



**ISSUANCE OF DRIVER LICENSES AND
IDENTIFICATION CARDS TO
PRISONERS**

Final Report

RS 500-440



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by

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June 2010

1. Report No. OR-RD-10-22		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle Issuance of Driver Licenses and Identification Cards to Prisoners				5. Report Date June 2010	
				6. Performing Organization Code	
7. Author(s) David Kim, J. David Porter, and Toni Doolen Oregon State University School of Mechanical, Industrial and Manufacturing Engineering 204 Rogers Hall Corvallis, Oregon 97331 Amanda Joy Pietz ODOT Research Section				8. Performing Organization Report No.	
				10. Work Unit No. (TRAIS)	
9. Performing Organization Name and Address Oregon Department of Transportation Research Section 200 Hawthorne Ave. SE, Suite B-240 Salem, OR 97301-5192				11. Contract or Grant No. RS 500-440	
				13. Type of Report and Period Covered Final Report	
12. Sponsoring Agency Name and Address Oregon Department of Transportation Research Section 200 Hawthorne Ave. SE, Suite B-240 Salem, OR 97301-5192				14. Sponsoring Agency Code	
				15. Supplementary Notes	
16. Abstract In 2009, the Oregon Legislature passed House Bill 2489, requiring the Oregon Driver and Motor Vehicle (DMV) Services Division and the Department of Corrections (DOC) to enter into agreements and adopt rules to assist offenders in obtaining a driver license or identification (ID) card prior to release from prison. To assist in this effort, a research project was initiated to investigate issuance alternatives and study program feasibility. As part of the research, various issuance agencies in other states were contacted to determine if they had or have a program for helping inmates obtain a license or ID card. Additional information was gathered from agencies with programs and a list of issuance alternatives was developed. The alternatives selected for a more detailed assessment included: mobile units, operation of a DMV field office within a DOC facility, using DOC personnel to process applications, and transporting inmates to DMV field offices. Each of these alternatives was assessed based on information obtained from other state agencies utilizing similar structures, data from the Oregon DMV and DOC, and data generated from a pilot test of inmate transportation conducted in Oregon. Each alternative was assessed using multiple criteria, including security, costs, personnel requirements, and system capacity, which are summarized in this report.					
17. Key Words ID CARD AND LICENSE ISSUANCE TO PRISONERS, INMATE RECIDIVISM			18. Distribution Statement Copies available from NTIS, and online at http://www.oregon.gov/ODOT/TD/TP_RES/		
19. Security Classification (of this report) Unclassified		20. Security Classification (of this page) Unclassified		21. No. of Pages 66	22. Price

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*SI is the symbol for the International System of Measurement

ACKNOWLEDGEMENTS

We are very grateful for the assistance received from many people contacted at state DMVs and DOCs throughout the country. The following is a list of those people.

- Aggie Zaragoza Garcia, Driver's License Administration, Colorado,
- Mike McCaskill, Deputy Director of Driver Licenses, Florida,
- Alan McManus, Assistant Bureau Chief DOC, Florida,
- Michele Lyda, BMV, Indiana.
- David Burch, Director of Re-Entry Programs, Indiana Department of Corrections, Indiana,
- Dennis P. Ferrell Director, Office of Volunteer and Transition Services, and Community Initiatives Division of Correction, Headquarters, Maryland,
- Grace Ueberroth, Customer Services Administration, Michigan Department of State,
- Sue Westerlund, Customer Services Administration, Michigan Department of State,
- Sue Kendrick, Minnesota Department of Public Safety, Driver and Vehicle Safety Division,
- Tim Lanz, Facilities Reentry Manager, Department of Corrections, Minnesota,
- Norma Hensiek, Department of Revenue, Missouri,
- Vevia Sturm, Department of Corrections, Missouri,
- Leslie Black, Department of Justice, Montana,
- Gayle Lambert, Department of Justice, Montana,
- Sgt. Bill Haynes, State Police at the DMV, New Hampshire,
- Jen Blumhagen, Deputy Chief Examiner, North Dakota DOT,
- Jean Sullivan, North Dakota Department of Corrections,
- Sherri Becker, Oklahoma Department of Public Safety,
- Clint Castleberry, Oklahoma Department of Corrections,
- Mary Liedtke, Oregon DMV,
- Heidi Steward, Transition and Release Administrator, Oregon DOC,
- Darwin Weeldreyer, Director of Community Service, Dept. of Corrections, South Dakota,
- Jane Shrank, South Dakota DMV,
- Wanda Adams, Tennessee Department of Public Safety,
- Cleatrice McTorry, Director of Pre-Release Services, Tennessee DOC,
- Tom Hitzroth, DMV, Washington,
- Mary Kay Kollat, Reentry Director, DOC, Wisconsin

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ISSUANCE OF DRIVER LICENSES AND IDENTIFICATION CARDS TO PRISONERS

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EXECUTIVE SUMMARY

A research project was undertaken to identify different alternatives for issuing identification cards (IDs) and driver licenses (DLs) to inmates in Oregon prior to release from prison. The goal of the research was to study alternative systems for issuing inmates IDs/DLs pre-release in Oregon and to evaluate each alternative against various criteria.

As part of the study, issuance agencies in other states were surveyed to determine if they had or have a system for helping inmates obtain IDs/DLs pre-release. Thirty-one states responded to the survey, and of those states, 13 indicated that they currently have a system implemented. Two states had such systems in the past, but have either terminated the system or have suspended its operation due to budget issues. There were two states that ran pilot programs but did not transition to implementation. Only one state reported issuing new DLs pre-release. Of the 14 states with no existing or past system, three have systems in place to assist inmates obtain IDs after their release.

From information provided in the survey and subsequent interviews of various personnel from states with current or past programs, general categorizations of system alternatives were developed. The broad variables separating systems included: type of credential service offered (e.g., ID, or ID renewal); inmate population served (e.g., minimum security only, or all inmates); time at which process for obtaining an ID/DL started (e.g., on admission, or close to release); and method for processing applications (e.g., inmates transported to a DMV office, or remote renewal). It was found that there was no single system that was predominate. No identifiable relationships were found between specific ID/DL application processing steps and/or documentation requirements and the type of system implemented. Similarly, no relationship was found between the specific state inmate population, state geography, or other state characteristics and the type of system implemented. Thus, no correlating factors were found that would help Oregon develop an issuance system based solely on its characteristics. In accordance, all issuance alternatives identified in other states were considered and are summarized in this report.

Information from Oregon was used in estimating the percentage of inmates who could be served by a given system. One month of Oregon release data were collected and analyzed to estimate the annual volume of inmates eligible to apply for an ID or DL pre-release. Data for the released inmates was examined to estimate the percentage possessing the documents necessary to apply for an ID/DL (i.e., both a birth certificate and social security card). 28% of the released inmates possessed both documents pre-release. The Oregon DOC has a program in place to help inmates obtain these documents. An examination of the DMV database revealed that several released inmates had Oregon issuance records, and that an additional 7% had files with the necessary documents already verified. Thus in total, it was estimated that 35% of Oregon's inmates released into the state are eligible to apply for an ID/DL. The low proportion of inmates meeting the minimum eligibility requirements was found not to be unusual across states. Some states cited this low percentage as one of the reasons a pre-release issuance system was not implemented or continued. In these instances, efforts were refocused to obtain documents for a greater proportion of inmates. It should also be noted that even though an inmate may be eligible to apply for an ID/DL, they may choose not to apply. Sources in other states cited reasons

including loss of social status for the inmate within the correctional facility and discovery of the use of false names in the past. When estimating the percentage of inmates who could be served by a system in Oregon, only documentation eligibility was considered, which represents the maximum rather than the actual percentage who will apply.

High-level assessments were completed for the issuance alternatives, which included the following:

- Permanent DMV installations at one or more correctional facilities;
- A mobile unit;
- DOC application assembly at each correctional facility;
- Transporting inmates to DMV offices; and
- Renewal of existing ID/DL (Valid With Previous Photo).

Each of the systems was evaluated in terms of security (e.g., theft, and personnel safety), cost (e.g., initial setup, and maintenance), personnel requirements (e.g., training), system capacity and the maximum percentage of inmate who could be served.

Assessments were completed considering contexts specific to implementation in Oregon. Alternatives were built using structures developed in other states so that evaluation of security, cost, personnel requirements, and system capacity could be grounded with actual experiences. While this approach allows for scientific analysis, the structure of the alternatives or scenarios outlined in this study do not necessarily represent optimal systems for Oregon. Appendices of the report include more detailed information about how a system can be varied, and include data for recalculating costs based on changes in assumptions.

Assessment of the alternatives revealed that the maximum percentage of releases served ranged from 6% to 35%. Risks ranged from minimal to moderate and setup costs ranged from <\$1K to \$1.1M. The most expensive alternative was a mobile unit (which also required the largest number of person-days to operate), followed by locating DMV equipment at all correctional facilities. The least expensive alternative was leveraging the existing Valid With Previous Photo (VWPP) process, where IDs could be renewed remotely using a valid photo on file. The VWPP process was estimated to serve as many as 28% of inmates and have one of the lowest security risks of the alternatives evaluated.

An overview of the assessment results for each alternative is provided on the following page. The remainder of the report provides a detail summary of the various alternatives and the evaluation criteria used in this study.

High-Level Overview of Alternative Issuance Systems:

Alternative	Security	Cost		Personnel Req. Person -days	Max % Releases Served
		Setup	Oper (yr)		
DMV equipment located at all correctional facilities – Staffed by Salem DMV	Tolerable-Moderate Risk	\$357 K	\$107 K	≈ 200	35%
DMV equipment located at all correctional facilities – Staffed by local DMV.	Tolerable-Moderate Risk	\$357 K	\$83 K	≈ 90	35%
DMV equipment located at CRCI – only CRCI inmates served.	Tolerable Risk	\$26 K	\$6 K	≈ 20	6%
DMV equipment located at CRCI –inmates in Portland/Salem served.	Moderate Risk	\$26 K	\$50 K	≈ 60 + staff for 60 trips for inmates	25%
DMV equipment located at six correctional facilities – Staffed by Salem DMV.	Tolerable-Moderate Risk	\$153 K	\$40 K	≈ 80	22%
DMV equipment located at six correctional facilities – Staffed by local DMV.	Tolerable-Moderate Risk	\$153 K	\$35 K	≈ 60	22%
Mobile unit	Tolerable-Moderate Risk	\$1.1 M	\$58 K	≈ 245-410	35%
DOC application processing at each correctional facility	Minimal - Tolerable Risk	\$239 K	< \$1 K	≈ 90	35%
Transport inmates to DMV offices.	Tolerable - Moderate Risk	< \$1 K	\$80 K	≈ 90 + staff for 113 trips for inmates	35%
Valid With Previous Photo	Minimal - Tolerable Risk	\$3 K	< \$1 K	≈ 30	28%

1.0 INTRODUCTION

Each year, the Oregon Department of Corrections (DOC) releases approximately 4,700 inmates from Oregon correctional facilities. Of these 4,700 inmates approximately 70% or 3,290 inmates are released back into the state of Oregon. These inmates have an immediate need to re-integrate into society by obtaining employment, establishing bank accounts, and performing typical business transactions. Many inmates do not possess a valid state-issued driver license or identification card upon release from prison. According to DOC there are indications that a lack of valid identification and/or driving privileges poses a significant barrier to successful re-entry into society.

In accordance, the 2009 Oregon Legislature passed House Bill (HB) 2489, which requires that: “The Department of Transportation and the Department of Corrections jointly shall adopt rules and enter into interagency agreements necessary to assist offenders in obtaining a driver license or identification card prior to an offender’s release from a Department of Corrections institution.”

In summer 2009, the Oregon Department of Transportation (ODOT), Driver and Motor Vehicles (DMV) Services Division and the Oregon DOC conducted a pilot test of an inmate ID issuance system that involved transporting inmates to a DMV field office. The results of this test, in part, led to the establishment of an Oregon DMV and DOC Interagency Agreement in November 2009 that aimed at meeting the requirements of HB 2489. The agreement specified the formation of a project team charged with evaluating potential service delivery models/issuance alternatives. Alternatives specifically mentioned in the agreement included a mobile DMV field office located in a vehicle or trailer (referred to as a “mobile unit”) and development of an issuance system at a single DOC correctional facility. It was prescribed that the evaluation of these alternatives include cost estimates, as well as identify technical, legal, operational, and other factors that may impact implementation.

In compliance with the DMV-DOC Interagency Agreement (2009), a project team was formed, which included representatives from both agencies. To assist with the outlined work, the project team contacted the ODOT Research Section, who agreed to provide research funds to assist with the effort. Researchers at Oregon State University (OSU) were contracted to perform the research and evaluation of issuance alternatives.

