

WHO WE ARE

Municipal ID cards as a local strategy to promote belonging and shared community identity.

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About the Author

The Center for Popular Democracy (CPD) works in partnership with innovative community-based organizations, local and state networks, and progressive unions across the country to promote equity, opportunity, and a dynamic democracy. CPD supports partners in developing cutting edge state & local policies that deliver tangible benefits to communities and also helps to build organizational infrastructure & capacity so our partners can grow stronger and expand. CPD generates momentum from the local level up to ensure that the values of equity, opportunity and a dynamic democracy become national priorities. Our work is not simply about making policy change. It is about working with communities to understand the root causes of the challenges we confront, building consensus around transformative solutions, and working in sustained partnership to accomplish shared goals. We aim to do our work in a way that builds trust, enhances collective capacity, and ultimately broadens and strengthens the progressive movement.

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Individuals

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Introduction

The Immigration Policy Paradox: Federal Law, Local Impact

One of the paradoxes at the center of the struggle for immigrant rights in the United States is that while immigration law and policy is made at the national level, most of the impacts of those laws occur at the local level. Politicians and bureaucrats in Washington, DC, negotiate and renegotiate a statutory framework that includes some and excludes others, and design and redesign a police apparatus to enforce the framework. Meanwhile, in towns and cities across the country, immigrants and the neighborhoods they are part of experience firsthand the difficult realities of trying to live, work, take care of a family, and participate in community within a set of legal structures that do not always protect their basic rights and freedoms.

Although there is a growing understanding among both policy-makers and members of the public of the desperate need for an overhaul of our country's immigration laws, the last several attempts to pass an immigration reform bill have failed. The recently renewed legislative negotiations in Congress—still ongoing at the time of this report's publication—appear to be the best chance in 25 years to make meaningful change. But even if Congress does pass a bill this year, political concessions necessary to get it through both houses of Congress will almost certainly mean that large numbers of immigrants are still excluded from

legalization and are targeted even more aggressively by the deportation system. In the face of uncertain and incomplete federal reform efforts, cities, counties and states are increasingly looking for ways to address immigration policy issues locally. This is the context in which the idea for municipal identification cards has arisen. Municipal ID cards can help individuals deal with the ongoing struggle to integrate and participate in civic life. If Congress does pass

“Regular folks are getting it, too. Folks who have all their documents and no particular need for it are getting it as a sign of solidarity with those who don’t have access to ID, and they are using it purposely to gain recognition for the cards in the community.”

**—Maria Juega
Latin American Legal Defense
and Education Fund**

legislation allowing large numbers of people to regularize their immigration status, municipal IDs may also help individuals prove their own presence in the US during the required time period, or access other services and institutions that can help them secure that proof.

Making local policy on immigration can be a difficult proposition. Immigration may be the one area of the law in which federal authority dominates more than any other. The Supreme Court has given broad deference both to the laws that Congress passes related to immigration, as well as to policies and programs that the Executive branch adopts in order to enforce those laws. In case after case since the early 1900s, the Court has reiterated: “Over no conceivable subject is the legislative power of Congress more complete.”¹ This hands-off attitude has prevailed even with regard to laws that are clearly discriminatory: “Whether immigration laws have been crude and cruel, whether they have reflected xenophobia in general, or anti-Semitism or anti-Catholicism, the responsibility belongs to Congress.”²

Fighting National Stalemate with Local Innovation

Even though the power to make and enforce law explicitly about immigration is given exclusively to the federal government, that does not preclude local governments from making laws and policies that impact immigrants in some aspects of their lives. Local policies around healthcare, education, housing, voting, employment, transportation, and law enforcement all have profound effects on the ability of immigrants to thrive in their communities. So far, the policies that states and cities have specifically directed towards their undocumented populations fall into two starkly opposed categories—policies that aim to support and integrate immigrants, and policies that aim to alienate and exclude them.

An example, from the latter category is the Illegal Immigration Relief Act passed by the city of Hazleton, Pennsylvania in 2006. The ordinance required landlords and employers to inquire into the immigration status of their tenants and employees. It imposed a fee of \$1000 on landlords for every undocumented tenant, and revoked for five years the business license any employer found to have hired an undocumented person. Hazleton also declared English its official language, and forbade the translation of any city documents into any language other than English. Lou Barletta, Hazleton’s mayor and the architect of the policy, was unequivocal and unembarrassed in proclaiming that the purpose of the law was to make his city “the toughest place on illegal immigrants in America.” “I will get rid of the illegal people,” he said. “It’s this simple: They must leave.” In drafting the ordinance, Mayor Barletta—now a Congressman—consulted Kris Kobach, the secretary of state for Kansas, and one of the most extreme and outspoken anti-immigrant policy-makers in the nation. Kobach was instrumental in the drafting and passage of Arizona’s notorious SB1070 which, among other things, made it a crime to be present in the state without documentation proving immigration status. Laws like the Illegal Immigration Relief Act and SB 1070 are

¹ *Oceanic Steam Navigation Co. v. Stranahan*, 214 U.S. 320, 339 (1909).

² *Harisiades v. Shaughnessy*, 342 U.S. 580, 587 (1952) (Frankfurter, J., concurring).

being conceived and promoted by a network of individuals (like Kobach and Barletta) and organizations (like the American Legislative Exchange Council and the Immigration Reform Law Institute) backed by corporate interests who understand that local government is actually the frontline of immigration policy, and who intend to exploit city and state power to marginalize immigrant communities.

At the other end of the spectrum are local policies designed to make life easier for immigrants. While these policies are not as numerous, and their proponents not as coordinated or well-funded, they are growing in number. For example, fifteen states have now passed laws extending eligibility for in-state tuition to undocumented students. Two states (California and Connecticut) as well as several municipalities including, among others, Washington,

DC; Chicago, IL; New York City and San Francisco have passed legislation limiting cooperation between their local police forces and Immigration and Customs Enforcement (ICE), and several states now permit undocumented residents to receive drivers licenses. These policies, and the cities that have enacted them, comprise what has come to be known as the “sanctuary city movement.” The movement has a long history, dating back to 1979, when the city of Los Angeles issued an internal policy forbidding local authorities from undertaking any police action with the purpose of determining a person’s immigration status. Some localities embrace the sanctuary city label openly. In 2007, for example, the city of Oakland, CA, passed a resolution declaring Oakland a “city of refuge” and condemning the recent swath of federal immigration raids. But not all of the initiatives to protect immigrants are taking place in cities or states with deep traditions of pro-immigrant policy, and a city need not explicitly identify as a sanctuary city in order to take advantage of policy ideas that support community cohesion and access to services. Municipal ID cards are an example of innovative policy that should appeal to communities across a wide political spectrum, both as a symbolic gesture of welcome and inclusion and as a pragmatic strategy for integrating immigrants into a local community.

This is an interesting time to be discussing municipal ID cards. The first municipal ID was issued in 2007, during the last round of Congressional attempts to pass comprehensive immigration reform. Conservative groups responded to the possibility of mass legalization by passing anti-immigrant legislation. New Haven, Connecticut, responded with its municipal identification program, a radically different pro-immigrant vision for the city and the country. As we again face the possibility of federal reform, and again face the likelihood of conservative

“An ID that recognizes residents as Angelenos with access to all city agencies would be a great benefit for all of us. Things like the ability to check out a library book, to access health services, to enroll our kids in school, why should this depend on immigration status?”

***—Alexandra Suh
Korean American Workers Alliance***

backlash, this is the time for immigrant communities and immigrant rights advocates to consider the challenges and opportunities of the national landscape, and develop tools for navigating it. Municipal ID cards are one such tool.

Purpose and Methodology of the Report

The purpose of this report is to describe the various municipal ID programs that have sprung up around the country so far, to compare the features of the different campaigns as well as the ID cards and policies themselves, and to encourage further conversation among other local constituencies and legislators about whether a municipal ID program would benefit their communities.

The information contained in this report was collected through several methods, including a literature review (covering sources in social science and law), interviews with stakeholders who participated in the creation of the ID card programs, and an analysis of the media coverage of all the municipal ID campaigns.

The case studies included here focus on answering several key questions that will be relevant to any municipality considering offering ID cards to its residents. What were the challenges that municipal ID cards were created to help overcome in each locality? What was the political landscape and campaign strategy in each case? What kind of resistance, if any, did the campaign face? What does the card itself consist of and what are the requirements to receive one? How has implementation succeeded, or not, since the launch of the program? Do residents use and accept the card as a valid form of ID? How is the card funded? Have there been any modifications to the ID card since the inception of the program? The hope of this report is that new municipal ID campaigns will benefit from the lessons learned by the early pioneers of the ID experiment.

“An identification card that pays for itself, keeps consumers from falling prey to unscrupulous lenders, and helps a family out of the shadows is an investment worth supporting.”

***—Angelica Salas
Coalition for Humane Immigrant
Rights of Los Angeles***

Who Needs ID?

The ability to provide proof of identity is a basic necessity that many Americans take for granted. Access to widely accepted forms of ID such as passports, drivers licenses and social security cards is a privilege that attends other privileges—privileges of race, of class and of citizenship. But, increasingly, identification requirements gate-keep almost every aspect of daily life. Without the right form of ID you may not be able to open a bank account or even cash a check, see a doctor at a hospital, register your 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. Ironically, the very people who are most in need of such basic services are also those who have the most difficulty obtaining the proof of identity that will allow them to access those services. In addition to serving practical urgencies, identification cards also have a symbolic importance as a sign of membership in the community. Cities that offer ID to their residents regardless of immigration status are making a powerful statement of welcome and inclusion.

Goals of Municipal ID Card Programs

- *Improve community safety by making it easier for those without state-issued ID to interact with local authorities.*
- *Improve access to financial services by providing a form of ID that will allow those without other forms of identification to open bank accounts.*
- *Mitigate impact of racial profiling.*
- *Make symbolic statement of welcome and solidarity to immigrant residents.*
- *Promote unity and sense of membership in the local community among all residents.*

Immigrants

Undocumented immigrants are often literally “undocumented” in that they have no document attesting to their identity that is recognized in the United States, and in many cases have no documentation proving their identity at all. Some immigrants

may have consular ID cards issued by their countries of origin (and some cities have passed laws to officially recognize such cards as legitimate forms of identification); others may have current or expired US visas, or foreign passports, drivers licenses or birth certificates. In most cases these forms of ID will not be sufficient to grant access to basic services in US cities.

“This card allows people who have been living in the shadows to be out in the light of day,” Ed Reyes, a Los Angeles city councilman, said. “Some say this is a federal issue and not our problem. Well, I’m sorry, I beg to differ.”

One of the further obstacles to acquiring identification is the REAL ID Act, which Congress passed in 2005 to require that all state issued drivers licenses meet certain standards before they can be accepted as valid ID for any federal purpose. Among the stringent criteria of REAL ID compliance is the requirement that license applicants show proof of immigration status. While REAL ID has quashed hopes of extending drivers licenses to undocumented residents in some states, other states are challenging the law directly by issuing licenses to undocumented immigrants in spite of the clear conflict with federal law. Most recently, Maryland and DC passed legislation making drivers licenses available to everyone regardless of immigration status, and in both cases, local immigrant rights advocates successfully fought off proposals for two-tiered license systems (with a second-class license for undocumented residents marked “not for federal purposes”) that had been proposed in order to comply with REAL ID. Nevertheless, these states are still the exception rather than the rule, and in most places it is simply not politically viable to grant drivers licenses to undocumented immigrants while REAL ID is the law of the land.

As is described in detail in the case studies included in this report, lack of identification prevents immigrants from accessing a whole range of essential local services. But other problems also flow from that lack of access. For example, a common problem that inspired many of the municipalities featured here to consider a municipal ID program was that immigrants who could not open bank accounts were being profiled by thieves as easy targets, with the expectation that they would be carrying large sums of cash. Another common problem was the reluctance of immigrants to report crime, or workplace abuse, for fear of being asked for ID and thus drawing attention to their immigration status. A city-level system of identification is one way to not only address the simple logistical barriers that immigrants may face at the doctor’s office or the library, but also to prevent more serious fall-out from those barriers for the health and safety of the whole community.

Other Vulnerable Groups

Immigrants are not the only constituency that may benefit from a municipal ID program. Other vulnerable groups, such as the homeless, youth in the foster system, the low-income elderly, people with mental illness and disabilities, and formerly incarcerated individuals re-entering society, all face obstacles to acquiring the documentation necessary to access the basic services that, in many cases, their lives depend upon.³ There is significant overlap among all of these vulnerable groups as well as with the undocumented population.

Evidence also suggests that certain racial/ethnic groups are asked to display ID at higher rates than whites in situations where it is not required, for example in encounters with police, or when paying for a purchase with a check.⁴ Not having ID can result in the failure of the transaction at hand, and can leave target individual feeling embarrassed and stigmatized. A municipal ID that succeeds in gaining real currency in a given locality can go a long way towards reducing the impact of this kind of profiling.

Types of Documents Accepted by Municipal ID Programs

To Prove Identity

Some Combination of the following is usually sufficient:

- *US or Foreign Passport*
- *US Driver's License*
- *US State ID*
- *US Permanent Resident Card (Green Card)*
- *Consular Identification (CID)*
- *Certified Copy of US or Foreign Birth Certificate*
- *Social Security Card*
- *National ID Card with photo, name, address, date of birth, and expiration date*
- *Foreign Driver's License*
- *US or Foreign Military Identification Card*
- *Current Visa issued by a government agency*
- *US Individual Taxpayer Identification Number (ITIN) authorization letter*
- *Educational Institution Identification Card: elementary, middle, secondary and post secondary schools*

To Prove Residency

Usually municipalities require that the below documents have been issued within the previous thirty days.

- *Utility bill*
- *Local property tax statement or mortgage payment receipt*
- *Bank account statement*
- *Proof of a minor currently enrolled in a local school*
- *Employment pay stub*
- *Jury summons or court order issued by a state or federal court*
- *Federal or state income tax or refund statement*
- *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.*

³ For a survey of ID obstacles facing these groups, with particular focus on returning offenders, see Amy Blank Wilson, "It Takes ID to Get ID: The New Identity Politics in Services," *Social Service Review*, Vol. 83, No. 1 (March 2009), 111-132.

⁴ Paul F. Lagunes, Brian M. Levin, and Ruth K. Dittlman, *Documenting the Undocumented*.

Everyone

Many of the municipalities featured in the case studies below made a point of designing their ID cards to be useful and attractive to all residents, even those who already have more traditional forms of identification. One potential danger of municipal IDs is that they may brand their holders as undocumented. To avoid this “scarlet letter” effect, it is important for local ID programs to be used by as many people in as many different situations as possible. Some of the incentives that cities are using to encourage residents to apply for the card include discounts at local businesses and city-operated attractions and venues, and the option to use the ID card as a prepaid debit card or to access public transportation. Some cards also include the holder’s emergency contact information and some medical information.

