STATE OF CALIFORNIA
Budget Change Proposal - Cover Sheet
DF-46 (REV 07/23)

Fiscal Year FY 2024/25	**Business Unit Number** 2740	**Department** Department of Motor Vehicles

Hyperion Budget Request Name 2740-065-BCP-2024-GB	**Relevant Program or Subprogram** 2135—Driver Licensing & Personal Identification

Budget Request Title
REAL ID Automated Document Verification Program (RADVP)

Budget Request Summary
The Department of Motor Vehicles (DMV) requests continued funding to support the REAL ID Automated Document Verification Program (RADVP). Beginning May 7, 2025, the REAL ID Act will require individuals to present federally compliant Driver's License/Identification Cards (DL/IDs), or another federally accepted document, to board an airplane and enter secure federal facilities. The RADVP expedites field office visits by allowing customers to upload Driver license/identification application documents before their visit resulting in more accurate, secure, and expedient services at field offices statewide.

Requires Legislation (submit required legislation with the BCP) ☐ Trailer Bill Language ☐ Budget Bill Language ☒ N/A	**Code Section(s) to be Added/Amended/Repealed**

Does this BCP contain information technology (IT) components? ☒ Yes ☐ No	**Department CIO** Prashant Mittal	**Date** 12/18/23

For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), the approval date, and the total project cost.

Project No.   **Project Approval Document:**

Approval Date: **Total Project Cost:**

If proposal affects another department, does other department concur with proposal? ☐ Yes ☐ No

Prepared By Lynn Chan	**Date** 12/8/2023	**Reviewed By** Lee Scott	**Date** 12/20/2023
Department Director Steve Gordon	**Date** 12/22/2023	**Agency Secretary** Toks Omishakin	**Date** 12/23/2023

Department of Finance Use Only

Additional Review: ☐ **Capital Outlay** ☐ **ITCU** ☐ **FSCU** ☐ **OSAE** ☐ **Dept. of Technology**

Principal Program Budget Analyst Matthew Macedo	**Date submitted to the Legislature** 1/10/2024

A. Problem Statement

The Department of Motor Vehicles (DMV) is requesting $7.5 million from the Motor Vehicle Account (MVA) in FY 2024/25and $5.5 million in FY 25/26 and ongoing to continue supporting the REAL ID Document Verification (RADV) and ABBYY processes leading up to and beyond the REAL ID enforcement date of May 7, 2025.

In FY 2021/22 Operational Improvements/Real ID BCP, the Department received approved funding for six temporary IT positions through FY2023/24 to establish the RADV process. The RADV software allows customers to upload the identity and residency documents necessary to apply for a REAL ID Driver License or Identification Card prior to arriving at the field office. The documents are authenticated and validated to secure the upload of the documents. When the customer arrives in the field office, they present the previously uploaded and authenticated identity and residency documents to the field office employee for verification and to complete the REAL ID transaction. Scanning the documents prior to the field office visit allows the Department to ensure the customer has the correct documentation needed for the REAL ID transaction, which decreases the customer's time in a field office and return visits. In late 2020, the department decided to transition from a vendor-owned solution to an in-house RADV solution due to the vendor's expensive per document verification charges. The REAL ID Automated Document Verification (RADV) solution was developed using custom applications and ABBYY, a vendor solution. The approved budget allowed DMV to create a solution to offer alternatives to our customers to upload their documents prior to their field office visits.

Currently, the RADV services are being utilized by approximately 40% of all REAL ID customers who are issued a REAL ID compliant driver license or identification card. In 2022 DMV reviewed over 4.7 million REAL ID documents, using the ABBYY FlexiCapture software platform to automate authentication functions that would be manual otherwise. DMV is achieving a 55% auto-recognition and approval for 47 different document types. For those documents that are suspect or cannot be validated, ABBYY FlexiCapture moves the documents to manual reviewers for second level support. There has been a continual increase from 28% to 45% of applicants completing their applications (with all document uploads) during 2022. Approximately 16.9 million eligible California residents have received their REAL ID. However, approximately 7 million more Californians are anticipated to get a REAL ID in addition to those moving into California as well as those under the age of 18.

In addition, we have expanded the use of the RADV technology stack, and the technology stack needs continued support as DMV moves further along in its journey towards Digital Transformation. Some of the other customer service improvements that are utilizing the ABBYY technology include the Virtual Field Office, Digital Mailroom, Lien Sales, Disabled Parking Placard recertification, and accounts payable invoices processing. The temporary positions funded by the original BCP are not sufficient to support this new ongoing technology stack nor its Maintenance and Operations (M&O).

B. Justification

Beginning January 22, 2018, Californians were provided an option to apply for either a federally compliant DL/ID card that will meet national standards or a federal non-compliant DL/ID card. The resources requested are to continue the same level of service until and after May 7, 2025, REAL ID enforcement date.

