

*Still Waiting,
Still Afraid*

May 2018

Auditing
Access
Without
Fear
Policies
in the
City of
Vancouver

About Sanctuary Health

Sanctuary Health is a grassroots community group formed by community health workers and community organizers from diverse backgrounds and experiences that work with immigrant and refugee communities and believe that all migrants should have access to health care. We got together in 2012 to raise awareness about the devastating impacts of the cuts to the Interim Federal Health Program (IFHP) for refugee communities, and soon realized the need to advocate for the rights of not only refugees but also people with precarious or no immigration status.

With the voices of the affected communities at the centre of our work, we have identified key sectors and services and formed agreements and/or built relationships to open the doors for people with precarious status to access basic services. We provide advocacy and referrals to people with precarious status or no immigration status trying to access health care, education and other basic services.

We collaborate with other community organizations to run drop-in clinic sessions across Greater Vancouver and the Fraser Valley, and organize regular peer-support meetings and workshops for affected communities members.

Acknowledgements

We want to acknowledge the unceded and traditional territories of the Coast Salish People, the Musqueam, Squamish and Tsleil-Wuatuth peoples in which this audit took place. This helps us reflect on our shared responsibilities to learn how to walk in solidarity with Indigenous communities here.

We want to thank and highlight the voices, experiences and teachings of the migrant communities, and particularly undocumented families. Your courage, struggle and resistance inspire us to keep fighting and celebrating.

This audit and report would not have been possible without the commitment of professors like Pilar Riaño Alcalá, who works tirelessly to ensure that her students learn and contribute in and with community. We want to express gratitude to Kim Brennert, Nellie Whitney MacRae, and Andrea Noakes who conducted the audit. Your awareness and respect made this audit and report really powerful and meaningful.

Index

1 Executive Summary

2 Context and Background

4 Methodology

City of Vancouver

5 Policy Overview

7 Audit

8 Shelters Audit

Vancouver Parks and Recreation

9 Policy Overview

10 Audit

Vancouver Public Library

11 Policy Overview

12 Audit

13 Vancouver Police Department

14 Themes & Trends

15 Appendix A: City of Vancouver Audit Data

17 Appendix B: Parks and Recreation Audit Data

19 Appendix C: Library Audit Data

It has been two years since the City of Vancouver passed its Access Without Fear policy. **While we've witnessed Vancouver's mayor and City Council celebrate the policy as an example of the City of Vancouver's inclusive and welcoming nature, the policy has not been implemented.** Sanctuary Health Vancouver, with the support of a group of UBC students, conducted an audit on the implementation of Access Without Fear policies in the City of Vancouver. This report presents the results from this audit.

The City of Vancouver committed through their policy to implement a communication and education strategy to raise awareness about the principles and policy; to develop guidelines in collaboration with affected communities to offer training to city staff; to monitor and evaluate; to implement a complaint mechanisms; to provide annual community reportbacks to share progress; and to advocate for provision of services regardless of immigration status to other orders of government and jurisdictions. **Little to nothing has been done on any of these items.** Furthermore, the City policy explicitly recognizes shelters as an important site for Access Without Fear. However, none of the frontline workers were aware of the Access Without Fear policy. Several staff stated they would have to give personal information to Canada Border Services Agency (CBSA) officers. This lack of training about the need to protect client confidentiality could prove to be most devastating to the safety and security of undocumented individuals. **Furthermore, a new agreement between CBSA, the John Howard Society and the Belkin Shelter will put shelter workers in direct contact with the CBSA as the shelter will be used as a de-facto detention centre.**

Council encouraged the boards of Parks and Recreation, the Vancouver Police, and the Vancouver Public Library to adopt policies which support the spirit and objectives of the City's policy. The Vancouver Library Board passed their Access to Vancouver Public Library Services without Fear Policy in April 2016. In November 2016, The Vancouver Board of Parks and Recreation approved the Access to Park Board Services without Fear policy. **Meanwhile, the Vancouver Police Department refuse to consider implementing Access Without Fear principles.**

A lack of training for frontline staff is significantly impacting Vancouver Parks and Recreation and the Vancouver Public Library's respective policies. Only one out of twenty-seven frontline parks board staff interviewed were aware of the Access Without Fear policy and most said they did not know what to do if the CBSA or police ask for information about clients. Similarly out of the twenty library locations called, only two staff confirmed knowledge of the library's Access Without Fear policy and only six were confident that they would not share information with law enforcement agencies without a warrant or legal order.

Through our journey of building relationships with individual frontline staff and service providers, Sanctuary Health has encountered great champions within the Vancouver Public Library and the Vancouver Parks Board. Because of the great trust, understanding and solidarity of these staff, more families have been able to use the libraries with their children and access leisure cards to be able to bring their children to community centers. **We want to acknowledge these efforts as these relationships and their work is an example of what meaningful access without fear could look like.** With training and support at the institutional level, all staff could replicate this work and make our city inclusive and equitable for all.

Meanwhile, the Vancouver Police Department is asking people with precarious immigration status to talk to them, while refusing to assure their safety from deportation if they do. Over the past two years, the Vancouver Police Department (VPD) has sought community endorsement of their ongoing working relationship with CBSA's Inland Immigration Enforcement under the banner of "Access Without Fear". **This relationship subverts the whole intention and purpose of an Access Without Fear policy, and is unsafe for people with precarious immigration status.** Until the VPD commits to truly providing Access Without Fear, the VPD should not pass guidelines called "Access Without Fear" which would create a false sense of safety.

Federal immigration policies have created barriers for migrants to access official refugee, resident, or citizen status. As a result, there are an increasing number of people with precarious status (no or temporary status) living in and contributing to our communities. These policies are forcing people to work and live in dangerous conditions and to live in constant state of fear and uncertainty. Families with precarious immigration status are routinely denied access to crucial social services, including access to food banks, health care clinics, various emergency shelters, education and more.

Across Canada, affected communities and community groups have been mobilizing to help provide support services to migrants with precarious immigration status, and to advocate for policy changes at all levels of government. At the municipal level, Canadian cities such as Toronto, ON, Hamilton, ON and Vancouver, BC have adopted Sanctuary City ordinances and declared themselves as Sanctuary Cities or Access Without Fear of Deportation cities. **Adopting Sanctuary City ordinances is a local response by Canadian municipalities to unjust federal immigration policies.**

In Vancouver, persons with precarious status face many challenges. Many are afraid to access police services, access programs and spaces at community centres or English classes at the libraries, file grievances against unsafe working or living conditions, access basic or emergency health care, enrol their children in education, or even use public transit.

Since 2012, Sanctuary Health has accompanied, supported, and facilitated a long collaborative process with persons with precarious status and the groups that work with them to advocate for access to services and supports regardless of immigration status. In the first years of organizing, Sanctuary Health engaged the affected communities and community-led groups supporting undocumented migrants to develop the Sanctuary City Principles. We learned from the experiences of Toronto, Hamilton, Montreal and other cities in the US that have a long history of organizing and mobilizing to create sanctuary cities. We embraced the two main principles of sanctuary cities: **all persons should be able to access services based on their need rather than their immigration status, and that all persons should be able to access services without the fear of being deported.** We also agree with the concept of “solidarity city,” meaning that safety is built from the bottom-up by creating networks of support and a sanctuary city movement regardless of government policy.

Advocating for a Sanctuary City policy at a municipal level was just one of the many strategies that Sanctuary Health implemented to address the criminalization and exclusion of members of our communities that are as deserving as any other human being to access basic services. Our goal is to create sanctuaries of dignity, justice, and solidarity, where people can access services without fear, regardless of their immigration status. By working towards a sanctuary and solidarity city movement and policy in the different sectors, we aim to ensure access based on need and not on immigration status.

In 2015, two years after we started working with the City of Vancouver, the City councillors and the Mayor’s Working Group on Immigration, Sanctuary Health drafted a “Community Policy in collaboration with affected communities and those who work with affected communities including frontline workers, teachers, healthcare professionals, lawyers, and advocates. The Community Policy, which we shared with the City, clearly stated the Sanctuary City Principles, how to effectively implement them, and how to monitor and evaluate their implementation in Vancouver.

