



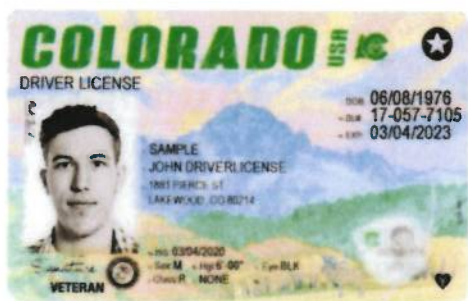
SUPPORT SB25-008

Adjust Necessary Document Program

Sponsors: Sen. Hinrichsen, Sen. Kipp, Rep. Froelich

Colorado's Necessary Documents Program – made permanent by SB21-018 – pays for vouchers for free identification documents (e.g., driver's license, state ID card, birth certificates.) for residents who are victims of domestic violence, impacted by a natural disaster, low-income, disabled, experiencing homelessness, or elderly and are seeking documentation of their identity.

The cost of these ID documents can be prohibitive for some people, and without them, residents cannot open bank accounts, drive legally, comply with law enforcement requests for documentation, access health care, housing, employment, or public benefits.



Note: The Colorado Necessary Documents program does NOT refer to the State ID Program through the Department of Corrections.

This program is important for:

- People who lose documents in floods, fires, and other natural disasters
- Domestic violence victims who leave documents behind when fleeing their homes
- People experiencing homelessness, who have documents stolen or displaced
- People new to Colorado, who only have out-of-state ID documents
- People needing new documents due to a marriage or divorce

The Problem:

The Necessary Documents Program poses administrative challenges due to the complicated program structure, frequently resulting in delayed voucher transfers. Additionally, vouchers are time-limited, remaining valid for only 30 days after distribution to a client, making the utilization rate extremely low, at roughly 30%.

Notably, program funding is stagnant at \$300,000 per year. The current funding falls short of meeting the true need by as much as 90%. Social service providers routinely run out of vouchers to distribute to clients in need, and in some cases spend thousands covering the costs out of pocket.

The Solution:

Eliminate the need for a physical voucher, allowing eligible individuals to access ID documents directly at the point of service.

Program beneficiaries must still prove their full legal name, date of birth, identity, and lawful presence in the United States. This bill does not change documentation requirements.

First step toward making the program more efficient and accessible

July 1, 2027 implementation of voucherless structure aligns with key dates

NO CHANGE to eligibility or identity verification requirements

Endorsing Organizations



Alianza NORCO
All Families Deserve a Chance Coalition
Boulder County DDHS
Catholic Charities
Colorado Blueprint to End Hunger
Colorado Cross Disability Coalition
Colorado Coalition for the Homeless
Colorado Center for Aging
Colorado Center on Law and Policy
Colorado Children's Campaign
Colorado Coalition Against Sexual Assault
Colorado Common Cause
Colorado Fiscal Institute
Colorado Freedom Fund
Colorado Lawyers Committee
Colorado Nonprofit Association
Colorado Poverty Law Project
Colorado Women's Bar Association
Congressional Research Institute
for Social Work and Policy
Colorado Social Legislation Committee
Crossroads Safehouse

Denver Health
Disabled Resource Services
Enterprise Community Partners
Family Housing Network of Fort Collins, Inc.
Florence Crittenton Services
HAAT Force South Metro, Inc.
Harm Reduction Action Center
Healthier Colorado
Homeward Alliance
Hunger Free Colorado
Impact Charitable
Jeffco Navigation Collaborative
League of Women Voters of Colorado
Mutual Aid Monday
New Era Colorado
Peace & Justice Center
Senior Support Services
Sister Carmen Community Center
Spring Institute for Intercultural Learning
The Matthews House
Violence Free Colorado
We Don't Waste

Bill contacts

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Colorado ID Project/Necessary Documents Program FAQ

When did the program begin?

The Colorado Collaborative ID Project was initiated by nonprofit and foundation partners in 2006. It was later established in statute as the Colorado Necessary Documents Program through HB16-1386 and continued indefinitely through SB21-018 and funded at \$300,000 per year. Note: this does NOT refer to the State ID Program through the Department of Corrections.

Who is eligible?

The program funds vouchers for ID documents for residents who are victims of domestic violence, impacted by a natural disaster, low-income, disabled, experiencing homelessness, or elderly and are seeking documentation of their identity, status, or citizenship.

What documents does the program cover?

The program covers the cost of the following documents: Social Security Card, Drivers License, Identification Card, vital statistics certificate or vital statistics report, and any document required as a condition of issuance of one of the previously mentioned documents.

Why is this program important?

Without ID documents, Colorado residents cannot open bank accounts, cash a check, pick up certain prescriptions, board a plane, or access health care, housing, employment, or public benefits.

How is the program funded and administered?

Funds are appropriated from the General Fund to the Department of Public Health and Environment for use by the Office of Health Equity (the Office). The Office is directed to contract with a nonprofit organization (currently Metro Caring) who distributes vouchers to over two dozen other direct service provider organizations. Those organizations then distribute the vouchers to clients in need who meet the voucher criteria. Clients may then use the vouchers to get free Colorado IDs or drivers licenses at Division of Motor Vehicles (DMV, under the Colorado Department of Revenue) locations.

