



# Community ID Feasibility Report October 24, 2023 Item #36

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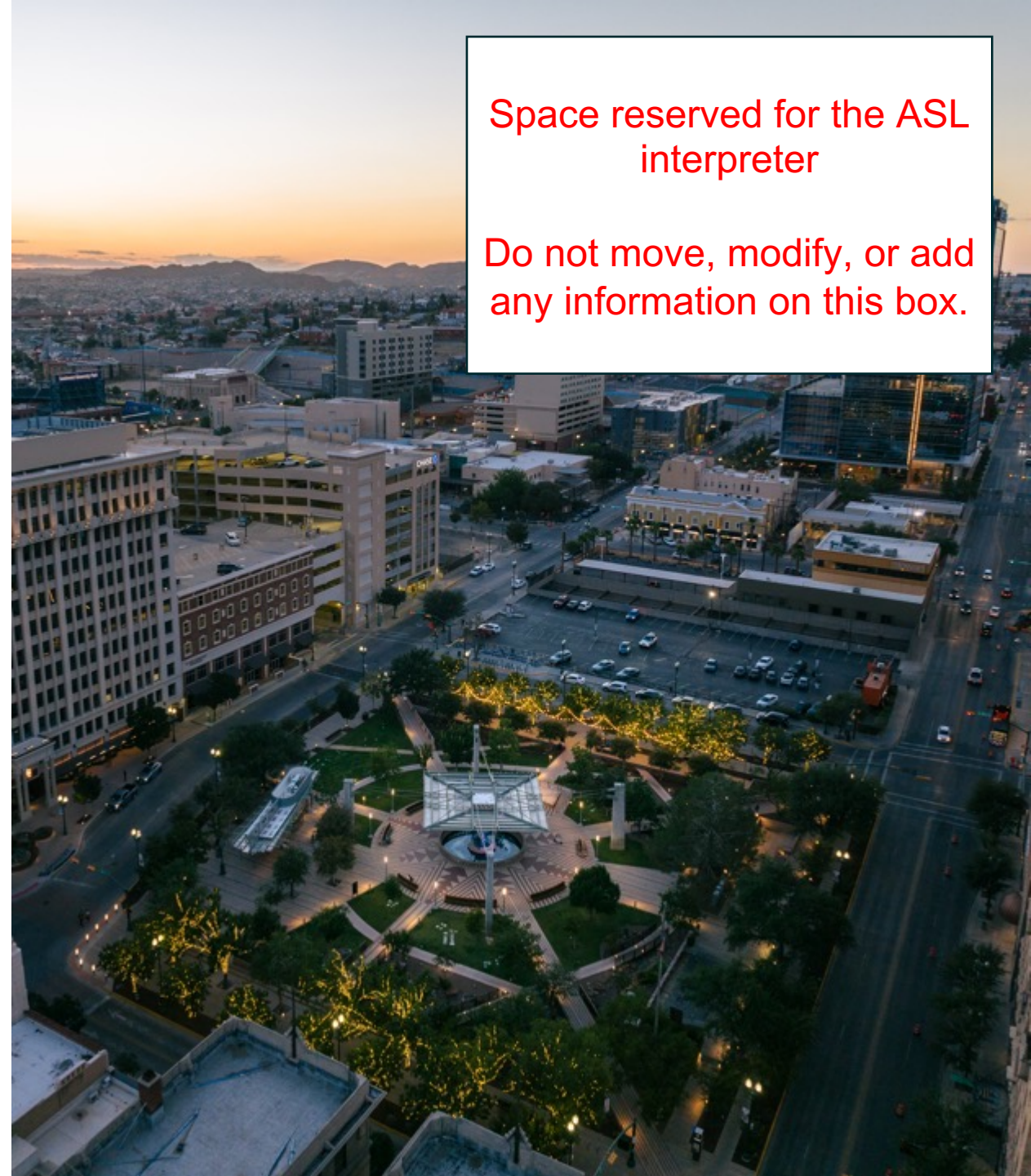


# WHAT WE WILL COVER

- Overview/Background
- Feasibility Study Components
  - Review and Analysis
- Recommended Next Steps

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# Overview

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# TIMELINE

**February 2022**

County Commissioners allocate funding for Municipal ID Program

**April 25, 2023**

City Council Resolution: Direct Feasibility & Implementation Plan Development  
*APPROVED*

**October 2023**

City Council Presentation: Feasibility & Implementation Report

**November 2023**

Begin Implementation Plan- Target April 2024 Launch

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# STATE AND FEDERAL LAWS

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## Texas Laws

- To obtain ID - must verify your identity, US citizenship or lawful presence, and Texas residency

## Federal Laws

- Passed by Congress in 2005
- Real ID requires that an individual show proof of immigration status

# WHAT IS A COMMUNITY ID?

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## A Community ID is

- An ID card issued by the City to ensure that residents can fully participate in the *civic and economic opportunities* within the city.

