ABOUT THE CENTER FOR POPULAR DEMOCRACY

The Center for Popular Democracy (CPD) works to create equity, opportunity and a dynamic democracy in partnership with high-impact base-building organizations, organizing alliances, and progressive unions. CPD strengthens our collective capacity to envision and win an innovative pro-worker, pro-immigrant, racial and economic justice agenda.

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Building Identity: 
A Toolkit for Designing and Implementing a Successful Municipal ID Program

Introduction

For many residents, municipal ID cards provide meaningful access to civic and economic life that they simply would not otherwise have. Municipal IDs are identification cards issued by, or with the approval of, local governments (cities or counties). They feature the photo of the cardholder, along with other basic identifying information such as address and date of birth. The benefits tied to a municipal ID card vary depending on the locality, but typically all government agencies and officials (including the police) will accept the card as proof of identity in any interaction with a community member. In some cases they may also provide the cardholder with benefits at local businesses, museums, and entertainment venues. Although available to all residents of a city, the cards are particularly valuable for the most vulnerable community members—undocumented immigrants, the homeless, foster youth, the elderly, formerly incarcerated individuals, and others who may have difficulty obtaining and retaining other government-issued ID.

In February 2014, the Center for Popular Democracy released *Who We Are,*¹ a report surveying the 6 municipal ID card programs then in effect in the United States. Since then, communities have mobilized to win municipal ID programs in New York City;² Newark, NJ;³ Hartford, CT;⁴ and Johnson County, IA.⁵ These new programs build on the successes and lessons learned from cities that
pioneered the municipal ID concept, and take the idea to new levels—both in terms of scale and scope. For example, New York City’s program, “IDNYC,” has enrolled over 215,000 people in the first six months of operation, and has established partnerships with more than 30 local cultural institutions. Several additional campaigns are also underway in places as diverse as Phoenix, AZ; Charlotte, NC; and Austin, TX.

Several factors make municipal ID such a popular local policy strategy:

- First, it is a simple and cost-effective way to make a meaningful difference in the daily lives of community members. Without the right form of ID, a person may not be able to open a bank account or cash a check, see a doctor at a hospital, register their child for school, apply for public benefits, file a complaint with the police department, borrow a book from a library, vote in an election, or even collect a package from the post office. Municipal ID removes all of these barriers with a single stroke.

- Second, municipal ID can be a powerful symbol of inclusion and welcome towards marginalized community members. In all municipal ID cities, undocumented immigrants are now able to report crime without fear that the ID they present will provoke a call to immigration authorities. In New York and San Francisco, thanks to municipal ID, transgender residents now have ID cards that correctly reflect their gender identity. In New York City, Newark and
# Top Ten Best Practices for Municipal ID Card Programs

1. **Work with the community members and local advocates to develop and implement the program.** Local governments should make sure that those who most stand to benefit from the card are involved in the program from the beginning and that they are regularly consulted about how it is running and how it can be improved.

2. **Adopt the ID as the official ID card of the municipality.** Even if the program is administered by a third party (whether a private company or a non-profit) the card should be officially recognized by the city and should bear the city seal.

3. **Require all city agencies and offices to accept the card.** It is preferable to do this through legislation, but an executive order could also accomplish this.

4. **Avoid attaching a pre-paid debit card to the ID.** Instead develop partnerships with financial institutions to open broader access to services for cardholders.

5. **Allow cardholders to designate a gender of their choice.** And also include the option to have no gender displayed on the card.

6. **Establish a broad and flexible list of documents to prove identity and residency.** Ensure that the municipal ID is easier to obtain that state issued ID.

7. **Include alternative methods for proving residency for homeless individuals and survivors of domestic violence.**

8. **Include card features that will attract a wide range of applicants.** Benefits at local businesses and cultural venues, prescription drug discounts, partnerships with public transportation can all help make the card more attractive.

9. **Conduct trainings with the local police to ensure that they will accept the municipal ID in the field.** And incorporate the municipal ID into the patrol manual.

10. **Prohibit the retention of application documents.** The costs of data retention far outweigh the benefits.
Hartford, homeless residents will be able to access government issued ID without having to have a stable address.

- Lastly, at a time of total stagnation when it comes to federal law and policy on immigrant rights, economic inequality and racial justice, municipal ID is one way for local policy makers both to fill the vacuum left by Congress, and to begin empowering their constituents to demand the broader systemic change that is so desperately needed.

For a municipal ID card program to fulfill its potential for positive change in the life of the individual as well as the life of the community, the program must be:

- inclusive (available and accessible to all),
- protective (of cardholders’ freedom and privacy), and
- expansive (in the range of services and benefits it provides).

The purpose of this toolkit is to support communities, advocates and policy makers to design and implement municipal ID programs that meet those three criteria. In compiling the best practices outlined here, we relied on the experiences of those directly involved in the creation of municipal ID card programs, as well as the expertise of advocates with particular training in areas of relevance to these card programs (such as financial access, or privacy protection). There are three appendices to the toolkit. Appendix A contains a model municipal ID bill compiling all of the recommendations.
presented here into legislative language. Appendix B contains the text of all the municipal ID ordinances enacted to date. And Appendix C contains documents useful for advocating with banks to accept municipal IDs.

1. Establishing the Program

Most municipal ID card programs are established by an act of the local legislature, which lays out the parameters of the program—giving it a loose statutory framework while leaving some details of implementation to the administering agency. It is also possible to set up an ID program through a community-based organization (this is how the Mercer County ID came into existence), or through an executive order by the governing administration. There are several advantages to creating the program through ordinance. A statutorily-created program is much harder to dismantle than a program enacted through executive order, which can simply be rescinded by a new administration, or through a community organization, which can run out of funding or change priorities at any time. Creating the program through legislation also allows for control over certain aspects of the program. For example, several jurisdictions have written special accommodations for homeless and transgender applicants into their municipal ID bills (see section 5 on eligibility requirements, and section 7 on gender). Others have included in the text of the legislation a minimum list of documents that the city must accept as proof of identity and residency.

Most municipal ID bills also include language requiring all city officials to accept the card as proof of identity and residency. Putting these requirements into an ordinance that has the force of law also creates a mechanism for accountability and enforcement—the protection of vulnerable groups is not left up to the discretion of the program administrator, and the acceptance of the card is not left up to the discretion of individual city officials. Another benefit of establishing municipal ID by ordinance is...
that it allows the local government to ensure that there is no conflict between the local ID program and federal law (see section 3 on interaction with federal law). Finally, a statutorily created municipal ID program will be perceived as more legitimate both by cardholders and by local businesses, and will help the card gain currency in the community.

**Community Engagement**

Though the ideal method of establishing a municipal ID card program is through legislation, the program should not be designed exclusively by government officials. Of all the recommendations offered in this report, perhaps the most important one is that policy makers should develop their municipal ID card programs in direct and ongoing consultation with those the program is intended to serve. No two municipal ID card programs will be exactly alike because no two cities are exactly alike. In some communities the biggest urgency might be for unbanked residents to gain access to financial institutions. In another locality it might be for improved relations between police and immigrant residents.

Without the involvement of those in the community who most need and most stand to benefit from a municipal ID card, the program may be poorly designed to meet the relevant needs and provide the relevant benefits. In New York City, a broad coalition of advocates and stakeholders worked closely with the City Council to draft the IDNYC bill, and met regularly with Mayor de Blasio’s administration after the bill passed to consult about matters related to implementation. Deep community involvement not only ensures that the ID program will be responsive to community needs, but helps to secure buy-in from influential groups and individuals who can help build the credibility of the program and increase enrollment.
Although municipal ID was initially devised as a strategy for helping immigrant communities, cities with ID card programs have come to understand the importance of designing a program that will have appeal to as broad a cross section of the population as possible. An ID card that is viewed as an “immigrant card” risks ending up as a scarlet letter, and leaving immigrants no better off than they are relying on their foreign documents.

Some of the key constituencies that can benefit from, and should be included in the design and implementation of, a municipal ID card program include:

**Immigrants**

Most cities in the United States have a significant immigrant population, some portion of which is undocumented or under-documented. These immigrants make critical contributions to the civic and economic life, but often live in fear as a result of a lack of documentation. Undocumented people often have no valid ID to present to any local authority, cannot sign leases or open bank accounts, enter their children’s schools, and fear contact with government even if they qualify for particular benefits or need to report a crime. The hurdles that undocumented immigrants face were the inspiration for the original municipal ID card program – the Elm City ID in New Haven, CT. The needs of immigrant communities may vary widely from place to place, so it will be important for cities considering municipal ID to survey their immigrant communities as early as possible in the program design process.

**Transgender residents**

Transgender people are especially likely to face practical or financial obstacles to obtaining a government issued ID that reflects the gender with which they identify. This results in discrimination and harassment, as well as under-employment and reduced opportunities for transgender people. Transgender residents can educate local policy makers about the particular obstacles they face locally, and can provide recommendations about how to implement municipal ID so as to reach and serve
the transgender community. All staff who help to administer a municipal ID card program, especially those who have in person contact with card applicants, should receive mandatory training on working with LGBTQ communities (see section 7, on gender).

**Homeless residents**

A municipal ID card may also be attractive to many homeless residents, and to the many people with transient, changing living situations. Many homeless people do not have identification, or have identification that local police and local business do not accept. Often the primary form of ID that a homeless person has is an Electronic Benefit Transfer card (EBT card), which does not include an address. Homeless residents and their advocates can advise policy makers on establishing alternative address requirements for homeless individuals (for example by allowing applicants to use the address of a shelter or lawyer, or social services agency) (see section 5, on eligibility requirements for more information on homeless inclusion).

**Seniors**

Eighteen percent of all seniors do not have picture ID.\(^9\) Especially in cities, many seniors who do not drive do not have an incentive to go through the difficult and expensive process of compiling the documentation necessary to obtain a state issued photo ID. Oftentimes, seniors rely on Medicare or social security cards as forms of identification. Although acceptable in many contexts, these forms of ID lack a photographic image and address, which limits their usefulness. Since seniors, especially low income seniors, are a group especially in need of government services, a municipal ID card program should be designed to address any gaps in accessibility particular to local seniors.

**Youth**

Young people, especially those with unstable home environments, often have trouble obtaining IDs either because of the cost or because they do not have access to necessary documents. Youth of color are often targeted by police, and having valid ID can help them avoid being detained or issued a summons. A municipal ID card program that is designed to be accessible to youth can also be a way to connect youth with supportive services – such as afterschool programs, job search and training programs, and English language learning. Some jurisdictions also include emergency contact information on their cards, a feature that is particularly appealing to parents.

**Returning residents**

Residents returning to their communities after a period of incarceration often have difficulty obtaining government-issued ID, which in turn creates obstacles to securing housing, employment and city services. Cities should consult constituents who have returned from prison about the potential usefulness of a municipal ID card for returning residents, and considering integrating issuance of the municipal ID card into regular re-entry practices. Prison discharge papers should be accepted as proof of identity for the purposes of applying for the ID. All staff who help to administer a municipal ID card program, especially those who have in person contact with card applicants, should receive cultural competency training around working with the re-entry population.

**Privacy advocates**

Any new government program that involves collecting the personal information of especially vulnerable community members triggers privacy concerns. Policy makers should consult with local
privacy advocates and civil rights organizations early in the design process to ensure that unnecessary
document retention is minimal, and that the ID program is structured to limit the number of people
who have access to program records. (See section 4, for more information on privacy protections.)

2. Administering the Program

Establishing a municipal ID card program through local ordinance does not necessarily mean that
the program will be run by the local government. There are currently three models of administration
among existing municipal ID card programs.

Government-run programs

Where possible, having the municipal ID card program run directly by the local government will
usually be ideal. Administration by a city or county agency allows for close control and oversight
of program operations, and for smoother integration of the ID with other city services, and better
communication about ID use and acceptance with other government offices and agencies that will be
interacting with card holders.

New Haven, San Francisco, New York City, and Newark all currently run their ID programs through a
designated city agency. In each, the city also collaborates closely with key community organizations
and stakeholders to ensure broad access of the program.

Private vendor programs

As of now there are two cities—Richmond, CA and Oakland, CA—whose programs are run by a
private company. Both cities use a single company, known as SF Global, which offers a pre-paid
debit card option with its ID cards and lobbies aggressively in cities considering municipal ID.11 (See
section 9, for more information on pre-paid debit cards and best practices in the area of financial
access.) One of the main reasons that cities consider the third party vendor option is cost. Funding
municipal ID can be challenging especially in smaller cities with more conservative local governments.
Contracting out can appear attractive because it can allow cities to avoid some of the initial expense
and work of program set-up and administration.

But the private vendor shortcut has drawbacks.12 The stability of a city’s ID card program should not
be made dependent on the long-term viability of a single private company. Working with a third party
vendor can also be logistically difficult. In Oakland there were significant delays between the adoption of the ordinance creating the program and the start of card issuance. In Richmond, no cards have yet been issued at all because the contract with SF Global has yet to be finalized.\(^\text{13}\)

Lastly, working with a third-party vendor raises privacy concerns. Although municipal ID cards work best when they are used by all residents, in practice these are programs that serve large numbers of low-income people, people of color, and immigrants—many of whom are especially vulnerable to exploitation. Custody of their sensitive personal information should not be entrusted to a private company whose business practices are not approved or monitored by the city.

One alternative for cities that want to pursue the third party vendor option is to partner with a local credit union. Credit unions typically have good relationships and reputations in the community, and they are not motivated by profit. They are locally rooted institutions that are physically present in the city and accountable to the residents they serve. Credit unions can connect municipal ID program participants with holistic financial services (checking accounts, savings accounts, credit services). Phoenix, AZ, is currently in the process of developing a municipal ID card program that would be run through a local credit union—one that has earned the trust of the immigrant community there.