A useful, recognizable and widely relied upon municipal ID card can promote a sense of city unity, which benefits all residents. And when undocumented immigrants are able to access the services they need to take care of themselves and their families, to find and keep employment, and to participate in neighborhood life, that has positive social and economic consequences for the entire community.

Common Features of Municipal ID Cards

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| <ul style="list-style-type: none">■ <i>Photograph of Card Holder</i>■ <i>Name, Address and Date of Birth of Card Holder</i>■ <i>City Name and Logo</i>■ <i>Card Number</i>■ <i>Signature line</i>■ <i>Expiration date</i> | Optional Card Features <ul style="list-style-type: none">■ <i>Gender of Card Holder</i>■ <i>Phone Number of Card Holder</i>■ <i>Mastercard/Visa Logo (for cards with banking functions)</i>■ <i>Medical Information</i>■ <i>Emergency Contact Information</i>■ <i>Bar Code</i> |
|--|--|

Making ID Cards Fraud Resistant

Municipalities have used some combination of the following strategies to ensure that ID cards could be difficult to forge:

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| <ul style="list-style-type: none">■ <i>Card is made of certain stock thickness and material</i>■ <i>Card stock inventory is laser engraved with a serial number</i>■ <i>Cards include fine-line pattern background</i>■ <i>Embedded watermark</i> | <ul style="list-style-type: none">■ <i>Foil stamp of city seal</i>■ <i>Ultraviolet Ink</i>■ <i>Holograms</i>■ <i>Tamper-proof magnetic stripe</i>■ <i>Tamper-proof signature panel</i> |
|--|--|

Case Studies

New Haven, CT

The city of New Haven launched the Elm City Resident’s Card in July, 2007. Although New Haven is not typically thought of as a city with a strong immigrant presence, over the last 20 years it has become part of a constellation of cities playing host to a new influx of immigrants. Between 1990 and 2006 the immigrant population in New Haven increased by 69%, which has meant significant growth of the Latino community—today the city is about 25% Latino. The city has also seen an increase in the number of undocumented residents, which is estimated to be between 10,000 and 15,000 of the city’s 125,000 people.⁵ In 2005, two community based organizations, Junta for Progressive Action and Unidad en Latina Acción, collaborated with Yale Law School to produce a report outlining some of the main challenges facing undocumented individuals in New Haven.⁶ One of the problems the report described was how undocumented residents had become frequent targets of theft. Because it was well known that undocumented

individuals could not open bank accounts, they were widely believed to have easy access to large amounts of cash—either carried on their person or stored in their homes.

“This has actually bolstered relationships between police and the people who have these cards. It’s given people the confidence to call us,” said Officer Dave Hartman (New Haven police)

The problem became so common that the public and the media began referring to undocumented people as “walking ATMs.” Making matters worse, those who were the victims of, or witnesses to, these crimes were usually reluctant to talk to the police, for fear that they would be asked for identification and, when unable to provide any or only provide identification that would reveal them to be foreign-born, subjected to scrutiny of their immigration status or the status of family members. This fear of interacting with local law enforcement was also a broader problem in the community—detering immigrants from reporting not only crime, but also workplace infractions. For example many people reported that their employers, aware of their undocumented status, took advantage of that vulnerability by refusing to pay owed wages.

⁵ Paul F. Lagues, Brian M. Levin, and Ruth K. Dittman, *Documenting the Undocumented*.

⁶ *A City To Model: Six Proposals for Protecting Public Safety and Improving Relationships Between Immigrant Communities and the City of New Haven*. October, 2005. Available at: http://www.cityofnewhaven.com/pdf_whatsnew/A_City_to_Model_New%20Haven.pdf

Those without ID cards also faced other forms of exclusion, such as being denied access to city parks and public beaches, which required proof of identity for admission.

The push for ID cards to help address these problems began as a campaign to change Connecticut law to allow undocumented people to obtain drivers licenses. When there turned out to be insufficient support in the state legislature for drivers licenses, New Haven's Mayor, John DeStefano, and his staff agreed with advocates that residents would still benefit from some form of official identification. The Mayor's announcement of his intention to explore municipal ID for New Haven, however, generated fierce media attention and harsh political criticism that ultimately resulted in the city putting the ID program on hold. In 2006, after the

murder of Manuel Santiago, a local resident who was stabbed to death by a robber after cashing his paycheck, the local advocacy community was galvanized to demand more aggressive action from local policy makers. DeStefano renewed his commitment to municipal ID, and the New Haven aldermen approved the Elm City Resident Card on June 4, 2007, in a 25-1 vote.



New Haven intended its card to appeal to all residents and so in addition to serving as a form of identification and permitting access to certain city facilities, the Elm City Card can also be used as a library card and as a debit card in local stores and at parking meters. It costs \$11 for adults and \$5 for children under 17. To qualify for the card residents must submit proof of identity and proof of residency. City Hall administers the program and is responsible for confirming identity and residency.

To prove identity residents can submit either a passport, U.S. driver's license, birth certificate, or consular ID card. If a resident does not have any of those documents, they may submit two of any of the following: a national identification card (must have photo, name, address, date of birth and expiration date); a current Foreign Driver's license; a voter registration card (must be presented with original birth certificate); a U.S. or foreign military identification card (must be presented with original birth certificate); a current visa; or an ITIN card (must be accompanied by an ID with a photograph).

To prove residency, an individual must submit any two of the following: a utility bill with name and address; an insurance bill, bank statement, check book; an employment pay stub; a local property tax statement; proof of a minor enrolled in public or private school; a voter registration card; original documents from a health or social services organization attesting to the fact that the applicant is a New Haven resident.

Although local residents were generally supportive of the card, there were instances of backlash. Perhaps most significantly, two days after the vote to approve the card, ICE launched a series of raids in the Fair Haven neighborhood that resulted in the detention of 32 undocumented immigrants. Although there is no hard proof of a connection between the Elm City Card and the raids, documents pertaining to the raids that were turned over to Yale Law School in response to a Freedom of Information Act (FOIA) request showed regular communication amongst several federal agencies about the ID card leading up to the raids.⁷ Regardless of whether the federal enforcement action was, in this particular case, a reaction to the ID program, local communities should always consider the potential for a negative response to their immigration policy solutions from federal authorities.

“I think as a whole it’s had an impact of people feeling more included in the New Haven community. People have felt more welcome in New Haven.”

***—Latrina Kelly
Junta for Progressive Action***

The Elm City Card also provoked the ire of a New England based anti-immigrant organization, which staged a demonstration in front of city hall to protest the program, and of a North Carolina based PAC, which distributed bilingual pamphlets in 40 states instructing undocumented immigrants to go to New Haven.

In spite of this opposition, the card launched at the end of June, 2007, and in just five months the city issued more than 5,000 cards. Shortly after city began issuing the card, in July of 2007, another group, then called the Southern Connecticut Citizens for Immigration Reform (now operating as The Community Watchdog Project), submitted FOIA requests for the names of all individuals issued an Elm City card. Yale Law School’s clinic, the Jerome Frank Legal Services Organization, fought the lawsuit and won.

Although the Elm City Card is still in regular use today, one study of the program’s efficacy found that some features of the card’s design (such as the unofficial sounding title—“Elm City” as opposed to “New Haven” Resident Card—and the cluttered appearance of the front side of the card) detracted from its perceived legitimacy.⁸ The same study pointed to the design of the San Francisco card as a model for cities to follow.

⁷ Paul F. Lagues, Brian M. Levin, and Ruth K. Dittman, *Documenting the Undocumented*.

⁸ *Id.*

San Francisco, CA

The City of San Francisco followed closely on New Haven's heels, with the Board of Supervisors passing its Municipal ID law by ordinance in November, 2007. The campaign was driven by the Latin American Alliance for Immigrant Rights (ALIADI), a Bay Area grassroots organization looking for ways to empower immigrant communities in the wake of the aggressive ICE raids in 2006 and 2007. San Francisco's undocumented residents were facing many of the same problems—lack of access to services, crime victimization, and fear of local law enforcement—that prompted the adoption of the New Haven ID program. Unlike the New Haven campaign, the San Francisco campaign did not initially have significant support from local policy makers, and after an initial unsuccessful attempt to attract members of the Board of Supervisors, ALIADI organized a coalition of approximately 40 groups to push for the ID program.

Even after the ordinance passed, there was a delay of almost two years before the program was actually activated, in large part because of delays imposed by Mayor Gavin Newsome in response to controversy over the card. The San Francisco card also survived a lawsuit by the right-wing Immigration Reform Law Institute, challenging the law on the grounds that it had not taken account of the environmental impact on the city from a projected influx of new immigrants. A federal judge dismissed the complaint in 2008, and the San Francisco ID Card was finally launched in January, 2009.

Like the New Haven card, the San Francisco card was designed to attract as broad a cross-section of the city as possible. To that end, the card has a wide range of functions. In addition to serving as proof of identity and residency, it is also accepted as a valid form of ID with which to open checking accounts at participating banks. The card provides discounts on San Francisco attractions, and can be used as a public library card, qualifies the holder for medical services at city-run clinics, and lists an emergency contact and information about the holder's medical conditions or allergies. One unique feature of the San Francisco card is that it does not identify the gender of the holder. This aspect of the card supports transgender individuals who are in transition from one gender to another, and appeals to individuals who do not identify as one gender or another. The card costs \$15 for adults, and \$5 for children, seniors and low income individuals. San Francisco accepts a broad range of documents to prove both identity and residency.

To prove identity residents can submit either a passport, U.S. driver's license, U.S. State ID, U.S. Permanent Resident Card (green card), a Consular Identification Card, or a photo ID card issued by another country to its citizens or nationals that meets the requirements of the San Francisco Administrative Code.

If a resident does not have any of those documents, they may submit two of any of the following: a certified copy of US or foreign birth certificate; a Social Security card; a national

ID 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 US ITIN number authorization letter; a California educational institution identification card from an elementary, middle, secondary or post-secondary school.



To prove residency, an individual must submit any one of the following: a utility bill dated within the last 30 days; a local property tax statement or mortgage payment receipt dated within the last 30 days; a bank account statement dated within the last 30 days; proof of a minor currently enrolled in a San Francisco school; an employment pay stub dated within the last 30 days; a written ruling, order or notice from the Residential Rent Stabilization and Arbitration Board dated within the last 30 days; a jury summons or court order issued by a state or federal court and dated within the last 30 days; a federal or state income tax or refund statement dated within the last 30 days; an insurance bill (homeowner's, renter's, health, life or automobile insurance) dated within the last 30 days; written verification issued by a homeless shelter that receives City funding confirming at least 15 days residency within the last 30 days; written verification issued by a hospital, health clinic or social services agency that receives City funding confirming at least 15 days residency within the last 30 days. Card applicants can also rely on documents bearing the name of his or her spouse in conjunction with a copy of their marriage certificate. For applicants 13 and under, a birth certificate is sufficient to prove identity, and a medical or school record is sufficient to prove residency.

The City of San Francisco administers and funds the program itself. Cards are issued through the County Clerk's office, and the program is staffed by two legal clerks. The upfront costs for equipment and staff to launch the program totaled approximately \$800,000 and the yearly operating costs are about \$200,000.

Richmond, CA

The Richmond City Council unanimously approved its municipal ID card program in July, 2011. Several community groups advocated for the program, which was spearheaded by Councilwoman Jovanka Beckles and had strong support from Mayor Gayle McLaughlin.

The issues that drove Richmond to launch a municipal ID program for undocumented residents mirror the concerns of other localities that have adopted municipal id programs: lack of access to services, fear of reporting crime, and increased prevalence of crime against undocumented immigrants. There was some resistance to Richmond's municipal ID program from constituents concerned about the possibility of identity fraud and the potential for increased pressure on Richmond city resources, but these concerns did not have much political traction.

Although any person who can prove residency in Richmond for 15 of the previous 30 days is eligible to receive a card, Richmond specifically designed its ID program for vulnerable community members included immigrants, children, the indigent, survivors of domestic violence, and the homeless.

To prove identity Richmond residents will need to present one of the following documents: a U.S. or foreign passport; a driver's license issued by any state or territory of the United States; a state identification card; a U.S. Permanent Resident Card (green card); a CID; a photo ID issued by another country that is treated by that country as an alternative to a passport that has both the photograph and date of birth and meets the standards set by Richmond's Program administrator for reliability and authenticity. Alternatively, applicants can present any two of the following documents as long as one of them contains a photograph and birth date: 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; an ITIN Number 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. For applicants 13 and under Richmond will also accept medical and school records as proof of identity.

To prove residency, applicants can present any one of the following documents: a utility bill dated within the last 30 days; a written verification confirming at least 15 days residency within the last 30 days issued by a County or State run homeless shelter; written verification issued by a County or State run hospital health clinic or social services agency; a local property tax statement or mortgage payment receipt dated within the last 30 days; proof of a minor currently enrolled in a school in the City of Richmond; an employment pay stub dated within the last 30 days; a jury summons or court order issued by a state or federal court dated within the last 30 days; a federal or state income tax or refund statement dated within the last

thirty days; or an insurance bill (homeowner's, renter's, health, life or automobile insurance) dated within the last 30 days. Card applicants can also rely on documents bearing the name of his or her spouse in conjunction with a copy of their marriage certificate.

The card will cost \$15 for the general population, and \$10 for low income residents. Looking to Oakland as a model, Richmond also plans for the card to have the capacity to act as a prepaid debit card. Richmond has awarded the contract to administer the program to SF Global LLC, the same company that operates the Oakland program (see discussion below). The ordinance establishing the ID program also directs the Richmond City Manager to appoint a Program Administrator to oversee the program. The ID cards were scheduled to launch in May or June of 2013, but of this writing has yet to officially begin.

Oakland, CA

The Oakland Municipal ID card program, formally adopted by the Oakland City Council in June, 2009, is unique among existing ID programs in that it can also be used as a debit card. The purpose of including the debit card function is to give banking access to people who can't provide the documentation necessary to open an account at most large national banks. While the debit card aspect of the Oakland ID is an obvious benefit to those who would otherwise be carrying around large amounts of cash, there are significant fees associated with using



the card in this way, including 75 cents for each debit transaction, a monthly charge of \$2.99, and \$1.75 for each call to customer service. Although these fees are a disincentive for low income families, they are still lower than those associated with most prepaid debit cards currently on the market. Adding the debit function to the ID card has also proven logistically complicated and time consuming, and ultimately delayed the launch of

the ID program until March of 2013. Nevertheless, the debit card function is proving to be a draw. As of August 2013, Oakland had issued about 3,000 IDs and had received applications for about 4,800 more. Of current card holders, about two-thirds are using the debit feature. As noted above, New Haven, Richmond, and Los Angeles are now looking to add a debit feature to their municipal ID programs.