## A Community ID is NOT

- Identification for voting
- Serve as or substitute for a driver's license
- Will not serve as a document for eligibility for government benefits.
- Nor will it be proof of legal age for the liquor and tobacco.

# WHY CREATE A COMMUNITY ID PROGRAM?

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Lack of government issued identification can negatively impact the quality of life for residents, and often disproportionately affects vulnerable populations within our city.

People experiencing homelessness, formerly incarcerated individuals, and undocumented immigrants often do not have the paperwork required to obtain a state issued photo ID.

Barriers include:

- Opening a bank account
- Being admitted to a hospital
- Obtaining housing
- Picking children up for school
- Filing a police report

## Community ID program

A community ID program advances the City's goal to reduce disparities. It would give all residents equal access to an official ID to allow them access to resources and services they need to be successful and connected to the community.



# COMMUNITY ID ADOPTED RESOLUTION (04-25-2023)

① Examine the **feasibility and benefits** of issuing El Paso City identification cards to residents and

② **Develop a plan** for the implementation of a City Identification Card program.

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RESOLUTION DIRECTING THE CITY MANAGER OR DESIGNEE TO EXAMINE AND PREPARE A REPORT REGARDING THE FEASIBILITY AND BENEFITS OF ISSUING EL PASO CITY IDENTIFICATION CARDS TO RESIDENTS AND DEVELOP A PLAN FOR IMPLEMENTATION OF A EL PASO CITY IDENTIFICATION CARD PROGRAM.

WHEREAS, a number of municipalities throughout the country have begun issuing county and municipal identification cards which are assisting residents in obtaining various services within their communities; and

WHEREAS, the identification cards may provide proof of residency, which could assist residents in obtaining access to county and municipal services, including access to parks, and the ability to reserve facilities, such as tennis courts, and to enroll in government-sponsored recreation programs; and

WHEREAS, in order to obtain a county or municipal identification card, residents must generally apply in person and provide documentation of residency, such as a driver's license or identification card, a voter's registration card, passport, mortgage deed, lease, or utility bill; and

WHEREAS, many El Paso residents do not have access to various forms of identification and sometimes may have difficulty proving that they reside in the county; and

WHEREAS, the City Council finds that El Paso residents will benefit from a City-issued identification card that displays the card holder's photograph, name, date of birth, address, and card issue and expiration dates; and

WHEREAS, the City Council wishes to study the feasibility and benefits of issuing identification cards to El Paso residents;

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF EL PASO CITY COUNCIL:**

1. **THAT**, the City Manager or designee be directed to examine the feasibility and benefits of issuing El Paso City identification cards to residents and develop a plan for the implementation of a City Identification Card program. The feasibility study shall include, but is not limited to, the following:
  - a. The efficacy of implementing a El Paso City Identification Card program, in particular with respect to the potential use of the identification cards for access to County and City services;
  - b. The costs associated with implementing a El Paso City Identification Card program, including any fee to residents;
  - c. Identification of a funding source for the implementation of a El Paso City Identification Card program;

# KEY COMPONENTS (Adopted Resolution)

The feasibility study shall include, but is not limited to, the following:

- a. The efficacy of implementing a El Paso City Identification Card program, in particular with respect to the **potential use of the identification cards for access to County and City services;**
- b. The **costs associated** with implementing a El Paso City Identification Card program, including any fee to residents;
- c. Identification of a **funding source** for the implementation of a El Paso City Identification Card program;
- d. Identification of the **department that would administer** the El Paso City Identification Card program;
- e. Identification of the **information that would be displayed** on the El Paso City Identification Card, which at a minimum should include the card holder's photograph, name, date of birth, address, and card issue and expiration dates

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# KEY COMPONENTS (Adopted Resolution)

The feasibility study shall include, but is not limited to, the following:

- f. Identification of the **type of documents that would be acceptable** to prove identity and residency in the City or County of El Paso;
- g. **Review and analysis** of county and municipal identification card programs implemented throughout the United States;
- h. Identify whether and **what kind of information**, including personal information such as names, addresses, and dates of birth, **will be collected** as part of the El Paso City Identification Card issuance process; and
- i. With respect to the information, if any, that will be collected as part of the El Paso Identification Card issuance process, **identify whether that information could be requested by, and must be provided to**, other government agencies, including the federal government, and/or individuals.