We were also aware that while making Vancouver into a Sanctuary City will not immediately address the health, education and other needs of persons with precarious immigration status, it is a poignant expression of solidarity, equity and a needed tool to support communities and service providers to open front doors of services for undocumented families.

After almost three years of advocacy, the City of Vancouver passed an Access Without Fear policy on April 6th, 2016. Vancouver became the third city in Canada to declare access without fear for residents with no immigration status. However, the policy is just one piece of the larger solidarity movement towards migrant justice. The day the City policy passed,

we celebrated the collective work and struggle, as well as the courage and resistance of the affected communities.

It should be noted that the passage of this policy applied only to services provided by the City of Vancouver, that include Fire and Rescue services, Community Services, Utilities and Public Works, and Information services. Council encouraged the boards of Parks and Recreation, the Vancouver Police, and the Vancouver Public Library to adopt policies which support the spirit and objectives of the policy. The Vancouver Library Board passed their Access to Vancouver Public Library Services without Fear Policy by the end of April 2016. In November 2016, The Vancouver Board of Parks and Recreation approved the Access to Park Board Services without Fear policy. **As detailed in this report, the Vancouver Police Department have resisted Access Without Fear principles.** On the day Vancouver City Council voted to pass their policy we expressed that the policy was incomplete. In particular, we emphasized the importance of getting the Vancouver Police Department to stop their collaboration with CBSA as most Sanctuary Cities do.

The focus of our work has been to build relationships across different sectors and have service providers commit to being champions of Sanctuary City principles, provide services without proof of status, and create immigration-authority-free zones. In order for Vancouver to truly become a Sanctuary City we need all the different sectors, including the Vancouver Police Department, Vancouver School Board, the Health Authorities, the housing sector, and other community organizations to provide and create those spaces of access without fear. Sanctuary Health routinely works with service providers, unions, health authorities and community groups to facilitate broad based adoption of Sanctuary City Principles. We act as advocates and provide referrals to people seeking access to health care, education, and other essential services.

It has been two years since the Access Without Fear policy was passed in Vancouver.

Throughout our work supporting undocumented families to access services, we learned about the gaps and lack of implementation of the City's Access Without Fear policy. We also witnessed Vancouver's Mayor and Council publicly using the Access Without Fear policy to highlight how welcoming and inclusive the City of Vancouver is, without implementing the policy or ensuring that the Vancouver Police Department end their collaboration with CBSA.

Sanctuary Health Vancouver with the support of a group of University of British Columbia students conducted an audit to: a) examine whether the main directives of the policy have been implemented, b) ensure accountability to the affected communities. This report, with the findings of the audit, helped us to further understanding and strengthen our advocacy efforts and provide community and service providers with a tool to improve their services and supports as well as to advocate for meaningful access for all and meaningful access without fear in the City of Vancouver.

Access without fear empowers migrants, but also service providers by creating autonomous spaces for collective action and solidarity, which are at the heart of the Sanctuary City movement. Through our journey of building relationships with individual frontline staff and service providers, we have encountered great champions within the Vancouver Public Library and the Vancouver Parks Board. Because of the great trust, understanding and solidarity of these staff, more families have been able to use the libraries with their children and access leisure cards to be able to bring their children to community centers. We want to acknowledge these efforts as these relationships and their work is an example of what meaningful access without fear could look like. With training and support at the institutional level, all staff could replicate this work and make our city inclusive and equitable for all. **It is the affected communities that wants to share this audit with City staff as a tool to advocate within City spaces and to continue to work towards a Sanctuary City.** The most important thing about this Sanctuary City movement is to keep borders out of our hospitals, schools, and community spaces. We must challenge racism at a systemic level within an understanding that immigrants have different journeys. We are all human beings with stories to share and contributions to make to our communities.

Data Collection

Frontline staff at libraries and recreation centres were contacted via phone during the months of November and December 2017 and were asked about:

- a. documentation needed to access services
- b. procedures followed if someone is undocumented
- c. confidentiality of client information.
- d. awareness, communications and training received on the relevant Access Without Fear policy.

No personal information on the staff answering the call was collected as the purpose was to access the type of information that any resident of the City of Vancouver may access if making a telephone inquiry. Other administrative and managerial staff, as well as city councillors, were contacted by email with requests for an interview, information, or a referral.

Vancouver Public Libraries were contacted by phone, using the main line numbers provided on the Vancouver Public Library website. Twenty locations were successfully contacted. Nearly everyone spoken with was friendly, open, and eager to help; however, the individuals answering the phones were frequently not well informed. Over half the calls were transferred once the original respondent was asked about either accessing library services without identification, whether the library was available to undocumented individuals, or whether they were aware of the Access Without Fear policy.

Twenty seven City of Vancouver recreation centers were contacted via telephone. During these phone calls a set of predetermined questions were asked regarding recreation center services, documentation requirements, accessing the leisure access card, staff knowledge regarding the Parks Board Access Without Fear policy, and confidentiality of information. All questions were asked via telephone conversations with frontline parks and recreation staff (front desk staff).

In the beginning of March 2018, 22 shelters in the City of Vancouver were contacted by telephone, and 17 interviews were completed with frontline shelter workers. Predetermined questions were asked to each worker that addressed issues of identification, Access Without Fear policy awareness, and confidentiality.

Successfully interviews were completed with Councillor Andrea Reimer (Municipal Councillor), Dawn Ibey (Director, Library Services), and Commissioner Catherine Evans (Parks Board Commissioner). Superintendent Steve Eely (Vancouver Poice Department Superintendent) offered a meeting and then cancelled it. Students who conducted the audit were invited to a meeting on March 14 2018 where the VPD shared draft guidelines in response to the City of Vancouver's policy. A total of eleven individuals who work in the City of Vancouver in various management or coordination roles were contacted. No other potential participants responded to requests for information.

Purpose

The purpose of this policy is to support access to City services by Vancouver residents with uncertain or no immigration status and who fear detention, psychological and physical harm, or deportation, when accessing services. The policy enables these residents to use municipal services, and do so without fear that the City of Vancouver will ask for and provide information about their immigration status to other institutions or orders of government unless required by law.

Directives

a. Access to City services is not dependent on immigration status

City services will be provided regardless of immigration status. Further, City staff will not ask for or otherwise seek out an individual's immigration status as a condition of providing city services, unless the provision of such services has a legal requirement to obtain such information.

b. Privacy of Information

The City will carefully uphold and enforce privacy legislation to ensure that any and all personal information concerning immigration status is not requested or gathered in the course of providing City services unless required by law.

The City is not aware of any City services requiring the collection of immigration status information. However, in the event that personal information concerning immigration status is required to be collected, the City will only collect same after ensuring that the person required to give it is aware of the requirement and then only in accordance with applicable privacy and disclosure laws.

c. Relationship with Canada Border Services Agency, CBSA

The role of CBSA is to administer and enforce the *Immigration & Refugee Protection Act* and regulations. Accordingly, the voluntary disclosure of immigration status and enforcement of immigration law is outside the scope of the City's jurisdiction, and City staff are not responsible for the enforcement of immigration law and are not permitted to disclose personal information as a general rule except in accordance with the law. These exceptions could include a court order, subpoena, or other legally binding requirements.

Implementation

1. Creation of Access To City Services Without Fear Guidelines

The effective implementation of this policy will require the creation of guidelines for City staff.

The City will engage with community partners and individuals with lived experience to assist in the development of the Guidelines.

2. Align with existing City's review and complaint mechanism

The City's existing review and complaint mechanism will be used to ensure no one is denied access to services based on their immigration status.

3. Provide opportunities for City staff and community organizations to learn about the policy and guidelines

- a. An essential component in adopting this policy and associated guidelines is to inform relevant City staff on the policy and guidelines. This will be incorporated into current staff training;
- b. Further, Social Policy will inform organizations receiving City funding for the provision of community services about the policy and guidelines by sponsoring related workshop(s).

