



Corporation of the City of
NEW WESTMINSTER

REPORT

Development Services

To: Mayor Côté and Members of Council **Date:** 7/12/2021

From: Emilie K Adin, MCIP **File:** 13.2630.10
Director of Development Services **Item #:** 260/2021

Subject: **City of New Westminister Sanctuary City Policy: Access to City Facilities, Programs and Services for All Community Members, Regardless of Immigration Status**

RECOMMENDATION

***THAT** Council endorse the City of New Westminister Sanctuary City Policy: Access to City Facilities, Programs and Services for All Community Members, Regardless of Immigration Status.*

***THAT** Council endorse the recommended actions for implementation phase one and phase two as contained under the 'Next Steps' section of this report.*

***THAT** Council direct staff to include \$5000 in the 2022 budget process for ongoing implementation of the Sanctuary City Policy through the Diversity, Equity, Inclusion and Anti-Racism Framework.*

EXECUTIVE SUMMARY

Council, at its Regular Meeting of February 25, 2019, directed staff to develop a Sanctuary City Policy and Implementation Plan with the input of the City's Multiculturalism Advisory Committee and the Welcoming and Inclusive New Westminister Local Immigration Partnership Council.

In spring 2019, City staff initiated a collaborative process to develop a draft Sanctuary City Policy with the Multiculturalism Advisory Committee and the Welcoming and Inclusive New Westminister Local Immigration Partnership Council, which included case study

research, policy development, community and stakeholder engagement, and consultation with individuals with lived and/or living experience of no or precarious immigration status. With the completion of the Sanctuary City Policy, staff is seeking Council endorsement of the policy and the recommended actions for implementing the policy.

PURPOSE

The purpose of this report is fourfold: (1) to update Council on the process to develop the Sanctuary City Policy; (2) to outline next steps for implementing the policy, including staff training, education, public awareness, and communications; (3) to recommend that Council direct staff to include \$5000 in the 2022 budget process for ongoing implementation; and, (4) to seek Council's endorsement of the Sanctuary City Policy.

POLICY CONTEXT

For information on the policy context, please refer to Attachment 1.

BACKGROUND

Previous Council Direction

At the Council Meeting of February 25, 2019, Council adopted the following motion:

***THAT** Council direct staff to develop a draft Sanctuary City Policy and Implementation Plan, with the input of the Multiculturalism Advisory Committee and Welcoming and Inclusive New Westminster Local Immigration Partnership and report back to Council.*

At the Council Meeting of January 28, 2019, Council adopted the following motion:

***THAT** Council direct city staff to do a report on the feasibility of making New Westminster a Sanctuary City.*

***THAT** this report be vetted through the Multiculturalism Advisory Committee for discussion and review.*

Sanctuary City Policies

In Canada, Sanctuary City policies typically refer to interventions that remove barriers for individuals with no or precarious immigration status to access municipal facilities, programs and services and to feel welcome while doing so. These policies are commonly referred to as "access without fear" policies, highlighting the fundamental principle of striving to create safe and welcoming experiences for all individuals regardless of their immigration status. Sanctuary City policies are also sometimes referred to as "don't ask/don't tell" policies.

“Don’t ask” highlights that individuals will not be asked about their immigration status when accessing municipal facilities, programs and services, and “don’t tell” highlights that if information about immigration status is disclosed, that the information will not be shared with others unless required by the law.

Demonstrated Need for A Policy

While most people enter and stay in Canada through government processes, there are some who are here with uncertain, precarious, undocumented, refugee, or no immigration status. This includes temporary foreign workers whose work permits have expired, people with a sponsorship breakdown resulting from a marital separation, students who overstay their study or work permits, and individuals who have had their status taken away, been coerced by human traffickers, or had their refugee claim denied.

Like many other municipalities in Metro Vancouver, New Westminster is home to many immigrants and refugees. In 2016, over one in three residents (35%) were immigrants, of which approximately 10% were refugees. While there are few reliable statistics at the provincial and municipal levels on individuals with no or precarious immigration status, there is estimated to be upwards of 1.6 million Canadians who do not have citizenship or permanent resident status, with this including temporary foreign workers, international students, and individuals with no or precarious status (Migrant Workers Alliance for Change).

PROPOSED SANCTUARY CITY POLICY

The proposed City of New Westminster Sanctuary City Policy: Access to City Facilities, Programs and Services for All Community Members, Regardless of Immigration Status, is included as Attachment 2. The Sanctuary City Policy was developed through an extensive engagement process (see Development of Proposed Policy Section), which included feedback from individuals with lived and/or living experience of no or precarious immigration status, which was closely considered to ensure that the policy reflects their voices.

The intent of the Sanctuary City Policy is to support New Westminster community members with uncertain, precarious, undocumented, refugee or no immigration status to access City facilities, programs and services with the knowledge that the City of New Westminster will not ask for information about their immigration status and will not provide information about immigration status to other institutions or orders of government.

Summary of Sanctuary City Policy Provisions

- Applies to facilities, programs and services directly provided by the City of New Westminster; guiding the actions of the City, including elected officials, City staff, City volunteers, and contractors or consultants providing services on behalf of the City, including Fire and Rescue Services, but excluding The New Westminster Police Department which will develop an independent policy, to be approved by the Police Board.
- City facilities, programs and services will welcome, treat with respect and dignity, and improve access for persons of all immigration statuses.
- The City will accept various forms of identification, keeping identification records strictly confidential and solely for the purposes for which it is collected, will not request or gather personal information concerning immigration status, and will not share immigration status to other authorities unless required by law.
- City policies and procedures to be consistent with Sanctuary City Policy.