The objective of this research was to generate realistic system options that the state of Oregon could utilize to issue identification (ID) cards to inmates prior to release from prison. A secondary objective was to examine the additional efforts required for also issuing driver licenses. This report presents a summary of findings from this research.

The results of this research will assist the Oregon DMV and DOC in meeting the requirements of HB 2489 and in the consideration of alternatives for assisting inmates to obtain a state-issued identification card or driver license prior to their release.

1.1 OREGON PILOT TEST: TRANSPORTING INMATES TO A DMV OFFICE

In summer 2009, the Oregon DMV, in partnership with DOC, established a pilot project to determine the feasibility of transporting a small number (5-10) of inmates from prison to a DMV field office for issuance of ID cards. The pilot began in March 2009 and ended in August 2009. During the pilot, incarcerated men from the Oregon State Penitentiary minimum security facility were transported by DOC staff to a near-by DMV field office. Inmates were transported once a month between the hours of 6:30AM and 7:30AM, prior to the office opening to the general public.

Over the duration of the pilot study, 36 inmates applied for an ID card. Inmates were pre-screened at least two weeks before they were transported to the DMV office. Each applicant was able to produce the required documentation (birth certificate and social security card). For proof of address, the DMV accepted a memo from the DOC containing the address for where the inmate was planning to live upon release. When no such address was available, the Parole and Probation office address was used. After processing, the inmate's ID card was mailed directly to DMV Driver Issuance Unit from L-1 (ID card vendor) and then mailed directly to a designated person at the DOC.

Both cost and system capacity information was generated in this pilot test. The total fees for the ID cards amounted to \$1,126 and were paid for by the DOC. The DOC costs associated with transporting inmates totaled \$4,199 (DOC estimates), giving a total cost of \$5,325 for the 36 inmates obtaining ID cards during the pilot program. With respect to system capacity, the security requirements for transferring inmates were found to limit the number of inmates who could be served. Based on these limitations, only a small fraction of the 3,290 inmates released in Oregon from correctional facilities each year could be processed.

In addition to cost and system capacity information, the pilot study made clear the significant challenges associated with issuing ID/DLs to inmates, pre-release. The DMV and DOC also recognized that other states have implemented such systems and agreed that research of these systems would help identify possible alternatives for the state of Oregon.

1.2 APPROACH

The approach utilized to meet the research objectives consisted of data collection, data organization, qualitative data analysis, and a review of the data and results with DMV and DOC personnel. This was followed by additional data collection and cost analysis and assessment of specific system configurations. The following steps were completed:

- A survey of U.S. states to identify those states currently issuing identification cards or driver licenses to inmates prior to their release.
- Data collection from internet sources to identify basic identification card (ID) or driver license (DL) application processing information and DOC release statistics and facility demographics.

- Phone interviews with both DMV and DOC personnel in those states with existing ID/DL issuance systems for inmates (conducted with cooperating states).
- Phone interviews with both DMV and DOC personnel in states that either previously had ID/DL issuance systems for inmates or conducted pilot tests of such systems but decided not to follow through with implementation.
- A summary and analysis of data collected from each participating state and the creation of a structured method for developing additional alternatives.
- A review of collected data, existing state systems, possible additional system configurations, and an example system assessment with state of Oregon DMV and DOC personnel.
- Collection of Oregon DOC release data to estimate the demand for IDs/DLs and to illustrate how this demand may be partitioned into different categories with different processing requirements.
- Collection of cost data, more detailed cost analysis of several selected systems, and an assessment of multiple system alternatives based on criteria provided by the DMV and DOC.

A majority of the steps outlined above were completed in the order that they are listed. The main exceptions are the various data collection steps that were completed in parallel. The remainder of this report documents detailed results of these steps in the order listed above. Throughout the report various state agencies that correspond to the DMV and DOC in Oregon will be referred to as the “DMV” and “DOC,” respectively. The actual agency name often varies by state (e.g., Bureau of Licensing, Motor Vehicle Agency, Department of Correctional Services, State Department of Corrections, etc.).

2.0 INFORMATION COLLECTED FROM OTHER STATES

A major component of this research was collecting information from other states that have implemented systems for the issuance of identification cards or driver licenses to inmates prior to their release. In addition to the states that have implemented and are currently supporting systems to provide IDs to inmates prior to release, several states have terminated such systems or have decided not to pursue implementation after pilot tests were completed. Overall, the intent of this step was to collect data from states in each of these different categories (current system, terminated system, or pilot system only) to answer the following questions:

- Is there a predominate system that has been implemented?
- Are there any identifiable relationships between specific ID/DL application processing steps and/or documentation requirements and the type of system implemented?
- Are there any identifiable relationships between specific state inmate population, state geography, or other state characteristics and the type of system implemented?
- Are there any system features that are common to all states?
- Can a classification of implemented systems be developed based on system characteristics?

To start, a survey was sent to DMVs in 49 U.S. states (Oregon was not surveyed) asking if the state has, or had in the past, implemented a system for issuing IDs or DLs to inmates prior to their release. Thirty-one (31) states responded, and of these states, thirteen (13) states indicated that they currently have a system implemented. These states are listed in Table 2.1.

Table 2.1: States surveyed that have existing inmate ID/DL issuance systems.

	State
1	Colorado
2	Indiana
3	Maryland
4	Minnesota
5	Missouri
6	Montana
7	New Hampshire
8	North Dakota
9	Oklahoma
10	Pennsylvania
11	South Dakota
12	Tennessee
13	Wisconsin

Two states (California and Washington) had such systems in the past, but have either terminated the system (Washington) or suspended its operation (California). The states of Michigan and Florida ran pilot tests that involved sending a mobile unit to correctional facilities but did not continue with these programs. A categorization of responses from the 31 states responding to the survey is summarized in Table 2.2.

Table 2.2: Summary of responses from states surveyed about inmate ID/DL issuance systems.

Category	Count
Existing System	13
Existing but suspended due to budget	1
Terminated	1
Ran pilot, but did not implement	2
No existing or past systems	14*

* Includes the District of Columbia

Of the 14 states with no existing or past system, three (Illinois, Ohio, and Massachusetts) have systems in place to assist inmates obtain IDs after their release. Six states (Florida, Illinois, Michigan, Ohio, Nebraska, and Washington), which currently do not issue ID/DL prior to release, have mobile units that are used for issuance of ID/DL, but that do not service DOC institutions. The mobile units provide this service under various circumstances, e.g., citizens that cannot travel to a DMV office, disaster relief, or community events.

Data collection efforts focused on 12 of the 13 states with functioning ID/DL issuance systems (Pennsylvania did not respond to information requests). In addition, data collection also included the states of Florida, Washington, and Michigan, which had prior systems or had conducted a pilot test. Both DMV and DOC personnel from these states were contacted directly. For some states, only DMV personnel were contacted. Data collection from internet sources and from DMV or DOC websites (or equivalent agencies) was also completed to obtain relevant information for these states related to the ID/DL application processes, ID/DL documentation requirements, and DOC demographics (e.g., number of correctional facilities, inmate population, and releases per year, etc.). The main conclusions from the data collected in this phase of the project are summarized in the following subsections.

2.1 DOCUMENTATION REQUIREMENTS FOR IDENTIFICATION CARDS AND DRIVER LICENSES

In order to obtain an ID/DL, each state has established requirements that must be verified using specific types of documents. The specific items requiring verification and the acceptable forms of documentation vary by state. Some examples of requirements are “legal presence,” “legal name,” and “identity.” The documentation that may be used to verify required items also varied widely in regards to the combinations of documents that are allowed to meet a particular requirement. However, for almost all states, having a birth certificate and social security card will either suffice as adequate documentation for all items, or serve as documentation to meet most requirements related to legal presence, legal name, and identity. However, these

documents do not, for most states, provide proof of state residency. The states with the highest level of documentation requirements typically require two additional pieces of documentation to verify state residency. A summary of the documentation requirements by state can be found in Appendix A. Detailed information for each state regarding the specific items needing verification and the various documents, or combinations of documents accepted as verification, can be found in Appendix B.

For the 12 existing and operational ID/DL issuance systems studied, there was no clear relationship between the documentation requirements for an individual requesting an ID or DL for the first time and the type of system implemented. In Florida (a Real ID¹ compliant state) documentation requirements were one of the reasons cited for terminating a pilot program to issue IDs to inmates in advance of release. The pilot program in Florida utilized a mobile unit. Similarly, Michigan, who also operated a mobile unit during their pilot study, reported that a failure to satisfy the existing DMV documentation requirements prevented inmates from acquiring an ID. Michigan has now re-focused its resources and efforts on helping inmates acquire documentation, such as birth certificates and social security cards, prior to release.

For ID/DL renewals, states vary in whether or not they permit renewals by mail or through an online system. In addition, the specific requirements for qualifying for renewal by mail or online also vary. If a citizen qualifies for renewal by mail or online, the documentation required for first time ID/DL issuance does not have to be provided. Some states have utilized components of remote renewal processes for inmates. Both Colorado and Tennessee, for example, only process renewals or the re-instatement of existing or prior ID/DL. Both states utilize a pre-screening procedure to identify those inmates who qualify. Colorado utilizes a DMV facility at a single correctional institution to process renewals of prior ID/DL and takes a new photograph as part of the process. In Tennessee, the processing is done via mail and no new photograph is taken. If the photograph on file for an inmate trying to renew or re-instate their ID/DL is too old, the renewal is rejected.

Other states (of the 12 with ID/DL issuance systems) besides Colorado and Tennessee permit renewal by mail or online, but have decided to also incorporate other issuance systems in an effort to enlarge the subset of inmates for whom they will issue ID/DLs prior to release. This has required the adoption of systems different than Tennessee. In some cases, mail or online renewal has been augmented by the permanent presence of DMV equipment at a correctional facility, as found in Colorado and Minnesota.

The State of Oregon documentation requirements currently can be satisfied with a birth certificate, social security card, and one document (from a list of many) to verify state residency. The Oregon DOC has initiated programs to assist inmates in obtaining both birth certificates and social security cards while incarcerated. From the perspective of documentation requirements,

¹ “Real ID” refers to the 2005 Real ID Act which established national requirements for state-issued ID/DLs. In 2009, the Department of Homeland Security issued the Real ID Final Rule (6 CFR Part 37), establishing the following standards: information and security features on ID/DL cards, proof of identity and lawful status of an applicant, verification of the source documents provided by an applicant, and security standards for the offices that issue licenses and identification cards (*GPO 2009*).

the State of Oregon has the flexibility to adopt any of the systems found in the 12 states investigated.

2.2 APPLICATION PROCESSING FEATURES

The states investigated all have similar in-person application procedures, although the forms filled out by an applicant and the order of steps may differ between states. Electronic verification processes were also very similar, with almost all states utilizing the Social Security Online Verification System (SSOLV) and the Systematic Alien Verification for Entitlements (SAVE). The Commercial Driver License Information System (CDLIS) and Problem Driver Pointer System (PDPS) systems were also used by many of the states.

There were three main differences identified among states with respect to application processing. The first difference was whether or not the state was a central issuance state or non-central issuance state. In a central issuance state, the applicant will not receive an ID/DL during their visit to the DMV office. Instead, the ID/DL is produced after additional application processing has occurred, and the actual ID/DL is mailed to the applicant. The processing time is typically one to two weeks. Tennessee described their processing as a hybrid with respect to ID/DL issuance. They are non-central issuance for all citizens who apply for/renew an ID/DL in-person but are central issuance for those applicants that renew by mail or online. The state of Oregon is a central issuance state.

The second main processing characteristic that differed among states was the types and use of biometrics to confirm applicant identity and/or to check for existing IDs. Multiple states complete some type of automated facial recognition check during application processing, which requires the use of specialized hardware and software. Facial recognition verifies that the picture just taken matches prior photos in the database under the same name and that the picture does not match photos taken under other names. Some states perform a manual check against a prior photo that may exist in their database. Other states conduct no biometric check and simply archive digital photos taken during the application process. In Oregon, a one-to-one facial recognition process (checking the new photo against a prior photo under the same name) is completed for a customer while they wait, and a more extensive one-to-many process (checking the new photo against the entire database of photos) is completed after a customer has completed the in-person application steps and has left the DMV field office.