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# PRIVACY CONSIDERATIONS

With respect to the information, if any, that will be collected as part of the Identification Card issuance process, identify whether that information could be requested by, and must be provided to, other government agencies, including the federal government, and/or individuals.

- **Balance need to maintain cardholder's privacy concerns while remaining compliant with...**
  - Texas Public Information Act [Texas Government Code 552] &
  - Various Texas Records Management and Retention statutes:
    - Texas Local Government Code 201-205; Tx Gov Code 441; TSLAC Regulations/Schedules; 13 Tx Admin Code Ch 7; etc.

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# TEXAS GOVERNMENT CODE

## GOV'T § 552.124

### EXCEPTION: CONFIDENTIALITY OF RECORDS OF LIBRARY OR LIBRARY SYSTEM

(a) A record of a library or library system, supported in whole or in part by public funds, that identifies or serves to identify a person who requested, obtained, or used a library material or service is excepted from the requirements of Section 552.021 unless the record is disclosed:

(1) because the library or library system determines that disclosure is reasonably necessary for the operation of the library or library system and the record is not confidential under other state or federal law;

(2) under Section 552.023; or

(3) to a law enforcement agency or a prosecutor under a court order or subpoena obtained after a showing to a district court that:

(A) disclosure of the record is necessary to protect the public safety; or

(B) the record is evidence of an offense or constitutes evidence that a particular person committed an offense.

(b) A record of a library or library system that is excepted from required disclosure under this section is confidential.

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# PRIVACY CONSIDERATIONS

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CITY/PROGRAM	PRIVACY AND RECORD RETENTION POLICY
New York, NY	Paper documents not retained; electronic documents stored in a secure electronic queue for no longer than 14 days. Documents deleted after.
Chicago, IL	Documents reviewed but not retained.
Miami Dade County, FL	3rd Party Policy. Branches does not keep documentation. Only information stored is the biometrics and information that will come out on the printed ID on a cloud server.
Wake County, NC	3rd Party Policy
Minneapolis, MN	No Policy Yet
Kansas City, MO	No Policy Yet

# LEGAL CONSIDERATIONS

- **Application Process**
  - Document Retention, Security, & Destruction
- **Card Perspective**
  - Use of ID once issued
- **Best Practices for Mitigating Risk Factors**
  - Limitation of Liability, Non-recourse, codification of same
- **Constant Coordination with CoEP Enterprise Risk & Safety Office**
  - To address the above concerns which are dependent upon the adopted path forward for the Identification Card program.

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# Feasibility Study Components *Review/Analysis*

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# REVIEW/ANALYSIS

- Review and analysis of county and municipal identification card programs implemented throughout the United States

- *How are MID's defined?*
- *What information (personal information collected) is required from MID applicants?*
- *How are they being used? (Access to what services, etc.)?*
- *Program structure (who administers) ?*
- *What is the annual cost and funding source?*
- *Key partners or collaborators?*
- *What software or other key program elements?*

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# KEY CONSIDERATIONS: SECURITY

- **Security considerations**
  - **Security for Data Management and Data Transmission**
    - Data security features, such as encryption, are required to protect personal information and identifiers.
  - **Counterfeit prevention**
    - A combination of security features should be utilized to prevent and deter the creation and sale of counterfeit identification cards

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# REVIEW/ANALYSIS

## Model Options

1. Local Government-run program
  - City/County as administrator (who)
2. Enhanced Library Card
3. Third Party as administrator/Vendor- *RFI required to develop*
4. Non-profit run program- *none identified*