DISCUSSION

Development of the Proposed Policy

The process to develop the City's Sanctuary City Policy and implementation provisions was a collaborative one with the City's Multiculturalism Advisory Committee, the WINS Local Immigration Partnership Council, a group of individuals with lived and/or living experience of no or precarious immigration status, and non-profit organizations working with individuals with no or precarious immigration status. The process, including consultation, is outlined in Attachment 3, and included: Case Study Review (March/April 2019); Policy Development with MAC and WINS LIP (May 2019 to June 2021); Inter-Departmental Review (November 2019 - ongoing).

Key Themes

Key themes that emerged through the process included the importance of:

- individuals from affected communities reviewing the policy;
- the NW Police policy aligning with the City policy;
- ensuring that all community members feel welcome when accessing the City;
- ensuring adequate focus and resources on implementing the policy;
- developing training and communications materials with affected communities; and,
- companion anti-racism training.

Implementation Objectives

The case study review of other Canadian municipalities with Sanctuary City or similar policies highlighted that municipal implementation of these policies can be challenging. Reasons cited include limited resources, lack of knowledge about such policies, unconscious and conscious bias and discrimination, and the limited powers of Canadian municipalities over policing and immigration.

The following key objectives will guide the implementation of the City of New Westminster Sanctuary City Policy:

- Inform and educate community members about the policy, how it aligns with the City's priorities, what it is, why it is important, and how it affects them.
- Inform, educate and train City staff about the policy provisions and how to apply the provisions in their day-to-day jobs so that all community members, regardless of their immigration status, know they are welcome to access City facilities, programs and services and that they will not be asked about immigration status when doing so.
- Align the policy, especially training and public awareness, with the City's Diversity, Equity, Inclusion and Anti-Racism Framework (currently underway) including anti-racism training for all City staff anticipated to start in late 2021.
- Collaborate with the Welcome Centre as a key resource for information about the policy and with local non-profit settlement and social service organizations.

NEXT STEPS

Implementation

The implementation approaches presented below were reviewed and updated with input collected at the workshop with individuals with lived and/or living experience of no or precarious immigration status, the Multiculturalism Advisory Committee and WINS Local Immigration Partnership.

Sanctuary City Policy

If Council endorses the Sanctuary City Policy, staff propose two phases for implementation, detailed in Attachment 4, with the following steps:

Phase 1

- Staff Training and Education (July – September 2021)
- Communications and Public Awareness (July – September 2021)
- Language about intent of the Sanctuary City Policy will be added to City contracts with third parties, such as consultants and contractors, and to the City's Community Grants application form.

Phase 2

- Communications and Public Awareness (Fall / Winter 2021)
- Staff Training and Education, including anti-racism training, as part of the Diversity, Equity, Inclusion and Anti-Racism Framework (Winter 2021)
- Reporting and Evaluation (Winter 2021)
- Identification Bank

Staff training and education on the Sanctuary City Policy will also be included as part of the Corporate Training Program administered by the Human Resources Department.

INTER-DEPARTMENTAL LIAISON

The Development Services Department is working with all City Departments on the implementation of the Sanctuary City Policy and working closely with the Human Resources Department on staff training and education and the Communications Department on the Public Awareness and Education component of the implementation plan.

FINANCIAL IMPLICATIONS

The City's Development Services Department, as part of its 2021 Operating Budget, has allocated \$5,000 for implementation related to the Sanctuary City Policy. Staff is recommending that an amount of \$,000 be included in the 2022 budget process in order to cover costs related to ongoing implementation through the Diversity, Equity, Inclusion and Anti-Racism Framework.

OPTIONS

The following options are presented for Council's consideration:

1. That Council endorse the City of New Westminster Sanctuary City Policy: Access to City Facilities, Programs and Services for All Community Members, Regardless of Immigration Status.
2. That Council endorse the recommended actions for implementation phase one and phase two as contained under the 'Next Steps' Section in this report.
3. That Council direct staff to include \$5000 in the 2022 budget process for ongoing implementation of the Sanctuary City Policy through the Diversity, Equity, Inclusion and Anti-Racism Framework.
4. That Council provide staff with other direction.

Staff recommends options 1, 2 and 3.

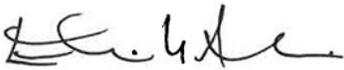
ATTACHMENTS

- Attachment 1: Policy Context
- Attachment 2: Proposed Sanctuary City Policy
- Attachment 3: Policy Development Process
- Attachment 4: Implementation

This report has been prepared by:
Claudia Freire, Housing Social Planner

This report was reviewed by:
Jackie Teed, Senior Manager of Development Services

Approved for Presentation to Council



Emilie K Adin, MCIP
Director of Development Services



Lisa Spitale
Chief Administrative Officer



Attachment 1
Policy Context

POLICY CONTEXT

Council Strategic Plan: 2019-2022

The *Council Strategic Plan: 2019-2022* (July 8, 2019) includes the following key directions:

- *Create a welcoming, inclusive, and accepting community that promotes a deep understanding and respect for all cultures.*
- *Apply a social equity lens throughout the organization to ensure that all residents can access, participate in, and benefit from City facilities, infrastructure, programs, and services.*

Official Community Plan

The *Official Community Plan* (2017) includes the following four policies under Community and Individual Wellbeing.

Policy 1.2 Create a community that is welcoming, inclusive and accepting of people with different backgrounds, cultures and lifestyles.

Policy 1.4 Encourage social connectedness, neighbourliness and community building.

Policy 1.5: Facilitate and support civic engagement, including with at-risk, marginalized and vulnerable populations.

Policy 1.7: Create a safe community for residents, students, visitors and workers.