The third main processing characteristic that differed among states was whether remote (by mail or online) renewal of IDs/DLs was allowed for most citizens. Having a mail or online renewal process would make it easier to issue IDs to inmates who have had a prior state ID/DL. Exactly half (6) of the states investigated that currently operate an inmate ID/DL issuance system also permit remote renewals. The inmate issuance system used by Tennessee is very similar to renewing by mail, which is permitted for most citizens in Tennessee. In Oregon, the DMV has a Valid With Previous Photo (VWPP) process. In this process, applicants who are out of the state or have a medical condition that does not allow them to come to a DMV field office to have their photo taken, may request that an ID/DL be renewed or replaced using the current digital photo on file with DMV. If the applicant contacts the DMV, a request for using the VWPP process will be made to the Driver Issuance Unit. The Driver Issuance Unit determines eligibility and

will either send an application packet or a denial letter to the applicant. Eligible applicants must complete the application and submit it to the Driver Issuance Unit, along with required fees.

There was no identifiable relationship between a state's classification with respect to central issuance and/or biometric checking, and the type of ID/DL issuance system implemented. However, the use of biometric checks will constrain the type of hardware and software that must be used when collecting information (e.g., the photograph) for an application. This will have an impact on costs of required equipment if a mobile unit is used and/or if equipment is installed at correctional facilities. With regards to the availability of remote renewals, Tennessee was the only state studied that extends a system similar to Oregon's VWPP to inmates.

2.3 STATE DOC CHARACTERISTICS

The 12 states with inmate ID/DL issuance systems varied widely with respect to the number of correctional facilities, total inmate population, state geography, and the location of correctional facilities within the state. At the small end is New Hampshire with a total inmate population of around 3,000 and with only three correctional facilities. At the larger end of the spectrum of states included in the study with implemented ID/DL issuance systems is Missouri. Missouri has an inmate population of around 30,000 across 21 correctional facilities. Oregon has a total inmate population of approximately 14,000 (as of October 2009). California and Florida are other examples of states with very large total inmate populations. The state of California has suspended their system due to budget issues. Florida also chose to not extend a pilot mobile system as a result of both funding issues as well as concerns regarding the inability to meet Real ID requirements. Overall, however, there was no identifiable correlation between state DOC demographics and the type of ID/DL issuance system implemented.

Of the 12 states investigated, Oregon is the most similar to Colorado in terms of the number of inmates and geographical location of correctional facilities. Colorado has correctional facilities located over a large geographic area, but with fewer facilities in the western half of the state. Colorado's inmate ID/DL issuance system has combined two different possible alternatives. Specifically, inmates are currently transported via bus to a single correctional facility, where a DMV office has been set up.

2.4 SYSTEM FUNDING

Funding for inmate ID/DL issuance systems can be roughly separated into three categories:

- Funding for the initial system setup;
- Funding for ongoing operational costs, and
- Funding to assist inmates in paying the required fees for documentation and/or the actual ID/DLs.

There were no consistent funding methods found in the states investigated. Costs for initial system setup were sometimes paid for by the DOC (e.g., Colorado), and sometimes paid for by

the DMV (e.g., Missouri). Operational funding is similar but in many cases a large portion of the labor costs are absorbed into both the DOC and DMV budgets. The state of Indiana established a single mobile unit to serve inmates at their correctional institutions. Initial costs for this mobile unit were shared by the DMV and DOC. The ongoing operational costs of this unit are not budgeted for and depend on the level of funding provided to the DMV and DOC from year to year. For example, in 2010, the operational costs for Indiana's mobile unit were covered by DMV funds that were freed up after the DOC returned enough hardware (i.e., cameras, printers, computers, and all supplies) to equip three full DMV stations. Funding for 2011, however, is uncertain.

A wide variety of funding methods exist to assist inmates with ID/DL fees. In North Dakota the DOC established a fund that loans inmates the money necessary to obtain both birth certificates and IDs. The inmate pays this loan back either as a result of wages they earn while incarcerated or other funds from outside. In Missouri, the DOC helps to pay for IDs and birth certificates when an inmate has less than \$250 in funds. In Missouri intervention funds are collected from inmates who work outside of the correctional facility, while under supervision. These inmates must pay the DOC \$30 a month for this privilege. The intervention funds are then used to pay for birth certificates and/or ID fees.

The Oregon DOC has established an inmate welfare fund that is used to assist inmates by paying any fees necessary to obtain birth certificates and social security cards. The money for this fund comes from charges to the inmates for canteen and telephone services.

One of the issues identified, particularly in the interviews of various state DOC personnel, is that having a program to provide IDs prior to release does not ensure that inmates will choose to participate in the program. In Maryland, for example, approximately 40% of inmates decline assistance to obtain identification documents. An education campaign has been initiated by DOC personnel in Maryland in an effort to reduce the percentage of inmates declining assistance to 15% or lower. The campaign is being kicked off with the printing and distribution of 10,000 informational tri-fold brochure and posters. These brochures will be distributed to inmates and to agencies/services that come in contact with inmates after release, e.g., public defender's office, Goodwill, Department of Labor Career Centers, etc. Posters have also been developed and will be distributed to various agencies for posting. In interviews with other DOC personnel, a variety of reasons for inmates refusing assistance in obtaining the necessary documentation to obtain IDs were provided. In some cases, inmates believe that a family member or friend who is not incarcerated is holding the documents for them already. In these cases, the inmate does not believe that they need to obtain new documents. In some cases, inmates do not feel comfortable having correctional personnel submit these requests on their behalf. A third reason cited in interviews with DOC personnel for inmates failing to accept assistance is that accepting this type of assistance may result in a loss of social status for the inmate within the correctional facility. The final reason provided in interviews was concern, by the inmate, that if they have used different names to obtain IDs in the past, this may be uncovered as a result of the process to obtain these types of documents.

2.5 SYSTEMS IMPLEMENTED IN OTHER STATES

A number of different inmate ID/DL issuance systems are currently used in the 12 states investigated. These systems varied by type of interface, (whether there is face-to-face interaction between DMV personnel and inmates) and inmate subset (e.g., minimum security) served. A summary of the various inmate ID/DL issuance systems utilized is assembled as Table 2.3.

Table 2.3: A summary of the inmate ID/DL issuance systems investigated.

System for Issuance Before Release	States	Inmate Subset	DMV Personnel - Inmate Contact				No Contact	
			Mobile Unit Goes to Prisons	Inmates Transported to a DMV Office	Inmates go to any DMV office on their own	DMV facilities established at correctional facilities	DMV identifies inmates with prior ID/DL. Processes paper/electronic application and sends DL/ID to DOC.	DOC performs application process at corr facility w/DMV equipment
Mobile Unit	Indiana	All (except maxsecurity)	X					
	Maryland	All	X					
DMV equipment permanently located in facility; DMV process applications onsite	Colorado	Only those with prior CO ID/DL				X		
DMV process applications onsite. Some facilities with permanent equip. Others use portable equip.	Minnesota	All (except maxsecurity)				X		
Portable equipment taken to facility; DMV process applications onsite	North Dakota	All				X		
Bring inmates to DMV field office for ID/DL	Oklahoma	Only at the Comm. Corrections level		X				
Inmates go to DMV field office for ID/DL on their own	South Dakota	Only those on work release and with a renewable. South Dakota DL/ID			X			
Driver Licensing Coordinator takes equipment to prisons to process IDs and DLs	Montana	All						X
Paper/electronic application is processed for renewals, duplicates, re-instatements	Tennessee	Only those with prior TN ID/DL					X	
Photo and processing conducted by DOC at corr. facility and the application is sent electronically and/or via mail to the DMV. Processing of IDs done by DMV and IDs sent back.	Wisconsin	All						X
	New Hampshire	All						X
	Missouri	All						X

Except for processing renewals of existing DLs, Montana is the only state investigated that processes applications for driver licenses. A DOC employee (the same person who processes ID applications) also conducts drive and vision tests at the correctional facility. Portable equipment for administering the vision test is utilized, and drive tests are conducted in a state-owned vehicle, which is the same vehicle that the DOC employee uses to travel to correctional facilities.

2.5.1 Systems without DMV-Inmate Face-to-Face Interaction

With respect to the type of interface, five of the 12 states utilize systems with no face-to-face interaction between DMV personnel and inmates.

2.5.1.1 *Valid-With-Previous-Photo (VWPP)*

Tennessee utilizes a system that is similar to Oregon's Valid With Previous Photo (VWPP) renewal process (see section 2.2 for a more detailed description of this process). However, in Tennessee citizens are typically allowed to renew ID/DLs through the mail or online, whereas in Oregon the VWPP was established to be used for Oregon residents who are out of state or who have a medical condition that does not allow them to visit a DMV office.

2.5.1.2 *DOC Personnel Assists in Application Processing*

The four other states with inmate ID/DL issuance systems that require no DMV personnel and inmate face-to-face interaction are Missouri, Montana, New Hampshire, and Wisconsin. All of these states utilize DOC personnel to collect information needed from an inmate applying for an ID/DL (including a photograph). This interaction is conducted by the DOC personnel at the correctional facility where the inmate is residing. These systems differ in the methods and processes used to collect application information and also differ in how this information is transferred to the DMV. For example, in Missouri a portable computer with a custom application and a digital camera are the main pieces of equipment utilized. In Wisconsin, paper applications are sent to the DMV via mail, and photographs and digital signatures are sent electronically to the DMV. Appendix B contains detailed descriptions of these differing systems for each state.

2.5.2 Systems with DMV-Inmate Face-to-Face Interaction

The other seven states investigated have inmate ID/DL issuance systems that involve face-to-face interaction between DMV personnel and inmates. Programs include inmates going to DMV offices, and equipment at one or more facilities (either permanent or mobile). The method of getting equipment to the correctional facilities and the equipment utilized differs between states. Variance in each of these programs is described next.

2.5.2.1 *Inmates Go To DMV Office*

Three states (Maryland, Oklahoma and South Dakota) utilize visits to DMV offices. In Maryland, 60 inmates per month are transported by bus to four specific DMV offices at 7:30AM and are processed by DMV office personnel. This is done once per month. A maximum of 15 inmates per facility are transported, and this program is only available to inmates at minimum security and pre-release facilities. In Oklahoma, individuals at a community corrections level travel to DMV offices to obtain ID/DLs. In South Dakota, inmates who are (1) at the minimum security level, (2) one year from release, (3) non-

violent crime offenders, and (4) on work release, may request furlough time to visit a DMV office unsupervised. Such a system would not be applicable to Oregon, which does not have a work release program.

2.5.2.2 Mobile Unit

Two states (Indiana and Maryland) have equipment housed in a mobile unit. A mobile unit is a vehicle (typically a bus or modified recreational vehicle) or trailer that serves as a mobile DMV field office. With mobile units, a “DMV field office” essentially travels to the correctional facilities.

In Maryland, the mobile unit (built within a bus) travels to only three of the approximately 30 facilities within the state. This is completed on a regular schedule each month. Inmates at other facilities are transported via bus to the nearest correctional facility being serviced by the mobile unit.

Figure 2.1 is a picture of Indiana’s mobile unit. There are normally four DMV staff members operating the mobile unit (i.e., three that operate the computers and the Branch Manager). The three staff members are brought in from the DMV field office nearest to the correctional facility being serviced for two consecutive days.



Figure 2.1: The mobile unit utilized by the Indiana Bureau of Motor Vehicles.

2.5.2.3 DMV Staff Operate Equipment at a DOC Facility

Colorado utilizes equipment permanently located at a single correctional facility. The equipment is the same equipment that is used in DMV field offices. DMV personnel spend two days per month at the correctional facility processing inmates who are transported (via bus) from correctional facilities throughout the state. The DMV equipment is located in the visitor’s center and is stored in a secured closet when the DMV personnel are not present. The equipment is setup for applicant processing and taken down when the DMV personnel leave. The Colorado DOC provides the DMV with a list of potential applicants who would like to apply for a state ID card. The DMV screens these applicants before their visit. The DMV checks that each applicant had a

prior Colorado ID or DL that required verification of identity, legal presence, age, and legal name. They also check if a potential applicant has any known aliases. The DMV then sends the DOC a list of inmates who may apply for an ID during their monthly visit.

The North Dakota DMV utilizes portable equipment that is taken to a single correctional facility about once per month. This facility is used for inmate orientation for all inmates, regardless of where they will be incarcerated for the remainder of their sentence. The North Dakota DOC assists inmates in getting required documentation as soon as they arrive in the correctional system. They have the inmates apply for an ID card when DMV personnel are present but before they are moved to another correctional facility. Minnesota utilizes equipment permanently located at facilities with higher release rates, and utilizes portable equipment for those facilities with lower release rates.