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# REVIEW/ANALYSIS

- Review and analysis of county and municipal identification card programs implemented throughout the United States
- Key Communities Reviewed include:
  - Community ID
    - New York, NY
    - Chicago, IL
    - Miami Dade County, FL
    - Wake County, NC
    - Minneapolis, MN
    - Kansas City, MO
  - Enhanced Library Card (no community ID programs in Texas)
    - Austin, TX
    - Dallas, TX
    - Harris County, TX
    - San Antonio, TX
    - San Marcos, TX

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# REVIEW/ANALYSIS - COMMUNITY ID

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City = Local Government-Run Program

Community Administrator = Non-Profit

	City or Community Administration	Program Name	Year Launched	Library Card	Approach	Financial Institution Partnership	Expiration	Fees
New York, NY*	City	IDNYC	2015	✓	By Appointment	✓	5 years	Free
Chicago, IL*	City	CityKey	2018	✓	By Appointment or Walk-Ins	✓	5 years	\$10
Miami Dade County, FL	Community	Community ID	2022	✓	By Appointment	None	2 years	\$15
Wake County, NC	Community	Community Action ID	2022	--	By Appointment	--	Yearly	\$10
Minneapolis, MN**	City	--	--	--	--	TBD	4 years	TBD
Kansas City, MO	City	Fountain Card	2024	TBD	Walk-In	TBD	10 years	Free

\*Sanctuary City

\*\*Program is currently on pause (2019)-"Minnesota Data Practices Act municipal ID information is deemed public information. As a result, program development is not continuing at this time."

# REVIEW/ANALYSIS - ENHANCED LIBRARY CARD

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	Program Name	Year Launched	Cards Issued to Date	Approach	Financial Institution Partnership	Expiration	Locations	Fees
Austin, TX	Enhanced Library Card	5/2023	1,270	Walk-Ins	None	3 years	3	Free
Dallas, TX	Enhanced Library Card	9/2022	284	Walk-Ins	None	3 years	29	Free
Harris County, TX*	Enhanced+ Card	3/2022	6,047	Walk-Ins	None	5 years	26	Free
San Antonio, TX	Enhanced Library Card	11/2020	1,155	Walk-Ins	None	5 Years	7	Free
San Marcos, TX	Enhanced Library Card	11/2021	183	By Appointment or Walk-Ins	None	5 Years	1	Free

\*Harris Health (Harris County Hospital) accepts the Harris County Enhanced Library Card as a form of ID under Patient Eligibility

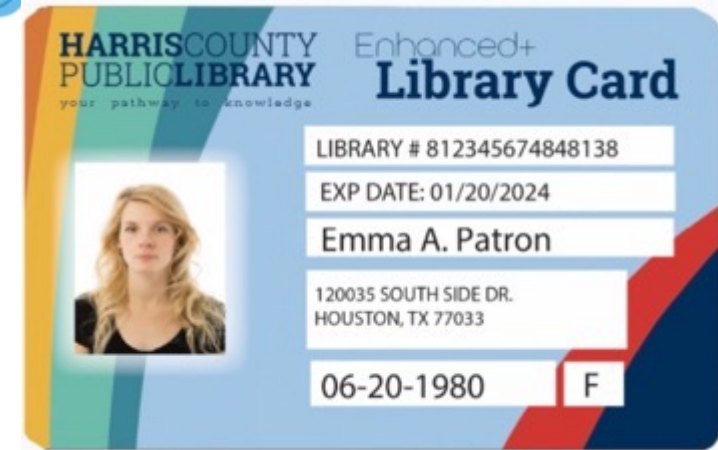
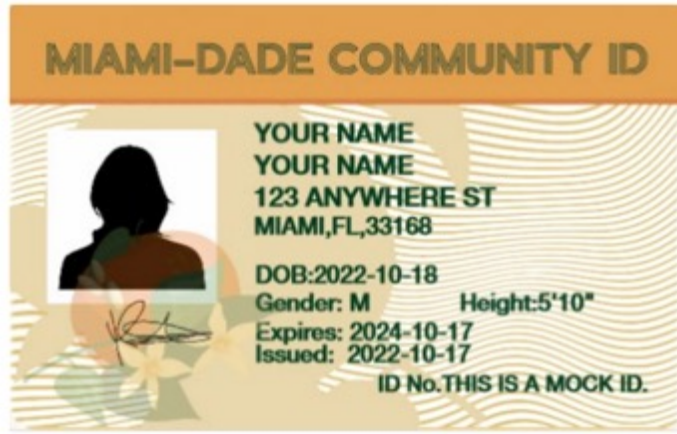
# REVIEW/ANALYSIS