### Programs run by community organizations

A third model for administering municipal ID is exemplified by Mercer County, NJ, where a community organization—Latin American Legal Defense and Education Fund (LALDEF)—is in charge of administering the program.\(^\text{14}\) In 2008 LALDEF convened the Tremendously Trenton Coalition (TTC), which included the Trenton Fire and Police Departments, the Trenton Public Schools, several community churches, civic associations, businesses such as CVS pharmacies, and a legal services organization. TTC’s mission was to integrate immigrant populations into the community and support immigrant community leaders. In 2009, TTC and LALDEF launched an ID program in Trenton, New Jersey and within a year had issued more than 1,000 IDs. LALDEF then approached police and city leaders in Princeton, and by 2010 had expanded the ID to Princeton. Within months, other local governments in Mercer County also began to recognize it. Now the ID is used county-wide, and LALDEF has issued more than 5,500 CIDs. The cost of running the program is more than covered by ID card fees.\(^\text{15}\)

The Mercer County ID is currently the only municipal ID program run by a community organization and it is one of the most successful programs in the country. One of the big advantages the Mercer ID had at the outset was the reputation and strong relationships that LALDEF maintains both within the community and among the different government entities whose buy-in was necessary to the success of the program. The only downside to the Mercer County model is that it may not be easily replicable in all localities. LALDEF started the ID card program amongst its own members and slowly built cooperation with the government agencies and with the business community. Not all communities will have an organization with the capacity to build a program in this way, and not all local government agencies will—without a legal requirement—voluntarily collaborate with community members to sustain it.

In theory, a city could decide to use one or more community-based organizations as the contractors for the administration of the card program. In adopting such a model, it would be important for cities to ensure that the designated organizations not only had the staff capacity and infrastructure to handle

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“Everywhere you go you need an ID. I get rejected a lot, even at the hospital. I went in for an emergency and I didn’t have an ID to show.”

—Carmen Barbosa, Mercer County ID card holder
demand for the card, but that such organizations were known and respected in the community, and able to reach a large and diverse segment of the population across geography and demographics.

### 3. Interaction with Federal Law

There is no federal law prohibiting a municipal government from issuing its own ID cards.\(^{16}\) Municipal ID cards fall squarely within long recognized local “police powers,” giving municipalities the authority to enact laws for the welfare of their residents.\(^ {17}\)

Nor does any provision or set of provisions in federal law pre-empt the municipal ID concept. To be pre-empted, a state or municipal law must either occupy an area of law in which the federal government has exclusive power, or conflict with federal law in such a way as to make adherence to both federal and local law impossible.\(^ {18}\) Although municipal ID card legislation does typically contain language explicitly extending card benefits regardless of immigration status, none of the municipal ID laws in effect today effect the operation or enforcement of federal immigration law itself. There is nothing in any existing municipal ID legislation that attempts to regulate immigration, or that interferes with the execution of immigration policy. Municipal ID card programs are offered to all residents of a city, not exclusively to the undocumented population. The only court to rule on municipal ID so far found San Francisco’s municipal ID card program not preempted by federal law.\(^ {19}\)

Nor are municipal IDs preempted by the federal REAL ID Act.\(^ {20}\) The REAL ID Act requires states to obtain proof of legal immigration status before issuing an ID, if the state ID is to be used for federal purposes.\(^ {21}\) None of the current municipal ID card programs do seek to have their IDs accepted for federal purposes, and most jurisdictions have been clear in their outreach and education about the card that it is not an acceptable form of ID for travel, or for any other federal purpose.

Finally, municipal IDs are legally unproblematic under the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996, which bars state and local governments from
providing "state and local public benefits" to unlawfully present noncitizens unless the state enacts legislation that "affirmatively provides" for their eligibility. ID cards do not count as benefits under the PRWORA definition, which includes as "any grant, contract, loan, professional license, or commercial license provided by an agency of a state or local government or by appropriated funds of a state or local government," or "any retirement, welfare, health, disability, public or assisted housing, postsecondary education, food assistance, unemployment benefit, or any other similar benefit for which payments or assistance are provided to an individual, household, or family eligibility unit by an agency of a state or local government or by appropriated funds of a state or local government." Although a municipal ID card may be helpful to residents in securing benefits to which they are already entitled, it does not confer any new benefits not already available to an individual under existing law.

4. Privacy

For a municipal ID card program to be successful, residents need to know that they are not putting their own security, or the security of those they love, at risk. Immigrants, and other groups that have a history of being targeted by unjust law enforcement practices may not be willing to apply for a municipal ID card if they believe their personal information may be shared with local or federal law enforcement agencies. For undocumented immigrants in particular, it will be a deterrent to participation in the municipal ID card program if the community believes that such participation could subject them to scrutiny by Immigration and Customs Enforcement (ICE), and possibly lead to detention or deportation.

Understanding these fears, the vast majority of municipal ID card programs around the country have prohibited the copying or retention of documents presented to prove identity or residency. In New Haven, San Francisco, and Mercer County, NJ, municipal ID card programs have run smoothly for years without copying or retaining personal documents of applicants. San Francisco, and—more recently—Newark and Hartford, have included language in their municipal ID legislation forbidding the retention of any underlying application documents, including copies, in the administration of the program.23

The only city-run municipal ID card program that stores applicants’ personal documents is IDNYC. The New York City municipal ID law does include protections for the documents it retains (such as requiring a subpoena for third parties to access data, destroying stored information after two years). Some local advocates remain concerned that the IDNYC database (which keeps copies of documents such as birth certificates, drivers’ licenses, utility bills, etc.,) is vulnerable in the event of litigation by federal law enforcement or by private anti-immigrant groups. There is also some concern that the database may be accessed through extrajudicial processes, such as those available to the federal government under the USA PATRIOT Act, and through collaborations between local governments and federal law enforcement agencies.

The other two cities that do retain copies of underlying application documents are Richmond and Oakland, in California. As described above, both of these cities contract their municipal ID programs out to a third party vendor, SF Global, which offers the option of attaching a pre-paid debit card function to the municipal ID card. In order to comply with banking regulations that govern debit cards, SF Global is

“For our community to feel safe, it was important that the city of San Francisco protect the privacy of all municipal ID card applicants. The city does not store keep copies of anyone’s underlying application materials, and the program has run smoothly without any document retention.” —Eric Mar, San Francisco Board of Supervisors
required to keep copies of documents for five years (see section 9, for a fuller discussion of the debit card option and financial access more generally). Given that there are other, more comprehensive, methods of using municipal ID to broaden financial access for unbanked communities, the convenience of the debit card option is likely not worth the privacy trade-off in most localities.

Unfortunately, the fears that immigrant communities have when it comes to sharing their personal information with local government are well founded. For example, states that have passed laws allowing undocumented immigrants to obtain drivers’ licenses have found that ICE has accessed the database to track down immigrants to detain and deport. The Department of Homeland Security is currently fighting litigation initiated by immigrants who are concerned about how ICE is using the DMV records. And the concerns are not just about law enforcement abuse. For example, in New Haven, anti-immigrant groups sought to use the state’s freedom of information law to obtain the list of those enrolled in the Elm City municipal ID program, intending to turn the records over to ICE. Ultimately, the state agency denied the request. Connecticut’s Freedom of Information Commission upheld the decision, specifically citing pervasive violence and threats to the immigrant community.

Because there is no way to guarantee that information retained in the administration of the program will not end up in the hands of federal immigration authorities (or in the hands of private actors motivated by anti-immigrant animus), it is crucial that cities retain no information beyond that which is necessary to the administration of the program. In addition to the risk that retained documents will be shared and used in ways that the city never intended, there is also the deterrent effect that the retention of documents will have in communities that most need the municipal ID card. Whether or not it is actually likely that an individual will come to the attention of ICE through the sharing of information obtained through municipal ID, the knowledge that such an outcome is even possible will be a serious factor for any person considering applying for the card.

There is often no need to keep copies of application documents. In most cities, program staff are trained in document review. Applicants present their proof of identity and residency, staff members authenticate
the documents there on site and then return them to the applicant. The only information that the administering agency keeps on file is the information contained in the application form. This information, though less sensitive, should also be closely protected. The number of staff who have access to it should be limited, and the database in which it is stored should not be linked to any other databases.

If a city feels it must keep copies of underlying application documents, there are ways to mitigate the potential harms to applicants, including:

- limiting the types of documents that may be retained;
- redacting non-essential information;
- requiring a judicial warrant for disclosure of retained documents;
- requiring that retained documents be destroyed after a period of time;
- requiring the city to issue a public report every quarter listing all requests for access to the data that it has received from any third party and an account of how each request was handled.27

The best way to ensure the privacy of municipal ID card program participants is to write protections into the enacting legislation that (1) prohibit retention of underlying application documents (or copies thereof) altogether, and (2) prohibit disclosure of information about municipal ID card applicants to any public or private entity. It is important that the law be clear that this includes not only data contained on application forms, but also the fact of any individual having submitted and application at all. The model legislation contained in Appendix 1 of this report includes provisions designed to do both of these things.

5. Eligibility Requirements

All municipal ID card programs require that applicants prove identity and residency, but programs differ in the kinds of proof they accept in each of these categories. Eligibility requirements are one of the most important aspects of any municipal ID card because they determine how accessible the ID card will be to community members who have difficulty obtaining other forms of government issued ID. While it is essential for the legitimacy of the card that cities do verify identity and residency, cities should ensure that they accept as many different kinds of documentation in as many different combinations as possible. If a municipal ID is nearly as restrictive as state-issued IDs in its application requirements, the program will end up shutting out the very people it intends to benefit most.

Cities should survey their populations early in the program design process to find out what kinds of documentation people tend to have access to, and what types are more difficult to obtain. This will vary from place to place depending on such factors in the local population as age, nationality, immigration status, and degree of contact with the criminal justice system, as well as geographic factors such as accessibility of foreign consulates and the quality of public transportation. In addition to developing as expansive a list as possible, cities should be flexible in how applicants may combine those documents to reach a threshold level of proof in both the identity and residency categories. IDNYC, for example, uses a point system similar to what is in effect at many state DMVs.28

“IDNYC unites New Yorkers under one banner. The card allows New Yorkers to come out of the shadows, especially undocumented immigrants who could not even open up a bank account previously.”

—José Peralta, New York State Senator
Lastly, cities should take special steps to address the burdens that homeless individuals and victims of domestic violence often face in proving residency. Applicants should be permitted to use the home address of a local family member, or the address of a local shelter, social service agency, or legal service provider as their municipal ID card address.

For documents submitted to prove identity, cities should accept documentation expired as long as 10 years ago.\textsuperscript{29} Passports and drivers licenses, for example, that have expired for travel purposes or for driving certification purposes, are not a necessarily a less legitimate proof of the individual’s identity, as long as the applicant still resembles the photographic image on the ID.\textsuperscript{30} For documents submitted to prove identity, municipal ID programs typically require that those documents not be more than 60 days old.

**Suggested document list for proof of identity:**

(Not all of the documents in this list need be given equal weight. Cities should allow for applicants to combine several different forms of documentation to prove identity.)

- U.S. or foreign passport
- U.S. state driver’s license
- U.S. state identification card
- U.S. permanent resident card
- Consular identification card
- Photo identification card with name, address, date of birth, and expiration date issued by another country to its citizens or nationals as an alternative to a passport for re-entry to the issuing country
- Foreign birth certificate
- Birth certificate of applicant’s child, issued by a State or Territory, or a locality of a State or Territory, or by the U.S. State Department, listing applicant as birth parent
- Social Security card
- Foreign national identification card
- Foreign driver’s license
- U.S. or foreign military identification card
- Current visa issued by a government agency
- U.S. individual taxpayer identification number (ITIN) authorization letter
- Certificate of naturalization
- Current U.S. Employment Authorization Document (EAD) or work permit issued by U.S. Citizenship and Immigration Services (USCIS) with date of birth and expiration date
- A U.S. Tribal photo ID with photo, address, signature, date of birth, and expiration date.
- Photo ID issued by an accredited U.S. educational institution
- U.S. school transcript from high school or post-secondary school
- U. S. high school diploma, high school equivalency diploma, or U.S. post-secondary school, college or university diploma.
- Employee Identification Card from Employer Located in U.S.
- U.S. Union photo ID
- U.S. voter registration card
- Selective Service registration card
- Prison discharge papers
- Certificate of marriage, domestic partnership, civil union, divorce or dissolution of marriage, domestic partnership or civil union
- Electronic benefit transfer (EBT) card
- Municipal ID (Applicants should be able to rely on a current or expired municipal ID card to prove identity to obtain a new one.)

**Suggested document list for proof of residency:**

(Not all of the documents in this list need be given equal weight. Cities should allow for applicants to combine several different forms of documentation to prove residency.)

- Utility bill
- Current residential property lease
- Local property tax statement dated within one year of the date it is submitted
- Local real property mortgage payment receipt
- Bank account statement
- Proof that the applicant has a minor child currently enrolled in a school located within the city
- Employment pay stub
- Jury summons or court order issued by a federal or state court
- Federal or state income tax or refund statement dated within one year of the date it is submitted
- Insurance bill (homeowner, renter, health, life, or automobile insurance)
- Written verification issued by a homeless shelter that receives city funding confirming at least fifteen days residency
- Written verification issued by a hospital, health clinic, religious organization or social services agency located within the city confirming at least fifteen days residency

The enacting legislation for the municipal ID card program should set out a minimum set of documents that the city MUST accept as proof of identity and residency, but should leave it up to the administering agency to expand that list at its discretion. Program staff should regularly evaluate whether the list of accepted documents is appropriately tailored to the needs of the community, and should adapt and update the list of accepted documents periodically.
6. Security

Municipal ID cards should be designed, and programs implemented, in such a way as to prevent fraud and misuse. There are three main components to card security:

Card design

One of the simplest ways to prevent fraud is by making the card difficult to counterfeit. Cities have incorporated a range of design features to accomplish this, including:

- Card is made of certain stock thickness and material
- Card stock inventory is laser engraved with a serial number
- Fine-line pattern background
- Embedded watermark
- Foil stamp of city seal
- Ultraviolet Ink
- Holograms
- Tamper-proof magnetic stripe
- Tamper-proof signature pane

Document authentication

The document authentication process is another important component of card security. Staff should be trained in document review and provided with the necessary equipment and information to evaluate document authenticity. In New Haven staff received training from foreign consulates on authenticating foreign documents, and they are provided with a reference guide depicting and describing the range of documents that they may encounter.