2.5.3 Inmate Subsets Served

Another method of partitioning the inmate ID/DL issuance processes was to look at the inmate populations being served by the various systems. Excluding individuals in community corrections and inmates in work release programs (both are not applicable for Oregon), two subsets of inmates served were noted. Colorado and Tennessee serve only those inmates who have had a prior state ID or DL. The other states investigated (with the exception of Maryland) serve all inmates with the possible exclusion of maximum security level inmates. In Maryland, pre-release ID card service is only offered to inmates at minimum security and pre-release facilities.

2.5.4 Applications for DLs

Except for processing renewals of existing DLs, Montana is the only state investigated that processes applications for new/original driver licenses. A DOC employee (the same person who processes ID applications) also conducts drive, knowledge, and vision tests at the correctional facility. Portable equipment for administering the vision test is utilized, and drive tests are conducted in a state-owned vehicle, which is the same vehicle that the DOC employee uses to travel to correctional facilities.

2.6 CONCLUSIONS – OTHER STATE SYSTEMS

The purpose of investigating other states with inmate ID/DL issuance systems was to answer specific questions that could guide the design of a system for the state of Oregon. Each of the questions and a summary of answers, based on the data collection completed are summarized next.

- Is there one predominate system that has been implemented?
 - No single system is predominantly utilized. Many variations of different categories of systems also exist as was illustrated in Table 2.3.

- Are there any identifiable relationships between specific ID/DL application processing steps and/or documentation requirements and the type of system implemented?
 - For Tennessee, the system for ID/DL renewals by mail or online has been adopted for inmates.
 - Florida has indicated that more stringent documentation requirements associated with being Real ID compliant is one reason for the decision to not extend their pilot effort to provide inmates with IDs prior to release.
 - Michigan indicated that acquiring the necessary documents (i.e., birth certificate and social security card) is the main obstacle for inmates desiring to obtain an ID. They have focused their efforts on helping inmates obtain these documents.
 - No other distinct relationships were identified for the remaining states.
- Are there any identifiable relationships between specific state inmate populations, state geography, or other state characteristics and the type of system implemented?
 - Florida has indicated that large inmate release numbers and the costs required to serve them is one reason for the decision to not extend their (mobile unit) pilot effort to provide inmates with IDs prior to release.
 - California has suspended their system due to budget constraints. California has the largest state inmate population.
 - No other distinct relationships were identified for the remaining states.
- Are there any system features that are common to all states?
 - Excluding Oklahoma and South Dakota where inmates in community corrections and work release visit DMV offices, only one state (Maryland) transports inmates to DMV offices from correctional institutions. Maryland also transports inmates to other correctional facilities to utilize ID services provided by a mobile unit that goes to three specific correctional facilities on a monthly basis.
 - Except for Montana, which has a relatively small inmate population, no other state investigated processes inmate applications for new DLs prior to release.
- Can a classification of implemented systems be developed based on several system variables?
 - One classification of systems arising from the investigation is based on the following four variables:
 - Type of credential issued;
 - Inmate population served;
 - Time at which the process for obtaining IDs is initiated; and
 - Method for processing applications.

One commonality among all states contacted is that the DOC assumes the responsibility of assisting inmates in acquiring required documentation for an ID/DL.

3.0 STRUCTURED APPROACH FOR CONSTRUCTING ALTERNATIVES

The 12 states that were identified through the survey to have inmate ID/DL issuance systems provided examples of alternatives for providing IDs to inmates prior to release. In order to explore system designs, a classification scheme for the existing systems was developed and was based on several system variables. Using these classifications, other potential systems can then be constructed by taking specific values for each variable and combining them in ways that are not currently used by any of the states investigated in this study.

3.1 VARIABLES IDENTIFIED THAT PARTITION EXISTING SYSTEMS

The variables used in the classification scheme and observed values for these variables found in existing inmate ID/DL issuance systems are:

- The type of credential service offered
 - State ID
 - State ID and driver license renewal
 - Short term State ID
 - Driver license
- The inmate population served
 - All inmates (with some excluding maximum security inmates)
 - Minimum security inmates or inmates at pre-release facilities
 - Inmates that have had a prior state ID/DL
- The time (relative to the incarceration period) at which the process for obtaining an ID/DL is initiated
 - Started on admission
 - Started close to release – typically six months
- The method for processing applications
 - Inmates are transported to a DMV office
 - DMV staff goes to correctional facilities (no mobile unit)
 - DMV staff goes to correctional facilities with a mobile unit

- DOC staff prepare application packets at correctional facilities using DMV equipment
- DOC assists inmate with a remote renewal process

The total number of ways in which the different variables may be combined equals 120. However, not all 120 combinations are possible (e.g., taking a mobile unit to a correctional facility when a driving test is required). It is also possible to create a system that is a hybrid of the various alternatives.

A review of different possible options with Oregon DMV and DOC personnel indicated that the selection of alternatives could be limited based on defining values for the first three classification variables. Specifically, the alternatives of interest were constrained as follows:

- The type of credential service offered
 - State ID
- The inmate population served
 - All inmates (with the exception of some maximum security inmates)
- The time (relative to the incarceration period) the process for obtaining an ID/DL is started
 - Start close to release – typically six months

With values for these variables established, the main focus was to examine the various alternatives for application processing. One component of the system that may affect the choice of application processing is the potential volume of applicants that must be processed. The potential volume of applicants in Oregon is examined in the next section.

4.0 OREGON RELEASE DATA AND CARD ELIGIBILITY

An examination of release data was conducted to estimate inmate volumes that may be expected for a specific inmate ID/DL issuance system in Oregon. The Oregon DOC estimates that approximately 4,700 inmates are released from correctional facilities in Oregon each year. Of these releases, 30% would not be considered as candidates for an Oregon ID card (released in other states, deported, etc.), bringing the total number of candidates to 3,290 annually. To get a sense of the distribution of releases, as well as the eligibility of inmates in applying for a DL or ID card, release data from February 11, 2010 to March 10, 2010 were collected and analyzed. Since the data included the candidate release population for only a single month, it cannot be considered as a representative sample for the year. However, the data is useful in providing a “snapshot” of releases and eligibility.

In total, 312 inmates were scheduled to be released between February 11, 2010 and March 10, 2010. The greatest proportion of releases (17%) was from the Columbia River Correctional Institution (CRCI) (Figure 2.2). In general, most inmates (70%) were released from an institution located within the Portland - Salem, Oregon corridor. A total of 42% of inmates were released from an institution within the Salem area alone.

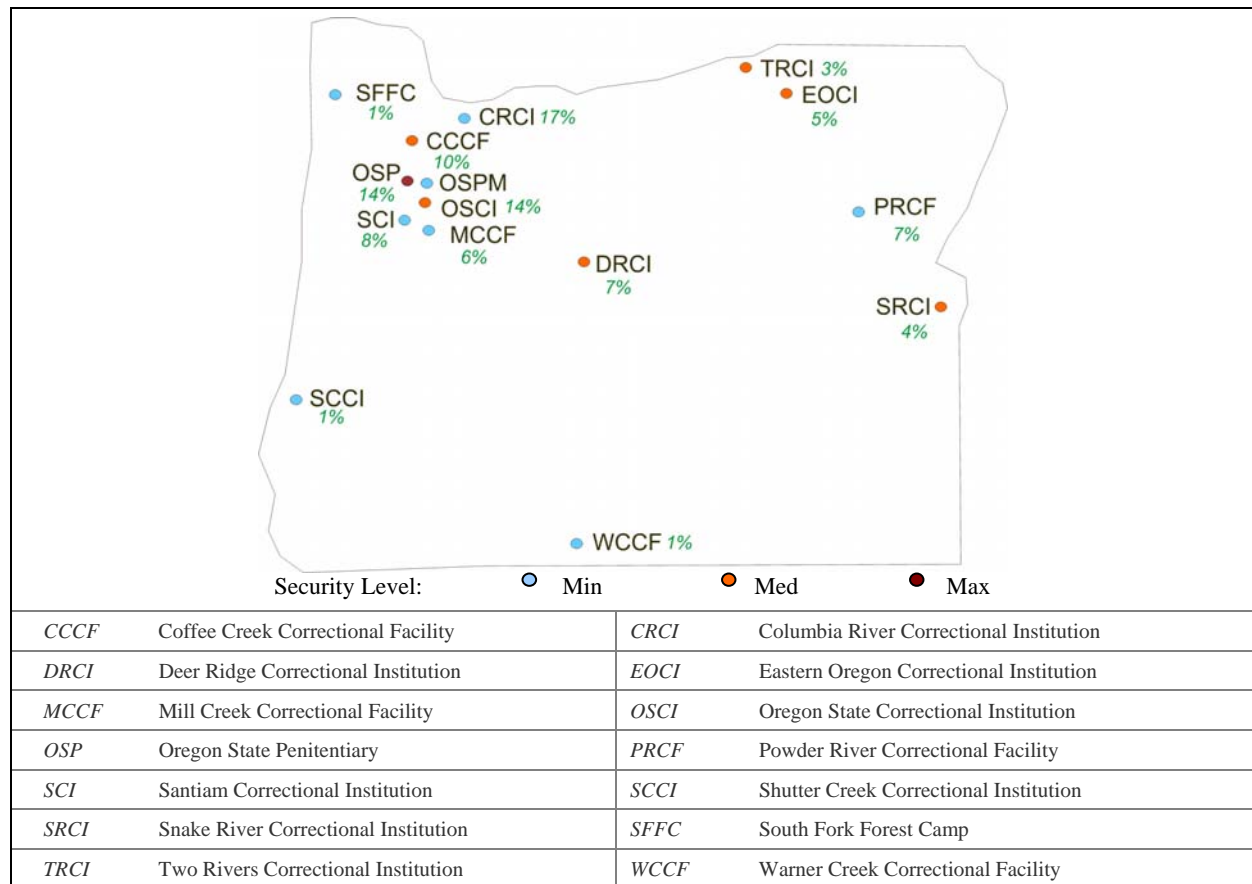


Figure 2.2: Oregon inmate releases by correctional facility for February/March 2010.

To ascertain each of the released inmates' eligibility for a DL or ID card, data were analyzed to determine if the individual had the necessary identification documents (i.e., birth certificate and social security card). The data showed that 48% of the released inmates possessed a birth certificate, 38% possessed a social security (SS) card, and 28% possessed both documents.

Possession of required documentation aside, the names of all 312 inmates were run through the DMV database to determine if inmates had any records on file. Results showed that most (88%) had an Oregon issuance record. The records for some inmates indicated that their legal presence documentation had already been verified. Of the inmates who did not possess a birth certificate, 3% were found to have a record with a verified birth certificate, and of those not possessing a SS card, 13% were found to have a SS number verified on file. Using this verification to determine eligibility, it was found that an additional 7% met the identification requirements (i.e., proof of both a birth certificate and social security card), bringing the total proportion of inmates meeting requirements to 35% (7% verified on file + 28% with both identification documents pre-release).

Of the inmates meeting identification requirements, most passed the two DMV security checks (88% cleared PDPS, and 95% cleared CDLIS). (The figures were nearly identical for the entire data set.) Failure to clear these security checks was assumed to only affect eligibility for a DL and not for an ID card. Thus, all inmates meeting identification requirements (35%) could be eligible for an ID card. Of those eligible for an ID card, most (80%) have a valid photo on file with DMV — meaning that an ID card can be issued using the Valid With Previous Photo (VWPP) method (see section 2.2).

A small percentage of inmates (5%) were also eligible for a DL. Eligibility was met if the inmate passed ID card requirements and if the inmate's previous DMV record included a valid Oregon driver license.

An investigation of DMV records showed that, within a month after release, 25% of the inmates had gone into a DMV office and obtained an ID card or DL. Of those individuals, 43% possessed the required identification documents pre-release, while 57% did not. This data suggests that of the inmates that would have not been eligible to get a driver license or ID card at pre-release, 22% were able to obtain a card, post-release. A follow-up check of the data four months after release showed that 32% had obtained an ID or DL.

If the percentages computed are extended to annual release rates, the average number of inmates eligible to apply for an ID/DL pre-release can be calculated as follows:

- Applying with required documentation in hand: $3,290 * 28\% = 921$,
- Applying with required documentation in hand or with a prior verified legal presence and SS card: $3,290 * 35\% = 1,152$,
- Applying with required documentation in hand or with a prior verified legal presence and SS card using a VWPP process: $1,152 * 80\% = 922$.

Based on feedback from other states, it is likely that the actual demand will be less than these estimates since it is likely that some inmates will choose to not obtain an ID card prior to release,

even if they have the necessary documentation in hand. In Maryland, for example, 40% of the inmates decline assistance in getting required documentation, even when all costs are paid for them.