Councilmember Ignacio De La Fuente initiated the push for an Oakland ID card, and found broad support on the Oakland city council as well as from Mayor Jean Quan. While much of the political discussion in the lead up to the ordinance adopting the program focused on

public safety arguments, officials have also been very explicit that the intention of the card is to make all residents, including undocumented residents, feel welcome and included. In 2007 Oakland adopted a resolution declaring itself a sanctuary city, and the local immigrant rights community views the ID program as one way the city is making good on the promise of refuge. The Oakland ID is accepted by local authorities as a valid form of identification, and residents are using their cards in interactions with police, as well as at libraries, health clinics, banks and other local businesses.

According to the city's website, applicants wishing to use the banking function of the Oakland card must present either their Social Security Card or one of the following: a current U.S. passport; U.S. Permanent Resident Card; a current U.S. driver's license; a current U.S. state-issued ID; a current U.S. military service ID; a current U.S. Tribal ID Card; a current Mexican Matricula Consular ID; any other US government-issued ID which is current and contains a photograph; a current foreign passport. Those wishing to use the Oakland card solely for identification purposes may also rely on any of the following which may be current or expired: a national ID card issued by a foreign government; a foreign passport; a foreign driver license; a foreign military service ID; or a consular ID.

To prove residency, applicants must present one of the following, dated within the previous thirty days: a utility bill; a local property tax statement; a mortgage payment statement; a bank account statement; an employment pay stub; a jury summons notice; proof of a minor currently enrolled in a local school; written verification from a city run shelter or social service agency of at least 15 days residency.

“Oakland is a city of refuge for immigrants from all countries.”

—Oakland's Sanctuary City Resolution, 5/15/07

The cost of Oakland's ID is \$15 for adults and \$10 for seniors. Oakland contracts the ID card program out to SF Global LLC. A Program Administrator, housed in the City Clerk's office, oversees the program for the city.

Los Angeles, CA

The Los Angeles City Council voted 12-1 on its own municipal ID card program in November 2012, after months of advocacy by a broad-based coalition of community groups including the faith community, local chambers of commerce, and advocacy groups like the Coalition for Human Immigrant Rights of Los Angeles (CHIRLA), the Koreatown Immigrant Workers Alliance the Asian, and the Pacific American Legal Center. Councilmember Richard Alarcon championed the proposal for IDs with support from Mayor Antonio Villaraigosa.

Los Angeles has issued the RFP for the development of the card, but has not yet selected a vendor. According to the RFP that was issued in March, 2013, the LA City Service Card will serve three functions:

- **Identification:** the card will provide photo, full name, street address, date of birth, hair color, eye color, height and weight.
- **Linkage to Public Programs:** Including possible links to the city’s transit system, prescription drug discount programs and libraries.
- **Debit or Pre-Paid Debit Features:** Los Angeles plans to follow Oakland’s lead by incorporating a banking function into its ID card program, which would be a big benefit for the city’s estimated 300,000 residents without bank accounts.

Los Angeles intends to have City Service Card applications and information available at FamilySource Centers, community centers and public library branches, and to offer financial literacy programming, including free tax preparation assistance, to residents in conjunction with the card. The council has instructed the libraries to work together with the Community Development Department to design such programming and to integrate the ID card program into the plans for outreach and implementation.

City officials are designing the card not only to be useful to those without any form of government issued ID, but also to appeal to all city residents. They are working with city agencies to get buy-in for the card as an official form of ID for all interactions with local authorities, and with local businesses and attractions to offer discounts and other incentives

LA City Service Card

According to the RFP that was issued in March, 2013, the LA City Service Card will serve three functions:

| Identification: | Linkage to Public Programs: | Debit or Pre-Paid Debit Features: |
|-------------------------|--|--|
| ■ <i>Photo</i> | ■ <i>City’s Transit System</i> | ■ <i>Los Angeles plans to follow Oakland’s lead by incorporating a banking function into its ID card program, which would be a big benefit for the city’s estimated 300,000 residents without bank accounts.</i> |
| ■ <i>Full Name</i> | ■ <i>Prescription Drug Discount Programs</i> | |
| ■ <i>Street Address</i> | ■ <i>Libraries</i> | |
| ■ <i>Date of Birth</i> | | |
| ■ <i>Hair Color</i> | | |
| ■ <i>Eye Color</i> | | |
| ■ <i>Height</i> | | |
| ■ <i>Weight</i> | | |

to card holders. The city's goal is to have the ID card be self-financed by revenue from the sale of the card and nominal fees charged to cardholders that opt to activate the prepaid debit or debit card feature.

To be eligible for the ID card, applicants must provide identity by providing one of the following: US or foreign passport; US driver's license; US state ID; US permanent resident card (green card); or consular ID. Or, the applicant can proffer two of the following: certified copy of US or foreign birth certificate; social security card; national ID card with photo, name, address, date of birth, and expiration date; foreign driver's license; US or foreign military ID; current visa issued by a government agency; US ITIN; or California Educational Institution Identification Card. Applicants under 13 may also present official school or medical records.

Applicants must prove residency by providing one of the following: utility bill dated within the last 30 days; local property tax statement or mortgage payment receipt dated within the last 30 days; bank account statement dated within the last 30 days; proof of a minor currently enrolled in a local school; employment pay stub dated within the last 30 days; jury summons or court order issued by a state or federal court and dated within the last 30 days; federal or state income tax or refund statement dated within the last 30 days; insurance bill dated within the last 30 days; written verification issued by a homeless shelter that receives City funding confirming at least 15 days residency within the last 30 days; written verification issued by a hospital, health clinic or social services agency that receives City funding confirming at least 15 days of residency within the last 30 days; or a certified copy of a marriage certificate. For applicants under 13 years of age, a parent or legal guardian can verify the child's residency.

New Jersey

In New Jersey, ID cards have been a growing trend since 2008, when Asbury Park issued the first local card in the state. As in New Haven, Asbury Park was galvanized to action by the death of an undocumented community member who was killed during a robbery attempt. Municipal, county and religious leaders, area business owners, law enforcement and local residents came together to discuss ways of addressing the vulnerabilities of immigrants living in Asbury Park. The group agreed that, while not a complete solution to the community's problem, photo ID cards containing the name, birth date, address, and phone number of the cardholder would help improve access to services and ease communication between residents and local authorities. Having an Asbury Park ID would also enable people to leave other forms of identification, such as foreign passports or birth certificates—which for some would be difficult or impossible to replace if lost—at home. The local coalition engaged the local police to secure buy-in for the ID program, and to ensure that officers would know about

and accept the cards as legitimate forms of ID in interacting with the community. The first cards were issued in April 2008. Though the Asbury Park card is issued not by the city itself but by the Latino Network, a non-profit advocacy group, the card is widely used and accepted in the community today.



The success of the Asbury Park card inspired Trenton to adopt its own local ID program. The impetus for the campaign there came from a group called the Tremendously Trenton Coalition, which formed with the goal of facilitating the integration of immigrants into civic life. The ID card program launched in May 2009, and the city issued more than 1,500 cards in its first year. The cards were distributed by the Latin American Legal Defense and Education Fund (LALDEF). LALDEF also administered Princeton’s ID card program, which started in May of 2010, and eventually helped to expand access to the cards across all of Mercer County. The Mercer County card has now supplanted the individual Princeton and Trenton cards, and is designed not only for undocumented people, but for the homeless, the elderly, and people re-entering society after a period of incarceration.

To obtain a Mercer County ID, an individual must prove residency in Mercer County by presenting a lease or utility bill or by having a landlord vouch for their residency, and show some form of photo ID from an official office, employer, or school. The photo ID may be current or expired, domestic or international. The card costs \$10 for adults and \$5 for youth and seniors.

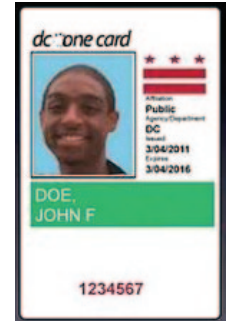


Thanks to intensive relationship building that LALDEF and the community did in advance of launching the program, the Mercer County card is now recognized and accepted by law enforcement agencies, healthcare providers, the board of social services, courts, recreational locations, libraries, and retail establishments.

The most recent NJ locality to start issuing ID cards is Freehold, NJ. The Freehold cards are modeled on the Mercer County card, but are currently available only to members of CASA Freehold, an organization that helps newly arrived immigrants integrate into the community through employment opportunities, work health and safety, wage theft claims, and education about immigration. CASA began issuing the cards in November 2012 to all its members, and the card is accepted by law enforcement and other local authorities as well as banks, schools, and businesses in Freehold.

Washington, DC

The DC One Card launched in June 2008, and gives residents of the District of Columbia access to DC government programs and facilities, including recreation centers, libraries and schools. The program was initially designed to make it easier for city youth to access libraries and recreation centers, and the city now plans to develop the One Card into a student ID. The One Card can also be linked to the city's Metrocard, which makes it simpler for students to take advantage of transportation discounts.



The requirements to obtain a DC One card are more stringent than those in other cities with municipal ID programs. In addition to proving residency in the district, individuals must show a driver's license, permanent resident card or visa. This makes the One Card impractical as an option for undocumented immigrants. Although the One Card is accepted at some government facilities and agencies, local law enforcement are not trained to accept the card as a form of identification in their interactions with residents. However, since the DC City Council voted in July 2013 to issue drivers licenses and official non-driver IDs to undocumented residents, the One Card should become available to a much broader segment of the immigrant population, helping especially to integrate immigrant youth living in DC.

Gearing up in New York City

A 2007 plan to introduce municipal ID in New York City failed to get off the ground, but the possibility has resurfaced as a popular idea among the policy proposals of several candidates in the 2013 mayoral race. Advocates and community groups have begun conversations about the potential benefits of a New York City ID card, building on the lessons learned from municipal ID card programs in other localities. At a July 2013 focus group session held by Make the Road NY (MRNY) community members viewed a presentation on municipal ID cards across the county, and expressed overwhelming support for the creation of a similar program in New York. Participants were particularly interested to discuss ways that the New York ID might be useful in local implementation of any federal legislative changes to immigration law that might happen in the next year.

Conclusion

Municipal ID's are giving people easier access to local services and institutions, reducing fear of police interaction, and fostering a sense of belonging and shared identity. While Congress struggles to pass comprehensive immigration reform legislation, there are many innovative policy strategies that local governments can use in to protect and empower their constituents. Municipal ID card programs are one such approach, and the trend is growing.

Appendices

Appendix 1: Chart of law review articles that address municipal ID cards

| Article | Summary |
|---|---|
| Keith Aoki & John Shuford, <i>Welcome to Amerizona: Immigrants Out!</i> , 38 <i>Fordham Urb. L.J.</i> 1 (2010). | Immigration reform should take place on a primarily regional basis. The federal government should create immigration regions and governance structures that include representatives of state and local governments. These immigration regions should formulate their own immigration policy recommendations. This so-called “immigration regionalism” would abide by the constitutional principle that immigration regulation is a federal power while acknowledging the fact that immigrants are residents of the localities in which they live, work, attend school, raise families, and own businesses. Cities such as San Francisco, Oakland, and New Haven have already acknowledged this fact through the issuance of municipal ID cards, available to all city residents regardless of immigration status. |
| Corrie Bilke, <i>Divided We Stand, United We Fall: A Public Policy Analysis of Sanctuary Cities’ Role in the “Illegal Immigration Debate,”</i> 42 <i>Ind. L. Rev.</i> 165 (2009). | Several cities are currently considering issuing municipal ID cards to residents regardless of their immigration status. The issuance of municipal ID cards is an extension of the policy (currently in existence in eight states, including New York) of issuing drivers’ licenses to unauthorized immigrants. Municipal ID cards are programmed with a debit chip, and they allow all city residents to open bank accounts, borrow books from libraries, and access the public beach, garbage dump, and public parking. Although other U.S. cities have, for many years, distributed ID cards for access to specific city services (for example, borrowing books from libraries), New Haven was the first city to issue ID cards for general use. Opponents of municipal IDs are concerned that the cards raise “huge security concerns.” Proponents respond that the cards, by contrast, improve public safety because they will allow unauthorized immigrants to purchase car insurance (decreasing the instances of uninsured car accidents), and will encourage them to keep their money in banks rather than on their person (making them easy robbery victims). According to a recent <i>New York Times</i> article, cities are better off “when all residents feel they have a stake and are not pariahs.” |
| Kristina M. Campbell, <i>Humanitarian Aid is Never a Crime? The Politics of Immigration Enforcement and the Provision of Sanctuary</i> , 63 <i>Syracuse L. Rev.</i> 71 (2012). | After September 11, 2001, the federal government restricted the availability of state-issued ID cards to residents who are able to establish their legal status. This restriction has had several harmful consequences for immigrants: inability to open bank accounts, inability to enroll children in public schools, prohibition on doing business with the city, and impoundment of cars driven by unlicensed drivers. New Haven responded, in 2007, by issuing municipal ID cards to all city residents regardless of immigration status. Issuance of municipal ID cards has since become an “act of sanctuary,” indicating a city’s desire to create a welcoming environment for immigrants. |

Article

Summary

Peggy Delinois Hamilton, *Why the Check Cashers Win: Regulatory Barriers to Banking the Unbanked*, 30 W. New Eng. L. Rev. 119 (2007).

“Unbanked” individuals are those who do not have a formal relationship with an insured depository institution. Cashing a check outside of a banking relationship imposes severe costs on the unbanked. For example, cashing a weekly or biweekly paycheck without the ability to save and accrue interest makes it difficult for the unbanked to accumulate wealth. Furthermore, many communities have reported a rise in crime related to the “cash and carry economy” generated by cashing paychecks. New Haven, CT began issuing municipal ID cards in order to enable unauthorized immigrants to open bank accounts. It hopes that this will “lessen their vulnerability as crime victims.”

Ian Long, “Have You Been an Un-American?": *Personal Identification and Americanizing the Noncitizen Self-Concept*, 81 Temp. L. Rev. 571 (2008).