## Sample IDs



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# REVIEW/ANALYSIS: SAMPLE DOCUMENT REQUIREMENTS

Proof of Identity		
Identify document(s) must equal 3 points. Consult the chart below for document point values. Original documents must be presented. Photocopies are not accepted.		
Documents Worth 3 Points: Must be the original document, expired for one year or less, with a photograph, full name, and date of birth.	Documents Worth 2 Points: Must be the original document, unexpired, with the applicant's name.	Documents Worth 1 Point: Must be the original document, unexpired*, with the applicant's name.
<b>Adults and Minors:</b> U.S. Documents: <ul style="list-style-type: none"> <li>U.S. Driver's License</li> <li>U.S. State ID</li> <li>U.S. Passport</li> <li>U.S. Military ID</li> <li>U.S. Veteran ID Card or Veteran Health ID Card</li> <li>U.S. Tribal Photo ID Card</li> <li>U.S. Permanent Resident Card (Green Card)</li> <li>Certificate of Naturalization (w/photo)</li> <li>Municipal/Local Government ID, including METRO ID cards.</li> <li>Employment Authorization Card</li> <li>U.S. Accredited Educational Institution Photo ID</li> <li>Released Offender Photo ID (Issued by federal, state, or local criminal justice agency)</li> <li>U.S. State Department Visa (including Border Crossing Card)</li> </ul> International Documents: <ul style="list-style-type: none"> <li>Consular Identification (CID)</li> <li>Foreign Passport</li> <li>Foreign Driver's License</li> <li>Foreign National ID Card</li> <li>Foreign Military ID (incl. Veteran ID Card)</li> <li>Photo identification card with name, address, date of birth, and expiration date issued by another country to its citizens or nationals as an alternative to a passport for re-entry to the issuing country</li> </ul> Renewal of Adult Enhanced Library Card: <ul style="list-style-type: none"> <li>Previous Enhanced Library Card (accepted up to one year after expiration).</li> </ul>	<b>Adults and Minors:</b> <ul style="list-style-type: none"> <li>Social Security Card</li> <li>Voter Registration Card</li> <li>U.S. Individual Taxpayer Identification Number (ITIN) authorization letter</li> <li>Federal, State, or local government employee ID card (w/photo)</li> <li>Employee ID Card (Issued by an employer located in the U.S.)</li> <li>U.S. Union Photo ID</li> <li>U.S. Accredited Educational Institution ID without a photo</li> <li>Prison/Jail Discharge ID or documents without a photo (incl. medical records or parole decisions)</li> <li>School Enrollment Form for the Applicant (Issued by a Harris County school district, charter school, or private school)</li> <li>Certificate of Age (Issued by Texas Workforce Commission)</li> <li>Any of the following documents issued by the Department of Homeland Security (incl. ICE and USCIS):                             <ul style="list-style-type: none"> <li>Approval notice of an immigration benefit, (Form I-797; I-797A, B, or D)</li> <li>Certificate of Naturalization (no photo)</li> <li>Form I-94 Arrival/Departure Record</li> <li>Order of Release on Recognizance I-220A Services (w/ photo and DOB)</li> <li>Order of Supervision Form I-220B (w/ photo and DOB)</li> </ul> </li> <li>Verification of Release Form (Issued by the U.S. Department of Health and Human Services, Office of Refugee Resettlement)</li> <li>Written verification issued by a hospital, health care provider, or social services agency located in Greater Houston Area verifying that the applicant's identity (must be signed and dated on official agency letterhead).</li> </ul>	<b>Adults and Minors:</b> <ul style="list-style-type: none"> <li>*Government issued IDs from 3-point column if expired for 1-5 years.</li> <li>Certificate of marriage, domestic partnership, civil union, divorce or dissolution of marriage, domestic partnership or civil union, if from outside the U.S., with a notarized translation.</li> <li>Birth certificate of applicant or applicant's child, issued by a State or Territory, a locality of a State or Territory, or by the U.S. State Department, listing applicant as birth parent.</li> <li>Birth certificate from outside of the U.S., with notarized translation.</li> <li>Texas adoption record of the applicant or the applicant's child</li> <li>Electronic benefit transfer (EBT) card</li> <li>Medical or Immunization Records (Certified by a medical provider)</li> <li>Medicare Card or Medicaid Card, license, or other federal document (Texas Medicaid/Your Texas Benefits Card issued by Texas Health and Human Services)</li> <li>Social Security Benefits Verification Letter or other official letter (Issued by the U.S. SS Administration or Harris County Assistance Office)</li> <li>U.S. Military Discharge Forms (Issued by Dept. of Defense or National Personnel Records Center)</li> <li>Transcript from a U.S. high school or post-secondary school</li> <li>Diploma from a U.S. high school, high school equivalency, or post-secondary school</li> <li>Diploma from a non-U.S. high school or equivalent, or post-secondary school, with notarized translation.</li> <li>Bank Card or Sam's/Costco Club Card (w/name and photo)</li> <li>ID cards issued by Greater Houston Area community or social service agencies.</li> </ul>