However, state prison data for the Colorado state prison system (the most similar to Oregon of all states investigated) indicate a total inmate population of approximately 15,000, with an additional 5,000 inmates housed in private facilities. Interviews with the Colorado DMV personnel who operate the inmate ID issuance system indicate that the number of inmates they process per month is between 150 and 200. Also, Colorado only processes inmates that have had a prior Colorado ID or DL. This gives an approximate annual volume of 2,000 inmates processed, or 10% of the total inmate population. If it is assumed that the number of inmates that will have pre-release ID applications processed in Oregon is proportional (like Colorado) to the total inmate population, the expected annual inmate volume processed will be 1,400, or 10% of total inmate population (the state of Oregon has a state prison population of approximately 14,000). This annual volume is greater than the figures above (computed based on ownership of documentation). Thus, using the calculated numbers for Oregon, those inmates meeting documentation requirements (1,152) would represent 8% of the total Oregon inmate population (14,000).

5.0 ASSESSMENT OF CANDIDATE SYSTEMS

An assessment of inmate ID/DL issuance systems was conducted. The systems selected for assessment were those identified in other states and of potential interest to the Oregon DMV and DOC. The systems evaluated included:

- Permanent DMV installation at one or more correctional facilities
- Mobile unit
- DOC application processing
- Transport inmates to DMV offices
- Renewal and replacement of existing ID/DL (Valid With Previous Photo)

Assessment of alternatives was completed based on data provided by other states, so that evaluation could be grounded with actual experiences. While this approach allows for scientific analysis, the structure of the alternatives or scenarios outlined in this report do not necessarily represent a final or optimal system for Oregon. The evaluations provide a high-level evaluation of the various systems, but further development of system specifications must be completed before a final, detailed assessment of any specific alternative for implementation can be completed. Appendices of this report include more detailed information about the various system alternatives as implemented by other states and also include data for recalculating cost estimates based on changes to underlying assumptions associated with the various alternatives.

High-level assessments were completed considering contexts specific to implementation in Oregon. Each system was evaluated based on the following general criteria:

- Security
 - Theft of physical assets
 - Information security – unauthorized access to DMV information
 - Personnel safety
- Cost (not including personnel costs)
 - Initial setup cost – hardware, software, infrastructure
 - Operational (costs related to system operation, e.g., gas, network charges, supplies, etc.) and maintenance costs
 - Replacement requirements
- Personnel requirements
 - Special training requirements
 - Labor union requirements

- System capacity and the percentage of inmates who could be serviced by the system pre-release
- Other requirements/issues

Assessments of criteria such as costs were evaluated at a high-level and represent general estimates. The cost estimates are primarily intended as a measure to compare alternatives and not as a precise estimate of all costs incurred.

For criteria which cannot be quantified, such as security, qualitative assessments were made. Assessment of different security risks was evaluated using a five-point scale. The levels defined for this evaluation were: Minimal (1); Tolerable (2); Moderate (3); Substantial (4); and Intolerable (5). To rate risk, the following three different elements were considered: the likelihood of occurrence of a risk event, the ease of detecting and thus mitigating a risk event, and the severity of the consequences or impact of a risk event. The level of risk was assigned based on this assessment. Qualitative definitions for each level are summarized in Table 5.1.

Table 5.1: Risk levels and definitions

Description	Notes
Minimal	Risk event occurs rarely or can be reliably detected and action can be taken to mitigate impact of the event. The impact of the risk event on personnel, equipment, and facilities is of no significant consequence.
Tolerable	Risk event occurs only occasionally or is detectable, with defined controls for mitigating the impact of the event. Risk may require ongoing monitoring. The impact of the risk event on personnel, equipment, and facilities is minimal.
Moderate	Risk event occurs with some regularity or is not always detectable, thus preventing full mitigation of the consequences. Costs of controls to prevent risk event must be traded off against the severity of the consequences. Improved control measures may be necessary if the impact of the risk event is considered to be unacceptable.
Substantial	Risk event occurs regularly or is difficult to detect. Considerable impact is anticipated if the event occurs. Implementation of an alternative would require additional resources to either develop controls or to manage the consequences of a risk event occurrence.
Intolerable	Risk event is likely not detectable and/or no known controls exist to manage the risk. Unacceptable consequences are anticipated if the event occurs. Alternative is not viable unless the risk can be reduced. If it is not possible to reduce risk, even with unlimited resources, the alternative is not viable.

For each alternative, information collected from other states is provided to help clarify assumptions about the alternative and to provide context for the assessment against the defined criteria. The intent of the assessments detailed below is to help provide decision makers with the information necessary to consider various inmate ID/DL issuance systems for Oregon. The assessments are not intended to provide detailed system specifications or to be used to initiate system implementation.

5.1 PERMANENT DMV INSTALLATION AT ONE OR MORE CORRECTIONAL FACILITIES

The alternative of a permanent DMV installation can essentially be characterized as a DMV field office. Both Colorado and Minnesota utilize a “take down” form of this system, although Minnesota also utilizes portable equipment that is transported to low population correctional facilities on an as-needed basis. Colorado’s installation is at a single facility and inmates are transported to this location for processing. In Minnesota, equipment is located at multiple facilities. Both state systems utilize DMV personnel that travel to the correctional facilities to process inmate applications. In Colorado, this occurs for two consecutive days each month. In Minnesota, inmates’ applications are processed by DMV personnel from the branch office closest to the correctional facility. The frequency of the visits varies by facility and can range from once per month to once every 6 or 8 weeks. Typical visits in Minnesota are one day long. For both Colorado and Minnesota, the DMV equipment is setup for each visit by DMV personnel and then taken down (by DMV personnel in Colorado and by DOC personnel in Minnesota) and securely stored at the facility when the visit has concluded. Both states transfer the applications electronically. Colorado utilizes a secured high speed connection (T-1 line), and Minnesota uses a dedicated phone line (details not specified).

The ability to assess this alternative requires that the number and location of correctional facilities with DMV equipment be specified. Additionally, the number and length of visits to the facilities must be specified, as well as the home location of the DMV staff visiting the correctional facilities. If inmates are to be transported, then this must be specified. For purposes of this evaluation, assumptions were made to demonstrate a limited number of specific scenarios (variations in assumptions can be made). The four following scenarios were examined:

1. All correctional facilities will have permanently located DMV equipment to process inmates released from that facility.
2. DMV equipment will be permanently located in the single correctional facility with the largest number of releases per year (Columbia River Correctional Institution- CRCI) and will only serve inmates at that institution.
3. Similar to scenario 2, but with inmates housed in the Portland-Salem corridor bused to CRCI for processing of ID card applications.
4. Six correctional facilities will have permanently located DMV equipment to process inmates released from that facility. The facilities suggested by the DOC that were included in the assessment are: Columbia River Correctional Institution - CRCI; Oregon

State Penitentiary – OSP; Oregon State Correctional Institution – OSCI, Coffee Creek Correctional Facility – CCCF; Deer Ridge Correctional Institution – DRCI; and Shutter Creek Correctional Institution – SCCI. The first four facilities represent the facilities with the highest release rates. DMV has an existing presence (call center) at both OSCI and CCCF.

5.1.1 Security Assessment

The security assessments for this alternative assumed that the DMV equipment utilized will be “take down” since other states are utilizing this approach and have experience with different aspects of security. The Oregon DMV indicated the need for permanently installed equipment (as found in a typical DMV field office), citing the sensitivity of the photo equipment as a reason the take down approach would not work. However, it should be noted that all other locations using this alternative have implemented a take-down approach, and have not indicated any equipment issues. If the equipment at each correctional facility is setup permanently it is possible that some risks for theft of physical assets and information security may increase. This will depend on the specific features of the space utilized at each correctional facility (e.g., location within the facility, ability to prevent access, etc.)

Theft of physical assets – Tolerable Risk

Assuming this system is implemented as a take down system with secured storage at the correctional facility, the risk of theft of physical assets is low. The equipment will be securely stored within a facility that is continuously staffed and is less accessible to the general public than a DMV field office. During use, Correctional Officers are present to provide personnel security and will also deter theft of equipment and collected fees. The likelihood of theft will increase as the number of correctional facilities with permanent DMV installations increases. Even though the equipment can be used to generate a photograph suitable for an ID, the equipment itself cannot actually produce the ID. However, there may be a perception that the equipment could be used to generate IDs, increasing the temptation for theft. Based on similar installations in other states, however, this risk is considered to be minimal. The most significant consequence, if the equipment is stolen, is that funds would be required to replace the equipment (estimated to be approximately \$15,000/system).

Information security – Tolerable Risk

If these systems are implemented with real-time electronic data transfer through a secured encrypted data connection, the risk of unauthorized access to DMV information is low. The DMV equipment will be securely stored when not in use, and, as a result, unauthorized access to sensitive data or to systems containing sensitive information is unlikely.

Personnel safety – Moderate Risk

While operational at the correctional facility, it will be assumed that the DMV facility is staffed with two Correctional Officers for security purposes (as in Colorado). This system requires face-to-face contact between inmates and DMV personnel, meaning safety risks are greater than a system requiring no face-to-face contact. Oregon DOC, however, indicated that they have not previously had any incidents between inmates and any other contract service provider. Scenario

2 (permanent installation at CRCI) only serves inmates at a minimum security level facility and as a result, the likelihood of a risk event that would result in harm to personnel is very low. The other scenarios involve face-to-face contact with medium and maximum security inmates and as a result, the impact of a risk event, should one occur, could be more significant. As the third scenario also involves transportation of both medium security and maximum security inmates, the likelihood of a risk event that might result in harm to personnel or the public increases slightly due to the difficulty of maintaining security outside of a DOC facility. As a result of either the increased likelihood or more severe consequence, the risk level was assessed as moderate and additional analysis of the likelihood and potential impact of risk event occurrences would be necessary should this alternative be selected. Scenario 4 eliminates the need to transport inmates outside of a correctional facility, but does increase the number of DMV personnel involved in providing IDs at a correctional facility over Scenario 2. The risks to personnel, are however, similar in all four scenarios.

5.1.2 Cost Assessment

The cost assessment requires that various assumptions regarding staffing, travel, and the frequency of visits to correctional facility field offices are established for the purposes of evaluation.

Travel costs for Scenario 1 (installation in all facilities) and Scenario 4 (installation in six facilities) will be evaluated assuming two different methods of staffing. The first assumes that DMV personnel from Salem will staff the correctional facility field offices. The second method assumes DMV staff from the closest field office is utilized. Scenarios 2 and 3 (installation at a single location) will assume DMV personnel travel from Salem and that no overnight stays are required.

The number of visits per year to correctional facility DMV field offices will be based on the length of time required (on average) for 50 inmates to be available for application processing. The minimum visits per year to any correctional facility will be four (for those facilities where it would take longer than three months for 50 inmates to be available).

Personnel costs will not be included since personnel requirements are addressed separately.

5.1.2.1 Initial setup cost

The costs for the initial setup of a correctional facility DMV field office will be estimated for a single facility. This estimate can then be multiplied by the number of facilities with DMV equipment specified in a scenario. For a single correctional facility the initial setup cost estimate consists of the following items and costs shown in Table 5.2.

Table 5.2: Setup cost estimates for DMV equipment permanently located at a single correctional facility.

Description	Cost estimate	Notes
Office equipment and supplies	\$5 K	Estimate is based on take down approach and does not include costs for counters, stools, vision machine, and self-service racks (which would be an added \$27K in costs). Costs provided by the Oregon DMV.
Setup of network for data transfer and connectivity to DMV servers	\$0 - \$300	\$300 cost estimate is from Colorado. It is assumed that secured high speed connectivity is required. If the DMV utilizes existing DOC T1 lines, the State Data Center has indicated that there would be no additional set-up costs incurred.
Photographic equipment, software, and computing equipment.	\$15 K	Costs provided by L-1 via Support Unit Manager for DMV Field Services.
Cost for space, secured storage.	\$0	Oregon DOC indicated that there will be no charge for space.
Costs for initial facilities setup.	\$5.5 K	Additional cost added for varying usable infrastructure present at the correctional facilities
Total	\$25.5 K	

In Oregon DMV’s current contract with L-1 (vendor of photographic and biometric software), cameras, and software are provided free of charge. In exchange, L-1 currently receives \$2.76 for each ID issued. The contract with L-1 expires in the year 2013. The Oregon DMV indicated that this contract would not be applicable to equipment utilized in correctional facilities.

5.1.2.2 Operational and maintenance costs

For a single correctional facility the operational and maintenance cost estimate consists of the items and costs shown in Table 5.3. These costs do not include travel costs, which depend on the specific scenario analyzed.