Immigration policy makers are divided on the extent to which unauthorized immigrants should be integrated into American society. Providing unauthorized immigrants with personal identification, and thereby allowing them to more fully access American society, will increase their conception of themselves as Americans. They will become “cooperative members of society who seek to advance its common goals, rather than resentful outsiders, relegated to the shadows.” New Haven, CT, sought to further integrate its unauthorized immigrant residents by providing all city residents with ID cards. Although the card does not grant its holder any legal rights, nor does it grant them citizenship or access to state or federal benefits, it does provide access to municipal services and facilities. There was significant early interest in the ID program. The city issued more than 3,200 cards within the first few weeks. Interviews with immigrants reveal their support for the program. However, the New Haven program also met with resistance. Two days after the city approved the issuance of municipal ID cards, ICE conducted a city-wide sweep that resulted in the arrest of 31 individuals alleged to be unauthorized immigrants. The ID cards are also causing outbursts by New Haven residents, who claim that the municipal government is “selling out legal Americans.” Some opponents have threatened to bring legal challenges against the municipal IDs.

Jesse Newmark, *Legal Aid Affairs: Collaborating with Local Governments on the Side*, 21 B.U. Pub. Int. L.J. 195 (2012).

Local governments, rather than the federal government, are spearheading progressive immigration reforms. Municipalities from New Haven to San Francisco have issued municipal ID cards to all residents regardless of immigration status. These cards encourage immigrants to trust public officials, help overcome immigrants’ reluctance to report crimes, and ensure that residence have access to municipal services (banks, libraries, parks, and schools). Although these ID programs do not technically violate federal law, they fly in the face of the intent behind the REAL ID Act, which was enacted after September 11, 2001 in order to limit the availability of government-issued ID to non-citizens.

Renee C. Redman, *National Identification Cards: Powerful Tools for Defining and Identifying Who Belongs in the United States*, 71 Alb. L. Rev. 907 (2008).

ID cards serve to draw the line between who “belongs” in the United States and who does not. In July 2007, New Haven, CT became the first municipality in the country to issue local resident ID cards. The cards have a photo, name, address, and date of birth, and it assigns each resident a number. To obtain a card, residents must present ID and proof of New Haven residence. To prove identity, an applicant must present one of the following: (1) a passport; (2) a U.S. drivers license; (3) a birth certificate; or (4) a consular ID card. Alternatively, an applicant may prove his or her identity by presenting any two of the following: (1) a national ID card with photo, name, address, date of birth, and expiration date; (2) a current—not expired—foreign drivers license; (3) a voter registration card; (4) a U.S. or foreign military identification card; (5) a current visa; or (6) an ITIN card accompanied by an ID with a photograph. The ID cards are not intended to bestow any sort of legal immigration status on the holder. It is intended to indicate that the holder belongs in New Haven. At the time this article was written, over 5,000 cards had been issued. New Haven police officers note that the ID cards have made immigrants feel more comfortable coming to police stations. They have also returned to City Hall (after picking up their ID cards) to take advantage of additional services, information, and orientation. Shortly after New Haven began issuing ID cards, the Southern Connecticut Immigration Reform made a FOIA request to obtain the names of people with the cards. The request was denied in 2008 under the “public safety” exemption. Further opposition to the ID cards came from the federal government. Officials from the U.S. Attorney’s Office and DOH, more than three months before adoption of the program, developed a strategy (including a letter to the mayor of New Haven that was never sent) to deter New Haven from becoming a “sanctuary city.”

Christina M. Rodriguez, *The Significance of the Local in Immigration Regulation*, 106 Mich. L. Rev. 567 (2008).

The primary function of states and localities is to integrate immigrants into American society. New Haven, CT exemplifies this type of experimental integration. It recently adopted municipal ID cards that are available to all New Haven residents. The goal is to help immigrants access certain city and private sector services, thereby encouraging immigrants to trust public officials and live safe and healthy lives. New Haven is now serving as a model for larger cities like New York, whose city council is considering a similar measure.

Article

Summary

Rose Cuison Villazor, "Sanctuary Cities" and *Local Citizenship*, 37 *Fordham Urb. L.J.* 573 (2010).

San Francisco has successfully established itself as a sanctuary for immigrants by recognizing that unauthorized immigrants are, despite their lack of legal status, stakeholders in their communities. However, the city excludes certain immigrants (juveniles and adults who have committed felonies) from its protections.

Rose Cuison Villazor, *What is a Sanctuary?*, 61 *S. Methodist Univ. L. Rev.* 133 (2008).

In June 2007, New Haven, CT began issuing municipal ID cards to residents who lacked proof of legal status in order to improve their access to city services, minimize their vulnerability as victims of crimes, and "bring them out of the shadows." Although this indicates that some New Haven residents consider the city to be a sanctuary for immigrants, municipal ID cards do not protect unauthorized immigrants against federal immigration authorities. Two days after the municipal ID program took effect, ICE arrested 32 unauthorized immigrants, possibly in retaliation for the ID program.

Appendix 2: Chart of social science articles that address municipal ID cards

Article

Summary

Award Winning Cities Improve Their Communities, Am. City & County (2008).

New Haven was one of four cities to be awarded "gold winner" status by the National League of Cities ("NLC") Awards for Municipal Excellence in 2007. NLC described New Haven's "Elm City Immigration Project" as a collaboration between the city, faith-based organizations, financial and educational institutions, and community members, and it highlighted the multi-purpose municipal identification card as an important element of the project.

Alicia Schmidt Camacho, "Hailing the Twelve Million," 208 *Social Text* 105 (2010).

This article describes the past several years of unsuccessful immigration reform efforts as "a carceral system of territorial and population control." ICE's response to New Haven's approval of municipal identification cards was "swift and severe," involving a "mass sweep through the city's Latino neighborhood." According to the author, this sweep promoted ICE's agenda of "governing by fear."

Els de Graauw, *Documenting the Undocumented: Nonprofit Organizations and Intergovernmental Tensions over Municipal ID Cards in San Francisco*, Baruch Coll. (2009).

The author argues that federal immigration policy, which focuses on enforcement of immigration laws and border patrol, conflicts with the goals of public health and safety, economic development, and community cohesion. She traces the history of the campaign for San Francisco's municipal identification ordinance, highlighting the role of nonprofit organizations.

Jay Gitlin et al., "Frontier Cities and the Return of Globalization," in *Frontier Cities: Encounters at the Crossroads of Empires 200* (Jay Gitlin et al. eds., Univ. of Pennsylvania Press 2012).

Frontier Cities and the Return of Globalization is the epilogue of a book that discusses the historical similarities and differences among frontier cities. It identifies New Haven as a frontier city and describes its municipal identification card as a continuation of its long history of "responding to the transnational flow of people across ineffective borders."

Paul F. Lagunes, "Documenting the Undocumented: A Review of the United States' First Municipal ID Program," 24 *Harvard J. Hispanic Pol'y* 43 (2012).

This article set out to test the effectiveness of the Elm City Resident Card as it relates to ordinary commercial interactions. The authors found that Hispanics were asked to present identification more than non-Hispanics, and that the Elm City Resident Card was often not accepted by cashiers as a valid form of identification. Although the card effectively signals the New Haven government's pro-immigrant stance, it is not marginally useful as a form of documentation. The authors suggest that the card would be accepted more frequently if it were designed to appear more official.

Jacqueline Olvera & Douglas Rae, "Post-Urbanism, Incorporation, and Migration," 49 *International Migration* 23 (2009).

This article explores the migration patterns of Mexican immigrants settling in New Haven, CT. It contrasts disempowered Mexican immigrants with empowered Puerto Rican immigrants, arguing that Puerto Ricans have succeeded in organizing politically. According to the authors, the municipal identification card program is an example of "the effectiveness of Puerto Rican political leadership."

Article

Summary

Mara Revkin, "City on a Hill," *18 Am. Prospect* 31 (2007).

Revkin describes the history of the Elm City Resident Card. She lists the several municipal services to which the card will grant holders access and claims that "the municipal ID has designated New Haven's undocumented immigrants as full-fledged participants in civil society." She also outlines the strategies that New Haven politicians used in order to win public support for the municipal identification program.

Kristin Seavey & Michael McGrath, "The 2008 All-America City Report," *Nat'l Civic R.* 15 (2009).

The National Civic Review All-America City recognizes municipalities for outstanding civil accomplishments. In order to win, they must demonstrate their ability to address serious challenges with innovative, grassroots strategies that promote civic engagement and cooperation among the public, private, and nonprofit sectors. New Haven was recognized for its municipal identification card.

Michael J. Wishnie, "Welfare Reform after a Decade: Integration, Exclusion, and Immigration Federalism," in *Immigrants And Welfare: The Impact Of Welfare Reform On America's Newcomers* 69 (Michael E. Fix, ed., Russell Sage Found. Publ'ns 2011).

This chapter addresses the question of whether states' authority to discriminate against lawful permanent residents (authorized by the Personal Responsibility and Work Opportunity Reconciliation Act of 1996) violates the equal protection clause. It provides an overview of states' current immigration policies, from anti-immigrant states such as Arizona to pro-immigrant states such as Connecticut, and holds out the Elm City Resident Card as an "innovative local measure."

Appendix 3: Chart of newspaper articles that address municipal ID cards

NEW HAVEN, CT

| Newspaper | Title | Date | Website | Summary |
|-----------------------|--|--------------|---|---|
| New Haven Independent | Today I am Proud to call New Haven my Hometown | June 5, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/today_i_am_proud_to_call_new_haven_my_hometown2/ | This opinion piece by the husband of the city's point person on municipal ID cards (Kica Matos) responds to the city Board of Aldermen's decision to approve the first municipal ID card ordinance in the country. The author thanks the many board members who were crucial to the approval of the ordinance. He concludes by saying, "Monday night we welcomed our neighbors home. There was a lot of hard work required of organizers and politicians. But there was also a chance for each of us to reach into our own conscience to make a decision about where we stood. New Haven's collective conscience did not fail us, nor did our democracy." |
| New Haven Independent | Feds Sweep Fair Haven | June 6, 2007 | http://www.newhavenindependent.org/archives/2007/06/fed_sweep_fair.php | Article summarizes ICE raids in which federal agents busted at least four households of allegedly undocumented immigrants. The raids came a day and a half after New Haven approved a landmark new municipal ID plan. The feds detained 31 immigrants on a variety of charges. |
| New Haven Independent | A Wake Up Call | June 6, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/a_wake-up_call/ | Article describes ICE raids from the perspective of one Fair Haven resident whose home was invaded by agents on Wednesday night. At least 13 adults were arrested and taken out of the state on the way to deportation in what City Hall called a "disgraceful" federal payoff for New Haven's municipal ID card ordinance. |

| Newspaper | Title | Date | Website | Summary |
|-----------------------|--|---------------|---|--|
| New Haven Independent | City ID Plan Approved | June 7, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/city_id_plan_approved/ | Article describes approval of ID card proposal. "In a 25 to 1 vote, aldermen approved acceptance of \$250,359 in private funds from the First City Fund Corporation to support the plan. The Elm City Resident Card, originally designed to help undocumented immigrants avoid getting robbed or assaulted, will be a combination of identification, debit card, library card, and a way to pay the parking meter, for all city residents." |
| New Haven Independent | New Haven is Not Backing Down | June 8, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/new_haven_is_not_backing_down/ | Approximately 1500 people from New Haven and beyond gathered in and in front of church to protest ICE raids and sign up to receive ID cards. The article contains stories from individuals who were affected by the raids. |
| New Haven Independent | Feds Haven't Scared All Immigrants from Signing Up | June 11, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/feds_havent_scared_all_immigrants_from_signing_up/ | A federal sweep of 32 allegedly undocumented workers hasn't dampened interest among some Fair Haven immigrants—including Carlos Jaime (second from left), who was watching a ballgame in Criscuolo Park—from obtaining planned new municipal ID cards. But some express reservations based either on misconceptions that have spread through the neighborhood, or fear of the feds. |
| New Haven Independent | Mayor to Feds: Back Off | June 11, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/mayor_to_feds_back_off/ | Fearing more raids would be "imminent," Mayor John DeStefano called on the federal Department of Homeland Security to "back off" until it investigates charges that citizens' constitutional rights were violated when immigration agents swept through Fair Haven last week. A federal spokeswoman responded the office would comply with any investigation that may take place, but would not suspend its enforcement of federal law at the mayor's request. |
| New Haven Independent | Mayor Invites ID Debate | June 14, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/mayor_invites_id_debate/ | As a national immigration debate gets hashed out at New Haven's doorstep, DeStefano and Paul Streitz engaged in a civil debate on "In Touch With Mayor DeStefano" at the C-TV studios in Hamden Wednesday. While Streitz has a major complaint with illegal immigrants "flooding" the economy, he actually joined DeStefano in denouncing the raids that followed the city's approval of the municipal ID cards. |
| New Haven Independent | ID Card Launch Date Set | July 4, 2007 | http://www.newhavenindependent.org/index.php/archives/extra_extra/id_card_launch_date_set/ | A launch date has been set for the city's municipal ID card program. Starting July 24, residents—citizens and undocumented immigrants alike—can get the card by bringing acceptable forms of identification and residency the new "Office of New Haven Residents," located on the first floor of City Hall at 165 Church St. The card, a combination picture-ID/debit card/parking-meter-payer, costs \$10 for adults and \$5 for children. |

| Newspaper | Title | Date | Website | Summary |
|-----------------------|---|-------------------|---|---|
| New York Times | Promise of ID Cards Is Followed by Peril of Arrest for Illegal Immigrants | July 23, 2007 | http://www.nytimes.com/2008/05/22/opinion/22thu3.html | This article tells the story of the ICE raid from an immigrant's perspective. It points out that many immigrants do not know that they have a right to remain silent, or to deny agents entry to their homes without a search warrant. Most of the cases will probably take years to resolve. But just 18 days in jail has turned José Yangua's life upside down. Immigration authorities confiscated all his identity documents, he said, including his valid Michigan driver's license and the bank card he needs for access to his savings. A municipal card, he said, may now be his best chance to prove his identity. |
| New Haven Independent | ID Card's a Hit | July 24, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/id_cards_a_hit/ | City Hall's "New Haven Residents" Office had to stay open late on its first day and turn people away as it issued immigrant-friendly municipal ID cards to 250 locals. Meanwhile, a band of anti-immigrant suburbanites, John Birchers, and followers of WELI radio hate-jock Jerry Kristafer protested outside: "We are at war!" |
| New Haven Independent | ID-Seekers Turned Away | July 26, 2007 | http://www.newhavenindependent.org/index.php/archives/extra_extra/id-seekers_turned_away/ | New Haven had to send home some 200 people seeking to obtain the new immigrant-friendly municipal ID cards Thursday morning because the line was so large, according to City Hall's Emily Byrne. Before the doors opened at 9 the line was already backed up to Elm Street. It turned out that 50 or so people were from surrounding towns and thus ineligible for the card, but New Haveners remaining on line still faced waits of more than an hour. |
| New Haven Independent | City ID can be Used at Polls | September 6, 2007 | http://www.newhavenindependent.org/index.php/archives/extra_extra/city_id_can_be_used_at_polls/ | Elm City Resident Cards may not be used to register to vote in Connecticut, but can be used for proof of identity at the polls on election day—so concluded Attorney General Richard Blumenthal in an opinion issued Thursday. |
| New Haven Independent | Immigrant Groups take Feds to Court | August 10, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/immigrant_groups_take_feds_to_court/ | In attempt to force federal immigration authorities to disclose information on the June 6 raids in New Haven, two immigrant rights groups have filed suit against the Department of Homeland Security (DHS). On behalf of JUNTA for Progressive Action and Unidad Latina en Accion. Yale Law School attorneys filed the suit under the Freedom of Information Act in New Haven U.S. District Court Friday. UNTA and ULA said they are concerned the raids were a "retaliation" against the city. |
| New Haven Independent | ID Idea Catches On | August 15, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/id_idea_catches_on/ | Many cities, such as NYC and cities in Florida, California, Nevada, Kentucky, Maryland, Wisconsin, and Arizona, have contacted New Haven's City Hall for more information on the municipal ID card plan. They are still in the research stage and are looking to New Haven as a model. |