Proof of Residency
All applicants must present <u>ONE</u> of the following documents. Applicant's name and Harris County residential address must be on the document.  Digital/electronic residency documents are accepted.
The following must be current and unexpired: <ul style="list-style-type: none"> <li>Applicant's Level 1, Level 2, or Level 3 Proof of Identity document that displays their current Harris County address (Example: current Texas Driver's License or State ID)</li> <li>Current Texas vehicle title or registration with address on it</li> <li>Current residential property lease or sublease that includes the lease term, rent amount, utilities terms, and lessor/sublessor contact information</li> </ul>
The following must be dated within 60 days: <ul style="list-style-type: none"> <li>Utility bill: gas, electric, garbage, water, internet/cable/landline.</li> <li>Insurance bill: homeowner's, renter's, health, life, or automobile insurance</li> <li>Local mortgage payment receipt</li> <li>Bank account statement</li> <li>Employment pay stub</li> <li>Jury summons or court order issued by a federal, state, or municipal court</li> <li>USPS Change of Address confirmation (dated within the 60-day period prior to the application submission)</li> <li>Written verification issued by a homeless service agency within Harris County confirming residency (original, signed copy on official letterhead)</li> <li>Written verification issued by a hospital, health clinic, social services agency, or faith-based agency located within Harris County verifying residency (original, signed copy on official letterhead)</li> <li>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 their spouse.</li> </ul>
The following must be dated within 1 year: <ul style="list-style-type: none"> <li>Federal income tax or refund statement</li> <li>Letter or document issued by the U.S. Internal Revenue Service addressed to the applicant regarding the applicant's personal tax status (dated within the 12-month period prior to application submission)</li> </ul>
The following must be dated within the current school year: <ul style="list-style-type: none"> <li>Proof that the applicant has a minor child or is a minor* currently enrolled in a school located within Harris County</li> <li>Letter or record addressed to the applicant at an address within Harris County from a school, college, or university located in Texas that the applicant or the applicant's child attends</li> </ul>
*Note: If a minor is unable to provide residency documents, a parent or legal guardian may verify the minor's residency, provided the parent/guardian would be eligible for an HCPL Photo ID Library Card themselves.  *Homeschooled Children: The parent/legal guardian will need to provide residency documents according to the Note above.

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# REVIEW/ANALYSIS

- **Promising Practices**
  - **Pop Up Events**
  - **Orientation opportunity explaining benefits and limitations of ID card (Partnerships)**
    - **Community Connection**
  - **Registration Process**
  - **Websites with FAQs**
  - **Community education and awareness**

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# REVIEW/ANALYSIS

1. Local Government-run program
  - City as administrator
2. Enhanced Library Card

## Require further study beyond time allocation:

- Third Party as administrator/Vendor
- Non-profit run program (partner not identified)

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Local Government-Run*	Enhanced Library Card
Home Site + Pop Up + 2.5 FTE Staff	10 Library Sites + Pop Up Availability (1 FTE)
\$268,200	\$112,450 Pilot: 4 locations + Pop Up  +6 additional locations \$56,000
Recurring Cost \$205,150	10 Locations Recurring Cost \$85,000

\*in-kind cost office space and website

\* 10,000 cards year one/additional 10,000 cards year two

# LOCAL GOVERNMENT RUN MODEL DETAIL

- 1 Physical Location
- 2.5 FTE
- Pop-up events throughout the City with Community Partners
- 2 fixed processing stations
- 1 mobile processing stations
- 1 vehicle/ furniture and equipment/Phones
- Queue-less reservation/ appointment system
- Marketing
- 10,000 cards with security verification feature
- Database storage
- Printing supplies