Table 5.3: Operational and maintenance cost estimates for DMV equipment permanently located at a single correctional facility.

Description	Cost estimate	Notes
Cost of network capacity for encrypted data transfer and connectivity to DMV servers	\$255 per month = \$3.1 K per year	Cost estimate is from the Oregon Department of Administrative Services, State Data Center. It is assumed that secured high speed connectivity is required.
Office supplies, cell phones, copiers	\$200 per month = \$2.4 K per year	Average DMV field office costs for these items are \$200.
Misc. costs for utilities, janitorial service	\$0	Assumed to be part of the existing DOC operation.
Total	\$5.5 K per year	

Annual travel costs estimated for the three scenarios are shown next. For a detailed explanation of these cost estimates see Appendix C. Each scenario assumes that a correctional facility field office is staffed by two DMV personnel. Two cost estimates are provided for each scenario. The higher cost estimate assumes that 35% of the inmates scheduled for release will be eligible to apply for an ID card within six months of their release (see section 4.0). The lower cost scenario assumes that 25% of these inmates will be eligible to apply for an ID card. The costs are presented in Table 5.4. The travel costs in the first three rows of Table 5.4 are the same for 35% and 25% of the inmates eligible to apply for ID cards pre-release, since both percentages do not provide the volume dictating more than four trips per year.

Table 5.4: Travel cost estimates for DMV equipment permanently located at correctional facilities.

Scenario	Location of DMV Equipment	Staff Home Location	Annual Estimated Travel Costs	
			35% apply for ID pre-release	25% apply for ID pre-release
1	DMV equipment located at all correctional facilities.	Salem	\$30 K	\$30 K
		Local DMV office	\$5.6 K	\$5.6 K
2	DMV equipment located at CRCI – only CRCI inmates served.	Salem	\$0.5 K	\$0.5 K
3	DMV equipment located at CRCI –inmates in Portland-Salem served.	Salem	\$2.3 K DMV \$42 K DOC*	\$1.7 K DMV \$30 K DOC*
4	DMV equipment located at six correctional facilities.	Salem	\$7.4 K	\$7.4 K
		Local DMV office	\$2.4 K	\$2.4 K

* Based on a cost of \$700 per trip from the OR pilot test, and 10 inmates transported per trip. This cost does include personnel costs.

5.1.2.3 Replacement requirements

Replacement requirements for this alternative are minimal. It will be assumed that replacement of L-1 equipment will be part of the contract with the DMV, since in the current agreement L-1 provides photographic equipment and software in exchange for a fee ID/DL issued. It is assumed that transportation of DMV personnel will utilize state vehicles, and transportation of inmates will utilize vehicles that are currently operated by the DOC. The additional use may increase the frequency of needed vehicle replacements.

5.1.2.4 Personnel requirements

Personnel requirements will differ for the three scenarios under this alternative. The person days estimated for DMV personnel include travel time. It is assumed that two DMV personnel will travel to and staff correctional facility offices. It is also assumed that the two Correctional Officers provided by the DOC will be present during the operating time of the field office. The DMV person day estimates include time incurred by DMV staff for those inmates that apply for an ID card pre-release. The estimated personnel requirements are shown in Table 5.5. An additional consideration that will affect the cost of an alternative is that DMV personnel are paid 5% more for the time spent working at a correctional institution.

Table 5.5: Estimated personnel requirements for DMV equipment permanently located at correctional facilities.

Scenario	Location of DMV Equipment	Staff Home Location	Annual Estimated Person Days	
			35% apply for ID pre-release	25% apply for ID pre-release
1	DMV equipment located at all correctional facilities.	Salem	157 DMV 45 DOC	144 DMV 32 DOC
		Local DMV office	45 DMV 45 DOC	32 DMV 32 DOC
2	DMV equipment located at CRCI – only CRCI inmates served.	Salem	8 DMV 8 DOC	6 DMV 6 DOC
3	DMV equipment located at CRCI – inmates in Portland-Salem served.	Salem	32 DMV 32 DOC DOC staff to supervise 60 trips per year to CRCI*	23 DMV 23 DOC DOC staff to supervise 43 trips per year to CRCI*
	DMV equipment located at six correctional facilities.	Salem	53 DMV 29 DOC	45 DMV 21 DOC
		Local DMV office	29 DMV 29 DOC	21 DMV 21 DOC

* The cost for the DOC staff supervising inmate transportation was included in Table 5.4.

5.1.2.5 Special training requirements

Under this alternative, DMV personnel will require training in the setup and take down of the L-1 equipment used for application processing. There are no other special training requirements.

5.1.2.6 System capacity and percentage of inmates using the system pre-release

This alternative has the capacity to serve a large number of inmates. The system capacity is dictated by the frequency of visits to correctional facility field offices, and the associated costs of these visits. Assuming a processing capacity of 50 inmate ID applications per day, and 250 working days per year, a single facility can process 12,500 applications per year.

Assuming that all inmates with the proper documentation or with records showing verified documentation (35%) apply for an ID card pre-release, the average number of inmates processed by each scenario is shown in Table 5.6

Table 5.6: The average number of inmates served per year (based on 3,290 total annual releases).

DMV equipment located at all correctional facilities.	DMV equipment located at CRCI – only CRCI inmates served.	DMV equipment located at CRCI – inmates in Portland-Salem served.	DMV equipment located at six correctional facilities.
1,152 (35%)	197 (6%)	823 (25%)	725 (22%)

5.1.2.7 Other requirements/issues

The scenario 3 alternative (permanent installation at CRCI, inmates in Portland-Salem served) will require the transportation of medium security and maximum security inmates. This was documented in the personnel safety risk assessment, but should also be considered in the context of other security risks and additional costs required to minimize these risks.

5.1.3 Assessment Summary

A summary of the assessments and costs for this alternative is presented in Table 5.7 on the following page.

Table 5.7: Assessment summary for DMV equipment permanently located at correctional facilities.

Assessment Criteria	DMV equipment located at all correctional facilities.	DMV equipment located at CRCI – only CRCI inmates served.	DMV equipment located at CRCI –inmates in Portland/Salem served.	DMV equipment located at six correctional facilities.
Security – Physical assets.	Tolerable Risk	Tolerable Risk	Tolerable Risk	Tolerable Risk
Security – Information security.	Tolerable Risk	Tolerable Risk	Tolerable Risk	Tolerable Risk
Security – Personnel safety.	Moderate Risk	Tolerable Risk	Moderate Risk	Moderate Risk
Cost - Setup	\$357K	\$25.5K	\$25.5K	\$153K
Cost – Operational, maintenance (per year)	\$82.6 K-\$107 K	\$5.5 K	\$37.2 K - \$49.8 K	\$35.5 K-\$40.4 K
Replacement requirements	Low	Low	Increased use of vehicles	Low
Personnel requirements (person days/year)	DMV: 32-157 DOC: 32-45	DMV: 6-8 DOC: 6-8	DMV: 23-32 DOC: 23-32 DOC supervision of 43-60 trips of inmates to CRCI	DMV: 21-53 DOC: 21-29
Special training requirements	DMV training on equipment setup/take down	DMV training on equipment setup/take down	DMV training on equipment setup/take down	DMV training on equipment setup/take down
System capacity	High	High	High	High
Max % of candidate releases served	35%	6%	25%	22%

5.2 MOBILE UNIT

A mobile unit is a vehicle (typically a bus or modified recreational vehicle) or trailer that serves as a mobile DMV field office. This system is essentially a “DMV field office” that travels to correctional facilities. Two of the states investigated (i.e., Indiana and Maryland) utilize a mobile unit.

In Indiana, the mobile unit has been in use since June of 2009 and it was implemented to serve 22 state correctional facilities (eight of which were visited in 2009). Work release facilities are

not served by this program. Facilities are given 60-90 days to prepare (i.e., identify inmates for which an ID will be requested and verify documentation) prior to the visit from the mobile unit. DOC personnel are not involved in the ID application process. There are normally four DMV staff members operating the mobile unit (i.e., three that operate the computers and the Branch Manager). The three staff members are normally brought in for two consecutive days from the DMV branch office closest to the correctional facility being serviced. Due to inclement weather conditions, the mobile unit shuts down in the winter months.

In Maryland, a memorandum of understanding (MOU) between the DOC and DMV was signed in 2008 and makes provisions for a mobile service vehicle to provide ID processing services. Under terms of this MOU a pilot program was initiated and it was outlined that DOC reimburses the DMV \$1 for each ID card processed, with an annual cost to DOC of about \$1,800 in currently budgeted funds. There is no charge to the inmates for these cards. The pilot project's first group of 27 inmates was processed in October 2008 at the Brockbridge Correctional Facility (BCF). BCF serves as the central point for inmate releases for the six Maryland Correctional Pre-Release System's facilities. Currently, the mobile unit termed the "MVA on Wheels" visits three different correctional facilities on a fixed schedule (3rd Thursday, last Thursday, and last Friday of each month) one time per month. There are only two DMV personnel available to operate the MVA on Wheels. The DMV personnel on the bus can process 50 IDs in one day. Since April of 2009 approximately 150 inmates have been processed. Each of the three correctional facilities has a Verizon-installed ISDN line which is used by the unit to communicate directly with the central office and also with the Social Security Administration. DOC provides a list of inmates, including birth date and SSN to DMV two weeks prior to the MVA visit. This allows DMV to determine if the inmate had an ID previously and also to check if there are outstanding fines. The inmates who are scheduled to get an ID have all identification papers and forms completed prior to visiting MVA on Wheels. In addition to servicing correctional facilities, the MVA on Wheels visits other work sites and serves other community members.

The assessment of this alternative requires that the number and location of correctional facilities to be visited by the mobile unit is defined. Additionally, the frequency and length of visits to the facilities must be specified, as well as the home location of the DMV employees staffing the mobile unit. In the assessment of this alternative, it was assumed that no inmates are transported to a site being serviced by the mobile unit from nearby correctional facilities. It was also assumed that a total of four DMV employees would staff the mobile unit and that the mobile unit would operate for one day on each visit to a correctional facility. Under these assumptions, the following two scenarios will be examined.

1. All correctional facilities are visited by the mobile unit. The home location of the four DMV employees staffing the mobile unit is Salem.
2. All correctional facilities are visited by the mobile unit. The home location of two of the DMV employees is Salem; the additional two employees will be provided by the closest DMV branch office to the correctional facility being serviced.

5.2.1 Security Assessment

Theft of physical assets – Moderate Risk

The risk of theft of physical assets when the mobile unit is at a correctional facility is low. This assessment is based on the assumption that the mobile unit will be parked inside the secure fence at the correctional facilities. The risk of equipment theft increases if the mobile unit is kept in an open parking lot in Salem (while in transition between correctional facilities) or while traveling to a correctional facility and staying overnight (if the trip requires multiple days). During service at a correctional facility, Correctional Officers can be present to provide personnel security and will also deter theft of equipment and of collected fees. The consequences of theft of the mobile unit would be substantial, as the cost to replace this equipment is large.

Information security – Tolerable Risk

If the mobile unit is equipped with real-time electronic data transfer through a secured encrypted data connection (e.g., satellite communications or dedicated phone line connection), the risk of unauthorized access to DMV information and the potential for data loss is low. Although the DMV equipment will be locked inside the mobile unit when not in use, unauthorized access to sensitive data or to systems containing sensitive information may be possible. However, if the data is stored locally in the mobile unit's computers and later synchronized with the main DMV servers, then the risk for data loss will be substantial.

Personnel safety – Moderate Risk

The operation of a mobile unit requires face-to-face contact between inmates and DMV personnel, meaning safety risks are greater than alternatives requiring no face-to-face contact. The potential impact of a risk event when servicing medium and maximum security inmates could be more significant. Although none of the states that currently operate a mobile unit (i.e., Indiana and Maryland) use guards for security purposes while the mobile unit is under operation at a correctional facility, this option could be considered if a mobile unit were to be used in Oregon.

The mobile unit also presents added risks at the correctional facilities, from the perspective of DOC. Because the mobile unit is not secured at a correctional facility permanently, it will require that the vehicle be searched by DOC personnel every visit. In addition, the DOC will need to make additional arrangements for transporting inmates to the mobile unit, since it will be located outside of the normally secured areas of the correctional facility. These additional risks are assessed as tolerable to moderate.

5.2.2 Cost Assessment

Cost assessment requires that various assumptions regarding staffing, travel, and the frequency and length of visits to correctional facilities are established. The travel costs for Scenario 1 will be evaluated assuming that DMV personnel from Salem will staff the mobile unit. Scenario 2 assumes that two employees from Salem and two from the closest field office staff the mobile unit.