Safe Harbour Program

The City received certification under the *Safe Harbour Program* in 2013, which included staff training in the following areas:

- *Increased awareness of the various dimensions of diversity that exist in the workplace and community;*
- *Critical reflection and understanding of stereotyping; and,*
- *Preparedness to address discrimination on the spot.*

Multiculturalism Policy

The City's *Multicultural Policy* (2008) includes the following statements:

- *The City of New Westminster recognizes and values the ethno-cultural diversity of its people and strongly believes that this diversity is a source of enrichment and strength;*
- *The City of New Westminster promotes understanding, sensitivity and positive attitudes towards people of different ethno-cultural backgrounds, amongst municipal politicians, staff and committees, and in the community; and,*
- *The City of New Westminster supports equality and the rights of all people to access municipal programs and services*



Attachment 2

Proposed Sanctuary City Policy

PROPOSED SANCTUARY CITY POLICY

City of New Westminster Sanctuary City Policy: Access to City Facilities, Programs and Services for All Community Members, Regardless of Immigration Status

A. POLICY STATEMENT

The City of New Westminster places high value on the principles of equality and equity and the rights of all community members, regardless of immigration status, to access City facilities, programs and services.

The intent of this policy is to support New Westminster community members with uncertain, precarious, undocumented, refugee or no immigration status to access City facilities, programs and services with the knowledge that the City of New Westminster will not ask for information about immigration status and will not provide information about immigration status to other institutions or orders of government.

B. POLICY APPLICATION

This policy applies to facilities, programs and services directly provided by the City of New Westminster.

This policy will guide the actions of the City, including elected officials, City staff, City volunteers and contractors or consultants providing services on behalf of the City, and Fire and Rescue Services.

The New Westminster Police Department will be developing their own policy and/or guidelines in support of the objectives of this policy, which will go to their Police Board for approval.

C. DEFINITIONS

Immigration Status: The legal means through which an immigrant can remain in Canada. An immigrant is a non-citizen who has been granted the right to live in Canada permanently or temporarily by federal immigration authorities. This includes those who have come through various immigration pathways, such as a refugee, student, temporary worker, or visitor.

Uncertain Immigration Status: Refers to individuals who may have a pending status and/or unknown immigration status. This could include an individual who has received a negative decision on their application to stay in Canada and is actively appealing that decision.

Precarious Immigration Status: Refers to individuals who do not have permanent immigration status and who may be at risk of losing their temporary status or who have lost their legal immigration status through various means. Precarious status in Canada can include temporary workers, students and refugee applicants, as well as people who have overstayed their visa and permits, denied refugee claimants and undocumented entrants.

Undocumented: An individual who does not have formal or legal status to reside in Canada. Undocumented individuals may have entered Canada either voluntarily or through coercion without any legal documentation or visa, or may have entered Canada with a visa that has since expired or been revoked.

No Immigration Status: A person who has entered and/or remains in Canada without the permission of the federal government.

Refugee: A person forced to flee from persecution for reasons of race, religion, nationality, or membership of a particular social group or political opinion.

D. POLICY PROVISIONS

1. Access to City Facilities, Programs and Services

- a) Access to City facilities, programs and services is not dependent on immigration status.
- b) Welcome persons of all immigration statuses, including uncertain, precarious, undocumented, refugee or no immigration status, into the community through access to City facilities, programs and services.
- c) Treat persons of all immigration statuses, including uncertain, precarious, undocumented, refugee or no immigration status, with respect and dignity when accessing City facilities, programs and services.
- d) Improve access for persons of all immigration statuses, including uncertain, precarious, undocumented, refugee or no immigration status, to City facilities, programs and services, by not asking for information about immigration status and not providing information about immigration status to other institutions or orders of government.
- e) City policies and procedures to be consistent with the Sanctuary City policy.

2. Identification, Privacy and Reporting

- a) City staff will not request or gather personal information concerning immigration status in the course of providing City services or when community members are accessing City facilities and programs, and identification will be requested only when necessary.
- b) A variety of forms of identification will be accepted.
- c) Records of identification provided to City staff will be kept strictly confidential and used solely for the purposes for which intended.
- d) City staff will not report immigration status to the New Westminster Police Department (NWPD), Royal Canadian Mounted Police (RCMP), or Canadian Border Services Agency (CBSA) unless required by law.

E. IMPLEMENTATION PROVISIONS

1. Training and Education

- a) Ongoing training for City staff on the Sanctuary City Policy, especially on the importance of confidentiality and the right of all persons to access City facilities, programs and services. Develop training materials in consultation with affected communities.
- b) Integrate training on the Sanctuary City Policy with other City staff training programs whenever possible.
- c) Align with future training delivered through the City's Diversity, Equity, Inclusion and Anti-Racism Framework.

2. Communication & Public Awareness

- a) Develop a communication strategy to keep the community informed about the Sanctuary City Policy.
- b) Facilitate awareness about the Sanctuary City Policy with public and community partners.
- c) Create a list of the types of identification that will be accepted by the City.

3. Reporting & Evaluation

- a) Establish and implement a complaint protocol and monitoring program.
- a) Report to Council every two years.



Attachment 3

Policy Development Process

POLICY DEVELOPMENT PROCESS

Case Study Review (March/April 2019)

As a first step, staff reviewed six Canadian municipalities that have implemented policies to support individuals with no or precarious immigration status:

- City of Edmonton, Access to Municipal Services Without Fear Policy, 2018
- City of London, Free of Fear Services for All Policy, 2018
- City of Montreal, Sanctuary City Designation, 2017
- City of Vancouver, Access to City Services Without Fear Policy, 2016
- City of Hamilton, Access to Services for Undocumented Individuals Policy, 2014
- City of Toronto, Access to City Services for Undocumented Torontonians Policy, 2013

These policies converged on several key objectives: (1) provisions for removing barriers to accessing municipal facilities, programs and services; (2) privacy of information; (3) staff training and education; (4) companion anti-racism training; (5) communication and public awareness; and, (6) police service companion policies.