Penalties for misuse

Cities may also deter fraud by establishing penalties for misuse in the enacting legislation. It is not necessary or advisable for cities to establish criminal penalties, and municipal ID card fraud will likely already be covered by existing fraud statutes in the state criminal code. If a city chooses to attach penalties to card misuse, those penalties should civil penalties, punishable by small fine. Hartford’s legislation permits, but does not require, the city to punish misuse with a fine of $100. The model legislation contained in Appendix A of this report includes language based on Hartford’s ordinance. Community members may also wish to advocate for a program with no designated penalties, as in
the enacting legislation for IDNYC. This option is also acceptable, although including a civil penalty may help to deter prosecution under the criminal law fraud provisions.

Notably, there have been almost no instances of suspected fraud in any of the jurisdictions that currently run municipal ID card programs. When IDNYC released its first quarterly report to the City Council in March 2015, there were only two instances of possible fraud detected among more than 100,000 processed applications.

7. Gender

For transgender people, the difficulty of obtaining ID that reflects a person’s preferred name and gender identity means that many transgender people do not feel safe or comfortable using an ID card. Presenting a mismatched ID when applying for a job or for housing, when interacting with police or simply trying to enter an office building can mean harassment, humiliation, or violence. Many transgender individuals are forced to rely on fake IDs or completely avoid activities that require showing an ID that “outs” them as transgender. Some refuse to carry any ID at all. This problem results in less employment and fewer opportunities for transgender people, driving transgender people into underground economies where ID is not required, and perpetuates the risk of violence or arrest.

One of the innovations of IDNYC was the option for cardholders to choose the gender with which they identify, regardless of the gender indicated on their supporting application documents. This aspect of the program led to wide adoption rates in the transgender community. IDNYC expanded this feature to allow applicants to choose the gender with which they identify, or to choose not to have gender displayed on the card at all. The transgender community in San Francisco participated in the advocacy for municipal ID program there, and thanks to their work the San Francisco ID card also does not display the cardholder’s gender.

Recommendations for transgender inclusion

- Municipal ID card programs should establish clear and easy means by which a holder of a municipal card or new applicant will be able to change the name on their municipal identification card.

- For card-holders who later change their name or applicants whose application documentation might not reflect a legal name change, providing proof of a legal name change to the administering agency should be adequate documentation to change the name on an existing municipal identity card or to use a name on a new municipal ID card.

- All applicants should be allowed to self-attest to the gender marker included on the face of their ID card.

- All applicants should be allowed to choose to have no gender displayed on their ID card.

- All staff administering the ID card program should receive mandatory training on working with LGBTQ communities to ensure that LGBTQ communities can safely access services and identification cards.
Fee waivers should be available for applicants who are homeless or receive any form of government assistance.

8. Law Enforcement Participation

In many cities, especially large urban centers, one of the primary potential benefits of a municipal ID card program will be improved relationship between the community and the local police. New Haven Assistant Chief of Police Luiz Casanova remarked that, “The New Haven Resident Card has been very helpful from a law enforcement perspective. Since the card was introduced, crime reporting has increased in Fair Haven, yet there were double-digit drops in every category of crime. Overall, the card has improved interactions between police and undocumented residents, and has played an important role in building relationships and respect.”

Individuals who do not have ID are often afraid to report crime, or to solicit the help of local police in any situation. Not having a valid ID to present when stopped by law enforcement can mean being arrested and jailed for violations that would otherwise be handled with a court summons. It is important that cities invest the necessary time and resource to fully integrated the municipal ID card with law enforcement policies and practices. Municipal ID legislation should explicitly mention local police among the agencies that are required to accept ID. The city should conduct trainings with police on the new ID, and practices around the ID should be incorporated into police manuals and regular training procedures going forward.

One of the most exciting aspects of municipal ID as a policy strategy is its potential to expand financial access across communities that traditionally have large numbers of unbanked people, and who tend to have difficulty obtaining credit cards and other financial services. With the right design and implementation, a municipal ID card can help immigrants, young people, and others who frequently face barriers to meeting banks’ ID requirements, get access to safe, regulated and affordable financial services and credit.

The best way to approach the financial access component of a card program is to work with banks, credit unions, money transfer companies and other financial services providers to ensure that those entities accept the municipal ID as proof of identity and residency.

Regulations require banks to verify (at a minimum) a customer’s name, date of birth, address, and an identification number—which may be taken from a taxpayer identification number, a passport, an alien identification card, or any other government-issued document indicating nationality or residence and bearing a photograph or similar safeguard. All of the government issued municipal ID cards in
circulation today conform to this standard, and there is nothing else in the current federal regulatory scheme to prevent banks from accepting municipal ID cards as a means of proving identity. Several cities have already secured the cooperation of local banks to ensure that residents will be able to rely on their municipal ID cards to access services. Four banks and eight credit unions currently accept IDNYC for the purpose of opening a bank account. San Francisco has worked out agreements with six credit unions, which now accept their card. In New Haven, the Elm City ID is accepted by Bank of America, Citi Bank, Chase, and Sovereign Bank. As municipal ID programs become more and more common and financial institutions become more familiar with city-issued cards, the list of banks that accept them should grow and will likely start to include many of the larger financial institutions.

Another way that some cities are using municipal ID to address the needs of their unbanked community members is by attaching a pre-paid debit card (a Mastercard) to the ID. As mentioned above, SF Global is currently the only company, providing this service in the municipal ID context. SF Global administers the municipal ID programs in Oakland (where the pre-paid debit card program is up and running) and in Richmond (where no IDs have yet been issued). One of the concerns that many community members have with this model is that there are significant fees associated with the Oakland card. As of August 2013, SF Global charged $.75 for each debit transaction, a flat monthly charge of $2.99, a $1.75 fee for calling customer service, and $1.50 for an in-network ATM withdrawal. Consumers Union has characterized these transaction fees as unacceptably high and noted that the service falls below the standards of traditional bank services. As the New Economy Project has pointed out, cities “risk real reputational harm by affiliating with the prepaid debit card industry, and should not through a municipal ID program effectively steer people to products that are not fully regulated.” “Cities like Oakland, California, that have added a prepaid debit function to their municipal IDs—as well as numerous states that pay unemployment and other benefits on prepaid cards—have not avoided these pitfalls, and have received extensive negative publicity as a result. Also, the prepaid card industry is coming under increased scrutiny by regulators and enforcement agencies, given the poor consumer protections and host of security issues associated with prepaid debit cards, which are particularly vulnerable to fraud. In fact, some banks and prepaid card companies are exiting the business for these reasons.”

Furthermore, pre-paid debit card users are poorly protected by federal regulations. Money loaded onto pre-paid debit cards cards might or might not be fully FDIC-insured, depending on how the card program is set up. By contrast, the federal government fully insures all bank and credit union accounts up to $250,000. Bank and credit union accounts are also covered by federal protections (Electronic Funds Transfer Act and Regulation E), which provide important error resolution and other rights to accountholders if funds are lost or stolen. These protections do not apply to general-purpose reloadable prepaid cards. Cardholders receive protections only if prepaid card companies voluntarily offer them. As a result, resolving fraud is typically more difficult with prepaid cards than with a bank or credit union account. Compounding the problem, prepaid card users do not have access to in-person assistance to resolve disputes; customer service typically consists of foreign call centers where representatives read from scripts.

A further problem with the pre-paid debit card model is that by attaching a debit card function, cities trigger regulations that set a much higher threshold for proof of identity and residency than that set by most cities running municipal ID card programs. In fact the document requirements associated with
pre-paid debit cards are in some cases more restrictive than typical state drivers license laws, and will likely exclude large portions of the population that municipal ID is designed to serve. The regulations governing pre-paid debit cards may also require vendors retain copies of a cardholder’s underlying application documents for five years, which—as discussed above in section 4—is a practice that raises serious privacy concerns. Although information retained by debit card companies is protected to some extent by confidentiality provisions in the federal financial regulations, it is not at all clear what the outcome would be of litigation by a government or private entity to gain access to such a database.

For all these reasons, advocates strongly discourage the use of the pre-paid debit card option in concert with municipal ID card programs.

10. Benefits and Incentives

One of the ways that cities are working to ensure broad participation in their municipal ID card programs is by attaching various features, benefits and incentives to their cards that go beyond access to government services, and that help to pull in people who do have access to other forms of government issued ID. Some examples include:

- Discounts at benefits cultural institutions
- Discounts at benefits at local businesses
- Ability to use the municipal ID as a transportation card
- Ability to use the municipal ID as a prescription discount card
- Ability to use the municipal ID as a library card
- Ability to use the municipal ID for access to city parks or recreation centers
- Inclusion of emergency contact information
- Inclusion of medical information (such as allergies or conditions such as diabetes)
- Ability to self-designate as an organ donor
- Waiver of municipal ID card application fee for some period of time after initial launch (In New York City, IDNYC is free for the first year.)

“Allowing Municipal ID holders access to some of the city’s top cultural institutions will enrich the lives of these residents and in doing so enrich the city’s immigrant and native-born communities.”

—Juan Hernandez, District Leader of 32BJ of the Service Employees International Union

11. Costs

The costs of running a municipal ID card program vary widely depending on the size of the city and method chosen for administering the program. By far the biggest cost of running a municipal ID card program is staffing. In some locations, existing staff receive additional training in document review. In other locations, new employees have been hired to staff the program. There is usually a slightly heavier initial outlay cost for things like card design, purchase of the necessary materials to produce the cards, and outreach and advertising about the program.
New Haven’s Elm City Resident Card (ECRC), launched in 2007, is administered by the Office of New Haven Residents. The program relies on private funding as well as revenue generated from card application fees ($10 for adults, $5 for children). The annual expenditures for the program for the 2008-2009 year were $200,672, while card fees and credit amounted to $49,862—for an annual budget of approximately $150,000.

San Francisco’s City ID program, launched in 2009, is administered by the City Clerk’s Office. This program had startup costs of $828,000, excluding rent, in its first year. Its ongoing annual cost is $323,000. The fee for the card is currently $15, or $5 for low income residents. City ID Card revenue was about $39,000 for FY13-14, covering about 10% of the annual operating costs.

In Mercer County, the initial expenses of the ID program were a set of donated, used laptops, ID making software, ID printer, blank cards and ribbon cartridges, which together cost approximately $2,000. LALDEF recouped its investment within a month, by charging $10 a card (which is waived in cases of economic hardship). Annual operating costs are now approximately $1,100, excluding administrative supervision. The program relies on 100% volunteer staff. LALDEF also helps to reduce costs and demands on volunteer time by offering ID application processing at community events. This model could also be adapted by government run programs, both to reduce costs and to build partnership with community based organizations and those they serve.

By far the most expensive program so far is IDNYC, which received an initial allocation of $8 million, plus an additional $5 million after enrollment far exceeded expectations. Although New York City has invested heavily in the launch of IDNYC, it is not necessary to spend millions of dollars to run a successful municipal ID card program. New York City’s investment reflects its unique size and spread, and smaller cities like those described above should be able to reach a similar proportion of their residents with a much small investment.
Conclusion

Municipal ID cards are taking hold in cities across the country as a strategy to promote community inclusion, financial access, and improved relationships between residents and local government. As more cities establish their programs and include new innovations, we are discovering more about strategies to adopt, and pitfalls to avoid. This toolkit is an overview of what we have learned to date, though the coming months and years will surely take municipal ID to new levels. Every city is different, and not all of the recommendations laid out here will work for every locality. They key to any program’s success is ongoing collaboration with the community and with advocates throughout the life of program the make sure that the ID card is meeting the needs of the local people, and that it is accessible to everyone—especially those who face barriers to obtaining other forms of government issued ID.
A Toolkit for Designing and Implementing a Successful Municipal ID Program

Notes


2. The IDNYC website is available at: http://www1.nyc.gov/site/dnyc/index.page


9. None of the municipal ID card programs currently in existence were created by executive order. Whether a mayor or other executive would have the power to enact a municipal ID card program administratively would depend on the division of powers between the legislature and the executive in the given locality.


11. For example, a representative of SF Global attended a hearing on municipal ID in Hartford, on May 18, 2015, and testified about the benefits of attaching a pre-paid debit card to the ID. In her testimony she announced her upcoming visits to several other cities, including Chicago and New Haven, to provide information to policy makers about the debit card option.

12. SF Global is currently the only company in the municipal ID business. In both Oakland and Richmond there was only one other company that bid for the contract, and SF Global was deemed vastly more qualifies in both cases.

13. Officials involved in Los Angeles’s planned municipal ID program have reported that the process of issuing and awaiting responses to LA’s RFP for a prepaid debit card provider took more than a year, garnered no viable proposals, and ultimately stymied the program’s rollout. Eight Reasons why NYC Should Not Add a Prepaid Debit Function to its Forthcoming Municipal ID Program. New Economy Project Fact Sheet, May 2014. On file with author.


15. Id.


18. Id., at 2501.


22. 8 U.S.C. §1621(c)(1)(A), (B).