| Newspaper | Title | Date | Website | Summary |
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| New Haven Independent | Fox News Fan Changes Mind on ID Cards | October 22, 2007 | http://www.newhavenindependent.org/index.php/archives/entry/fox_news_fan_changes_mind_on_id_cards/ | A Guilford resident who “thinks the borders of the US should be controlled because otherwise the whole world will come pouring in” now believes that New Haven’s municipal ID card “is, after all, a pretty good idea.” “It’s a good thing, if only because it might prod the federal government, which has dropped the ball completely and is at a total standstill.” |
| New Haven Independent | ICE Raids: Almost Like Waterboarding | March 13, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/ice_raids_almost_like_waterboarding/ | Article summarized debate in which Mayor DeStefano participated entitled “Illegal Immigration: How Cities Are Coping.” The panel included Tamar Jacoby, a “leading conservative voice in favor of immigration reform.” During the panel, DeStefano compared the ICE raids following the approval of the city’s ID card program to waterboarding. |
| New Haven Register | Auto dealerships pull out of Elm City Resident Card discount program following complaints | May 22, 2008 | http://www.nhregister.com/articles/2008/05/22/past_stories/19918998.txt | Two area auto dealerships dropped out of a discount program associated with the controversial Elm City Resident Card program Wednesday under pressure from the anti-illegal immigrant group Community Watchdog Project. The withdrawal of Bob’s Dodge of Naugatuck and Barberino Nissan of Wallingford came the day after the city announced they would participate. |
| New York Times | Courage in Elm City | May 22, 2008 | http://www.nytimes.com/2008/05/22/opinion/22thu3.html | This editorial argues that the state’s Freedom of Information Commission should deny ID card opponents’ FOI request for the names, addresses, and photos of everyone who has received an ID card. |
| New Haven Register | 1 year later, ID card a mixed bag | June 8, 2008 | http://www.nhregister.com/articles/2008/06/08/past_stories/19918032.txt | On the anniversary of the aldermanic meeting that approved the card, Fair Haven residents, business owners and city officials paint the picture of the municipal ID as a mixed record of success: Its symbolism for immigration advocacy is as strong as ever, while its appeal to the general public appears in question. City officials stress that the card is a work in progress and they need to do more marketing and education in coming months. They also plan to work with banks to help establish the ID as sufficient identification for transactions. |
| New Haven Independent | City Wins ID Battle | June 25, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/city_wins_id_battle/ | In a decision issued Wednesday, Freedom of Information Commission hearing officer Sherman London wrote that the city was right to refuse the Community Watchdog Project’s request to release the names and addresses of those who have received municipal ID cards. |
| New Haven Register | FOI official cites credible threats, favors keeping names confidential | June 26, 2008 | http://www.nhregister.com/articles/2008/06/26/past_stories/19917027.txt | Anti-illegal immigration groups requested the names, addresses, and photos of over 6000 holders of Elm City Resident Cards. According to a recommendation issued Wednesday by Sherman London, who served as hearing officer for the Freedom of Information Commission, specific, credible threats of violence against city officials and illegal immigrants justified keeping the identity of holders of the Elm City Resident Card secret. A vote of the full commission, which usually follows the recommendations of its hearing officers, will be held July 9, after six days of testimony over several months on the controversial cards that focused national attention on New Haven. |

| Newspaper | Title | Date | Website | Summary |
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| New Haven Independent | Cardholders' Names Will Remain Private | July 9, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/cardholders_names_will_remain_private/ | The state Freedom of Information Commission voted 3-1 to uphold a June 25th proposed decision by one of its members to deny a request by opponents of the city's immigration policies to release the more than 5,000 names of recipients of the Elm City Resident Card. The decision came after the city's police chief, a "top cop" from the Fair Haven neighborhood, and the state's homeland security chief testified that they believed that releasing the names would endanger public safety. |
| New Haven Register | CEO: Bank may or may not accept city ID | July 24, 2008 | http://www.nhregister.com/articles/2008/07/24/today's_stories/19868639.txt | The USA Patriot Act mandate that banks verify the identity of applicants "to the extent reasonable and practicable," maintain records verifying this, and also consult lists of known terrorists. Mark Sklarz, chairman of the First Community Bank of New Haven's board of directors, said acceptable IDs "will be decided by the regulators." "If the ID is regarded as sufficient, I would be ecstatic," said Sklarz. "Our desire is to be as welcoming and accessible to as many people as possible." However, he was unsure that the Elm City Resident Card would meet that level of scrutiny. |
| New Haven Register | City marks anniversary of resident ID program | July 25, 2008 | http://www.nhregister.com/articles/2008/07/25/today's_stories/19870834.txt | The city celebrated the one-year anniversary of the Elm City Resident Card program Thursday by announcing several additional features that will be introduced in a pilot program this fall. With the use of new technology, cardholders can have paychecks deposited directly to the card, which can then be used for purchases and to pay bills. Immigrants in the city will also be able to use the cards in conjunction with a cell phone to remit funds to their home towns at a much lower rate than now charged by banks and Western Union. |
| New Haven Independent | ID Card \$\$\$ Delayed | September 11, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/id_card_delayed/ | A clearly conflicted aldermanic committee refused to vote to accept \$150,000 to fund the city's immigrant-friendly municipal ID card program, after nobody from City Hall showed up to explain it. Alderman Jorge Perez said that even though he supports the program, he didn't think putting off consideration until the next meeting would be harmful. "If it was so urgent [to pass the resolution], someone would have been here," he said. |
| New Haven Register | City 'family day' includes resident ID card signups, protests | September 21, 2008 | http://www.nhregister.com/articles/2008/09/21/news/a3-nefamilyday.txt | On Saturday, the city invited local families to City Hall to learn about a host of local programs, including the resident cards. The city-sponsored "family day" celebration took place inside City Hall. Outside on the sidewalk, protesters at a podium decried the dangers of illegal immigration. |

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| New Haven Register | FOIC says appeal of city ID ruling filed too late | September 23, 2008 | http://www.nhregister.com/articles/2008/09/23/news/a3-netoolate.txt | The state Freedom of Information Commission has asked that an appeal of its ruling on the Elm City Resident Card be dismissed as not being filed in a timely manner. The Commission ruled that the state Department of Homeland Security had acted within FOI law when it ordered the city of New Haven to not release the names, addresses and photos of the cardholders, because doing so could put the 6,000 residents in danger. Dustin Gold, strategist for the Community Watchdog Project, and Christopher Powell, a journalist, appealed the ruling as going beyond state statutes, which they argued limited the FOI exemption to the occupants of certain state facilities. |
| New Haven Register | DeStefano says group peddles hate | September 26, 2008 | http://www.nhregister.com/articles/2008/09/26/news/doc48dc523b3b2b7617408190.txt | Mayor John DeStefano Jr. and supporters lashed back at the Community Watchdog Project, an anti-illegal immigration group, releasing e-mails Thursday sent to city staff members from across the country in opposition to a Mexican flag flying on the Green flagpole. "We do not tolerate hate," DeStefano said, standing in front of the flagpole and backed by representatives of the Irish, Polish and Italian communities, as well as the NAACP and the Anti-Defamation League. |
| New Haven Independent | Documents: Feds Tried to Stop ID | October 3, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/documents_feds_tried_to_stop_id/ | Weeks before they raided Fair Haven to round up undocumented workers, the feds were working hard to stop New Haven from issuing immigrant-friendly ID cards. That's the story revealed in a newly released batch of internal emails among officials of the Connecticut U.S. Attorney's Office and the federal Department of Homeland Security's Immigration & Customs Enforcement (ICE) unit. |
| New Haven Register | LETTER: Mayor aids criminals | October 8, 2008 | http://www.nhregister.com/articles/2008/10/26/opinion/doc49044dae5ac6e584619243.txt | According to one New Haven resident, "In New Haven, we have a mayor who, with his Elm City Resident Card, sponsors and encourages crime. In defense of criminal aliens, he says, "They are just trying to help their families." In some cases, this is probably true. It is also true that most forgers, burglars and bank robbers "are just trying to help their families." Thank heaven for Dustin Gold, Al Rodriguez and their colleagues, who are trying to help our city to protect itself against the invasion of criminal aliens. Living in a city afflicted with a mayor who openly encourages and supports crime, we need all the help we can get. |
| New Haven Register | Illegals drive activist | October 19, 2008 | http://www.nhregister.com/articles/2008/10/19/news/a1-nedustin.txt | This article profiles Dustin Gold, whose Community Watchdog Project has targeted New Haven and its mayor, John DeStefano Jr., since last year when the city issued the Elm City Resident Card, which doubles as a library card and beach pass, and is available to all residents, including illegal immigrants. While the protests he has led at City Hall have brought out a few dozen mainly suburban followers, or less, compared to the hundreds in the city who oppose him, the organization helped focus the national anti-illegal immigrant movement on New Haven. |

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| New Haven Independent | ID Card \$\$ Gets Final Approval | November 6, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/id_card_gets_final_approval/ | “Concluding that the initiative has not led to Armageddon, aldermen granted another year of funding to the city’s immigrant-friendly municipal ID.” Aldermen voted 23 to 3 to approve the funding. One of those who opposed the program stated, “I’m not in favor. The program attracts illegal immigrants to the city, and it’s draining our resources.” |
| New Haven Independent | “Good Job Showing a Set of Balls” | December 11, 2008 | http://www.newhavenindependent.org/index.php/archives/entry/good_job_showing_a_set_of_balls/ | ICE Special Agent in Charge made the title comment (“Good job showing a set of balls”) in an email sent on June 13, 2007 to Ice agent who led the raids following New Haven’s approval of a municipal ID card plan. The email was made public Wednesday by lawyers representing 32 New Haven immigrants swept up in those raids. |
| New Haven Independent | Feds to be Grilled in FOI Case | January 5, 2009 | http://www.newhavenindependent.org/index.php/archives/entry/feds_to_be_grilled_in_foi_case/ | Yale law students, on behalf of JUNTA for Progressive Action and Unidad Latina en Accion filed a FOI lawsuit against the DOH. The suit concerns the immigration raids that began on June 6, 2007 in Fair Haven, less than two days after the city passed its immigrant-friendly ID plan. The groups seek records regarding the planning of the raids and any agency correspondence mentioning the municipal ID program. A judge ruled Monday to allow JUNTA to take depositions from the federal immigration officials who arranged and conducted the raids. |
| New Haven Register | City may issue Resident Cards to students as ID | March 30, 2009 | http://www.nhregister.com/articles/2009/03/30/news/a3-neschoolid_mon.txt | The Community Services Administration is currently looking at expanding the Elm City Resident Card program into schools as student ID. Discussions are still in preliminary stages, and hurdles such as the large number of suburban students enrolled in city magnets have yet to be addressed. Since the city first began issuing the cards in 2007, 7,230 people, including 1,100 youths, have obtained the card. The youth card is nearly identical to the adult version, but costs half as much (\$5) and lacks the Parcxmart parking payment feature. The youth card also includes space to list allergies, in the place of the debit strip on the adult card. |
| New Haven Independent | Latino Leaders Back Malloy | September 27, 2010 | http://www.newhavenindependent.org/index.php/archives/entry/malloy_swings_votes_in_fair_haven/ | New Haven’s Latino community support gubernatorial candidate Dan Malloy in spite of the fact that he is “not a huge proponent of the Elm City Resident Card.” He said, “As the mayor of Stamford for 14 years, I never felt that we were in the position to vouch for somebody’s identity, so we didn’t go in that direction.” |
| New Haven Independent | Mayor: Let All New Haven Immigrants Vote | December 13, 2011 | http://www.newhavenindependent.org/index.php/archives/entry/destefano_let_immigrants_vote/ | Mayor DeStafano disclosed a plan to lobby the state legislature to allow all New Haven’s immigrants, including non-citizens, to vote in local elections. He believes that anyone who resides in New Haven should have the ability to vote. If you live in a city, you are a citizen of that city, which is separate from federal or national citizenship. Everyone is better off when the people on their block have a stake in improving the city. |