Policy Development with MAC and WINS LIP (May 2019 to June 2021)

Learnings from the case study research were presented to the Multiculturalism Advisory Committee and WINS Local Immigration Partnership Council, and the draft policy and implementation provisions were developed over several meetings between May 2019 and June 2021 (of note, work on the Sanctuary City Policy was paused from March 2020 to March 2021 due to the COVID-19 pandemic).

Inter-Departmental Review (November 2019 - ongoing)

Consultation with various City Departments began in winter 2019 with a focus on the proposed implementation provisions, including identifying programs and services that require identification, the types of identification accepted, ideas for acceptable alternate forms of identification, circumstances where staff might ask about immigration status, and feedback on staff training and education.

CASE STUDY REVIEW

Municipality	Key Principles / Actions	Collaboration with Police
EDMONTON Access to Municipal Services Without Fear Policy, 2018	<ul style="list-style-type: none"> • Promote full integration of persons of all immigration statuses, including precarious or undocumented status, into the community through information, education, and the provision of City services. • Ensure that persons of all immigration statuses treated with respect and dignity when accessing City services. • Limit barriers to participation as required by persons with precarious or undocumented immigration status. • Identification requested only when necessary. • Accept a variety of forms of identification for City services and programs. • Records of identification provided kept strictly confidential & used solely for the purposes for which intended. 	<p>Staff report recommends exploring further policy and procedure alignment opportunities with Edmonton Police Service.</p> <p>Orientation and training for Community Peace Officers for consistency with City's identification requirements</p>
LONDON (ON) Free of Fear Services for All Policy, 2018	<ul style="list-style-type: none"> • Access to City services free of fear, treated with respect & dignity – access not dependent on immigration status • Adoption of non-disclosure practice by City staff to enquire about immigration status, unless legally required to do so to access specific city services • No reporting of any residents immigration status to CBSA, London Police Service, Campus Community Police Service, Ontario Provincial Police, RCMP unless required to do so by law. 	<p>Policy states that it does not apply to London Police Services Board.</p>

Municipality	Key Principles / Actions	Collaboration with Police
<p>MONTREAL Sanctuary City Declaration, 2017</p>	<ul style="list-style-type: none"> • Offer access to city programs and services & improve access for persons without legal status to services provided by the city and its partners, without fear of being denounced or deported. • Training and education for front-line staff. • A complaint protocol and communication strategy to keep Montrealers informed of the scope of the city’s commitment to be a Sanctuary City. 	<p>City request for Police to develop an approach to ensure that persons without legal status and in vulnerable situations can have access to municipal public safety services without a risk of being denounced to immigration authorities or deported, unless this person is specifically subject to a compliance order issued by a jurisdictional authority in a criminal and security matter.</p>
<p>VANCOUVER Access to City Services Without Fear Policy, 2016</p>	<ul style="list-style-type: none"> • Access to City services is not dependent on immigration status - staff will not ask for or seek out an individual’s immigration status. • Privacy of Information - personal information concerning immigration status is not requested or gathered in the course of providing City services unless required by law. • Relationship with Canada Border Services Agency, CBSA - voluntary disclosure of immigration status and enforcement of immigration law is outside the scope of the City’s jurisdiction, City staff are not permitted to disclose personal information as a general rule except in accordance with the law. 	<p>The Vancouver Police Board was asked to develop policy that supports the “spirit and objectives” of the City’s policy.</p> <p>2018 - VPB approved the “Access to Police Services without Fear – VPD Guidelines”.</p>

Municipality	Key Principles / Actions	Collaboration with Police
HAMILTON Access to Services for Undocumented Individuals Policy, 2014	<ul style="list-style-type: none"> • Anti-racism training, enhanced to discuss providing services to undocumented individuals. • Public education / leadership with public partners, NPOs • Advocate to senior government to remove barriers to achieving full status. 	City report shared with Hamilton Police Services (HPS) – HPS cited need for further work to understand the implications for HPS and linkages to Police Services Act.
TORONTO Access to City Services for Undocumented Torontonians Policy (Access T.O.), 2013	<ul style="list-style-type: none"> • Immigration/citizenship information for the purposes of determining service/program eligibility will only be collected where specifically required by either provincial or federal legislation, policies or agreements. • City divisions, agencies and corporations policies and procedures to be consistent with policy. • Training program to inform, educate and train appropriate City staff. 	Work with the Toronto Police Services: <ul style="list-style-type: none"> • To ensure victims and witnesses of crime will not be asked about immigration status; • To articulate bona fide law enforcement reasons that would require the Toronto Police Service to ask about immigration status; • Police mechanisms to encourage victims and witnesses of crime to come forward without fear of exposing their status.