What are the program's administrative barriers?

The funding/vouchers change hands four times before they can be utilized at DMV locations. This creates a massive bottleneck, particularly when communication between the participating entities breaks down or when capacity is stretched thin at direct service organizations. The process is unnecessarily complicated and inefficient. In a survey of more than 50 organizations statewide conducted in July 2023, 75% indicated that administrative barriers or confusion about the program structure were major barriers to connecting community members with identification documents. Delays in accessing these essential documents means delays in employment, food assistance, housing, and more.

What is the unmet need?

It is difficult to accurately estimate the unmet need, but many service provider partners who distribute vouchers report running out quickly and either covering the cost using other funding sources or turning clients away. The same statewide survey revealed that limited program funding/vouchers is a barrier to connecting community members with identification documents for 67% of organizations. For example, Homeward Alliance in Fort Collins estimates that vouchers only cover 10% of the need. In 2022 they spent \$7,000 *outside of the voucher program* to connect clients with identification documents. SB25-008 does not seek additional funding for vouchers, but it does seek to create a program structure that will allow more of the allocated funding to be used for documents and reduce the amount used for administrative costs.

How does DMV2GO interact with this program?

Initially developed in July 2021 to serve rural areas and marginalized populations, DMV2GO aims to help Coloradans who do not normally have easy access to in-office driver license services by bringing the DMV to them. Service providers may coordinate visits from DMV2GO and pass along vouchers for utilization on-site. Utilization of vouchers through DMV2GO is roughly 2X compared to uptake at brick-and-mortar DMV locations. This is a great example of the DMV's commitment to serving all Coloradans statewide.

What is this program not?

- This program does not fund the work of case managers and other staff assisting a person to obtain identification.
- Funds cannot be used to pursue a change in immigration status, only to obtain identification.
- This program does not change any of the requirements for obtaining documents. To obtain an ID for the first time for example, one must still prove their full legal name, date of birth, identity, and legal presence in the United States.

Problems Solved by SB25-008

Problem	SB008
<p>Complicated program structure</p>	<p>Eliminates the need to make an appointment with a participating nonprofit to access a voucher</p> <p>Clarifies where individuals can go to access free documents</p> <p>Eliminates an additional layer of reporting and reimbursement</p>
<p>Bottlenecks</p>	<p>Eliminates third-party administrator model which concentrates program functions in the hands of ~two individuals at one organization</p> <p>Addresses breakdown in communication between third-party administrator and participating nonprofits</p> <p>Allows for immediate, seamless access to program benefits</p> <p>Prevents delays in employment, housing, healthcare, and other benefits and resources</p>
<p>Low redemption rates</p>	<p>Eliminates gap between voucher issuance and use by allowing access at point of service</p> <p>Eliminates one step in the process so individuals are more likely to have time and money to make it to a DMV or Vital Statistics Office</p>
<p>Poor use of case manager time</p>	<p>Eliminates issue of participants making multiple appointments for the sole purpose of accessing a voucher</p> <p>Frees up case managers to complete primary job duties and help more individuals with navigation</p>
<p>Vouchers at risk of being lost or destroyed</p>	<p>Eliminates vouchers entirely</p>

Entity Role Comparison: Current Law v SB25-008

Entity	Current	SB008
CDPHE	<p>Issue RFP and select/renew third-party administrator</p> <p>Track and report voucher redemption</p> <p>Issue reimbursements</p> <p>Participating Vital Statistics Offices accept paper vouchers in exchange for free birth certificates and confirmation of death/marriage/divorce</p>	<p>Track and report document redemption</p> <p>Issue reimbursements to DMV and CLS (for special documents) based on historical usage and available funding</p> <p>Participating Vital Statistics Offices issue free birth certificates and confirmation of death/marriage/divorce based on self-verified eligibility</p>
DOR	<p>Accept paper vouchers in exchange for free IDs, driver's licenses, and permits</p> <p>Track and report number of vouchers redeemed to CDPHE and third-party administrator</p>	<p>Distribute free IDs, driver's licenses, and permits based on self-verified eligibility</p> <p>Track and report number of documents distributed to CDPHE</p>
Third-party administrator	<p>Enter into agreements with community organizations</p> <p>Distribute DMV vouchers to participating nonprofits</p> <p>Transfer DMV and CDPHE vouchers to CLS</p> <p>Transfer funds to CLS for special documents</p>	<p>Assist with system navigation</p>

	Track and report number of vouchers distributed	
Participating nonprofits	Distribute DMV vouchers Assist with system navigation Track and report number of vouchers distributed to individuals	Assist with system navigation
Colorado Legal Services	Operates ID Project website and fields calls Distributes DMV and CDPHE vouchers Assists individuals with getting special documents through the Document Fund	Operates ID Project website and fields calls Assists individuals with getting special documents through the Document Fund