Feedback will be sought from individuals with lived experience.

Policy available at: <http://council.vancouver.ca/20160406/documents/pspc3.pdf>

Policy Overview

4. Implement a communication strategy to inform stakeholders and the community on the policy

Staff will implement a communication strategy to inform stakeholders and the community about the new policy.

5. Support the provision of services to Vancouver residents, regardless of immigration status

The City will continue to advocate for the needs and challenges of residents with uncertain or no immigration status to other orders of government and jurisdictions.

6. Reporting and Evaluation

The City Manager will have an annual report back to City Council on the application of this policy, any complaints received and their disposition, as well as recommendations for amendments.

Note about Shelters

Currently, the City is not aware of any City services that require the collection of immigration status information. Proof of status is not required for individuals requesting access to City non-market housing, or for individuals facing homelessness and requesting access to shelters. This includes both the Winter shelters, that the City works to open in partnership with the Province each year, and the Emergency Weather Response shelters. By adopting this Access policy, the City demonstrates leadership in advocating for the needs of residents with precarious immigration status and the commitment to working with key civic agencies and other stakeholders to align access without fear policies and practices, where appropriate.

Jurisdictional Note

This policy may apply to the following City services:

Fire and Rescue Services

- Fire prevention and responding to medical calls
- Providing emergency preparedness information and support

Community Services

- Tenant Assistance Program
- Street and Homeless Outreach
- Emergency Response Shelters
- Non-Market Housing
- Licensing and inspections

Utilities and Public Works

- Providing basic services – sewer, water, drainage
- Providing garbage collection, composting, and recycling services
- Maintaining and enhancing street infrastructure

General Government

- Permits and enforcement
- Providing information, engagement channels and customer service (website, in person and 3-1-1)

This policy does not apply to Police, Parks or Library services. However, these agencies will be asked to adopt a policy which supports, within their respective mandates, the spirit and objectives of this policy.

“[If you’re undocumented], you can’t stay here. You need landed immigrant status.”

-Shelter Worker in the City of Vancouver

Implementation

Since the City of Vancouver passed its policy in April 2016, little to nothing has been done to implement it. Guidelines for City staff have not been created or circulated, nor have relevant City staff been trained on the policy. The City has not sponsored workshops about the policy and guidelines to organizations receiving City funding, nor have they developed a communication strategy to inform

No Annual reports or evaluations of the policy

No Workshops about the policy for organizations receiving city funding

No Shelter workers interviewed who were aware of the policy

stakeholders and the community about the policy. Advocacy for the needs and challenges of residents with precarious immigration status to other orders of government and jurisdictions is also sorely lacking. With the lack of an annual report on the application of this policy, this audit—conducted externally from the City government—is the only existing document seeking accountability for the implementation of this policy.

Annual Report

An exploration of the City of Vancouver website provides no sign of an annual report on the Access Without Fear policy. The original policy was enacted in April of 2016 (City of Vancouver, 2016), meaning that at the time of this audit, December 2017, over a year and a half has passed. Several of the emails requesting information and updates from city staff and councillors included requests for information on the policy, but did not receive a response. An interview with City Councillor Andrea Reimer, who inherited the policy portfolio from former City Councillor Geoff Meggs, confirms that she is not aware of a one year follow up report, nor based on her efforts to locate one, does she believe it exists. At the time of this writing, it appears unlikely that an annual report on the policy has been completed and published.

Interview with Andrea Reimer

Councillor Reimer was kind and thoughtful in her responses, and not surprised by our preliminary results. In response to the suggestion that there did not appear to be any new procedures established in support of the Access Without Fear policy, she said this was not surprising as she does not believe any new training or procedures were developed following the policy. When told that it was very hard to find Access Without Fear information on the City website, Councillor Reimer said that she had encountered the same problem.

Shelters Audit

The City of Vancouver’s policy report, which provided Council with the context and rationale for the development of the Policy, states that “*Proof of status is not required for individuals requesting access to City non-market housing, or for individuals facing homelessness and requesting access to shelters.*” Nonetheless, the audit reveals that considerable training is still required in order to provide tangible access without fear.

Furthermore, a new agreement between CBSA, John Howard Society, and Belkin Shelter compromise the principles behind the Policy. CBSA is implementing a new position, the Community Liaison Officer, to work directly with shelters in Vancouver. The CBSA Community Liaison Officer, working alongside John Howard Society and the Salvation Army, will monitor long-term detainees who will be placed at Belkin House. The implementation of this new CBSA position renders the Access Without Fear policy meaningless, as workers will be in direct contact with CBSA and the shelter will be used as a de-facto detention centre.

Access

Access to nearly every shelter in Vancouver does not require any type of documentation or identification. Due to this policy, it is usually not a problem if one does not have any identification. Therefore, immigration status, or proof of such, does not become an issue. The youth shelters are more likely to ask for identification in order to prove one’s age. However, they often give leeway of up to a week for individuals to provide something with a name and birthdate, and most would accept some form of ID from a non-profit organization. When questioned whether being undocumented would pose a problem, most said that wouldn’t be a problem. However one shelter worker stated that if you’re undocumented, “you can’t stay here.”

Policy Awareness

Out of the 17 shelter workers interviewed, not one had heard of the City of Vancouver’s Access Without Fear policy. For most, the phrase “Access Without Fear” was unknown and had to be explained, along with the concept of being undocumented and consequently having no access to government-issued identification. No one was aware of any communication or memo regarding the policy, and certainly no training had taken place. Nonetheless, despite the absence of awareness and training, shelters generally do not require identification, and would gladly accept undocumented people without question.

Confidentiality

All frontline staff interviewed stated that personal information, including names, was confidential and would not be shared with anyone. Most shelters stated that they would not disclose if an individual was staying there or had ever stayed there before. Several staff did indicate that the only instance in which they would share information is if the person was a danger to themselves or others. When questioned whether information would be given out to police or border services, most shelter staff said they would only share information if the officer came with a warrant. A few staff stated they would give names to VPD or CBSA, but nearly all were definite in their answers that no information would be given out without compulsory legal direction. However, several staff seemed to believe that it was necessary for them to co-operate with any government authority, including CBSA, and stated they would have to give personal information to officers. It is in this regard specifically that the absence of Access Without Fear awareness and training could prove to be most devastating to the safety and security of undocumented individuals.

Purpose

The objective of this policy is to ensure that residents of Vancouver with uncertain or no immigration status will have the opportunity to participate in Park Board programs and services, and that they may do so without fear; unless required by law, no information collected about their immigration status, which could result in detention, psychological and physical harm, or deportation, will be shared with other institutions or orders of government.

Directives

1. Access to Park Board services is not dependent on immigration status.

- a. The Park Board will only request the immigration status of Permanent Residents and Convention Refugees for the purpose of determining eligibility for the Leisure Access Program for Self-Referred applications; immigration status will not be required for applications received via approved Third Party Referral organizations.
- b. Minors without a BC Care Card or medical insurance can participate in Park Board activities with the informed written consent of a legal parent or guardian.

2. The Park Board will uphold and enforce the Freedom of Information and Protection of Privacy Act to ensure any and all personal information is secured and only shared for the purpose it was provided, in accordance with the law.

- a. The voluntary disclosure of immigration status is outside the scope of the Park Board's jurisdiction;
- b. Park Board staff are not permitted to disclose personal information.

Implementation

Staff have identified the following implementation actions required to ensure Park Board policies, programs, and services will be aligned to the new policy:

- a. review and amend current Park Board procedures, guidelines, and policies to replace any occurrences of the word "citizens" with "residents". Resident is a more inclusive term which includes those with uncertain or no immigrant status;
- b. update the Park Board's Parent/Guardian Consent, Acknowledgement of Risk, Waiver, Release & Indemnity form to reflect that proof of medical insurance is not required for minors with uncertain or no immigration status; participation will still be permitted if this information is not provided;
- c. confirm that the immigration status of Permanent Residents and Refugees will only be sought through the Leisure Access Program's Self Referred Application, solely for the purpose of determining eligibility for the Leisure Access benefit;
- d. communicate the new policy to staff and community stakeholders to ensure Park Board procedures, practices & services are in line with the principles and directives.