INTERDEPARTMENTAL REVIEW

Are there any programs or services offered by your Department that would require a resident to provide identification? If immigration status were revealed in the course of providing services, would staff report to the NW Police or CBSA?	
Engineering Operations	Discounted rate at cemetery and at Animal Services when animal surrendered / redeemed. Recycling depot for green waste disposal. <i>Report immigration status: No</i>
Financial Services	When record copies requested (e.g. bill, statement, etc.) to verify ownership and when picking up cheques. <i>Report immigration status: No</i>
Parks & Recreation	Financial Assistance Program. Century House Association - Program Registration (name, address, phone, e-mail if they have it). <i>Report immigration status: No</i>
Museum + Heritage	Museum donations <i>Report immigration status: No</i>
Anvil Centre	ID for liquor service and Conference Client requires ID for their events. Programs with community partners where the partner requires ID (e.g. generally a program for youth). <i>Report immigration status: No</i>
Licensing & Integrated Services	Business License Application and Bylaws may ask someone to produce ID to issue a ticket. Sometimes ask for ID to confirm who we are speaking to <i>Report immigration status: Only if individual is at risk (e.g. victim of human trafficking)</i>
Library	Photo ID for Library Card Full membership. Other low-barrier membership cards available that do not require ID – e.g. an Internet Only card that allows people with no ID whatsoever to use the public computers. Also, have the Access Card for people with no proof of address, which includes internet use and ability to borrow materials. <i>Report immigration status: No</i>
Fire Dept.	Emergency medical services, Emergency evacuation services <i>Report immigration status: No</i>

When identification is required, what type of identification would be accepted and what alternatives would you consider.	
Engineering Operations	<i>Accepted:</i> BCID / BCDL. <i>Alternatives:</i> Letter from NPO that fulfills any bylaw requirements (Cemetery requires someone to live in the city for at least 3 months).
Financial Services	<i>Accepted:</i> Any one of photo ID including DL, passport, permanent resident card, BC Care Card (PHN), etc. <i>Alternatives:</i> any other photo ID.
Parks & Recreation	<i>Accepted:</i> Proof of NW residency, Utility bill. <i>Alternatives:</i> Can work with community organizations to indicate NW residency, would accept a letter of verification from SD40.
Museum + Heritage	<i>Accepted:</i> BCID / BCDL. <i>Alternatives:</i> Utility bill, library card, letter from non-profit.
Anvil Centre	<i>Accepted:</i> BCID / BCDL, work ID card, University ID. <i>Alternatives:</i> any other photo ID.
Licensing & Integrated Services	<i>Accepted:</i> What is acceptable depends on the situation. For a business license application, ticketing, and sensitive conversations with property owners or business owners request some sort of government issued ID. <i>Alternatives:</i> in addition to those listed above a passport, BC Care Card (PHN), landed immigrant document would suffice. Other situations are satisfied by the person just providing their first and last name verbally.
Library	<i>Accepted:</i> Any photo ID, Utility bill, Bank card, and will mail a letter to residence, which can be brought back as proof of residence. <i>Alternative:</i> Accept almost anything from an organization that has their address on it.
Fire Dept.	<i>Accepted:</i> Any photo ID, BCID, BCDL, BC Care Card (PHN). <i>Alternatives:</i> Still provide services, even without ID for both emergency medical and Emergency Evacuation Services - can still be received by Emergency Management BC which provides 72 hours of lodging and food.

Are there obstacles or barriers in applying the policy to volunteers? Are there obstacles or barriers in applying the policy to facilities, services or programs arms length to the City	
Engineering Operations	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> No
Financial Services	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> Yes, will need to add language to contracts with consultants/contractors.
Parks & Recreation	<i>Barriers for volunteers:</i> Volunteer, applications asks for name, address, phone, email, so that they can be put in the database, after which no ID required. <i>Barriers for arms-length to City:</i> No
Museum + Heritage	<i>Barriers for volunteers:</i> Yes, criminal check required for volunteers working with vulnerable populations and for working with sensitive items in the collection. <i>Barriers for arms-length to City:</i> N/A
Anvil Centre	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> N/A
Licensing & Integrated Services	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> N/A
Library	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> No
Fire Dept.	<i>Barriers for volunteers:</i> No <i>Barriers for arms-length to City:</i> No

Feedback for staff training	
Engineering Operations	<p>Key Information: Need to educate staff on why the policy is important and that it promotes equity.</p> <p>Tools: Short training video, brochure.</p> <p>Approach: Train the trainer, with short video & brochure. More accountability if delivered by managers / supervisors.</p>
Financial Services	<p>Key Information: Communicate that at this time, photo verification is required prior to release of any information.</p> <p>Tools: Ok with proposed.</p> <p>Approach: Ok with proposed.</p>
Parks & Recreation	<p>Key Information: Ok with proposed.</p> <p>Tools: Ok with proposed.</p> <p>Approach: Support need for anti-racism training citywide as it is an opportunity for dialogue resulting in a deeper understanding of the policy. This approach needs to be integrated in the way we do business and cannot be a stand-alone approach.</p>
Museum + Heritage	<p>Key Information: Ok with proposed.</p> <p>Tools: Ok with proposed.</p> <p>Approach: Ok with proposed.</p>
Anvil Centre	<p>Key Information: Ok with proposed.</p> <p>Tools: Ok with proposed.</p> <p>Approach: This content should be added to all venue Orientations and all staff should be required to go through the training prior to working their first shift.</p>
Licensing & Integrated Services	<p>Key Information: Ok with proposed.</p> <p>Tools: Education video showing the dire challenges for individuals without status and the importance of policy.</p> <p>Approach: Ok with proposed.</p>
Library	<p>Key Information: Ok with proposed.</p> <p>Tools: Ok with proposed.</p> <p>Approach: Ok with proposed.</p>
Fire Dept.	<p>Key Information: Ok with proposed.</p> <p>Tools: Ok with proposed.</p> <p>Approach: Ok with proposed.</p>

CONSULTATION

Community and Stakeholder Engagement

Public engagement on the draft Sanctuary City Policy occurred in two phases. The first phase launched in March 2020 and paused shortly after due to the COVID-19 pandemic, and the second phase launched in April 2021 to June 2021. The purpose of the engagement was:

- to share information about the purpose, intent and content of the City's draft Sanctuary City Policy with community members, including what it is and why it is important;
- to consult key stakeholders, such as individuals with lived and/or living experience of no or precarious immigration status and local settlement organizations and non-profits that work with them, on the draft policy and proposed implementation steps identifying any suggested changes or additions to the policy before it was finalized and presented to Council for endorsement;
- to discuss with stakeholders any suggestions for the New Westminster Police Department as they develop a companion policy; and,
- to build awareness about the policy so that participants will be able to share information with their clients and networks.

