CITY OF LONGBEACH

Memorandum

Date: April 15, 2020

To: Thomas B. Modica, City Manager

From: Lea Eriksen, Director of Technology and Innovation

For: Mayor and Members of the City Council

Subject: **LB One Card - Update**

At its October 1, 2019 meeting, the City Council requested a report back on potential costs, benefits, partnerships, and challenges of a City of Long Beach (City)-issued identification card. This memorandum presents the findings of staff's research on best practices in other municipalities, and identifies options for the City Council's consideration.

Research

To understand the best practices for municipal identification (Municipal ID) card programs, staff researched the programs of a number agencies, with priority given to those mentioned in the original City Council letter and those of a comparable size to Long Beach. These agencies were:

- Oakland, CA
- Richmond, CA
- San Francisco, CA
- New York City, NY
- Chicago, IL
- Philadelphia, PA
- Washington, DC
- Detroit, MI

Findings

Among the agencies researched, most Municipal ID card programs originated from efforts to improve access to city services and to banking opportunities for residents through a government-issued form of identification. While these card programs are available for all residents, they are especially beneficial for populations who struggle to access other forms of identification, including:

- Formerly incarcerated individuals
- People experiencing homelessness
- Communities of color
- People with disabilities
- Immigrants
- LGBTQIA
- Older adults
- Veterans
- Youth

Through staff's research, five themes emerged as the key components of Municipal ID card programs:

1. City Services: Most agencies have been unsuccessful in connecting city services to their ID card beyond transit access. City departments, such as libraries and parks, have been reluctant to share data, citing concerns about data privacy. Instead, the primary purpose of these cards is physical identification to local police departments and some discounts offered by local businesses. See Appendix A for a list of the services that other agencies have connected with their Municipal ID card programs.

2. Technology: Municipal ID card programs must consider systems integration and technology infrastructure such as a case management system, appointment system, and storage and data security. There are specific types of hardware and software services needed to distribute and administer a secure ID that financial institutions and law enforcement recognize. Systems integration and data sharing are also a key consideration; a successful program must be able to accept and harmonize records from disparate systems.

3. Security: There are two key types of security considerations: identity verification and data privacy/storage. For identity verification, municipalities must decide on what types of documents they will accept to issue a card. More official documents mean that the program is more secure, while fewer documents mean that the application process is easier. Data privacy is also an important consideration – residents should know that their data is being fully secured. Data sharing, and privacy agreements should be in place prior to the launch of the program so that residents know that the City is not sharing their data with any unauthorized entities.

4. Resources: Agencies must also decide on the level of staff resources allocated to the program and whether the program will be outsourced to a third party. Agencies have varied in their approaches to resource allocation, but typically, staffing or consulting resources are needed to design the technology systems for the identification card, train other staff on these systems, work with community partners to source their insights for the design of the program, promote the program, and administer the identification cards.

5. Partners: Community-based organizations (CBOs) and local businesses are essential to the development and marketing of any identification program. CBO partners will signal to community members that this identification is trustworthy and beneficial. These partners can also help develop the application process for the program and make sure it is user-friendly.

Budget Considerations

Costs for these types of programs depend on the number of services integrated with the card, and the population of each city. Table 1 demonstrates a list of upfront costs, operating costs, and staffing levels in some municipalities that have implemented these types of programs. Note that these costs are only for cards that have implemented physical Municipal ID programs with no digital service components.

Compared to the agencies in Table 1, Long Beach (population: 470,000) is closest to the City of Detroit (population: 673,000). The City of Detroit spent $303,000 in establishing the program and has an annual operating cost of $240,000. The Detroit ID program currently has five full-time employees (FTE) and costs the city approximately $48 to issue every card.

Table 1: Approximate Program Financial Costs for ID Card Only				
Community	First Year Costs	Ongoing Operation Costs	Current Annual Operating Costs per Cardholder	Current FTE staffing levels
Chicago	$1,120,00	$790,000	NA	2.5
Detroit	$303,000	$240,000	$48	5
New Haven	$200,672	$100,336	$10	1
New York	$8,400,000	$18,800,000	$14	240
San Francisco	$1,000,000	$350,000	$13	2

Options

Traditional models of Municipal ID programs do not provide access to City services beyond identification and carry with them significant costs associated with staffing, data protection, and card printing technology. Accordingly, staff recommends not pursuing a physical ID card and instead focus on a digital ID card program, which staff believe would fulfill the City Council's interest in streamlining resident access to City services.

Based on staff's research, two options for program models have been developed. They are as follows:

1. <u>Digital ID Card Program</u>: This option would create a "Single Sign-On" solution that would integrate several online services onto one platform. This digital services model would provide a user-friendly, web-based portal for accessing resident facing applications and aggregate access to multiple City services. A Single Sign-On solution would allow the City to offer residents secure and private access to participating City programs and services. With one account, residents could sign into multiple applications and cut the need to provide duplicate login information for different City resources. This portal could also be accessed via QR code on mobile device or tablets.

   This portal could connect to Long Beach services such as:
   - Municipal billing and service payment (water, sewer, gas, etc.)
   - Parking lot and meter access/payment
   - A fast track method for queuing for public comment at Council meetings
   - Recreational and senior programming reservation/payment

This program would <u>not</u> be able to:

- Serve as a means of identification
- Grant access to banking institutions
- Serve as a transit pass

2. <u>Digital Card program and City Hall Kiosks</u>: This option would build on the Single Sign-On solution by installing City Hall Kiosks throughout the City where residents would be able to pay bills, sign up for parks classes, and pay parking tickets without going through the Single Sign-On system.

   These kiosks could either be (1) a freestanding station that use touchscreen technology, or (2) standard computers or chrome books that have been modified to only access the City's portal. In both instances, the City is addressing digital equity considerations by providing an option for accessing City services closer to home and that requires little digital literacy. Agencies such as the California Department of Motor Vehicles (DMV), the City of Chicago, and the City of Detroit have used this model to provide services to their residents.

NEXT STEPS

To move forward with the above options, staff would need an additional six months to pursue the following steps:

1. Develop an inventory of existing technology systems and company contracts to evaluate how easily a Single Sign-On system could be accomplished, particularly with third-party technology services that are used for payments and registrations.

2. Conduct an assessment of cloud-based identity and access management solutions that will be able to provide a Long Beach-branded registration and a sign-in screen and multi-factor authorization to ensure a user-friendly and secure solution.

3. Prepare a fiscal impact analysis to implement both options.

4. Perform behavioral research on the most common reasons people come to City Hall and other city facilities and assess how to best digitize these services.

If additional resources are needed to complete these next steps, staff will return to the City Council for further direction and identification of the resources.

If you have any questions, please call me at (562) 570-6234.

ATTACHMENT

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Appendix A: Municipal ID Cards in other Cities

Community	Transit System Access	Library Account	Cultural Institution - Memberships or Discounts	Entertainment and Sports Discounts	Food and Restaurant Discounts	Beauty & Apparel Discount	Primary ID for Financial Institutions
Chicago, IL	x	x	x	x	x	x	Self-help federal credit union and GN Bank
Detroit, MI			x	x	x	x	A credit union and Bank of America
New Haven, CT		x		x	x		
New York, NY	x	x	x	x	x	x	14 banks and credit unions
Oakland, CA	x						
Richmond, CA	x						
San Francisco, CA			x	x	x	x	6 credit unions
Washtenaw, MI	x		x	x	x	x	2 local banks