Policy available at: <http://parkboardmeetings.vancouver.ca/2016/20161114/REPORT-AccessstoParkBoardServiceswithoutFear-20161114.pdf>

Access

All recreation staff interviewed reported that no documentation or identification was required to access services at regular prices. An individual would be required to provide their name, contact information, address and to pay the drop-in rate fee.

To access the Leisure Access Card, frontline staff explained that it would depend on how the referral process was undertaken. They explained that self-referrals require: government issued photo ID, proof of low-income (in the form of Option C from the Canada Revenue Agency), and proof of residency within Vancouver (such as a hydro bill, utility bill, or tenancy agreement). For a third-party referral, they explained that government issued photo ID and proof of address would still be required. A registered and recognized not-for-profit or Ministry of Social Development would be required to verify income if the required CRA forms could not be attained.

Staff often referred to phone 311, call/e-mail the Leisure Access program office, or contact the Ministry of Social Development to attain further information on how to navigate a third-party referral.

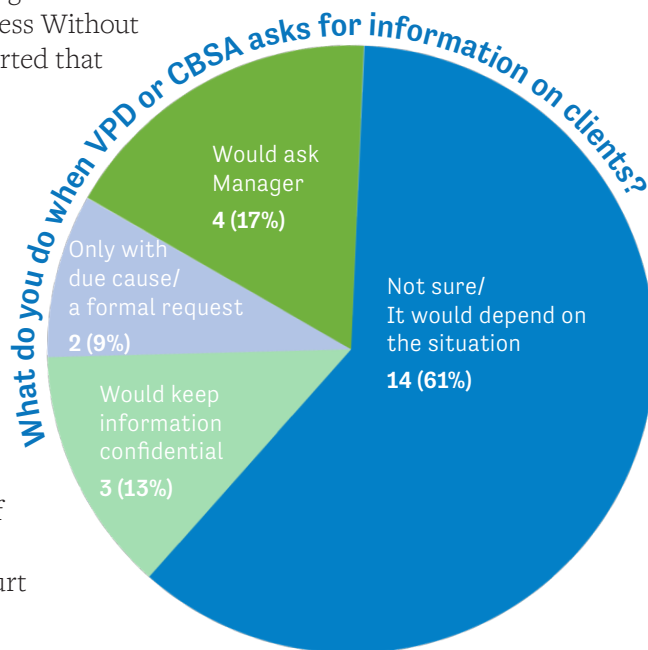
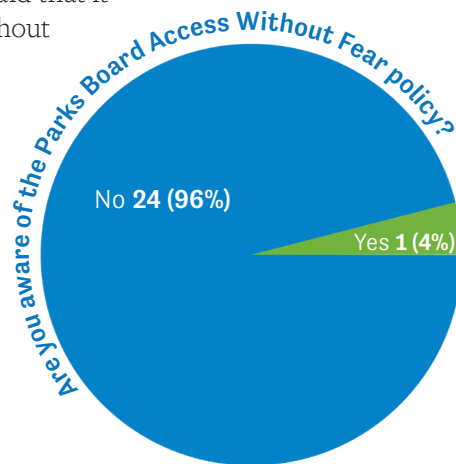
When questioned about individuals who were undocumented, only the Gathering Place indicated that no documentation was required. Staff often said that it would not be possible to access the Leisure Access Card without government issued photo ID, proof of income, and proof of address. Front line staff expressed that they did not know what to do when a person presented without ID or that it would not be possible to access the leisure access program if an individual were undocumented.

Policy Awareness

Out of the 27 frontline staff members interviewed, one staff was aware of the Parks Board Access Without Fear policy. In a phone conversation with Catherine Evans, Park Board Commissioner, she stated that staff training was integrated within the Park Board multicultural training program. She was not aware of the specifics of the training on the Access Without Fear policy or the schedule of training. She reported that all newly hired staff received training.

Confidentiality

All frontline staff interviewed stated that all personal and financial information was kept confidential within the Parks Board computer database program. When questioned about disclosure of personal information to police or CBSA, most staff reported that they would not know what to do in that situation, it would be situationally dependent, or they would need to ask a manager what to do. Very few staff indicated that they would not provide personal information to the police or CBSA without a court order or a subpoena.



Purpose

The purpose of this policy is to support access to Vancouver Public Library services by Vancouver residents with uncertain or no immigration status and who fear detention, psychological and physical harm, or deportation, when accessing services. The policy enables these residents to use municipal services, and do so without fear that the Library will ask for and provide information about their immigration status to other institutions or orders of government unless required by law.

Directives

4.1 Access to Library services is not dependent on immigration status

Library services will be provided regardless of immigration status. Further, Library staff will not ask for or otherwise seek out an individual's immigration status as a condition of providing Library services, unless the provision of such services has a legal requirement to obtain such information.

Access for all is a core value of the Library. The Library strives to provide services that are accessible and barrier free. People must show identification to obtain a Library card. Included in the wide range of acceptable information are documents which identify immigration status. However, details of identification shown, including immigration status, are not retained as part of the library record. Access VPL cards are available who might not be able to get a standard VPL card.

4.2 Privacy of Information

The Library will carefully uphold and enforce privacy legislation to ensure that any and all personal information concerning immigration status is not requested or gathered in the course of providing Library services unless required by law.

The Library will not require collection of immigration status information except where required by law. When personal information concerning immigration status is required to be collected, the Library will only collect same after ensuring that the person required to give it is aware of the requirement and then only in accordance with applicable privacy and disclosure laws. Library services will be provided regardless of immigration status.

4.3 Relationship with Canada Border Services Agency, CBSA

The role of CBSA is to administer and enforce the *Immigration & Refugee Protection Act* and regulations. Accordingly, the voluntary disclosure of immigration status and enforcement of immigration law is outside the scope of the City of Vancouver and Vancouver Public Library Board's jurisdiction, and Library staff are not responsible for the enforcement of immigration law and are not permitted to disclose personal information as a general rule except in accordance with the law. These exceptions could include a court order, subpoena, or other legally binding requirements.

Implementation

As with implementation of all policies, management and supervisory staff are responsible for ensuring that staff review the policy and are trained to ensure ongoing understanding in administering the policy within the scope of their duties. This will include ensuring staff understand the reasons and intent for the policy. Language used in VPL's staff manuals and procedures and language on VPL's website, etc. regarding library cards will be reviewed and amended as needed.

Policy available at: <http://www.vpl.ca/policy/access-vancouver-public-library-services-without-fear-policy>
Implementation available at: <https://www.vpl.ca/sites/vpl/public/AccessToServicesWithoutFearReport.pdf>

Access

The Access to Vancouver Public Library Services without Fear Policy, does not change the library's policy that, under most circumstances, identification from the Government of Canada or the Government of British Columbia is required to obtain a library card. The policy describes the VPL Access Card as the available alternative. The Access Card only allows individuals to withdraw two books at a time and to use the internet, and it comes with more leniency regarding late fees for books. Most of the workers spoken to were able to identify the VPL Access Card as available to individuals without identification, although the first phone respondent sometimes had to check or pass the phone on to another person who was more familiar with alternate options. The card requires something with your name on it but it can be ID from another country, a piece of mail, or a variety of other non-official documents. One branch suggested the organization could send a letter. It is worth noting that the Access Card is not a response to the Access Without Fear policy, but has existed to improve library access for multiple years. Finally, one library noted that community librarians can leave the library to give talks and hand out library cards at organizations and those events would be more flexible about types of identification required for a full card.