Engagement Summary

Engagement activities consisted of two online surveys, one public open house, one virtual stakeholder workshop with non-profits who work with individuals with no or precarious immigration status, one virtual workshop with individuals with lived and/or living experience of no or precarious immigration status, and information through the BE Heard New West platform.

- Survey #1 (March 9 to June 5, 2020) – 38 surveys completed
- Public Open House May 10, 2020 – low attendance because of COVID-19 pandemic
- Survey #2 (April 22 to May 25, 2021) – 23 surveys completed
- Virtual Stakeholder Workshop (April 23, 2021) – 14 participants from 8 non-profits
- Virtual Workshop with Individuals with Lived/Living Experience (June 9, 2021) – 7 participants
- Be Heard New West Platform - 219 participants who visited at least one of the Sanctuary City Policy pages

Engagement Activities

Survey #1 (March 9 to June 5, 2020)

An online survey was posted on the City website from March 9 to June 5, 2020. The survey asked respondents to review the draft policy statement, policy provisions, and implementation provisions and comment on whether they agree or disagree, and to provide their reasons if they disagree. There were 38 completed surveys.

Public Open House (May 10, 2020)

A two-hour public open house was held on May 10, 2020. The open house consisted of display boards on all sections of the policy and included opportunities for discussions with staff, for providing feedback directly on the display boards and to complete survey #1. The open house was held on the same week that the Provincial Health Orders were declared in regards to the Covid-19 pandemic and as such, attendance was very low with five participants.

Survey #2 (April 22 to May 25, 2021)

An online survey was posted on the Be Heard New West platform from April 22 to May 25, 2021 inclusive. The survey asked respondents to review the various sections of the draft policy including the statement, policy provisions, implementation provisions and feedback for New Westminster Police Department. There were 23 completed surveys.

Virtual Stakeholder Workshop (April 23, 2021)

A 90-minute online workshop engaging with stakeholders from local non-profit organizations working with individuals with lived/living experience of no or precarious immigration status was held on April 23, 2021. It consisted of a brief overview presentation on the draft Sanctuary City Policy, followed by a world café style session where participants rotated between three breakout rooms to provide feedback on different sections of the policy. There were three rounds, which allowed all participants to provide feedback on all aspects of the policy followed by a question and answer period and dedicated time to provide feedback to the NWPD for their future policy. There were 14 participants representing 8 non-profit organizations. Organizations invited to the workshop included (organizations who participated in the workshop are in bold italicized font):

WINS LIP Members

<i>Umbrella Multicultural Health Coop</i>	Pacific Immigrant Resource Society	<i>Family Services of Greater Vancouver</i>
<i>Mosaic</i>	NW Family Place	<i>Lower Mainland Purpose Society</i>
SUCCESS	Elizabeth Fry Society	Douglas College
New West Hospice Society	Seniors Services Society	Fraserside Community Services
<i>Immigrant Services Society of BC</i>	<i>Fraser Works Co-op</i>	

Regional Serving Organizations

Affiliation of Multicultural Societies & Service Agencies BC	Vancouver Association for Survivors of Torture	Migrant Workers Dignity Association
<i>Sanctuary Health</i>	Inland Refugee Society	Migrant Workers Centre BC
Muslim Food Bank	No One is Illegal	<i>Journey Home</i>
Rainbow Refugee	SWAN Vancouver	Westcoast Leaf
Battered Women's Support Services	WATARI Counselling & Support Services Society	

Virtual Workshop with Individuals with lived/living experience (June 9, 2021)

A two our workshop was held with participants with lived/living experience of no or precarious immigration status on June 9, 2021. The workshop consisted of a brief overview

presentation on the draft Sanctuary City Policy followed by a facilitated discussion on all sections of the policy and proposed implementation steps. The participants also provided feedback on the key messages and draft content for the communications brochure. There were 7 participants including 3 members of the Community Action Network.

Be Heard platform

There were 219 participants who visited at least one of the Sanctuary City Policy pages on the Be Heard New West platform. Of these 219 participants there were 107 who were more involved, including 80 visiting multiple project pages and 40 downloading documents. Of these 169 more involved participants, 23 completed the survey.

What We Heard

The following is a summary of what we heard from all engagement activities.

Policy Statement, Application and Framework

- Support for the policy, it is inclusive and confidentiality is maintained.
- Without the New Westminster Police Department (NYPD) developing its own corresponding policy, the name ‘Sanctuary City Policy’ would be misleading to individuals seeking sanctuary in the City.
- Instead of changing the name, the NYPD should develop a policy that mirrors that of the City, which would make the name Sanctuary City Policy more authentic.
- “Without fear” should be replaced with “with knowledge” since a policy may not always incite fear and also fear may not be removed because of this policy, fear may still be present for other reasons unrelated to this policy or regardless of this policy
- The Policy Statement reads too long and important themes are lost; consider separating into its key statement themes through simple line breaks.
- In the Policy Application section, it is important that the policy clearly define where and to whom the policy applies.
- Under Policy Framework, consider moving ‘Scope’ to the ‘Policy Application’ section as it more closely relates to the where and to whom the policy applies.
- The Scope should clarify that the policy will also guide the actions of recipients of the City’s community grants and other types of funding as appropriate.
- There were questions about the use of the word “New Westminster residents” and if the policy applies to non-residents – it should be clear that the policy applies to everyone.
- It was suggested that the word resident itself may be problematic and that an alternative term could be considered, such as ‘community member’.
- There was support for the comprehensive Definitions section noting that it captured the wide spectrum of status that individuals may be facing but there was also concern that this could put staff in a difficult position of having to interpret separated definitions that cover similar themes.
- It was suggested that reference to refugees be included in the Policy Statement alongside all the other status conditions reflected in the Definitions.
- The word ‘citizenship’ could be problematic for people who come from countries where no citizenship provided.