23. See Appendix B of this report for the full text of the San Francisco, Newark and Hartford legislation.


New York City incorporated many of these protections into the enacting legislation for IDNYC. See text of the bill in Appendix B of this report.

A copy of the IDNYC point system is included in Appendix B of this report.

Accepting expired documents as proof of ID is quite common. For example the states of Georgia, Washington, Colorado, and New York all accept expired IDs (from between 1 and 10 years expired) as proof of identity by drivers license applicants.

For example the new municipal ID card legislation in Hartford, CT, stipulates that the city should accept documents expired up to 5 years for proof of identity. See Appendix B of this report for the full text of that ordinance.

In most cities, staff simply inspect documents on site using methods taught during authentication training. But larger cities may wish to invest in passport readers to make the process quicker.

Elm City Resident Card Information packet, City of New Haven. On file with author.

Katie Honan, Two Instances of Possible Fraud Among 100K Applications in NYC ID Program. DNAInfo. April 2, 2015. Available at: http://www.dnainfo.com/new-york/20150402/corona/2-instances-of-possible-fraud-among-100k-applications-nyc-id-program


31 C.F.R. 1020.220. See also, Letter from the Board of Governors of the Federal Reserve System, April 30, 2015. Appendix C of this report.

http://www1.nyc.gov/site/idnyc/benefits/banks-and-credit-unions.page


Elm City Resident Card Information Packet. Shared by City of New Haven with Center for Popular Democracy, on file with report authors.


Letter from Mishelle Jun of the Consumers Union to Denise Belser of the National League of Cities (May 3, 2013), available at: http://consumersunion.org/wp-content/uploads/2013/05/NLC_Ltr_5_13.pdf. SF Global’s business model depends on the fees they charge through the pre-paid debit cards they offer. Although the debit card is presented as an “option” that program participants are free to refuse, SF Global has an obvious incentive to encourage applicants to elect to sign up for the card. The potential for coercion and exploitation is high, especially given that SF Global control over the administration of the municipal ID program and the entire application process.


Elm City Resident Card Information packet, City of New Haven. On file with author.

Elm City Resident Card Information packet, City of New Haven. On file with author.

Olena Savyshtska interview with San Francisco County Clerk’s Office, April 7, 2015.

Olena Savyshtska interview with Maria Juega, LALDEF, April 6, 2015.

The Mercer County ID is paid for entirely through application fees.

Appendix 1: Model Legislation

AN ACT CONCERNING THE CREATION OF A MUNICIPAL ID CARD PROGRAM

SECTION 1. LEGISLATIVE INTENT

A. The legislature finds that many residents of [municipality] are unable to obtain government-issued identification that is required to fully participate in [municipality’s] rich society. This barrier leaves thousands of individuals — including immigrants, homeless people, transgender people, senior citizens and young people, formerly incarcerated people — without access to critical services, benefits, and cultural, educational, and civic opportunities. It is the intent of the legislature to build [municipality’s] standing as a welcoming and inclusive center for all residents, without regard to a person’s race, national origin, religion, sex, sexual orientation, gender identity, disability, or immigration, housing, or financial status. Further, it is the intent of the legislature that the municipal identification card should affirm the gender identity and resident status of all [municipality] residents.

B. [Municipality] offers an array of cultural, educational, and civic opportunities meant to be accessible to all members of our community. The legislature intends to create a municipal identification card that can be used to expand access and incorporate more members of [municipality’s] diverse community into the rich fabric of civic life.

C. By authorizing the creation of this program, the legislature does not intend to expand identification requirements for access to basic services or exercise of constitutional rights. The program should not be used as a proxy to require individuals to produce government-issued identification to access services and benefits where such identification is not presently required, such as registering to vote, casting a ballot, or accessing government buildings.

D. The legislature further recognizes that transgender and gender non-conforming individuals may have particular challenges in obtaining identification cards that reflect their gender identity, due to stigma and burdensome administrative policies for changing gender on other identification documents. This increases the likelihood they will experience discrimination in seeking employment or housing, or otherwise participating cultural or civic life. It is our intention to make the program affirming to transgender residents by allowing for applicants to obtain identification that reflects their gender identity, regardless of assigned birth sex or gender designation on previously-issued identity documents.

E. Finally, legislature seeks to preserve the safety and privacy of all [municipality] residents. It is the intent of the legislature that personal data gathered during the application process should be destroyed or maintained confidentially.

SECTION 2. DEFINITIONS

A. “[Municipality] ID Card” shall mean an identification card issued by the [municipality] that shall, at a minimum, display the cardholder’s photograph, name, date of birth, address, and an expiration date. Such card shall also, at the cardholder’s option, display the cardholder’s self-designated gender. Such identification card shall be designed in a manner to deter fraud.

B. “Resident” shall mean a person who can establish that he or she is a current resident of [municipality] pursuant to Section 5 of this Act.
SECTION 3. MUNICIPAL IDENTITY CARD PROGRAM

The [designated administrative office or agency] shall administer the municipal identity card program and shall promulgate all rules necessary to effectuate the purposes of this subchapter. Such office shall make applications for such card available for pick-up and submission at any agency or office where there is substantial contact with the public and shall also make applications available on-line.

SECTION 4. ISSUANCE OF MUNICIPAL IDENTITY CARDS

A. The [Municipality] ID Card shall be available to any resident of [Municipality], regardless of his or her race, color, creed, age, national origin, alienage or citizenship status, gender, sexual orientation, disability, marital status, partnership status, any lawful source of income, housing status, status as a victim of domestic violence or status as a victim of sex offenses or stalking, or conviction or arrest record, provided that such resident is able to meet the requirements for establishing his or her identity and residency set forth in this section.

B. [Administering office/agency] shall establish a reasonable application fee for municipal identity cards and adopt rules permitting residents who cannot afford to pay such fee to receive a full or partial waiver.

SECTION 5. MUNICIPAL IDENTITY CARD ELIGIBILITY

A. Proof of identity. In order to obtain a [Municipality] ID card an applicant must establish proof of identity and proof of residency within the city as follows:

(1) Proof of identity. In order to establish identity, an applicant shall be required to produce one or more of the following documents, current or expired not more than 5 years prior to the date of the [Municipality] ID card application:

(i) a U.S. or foreign passport;

(ii) a U.S. state driver’s license;

(iii) a U.S. state identification card;

(iv) a U.S. permanent resident card;

(v) a consular identification card;

(vi) a photo identification card with name, address, date of birth, and expiration date issued by another country to its citizens or nationals as an alternative to a passport for re-entry to the issuing country;

(vii) a certified copy of U.S. or foreign birth certificate;

(viii) a Social Security card;

(ix) a national identification card with photo, name, address, date of birth, and expiration date;

(x) a foreign driver’s license;

(xi) a U.S. or foreign military identification card;

(xii) a current visa issued by a government agency;

(xiii) a U.S. individual taxpayer identification number (ITIN) authorization letter;
(xiv) an electronic benefit transfer (EBT) card; or

(xv) any other documentation that the administering agency deems acceptable.

(xvi) [Administering office/agency] may determine by rule the weight to be given to each type of document, and may require that an applicant produce more than one document to establish identity.

B. Proof of Residency. In order to establish residency, an applicant shall be required to produce one or more of the following items each of which must show the applicant’s name and residential address located within the city and must be dated no more than sixty days prior to the date such document is presented, except as otherwise indicated in this paragraph:

(i) a utility bill;

(ii) a current residential property lease;

(iii) a local property tax statement dated within one year of the date it is submitted;

(iv) a local real property mortgage payment receipt;

(v) a bank account statement;

(vi) proof that the applicant has a minor child currently enrolled in a school located within the city;

(vii) an employment pay stub;

(viii) a jury summons or court order issued by a federal or state court;

(ix) a federal or state income tax or refund statement dated within one year of the date it is submitted;

(x) an insurance bill (homeowner, renter, health, life, or automobile insurance);

(xi) written verification issued by a homeless shelter that receives city funding confirming at least fifteen days residency;

(xii) written verification issued by a hospital, health clinic or social services agency located within [municipality] confirming at least fifteen days residency; or

(xiii) Any other documentation that [administering office/agency] deems acceptable.

(xiv) [Administering office/agency] may determine the weight to be given to each type of document, and may require that an applicant produce more than one document to establish residency.

(xv) [Administering office/agency] shall create alternative methods by which individuals who are homeless can establish residency notwithstanding the lack of fixed address.

SECTION 6. CONFIDENTIALITY OF MUNICIPAL ID CARD APPLICATION INFORMATION.

A. [Municipality] shall not retain originals or copies of records provided by an applicant to prove identity or residency for a municipal identity card.

B. [Municipality] shall not disclose information about municipal ID card applicants to any public or private entity or individual, including federal, state, or city immigration or law enforcement entities. In the event of litigation, [Municipality] shall defend against the disclosure of such information to
the maximum extend possible under the law. This protection shall extend to the municipal ID card application forms, information contained on those forms or obtained through the card application process, to the lists of individuals who hold or have applied for a [Municipality] ID card, and to the fact of any individual’s participation in the ID card program.

SECTION 7. ACCESS TO SERVICES

A. All municipal agencies and offices, and all municipal employees, including law enforcement officers, shall accept such card as proof of identity and residency.

B. [Municipality] shall seek to expand the benefits associated with the municipal identity card, including encouraging eligible persons to apply for the card and promoting the acceptance of the municipal identity card by banks and other public and private institutions.

C. [Municipality] agencies and officers shall not require the possession of a municipal identity card where identification is not already required to obtain city services. Provided, however that agencies may require the possession of a municipal identity card to obtain benefits or privileges offered exclusively to those who possess a municipal identity card as an incentive to apply for a municipal identity card.

SECTION 8. LANGUAGE ASSISTANCE SERVICES

[Municipality] shall, consistent with all federal, state and local laws, provide language assistance to applicants for the municipal identity cards to facilitate access thereto. [Administering office/agency] shall identify and implement measures, including but not limited to staff training, community outreach, and language assistance tools, to address the needs of limited English proficient individuals in the administration of the municipal identity card program.

SECTION 9: COUNTERFEIT AND FRAUDULENT CARDS

It is a violation of [name of municipal code] under this section for any person or entity to undertake any of the following acts. A fine of no more than $100 may be imposed for each violation.

A. To knowingly present false information in the course of applying for a [Municipality] ID card,

B. To alter, copy, or replicate a [Municipality] ID card without the authority of the [name of municipality], or

C. To use the [Municipality] ID card issued to another person, with the intent to cause a third person or entity to believe the holder of the card is the person to whom the card was issued.
Appendix 2: City Ordinances

LOS ANGELES, CA

November 9, 2012

To All Interested Parties:

The City Council adopted the action(s), as attached under Council File No. 12-1292
at its meeting held November 7, 2012.

Sincerely,

[Signature]

[Name]

[Title]

[Department]

[City of Los Angeles]

Appendices:

City Ordinance(s):

City Council, Nov. 9, 2012, ADOPTED and ENACTED an Ordinance to modify Section 15.26.100 of the Los Angeles Municipal Code by adding Chapter 13 of the Uniform Fire Code, and to adopt a Fire Ordinance related to urban fire safety, on October 15, 2012. This ordinance was introduced as an emergency measure to address the needs of the City and the State. It was also introduced in order to provide a framework for the City's ability to implement fire safety standards and practices.

This ordinance is presented as an amendment to existing fire safety regulations and includes measures to improve fire prevention and fire safety plans.

[City of Los Angeles, 2012]

Adopted and Enacted:

ARTICLES OF REVISIONS

Revisions to the Existing Code:

1. Revisions to Section 15.26.100 of the Uniform Fire Code:
   - A new section is added to address the City's ability to implement fire safety standards and practices.
   - The City is required to adopt a Fire Ordinance related to urban fire safety.

2. Adoption of the Fire Ordinance:
   - The Fire Ordinance related to urban fire safety is adopted to implement fire safety standards.

3. Implementation:
   - The City is required to implement the Fire Ordinance and the Uniform Fire Code.
   - The City is required to provide fire safety education and training to its residents.

This ordinance is presented as an amendment to existing fire safety regulations and includes measures to improve fire prevention and fire safety plans.

[City of Los Angeles, 2012]
LOS ANGELES, CA continued

RESOLUTION

I HEREBY Move that Council ADOPT the following recommendation relative to incorporating interim library efforts at the City’s libraries and the creation of a Universal City Executive Council for Los Angeles that can take a position and make a decision and perform the work of the

T Council File No. 12-0420.

INSTRUCT the City Administrator to review the report and the Request for Proposals to determine the program’s viability and return to the City.

PRESENTED BY:

[Signature]
Commissioner [Position]

SECONDED BY:

[Signature]
Commissioner [Position]

November 7, 2012

ADOPTED

NOV 7 2012

LOS ANGELES CITY COUNCIL

[Signature]
A Toolkit for Designing and Implementing a Successful Municipal ID Program

OAKLAND, CA

ORDINANCE AMENDING CHAPTER 2.5, TITLE 2, OF THE OAKLAND MUNICIPAL CODE AUTHORIZING A MUNICIPAL IDENTIFICATION CARD PROGRAM FOR RESIDENTS OF THE CITY OF OAKLAND FOR THE PURPOSES OF IMPROVING PUBLIC SAFETY, INCREASING COMMUNITY PARTICIPATION, AND SUPPORTING LOCAL COMMERCE

WHEREAS, many Oakland residents may not be able to access government, health, and social services, or the formal economy, because they lack a recognized form of identification; and

WHEREAS, many marginalized communities and individuals identified as a result of the use of municipal ID cards are reported to be in increased danger of identity theft and other crimes, the following shall be added to the Ordinance:

WHEREAS, Oakland City Council Ordinance No. 319, adopted by the Oakland City Council on February 5, 2024, and published in the Oakland Tribune on February 10, 2024, created the Municipal Identification Card Program for residents of the City of Oakland for the purpose of addressing the lack of identification cards among residents who lack access to government or commercial services.