A limitation to access exists when interacting with frontline workers who generally ask for identification in exchange for a full library card before presenting alternate options. This could be anxiety producing, or leave a person unaware that alternate options exist. One location stated that workers just offer the full library card by default and this appears to have contributed to the fact that some workers aren't aware of the options for persons without identification. Director of Library Experiences Dawn Ibey expressed that the goal of Vancouver Public Libraries is always to give someone the most access possible.

Policy Awareness

Out of the 20 library locations interviewed, 2 staff confirmed knowledge of the Access Without Fear policy. Management gave non-specific answers about whether frontline workers would be aware of this policy. One branch head indicated that some, but not all staff would be aware of the policy, but that clients should not have trouble obtaining an Access Card. Dawn Ibey said that during training, all relevant policies were reviewed with staff so they would know how to apply them to their roles and duties. Knowledge of the policies would therefore be dependent on what the staff person's role was and that training was the responsibility of the supervisor. She did state that "from a public service point of view, we have a culture around not asking individuals about their circumstances".

Confidentiality

The Vancouver Public Library has a Protection of Privacy Policy that points to the need to follow the BC Freedom of Information and Privacy Act and the VPL Access Without Fear policy is explicit about the role of the library. Vancouver libraries "are not responsible for the enforcement of immigration law and are not permitted to disclose personal information as a general rule except in accordance with the law."

When queried, library staff were able to say that they did not give out information about library patrons. Despite this policy, some staff were less certain on what the policy was regarding requests from the VPD or CBSA. Out of the 20 libraries queried, 6 were confident that they did not give out information to police or other law enforcement agencies without a court order, subpoena, or other legally binding requirement.

The Vancouver Police Department is asking people with precarious immigration status to talk to them, while refusing to assure their safety from deportation if they do.

Over the past two years, the VPD has sought community endorsement of their ongoing working relationship with CBSA's Inland Immigration Enforcement under the banner of "Access Without Fear". This relationship subverts the whole intention and purpose of an Access Without Fear policy.

A 2014 Access to Information Request (A-2014-08770) showed that in a three month-period from November 2012 to January 2013 the VPD made 90 referrals to CBSA. Another Access to Information Request (A-2015-10242/TW), shared in No One Is Illegal – Toronto's report *Often Asking Always Telling*,¹ revealed that the VPD made 226 calls to the CBSA from November 4, 2014 to June 28, 2015.

When the City of Vancouver passed their Access Without Fear policy, Sanctuary Health and many other community members expressed concern that if the VPD continued to collaborate with CBSA, it would undermine the intent of the policy. That day at City Hall, Mayor Gregor Robertson committed to working with the VPD towards developing an Access Without Fear policy. However, despite deriving social and political capital from the City's Access Without Fear policy,² neither the Mayor, nor the City have put pressure on the VPD to develop an actual Access Without Fear policy of their own as they have with other important policy issues.³

On June 15th 2016, Sanctuary Health learned from City of Vancouver officials that on June 16th 2016 the Vancouver Police Board would be reviewing a report in response to the City of Vancouver's "Access Without Fear" Policy. The report defended the VPD's relationship with CBSA. The City's only recommendation was to update the policy language regarding detaining people for immigration violations (ex. changing "*Immigration Act*" to "*Immigration and Refugee Protection Act*") and adding a preface that states it will not limit its officers' discretion from contacting the CBSA. After quick community mobilisation, the Chief of the VPD took the item off the Police Board agenda.

Since then, the VPD has created proposed guidelines that they continue to call "Access Without Fear", listing generalized reasons why they may choose to call CBSA. Even when those general reasons do not apply, they refuse to definitively cut off communication with CBSA. The guidelines seek to justify their relationship with CBSA with a preamble that grows longer each time Sanctuary Health discovers another facet of the VPD and CBSA's entrenched relationship.

We have shared multiple concerns rooted in the experiences of community members, and the VPD cannot explain how their guidelines would offer any safety to these same people. For example, we received a report from a Latinx refugee who was walking down the street while wearing construction gear and was stopped by a VPD officer and asked for his immigration papers. In another case, when the VPD was called to a job site to investigate a case of missing tools, they proceeded to ask everybody on the worksite for their immigration status.

Until the VPD commits to truly providing Access Without Fear, people with precarious immigration status cannot safely rely on the VPD and the VPD should not pass guidelines called "Access Without Fear" which would create a false sense of safety.

¹ <https://drive.google.com/file/d/0B440cApr61JCVTNxYk5UMjhoUW96Y21iMW9ZelVxN1dRcWJF/view>, page 38

² <https://www.facebook.com/gregorrobertson/videos/1373128846071120/>

³ <https://www.theglobeandmail.com/canada/british-columbia/article-vancouver-mayor-calls-for-drug-decriminalization-after-record-year-for/>

Access is Stagnant

Despite formal policies being developed and adopted by the municipality, Vancouver Public Library Board and the Vancouver Parks Board, this audit found no evidence that the policies have created change in how undocumented individuals can access municipal and city-funded services.

Mixed Receptivity Across Sites

Where access has improved, it has been due to relationships built between advocates and individual staff. This is evidenced by the variations in responses across different sites. Another factor could be different levels of experience among front line staff and different client demographics. For example, branches that serve higher rates of homeless people have more experience in making services available to people without ID.

Confidentiality

All survey respondents indicated that they were aware of agency policies to protect confidentiality, but when asked what they would do if confronted directly by CBSA or the VPD their confidence declined. We recommend that all front line staff be reminded that they cannot release user information except when required by a court order or a subpoena.

Awareness as a Function of Training

An introduction to the Access Without Fear policy has not been formalised in training for municipal workers. Some management indicated the policy would be included in training for frontline staff, but results to date indicate that these staff do not have new measures in place to meet the needs of undocumented people. The absence of training makes access arbitrarily and unsustainably dependent on the awareness of individual staff and as evidenced by the audit risks serious violation of confidentiality.

Conclusion

While there may have been initial excitement on City Council to pass the Access Without Fear policy, there has been no implementation. The City of Vancouver cannot call itself a Sanctuary City until it implements its own policy and helps other sectors including the Vancouver Police Department to practice Sanctuary City principles.

Appendix A: City of Vancouver Audit Data

Shelter Location	Date of Interview	What documentation do you need to access services?	What if you don't have any?	What if you are undocumented?	What about with documentation from a non-profit confirming your income?
Adults (all gender)					
Aboriginal Shelter 804-682-5556	March 8, 2018	No ID needed	No problem	No problem	There would be no need for this, don't need anything, no ID
First Baptist Church 804-683-8441	March 8, 2018	No Answer			
	March 13, 2018	No Answer			
First United Church 804-839-6880	March 8, 2018	Nothing	No problem	No issue	No need
Lookout Al Mitchell Place Shelter 804-681-9126	March 8, 2018	None	No problem	No problem	N/A
Lookout Yukon Shelter 804-264-1680	March 8, 2018	Nothing	No problem	Fine	N/A
New Fountain 804-669-3306 <small>(phone # on COV site incorrect)</small>	March 8, 2018	No	That's fine	Doesn't matter	N/A
Salvation Army Belkin House 804-681-3405 (all shelters)	March 8, 2018	Don't require	No problem	No problem	N/A
Salvation Army Crosswalk 804-646-6875 <small>(phone # on COV site incorrect)</small>	March 8, 2018	No answer			
	March 13, 2018	No answer			
Triage 804-254-3700	March 8, 2018	Nothing	No ID needed	No problem	N/A
Women/Families					
412 Women's Emergency Shelter 804-715-8480	March 12, 2018	No Answer			
	March 13, 2018	No Answer			
Powell Place – Bloom Group 804-606-0403	March 12, 2018	None	No problem	That's fine	Not needed
Salvation Army Belkin House – Female Shelter 804-694-6623	March 12, 2018	No Answer			
	March 13, 2018	No Answer			
Springhouse – Bloom Group 804-606-0412	March 12, 2018	I don't have time for this call			
VI Fineday 804-736-2423	March 12, 2018	BCID or driver's license	I guess that's ok	Not sure, never had an undocumented person	Not sure
Welcome House for Immigrants 804-684-7498	March 12, 2018	Government ID, but this is not a shelter	Only government sponsored refugees can stay here (GARs)		
Men					
Catholic Charities Men's Hostel 804-443-3292	March 12, 2018	Any ID is ok	We'd like it, but that's ok	[if undocumented] ...can't stay here, you need landed immigrant status	N/A
Salvation Army Beacon 804-646-6846	March 12, 2018	Any ID	We accept that	No problem	No need
Salvation Army Haven 804-646-6806	March 12, 2018	No ID needed	No problem	That's fine	No need
Union Gospel Mission 804-253-3323	March 12, 2018	Don't require any	No problem	Of course, sure	N/A
Youth (all genders)					
Covenant House – Female 804-685-7474 16-24 years	March 12, 2018	24 hours to prove age	No problem, but need to prove age	No problem	N/A
Covenant House – Male 804-647-4480 16-24 years	March 13, 2018	Best would be government issued ID	We give them a few days to prove their age	Not sure	From an organization, sure, we would accept that
Directions Youth Centre 804-633-1472 21 and under	March 13, 2018	You have to be a client to access shelter	We usually give the youth one week to get some ID	Sure, but priority is homeless and street entrenched youth	N/A