Initial Year Cost (6 months of operations): \$134,100

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## Location: 1 of 3 Health Clinic Sites

- **Ysleta:** 110 Candelaria Rd.  
El Paso, TX 79907
- **Henderson:** 721S. Mesa St.  
El Paso, TX 79901
- **Northeast:** 9566 Railroad  
Dr. El Paso, TX 79924

# Recommended Plan

## *Next steps and Implementation strategy*

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# **RECOMMENDATION: ENHANCED LIBRARY CARD**

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- Program successfully established in Texas beginning in 2020 and growing.
- El Paso Public Library is well established in the process of issuing library cards, with 210,000 total cards issued as of August 2023.
- El Paso Public Library already protects the customer's rights to access information and maintain their privacy, and will work to ensure that any data collected via this “Enhanced Library Card” program is kept confidential.

# RECOMMENDATION: ENHANCED LIBRARY CARD

- 4 Physical Locations
- 1 additional FTE
- 4 fixed processing stations
- 1 mobile processing stations
- Printing supplies/Fuel/Marketing
- 10,000 Cards with security credential verification

**Pilot Phase Cost: \$105,451**

## **Pilot Locations:**

- **Westside Library:** 125 Belvidere St, El Paso, TX 79912
- **Irving Schwartz Library:** 1865 Dean Martin Dr, El Paso, TX 79936
- **Sergio Troncoso:** 9321 Alameda Ave, El Paso, TX 79907
- **Jose Cisneros:** 1300 Hawkins, El Paso, TX 79925
- **Pop-up events throughout the City with Community Partners**

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# NON-RESIDENT LIBRARY CARDS

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**1,375 Active  
El Paso County  
Users**

*Fees have been established since 2013 and are significantly lower than other libraries in Texas*

El Paso Annual Non-Resident Fees	Austin Annual Non-Resident Fees	San Antonio Annual Non-Resident Fees	Dallas Annual Non-Resident Fees
\$25 - Six Months \$50 - Annually	\$120	\$200 \$60 - 3 months if you're not a Bexar County resident or own property or a business in Bexar County*	\$250
Non-Residents applying for the Enhanced Library Card are subject to the established fees			

\*Library services are extended to Bexar County residents who live outside the City of San Antonio through an Interlocal Agreement establishing a payment from the County to the City for the extension of these services

# SERVICE INVENTORY/MAPPING

## City of El Paso key services to be accepted (initial list)

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DEPARTMENT	ID USE
Tax Office	Payments
Municipal Court	Requesting payment plans, hearings, etc.
PD Code Enforcement	Verification of ownership for property, vehicle, parcel and issuance of notice of violation to confirm identity
Planning & Inspections	Issuance of permits, licenses, and payments
Animal Services	<b>All services:</b> Return to owners, Intake, Surrendering, Registration and purchase of a license, Adoption, Transfer of ownership and issuance of notice of violations
Sun Metro	Age and identification purposes for certain bus passes and fare discounts
Parks & Recreation	<b>All Services:</b> must have an address within the city limits for the registration for kid camps
Health	<b>Services:</b> Dental, Immunizations, and WIC
Police	Yes



# SERVICE INVENTORY/MAPPING

## County of El Paso key services to be accepted (initial list):

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<b>DEPARTMENT/AREA</b>	<b>ID USE</b>
<b>Community Services</b>	General Assistance Tool Lending Illumina Digital Library
<b>Criminal Justice Coordination</b>	Will be accepted
<b>County Attorney's Office</b>	Protective Order Access to Mental Health Assistance Senior Protective Services
<b>Public Defender</b>	Will be accepted
<b>Sheriff</b>	Will be accepted

# IMPLEMENTATION NEXT STEPS

- Work with El Paso County on MOU to offer to County residents
- Work with Financial Institutions and other partners on card adoption (City museum membership discounts, Sun Metro card)
- Complete procurement of card production and security services
- Provide for training
- Finalize variety of documents that can be accepted
- Outreach & Marketing Plan

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# RECOMMENDATION

**Establish an Enhanced Library Card program to be administered by the Library Department.**

**Motion to implement an Enhanced Library Card pilot program at four library locations, with potential expansion to additional locations in the future based upon available funding and need.**

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# Community ID Feasibility Report