NOW, THEREFORE, BE IT ENACTED, That the following shall be added to the Ordinance:

3.24.010 Municipal Identification Cards - Definition of Terms

A. "Identification Card" means a card that identifies the holder of the card and includes a photograph, a description of the holder, and a unique identifier, such as a social security number or a state identification number.

B. "Municipal Identification Card" means a card that is issued by the City of Oakland to residents of Oakland who lack access to government or commercial services.

C. "Identification Card Program" means the program established by this Ordinance for the issuance of Municipal Identification Cards.

D. "Identification Card Holder" means a person who has been issued an Identification Card by the City of Oakland.

3.24.020 Issuance of Identification Cards

A. The Identification Card Program shall include the following:

1. Eligibility: Residents of Oakland who lack access to government or commercial services shall be eligible to apply for an Identification Card.

2. Application: Applicants shall submit an application to the Identification Card Program, along with a photograph, a description of the applicant, and a unique identifier.

3. Issuance: Identification Cards shall be issued to eligible applicants.

4. Renewal: Identification Cards shall be renewed every two years.

5. Replacement: Replacement cards shall be issued to applicants who lose or damage their Identification Cards.

B. Identification Cards shall be issued at a cost to cover the costs of issuance.

C. Identification Cards shall be valid for two years.

D. Identification Cards shall be renewable without charge.

3.24.030 Use of Identification Cards

A. Identification Cards shall be used for the following purposes:

1. Access to government services, such as voting, public assistance, and social services.

2. Access to commercial services, such as opening a bank account, renting property, and securing a loan.

3. Access to public transportation, such as buses and trains.

B. Identification Cards shall not be used for criminal activity.

C. Identification Cards shall not be used for false identification.

D. Identification Cards shall not be forged or altered.

3.24.040 Enforcement of Ordinance

A. Violations of this Ordinance shall be punishable by a fine of up to $500.

B. The City shall enforce this Ordinance through the issuance of citations and the collection of fines.

C. The City shall report all violations of this Ordinance to the appropriate law enforcement agencies.

D. The City shall take all necessary steps to ensure the confidentiality of all information obtained pursuant to the provisions of this Ordinance.
Building Identity

OAKLAND, CA continued

3. The Program Administrator may revoke the registration for a cardholder for cause. The Program Administrator may also revoke the registration for a cardholder for good cause. The Program Administrator may revoke the registration for a cardholder for any reason.

4. The Program Administrator may rescind the registration of a cardholder for cause. The Program Administrator may rescind the registration of a cardholder for good cause. The Program Administrator may rescind the registration of a cardholder for any reason.

2.3.4.90 Fees

The Program Administrator shall charge a fee for each application submitted. The fee shall be determined by the Program Administrator in accordance with the Program Administrator’s regulations and policies. The fee shall be paid at the time of application and shall be non-refundable. The Program Administrator may waive the fee for any reason, at its sole discretion.

2.3.4.90 Acceptance by City Council

The Program Administrator shall submit the application to the City Council for approval. The City Council shall approve or reject the application.

2.3.4.90 Appeals

Any person aggrieved by a decision of the Program Administrator may file an appeal with the City Council within 30 days of the decision.

EXHIBIT - MUNICIPAL IDENTIFICATION CARDS

IN COUNCIL, OAKLAND, CALIFORNIA

PASSED BY THE FOLLOWING VOTE:

ATTS: SNIDER, CE, FALUEN, KAPLAN, RABE, NAGAI, SHUM, AND PRESIDENT BRUNER

NOTES:

ABSENT:

ABSTENTION:

LATONIA SIMMONS
City Clerk and Clerk of the Council
At the City Hall, Oakland, California

DATE OF ADOPTION:

Notice and Digest

This Ordinance amends Chapter 26.2 of the Oakland Municipal Code, authorizing a Municipal Identification Card Program to provide for the issuance of Municipal Identification Cards to residents of the City of Oakland for the purpose of improving public safety, increasing civic participation, and supporting local commerce.

This Ordinance amends Chapter 26.2 of the Oakland Municipal Code, authorizing a Municipal Identification Card Program to provide for the issuance of Municipal Identification Cards to residents of the City of Oakland for the purpose of improving public safety, increasing civic participation, and supporting local commerce.
WHEREAS, many Richmond residents – including but not limited to immigrants, children and students, the homeless, transgender, the indigent, the disabled and elderly, runaway youth and adult survivors of domestic violence, and others – currently suffer from the lack of official identification, which restricts their access to law enforcement, financial institutions, jobs, housing, and home and workplace protections; and

WHEREAS, many marginalized communities lack a valid form of identification and without identification are afraid to report crimes to the police; and

WHEREAS, those who lack a valid form of identification are also often afraid to report labor and housing violations – such as blighted properties, slum landlords, and workplace health, safety, and wage violations – to the appropriate authorities; and

WHEREAS, without appropriate identification, it is difficult to open bank accounts, and immigrants carrying large amounts of cash are therefore specifically targeted for robbery and other violent crimes; and

WHEREAS, lack of a valid form of identification translates into limited access to financial institutions and fear of police and other city officials, thus resulting in decreased participation in the formal city economy and other civic matters; and

WHEREAS, a Richmond Municipal Identification Card will make it easier for all residents to participate in local and regional commerce – by opening a bank account, establishing credit, and accessing loans and the housing market; and

WHEREAS, the Richmond Municipal Identification Card will fill a void by providing an official form of personal identification for the many Richmond residents who currently lack one; and

WHEREAS, the Municipal Identification Card will unify the Richmond community, make it safer and more secure, benefit the local economy, and facilitate participation in public and private City activities; and

WHEREAS, the Cities of New Haven, Connecticut and San Francisco, California have implemented such municipal ID programs and have reported an increase in reporting of crimes in those cities; and

WHEREAS, the City of Oakland, California approved a Municipal Identification Card program in November 2010 and has selected a vendor to implement it; and

WHEREAS, the Richmond Municipal Identification Card will be unique to the City of Richmond that shall display, including but not limited to, the cardholder’s name, photograph, address, date of birth, and an expiration date.

Section 1. That the City Council finds and determines the foregoing recitals to be true and correct and hereby makes them part of this Ordinance.

Section 2. That the following provisions are hereby added to Chapter 2.64 of Title II, Administration and City Government, of the Richmond Municipal Code, to read as follows:

2.64.010 Municipal Identification Cards – Definitions

For purposes of Sections 2.64.010 through 2.64.090, the following definitions shall apply:

“City” shall mean the City of Richmond, or any department, board, commission or agency thereof.

“Municipal Identification Card” shall mean an identification card issued by the City of Richmond that shall display, including but not limited to, the cardholder’s name, photograph, address, date of birth, and an expiration date.

“Program Administrator” shall mean the City Manager or such other City Department or Agency that the City Manager may designate, who shall be responsible for coordinating with the Third Party Administrator selected to implement and administer the Municipal Identification Card program.

“Resident” shall mean a person who can demonstrate that he or she has been present in the City of Richmond for at least fifteen continuous days and who presents “proof of residency” as specified in Section 2.64.030 (A) (2)

“Third Party Administrator” shall mean the vendor selected through an expedited Request for Qualifications (“RFQ”) issued by the City Manager to implement and
RICHMOND, VA continued

administer the Municipal Identification Card program at no net cost to the City, its divisions, subdivisions, or agencies.

2.64.020 Issuance and Purpose of Municipal Identification Cards

A. Upon request, the Program Administrator shall issue a Municipal Identification Card to any Resident who meets the application requirements set forth below in Section 2.64.030 and pays the applicable fee. The Card shall bear the seal of the City, and the Program Administrator shall cause the Card to be produced in a form intended to thwart replication or counterfeiting. Cards shall be valid for a maximum of two years from the date of issuance as long as residence in the City is maintained during that time. Card holders shall surrender their Municipal Identification Card upon moving residence out of the City of Richmond.

B. It is the City’s intent that Municipal Identification Cards will provide residents with a means of proving their residency in the City of Richmond, for the purpose of accessing City programs, services and activities, as well as helping to substantiate their identity to law enforcement personnel.

2.64.030 Applications

A. To obtain a Municipal Identification Card, a Resident shall complete an application, under penalty of perjury, requiring proof of identity and proof of residence within the City. Upon receipt of both the proof of identity and residency that this Section specifies, and of the applicable fee, the Program Administrator or his or her designee shall issue a Card to the applicant.

1. Proof of Identity. To establish identity, each applicant must present either:

a. One of the following documents containing both the applicant’s photograph and date of birth: a U.S. or foreign passport; a driver’s license issued by any state or territory of the United States; a state identification card issued by any state or territory of the United States; a U.S. Permanent Resident Card (commonly known as “Green Card”); a consular identification (“CID,” in some instances referred to as a “Matricula Consular”) card; or a photo identification card issued by another country to its citizens or nationals that meets the following requirements:
   i. The issuing country authorizes the use of the card as an alternative to a passport for re-entry into the issuing country; and
   ii. The card has a photograph of the person and the person’s date of birth; and
   iii. The card meets standards established by the Program Administrator to ensure that (1) the applicant was required to provide reliable identifying information in order to obtain the card and (2) the card has features reasonably designed to protect against fraud and counterfeit reproduction.

   In determining whether the identification meets these requirements, the Program Administrator or his or her designee may use standards adopted by the National Notary Association or the California Association of Notaries for this purpose.

   Notwithstanding the above, if the applicant is thirteen years of age or younger, he or she may present a certified copy of a U.S. or foreign birth certificate to establish identity under this subsection; or

b. Two of the following documents, provided that at least one form of identification shall display the applicant’s photograph and date of birth: a national identification card with photo, name address, date of birth, and expiration date; a foreign driver’s license; a U.S. or foreign military identification card; a current visa issued by a government agency; a U.S. Individual Taxpayer Identification Number (ITIN) authorization letter; an identification card issued by a California educational institution, including elementary, middle, secondary, and post secondary schools; a certified copy of a U.S. or foreign birth certificate; a court order issued by a state or federal court to verify a person’s identity; or a Social Security card.

   Notwithstanding the above, where the applicant is age thirteen or under, he or she may present an official medical record and/or official school record to establish identity under this subsection, provided that at least one of the two forms of identification presented shall display the applicant’s date of birth.

2. Proof of Residence

a. To establish residency, each applicant must present one of the following items, provided that the item includes both the applicant’s name and a residential address located within the City; a utility bill dated within the last thirty days; a written verification confirming at least fifteen days residency within the last thirty days issued by a homeless shelter that: (a) is operated by the State or County, (b) holds a business license with the City of Richmond; or (c) meets criteria established by the City Manager by regulation; written verification issued by a hospital, health clinic, or social services agency that: (a) is operated by the State or County, (b) holds a business license with the City of Richmond, or (c) meets criteria established by the City Manager by regulation; a local property tax statement or mortgage payment receipt dated within the last thirty days; proof of a minor currently enrolled in a school in the City of Richmond; an employment pay stub dated within the last thirty days; a jury summons or court order issued by a state or federal court dated within the last thirty days; a federal or state income tax or refund statement dated within the last thirty days; an insurance bill (homeowner’s, renter’s, health, life or automobile insurance) dated within the last thirty days. If a certified copy of a marriage certificate is presented at the time of application, and applicant may prove residency using documents bearing the name of his or her spouse.

b. The Program Administrator may by regulation provide that if an applicant is thirteen years of age or younger, cannot produce any of the items set forth in this Subsection (A) (2) to prove residency, a parent or legal guardian may verify the applicant’s residency,
provided that the parent or guardian would be eligible for a Municipal Identification Card.

3. The Program Administrator may by regulation provide for acceptance of additional form of proof of identity and/or proof of residency, provided that the Program Administrator determines that such forms of proof are:
   a. issued by a government entity, or
   b. issued by an entity that takes reasonable steps to verify the identity and residency of the individual to whom the item is issued, or
   c. of a type that is normally accepted as proof of identity and/or proof of residency in the ordinary course of business.

B. An application submitted on behalf of a minor must be completed by the minor’s parent or legal guardian.

C. The City shall keep confidential to the maximum extent permitted by applicable laws, the name and other identifying information of persons applying for and receiving Municipal Identification Cards. The City shall cause the applications to be produced in a form that allows applicants to state their privacy preferences. The City shall not retain records of applicants’ residential addresses.

2.64.040 Implementation

The Program Administrator or his or her designee is authorized to adopt rules and regulations not inconsistent with this Section, subject to approval as to form and legality by the City Attorney, in order to implement and administer the issuance of Municipal Identification Cards. These regulations shall specifically include a process for waiving the fee set forth in Section 2.64.050, upon proof of indigence.

2.64.050 Fees

A fee shall be charged for each Municipal Identification Card issued. The City Council shall set the maximum amount that may be charged per card by resolution.

2.64.060 Acceptance by City Departments

A. When requiring members of the public to provide identification or proof of residency in the City, each City department shall accept a Municipal Identification Card as a valid identification and as valid proof of residency in the City, unless such City department has reasonable grounds for determining that the card is counterfeit, altered, or improperly issued to the card holder, or that the individual presenting the card is not the individual to whom it was issued. In addition the Municipal Identification Card, the City of Richmond Police Department may use other forms of identification and processes as necessary to substantiate the identification of a person.

B. Other than requiring the City to accept the Card as proof of identification and City residency, this Section is not intended to replace any other existing requirements for issuance of other forms of identification in connection with the administration of City benefits and services. The requirements of this Section do not apply under circumstances where (1) a Federal or State statute or administration regulation or directive, or court decision requires the City to obtain different identification or proof of residence, (2) a Federal or State statute or administrative regulation or directive preempts local regulation of identification or residency requirements, or (3) the City would be unable to comply with a condition imposed by a funding source, which would cause the City to lose funds from that source. A Municipal Identification Card may not be used in place of the identification required by Richmond Municipal Code Chapters 7.08 (Taxis) or 7.102 (Medical Marijuana Collectives).