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| New Haven Independent | DeStefano Envisions a New Voting Frontier | December 14, 2011 | http://www.newhavenindependent.org/index.php/archives/entry/destefano_immigrant_voting_is_next_frontier/ | DeStefano plans to ask state legislative committee to introduce a bill in the upcoming session to give New Haven approval to offer non-citizen residents that vote. DeStefano said that roughly 10,000 to 12,000 undocumented immigrants live in New Haven. He said they should participate in local elections. |
| New Haven Independent | \$350K ICE Settlement Buys Immigrants | February 15, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/ice_will_pay_immigrants_350k/ | Article describes the events leading up to the ICE settlement of \$350K. "The settlement stems from controversial raids by ICE agents in Fair Haven in June 2007. Eleven men caught up in that action later sued, claiming that ICE agents entered their homes without permission and arrested them illegally, violating the 4th, 5th, and 10th Amendment rights. The raids came just two days after the city implemented its resident ID card program and was widely seen as retaliation for that immigrant-friendly policy." In addition to receiving a total of \$350,000, the 11 men had the choice of either termination of deportation proceedings or "deferred action status" and a work agreement for four years, meaning that the government will not proceed against the men during that time. |
| New Haven Independent | Fairer "Cross-Border Transfers" Sought | May 23, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/law_school_junta_put_forth_solutions_for_remittances_issues/ | Article describes report jointly published by JUNTA and the Yale Law School that highlights the problems that immigrants face when they try to send money back home. One proposed solution was to encourage wider acceptance of the Elm City Residence Card. |
| New Haven Independent | Start Saving! | June 21, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/start_to_turn_cashing_fees_into_savings/ | Article summarizes press conference in which president of New Haven bank announced "the launch of a new program that will allow "unbanked" people to save their check-cashing fees in a special bank account." This program is not affiliated with the Elm City Resident Card. "Although the bank does accept the Elm City Resident Card to open a bank account, regulations require that customers present a state-issued ID—such as a driver's license—to cash checks without an account." |
| New Haven Independent | Aldermanic Notice | June 6, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/aldermanic_notice_-_humanservices/ | Notice announcing that The Human Services Committee of the New Haven Board of Aldermen will hold a public hearing regarding a resolution of the Board of Aldermen of the City of New Haven authorizing the application to and acceptance of a grant from the First City Fund Corporation (FCFC) to conduct a feasibility study on the potential rollout of debit card function for the New Haven Elm City Resident Card. |
| New Haven Register | New Haven aldermanic committee moves forward with plan to add debit function to Elm City Resident Card | June 13, 2012 | http://www.nhregister.com/articles/2012/06/13/news/new_haven/doc4fd946e39de80878947594.txt | A plan is on the way to the full Board of Aldermen that would allow for the exploration of giving those with an Elm City Resident Card the ability to use it as a debit card. The board's Human Services Committee Wednesday approved a resolution to apply for and accept a \$30,000 grant from First City Fund Corporation, the parent nonprofit of Start Community Bank, which would enable them to conduct a feasibility study on the potential rollout of a debit feature for the card. |

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| New Haven Independent | Elm City ID Turns 5 | July 23, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/id_card_anniversary/ | Article discusses city's celebration of card's 5-year anniversary. It describes card's successes and failures. After 5 years, 10,000 New Haven residents have received ID cards. Reporters interviewed immigrants who feel a greater "sense of belonging" in New Haven. Police reported that more immigrants are calling them to report crimes. However, few people have used the cards to apply for library cards or bank accounts, and some of those who have tried have been denied. |
| New Haven Register | New Haven resident card going strong 5 years later | July 24, 2012 | http://www.nhregister.com/articles/2012/07/24/news/new_haven/doc500f494fc0246793991800.txt | Article summarizes events held in celebration of card's 5-year anniversary. On Tuesday, immigration advocates and city officials gathered in City Hall to reflect on what the Elm City resident card has done for the community and affirm their commitment to continuing and expanding the program. The card allows holders to open bank accounts, feed parking meters, use city services, interact with police and serves as government identification. |
| New Haven Independent | Castro Re-Ups | July 25, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/castro_re-ups/ | Article discusses press conference in celebration of card's 5-year anniversary, which involved speakers such as Mayor DeStefano and Police Chief Casanova, and representatives from several immigrants' and workers' rights groups. Commemoration of the card's anniversary also included a panel discussion at the library, discounts for card holders at city residents, and a photo exhibit about the card at city hall. |
| New Haven Independent | The Dream Continues | July 26, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/id_card_live_blog/ | Article describes panel commemorating 5-year anniversary of card, which considered the future of immigration in New Haven. Panelists claimed that the card facilitated the subsequent enactment of the federal DREAM Act. They also described the ICE raids that followed the implementation of the cards. Mayor received several threatening and "hateful" letters. |
| New Haven Register | New Haven conducting survey on its 5-year-old municipal ID card | September 26, 2012 | http://www.nhregister.com/articles/2012/09/26/news/new_haven/doc50636e8be3105850303907.txt | The city is launching a survey to see whether desire exists to expand services of the Elm City Resident Card, with a particular focus on potentially adding a debit card feature. Card holders have used the card to cash checks, obtain employment, verify identity, access public transit and access food pantries, among other things. About 60 people have used the card as identification to open bank accounts at Start Community Bank. There is currently a function through which residents can load up to \$150 on the card, but the city is exploring whether or not it would make sense to include a Mastercard, Visa or ATM function on the card. |
| New Haven Independent | Aldermanic Notice | December 7, 2012 | http://www.newhavenindependent.org/index.php/archives/entry/alder_120712/ | Notice announcing that The Human Services Committee of the New Haven Board of Aldermen will hold a public hearing regarding a resolution authorizing the application to and acceptance of The Elm City Resident Card Grant Award from Junta for the purpose of promoting and issuing the Elm City Resident Card from July 1, 2012 to June 30, 2013. |

OAKLAND, CA

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| SF Chronicle | Oakland set to issue ID cards | January 2, 2013 | http://www.sfgate.com/bayarea/article/Oakland-set-to-issue-ID-cards-4160063.php | Starting this year, the city will begin issuing municipal identification cards to help residents without legal immigration status. Such cards are critical for tasks that range from the urgent, like an interaction with police, to the everyday, like cashing a check. "For a city that is mostly people of color with a large immigrant population, I think it's important that the local government responds to the needs of all the populations in the city," said outgoing Councilman Ignacio De La Fuente, who worked on the issue with Mayor Jean Quan. "An ID card is one of those needs." |
| Oakland Tribune | Oakland poised to debut ID cards for residents, including undocumented immigrants | January 3, 2013 | http://www.insidebayarea.com/breaking-news/ci_22300310/oakland-poised-debut-id-cards-residents-including-undocumented?ADID=Search-www.insidebayarea.com-www.insidebayarea.com | A first-of-its-kind municipal identification and debit card will become available to residents next month, making Oakland the first city to help undocumented immigrants not only prove their identity, but avoid expensive check-cashing outfits. The card, which is tentatively slated to make its debut Feb. 1, will be available to all residents. It can also function as a library card, and Mayor Jean Quan said she hoped students would be able to use them to buy school lunches and that merchants would offer special deals to cardholders. Quan and Councilman Ignacio De La Fuente first proposed city identification cards in 2009 to help assure undocumented residents that they wouldn't risk deportation by reporting crimes or coming forward as witnesses to crimes. Quan also wanted the cards to have the banking feature -- an option not available on other cities' identification cards. The banking feature took several years for the city to put in place. The City Council approved a banking provider in October |
| Oakland Tribune | Oakland launches municipal ID-debit card | February 1, 2013 | http://www.insidebayarea.com/ci_22498985/oakland-set-begin-offering-id-debit-cards?ADID=Search-www.insidebayarea.com-www.insidebayarea.com | City officials introduced a municipal identification card on Friday that will double as a debit card. The goal is to help city residents, including illegal immigrants, who may have difficulty obtaining another form of identification. However, critics say the card legitimizes the presence of illegal immigrants and poses a security risk to users. New Haven, Conn., offers a similar ID card, and Los Angeles is also pursuing one. |

SAN FRANCISCO, CA

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| SF Chronicle | S.F. supervisor drafting legislation for ID card for illegals | September 6, 2007 | http://www.sfgate.com/bayarea/article/S-F-supervisor-drafting-legislation-for-ID-card-2505366.php#ixzz2NYNiP8s | San Francisco Supervisor Tom Ammiano is drafting legislation to create a city identification card for immigrants unable to get traditional ID cards, a move likely to anger advocates of tougher immigration enforcement. The cards would be accepted by all city agencies and organizations that receive city funding. Ammiano plans to introduce the legislation within a couple of weeks. He also is trying to persuade financial institutions to allow residents to use the cards to open accounts. |
| SF Chronicle | Identification card measure intended to help 'invisible' immigrants | September 18, 2007 | http://www.sfgate.com/bayarea/article/Identification-card-measure-intended-to-help-2540056.php#ixzz2NYNb7IEl | San Francisco Supervisor Tom Ammiano introduced an ordinance Tuesday to give every person living in San Francisco the option of obtaining a city-issued identification card, a plan those who favor tougher restrictions on immigration say would undermine federal law. The proposal - supported by Mayor Gavin Newsom and several other supervisors - comes as San Francisco faces criticism nationwide for its status as a sanctuary city, which means city policy forbids the use of any city resources to enforce federal immigration law. The city also is in the process of filling a newly created post of "immigrant rights administrator," whose job it would be to ensure the sanctuary policy is followed by all city departments. |
| SF Chronicle | Federal leaders need to rein in cities that go against policy | September 29, 2007 | http://www.sfgate.com/default/article/Federal-leaders-need-to-rein-in-cities-that-go-2500228.php | Issuing city identification cards to illegal immigrants would subvert the federal government's efforts to control immigration. Measures like this are moved by the spirit of the "nullification doctrine," the principle affirmed by the slave states of the antebellum South so that they could override federal law. With a municipal ID card, illegal immigrants could embed themselves in our country, making it easier for them to live and work here. The result would be increased illegal immigration and a decreased return migration of illegal immigrants. |
| SF Chronicle | Tom Ammiano: Why ID card will make the city safer and stronger | September 29, 2007 | http://www.sfgate.com/opinion/article/Tom-Ammiano-Why-ID-card-will-make-the-city-safer-2520429.php#ixzz2NYOTtJE1 | As a sanctuary city, San Francisco has a responsibility to address the issues facing our community when federal legislators fail to do so. While grandstanding and speeches filled with fear and hate dominate congressional debate, here on the local level we have to address the fallout from continued inaction. There are two reasons that it is important to all San Franciscans that we issue a municipal ID card, regardless of immigration status: safety in our community and strengthening our community. |

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| SF Chronicle | Ammiano reveals more details of his plan to issue city ID cards | October 25, 2007 | http://www.sfgate.com/bayarea/article/Ammiano-reveals-more-details-of-his-plan-to-issue-3302364.php#ixzz2NYErJpha | Supervisor Tom Ammiano, the sponsor of legislation to make San Francisco the first major U.S. city to issue municipal identification cards to immigrants unable to get traditional forms of ID, filled in some details of the proposal Wednesday. He received strong support from labor and immigrant rights groups at a City Hall hearing. Two notable amendments were added to the legislation Wednesday. One would require that applicants sign forms under penalty of perjury. The other would allow police to ask for more proof of identity during criminal investigations. The legislation creating the identification program also would require any nonprofit organization or business receiving city funds to also accept the municipal ID card. The city identification card would not substitute for state and federal identification required for work, travel and other purposes. |
| SF Chronicle | S.F. supervisors approve ID cards for residents | November 14, 2007 | http://www.sfgate.com/default/article/S-F-supervisors-approve-ID-cards-for-residents-3236637.php | The Board of Supervisors voted 8-3 on Tuesday to issue municipal identification cards to city residents - regardless of whether they are in the country legally. Supervisor Tom Ammiano, who authored the ID card legislation, said the program is a smart public safety measure because it would make residents living on the social margins of San Francisco more likely to seek the help of police and could give them more access to banking services. |
| New York Times | ID Cards for Residents Pass a Vote in California | November 15, 2007 | http://www.nytimes.com/2007/11/15/us/15frisco.html | The San Francisco Board of Supervisors has given preliminary approval to an ordinance allowing municipal identification cards to be issued to anyone living in the city, regardless of their legal status. The proposal passed the first of two required votes on Tuesday night, putting San Francisco, with a population of 725,000, on track to become the largest city in the nation to issue identification cards to anyone who requests one and proves residence. |
| SF Chronicle | Letter to the Editor | November 17, 2007 | http://www.sfgate.com/opinion/article/LETTERS-TO-THE-EDITOR-3236473.php#ixzz2NYPMeVky | The passage of this legislation is a train wreck waiting to happen. Since the total cost is unknown at this time, and with all the budget problems San Francisco is facing, this legislation is foolhardy at best and downright dangerous at worst when you start to peel away the layers of all the possible things that can and will go wrong. Rather than pass "out of the box" legislation, maybe the Board of Supervisors should turn their attention on the issues that need to be addressed effectively, such as Muni, roads, homeless issues and cleaning up crime. |

| Newspaper | Title | Date | Website | Summary |
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| SF Chronicle | Is a city-issued ID merely symbolic? | November 21, 2007 | http://www.sfgate.com/default/article/Is-a-city-issued-ID-merely-symbolic-3236052.php | San Francisco, once again, is heading to the policy-making edge. It's on the verge of issuing municipal ID cards to illegal immigrants. The plan is touted by its chief sponsor, Supervisor Tom Ammiano, as a benign effort to help marginalized residents open bank accounts and seek city help from, say, police or health clinics. Without any official plastic, these San Franciscans can be exploited or left helpless, he suggests. Yet it's hardly that simple. No other big city has gone this far, so potent are anti-immigrant emotions and legal uncertainties. A state bill to allow driver's licenses for undocumented immigrants remains stalled in Sacramento. A rewrite of national immigration law aimed at giving legal status to millions of undocumented residents hit the political rocks in Congress last summer, and the issue remains a big issue on the presidential campaign trail. |
| SF Chronicle | San Francisco ID program: Legitimizing illegal immigration | November 28, 2007 | http://www.sfgate.com/default/article/San-Francisco-ID-program-Legitimizing-illegal-2469994.php | As stated by the San Mateo County Times, the ID program will serve to "legitimize the city's estimated 40,000 illegal immigrants." Opponents of the program, as noted by the San Francisco Chronicle, second that conclusion, fearing that the IDs will have "the effect of legitimizing the decisions of people who entered or have remained in the country illegally and making it more difficult for the federal government to enforce (federal immigration) laws." Ammiano's stated reasoning for the ID program is to bring illegal immigrants out of "the shadows," allowing them to report crimes without fear of arrest and to set up bank accounts in order to avoid being targeted for robbery. These are certainly valid concerns, but they overlook the issues at the heart of the matter. This permanent underclass of laborers would not exist were it not for the unaddressed social and economic problems in their countries of origin, the perpetuation of cheap labor by transnational corporations and small businesses alike, and the inability and in some cases unwillingness of the U.S. government to control the nation's borders or enforce its laws. |
| SF Chronicle | Mayor puts S.F.'s ID card program on hold | September 4, 2008 | http://www.sfgate.com/default/article/Mayor-puts-S-F-s-ID-card-program-on-hold-3270723.php | Mayor Gavin Newsom has delayed a program to offer identification cards to all city residents regardless of their immigration status as city officials review the sanctuary policy for illegal immigrants. "We've delayed it till we garner enough facts about our current sanctuary city and move forward with changing the policy," Newsom said Wednesday. |
| SF Chronicle | S.F. ID card program supporters hold rally | September 17, 2008 | http://www.sfgate.com/bayarea/article/S-F-ID-card-program-supporters-hold-rally-3194974.php#ixzz2NYMGwRIq | Four San Francisco supervisors joined with immigrant rights and lesbian, gay, bisexual and transgender groups on Tuesday to demand that Mayor Gavin Newsom move ahead with a program to issue municipal identification cards to residents regardless of their immigration status. |

| Newspaper | Title | Date | Website | Summary |
|--------------|---|------------------|---|--|
| SF Chronicle | Judge tosses challenge to S.F. ID card plan | October 15, 2008 | http://www.sfgate.com/bayarea/article/Judge-tosses-challenge-to-S-F-ID-card-plan-3265362.php#ixzz2NYVLUFH2 | A San Francisco Superior Court judge ruled Tuesday that the city's plan to issue municipal identification cards to residents regardless of immigration status does not violate state and federal law. Judge Peter Busch tossed out a lawsuit filed by the Immigration Reform Law Institute of Washington on behalf of four San Francisco residents who argued the program would amount to aiding and abetting illegal immigration. |
| SF Chronicle | Hundreds wait for hours to buy S.F. ID card | January 16, 2009 | http://www.sfgate.com/politics/article/Hundreds-wait-for-hours-to-buy-S-F-ID-card-3176276.php#ixzz2NYVdleko | Hundreds of people stood in line for hours at San Francisco City Hall on Thursday to be among the first in the nation to receive municipal identification cards regardless of their immigration status. The cards, also available in New Haven, Conn., and being considered in other cities, have sparked fury among advocates of stricter immigration laws. They argue cities have no business declaring people residents if they are not in the country legally. But San Francisco officials and recipients of the cards hailed the new program as a way to connect undocumented immigrants with banks, businesses and city services, such as obtaining health care and checking out library books. They also said it will encourage card holders to report crimes to the police without fear of being arrested or deported. |

Appendix 4: City Ordinances

LOS ANGELES, CA

CITY OF LOS ANGELES
CALIFORNIA

JUNE LAGMAY
City Clerk

HOLLY L. WOLCOTT
Executive Officer

When making inquiries relative to this matter, please refer to the Council File No.