- Affected individuals should have the opportunity to review and comment on the draft policy.
- A majority of participants praised the City’s efforts in developing a “progressive policy”, and urged the NWPD to develop a corresponding policy.
- “Without fear” can be replaced with “with knowledge” since a policy may not always incite fear and also fear may not be removed because of this policy, fear may still be present for other reasons unrelated to this policy or regardless of this policy.
- The Policy should clearly state what services, programs, facilities it applies to including if it applies to services at arms-length of City (Century House Association cited as an example).
- Develop a list of services to which the policy applies.
- Reasons provided for disagreeing included concerns about illegal immigration, the potential use of taxpayer dollars, the possible impacts on municipal services, and the need for such a policy.

Policy Provisions – Access to City Facilities, Programs & Services and Identification, Privacy & Reporting

- It is important to ensure that the police in particular are required to conform, for example with respect to the relationship to CBSA.
- If we want to encourage full participation, need to consider how undocumented residents can participate as volunteers or within City activities.
- Overall happy to see this policy and satisfied with provisions.
- ‘Access’ is usually with the support of non-profit organizations because language is a barrier to many with precarious status, which impedes access to City services, programs, facilities.
- Fear is a big issue and individuals rely on non-profit organizations to help navigate (including because of language barriers).
- Listing all types of statuses could be confusing to the public, but it is important to make sure that it covers all experiences of precariousness. Keep in policy but simplify to ‘precarious status’ when communicating to public.
- The idea of safety is important; consider adding the word safety to the provisions.
- City services sometimes use external security guards who can be aggressive towards people (can cause profiling based on how you dress). Policy needs to apply to city sub-contract positions.
- Even if Policy does not apply to other agencies (i.e.: Healthcare), can still share this policy to create more knowledge.
- List all types of acceptable IDs as certain kinds of IDs reveal status. Important to address this in implementation (staff training) (examples cited included, a letter from a non-profit organization, lawyer or other representative).
- Consider establishing a City ID for that can allow people to access all services and programs, rather than at just one specific service.
- Should not have to prove who you are to participate in the City – there should be no questions asked.

- Example of Covid-19 Vaccines: Temporary health number provided to those who do not have ID, so they can still get vaccination. Same concept of access for all can be applied to this policy.
- Reasons provided for disagreeing included concern about not reporting to federal and policing agencies when asked and that identification should be required for providing evidence of financial needs or signing contracts.

Implementation – Training and Education

- Policy is a great tool, but implementation is the key and the most important aspects of implementation are training, funding, and guidelines shaped by affected communities.
- Anti-racism training (which includes profiling) and cultural awareness training should be fully integrated into Sanctuary City training. We cannot assume all front-line staff have the awareness they will need.
- Ensure that there is an adequate budget for City staff training, as this is essential to successful implementation of the policy. The City of Vancouver did not allocate sufficient funds and this contributed to the inconsistent application of its policy.
- Educate City management and staff as to the need for the policy, including through profiles and stories, which will build commitment towards implementation.
- Offer any unutilized training spaces to faith-based and non-profit organizations, as this is very much relevant to this sector too.
- Retain outside professionals to conduct the training rather than human resources staff, as it requires a specific skill set, including an understanding of entitlement and unconscious bias.
- Recognize that training materials should be prepared in consultation with those with lived and living experience, and that this takes adequate resources and time.
- Ensure that there is consistent application between departments and facilities, including the Fire and Police Departments.
- Ensure that there is continuous review and evaluation of the policy, including its implementation, with specific reference to training and education.
- Reasons provided for disagreeing included the potential use of taxpayer dollars.

Implementation – Communication & Public Awareness

- Human needs and civil liberties should supersede the enforcement of law.
- Educate the community as to the need for the policy, and how it benefits everyone, including those with uncertain, precarious or no immigration status.
- It is not enough to just inform the community, there needs to be a robust education piece that addresses unconscious bias
- Work closely with impacted communities and consult with affected communities with regard to the development of an emblem or a sticker which indicates that the facility or service abides by the Sanctuary City Policy – e.g., similar to Safe Harbour.
- Work with public partners, including School District #40, to ensure consistency with regard to similar policies or practices.
- Ongoing implementation (communications and training) is key.
- Emphasize the importance of communication and public awareness. People who benefit from this policy need to learn that it exists.

- City should share information with organizations who are dealing with refugees as they are the people who are most likely to seek out these services.
- Reasons provided for disagreeing included the potential use of taxpayer dollars and that there is no need for the policy based on the opinion that this is not a major issue in New West.