2.64.070 Card Holders’ Responsibilities

A card holder must notify the Program Administrator within 14 calendar days of any change in address within the City of Richmond. Upon receipt of notification, the Program Administrator shall issue a notice of new address to be carried with the Municipal Identification Card.

If a card holder no longer intends to reside within the City of Richmond, or expects to reside outside the City for a period of more than 90 consecutive days, the card holder must relinquish the identification card, by mailing the card to the Program Administrator with an acknowledgement of intent to reside elsewhere.

2.64.080 City Undertaking Limited to Promotion of General Welfare

In undertaking the adoption and enforcement of this ordinance, the City is assuming an undertaking only to promote the general welfare. The City does not assume, nor does it impose on its officers and employees, any obligation for which the City or any of its officers or employees could be found liable in the event of breach of that obligation to any person who claims that such breach proximately caused injury.

2.64.090 Counterfeit and Fraudulent Cards

It is a misdemeanor violation of this Code, as specified in Chapter 1.04, for any person or entity to do any of the following acts:

A. To knowingly present false information to the City in the course of applying for a Municipal Identification Card;

B. To alter, copy, or replicate a Municipal Identification Card without the authority of the City; or

C. To cause a Municipal Identification Card issued to another person, with the intent to cause a third person or entity to believe the holder of the card is the person to whom the card was issued.

Section 3 Severability

If any section, subsection, subdivision, paragraph, sentence, clause or phrase of this Ordinance is for any reason held to be unconstitutional or invalid, such a decision shall not affect the validity of the remaining portions of this ordinance. The City Council hereby declares that it would have passed each section, subsection, subdivision, paragraph, sentence, clause or phrase of this ordinance irrespective of the unconstitutionality or invalidity of any section, subsection, subdivision, paragraph, sentence, clause or phrase.

Section 4 Third Party Administrator Selection

The Richmond City Council directs the City Manager or his or her designee to issue an expedited RFQ for the development of a Richmond Municipal Identification program no later than 90 days of the passage of this Ordinance, with the caveat that the program be fully cost-covered to the greatest extent possible with no subsidy from the City, even if it means that the City out-sources all aspects of the program to a Third Party Administrator. The City Manager shall make all reasonable efforts to issue the RFQ before the 90 day
RICHMOND, VA continued

The RFQ shall include, but need not be limited to, the following mandatory requirements and criteria:

A. That the Municipal Identification Card include a magnetic stripe on the obverse that will allow storage of information for the purposes of:

1. Verifying that the information printed on the face of the card relating to the user’s full legal name, date of birth, residential address, photo, Identification number, expiration date, and the user’s signature coincides with the information provided at the time of registration.

2. Allowing use of the cards, at the applicant’s option, as a standard pre-paid debit card.

3. Allowing use of the card, at the applicant’s option, for storage of the user’s medical history and information relating to special medical treatment requirements, if the Third Party Administrator can demonstrate to the satisfaction of the City Manager or his or her designee that such information can be stored in a manner that is secure and not-discoverable by persons other than first responders, medical care providers, and other individuals or entities entitled to receive confidential medical information.

B. That all information about the resident required by the application (including, but not limited to the applicant’s full legal name, date of birth, residential address, photo, Identification number, expiration date, and the applicant’s signature) will be entered into a secure database maintained by the Third Party administrator that issued the card. All information stored in this database shall be subject to all applicable state and federal laws relating to disclosure, privacy, national security, and financial crimes.

C. That with respect to the Municipal Identification Cards, the prospective Third Party Administrator will implement Department of Homeland Security standards for Level 1 security features for national and state identification cards.

D. That the prospective Third Party Administrator will train the Richmond Police Department and any other City or County department with a need to verify the authenticity of the Municipal Identification Cards, regarding all security features of the card, so that cards may be authenticated easily, and department members may access the database information regarding the user.

E. That the prospective Third Party Administrator, and any card issuers engaged by the Third Party Administrator, demonstrate the ability to comply at a minimum with the requirements of Section 326 of the USA PATRIOT Act (Pub. L. 107-56), and the federal regulations promulgated pursuant to that section, and pursuant to the Bank Protection Act of 1968 (12 Code Fed. Regs. 326).

F. That the resident shall pay no more than $15 per card for adults, and no more than $5.00 per card for children. The prospective Third Party Administrator shall propose a method for permitting the waiver of these costs upon proof of indigency.

G. That in the event a user activates the pre-paid debit card function, the maximum allowable transaction fees shall be as follows:

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<tr>
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<td>International Signature card ATM withdrawal</td>
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<td>Load at Merchant</td>
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<tr>
<td>Mobile Maintenance (only if chosen)</td>
<td>$1.00</td>
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<tr>
<td>Statement issuance via U.S. mail or fax (only if requested)</td>
<td>$4.95</td>
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</table>

In no event shall any fee charged by the prospective Third Party Administrator exceed $5.00. Any increase of these rates must be approved by the City Council. The City Council may amend these rates if the RFQ yields no acceptable bids.

G. The prospective Third Party Administrator shall agree to share revenue with merchants and other agencies accepted to perform cash loading into the card. The commission on loads shall be at least $1.00 per load.

H. That the prospective Third Party Administrator demonstrate that the financial institutions that will provide the debit-card services described herein is financially stable and a safe and secure entity for the placement of funds, and that the debit card users will have access to local banks and ATMs.

1. The prospective Third Party Administrator shall demonstrate how it will train users in the use of the pre-paid debit card function. The trainings should be adapted to the particular concerns of residents. Police officers, City administrators, and merchants.

3. That the prospective Third Party Administrator shall demonstrate how it will provide access to cardholder information in a way that allows Richmond Police Dispatchers to substantiate the identity of the cardholder when requested by police officers in the field.

Section 5 Effective Date

This ordinance shall not become effective, and the Municipal Identification Card program described herein shall not be implemented, unless and until the Finance Director– after selection of a Third Party Administrator and thorough review of the Administrator’s implementation plan – certifies to the City Council that the implementation and administration of the Program will be operated at no net cost to the City or any of its divisions, subdivisions, or agencies. This ordinance shall become effective immediately upon Council acceptance of the Finance Director’s findings. The City Council may approve the contract with the Third Party Administrator at the same meeting at which the Finance Director certifies that the program will be cost-neutral for the City.
First read at a regular meeting of the City Council of the City of Richmond held on July 5, 2011, and finally passed and adopted at a joint meeting thereof held July 19, 2011, by the following vote:

AYES: Councilmembers Bates, Beekles, Booze, Ritterman, Rogers, Vice Mayor Butt, and Mayor McLaughlin.

NOES: None.

ABSTENTIONS: None.

ABSENT: None.

DIANE HOLMES
Clerk of the City of Richmond
(SEAL)

Approved:

GAYLE MCLAUGHLIN
Mayor

Approved as to form:

RANDY RIDDLE
City Attorney

State of California  )
County of Contra Costa  ) ss.
City of Richmond  )

I certify that the foregoing is a true copy of Ordinance No. 16-11 N.S., finally passed and adopted by the City Council of the City of Richmond at a joint meeting held on July 19, 2011.
SAN FRANCISCO, CA continued

<table>
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<tr>
<th>A Toolkit for Designing and Implementing a Successful Municipal ID Program</th>
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| City and County of San Francisco |
| Task |
| Ordinance |

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| Number 1: Ordinance | 19831179-00102 | making the following changes to the City Code: |
| Number 2: Amended |  |  |
| Number 3: Approved |  |  |

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<th>Board of Supervisors</th>
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<td>November 26, 1983</td>
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A Toolkit for Designing and Implementing a Successful Municipal ID Program

NEW YORK, NY

Int. No. 253

A Local Law to amend the administrative code of the city of New York, in relation to the creation of a New York city identity card program.

Be it enacted by the Council as follows:

Section 1. Chapter 1 of title 3 of the administrative code of the city of New York shall, at a minimum, display the cardholder’s photograph, name, date of birth, address, and an expiration date. Such card shall also, at the cardholder’s option, display the cardholder’s self-designated gender. Such identification card shall be designed in a manner to deter fraud.

b. “Resident” shall mean person who can establish that he or she is a current resident of the city of New York pursuant to section 3-135 of this subchapter.

c. The terms “national origin,” “homeland or citizenship status,” “gender,” “sexual orientation,” “disability,” “partnership status,” “source of income,” “victim of domestic violence,” “housing status,” and “victim of sex offenses or stalking,” shall have the same meanings in this subchapter as set forth in title 8 of the administrative code of the city of New York.

§3-133. New York city identity card program

The mayor’s office of operations shall administer the New York city identity card program and shall promulgate all rules necessary to effectuate the purposes of this subchapter.

b. The mayor’s office of operations shall administer the New York city identity card program and shall promulgate all rules necessary to effectuate the purposes of this subchapter.

§3-134. Issuance of New York city identity cards

a. The New York city identity card shall be available to any resident of the city of New York, regardless of his or her race, creed, age, national origin, alienage or citizenship status, gender, sexual orientation, disability, marital status, partnership status, any lawful source of income, housing status, status as a victim of domestic violence or status as a victim of sex offenses or stalking, or conviction or arrest record, provided that each resident is able to meet the requirements for establishing his or her identity and residency as set forth in section 3-135 of this subchapter and of any applicable rule adopted by the mayor’s office of operations pursuant to this subchapter.

b. The mayor’s office of operations shall establish a reasonable fee for applications for a New York city identity card and adopt rules permitting residents who cannot afford to pay such fee to receive a full or partial waiver.

§3-135. New York city identity card eligibility

a. In order to obtain a New York city identity card an applicant must establish identity and residency within the city as follows:

(i) Proof of identity. In order to establish identity, an applicant shall be required to produce one or more of the following documents: a U.S. or foreign passport; a U.S. driver’s license; a U.S. state identification card; a U.S. permanent resident card; a consular identification card; a photo identification card with name, address, date of birth, and expiration date issued by another country to its citizens or nationals as an alternative to a passport for re-entry to the issuing country; a certified copy of U.S. or foreign birth certificate; a Social Security card; a national identification card with photo, name, address, date of birth, and expiration date; a foreign driver’s license, a U.S. or foreign military identification card; a current visa issued by a government agency, a U.S. Individual Taxpayer Identification Number (ITIN) authorization letter, an Electronic Benefit Transfer (EBT) card, or any other documentation that the mayor’s office of operations deems acceptable. The mayor’s office of operations may by rule determine the weight to be given to each type of document and require that an applicant produce more than one document to establish identity.

(ii) Proof of residency. In order to establish residency, an applicant must present one or more of the following items, dated no earlier than 60 days prior to the date such document is presented showing both the applicant’s name and residential address located within the city: a utility bill, a local property tax statement or mortgage payment receipt, a bank account statement, proof that the applicant has a minor child currently enrolled in a school located within the city, an employment pay stub, a jury summons or court order issued by a state or federal court, a federal or state income tax or refund statement; an insurance bill (homeowner’s, renter’s, health life, or automobile insurance); written verification issued by a homeless shelter that receives city funding confirming at least 15 days residency; written verification issued by a hospital, health clinic or social services agency that receives city funding confirming at least 15 days residency; or any other documentation that the mayor’s office of operations deems acceptable. The mayor’s office of operations may by rule determine the weight to be given to each type of document and require that an applicant produce more than one document to establish residency. The mayor’s office of operations shall by rule create alternative methods by which individuals who are homeless can establish residency in the city notwithstanding the lack of fixed address.

§3-136. Confidentiality of New York city identity card eligibility information

a. The city shall not retain originals or copies of records provided by an applicant to prove identity or residency for a New York city identity card.

b. To the maximum extent allowed by applicable federal and state law, information collected about applicants for the card shall be treated as confidential and shall not be disclosed to government entities or private parties unless such disclosure is

(i) Authorized in writing by the individual to whom such information pertains, or if such individual is a minor or is otherwise not legally competent, by such individual’s parent or legal guardian; or

(ii) So ordered by a court of competent jurisdiction.

§3-137. Access to services

a. All city agencies shall accept such card as proof of identity and residency for access to city services unless such acceptance is prohibited by state or federal law or unless the agency has reasonable grounds to believe that the individual presenting the card is not the individual to whom the card was issued.

b. The city shall seek to expand the benefits associated with the New York city identity card, including encouraging eligible persons to apply for the card and promoting the acceptance of the New York city identity card by banks and other public and private institutions.

c. City agencies shall not require the possession of a New York city identity card where identification is not already required to obtain city services.

§3-138. Language assistance services
The city shall, consistent with all federal, state and local laws, provide language assistance to applicants for the New York city identity cards to facilitate access thereto.

§3-139. Penalties

It shall be a misdemeanor for any person to knowingly present false information in the course of applying for such card, or to use such a card issued to another person with the intent to cause a third person to believe that the holder of the card is the person to whom such card was issued.

§2. This local law shall take effect six months after its enactment.
NOTICE OF ADOPTION OF RULE

Pursuant to the power vested in me as Commissioner of the New York City Human Resources Administration ("HRA") by Mayor de Blasio's Executive Order Number 6, designating HRA as the administering agency of the New York City Identification Card Program ("IDNYC Card Program"), I hereby adopt the following rule to be added as Chapter 6 of Title 68 of the Official Compilation of the Rules of the City of New York.