November 9, 2012

To All Interested Parties:

The City Council adopted the action(s), as attached, under Council File No. 12-1282, at its meeting held November 7, 2012.

June Lagmay
City Clerk
kw

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ANTONIO R. VILLARAIGOSA
MAYOR

Office of the
CITY CLERK

Council and Public Services
Room 396, City Hall
Los Angeles, CA 90012
General Information: (213) 978-1133
Fax: (213) 978-1040

SHANNON HOPPES
Council and Public Services
Division
www.cityclerk.lacity.org

7

File No. 12-1282

TO THE COUNCIL OF THE CITY OF LOS ANGELES

Your **ARTS, PARKS, HEALTH AND AGING COMMITTEE** reports as follows:

ARTS, PARKS, HEALTH AND AGING COMMITTEE REPORT relative to integrating financial literacy efforts at the City's libraries and the creation of a Universal City Services Card for Los Angeles that combines a library card and a debit card function.

Recommendations for Council action, as initiated by Motion (Alarcón - Wesson):

- AUTHORIZE the release of a Request for Proposals (RFP) subject to City Attorney review to solicit proposals to implement the City Service Card according to the guiding principles as detailed in the October 15, 2012 Community Development Department (CDD) report as attached to the Council file.
- INSTRUCT the CDD to report back in 90 days with the results of the RFP, as detailed above in Recommendation No. 1, final program design and recommendations for implementation.
- INSTRUCT the Library Department to report back in 90 days with a detailed plan for implementing the financial literacy program.

Financial Impact Statement: Neither the City Administrative Officer or the Chief Legislative Analyst has completed a financial analysis of this report.

Community Impact Statement: Yes
Against Proposal: Granada Hills North Neighborhood Council

SUMMARY

On October 16, 2012, your Committee considered a Motion (Alarcón - Wesson) relative to integrating financial literacy efforts at the City's libraries and the creation of a Universal City Services Card for Los Angeles that combines a library card and a debit card function. Additionally, an October 15, 2012 CDD report was submitted subsequent to the release of the agenda for the October 16, 2012 meeting of the Arts, Parks, Health and Aging (APHA) Committee and this was also considered. According to the Motion, the Library system is particularly well poised to harness technology to improve service delivery. With the advent of the internet as the dominant mode of accessing information and as books are increasingly read in digital form, the role of libraries is rapidly shifting. As a result, libraries in Los Angeles and across the world must re-imagine the role of a library branch in promoting access to information and literacy in the 21st Century.

Promoting an expanded understanding of literacy to meet the demands of a 21st Century citizenry is a large undertaking. One natural avenue to begin with, given the recent economic crisis, is to focus on integrating some of the City's current financial literacy efforts managed by the CDD with a physical presence at Library branches in order to serve as a point of access for

Angelinos throughout the City. The City's promotion of free VITA (Volunteer Income Tax Assistance) tax preparation services for low and moderate-income households, for instance, are a natural fit with the physical presence of libraries throughout our communities. Additionally, the Library Department and CDD should explore the potential to create a "Universal City Services Card" that would combine the use of a library card with a debit card and Work Source Center function, similar to what the Cities of Oakland, California and New Haven, Connecticut have implemented. In the future, the Card can be expanded to add functionalities of additional Departments, and in the short term the card can be used as a tangible focus to begin coordinating financial literacy offerings at our Libraries and harnessing new technology to improve services for our constituents.

According to the CDD, Libraries serve as the hub in communities across the city, are free and open to all, offer a wealth of information in all formats (print, digital, audiovisual), provide public access to technology and expert staff to guide the public to the best resources for their needs. Acknowledging that both the Library Department and the CDD have the potential to reach a significant number of city residents each year, the motion further moved to instruct the CDD to prepare a report on how the city could integrate financial literacy efforts across all Libraries and to outline the process for creating a City Service Card for Los Angeles residents. The card will offer multiple components that will include a library card with banking functions to bank the unbanked, and as a form of identification.

A growing number of cities across the country are creating a "City Service Card". The City Service Card is a step forward in strengthening benefits for students, the elderly, the homeless, immigrants, and transgender individuals who currently lack acceptable forms of financial tools. Without access to financial institutions, many of these city residents are unable to open bank accounts, which lead them to seek higher cost alternative financial services that are often predatory and can present higher risks to their personal safety. In other cities, anyone living in the jurisdiction and able to provide proof of residency based on criteria developed by the city would be eligible for a City Service Card.

Although close to a dozen cities have issued a City Service Card, only two cities are including an optional prepaid debit card feature; Oakland and Richmond, California. The CDD staff has been in contact with staff from the City of Oakland to learn how Oakland's process has evolved and recommends that the Los Angeles City Service Card be closely modeled after the product being offered there, with modifications deemed necessary to meet the needs of the City. The CDD further recommends that the Los Angeles City Service Card also adopt the basic principles for prepaid debit cards as introduced by the Cities for Financial Empowerment Coalition, which the City of Los Angeles is a member of. The Oakland model appears to be the most secure and Economically feasible.

The Oakland Municipal ID card program will be managed in its entirety by a third-party and will be connected directly to a financial institution. This will ensure that the cardholder's personal information will be maintained private through the Right to Financial Privacy Act. Additionally, Oakland's model does not require the city to pay for the implementation and management of the ID/prepaid debit card program. The program is sustained by revenue from sale of the card and nominal fees charged to cardholders that opt to activate the prepaid debit card function. In Oakland, the card will be issued at an authorized city site with proof of identity and residency. Third-party staff will verify documentation, collect fees, and take resident's picture and input resident's name, address, date of birth, phone number, and identification information into a

Page 2 of 3

secure web-based program. Staff will forward the online application to the issuing-bank, where the card is manufactured and mailed directly to the resident in 7-10 business days. If desired, the resident can call a customer service center to activate the debit component and load cash onto the card at participating businesses, loan centers, and/or via direct deposit.

After further consideration and having provided an opportunity for public comment, the Committee moved to recommended approval of the recommendations contained in the October 15, 2012 CDD report and detailed above in Recommendation Nos. 1 and 2. Also, the Committee moved to instruct the Library Department to report to Committee in 90 days with a plan for implementing the financial literacy program. This matter is now submitted to Council for its consideration.

Respectfully submitted,
ARTS, PARKS, HEALTH AND AGING COMMITTEE

Richard Alarcón

ADOPTED
as amended
NOV 7 2012
see attached Motion
LOS ANGELES CITY COUNCIL

FORTHWITH

| | |
|----------|------|
| MEMBER | VOTE |
| ALARCÓN: | YES |
| LABONGE: | YES |
| REYES: | YES |

ARL
12-1282_rpt_apha_10-16-12.doc

Not Official Until Council Acts
Page 3 of 3

MOTION

I HEREBY MOVE that Council ADOPT the following recommendation relative to integrating financial literacy efforts at the City's libraries and the creation of a Universal City Services Card for Los Angeles that combines a library card and a debit card function (Item No. 7, Council file No. 12-1282):

INSTRUCT the City Administrative Officer to review the responses to the Request for Proposals to ensure the program is entirely cost neutral to the City.

PRESENTED BY _____
PAUL KREKORIAN
Councilmember, 2nd District

SECONDED BY _____
RICHARD ALARCON
Councilmember, 7th District

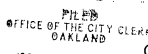
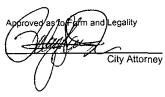
November 7, 2012
CF 12-1282

ADOPTED

NOV 7 2012

LOS ANGELES CITY COUNCIL

FORTHWITH

OAKLAND CITY COUNCIL
 ORDINANCE No. _____ C.M.S.
 INTRODUCED BY VICE-MAYOR IGNACIO DE LA FUENTE & COUNCILMEMBER JEAN QUAN

ORDINANCE AMENDING CHAPTER 2.34, TITLE 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 PURPOSES OF IMPROVING PUBLIC SAFETY, INCREASING CIVIC PARTICIPATION, AND SUPPORTING LOCAL COMMERCE

WHEREAS, many Oakland 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, an Oakland Municipal ID 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

ORDINANCE – MUNICIPAL IDENTIFICATION CARDS 2 | Page

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

WHEREAS, the Municipal ID card will unify the Oakland 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 Oakland Municipal ID Card will be unique to the City of Oakland and will be produced with the highest privacy and security measures built in to protect the public safety and against counterfeit reproduction; and

WHEREAS, the City wishes to take appropriate measures—including but not limited to implementing meaningful benefits and uses for the Oakland Municipal ID Card and developing substantial partnerships for its dissemination—to ensure that the card is widely used and thereby of the greatest benefit to its residents and the aforementioned marginalized populations; and

WHEREAS, the City wishes to create a reliable form of identification for all of its residents; now, therefore

THE COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

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

Section 2 That the following provisions are hereby added to Chapter 2.34 of Title 2 – Administration and Personnel, of the Oakland Municipal Code, to read as follows:

2.34.020. Municipal Identification Cards - Definitions
 For purposes of Sections 2.34.020 through 2.34.090, the following definitions shall apply.
"City" shall mean the City of Oakland, or any department, board, commission or agency thereof.
"Municipal Identification Card" shall mean an identification card issued by the City of Oakland 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 Clerk or such other City Department or Agency that the City Administrator may designate.

ORDINANCE – MUNICIPAL IDENTIFICATION CARDS 3 | Page

"Resident" shall mean a person who can demonstrate that he or she has been present in the City of Oakland for at least fifteen continuous days and who presents "proof of residency" as specified in Section 2.34.040(A)(2).

2.34.030 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 2.34.040 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 Oakland.

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 Oakland, for the purpose of accessing City programs, services and activities, and providing identification to law enforcement.

2.34.040 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 the applicable fee, the Program Administrator shall issue a Card to the applicant.

1. Proof of Identity. In order 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 U.S. driver's license; a U.S. state identification card; a U.S. Permanent Resident Card (commonly known as a "Green Card"); a consular identification ("CID") card; or a photo identification card issued by another country to its citizens or nationals that meets the requirements of Section 2.34.010(A). Notwithstanding the above, if the applicant is thirteen years of age or younger, he or she, as an alternative, 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

ORDINANCE – MUNICIPAL IDENTIFICATION CARDS 4 | Page

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 aged thirteen or under, he or she may in the alternative 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 Residency.

a. In order 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 issued by a homeless shelter that receives City funding confirming at least fifteen days residency within the last thirty days; written verification issued by a hospital health clinic, or social services agency that receives City funding, confirming at least fifteen days residency within the last thirty days; a local property tax statement or mortgage payment receipt dated within the last thirty days; a bank account statement dated within the last thirty days; proof of a minor currently enrolled in a City school; an employment pay stub dated within the last thirty days; a written ruling, order or notice from the Oakland Rent Adjustment Board 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; or 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, an 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 himself or herself would be eligible for a Municipal Identification Card.

3. The Program Administrator may by regulation provide for acceptance of additional forms 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 governmental entity, or
- b. issued by an entity that takes reasonable steps to verify the identity and/or 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 such 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.

2.34.050 Implementation

The Program Administrator 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. The City shall require applicants to declare the information provided in their applications under penalty of perjury.

2.34.060 Fees

The City shall charge a fee for each application submitted. Such fees shall not exceed the administrative costs reasonably associated with the production of the Cards. The Program Administrator shall, by regulation, provide for reduced application fees, up to and including complete waiver of the fee, for low-income applicants who present proof of income status in a form to be determined by the Program Administrator. The Fee will be set and published in the Master Fee Schedule.

2.34.070 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 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.

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, administrative 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.

2.34.080 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. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

2.34.090 Counterfeit and Fraudulent Cards

It is a misdemeanor violation of this Code, as specified in Chapter 1.28, 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.
- C. To Use the 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. Non-Severability

The City Council intends that all the provisions of this ordinance function as an interdependent whole. If a court of competent jurisdiction rules that the City may not implement or enforce any provision of this ordinance, then all City officers and employees shall henceforth cease implementing and enforcing all provisions of this ordinance.

Section 4. This Ordinance shall become effective immediately on final adoption if it receives six or more affirmative votes on final adoption as provided by Section 216 of the City Charter; otherwise it shall become effective upon the seventh day after final adoption

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 200_

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, AND PRESIDENT BRUNNER

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California

DATE OF ATTESTATION: _____

ORDINANCE AMENDING CHAPTER 2.34.020, TITLE 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 PURPOSES OF IMPROVING PUBLIC SAFETY, INCREASING CIVIC PARTICIPATION, AND SUPPORTING LOCAL COMMERCE

NOTICE AND DIGEST

This Ordinance amends Oakland Municipal Code Chapter 2.34, Title 2, and establishes a Municipal Identification Card, issued by the City of Oakland to City residents

RICHMOND, VA

ORDINANCE NO. 16-11 N.S.

