLCB payments are combined with the CCB into a single monthly payment. The NLCB is indexed to inflation.

Prenatal-Early Childhood Nutrition Supplement

The Prenatal-Early Childhood Nutrition Supplement (PECNS) is a financial benefit for people with low incomes to assist with the extra costs of healthy eating during pregnancy and up to a child's fifth birthday. Pregnant people must apply to FAMA for the benefit and, if eligible, will receive the payment each month up until the birth of the child. After the child is born, families apply for the CCB. If they are also assessed as eligible for the NLCB, the monthly PECNS payment is added to their CCB payment until the child is five years of age.

Newfoundland and Labrador Seniors' Benefit

The Newfoundland and Labrador Seniors' Benefit (NLSB) is a tax-free annual amount provided to seniors with income below the maximum annual income threshold based on marital status. No application for the benefits is required. Eligible individuals must ensure their annual income tax return is filed in order to receive the benefit. Eligibility is based on family net income from the previous tax year. The payment is combined with the quarterly payments of the federal GST/HST credit. The Provincial Government fully funds this program. The NLSB and threshold have been indexed to inflation.

Newfoundland and Labrador Income Supplement

The Newfoundland and Labrador Income Supplement (NLIS) is a non-taxable amount paid quarterly to low-income individuals, families, seniors, and persons with disabilities to help reduce the impact of additional tax measures. Benefits have both phase-in and phase-out income thresholds. No application for the benefit is required. However, eligible individuals must ensure their annual income tax return is filed in order to receive the benefit. Eligibility is based on family net income from the previous year. The amount is combined with the quarterly federal GST/HST credit payments. The NLIS is not indexed.

Income Support

As a program of last resort, the Income Support program provides financial benefits and other services to eligible low-income people to assist in meeting daily living expenses. Similar to basic income models, there is no requirement to seek employment. There are basic rates for benefits; however, the amount provided is determined by a variety of factors, such as.

- Family income and other family resources;
- The number of adults and whether there are children in the family,
- Living arrangements;
- The types of benefits needed according to individual circumstances; and
- Employment related expenses such as transportation and child care.

**Minimum Benefits by Family Type – with No Employment Income, September 2025**

Below is a variety of income scenarios intended to represent common low to moderate income situations of individuals and families in Newfoundland and Labrador. These are included to illustrate the various sources and amounts of income people may receive when they file their taxes and/or work for minimum wage. While these are only snapshots, the committee hopes these scenarios can help paint a picture of common income benefits and challenges

**1. Senior Couple 65-74**

	Person 1	Person 2	Total Household Income
<b>Monthly Income:</b>			
Old Age Security Pension	734 95	734 95	1,469 90
Guaranteed Income Supplement	660 78	660 78	1,321 56
<b>Total Monthly Income</b>	<b>1,395.73</b>	<b>1,395.73</b>	<b>2,791.46</b>
<b>Annual Income:</b>			
Monthly Income (annualized)	16,748 76	16,748 76	33,497 52
NL Income Supplement			589 00
NL Seniors' Benefit			1,152 23
GST/HST Credit			698 00
Canada Carbon Rebate (final payment issued April 2025)			447 00
<b>Total Annual Income</b>			<b>36,383.75</b>

**2. Single Senior 65-74**

<b>Total Household Income</b>	
<b>Monthly Income:</b>	
Old Age Security Pension	734 95
Guaranteed Income Supplement	1,097 75
<b>Total Monthly Income</b>	<b>1,832.70</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	21,992 40
NL Income Supplement	520 00
NL Seniors' Benefit	1,551 00
GST/HST Credit	533 00
Canada Carbon Rebate (final payment issued April 2025)	298 00
<b>Total Annual Income</b>	<b>24,894.40</b>

**3. Senior Couple 75+**

	Person 1	Person 2	Total Household Income
<b>Monthly Income:</b>			
Old Age Security Pension	808 45	808 45	1,616 90
Guaranteed Income Supplement	660 78	660 78	1,321 56
<b>Total Monthly Income</b>	<b>1,469.23</b>	<b>1,469.23</b>	<b>2,938.46</b>
<b>Annual Income:</b>			
Monthly Income (annualized)	17,630 76	17,630 76	35,261 52
NL Income Supplement			589 00
NL Seniors' Benefit			946 67
GST/HST Credit			698 00
Canada Carbon Rebate (final payment issued April 2025)			447 00
<b>Total Annual Income</b>			<b>37,942.19</b>