Dated: November 26, 2014

New York, New York

Steven Banks
Commissioner
NYC Human Resources Administration

Statement of Basis and Purpose of Rule

On July 10, 2014, Mayor de Blasio signed Local Law No. 35 of 2014, establishing the New York City Identification Card Program ("IDNYC Card Program") to ensure that every New Yorker is provided with the opportunity and peace of mind that comes with possessing a government issued photo identification. On August 4, 2014, the Mayor issued Executive Order No. 6, designating the New York City Human Resources Administration (HRA) as the administering agency of the IDNYC Card Program. HRA published a proposed rule concerning the program on September 5, 2014 and a public hearing was held on October 8, 2014. In accordance with Local Law No. 35 (now codified as New York City Administrative Code Section 3-115) and Executive Order No. 6, HRA now adds Chapter 6 to Title 68 of the Rules of the City of New York to implement the program and set forth more details regarding the program.

The need for the City of New York to create an additional form of government issued photo identification is significant, as approximately half of New York City residents age 16 and over do not have a New York State Driver's License. The IDNYC Card will better connect more New Yorkers, regardless of immigration status, homelessness, or gender identity, to public and private sector services, programs and benefits.

The City of New York will launch a citywide public awareness and community engagement campaign to effectively educate New Yorkers about how to apply for this card and the value it will offer to cardholders. The City of New York will also provide accommodations to applicants with disabilities to promote access to the card for all New Yorkers.

This rule establishes requirements to implement the IDNYC Card Program and provides guidance to critical stakeholders and applicants interested in obtaining the IDNYC Card. The proposed rule was identified as the “Municipal ID Card Program.” The name of the program has been changed to the “IDNYC Card Program,” and the final rule reflects this change.

Specifically, the rule:

- Establishes that the IDNYC Card will be provided to applicants free of charge;
- Establishes that cards will expire after five years;
- Creates a mechanism for homeless New Yorkers without a permanent address to obtain a card;
- Sets the minimum age to apply for the card at 14 years of age;
- Provides protections to survivors of domestic violence;
- Sets forth the documents with which applicants may demonstrate identity and residency and the weight each document will have;
- Establishes that cardholders who change their residential address, gender, or name should update the information appearing on the card within 10 days of the change;
- Establishes privacy protections that safeguard information collected for issuing the identification card to protect against identity theft and fraud; and
- Provides that an applicant who has been denied an IDNYC Card may seek review of this denial by submitting a review request to the Executive Director of the IDNYC Card program within 30 days of issuance of the denial.

Rule

Title 68 of the Rules of the City of New York is amended by adding a new Chapter 6 to read as follows:

Chapter 6. IDNYC Card Program

§ 6-01. Definitions.

For the purposes of this chapter:

(a) "IDNYC Card" has the same meaning as "New York City identity card," as provided in section 1-103 of the Administrative Code of the City of New York.

(b) "HRA" means the New York City Human Resources Administration.

(c) "Individual who lacks a stable residence" means a person who lacks permanent housing, who may live on the streets, in a vehicle or abandoned building, or reside at a location where there is a minimum stay of 30 days or less.

(d) "State" means any of the 50 states of the United States, and shall also be deemed to include the District of Columbia, and any of the territories of the United States.

(e) "Territories" means American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands.

(f) "Machine readable" means a document with data that can be verified by electronic means by the IDNYC Card Program application system.

§ 6-02. The IDNYC Card

(a) The IDNYC Card will display the cardholder’s photograph, name, date of birth, an expiration date, signature, eye color, height, identification number, and, except as provided in this section, a street address located within the City of New York. The card will also, at the cardholder’s option, display the cardholder’s self-designated gender, designated emergency contact information, preferred language and such additional information as HRA may in the future determine.

(b) The IDNYC Card will not display a home address in the following circumstances:

1. The applicant is an individual who lacks a stable residence or is a survivor of domestic violence and provides evidence of residency pursuant to section 6-06(c)(2) of this title;

2. The applicant resides in a residential care program certified by the New York State Office of Temporary and Disability Assistance (OTA) and operated by a nonprofit organization in accordance with the regulations of OMH for the purpose of providing emergency shelter, services and care to survivors of domestic violence;


(c) In the case of an applicant described in paragraph (1) of subdivision (b) of this section, the IDNYC Card may display a "care of" address in the form of the name and address of an entity that meets the requirements listed in the last entry of the table set forth in section 6-06(c)(2) of this title. To request a card that displays a "care of" address, the applicant must submit a signed letter from an executive-level official of such entity stating that: (1) the applicant currently receives services from the entity, and (2) the applicant may use the entity’s address for mailing purposes.

(d) In the case of an applicant described in paragraphs (2) or (3) of subdivision (b) of this section, the IDNYC Card will display either a P.O. Box associated with the applicable program or no address at all, depending on the applicant’s preference.

§ 6-03. Eligibility and Application Process

(a) The IDNYC Card will be available to any resident of the City of New York over 14 years of age who establishes identity and residency as set forth in sections 6-04 through 6-07 of this title by submitting an application on a form and in a format established by the Commissioner, and by providing documents from the charts set forth in sections 6-04 through 6-07 that total the aggregate number of points as set forth in section 6-02(b).

(b) No expired documentation will be accepted, except as provided in section 6-05(1)(c) (pertaining to expired IDNYC Cards that have expired no more than 30 days from the date submitted and section 6-06(1)(c) pertaining to expired passports that have expired no more than three years from the date submitted).

(c) Only original documents or copies of documents that have been certified by the original issuing agency will be accepted.
NEW YORK, NY continued

§ 6-03. Proof of Identity and Residency

An applicant may provide a single document that is worth the four points needed to establish both identity and residency. The documents listed below meet this four point requirement, provided that they include a photo of the applicant, the date of birth of the applicant, and the applicant’s current residential address in New York City.

The following documents are worth four points and establish identity and residency:

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Acceptable as Photo ID</th>
<th>Point Value for Proof of Identity</th>
<th>Date of Birth</th>
<th>Acceptable as Proof of Residency</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York State Driver’s License</td>
<td>New York State Driver’s License with current home address, date of birth, photo and expiration date issued by NYS DMV.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>NYS DMV Identification Card</td>
<td>Photo identification card with current home address, date of birth, photo and expiration date issued by NYS DMV.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>New York City “NYC” Driver’s License</td>
<td>“NYC” Driver’s License including current home address and photo of applicant and date of birth.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>

§ 6-04. Proof of Identity

(a) Except as otherwise provided in this chapter, in order to establish identity, an applicant will provide: (i) a card that permits entry to the issuing country; (ii) a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis; and (iii) a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.

(b) The following documents establish the identity of the applicant (3 points):

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Acceptable as Photo ID</th>
<th>Point Value for Proof of Identity</th>
<th>Date of Birth</th>
<th>Acceptable as Proof of Residence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Authorization Letter</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Visa</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Foreign Driver’s License</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>U.S. Permanent Resident Card</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>Alien Registration Card (I-551)</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>U.S. Uniformed Services ID Card</td>
<td>Certificate of birth issued by a State or Territory, or a card that permits an individual with authorization from the Department of Homeland Security to work on a temporary basis, or a card that permits an individual with authorization from the Department of Homeland Security to work for a specified term and in a specified location.</td>
<td>Yes</td>
<td>2</td>
<td>Yes</td>
<td>No</td>
</tr>
</tbody>
</table>

(c) An applicant must provide photo identification; and

(d) One of the documents submitted must contain the applicant’s date of birth.
NEW YORK, NY continued

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Acceptable as Photo ID?</th>
<th>Point Value for Proof of Identity</th>
<th>Date of Birth</th>
<th>Date of Residency</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. Birth Certificate of Applicant’s Child</td>
<td>Birth certificate issued by a state or territory of the United States, or by the U.S. State Department, including Consular Report of Birth Abroad (CRA) and Certificate issued in Puerto Rico prior to July 1, 2010 will not be accepted. All birth certificates issued prior to that date have been invalidated by Puerto Rico law.</td>
<td>No</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>NY Benefit Card issued by Photo ID</td>
<td>Photo identification card issued by a counterfeit-proof organization that administers the NY Benefit Card Program.</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>NY Summer Youth Employment Program</td>
<td>Photo identification card issued by U.S. Immigration and Naturalization, including an Employment Authorization Document, Adjustment of Status, Temporary Protected Status, Deferred Action for Childhood Arrivals, or Naturalization.</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td></td>
</tr>
</tbody>
</table>

(3) The following documents are worth one point toward establishing the identity of the applicant:

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Acceptable as Photo ID?</th>
<th>Point Value for Proof of Identity</th>
<th>Date of Birth</th>
<th>Date of Residency</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. Citizen or Permanent Resident Identification Card</td>
<td>National identification card with photo, date of birth, and expiration date, that is not machine readable.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>U.S. High School Diploma or Equivalency Diploma</td>
<td>Diploma or Equivalency Diploma (accepted based on General Educational Development (GED) and Test Assessing Secondary Completion (TASC) exams), or U.S. High School Diploma, College, or University Diploma.</td>
<td>No</td>
<td>Some</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Non-U.S. Identification Card</td>
<td>Identification card with photo, date of birth, and expiration date issued to an individual who is not a U.S. citizen, but is not machine readable.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Photo Identification Card</td>
<td>Photo identification card with photo, date of birth and expiration date issued to an individual who is not a U.S. citizen, but is not machine readable.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Foreign Driver’s License</td>
<td>Photo identification card, driving privilege with photo, date of birth, and expiration date, that is not machine readable.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Federal, State, or City Tax or Refund Statement Including Home Address</td>
<td>Tax or Refund Statement including home address, dated within one year of the date submitted.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Court Order Issued by Federal, State, or City Government</td>
<td>Court Order issued by a Federal, State, or City Government.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Jury Summons or Subpoena</td>
<td>Jury Summons or Subpoena.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Medical Certification or Prescription</td>
<td>Medical certification or prescription.</td>
<td>Yes</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>NYC Department of Education and NYU New York City School Certificate</td>
<td>Certificate of birth issued by current or former sovereign nation.</td>
<td>No</td>
<td>1</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>NYC Parks and Recreation</td>
<td>Certificate of marriage, domestic partnership, civil union, divorce or dissolution of marriage, domestic partnership or civil union.</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td></td>
</tr>
</tbody>
</table>

8.4.5. Proof of Residency

(a) The following documents are worth one point and establish residency. The address on the document shall be shown on the card, except as provided in section 6.2(b) of this title.

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Point Value for Proof of Residency</th>
<th>Acceptable as Proof of Address</th>
<th>Number of Days Prior to Date of Submission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lease</td>
<td>Address of the unit rented, term of the lease, amount of rent, terms regarding utilities, and contact information for the owner.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Local Property Tax Statement</td>
<td>Property tax statement including home address, dated within one year of the date submitted.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Property Tax Payment Receipt</td>
<td>Mortgage payment receipt including home address, dated no more than sixty days prior to the date submitted.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Bank Account Statement</td>
<td>Bank Account Statement.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Employment Pay Stubs</td>
<td>Employment Pay Stubs.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Statement of Income or Financial Need</td>
<td>Statement of Income or Financial Need.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Jury Summons or Subpoena Issued by Federal or State Court</td>
<td>Jury Summons or Subpoena Issued by Federal or State Court.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Federal, State, or City Notice to Pay Rent</td>
<td>Federal, State, or City Notice to Pay Rent.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Insurance Bill or Statement (homeowner’s, landlord’s, automobile, or health insurance)</td>
<td>Insurance bill or statement including home address, dated no more than sixty days prior to the date submitted.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
<tr>
<td>Letter from Homeless Shelter that receives City Funding</td>
<td>Letter from Homeless Shelter that receives City Funding stating that the applicant has been a current resident for at least 15 days and the shelter allows residents to remain in residence for longer than 30 days.</td>
<td>1</td>
<td>Yes</td>
<td>90</td>
</tr>
</tbody>
</table>
(2) The following documents are worth one point and establish residency for an individual: an individual who lacks a stable residence or is a survivor of domestic violence, as applicable. When applicants submit one of these documents for proof of residency, no home address is appear on the card except as provided in this paragraph and in subsections (a) and (b) of this section.

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Point Value</th>
<th>Acceptable as Proof of Residency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Letter Issued by New York City Agency, Nonprofit Organization or Religious Institution Located Within City of New York, Addressing Residency of Homeless Individuals</td>
<td>Letter issued from executive-level official from a New York City agency, nonprofit organization, or religious institution that provides services to homeless individuals. The letter must indicate the applicant currently receives City funding, or religious institution's address for mailing purposes, the letter must indicate that: (1) the applicant has resided in New York City for at least 15 days and lacks a stable address, and (2) the letter must be dated no more than 30 days prior to the date submitted.</td>
<td>1</td>
<td>Yes</td>
</tr>
<tr>
<td>Letter Issued by New York City Agency, Nonprofit Organization or Religious Institution Located Within City of New York, Addressing Residency of Homeless Individuals</td>
<td>Letter issued from executive-level official from a New York City agency, nonprofit organization, or religious institution that provides services to homeless individuals. The letter must indicate the applicant currently receives City funding, and address for mailing purposes, the letter must indicate that: (1) the applicant has resided in New York City for at least 15 days and lacks a stable address, and (2) the letter must be dated no more than 30 days prior to the date submitted.</td>
<td>3</td>
<td>Yes</td>
</tr>
</tbody>
</table>

§ 6-07. Applicants Age 21 and Younger

Applicants who are 21 years of age or younger are not required to provide photo identification if accompanied by a caretaker who can demonstrate proof of a relationship to the applicant. For foster care, to issue an IDNYC Card to such an applicant without photo identification, each of the following criteria must be met:

(a) The applicant must provide documents worth a total of at least two points from the proof of identity lists set forth in section 6-05(b), including a photo identification, and

(b) The applicant and caretaker must demonstrate proof of relationship by providing at least one of the following documents:

<table>
<thead>
<tr>
<th>Document</th>
<th>Description</th>
<th>Date of Birth of Applicant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Where Caretaker is Parent: Applicant’s Birth Certificate</td>
<td>Applicant’s birth certificate displaying caretaker’s name as parent. A birth certificate issued in Puerto Rico prior to July 1, 2015 will not be acceptable. All birth certificates issued prior to that date have been destroyed by Puerto Rican law.</td>
<td>Yes</td>
</tr>
<tr>
<td>Where Caretaker is Parent: Adoption Decree</td>
<td>Applicant’s adoption decree displaying caretaker’s name as parent.</td>
<td>Yes</td>
</tr>
<tr>
<td>Where Caretaker is Legal Guardian</td>
<td>Court decree displaying caretaker’s name as legal guardian.</td>
<td>Yes</td>
</tr>
<tr>
<td>Where Caretaker is Foster Parent or Foster Care Agency</td>
<td>Letter issued from executive-level official at ACS or designated NYC foster care agency establishing relationship of youth applicant to foster parent or agency caseworker.</td>
<td>Yes</td>
</tr>
<tr>
<td>Where Caretaker is Parent: U.S. Tax Return</td>
<td>Tax return listing the applicant by name as a dependent of the caretaker with the U.S. Internal Revenue Service and dated within five years of submission.</td>
<td>Yes</td>
</tr>
</tbody>
</table>

(c) At least one of the documents provided pursuant to section 6-07(a) or (b) above must be issued by the applicant in New York City.