ORDINANCE AMENDING CHAPTER 2.64, ARTICLE II, OF THE RICHMOND MUNICIPAL CODE AUTHORIZING A MUNICIPAL IDENTIFICATION PROGRAM TO PROVIDE FOR THE ISSUANCE OF MUNICIPAL IDENTIFICATION CARDS TO RESIDENTS OF THE CITY OF RICHMOND FOR THE PURPOSES 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 ID Card will be unique to the City of Richmond and will be produced with the highest privacy and security measures built in to protect the public safety and against counterfeit reproduction; and

WHEREAS, the City wishes to take appropriate measures – including but not limited to implementing meaningful benefits and uses for the Richmond Municipal Identification Card and developing substantial partnerships for its implementation – to ensure that the card is widely

used and thereby of the greatest benefit to its residents and the aforementioned marginalized populations; and

WHEREAS, the City wishes to create a reliable form of identification for all its residents; and

WHEREAS, the City wishes to administer its Municipal Identification Card program at no net cost to the City; and

WHEREAS, the City desires and anticipates that the Municipal Identification Card program will be operated by a Third Party Administrator selected through an expedited Request for Qualifications (RFQ) issued by the City Manager, in compliance with the requirements set forth in Section 5 of this Ordinance; and

WHEREAS, the City Council wishes to emphasize that vendors responding to the RFQ – like those who respond to any RFQ – are eligible for any applicable bid discounts or bonuses available under Richmond’s Business Opportunity Ordinance, Richmond Municipal Code Chapter 2.50; and

WHEREAS, the City Council has considered the application of the California Environmental Quality Act (CEQA) to the implementation and administration of the Municipal ID Card Ordinance set forth below;

NOW, THEREFORE, BE IT RESOLVED, that in compliance with the CEQA, the Council of the City of Richmond finds that the approval of Chapter 2.64 described below is not a project and is therefore exempt from CEQA; and be it

FURTHER RESOLVED THAT the council of the city of Richmond does ordain as follows:

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

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 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; or 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/or 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 administrative 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

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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 7.68 (Taxicabs) 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 use the 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

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deadline. 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 residents shall pay no more than \$15 per card for adults, and no more than \$10 per card for children. The prospective Third Party Administrator shall propose a method for permitting the waiver of these costs upon proof of indigency.~~
- FG. That in the event a user activates the pre-paid debit card function, the maximum allowable transaction fees shall be as follows:

| | |
|-------------------------------|--------|
| Account maintenance (monthly) | \$0.99 |
| Domestic ATM Withdrawal | \$1.50 |
| ATM Balance Inquiry | \$0.60 |
| ATM Denial Fee | \$0.60 |

| | |
|---|--------|
| Point of Sale (POS) Purchase Denial or Return | \$0.50 |
| Inactive Account Fee Monthly [for card not used for 4 months] | \$1.00 |
| Funds Transfer To Replacement Card | \$1.00 |
| Domestic card-to-card Transfer | \$2.00 |
| International Signature card ATM withdrawal | \$3.50 |
| International Remittance | \$5.00 |
| Load at Merchant | \$2.95 |
| Mobile Maintenance (only if chosen) | \$1.00 |
| Statement issuance via U.S. mail or fax (only if requested) | \$4.95 |

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.

- GH. That 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.
- HI. 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.
- I. That 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.
- J. 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.

RICHMOND, VA *continued*

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, Beckles, 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.

[Municipal Identification Cards]

Ordinance adding Section 95.2 to the San Francisco Administrative Code authorizing the County Clerk to issue municipal identification cards upon request to residents of the City and County of San Francisco.

Note: Additions are single-underline italics Times New Roman;
deletions are ~~strikethrough italics Times New Roman~~.
Board amendment additions are double underline.
Board amendment deletions are ~~strikethrough normal~~.

Be it ordained by the People of the City and County of San Francisco:
Section 1. Findings.

(a) Many residents of the City and County of San Francisco – such as children and youth, the elderly, homeless, immigrants, students, and transgender individuals – lack official government-issued identification. Without an accepted form of identification, these City residents are not able to participate in local commerce and other forms of civic engagement such as opening a bank account or obtaining a library card.

(b) Residents' lack of access to acceptable forms of identification also raises public safety concerns for the City. Residents without access to bank accounts often carry large amounts of money on their person or store it in their home making them targets for crime. In addition, residents who cannot produce proof of identity are often reluctant to report crimes to the police that they suffer or witness. Studies show that immigrant populations in particular are victimized by crime at rates similar to or greater than the general population but they report crime at lower rates than the general population. This under-reporting of crime poses a serious public safety problem and erodes the ability of law enforcement to function effectively in the City.

(c) A San Francisco identification card would serve to reduce the impact of the above conditions, improve public safety, and enable all of San Francisco's residents to participate more fully in and become an integral part of the life of the community. A municipal identification card would encourage crime reporting and witness cooperation, both key elements in building a safer community. Such cards would also enable more City residents to open bank accounts; join the public library; access parks or other public facilities; and receive resident discounts at City golf courses, the zoo and arts institutions. The card could have multiple use options, for example functioning as a public transportation pass, library card, resident golf card, and parking meter card all in one. The cards would also benefit children and youth who become lost and normally possess no identification or emergency contact information and elderly citizens who no longer drive and therefore no longer possess a valid driver's license. Accordingly, it is in the best interests of its residents for the City and County of San Francisco to issue its own municipal identification card.

Section 2. The San Francisco Administrative Code is hereby amended by adding Section 95.2, to read as follows:

SEC. 95.2. MUNICIPAL IDENTIFICATION CARDS

(a) Definitions. For purposes of this Section, the following definitions apply.

(1) "Agency" shall mean the Office of the County Clerk.

(2) "City" shall mean the City and County of San Francisco, or any department, board, commission or agency thereof.

(3) "Director" shall mean the County Clerk.

(4) "Entity That Receives City Funds" shall mean any recipient of a contract, grant agreement, or loan agreement from the City and County of San Francisco.

(5) "Municipal Identification Card" shall mean an identification card issued by the City and County of San Francisco that shall display, including but not limited to, the cardholder's name, photograph, date of birth, and an expiration date. The card shall not identify the cardholder's gender.

(6) "Resident" shall mean a person who can demonstrate that he or she has been present in the City and County of San Francisco for at least fifteen continuous days and who presents "proof of residency" as specified in subsection (c)(1)(B).

(b) Issuance of Municipal Identification Cards. Upon request, the Agency shall issue a Municipal Identification Card to any Resident who meets the application requirements set forth below in subsection (c). The Card shall bear the seal of the City and the Director shall cause the Card to be produced in a form intended to thwart replication or counterfeit.

(c) Applications.

(1) To obtain a Municipal Identification Card, a Resident shall complete an application requiring proof of identity and proof of residence within the City. Upon receipt of the proof of identity and residency that this Section specifies, the Agency shall issue a Card to the applicant.

(A) Proof of Identity. In order to establish identity, each applicant must present either:

(i) One of the following documents, except that if the document does not contain the photograph of the applicant, he or she must also present a photo identification: a U.S. or foreign passport; a U.S. driver's license; a U.S. state identification card; a U.S. Permanent Resident Card (commonly known as a "Green Card"); a consular identification ("CID") card; a certified copy of a U.S. or foreign birth certificate; a social security card; or a photo identification card issued by another country to its citizens or nationals that meets the requirements of San Francisco Administrative

Code Section 95.1(a). Where the applicant is aged twelve or under, he or she need not present photo identification in addition to a birth certificate or social security card; or

(ii) Two of the following documents, provided that at least one form of identification shall display the applicant's photograph: a national identification card with photo, name, address, date of birth, and expiration date; a foreign driver's license; a U.S. or foreign voter registration card; 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 accompanied by an identification with a photograph; an employee identification card, which shall include a union membership card; an identification card issued by a California educational institution, including elementary, middle, secondary, and post-secondary schools. An applicant may not satisfy the two-document requirement imposed by this subsection (ii) by providing only an employee identification card and a school identification card.

(iii) The Director may by regulation provide that where an applicant aged twelve or younger cannot produce a birth certificate or social security card, a parent or legal guardian may verify the applicant's identity, provided that the parent or guardian himself or herself would be eligible for a Municipal Identification Card.

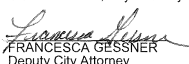
(B) Proof of Residency. In order to establish residency, each applicant must present one of the following items, provided that the item includes both the applicant's name and a residential address located within the City: a utility bill dated within the last thirty days; a rental agreement or rent receipt confirming at least fifteen days of occupancy within the last thirty days; a homeless residency verification form issued by a homeless shelter or an original document issued by a health or social services agency confirming at least fifteen days residency within the last thirty days; a local property tax statement or mortgage payment receipt received within the last ninety days; a bank

1 account statement received within the last ninety days; proof of a minor currently enrolled in a City
 2 public school; a current San Francisco Golf Resident Card.
 3 The Director may by regulation provide that where an applicant aged twelve or
 4 younger cannot produce any of the items set forth in this subsection (c)(1)(B) in order to prove
 5 residency, a parent or legal guardian may verify the applicant's residency, provided that the
 6 parent or guardian himself or herself would be eligible for a Municipal Identification Card.
 7 (C) The Director may by regulation provide for acceptance of additional
 8 forms of proof of identity and/or proof of residency, provided that the Director determines that
 9 such forms of proof are:
 10 (i) issued by a governmental entity, or
 11 (ii) issued by an entity that takes reasonable steps to verify the
 12 identity and/or residency of the individual to whom the item is issued, or
 13 (iii) of a type that is normally accepted as proof of identity and/or
 14 proof of residency in the ordinary course of business.
 15 (2) An application submitted on behalf of a minor must be completed by such minor's
 16 parent or legal guardian.
 17 (3) The Agency shall keep confidential, to the maximum extent permitted by applicable
 18 laws, the name and other identifying information of persons applying for and receiving Municipal
 19 Identification Cards. The Director shall cause the applications to be produced in a form that
 20 allows applicants to state their privacy preferences. The Agency shall not retain records of
 21 applicants' residential addresses.
 22 (d) **Implementation.** The Director is authorized to adopt rules and regulations not inconsistent
 23 with this Section in order to implement and administer the issuance of Municipal Identification Cards.
 24 The Director shall consult with the Immigrant Rights Administrator, under the supervision of the City
 25


Supervisors Ammiano, Sandoval, Peskin, Daly, McGoldrick, Mirkarimi, Duffy,
 BOARD OF SUPERVISORS
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1 Administrator, and with other relevant departments in developing such rules and regulations. The
 2 Director shall require applicants to declare the information provided in their applications under
 3 penalty of perjury. The Immigrant Rights Administrator shall be responsible for coordinating with the
 4 Agency and other City Departments the promotion of the Cards and the development of multiple uses
 5 for the Cards.
 6 (e) **Fees.** The Director shall charge an application fee of \$15.00 per Card for adults and \$5.00
 7 per Card for minors and seniors who present proof of age in a form to be determined by the Director.
 8 Such fees shall not exceed the administrative costs reasonably associated with the production of the
 9 Cards. The Director shall by regulation provide for reduced application fees, up to and
 10 including complete waiver of the fee, for low-income applicants who present proof of income
 11 status in a form to be determined by the Director.
 12 (f) **Acceptance by City Departments and Entities That Receive City Funds.** When requiring
 13 members of the public to provide identification or proof of residency in the City, each City department
 14 and any Entity That Receives City Funds shall accept a Municipal Identification Card as valid
 15 identification and as valid proof of residency in the City, unless such City department or Entity has
 16 reasonable grounds for determining that the card is counterfeit, altered, or improperly issued to the
 17 card holder, or that the individual presenting the card is not the individual to whom it was
 18 issued.
 19 Other than requiring the City and Entities That Receive City Funds to accept the Card as proof
 20 of identification and City residency, this Section is not intended to replace any other existing
 21 requirements for issuance of other forms of identification in connection with the administration of City
 22 benefits and services. The requirements of this Section do not apply under circumstances where (1) a
 23 federal or State statute, administrative regulation or directive, or court decision requires the City or
 24 Entity That Receives City Funds to obtain different identification or proof of residence, (2) a federal or
 25

Supervisors Ammiano, Sandoval, Peskin, Daly, McGoldrick, Mirkarimi, Duffy,
 BOARD OF SUPERVISORS
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1 State statute or administrative regulation or directive preempts local regulation of identification or
 2 residency requirements, or (3) the City or Entity That Receives City Funds would be unable to comply
 3 with a condition imposed by a funding source, which would cause the City or such Entity to lose funds
 4 from that source.
 5 (g) **Operative Date.** This ordinance shall become operative nine months after its effective date.
 6 (h) **City Undertaking Limited to Promotion of General Welfare.** In undertaking the
 7 enforcement of this ordinance, the City is assuming an undertaking only to promote the general
 8 welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of
 9 which it is liable in money damages to any person who claims that such breach proximately caused
 10 injury.
 11 (i) **Provisions of Ordinance Not Severable.** The Board of Supervisors intends that
 12 all the provisions of this ordinance function as an interdependent whole. If a court rules that
 13 the City may not implement or enforce any provision of this ordinance, then all City officers
 14 and employees shall henceforth cease implementing and enforcing all provisions of this
 15 ordinance.
 16 APPROVED AS TO FORM:
 17 DENNIS J. HERRERA, City Attorney
 18 By: 
 19 FRANCESCA GESSNER
 20 Deputy City Attorney
 21
 22
 23
 24
 25

Supervisors Ammiano, Sandoval, Peskin, Daly, McGoldrick, Mirkarimi, Duffy,
 BOARD OF SUPERVISORS
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City and County of San Francisco
 City Hall
 1 Dr. Carlton B. Goodlett Place
 San Francisco, CA 94102-4689

**Tails
 Ordinance**

File Number: 071333 **Date Passed:**

Ordinance adding Section 95.2 to the San Francisco Administrative Code authorizing the County Clerk to issue municipal identification cards upon request to residents of the City and County of San Francisco.

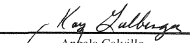
November 13, 2007 Board of Supervisors — PASSED ON FIRST READING
 Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Duffy, Maxwell, McGoldrick, Mirkarimi, Peskin, Sandoval
 Noes: 1 - Elsbernd

November 20, 2007 Board of Supervisors — FINALLY PASSED
 Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Duffy, Maxwell, McGoldrick, Mirkarimi, Peskin, Sandoval
 Noes: 1 - Elsbernd

City and County of San Francisco 1 Printed at 9:31 AM on 11/21/07

File No. 071333

I hereby certify that the foregoing Ordinance was FINALLY PASSED on November 20, 2007 by the Board of Supervisors of the City and County of San Francisco.



Angela Calvillo
Clerk of the Board

11 28 07
Date Approved



Mayor Gavin Newsom



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