Feedback on Draft Public Information Brochure

- Utilize plain or simplified language, and visual images, to communicate key information.
- Important to translate the communications brochure into other languages. Need Arabic/ Swahili translation because not common to have materials in this language and community members have voiced this need.
 - Look at which languages overrepresented in refugee groups rather than census, which accounts for everyone.
- Include a statement in the brochure that New West Police will be adopting their own policy and that this one doesn't apply to policing

Implementation – Reporting & Evaluation

- Ensure that there are consequences for non-compliance with the policy, which will contribute to accountability.
- Need to ensure accountability if mistakes are made and important to communicate what the follow-up will be for staff who do not follow the policy.
- Reporting mechanism so that if an issue comes up with policy implementation, City staff has a way to track and see what steps are missing (e.g. staff asking about immigration status)
- Communicate the relationship between the DEIAR framework and the Sanctuary City Policy.
- Learn from other bodies and jurisdictions, including School District #40. More specifically, what worked and what did not work, and what are the lessons learned. Where possible, try to avoid preventable missteps.
- Consider reporting to Council within one year of policy implementation, particularly if there are breaches of the policy.
- Add a provision that the policy will be re-evaluated and revised over time (at least every 5 years)
- Reasons provided for disagreeing included the potential use of taxpayer dollars and that there is no need for a complaint protocol.

Feedback for New Westminster Police

- The Policy should apply to New West Police Department.
- Ultimately, best if this is a joint policy.
- The NW Police Policy should consider Transit Police and be as far-reaching as possible.
- Good that there is no MOU with CBSA, but go further with the NW Police policy stating there will be no active reporting to CBSA.
- “No line of communication between NWPD and CBSA” needs to be very clear in the NW Police policy.

- Need to ensure accountability if mistakes are made. For example, that there are procedures if a police officer becomes aware of a persons immigration status and reports it.
- Other NRPD policies, such as the Code of Ethics, should reflect the principles of the Sanctuary City Policy.
- Do members of the police force receive this (anti-racism, cultural sensitivity training now?



Attachment 4

Implementation

IMPLEMENTATION

Staff Training and Education – Implementation Phase 1 (July – September 2021)

Phase 1 implementation for staff training and education proposes a train-the-trainer delivery model that would involve training Managers and Supervisors from all City Departments on the policy, with a focus on the following key messages:

- What are the provisions of the policy?
- Why is it important?
- How does it affect my job? What do I do differently? What do I need to know?
- Where do I find information about the policy?
- Whom do I contact if I have questions?

Social Planning, with input from affected communities and support from Human Resources, would coordinate Phase 1 of staff training, and training materials would include:

- A PowerPoint presentation based on the above key messages.
- A Frequently Asked Questions handout.
- Copies of communications materials prepared for the community.
- Resources on unconscious and conscious bias and anti-racism.

Staff Training and Education – Implementation Phase 2 (Winter 2021)

The importance of anti-racism training and cultural awareness training as part of implementing Sanctuary City policies emerged as a key theme through the case study research and during engagement. A key part of training includes building awareness in staff and the deeper work of confronting one's unconscious and conscious bias. Given that the City has recently embarked on a Diversity, Equity, Inclusion and Anti-Racism framework (DEIAR), it would be beneficial for the Sanctuary City Policy to be aligned with and housed within that framework, which will include City-wide training anticipated to begin in winter 2021.

Communications and Public Awareness - Implementation Phase 1 (July – September 2021)

Phase 1 implementation for communications and public awareness will focus on the following key messages:

- What does it mean to be a Sanctuary City?
- How will it be applied?

- Who does it apply to?
- How does it affect me?

A user-friendly brochure was developed with feedback from the workshop with individuals with lived and/or living experience of no or precarious immigration status, the Multicultural Advisory Committee and WINS Local Immigration Partnership. The brochure underwent a plain language review by Literacy New West and will be translated into the following languages: Arabic, Tigrinya, Spanish, Farsi/Dari, and Swahili. These are the languages identified by local settlement organizations as most frequently spoken by their clients and guests.

Other communications and public awareness materials for Phase 1 include:

- A short video with the key messages from the brochure posted on the City webpage, shared through social media, with local settlement and social service organizations, and with public partners including the Fraser Health Authority and the New Westminster School District.
- Frequently Asked Questions posted on the City webpage.
- Links to resources on unconscious and conscious bias and anti-racism on the City webpage.
- A poster with key messages from the brochure placed in visible locations at all City facilities.

Communications and Public Awareness - Implementation Phase 2 (Fall / Winter 2021)

Identification was another key theme that emerged from the engagement process where it was noted that there could be individuals who do not have identification and that some types of identification could reveal immigration status. It was recommended that the City develop a list of all types of identification that would be accepted for those programs or services that require identification and that the list include options outside of traditional identification, such as a letter from a non-profit organization. Another recommendation was that the City develop a list of all the facilities, programs and services to which the Sanctuary City Policy would apply and indicate when identification would be required. These two lists would be developed collaboratively with all City Departments.

Reporting and Evaluation - Implementation Phase 2 (Winter 2021)

The need to ensure accountability if staff makes a mistake and asks for information about immigration status was highlighted at the workshop with individuals with lived and/or living experience of no or precarious immigration status. A reporting system for community members and follow-up by the City will be important to the success of the policy in achieving its primary objective of making sure that all community members feel welcome and safe when accessing the City. It will also assist with the evaluation of the policy over

time. A reporting and evaluation protocol will be developed in collaboration with all City departments and reviewed by affected communities.

Identification Bank – Implementation Phase 2 (Winter 2021)

Development Services staff, in collaboration with the COVID-19 At-Risk and Vulnerable Populations Task Force, are also looking into establishing an Identification Bank in New Westminster, where individuals would receive no-cost assistance in applying for identification to access financial assistance, government benefits, health supports and more. While such banks typically assist individuals with obtaining and/or replacing identification such as Canadian Birth Certificate, Canadian Citizenship Card/Certificate or Permanent Resident Cards, or applying for the BC Photo Services Card and/or the BCID Card, there is an opportunity to explore expanding the program to serve individuals with no or precarious status.