Are you aware of the COV AWF policy?	Have you received any communication from COV on this policy?	Have you received training on this policy?	What is your confidentiality policy?	What do you do when VPD or CBSA asks for information on clients?
No	No, none	No (by default)	We might say we saw someone, but never give information	With VPD and Immigration we have to give names, but the police have been good to us, they help
No	No	No	No info is ever given out, unless we have signed consent from the person staying here	We deny entry to CBSA and VPD, but if they have a warrant my hands are tied
No	No	No	No, unless we are subpoenaed to do so, or if someone is a danger to themselves or others	We would not give them any information
No	No	No	No info given out	Nothing, unless they have a warrant
No	No	No	We don't give out anything unless we have written consent from the person	Unless they have a very specific warrant, we give nothing out
No	No	No	We are not allowed to give out information	If CBSA had a warrant, then management will decide
No	No	No	We don't give any information out	Immigration has never come. And the police, only if they have a warrant
No	No	No	We don't reveal who's here	We wouldn't give any information unless court ordered
No	No	No	We have a policy, we don't give out info	When government people come we will need to disclose, at least the identity
Only government sponsored refugees can stay here (GARs)				
No	No	No	If police come we cooperate	CBSA makes the rules – it's the law
No	No	No	We don't give out any info	CBSA can leave a message for someone, but we won't confirm if anyone is here
No	No	No	Don't give out information	Only give info if there is an open warrant or they are in "hot pursuit"
No	No	No	We don't give out any info, only names	The only situation we give info is when there is crime
No	No	No	Don't give out info	Nothing illegal here (?)
No	No	No	We never give out info	We wouldn't give out the information, but they wouldn't be able to stay after that
No	No	No	It depends, if someone is a danger to others or themselves	Issues with police are situational, but we won't call CBSA

Appendix B: Parks & Recreation Audit Data

Community Centre Location	Date of Interview	What documentation do you need to access services at regular price?	What documentation do you need to attain the Leisure Access Card?	What if you don't have any of those?	What if you are undocumented?
Britannia (604) 718-5800 Carnegie (604) 665-2220	Nov. 28 2017, 11:04 AM	No documentation	Yes, government issued photo ID, proof of address (some type of bill)	Can't access	Don't know. Phone 311, ask for leisure access program Refused to answer.
	Nov. 28 2017, 11:10 AM	Nothing, just show up	Did not answer, asked why I was calling. Transferred me to Carla (admin)		
Champlain Heights (604) 718-6575	Nov. 28 2017, 11:20	None, Can just come in.	Need to show low income, valid government issued photo ID	Not sure.	Not sure. Is there any third party that can confirm income?
Coal Harbour (604) 718-8222	Dec. 2 2017, 2:40 pm	Can just pay fee and drop in.	Self-referred: Option C (similar to NOA), phone CRA and request. Valid photo ID and recent home utility bill/rental agreement		No way to issue.
Creekside (604) 257-3050	Dec. 2 2017, 2:44 pm	None.	Fill out forms: 1. Tax Documents 2. Go to Ministry 3. Red Compass Card		Go to Ministry Office. E-mail lap@vancouver.ca
Douglas Park (604) 257-8130	Dec. 2 2017, 2:55 pm	No ID required.	Depends. Need government issued photo ID, summary of taxes from year before, Option C. LAC form. Sent to Leisure Access Office.	Ministry of Social Development can bypass.	Contact Leisure Access Office.
Dunbar (604) 222-6060 Evelyn Saller Centre (604) 665-3075	Dec. 2 2017, 3:03 pm (closed), Dec. 5 2017, 4:40 pm	None.	Government ID, proof of income, and LAC paperwork	Can't access.	I don't know.
	Dec. 2 2017, 3:04 pm (closed), Dec. 5 2017, 4:40 pm	You can just drop in and pay the fee.	Government photo ID, proof of address, proof of income (tax forms)	You need to have ID.	Then you would not be able to access without ID.
False Creek (604) 257-8195	Dec. 2 2017, 3:05 pm	Can just drop in, just need to pay the fee.	Tax forms and ID.	They need to have those for everyone in the home.	Not sure what category they would fall under. Go to the website vancouver.ca/leisureaccess
Gathering Place (604) 665-2391	Dec. 2 2017, 3:13 pm	Need to buy membership.	Do not do LAC. Pay \$2, good for a year membership.	Doesn't matter if you don't have ID. Can still come.	
Hastings (604) 718-6222	Dec. 2 2017, 3:45 pm	Can just drop in.	Three ways: City of Vancouver website, search for leisure access	Need to have ID and tax forms.	Phone Leisure Access.
Hillcrest (604) 257-8680	Dec. 2 2017, 3:52 pm	Can just drop in and pay fee.	Criteria: Income Assistance/Low Income.	Not sure how that would work.	I can e-mail you the referral form and you can try filling it out.
Kensington (604) 718-8200	Dec. 3 2017, 2:35 pm	Nothing, can just drop in.	2016 Option C (call CRA), proof of address (bill, tenant statement), government issued photo ID	You need to have those.	Need to be a resident of Canada and resident of Vancouver. It's impossible.
Kerrisdale (604) 257-8100	Dec. 3 2017, 2:41 pm	Can just come in off the street and drop-in. Pay the fee.	Proof of low-income, on T-4 or something like that. Fill out application form. Go to a community center and get a brochure.	Call Revenue Canada.	Umm. That I don't know. Ministry of Social Services, maybe can help get some documentation. Legal Aid might be able to help.
Killarney (604) 718-8200	Dec. 3 2017, 2:55 pm	Pay the daily fee and drop in.	Are they on welfare? Do they have red compass bus pass? Get application form: photo ID, bill with address, call revenue Canada for Option C form.		We have stuff for refugees. Call 311 and ask to speak to someone in LAP.
Kitsilano War Memorial (604) 257-6976	Dec. 3 2017, 3:05 pm	Nothing.	Depends on application. Low-income: government photo ID, local residence in Vancouver proper (bill, rental agreement), last tax assessment (Option C).	What do you mean?	That's fine. Third-party referral, bring in. Will do it on the spot.
Marpole-Oakridge (604) 257-8180	Dec. 3 2017, 3:41 pm (closed)	Just need to pay fee.	Depends on application. Low-income: government photo ID, local residence in Vancouver proper (bill, rental agreement), last tax assessment (Option C).	You need to have those.	I'm not sure. Call 311.
Mount Pleasant (604) 257-3080 Ray-Cam Cooperative (604) 257-6949	Dec. 3 2017, 3:42 pm	No documentation is required, just fee payment.	It's on the Parks Board website.	You need to have those.	Check the website.
	Dec. 3 2017, 3:46 pm	Can just drop in.	Can do it through Income Assistance. Red compass card. Self-referral (Option C, ID, proof of address)	We can help somebody if we know them.	I don't know, can come in and talk to co-ordinator.
Ranfrew Park (604) 257-8388	Dec. 3 2017, 3:51 pm	Anyone can drop in	Depends on how you want to do it, but you need Government ID, proof of income (tax forms), and proof of Vancouver residency.	You need to have those form the application form.	Then I don't think you can do it. You need to have ID.
Roundhouse Community Arts and Rec (604) 713-1800	Dec. 3 2017, 3:52 pm	No documentation is needed.	Depends: Income assistance, third-party, self, compass card.		Would not be able to apply. Need government ID, proof of home address, tax form.
Strathcona (604) 713-1838	Dec. 3 2017, 3:59 pm	Can just drop in.	Depends: immediate set-up with third party, self-referral (call CRA for tax info, government ID, proof of address)	Do they have a SW?	Not too sure. Call 311.
Sunset (604) 718-6505	Dec. 3 2017 4:05 PM	No documentation is needed, just fee payment.	Different ways: self-referral (proof of income (CRA Option C), government ID, proof of address)	Good question. Call 311.	(Put on hold to ask co-worker). 311 might have the answer.
Thunderbird (604) 713-1818	Dec. 5 2017, 4:50pm	No documentation is required.	It depends on who is referring, but you need ID, proof of Vancouver residence, and proof of income for the LAC.	I'm not sure. You need to have those as far as I know.	People without ID or proof of address/income I don't think are eligible.
Trout Lake (604) 257-6955	Dec. 3 2017, 4:18 pm	No documentation required.	Few ways, ID for everyone applying, proof of address.	Not sure.	I don't think they would be able to access. Talk to Leisure Access directly.
West End (604) 257-8333	Dec. 3 2017, 4:25 pm	Nothing. Anyone can drop in	Limited income: recent utility bill, photo Id, Option C.	I don't know.	If they don't deal with the Ministry, I don't think it would be possible.
West Point Grey (604) 257-8140	Dec. 3 2017, 4:33 pm	None. Only fee payment is required.	Look online at vancouver.ca/leisureaccess	I don't know.	I don't think they would be able to get it.