The number of visits per year to correctional facilities will be based on the length of time required (on average) for 50 applications to be processed. The minimum visits per year to any correctional facility will be four (for those facilities where it would take longer than three months for 50 inmates to be available).

Personnel costs will not be included since personnel requirements are addressed separately. The estimated costs for the L-1 equipment, which would be installed in the mobile unit is \$50,000.

5.2.2.1 Initial setup cost

The costs for the initial setup of a mobile unit are shown in Table 5.8. It was assumed that the mobile unit will consist of a 26 ft bus, consistent with the approach used by Florida. The shell would be customized to meet DMV specifications. Estimates for customization were also based on Florida. Additional costs included computer equipment, photographic equipment and software, data communications fees (i.e., satellite communications) and other miscellaneous costs. In addition to purchasing the mobile unit, it will also be necessary for DOC to construct a parking site equipped with facility hookups for the mobile unit. The estimated cost for this construction may range from \$30K to \$55K, depending on the specific correctional facility.

Table 5.8: Setup cost estimates for mobile unit.

Description	Cost estimate	Notes
26' bus	\$160 K	
Shell customization	\$80 K	Installation of counters for computer equipment, power outlets, network drops and connections, A/C unit, etc.
Computing equipment and supplies	\$7 K	Costs provided by the Oregon DMV.
Satellite communications link to DMV servers	\$11.6 K	Cost of the satellite antenna, controller, installation and other fees. Costs provided by Ground Control . Ground control is a registered vendor with ODOT.
Photographic equipment and software.	\$50 K	L-1 equipment.
Construction at DOC facilities for mobile unit parking location and facility hookups	\$30 K – \$55 K per facility	Costs provided by the DOC
Total	\$308.6 K + 30 K to 55 K per facility	

5.2.2.2 *Operational and maintenance costs*

To enable the mobile unit to operate as a mobile field office, there are two possible alternatives for data transfer. A data line can be installed at each correctional facility that the mobile unit would service or a satellite dish can be purchased and installed on the mobile unit. In either case, it would be necessary to pay a monthly fee for service, in addition to the one-time equipment and installation costs. The monthly service fees for these approaches are similar and are summarized in Table 5.9. Travel and maintenance costs are summarized in Table 5.10

Table 5.9: Operational and maintenance cost estimates for mobile unit.

Description	Cost estimate	Notes
Connectivity		
Satellite communications link to DMV servers	\$599 per month = \$7.2K per year	Monthly fee for 9GB per month. Costs provided by Ground Control (www.groundcontrol.com). Ground control is a registered vendor with ODOT.
<i>or</i> Cost of network capacity for encrypted data transfer and connectivity to DMV servers	\$255 per month = \$3.1K per year	Cost estimate is from the Oregon Department of Administrative Services, State Data Center. It is assumed that secured high speed connectivity is required.
Vehicle maintenance	\$10 K per year	Based off of estimated maintenance costs from ODOT Fleet Services.
Total	\$13.1 – 17.2 K per year	

Table 5.10: Travel cost estimates for mobile unit for Scenarios 1 and 2.

Location of DMV Equipment	Annual Estimated Travel Costs	
	35% of releases apply for ID	25% of releases apply for ID
Mobile unit travels to all correctional facilities. Staffed by Salem DMV personnel (four employees).	\$60.1K	\$60.1K
Mobile unit travels to all correctional facilities. Staffed by two Salem DMV employees and two DMV employees from the closest branch office.	\$38.6K	\$38.6K

5.2.2.3 *Replacement requirements*

Replacement requirements for this alternative are highly variable. For equipment replacement, it will be assumed that replacement of L-1 equipment will be part of the

DMV/L-1 contract. Vehicle replacement, in the case of an accident or theft would be substantial.

5.2.2.4 Personnel requirements

The personnel requirements presented in this section assumed that the mobile unit’s trip to serve a correctional facility always originates and ends in Salem. It was also assumed that a four-person crew will staff the mobile unit in each trip. Finally, it was assumed that two guards will be provided by the DOC during the mobile unit’s visit. The person days estimated for DMV personnel shown in Table 5.11 include travel time.

Table 5.11: Estimated personnel requirements for the operation of the mobile unit.

Mobile Unit System Option	Annual Estimated Person Days	
	35% of releases apply for ID	25% of releases apply for ID
Mobile unit travels to all correctional facilities. Staffed by Salem DMV personnel (4 employees).	315 DMV 91 DOC	289 DMV 65 DOC
Mobile unit travels to all correctional facilities. Staffed by two Salem DMV employees and two DMV employees from the closest branch office.	203 DMV 91 DOC	177 DMV 65 DOC

5.2.2.5 Special training requirements

Under this alternative, DMV personnel will not require training to operate the equipment in the mobile unit since it will be identical to that found at a branch office. Some training may be needed to ensure that the ID application process is implemented as efficiently as possible, especially with the space limitations imposed by a mobile unit. Some training related to driving the mobile unit may also be necessary.

5.2.2.6 System capacity

This alternative has the capacity to serve a large number of inmates. The system capacity is dictated by how many times per year the mobile unit visits a correctional facility and the length of the visit. Assuming a processing capacity of 50 inmate ID applications per day and 250 working days per year, a single mobile unit can process 12,500 applications per year. Assuming that all candidate inmates with the proper documentation or with records showing verified documentation (35%) apply for an ID card pre-release, the average number of inmates processed per year is 1,152.

5.2.2.7 Other requirements/issues

If a mobile unit is obtained to provide service to inmates, it will likely be called into service for other customers, and perhaps as an emergency back-up unit for DMV field offices. This additional use will affect operational, maintenance, and replacement costs.

5.2.3 Assessment Summary

A summary of the assessments and costs for this alternative is presented in Table 5.12.

Table 5.12: Assessment summary for the operation of the mobile unit.

Assessment Criteria	Mobile unit travels to all correctional facilities. Staffed by four Salem DMV employees	Mobile unit travels to all correctional facilities. Staffed by two Salem DMV employees and two DMV employees from the closest branch office
Security – Physical assets.	Moderate Risk	Moderate Risk
Security – Information security.	Tolerable Risk	Tolerable Risk
Security – Personnel safety.	Moderate Risk	Moderate Risk
Cost - Setup	\$728.6 – \$1.1 M	\$728.6 – \$1.1 M
Cost – Operational, maintenance (per year)	\$73.2 K – \$77.3 K	\$51.7 K – \$55.8 K
Replacement requirements	High	High
Personnel requirements (person days/year)	DMV: 289-315 DOC: 91	DMV: 177-203 DOC: 65
Special training requirements	None	None
System capacity	High	High
Max % of candidate releases served	35%	35%

5.3 DOC APPLICATION PROCESSING

In Missouri, New Hampshire, and Wisconsin, DOC personnel assist in the application processing. The implementation assessed for Oregon will be modeled after implementation in Missouri and New Hampshire. In both of these states each correctional facility has their own set of equipment, which consists of photographic equipment similar to (or compatible with) that used at DMV offices, and a laptop with a special application that collects the same information that a DMV employee would collect for a regular customer. The DOC personnel at each facility are trained in ID application processing and meet with the inmates to complete the application steps. They take a digital photo and get a digital signature. In these states, all documentation is verified by DOC personnel. Depending on operational or statutory restrictions in Oregon, this option may be varied so that DMV verifies documentation. The application package is then sent electronically to the DMV. This can be through email or through portable data storage devices (e.g., jump drives).

5.3.1 Security Assessment

Theft of physical assets – Tolerable Risk

This system utilizes relatively portable equipment that will be securely stored when not in use. The facility is continuously staffed, and is less accessible to the general public than a DMV field office. The overall security risk is low.

Information security – Minimal Risk

These systems are implemented with no real-time electronic data transfer capabilities, so there is no direct access to DMV information. In this alternative, inmate ID application data could be at risk. Training of DOC personnel on the sensitivity of personal data could help minimize this risk.

Personnel safety – Minimal Risk

This system requires no face-to-face contact between inmates and DMV personnel. There is also no increased risk to DOC personnel.

5.3.1 Cost Assessment

This alternative will require initial expenditures for software and hardware, and periodic replacement of equipment. Personnel costs will not be included since personnel requirements are addressed separately.

5.3.1.1 Initial setup cost

The costs estimates in Table 5.13 below are calculated for a single correctional facility. It is assumed that each correctional facility (14 total) will have similar equipment that will be utilized by DOC personnel working at the institution. The initial setup cost estimate consists of the following items and costs.

Table 5.13: Setup cost estimates for DOC application processing at each correctional facility.

Description	Cost estimate	Notes
Laptop computers	\$2 K per facility	Assumes \$2K per laptop.
Laptop application developed for collecting and transferring application information.	\$36 K	Cost estimate based on hours required for application development in Missouri, and a rate of \$100 per hour utilized by ODOT for project cost estimates.
Photographic equipment	\$12 K per facility	Costs provided by L-1 via Support Unit Manager for DMV Field Services. \$3K subtracted since computing equipment is not required.
Misc. costs for furniture, facility preparation.	\$0.5 K per facility	Additional cost added for varying usable infrastructure present at the correctional facilities.
Total	\$36 K + \$14.5 K per facility	

5.3.1.2 Operational and maintenance costs

The operational and maintenance costs (outside of personnel costs) are minimal for this alternative. If DMV opts to verify all documents, some additional operational costs might be incurred.

5.3.1.3 Replacement requirements

Assuming laptop computers are utilized, and that they are replaced on average rate of every three years, annual average replacement costs will be approximately \$9K.

5.3.1.4 Personnel requirements

The personnel requirements consist primarily of the DOC time required to collect application information, and DMV personnel processing the applications. The estimated DOC person days required (assuming two DOC staff working together) is 32 person days assuming 25% of the approximately 3,290 candidate inmates apply for an ID pre-release, 45 person days assuming 35% of the inmates apply for an ID pre-release. It was assumed that DMV personnel requirements are approximately the same as the DOC requirements.

5.3.1.5 Special training requirements

Under this alternative, DOC personnel will require training in the use of L-1 photographic equipment, the processes utilized for collecting application information, and procedures utilized for documentation validation. DMV personnel will require training on the specific processes utilized for processing stored electronic ID card applications. It is also possible to implement such a system with DOC personnel collecting required documents as part of the application package sent to the DMV.

5.3.1.6 System capacity and percentage of inmates using the system pre-release

This alternative has the capacity to serve a large number of inmates. The system capacity is dictated by the time spent by DOC personnel collecting application information.

Assuming a processing capacity of 50 inmate ID applications per day, and 250 working days per year, a single facility can process 12,500 applications per year. Assuming that all candidate inmates with the proper documentation or with records showing verified documentation (35%) apply for an ID card pre-release, the average number of inmates processed per year is 1,152.

5.3.1.7 Other requirements/issues

No other requirements.

5.3.1 Assessment Summary

A summary of the assessments and costs for this alternative is presented in Table 5.14.

Table 5.14: Assessment summary for DOC application processing at each correctional facility.

Assessment Criteria	DOC application processing at each correctional facility
Security – Physical assets.	Tolerable Risk
Security – Information security.	Minimal Risk
Security – Personnel safety.	Minimal Risk
Cost - Setup	\$239 K
Cost – Operational, maintenance (per year)	Low
Replacement requirements	Laptop replacement \$9 K per year
Personnel requirements (person days/year)	DMV: 32-45 DOC: 32-45
Special training requirements	DOC training on application processing
System capacity	High
Max % of candidate releases served	35%

5.4 TRANSPORT INMATES TO DMV OFFICES

In this alternative, all inmates having the proper documentation that would like to obtain an ID card pre-release will be transported to a DMV field office for application processing. To minimize security concerns, the inmates will be processed at the DMV field offices before the offices are open to the general public. This requires that relatively small groups (5- 10 inmates

per group) of inmates are transported and processed during any particular trip to a DMV field office. Transporting a small group is also helpful from a security perspective.

Section 1.1 contains a description of a pilot test of this alternative conducted in Oregon by the DMV and DOC. The pilot began in March 2009 and ended in August 2009. During this pilot test 36 inmates applied and received ID cards.

5.4.1 Security Assessment

See section 5.1.1. The main difference in this alternative is the location of the field office.

5.4.2 Cost Assessment

Less application fees, the estimated cost (incurred by the DOC) for transporting inmates and providing security in the Oregon pilot test was \$4.2K. This gives an average cost of \$700 per trip. This cost will be used to estimate costs for a state-wide implementation of this alternative.

5.4.2.1 *Initial setup cost*

Assuming the DOC will use existing vehicles for transporting inmates, there are no setup costs incurred in this alternative.