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**4. Single Senior 75+**

	Total Household Income
<b>Monthly Income:</b>	
Old Age Security Pension	808.45
Guaranteed Income Supplement	1,097.75
<b>Total Monthly Income</b>	<b>1,906.20</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	22,874.40
NL Income Supplement	520.00
NL Seniors' Benefit	1,551.00
GST/HST Credit	533.00
Canada Carbon Rebate (final payment issued April 2025)	298.00
<b>Total Annual Income</b>	<b>25,776.40</b>

**5. Single Adult Under 65 (No Disability)**

	Total Household Income
<b>Monthly Income:</b>	
Income Support	1,154.00
<b>Total Monthly Income</b>	<b>1,154.00</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	13,848.00
NL Income Supplement	254.00
GST/HST Credit	399.20
Canada Carbon Rebate (final payment issued April 2025)	298.00
<b>Total Annual Income</b>	<b>14,799.20</b>

**6. Two Adults Under 65 – No Children**

	Total Household Income
<b>Monthly Income:</b>	
Income Support	1,791.00
<b>Total Monthly Income</b>	<b>1,791.00</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	21,492.00
NL Income Supplement	589.00
GST/HST Credit	698.00
Canada Carbon Rebate (final payment issued April 2025)	447.00
<b>Total Annual Income</b>	<b>23,226.00</b>

**7. One Adult and One Child (Age 8)**

	Total Household Income
<b>Monthly Income:</b>	
Income Support	1,322 00
Canada Child Benefit	562 33
NL Child Benefit	155 66
<b>Total Monthly Income</b>	<b>2,039.99</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	24,479 88
NL Income Supplement	530 96
GST/HST Credit	882 00
Canada Carbon Rebate (final payment issued April 2025)	447 00
<b>Total Annual Income</b>	<b>26,339.84</b>

**8. One Adult and One Child (Age 3)**

	Total Household Income
<b>Monthly Income:</b>	
Income Support	1,322 00
Canada Child Benefit	666 41
NL Child Benefit	155 66
Early Childhood Nutrition Supplement	150 00
<b>Total Monthly Income</b>	<b>2,294.07</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	27,528 84
NL Income Supplement	530 96
GST/HST Credit	882 00
Canada Carbon Rebate (final payment issued April 2025)	447 00
<b>Total Annual Income</b>	<b>29,388.80</b>

**9. Two adults and Two Children (Ages 2 and 7)**

	Total Household Income
<b>Monthly Income:</b>	
Income Support	1,791 00
Canada Child Benefit	1,228 75
NL Child Benefit	207 43
Early Childhood Nutrition Supplement	150 00
<b>Total Monthly Income</b>	<b>3,377.18</b>
<b>Annual Income:</b>	
Monthly Income (annualized)	40,526 16
NL Income Supplement	1,051 00
GST/HST Credit	1,066 00
Canada Carbon Rebate (final payment issued April 2025)	596 00
<b>Total Annual Income</b>	<b>43,239.16</b>

**Minimum Benefits by Family Type – with Employment Income, September 2025**

**10. Single Adult Under 65 (Employed Full-Time)**

	Total Household Income
<b>Monthly Income:</b>	
Full-time Minimum Wage Income (\$16 00/hr x 35 hrs per week)	2,426 67
Less Employee Deductions	(394 25)
<b>Total Monthly Take Home (Net) Income</b>	<b>2,032.42</b>
<b>Annual Income:</b>	
Monthly Take Home (Net) Income (annualized)	24,389 04
NL Income Supplement	520 00
GST/HST Credit	533 00
Canada Carbon Rebate (final payment issued April 2025)	298 00
Canada Workers Benefit	1,144 33
<b>Total Annual Take Home (Net) Income</b>	<b>26,884.37</b>