What about with documentation from a non-profit confirming your income?	Are you aware of the Parks Board AWF policy?	Have you received communication from the city on this policy?	Have you received training on this policy?	What is your confidentiality policy?	What do you do when VPD or CBSA asks for information on clients?
Not sure, would need last years taxes	No	No.	No.	We don't give out people's information.	Not sure, that has never happened.
	No. Call 311.				
Would be considered third party, form of validation from organization. Organization can back them. Should come with some form of ID (both organization and individual). Still would need ID.	No.	No.	No.	Put into database, info. kept confidential	Not sure of policy surrounding this.
	No.	No.	No.	Information is kept confidential.	Not sure. Would have to ask supervisor.
E-mail lap@vancouver.ca. They should be able to help you navigate. But I know third party can act as vouching. Need to contact Leisure Access Office.	No.	No.	No.	Need to create an account, but they could use third party information. Not shareable.	I don't know. Would depend on the situation, I guess.
	No.	No.	No.	Information would have to go into system, but would be kept confidential.	I don't know.
For income, that's fine but you still need ID. Call 311.	No.	I don't think so.	I don't think so.	All information is kept on the computer.	I don't know what the procedure is for police or CBSA.
	No.	No	No.	All information is kept confidential within the recreation database	Information is kept confidential.
Call 311, they should be able to help.	I don't think so.	No.	No.	Information is kept confidential in a database.	Not sure.
				Don't necessarily need to take personal information.	Would not disclose.
Don't know. Phone Leisure Access.	No.	No.	No.	Information is kept confidential.	Not sure what the policy is surrounding that.
A third-party can fill out the referral form verifying the information.	Haven't heard of it.	Not that I am aware of.	No.	All information is kept confidential within the recreation database	I don't foresee us giving out personal information without due cause.
Ministry office referral, not sure of non-profit. Check website.	No, haven't heard of it.	No.	No.	Information is kept confidential.	I would have to check with my manager.
I don't know. Call 311 and maybe they can guide you, maybe Ministry of Social Development can help.	Ummm. No.	We get a lot of communication. I'm not sure.	No.	We collect name, phone number and address for our records.	I'm not sure what to do in that situation.
Call LAP, they would be able to answer that.	Not that I'm aware of.	We get so much communication, and I know they're always trying to make things more accessible. It seems like things change monthly.	No, I haven't been trained.	Part of PCI compliant program. We need to create a file on them, but may be able to use fake name/address. Nobody can access financial information. Not sure about who has access to names/personal details	I'm not sure. I think it would depend on the situation.
Have them come in with third-party referral from non-profit.	Yes, I am aware of AWF.	Yes, information has been sent via e-mail.	No formal training, just have read e-mail.	Name, address, birthdate and phone number are collected, but that information is kept confidential on computer.	I would not disclose any information without a formal request.
Can be used for third-party referral to confirm income.	No.	No.	No.	All collected information is kept confidential.	Not sure.
Should be on the website.	No.	No.	No	Information is stored on the computers.	I'm not sure what we do in that situation.
I don't know, think they would still need ID.	Nope, have never heard of it.	I have never heard of it.	No.	All information is kept confidential within the Parks Board database.	It would depend on the situation, I assume.
That would work for the third-party referral, but I'm not sure about the ID part.	No.	No.	No.	**At this point, they had to let me go. Hung up.	
Considered third-party, need to have some type of ID. Third party has to verify everything.	Not sure.....	Probably, but I'm not sure.	What kind of training? It's probably been e-mailed out.	Technically, Vancouver Parks board would have their information within the system, but it's within a secure computer system.	
Call 311.	I haven't heard of it.	I don't think so.	No, I haven't had training.	We keep peoples information in our database, but only Parks employees have access to that information.	I don't know, would have to ask my manager.
I'm sorry, I don't know. Call 311.	No.	No.	No.	Personal and financial information is kept confidential.	I'm not sure. I have never been in that situation. I would have to check on what to do if that happened.
I think that is an option.	No.	No.	No.	All information is kept confidential.	I wouldn't say anything.
Not sure, leisure access would be the best to contact.	No, I haven't heard of it.	I don't think so.	No.	All information is kept confidential.	I actually don't know.
Still would need proof of address and ID. The income piece would just be bypassed. I don't know how that works. The information is probably online.	No, but it's only my third shift.	Was working at Coal Harbour yesterday. See Coal Harbour for answers. No.	Not yet.	We keep information confidential.	I don't know.