5.4.2.2 *Operational and maintenance costs*

The total annual operational costs (transportation and transportation security) assuming 25% of the candidate inmates apply for an ID card pre-release is \$56K. Assuming 35% of the inmates apply for an ID card pre-release, the total annual costs are \$80K. This is based on a cost of \$700 per trip incurred during the Oregon pilot test (section 1.1) and ten inmates transported per trip.

5.4.2.3 *Replacement requirements*

Replacement requirements for this alternative are minimal. There may be slightly more frequent replacement requirements for DOC vehicles that see increased use in this alternative.

5.4.2.4 *Personnel requirements*

The total annual DOC personnel requirements providing security at the DMV offices (not transportation security) is the same as for the alternative with DMV equipment located at every facility. Assuming 25% of the candidate inmates apply for an ID card pre-release, 32 person days are required. Assuming 35% of the inmates apply for an ID card pre-release, the total annual DOC personnel requirements is 45 person days. The DMV personnel requirements are included since the hours of operation are outside normal DMV field office hours. In addition, as these hours are scheduled outside of normal operational hours, personnel would be paid overtime rates, which are 1.5 times regular pay rates.

5.4.2.5 Special training requirements

Under this alternative, DMV personnel will be operating at a branch office, so no training is needed.

5.4.2.6 System capacity and percentage of inmates using the system pre-release

The system capacity is limited by the ability of the DOC to transport inmates and provide security.

5.4.2.7 Other requirements/issues

No other requirements.

5.4.3 Assessment Summary

A summary of the assessments and costs for this alternative is presented in Table 5.15.

Table 5.15: Assessment summary for transporting inmates to DMV field offices.

Assessment Criteria	Transport inmates to DMV offices.
Security – Physical assets.	Tolerable Risk
Security – Information security.	Tolerable Risk
Security – Personnel safety.	Moderate Risk
Cost - Setup	Low (assuming current DOC vehicles are utilized)
Cost – Operational, maintenance (per year)	\$56 K - \$80 K
Replacement requirements	Increased use of some DOC vehicles
Personnel requirements (person days/year)	DMV: 32-45 DOC: 32-45 DOC staff to supervise 81-113 trips per year to DMV field offices*
Special training requirements	None
System capacity	Limited by transport/security capacity
Max % of candidate releases served	35%

* The cost for the DOC staff supervising inmate transportation is included in operational costs.

5.5 RENEWALS OF EXISTING ID/DL – VALID WITH PREVIOUS PHOTO

This alternative is the use of Oregon DMVs' Valid With Previous Photo (VWPP) process for inmates. In the current VWPP process, applicants who are out of the state or have a medical condition that does not allow them to come to a DMV field office to have their photo taken, may request that an ID/DL be renewed or replaced using the current digital photo on file with DMV. If the applicant contacts the DMV, a request for using the VWPP process will be made to the Driver Issuance Unit. The Driver Issuance Unit determines eligibility and will either send an application packet or a denial letter to the applicant. Eligible applicants must complete the application and submit it to the Driver Issuance Unit, along with all required documents and fees.

5.5.1 Security Assessment

This alternative is an extension of a currently operating paper-based process. There are no additional equipment, software, or infrastructure requirements, and there is no contact between inmates and DMV personnel. Therefore the risk rating for theft of physical assets, information security, and personnel safety is tolerable. This alternative, however, does not require photo verification with the actual applicant at the time of application. This may pose some opportunity for providing an ID to the wrong individual, but the risk could be mitigated by verification processes already in place for other groups of individuals utilizing this process.

5.5.2 Cost Assessment

Since the VWPP photo is an operating process, costs will be incurred if the time required to process an ID/DL through the VWPP process is greater than a typical in-person application. These costs will be reflected in additional personnel requirements.

5.5.2.1 *Initial setup cost*

This alternative would involve a rule change – with an estimated cost of \$3,000.

5.5.2.2 *Operational and maintenance costs*

No new operational and maintenance costs are incurred. Some additional costs for mailing might be incurred.

5.5.2.3 *Replacement requirements*

No new equipment or software is utilized in this alternative.

5.5.2.4 *Personnel requirements*

Conservatively assuming that all time spent by DMV personnel processing VWPP application for inmates is additional personnel time, and assuming that 25 applications per day can be processed by a single person, the maximum average person-days per year

required in this alternative is 30. The additional DOC personnel requirements should be minimal.

5.5.2.5 Special training requirements

None.

5.5.2.6 System capacity and percentage of inmates using the system pre-release

The system capacity is limited by the ability of the DMV to process VWPP applications. Assuming DMV capacity is not a constraint, the percentage of inmates that possess the required documentation (or have validation of this documentation on file) and have a valid previous photo is estimated to be 28%, which equates to approximately 922 inmates served per year.

5.5.2.7 Other requirements/issues

No other requirements.

5.5.3 Assessment Summary

A summary of the assessments and costs for this alternative is presented in Table 5.16.

Table 5.16: Assessment summary for utilizing the VWPP process for inmates pre-release.

Assessment Criteria	VWPP for inmates pre-release
Security – Physical assets.	Minimal Risk
Security – Information security.	Tolerable Risk
Security – Personnel safety.	Minimal Risk
Cost - Setup	\$3 K
Cost – Operational, maintenance (per year)	Minimal
Replacement requirements	None
Personnel requirements (person days/year)	DMV: 30 (assumes processing VWPP applications is additional work)
Special training requirements	None
Labor union requirements	None
System capacity	Limited by DMV capacity for VWPP processing
% of releases served	28%

5.6 HIGH LEVEL SUMMARY OF ALTERNATIVE ASSESSMENTS

A high-level assessment summary of the selected alternatives is presented in Table 5.17 on the following page. In addition to the costs in Table 5.17, each of the alternatives discussed above will require a pre-screening process. Most states contacted pre-screened inmates to be released to determine eligibility. The Oregon DMV estimates that it takes approximately five minutes to screen each potential applicant. With an average of 3,290 releases annually, the total time associated with pre-screening inmates would be 274 hours per year (34 DMV person-days).

Table 5.17: Assessment summary for all selected alternatives.

Alternative	Security	Cost		Personnel Req. Person -days	Max % Releases Served
		Setup	Oper (yr)		
DMV equipment located at all correctional facilities – Staffed by Salem DMV	Tolerable-Moderate Risk	\$357 K	\$107 K	≈ 200	35%
DMV equipment located at all correctional facilities – Staffed by local DMV.	Tolerable-Moderate Risk	\$357 K	\$83 K	≈ 90	35%
DMV equipment located at CRCI – only CRCI inmates served.	Tolerable Risk	\$26 K	\$6 K	≈ 20	6%
DMV equipment located at CRCI – inmates in Portland/Salem served.	Moderate Risk	\$26 K	\$50 K	≈ 60 + staff for 60 trips for inmates	25%
DMV equipment located at six correctional facilities – Staffed by Salem DMV	Tolerable-Moderate Risk	\$153 K	\$40 K	≈ 80	22%
DMV equipment located at six correctional facilities – Staffed by local DMV.	Tolerable-Moderate Risk	\$153 K	\$35 K	≈ 60	22%
Mobile unit	Tolerable-Moderate Risk	\$1.1 M	\$58 K	≈ 245-410	35%
DOC application processing at each correctional facility	Minimal - Tolerable Risk	\$239 K	< \$1 K	≈ 90	35%
Transport inmates to DMV offices.	Tolerable - Moderate Risk	< \$1 K	\$80 K	≈ 90 + staff for 113 trips for inmates	35%
Valid With Previous Photo	Minimal - Tolerable Risk	\$ 3 K	< \$1 K	≈ 30	28%

5.7 ADDITIONAL REQUIREMENTS TO PROCESS DRIVER LICENSES

The assessments thus far have focused on alternatives for issuing inmates ID cards pre-release, based on DMV and DOC feedback. Extending the service offered in these alternatives to the issuance of DLs will require additional infrastructure, and hardware, software, and human resources. The amount of these resources required will depend on the alternative selected. For example if the alternative with DMV equipment located at each correctional facility is considered, then 14 facilities will require additional resources. The following is a partial list of resources required.

- Vision testing equipment and software.
- Equipment for administering the DL knowledge test.
- Vehicles and space for administering behind-the-wheel drive tests.
- Additional security resources.

Of the 12 states investigated that have inmate pre-release ID/DL issuance systems, only a single state (Montana) included the capability to process new DL applications. Tennessee processes DL renewals in their system, which is similar to the Oregon VWPP process. In Montana a single person is responsible for driving to correctional facilities with portable equipment to process ID/DL applications for inmates. A state vehicle is used for transportation, and is also utilized for behind-the-wheel drive tests. These tests occur on correctional facility property that provides enough space for the behind-the-wheel drive tests. The total Montana inmate population (approximately 3,400) is also small relative to other states, which is a significant feature that makes such a system feasible.

Other states have found that the infrastructure, resource, and security requirements prohibit any practical extension of their systems to offer DL issuance services.

6.0 POST-RELEASE SYSTEMS

The focus of this report has been on alternatives for issuing inmates ID/DLs pre-release. However other states that do not have a pre-release issuance system do provide services to inmates that help them obtain the needed documentation to obtain an ID/DL post release. Through a pilot test Michigan identified the lack of required documentation as the main barrier preventing inmates from obtaining an ID/DL, and that the timing (pre-release or post-release) is not as important. The DOC in Oregon currently offers services to inmates to help them obtain birth certificates and social security cards, which in addition to proof of residence documents, are needed for an ID/DL.

Since assistance to inmates for obtaining required documentation exists in Oregon, another strategy is to consider possible options for near-term post release assistance. Some potential alternatives that may be explored further are:

- Provide inmates with bus passes and information on the location of DMV field offices,
- Immediately upon release, the DOC will provide transportation to the nearest DMV field office,
- Organize post-release meetings where the DMV can utilize portable equipment and bring ID card application services to the meeting, and
- Utilize existing state buildings just outside of correctional facility property to house a limited feature (only ID application processing), and limited hour DMV facility that inmates can visit upon release.

7.0 SUMMARY AND CONCLUSIONS

The focus of this research was to generate realistic system options that the state of Oregon may utilize to issue identification (ID) cards to inmates prior to release from prison. The approach consisted of data collection, data organization, qualitative data analysis, and a review of the data and results with DMV and DOC personnel. This was followed by additional data collection and assessment of specific system alternatives.

It was discovered that a wide variety of existing systems are in use by other states, and that in general there was no direct connection between features and requirements of the state DMV processes, or specific characteristics of the DOCs in these states. The systems in use could be classified utilizing the following parameters:

- Type of ID processed (ID card and/or DL),
- Inmate subset eligible to use the system,
- The timing of documentation preparation, and
- The application processing system used.

The application processing systems can be partitioned based on the following parameters:

- DMV personnel – inmate face-to-face contact required
 - DMV personnel go to correctional facilities
 - Inmates are brought to DMV offices
- No DMV personnel – inmate face-to-face contact required
 - DOC collects inmate application information and sends this to the DMV
 - DMV processes qualified inmates using a remote process (similar to VWPP in Oregon).

The system alternatives considered all have sufficient capacity to accommodate the potential volume of inmates in Oregon that could use the system, however they differ in variable costs. For example, alternatives that require the transportation of inmates to DMV field offices have a high variable cost per additional inmate processed.

With respect to security, the alternatives that do not involve face-to-face contact between DMV personnel and inmates are in general lower risk alternatives. The alternatives requiring the transportation of inmates are in general higher risk alternatives.

Assessment of the alternatives revealed that the maximum percentage of releases served ranged from 6% to 35%. Risks ranged from minimal to moderate and setup costs ranged from <\$1K to \$1.1M. The most expensive alternative was a mobile unit (which also required the largest number of person-days to operate), followed by locating DMV equipment at all correctional facilities. The least expensive alternative proved to be Valid With Previous Photo (VWPP), where IDs could be renewed or reissued remotely using a valid photo on file. The VWPP process was estimated to serve as many as 28% of inmates and have one of the lowest security risks of the alternatives evaluated.

This report is intended to highlight alternatives for issuing identification cards and licenses to inmates prior to release from prison. The alternatives presented herein are not fully specified, and, as such, not all of the details necessary to implement an alternative are provided. This report summarizes the alternatives based on structures developed in other states so that evaluation could be grounded with actual experiences. While this allows for applied analysis of real-world risks and costs, the structure of the alternatives or scenarios outlined in this study do not necessarily represent optimal systems for Oregon. Further development of system specifications and additional analysis would need to be completed before selecting and implementing a final alternative.