**11. One Adult (Employed Part-Time) and One Child (Age 9)**

	Total Household Income
<b>Monthly Income:</b>	
Part-time Minimum Wage Income (16 00/hr x 10 hrs per week)	693 33
Less Employee Deductions	(35 27)
Income Support	1,124 95
Canada Child Benefit (Child over 6)	562 33
NL Child Benefit	96 32
<b>Total Monthly Take Home (Net) Income</b>	<b>2,441.66</b>
<b>Annual Income:</b>	
Monthly Take Home (Net) Income (annualized)	29,299 92
NL Income Supplement	751 00
GST/HST Credit	882 00
Canada Carbon Rebate (final payment issued April 2025)	447 00
Canada Workers Benefit	1,436 40
<b>Total Annual Take Home (Net) Income</b>	<b>32,816.32</b>

**12. Two Adults Under 65 (Employed Full-Time) – No Children**

	Person 1	Person 2	Total Household Income
<b>Monthly Income:</b>			
Full-time Minimum Wage Income -(\$16 00/hr x 35 hrs per week)	2,426 67	2,426 67	4,853 33
Less Employee Deductions	(394 25)	(394 25)	(788 49)
<b>Total Monthly Take Home (Net) Income</b>	<b>2,032.42</b>	<b>2,032.42</b>	<b>4,064.84</b>
<b>Annual Income:</b>			
Monthly Take Home (Net) Income (annualized)	24,389 04	24,389 04	48,778 08
GST/HST Credit			62 04
Canada Carbon Rebate (final payment issued April 2025)			447 00
Canada Workers Benefit			871 20
<b>Total Annual Take Home (Net) Income</b>			<b>50,158.32</b>

**13. Two Adults (Employed Full-Time) and Two Children (One Under 5 and One Over 6)**

	Person 1	Person 2	Total Household Income
<b>Monthly Income:</b>			
Full-time Minimum Wage Income (\$16.00/hr x 35 hrs per week)	2,426.67	2,426.67	4,853.33
Less: Employee Deductions	(394.25)	(394.25)	(788.49)
Canada Child Benefit	995.27		995.27
<b>Total Monthly Take Home (Net) Income</b>	<b>3,027.69</b>	<b>2,032.42</b>	<b>5,060.11</b>
<b>Annual Income:</b>			
Monthly Take Home (Net) Income (annualized)	36,332.28	24,389.04	60,721.32
GST/HST Credit			430.04
Canada Carbon Rebate (final payment issued April 2025)			596.00
Canada Workers Benefit			871.20
<b>Total Annual Take Home (Net) Income</b>			<b>62,618.56</b>

**Minimum Benefits by Family Type – with Disability**

**14. Single Adult Under 65 - No Employment Income (with Disability Benefits)**

	<b>2024 Total Household Income</b>	<b>2026 Total Household Income</b>
<b>Monthly Income:</b>		
Income Support <sup>(1)</sup>	1,154.00	1,154.00
<b>Total Monthly Income</b>	<b>1,154.00</b>	<b>1,154.00</b>
<b>Annual Income:</b>		
Monthly Income (annualized)	13,848.00	13,848.00
NL Income Supplement <sup>(2)</sup>	254.00	520.00
NL Income Supplement Amount for people claiming Disability Tax Credit <sup>(1)</sup>	231.00	231.00
GST/HST Credit <sup>(1)</sup>	396.16	519.00
Canada Carbon Rebate	596.00	--
Canada Disability Benefit (\$200/month effective July 2025) <sup>(3)</sup>	-	2,400.00
NL Disability Benefit (\$400/month effective July 2025) <sup>(3)</sup>	-	4,800.00
<b>Total Annual Income - Before HCS Benefits</b>	<b>15,325.16</b>	<b>22,318.00</b>
Range of HCS Benefits per Year <sup>(4)</sup>	1,800 to 11,000	1,800 to 11,000
<b>Total Annual Income – With HCS Benefits</b>	<b>Up to 26,325.16</b>	<b>Up to 33,318.00</b>

Note (1) – 2026 rates are estimated to be at 2024 amounts for illustrative purpose. Several of these rates will likely see nominal annual increases by 2026 but are unknown at this time.

Note (2) – The 2024 base (\$254) plus additional (\$266) amounts for NLIS are included for 2026 based on the higher income levels.

Note (3) – New Disability Benefits available as of July 2025. The Canada Disability Benefit is \$200 per month while the NL Disability Benefit is \$400 per month.

Note (4) – This scenario includes HCS supplementary financial benefits from a minimum amount to a maximum average. Some clients with high needs will receive more than the maximum. This amount does not include home support subsidies.