Appendix C: Library Audit Data

Library Location	Date of Interview	What documentation do you need to get a library card?	What if you don't have any of those?	What if you are undocumented?
Britannia Branch 604.665.2222	Thurs Nov 30 2017 2:10pm Referred to Branch Head	ID or refugee form. Documentation from another country can buy a visitor's card for \$30 and last for 90 days.	Referred to Branch Head	Access Card, limited access (2 items) and can use internet without proof.
Carnegie Branch 604.665.3010	Thurs Dec 21 2017 5:30 PM Referred to librarian	Usually need ID and/or mail	Referred to librarian... who checked with someone else. Institution card: someone from organization takes responsibility of materials checked out. If items lost/overdue, institution pays. Worker comes down with correct ID. Why? Referred at this point.	Institution card.
Central Library (& skilled Immigrant employment centre) 604.331.3605	Thurs Nov 30 2017 1:10pm Referred to SIEP, left message	Government issues ID		
Champlain Heights Branch 604.665.3955	Thurs Nov 30 2017 1:15pm Referred to librarian	Normal VPL library card needs some type of identification or proof of address, mail to yourself? Children can come with parent or bring student ID card.	Have internet access card which doesn't allow borrowing materials but can use computers. Access card for those who don't have ID - 14+ special card, want hopefully one piece of ID. Borrowing limit of 2 items and no overdue fines only lost or damaged items. Something with name on it but not full-fledged proof of address.	
Collingwood Branch 604.665.3953	Sun Dec 3 2017 1:20pm Put on hold, not sure if same person picked up again	Library card needs ID with proof of address	Have internet access but cannot borrow books	Temporary card for a fee, referred to website
Dunbar Branch 604.665.3968	Sun Dec 3 2017 1:30pm Put on hold to check for info. Transferred to another person who had to check about undocumented.	ID w/ address or ID + proof of address	Good question, I'll have to check - Internet pass is fine.	Unsure, can't help today. Call Main Branch who would have more options/info
Firehall Branch 604.665.3970	Sun Dec 3 2017 2:15 PM	Picture ID + proof of address	Certain programs can send representatives to register folks. Can't tell which programs.	Not sure. Call Downtown central
Fraserview Branch 604.665.3957	Sun Dec 3 2017 3:00 PM	ID + something showing their address	Umm... what kind of ID do they have?	Not sure if they could get a library card... Try to accommodate. Can accept refugee cards. Could bring in a piece of mail with their name on it plus whatever ID they have. But can use internet without ID.
Hastings Branch 604.665.3959	Wed Dec 13 2017 1:00 PM	2 pieces or ID w/address	We must see a piece of ID if they want to borrow something - can use phone bill or cable bill but if want to use internet just bring something with name. If don't have then internet for 3 days.	I believe we can give an internet access card. Have to check about borrowing books. Card for three days only without something with name. No books borrowing. Can certainly come use books in the library.
Joe Fortes Branch 604.665.3972	Thurs Dec 21 2017 3:25 PM Transferred to librarian	Need ID for a library card.	Can get a wireless card. Can read in library without anything. Checking materials out is not possible. Referred to librarian.	Almost all programs require no library card at all. Some programs with limited seats have to call in and book.
Kensington Branch 604.665.3961	Thurs Dec 21 2017 3:35 PM	ID + something with address	We could provide an Access Card with a borrowing limit of two items. Need a letter with name and address is all. I think can make it work with maybe but better with.	Not a problem.
Kerrisdale Branch 604.665.3974	Thurs Dec 21 2017 4:30 PM Transferred to circulation supervisor	Usually start to offer full card which requires ID. Just start with this as a default.	Referred to circulation supervisor. Have a card can offer to folks without ID and without a permanent address. Offers 2 books at a time. No overdue fees. Are responsible for cost of lost book. Can be done on installment plan. Also have internet access card.	Could ask to speak to circulation supervisor to get special card. Can get from any branch in VPL system. Can ask for Access card and not have to explain situation.
Kitsilano Branch 604.665.3976	Thurs Dec 21 2017 6:15 PM Transferred to Information Desk	Do they have any photo ID?	How long are they in Vancouver for?	Put on hold to find out. Would they have any government issues ID? Turned to Access card, 2 item limit but all other services can access.
Marpole Branch 604.665.3978	No answer (should be open)			
Mount Pleasant Branch 604.665.3962	Fri Dec 22 2017 9:30 AM Referred from info desk to librarian	ID w/ address	Is there a reason they don't have ID?	With library with no id can always use computers with temporary card. For borrowing things it is tricky because typically ID is needed. Let me check and I'll get back to you. Community librarians can come out of the library and give out cards if that works for your organization. The other one is the Access card. Just need something with the persons name on it. No need for proof of address or anything.
nao' a2mat ct Strathcona Branch 604.665.3967	Fri Dec 22 2017 9:40 AM	Government ID	Where do you work? If they can bring in anything with their name on it and if someone from the organization can provide a letter confirming who they are that would suffice as well. Offered a tour along with a card sign up.	We changed our policy as well so undocumented folks can get a library card.
Oakridge Branch 604.665.3980	Thurs Dec 21 2017 7:25 PM Referred to someone else	Photo ID with address	Access card is just like regular card but limited to two books at a time	Access Card should be available.
Renfrew Branch 604.257.8705	Thurs Dec 21 2017 8:25 PM Referred to information desk	Any government issued ID with Vancouver address	Bring a bill or mail with ID from other country is fine.	Referred to Information Desk to confirm. Looked up what Access card and said can ask for it at front desk
South Hill Branch 604.665.3965	Thurs Dec 21 2017 5:00 PM	Photo ID or ID with address	Referred me to the Access card	Umm... I think it's still fine?
Terry Salman Branch 604.665.3964	Fri Dec 22 2017 9:50 AM Referred to librarian	They need ID to show that they live in the lower mainland	They'll be able to browse and look at books and they'll be able to use the internet	So no ID at all? If they have any type of foreign ID we can set them up with an internet card but they can't borrow books.
West Point Grey Branch 604.665.3982	Fri Dec 22 2017 10:10 AM	Any government issued ID with Vancouver address	Not sure, let me check. Looked up Access card	Said the Access card should work

Are you aware of the VPL AWF policy?	Have you received communication from the city on this policy?	Have you received training on this policy?	What is your confidentiality policy?	What do you do when VPD or CBSA asks for information on clients?
*Are your staff? Depends on who the person is but if come and mention have spoken to branch head and are eligible for Access Card, shouldn't be a problem.	Yes	*Have your staff? N/A, see previous.	We don't give out information.	We give information to the VPD if there is a warrant.
If they join a program we don't ask for ID or anything... Don't know	N/A	N/A	Don't give out info	Unsure.
No			Have confirmed with federal government that they won't be disclosing that information for folks who don't want to disclose.	
Unaware. Looked up for me.	N/A	N/A	Takes privacy seriously	Don't divulge personal information unless a police warrant.
No, policies are on website	N/A	N/A	Refer to website	
Not sure, check the website?	N/A	N/A	Don't tell things or discuss among ourselves, but programs don't mention confidentiality	Not sure
Never heard	N/A	N/A	Put on hold to discuss with staff and Referred to Central 604-331-3670	N/A
No, haven't heard of it myself. But were told to accommodate someone with refugee status as much as possible. And had a program last year where helped folks get documentation.	N/A	N/A	Don't give out info	Not 100% on policy. Gave contact for Central 604-331-3603.
Not familiar with that but let me pass you to the librarian. Librarian didn't know either	N/A	N/A	If we don't have ID, then don't have anything to document.	Don't know.
Generally the Carnegie Library does in terms of checking materials out. There is a Carnegie Access card. Just services that I might.	N/A	N/A	Well, when they sign up, info kept in database and only accessed on as needed basis. Certainly we wouldn't provide to an abusive spouse or anything.	If info requested by police or authorities would provide if we were required. Follow BC FIPA.
Not really.	N/A	N/A	Always keep any info private.	Have to have warrant.
I've not heard of that. Access card was developed some years ago for folks without ID or without a permanent address.	N/A	N/A	It is confidential we don't give out information to other borrowers.	Unsure.
Can you explain it?	N/A	N/A	We have it listed on our website... let me just find it.	Referred to AWF policy after looked it up.
Yes	I think so...	I think it was passed pretty recently and yeah most staff will remember. Not training but should be fresh.	Everything is confidential.	The policy explicitly says we won't do that.
Yes, had to look up details but knew about it.	Not sure.	Frontline staff should know that but I would also remind them that this will be happening. Danielle.Lafrance@vpl.ca	N/A	N/A
Not sure.	N/A	N/A	If someone comes in and wants to use internet, that person has to have a library card or internet card. Just need something with a name. Have a lot of visitors from around the world who get those cards. Explained question/concern - Oh. Well, that's understandable. We just try to create access with a few limitations.	I think if you're not comfortable and have some additional concerns... I mean, no we cannot provide information without a warrant.
Looked up on-line, I assume we would work with that.	N/A	N/A	Looked at policy on confidentiality	See previous.
I don't think so	N/A	N/A	We don't give out information	Not sure what we'd do. Ask my supervisor?
No, but classes are just drop in...	N/A	N/A	We don't give out information	Not sure
I haven't...	N/A	N/A	Looked at policy on confidentiality	Confirmed with policy

Audit conducted and analyzed by
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and members of Sanctuary Health.