(d) The caretaker must demonstrate proof of the caretaker’s own identity worth at least three points from the lists set forth in section 6-05(c), including a photo identification, and

(e) The applicant’s residency must be established by: (i) the applicant establishing residency in accordance with section 6-06 above or (ii) the caretaker establishing residency for the applicant by establishing the caretaker’s own residency in accordance with section 6-06 above and

(f) At least one of the documents provided pursuant to section 6-07(a) or (b) above must be issued by the applicant in New York City.

(g) The caretaker must demonstrate proof of the caretaker’s own identity worth at least three points from the lists set forth in section 6-05(c), including a photo identification, and

(h) The applicant’s residency must be established by: (i) the applicant establishing residency in accordance with section 6-06 above or (ii) the caretaker establishing residency for the applicant by establishing the caretaker’s own residency in accordance with section 6-06 above and

(i) The caretaker must demonstrate proof of the caretaker’s own identity worth at least three points from the lists set forth in section 6-05(c), including a photo identification, and

(j) The applicant’s residency must be established by: (i) the applicant establishing residency in accordance with section 6-06 above or (ii) the caretaker establishing residency for the applicant by establishing the caretaker’s own residency in accordance with section 6-06 above and

(k) The applicant must provide documents worth a total of at least two points from the proof of identity lists set forth in section 6-05(b).
§ 6-11. Confidentiality of IDNYC Card Eligibility Information

(a) Once every quarter HRA will destroy copies of records provided by applicants to prove identity or residency for an IDNYC Card that have been retained more than two years, except where such records are required by law to be preserved as evidence for purposes of litigation.

(b) On or before December 31, 2016, HRA will review data collected in the report described in section 3-115(e)(1) of the Administrative Code and make a determination regarding the continued need to retain records pursuant to section 3-115(e)(1) of such code in order to effectively administer the IDNYC Card Program and will make any appropriate modifications to the policy for retention of records related to the IDNYC Card Program.

(c) In the event that: (i) HRA fails to make a determination on or before December 31, 2016 pursuant to section 3-115(e)(2) of the Administrative Code, or (ii) HRA determines that records retention is no longer necessary, then HRA will not retain originals or copies of records provided by an applicant to prove identity or residency for an IDNYC Card for longer than the time needed to review the application, and any such records in HRA’s possession prior to such date will be destroyed on or before December 31, 2016 or, in the case of an application pending on such date, as soon as practicable after a final determination has been made regarding the application. Nothing in this subdivision will be construed to prevent HRA from retaining records where such records are required by law to be preserved as evidence for purposes of litigation.

(d) Information collected about applicants for the card will be treated as confidential to the maximum extent allowable by applicable federal and state law and may only be disclosed if:

(i) Authorized in writing by the individual to whom such information pertains, or if such individual is a minor or is otherwise not legally competent, by such individual’s parent or legal guardian;

(ii) So ordered by a court of competent jurisdiction;

(iii) To a requesting city agency for the limited purpose of administering the IDNYC Card Program or determining or facilitating the applicant’s eligibility for additional benefits, services, and care, provided that such disclosure is made in accordance with all applicable federal and state privacy laws and regulations, and subject to the further requirement that such information will not be redisclosed to any other governmental agency or entity, or third party, or

(iv) To a law enforcement agency that serves the administering agency a judicial subpoena or judicial warrant.

(e) HRA will not indicate on the IDNYC Card application forms the type of records provided by an applicant to establish residency or identity.

§ 6-12. Review of Denial of IDNYC Card Applications

(a) An applicant who has been denied an IDNYC Card may seek review of the denial determination by submitting a review request, on a form and in a format established by the Commissioner, to the IDNYC Card Program within 30 days of issuance of the denial.

(b) The Executive Director of the IDNYC Card Program or his or her designee shall review and respond in writing to all review requests within 30 days of receipt. The Executive Director or his or her designee will have the power to reverse or uphold the determination under review.

(c) If the Executive Director or his or her designee does not issue a response to the review request within 30 days of receipt by the IDNYC Card Program, then the determination under review shall become the final decision on the application.
NEWARK, NJ

Building Identity

Administration, Cash Information Technology shall also make the applications available online.

II. Definitions.

City of Newark Identification Card (S.D.) (hereinafter "Identification Card") shall mean an identification card issued by the City of Newark shall be one of the forms of identification acceptable for proof of identity and residence required as set forth in this ordinance,via alternate positive verification of identity, according to the School Committee, the identification card shall be set forth in this ordinance shall be necessary to verify the identity and residence of individuals within this ordinance.

WHEREAS, the security of the City Identification Card shall be maintained, Cash Information Technology shall also make the applications available online.

1. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

2. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

3. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

4. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

5. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

6. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

7. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

8. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

9. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

10. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

11. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

12. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

13. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

14. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

15. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

16. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

17. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

18. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

19. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

20. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

21. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

22. Application: The application form shall be available at the Department of Social Services, the New Jersey Division of Motor Vehicles, the Newark Public Library, and the Newark Police Department.

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AN ORDINANCE AMENDING CHAPTER 2 OF THE HARTFORD MUNICIPAL CODE TO ADD ARTICLE XXII RE MUNICIPAL IDENTIFICATION CARD PROGRAM

COURT OF COMMON COUNCIL, CITY OF HARTFORD
April 27, 2015

BE IT ORDAINED by the Court of Common Council of the City of Hartford that Chapter 2 of the Hartford Municipal Code is hereby amended to add Article XXII to read as follows.

ARTICLE XXII – MUNICIPAL IDENTIFICATION CARD PROGRAM

Sec. 2-930 – Establishment and Purpose

The City of Hartford shall create a Hartford municipal identification card for the purpose of improving the quality of life for residents, enhancing the City's reputation as a welcoming and inclusive community, assisting unbanked and underbanked residents to become part of the mainstream economy, and promoting a sense of shared identity for those who live in Connecticut's capital.

Sec. 2-931 – Definitions

Program Administrator shall mean the City department or office designated by the Mayor to administer the Hartford municipal identification card program.

Hartford City ID Card shall mean an identification card issued by the City of Hartford pursuant to Section 2-930.

Resident shall mean a person who can establish that he or she is a current resident of the City of Hartford pursuant to Section 2-930.

Third Party Administrator shall mean the vendor selected through a competitive procurement process to administer the Hartford City ID Card program at no net cost to the City of Hartford.

Sec. 2-932 – Program Administration

A. The Mayor shall designate a Program Administrator to administer the Hartford City ID Card program. The Program Administrator shall coordinate with and review the work of the Third Party Administrator as necessary.

B. The Third Party Administrator shall develop and promulgate all rules necessary to carry out the program and shall implement the program. The Third Party Administrator may, by rule, establish procedures to protect the addresses of eligible persons and to ensure data security.

C. The Mayor shall designate a Program Administrator to administer the Hartford City ID Card program in accordance with this article.

Sec. 2-933 – Issuance

A. Card Design: The Hartford City Card shall display, at a minimum, the cardholder’s photograph, name, date of birth, address, an expiration date that is not more than five years from the date of issuance, and the cardholder’s option selected identity. The Card shall be designed in such a manner as to allow for the use of the Card in the cardholder’s personal, as a standard, un-prodiced card. The card shall be designed in such a manner as to deter fraud.

B. Availability: The Hartford City ID Card shall be available to all residents of Hartford, without regard to race, color, creed, gender, sexual orientation, national origin, citizenship status, marital or partnership status, disability, level of income, housing status, sexual or reproductive history, or status as a victim of domestic violence or of any other form of harassment, provided that such resident is able to meet the requirements for establishment of basic identification. Such rules shall be adopted in advance by the Program Administrator.

C. Fee: The fee for issuance of a Hartford City ID Card shall be $15 for adults and $10 for children 14 years and younger. The Third Party Administrator may adopt rules permitting residents who cannot afford to pay the fee to be granted a full or partial waiver of the fee.

Sec. 2-934 – Eligibility

A. Requirements: In order to obtain a Hartford City ID Card, an applicant must establish proof of identity and proof of Hartford residency.

B. Documentation of Identity: In order to establish identity, an applicant shall be required to produce one or more of the following documents, each of which must show the applicant’s name and residency: address located within the city and must be dated no more than five years prior to the date such document is presented, except as otherwise indicated in this section. The Third Party Administrator, with the approval of the Program Administrator, may determine, by rule, the weight to be given each document and may require an applicant to produce more than one document to establish identity. Such rules shall be adopted in advance by the Program Administrator.

1. United States or foreign passport
2. U.S. or foreign driver's license
3. U.S. state identification card
4. Social security card

Sec. 2-935 – Confidentiality of Information

A. Retention of Documentation: Neither the City of Hartford nor its Third Party Administrator shall retain originals of copies of records provided by an applicant to prove identity or residency when applying for an Hartford City ID Card.

B. Disclosure: The City of Hartford shall not disclose personal information, obtained from an applicant for a Hartford City ID Card, to any public or private entity or individual, including federal, state or local law enforcement entities, unless required to do so by federal or state law.

Sec. 2-936 – Access to Services

A. All City of Hartford agencies and offices shall accept the Hartford City ID Card as proof of identity and residency unless such acceptance is prohibited by state or federal law. In other cases, the agency or officer has reasonable grounds to believe that the individual presenting the card is not the individual to whom the card was issued.

B. The City of Hartford shall seek to expand the benefits associated with the Hartford City ID Card, including encouraging eligibility payments to apply for the card and promoting the acceptance of the Card by banks, public and private institutions, businesses, and other entities.

C. No City of Hartford agency or officer shall require the possession of a Hartford City ID Card where no identification is required to obtain City services. However, agencies may require the possession of the Card to obtain benefits or privileges that are offered exclusively to those possessing a Hartford City ID Card, as an incentive to apply for the Card.

Sec. 2-937 – Counterfeit and Fraudulent Cards

If it is a violation of this section of the Municipal Code for any person or entity to do any of the following acts. A fee of $100 may be imposed for each violation:

1. To knowingly present false information in the course of applying for a Hartford City ID Card.
2. To alter, copy, or replicate a Hartford City ID Card without the authority of the City of Hartford.
3. To use the Hartford City ID Card issued to another person, with the intent to cause a third person or entity to believe the holder of the Card is the person to whom the card was issued.

This ordinance shall take effect upon the approval of the Court of Common Council.
Appendix 3: Financial Inclusion

REGULATORY GUIDANCE—IDNYC

The following text is a regulatory guidance from IDNYC concerning the financial inclusion aspects of their Municipal ID Program.

The guidelines emphasize the importance of providing accessible and inclusive identification options, especially for underserved communities. The IDNYC program is designed to meet the needs of all New Yorkers, ensuring that everyone has access to reliable identification documents.

The text outlines the various measures and policies implemented to ensure financial inclusion, including the provision of no-cost ID cards and the expansion of distribution locations to reach a broader audience. The program also focuses on simplifying the enrollment process and ensuring that the ID cards are user-friendly and accessible to all.

Additionally, the regulatory guidance highlights the importance of ongoing feedback and improvement to ensure continuous enhancement of the IDNYC program.

The full text provided is a comprehensive overview of the regulatory requirements and practices implemented by IDNYC to support financial inclusion.
As indicated in my previous response, the "U.S. persons" identity verification is initially tied to a taxpayer identification number ("TIN") rather than a particular form of identification.  A TIN would have to be provided by the credit union before opening a new account for a U.S. person using a Municipal ID. For non-U.S. persons, the CIF Rule allows a new account to be opened where the applicant can establish name, date of birth, address, and also provide non-identification number that the list of which may be provided using any one (or more) of the following: a passport number, social security number, an alien identification card number, or the number and security issue of any other government-issued document evidencing nationality or residence and having a similar safeguard.

Accordingly, an accepted Municipal ID which you described to include data found in other forms of government-issued identification such as name, photo, date of birth, address, and signature, would contain the elements required by the CIF Rule for a primary source of identification for opening a new account for either U.S. or non-U.S. persons.

In the process of implementing the CIF Rule, Treasury indicated it will "encourage financial institutions to incorporate its best practices into the operation of their systems and processes to better protect their customers."

You should also see the intent of Treasury regarding the use of Municipal ID, as that agency would be in the best position to clarify its interpretation of the use of government-issued identification by any U.S. financial institution for CIP purposes.

Sincerely,

Michael J. McKenna
General Counsel

NCUA OPINION

November 24, 2014

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Sincerely,

Michael J. McKenna
General Counsel
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