IT Resources – REAL ID Automated Document Verification Project (RADVP)
In FY 21/22, DMV reallocated the personnel funding and hired consultants for the development of the RADV solution. The skills the consultants provided were not available within the DMV development team. DMV intends to take over the support of the solution from the consultants once the applications are fully developed, positions are approved, and staff are hired and fully trained. Currently, the solution is not yet complete as the federal Department of Homeland Security (DHS) has not yet finalized requirements to enable a full

contactless application process for REAL ID. In the interim, the department is requesting the conversion of the six limited term positions to full time permanent positions, as identified in the table below. DMV is challenged to build a team with limited-term positions and requests that those positions be converted to be full-time permanent positions to attract talented staff to support the solution. An additional six IT resources are required to support and maintain the RADVP workflow once consultative services expire. The program requires support for the data, applications, user interface (UI), document uploads on the website, and the interface with the eDL44 workflow. In addition, IT support is needed to further develop the application and the artificial intelligence maturity resulting from approximately one million documents submitted monthly from customers applying for a federally compliant DL/ID card. Once the positions are provided and staff are hired, DMV can start the training process and move from the consultants to state staff. The current team of hired IT staff and consultants are providing services to ensure that the ABBYY application is operational 24/7 and provides the public and business operations with a real-time, seamless experience.

Workload	Classification	FY 24/25 & Ongoing
Developer	IT Specialist I	1.0
Business Solutions Analyst	IT Specialist I	1.0
IT Systems/Support Administrator	IT Specialist I	1.0
Quality Assurance Engineer	IT Specialist I	1.0
Data Analyst	IT Specialist I	1.0
AWS Associate Analyst	IT Associate	1.0
Total Requested Positions		**6.0**

Developer
DMV is requesting continued funding to support one (1) Developers at the IT Specialist I (ITS I) classification to assist with the development of the architecture and design complex systems and applications and their integrations using React, java, ABBYY, and related technologies. They will assist with supporting the multiple applications and optimization of the performance and scalability of the web application to ensure that it can handle large numbers of users and high traffic. This involves monitoring and tuning the application to improve its performance. Maintenance & Operation activities would include assisting the architect and refactor the application code and the related configuration to adhere to product upgrades and changes to the iteration with the associated IT components, along with assisting with research and testing of the application code changes to adapt to legislative mandates.

Business Solutions Analyst
DMV is requesting continued funding to support one (1) Business Solutions Analyst (BSA) at the ITS I classification. The responsibilities include leading discussions with business product owners, stakeholders, and external vendors to elicit requirements for intake requests, legislative bills, and other mandates. Responsible for leading, planning and coordinating all phases and activities involved in the release of all changes to the system during and after the implementation.

IT Systems/Support Administrator
DMV is requesting continued funding support for one (1) IT Systems/Support Administrator (IT SSA) at the ITS I classification. The IT SSA will support the system performance monitoring; work with application/system developers, DBAs and analysts, divisional IT representatives, and service vendors; provide capacity management and storage needs; troubleshoot and diagnose technical issues and provide resolution escalation when needed; work with support vendor during system upgrades, patching, etc., utilize the department's change management process; be on-call 24/7 to troubleshoot production issues and be primary

contact for engaging system vendor on the most complex technical issues; responsible for incident ticket management. Work closely with AWS administrators, developers and product engineer in supporting the middleware components of the system.

Quality Assurance Engineer

DMV is requesting continued funding support for one (1) Quality Assurance Engineer (QAE) at the ITS I classification. Responsibilities include analyzing RADV and ABBYY business and system requirements, creating and maintaining functional test cases and producing a traceability matrix to validate all requirements, create the test execution activities, leads troubleshooting session in partnership with development, business, and analyst teams and end-to-end execution of complex systems during system test and regression phase.

Data Analyst

DMV is requesting continued funding support for one (1) Data Analyst at the ITS I classification. Responsibilities include analyzing data generated from web traffic, RADV & ABBYY application to identify abnormalities relative to the program requirements; use data to identify opportunities for improvement to the flow based to streamline the customer journey; analysis and reporting of data analysis to business executive on workload trends and areas of improvement opportunities; create and enhance reports, dashboards, and alerts to monitor program effectiveness.

AWS Associate Analyst

DMV is requesting continued funding support for one (1) AWS Associate Analyst at the IT Associate classification. Responsibilities include assisting the AWS Engineer with trouble tickets, problem resolution, patching, and backups. Responsible for installing and configuring ADV technology stack along with upgrades within the AWS ecosystem, technical customer AWS support and troubleshooting; assist with AWS system access control, firewall rules, networking, and load balancing.

Software and Consulting Costs Software and Consulting Costs

DMV is also requesting funding for necessary AWS and software and vendor support costs to maintain, modify, and improve the current process flows for various customer services that interface with multiple DMV systems and applications.

Additional Resources	FY 2024/25	FY 2025/26 & Ongoing
Total RADV and ABBYY Resources	**$4,800,000**	**2,800,000**
ABBBY Software	$1,500,000	$1,500,000
AWS Hosting Services	$1,000,000	$1,000,000
ABBYY Consultants	$1,000,000	$0
RADV Consultants	$1,000,000	$0
EVVE Subscription	$300,000	$300,000

The ABBYY suite of software is essential for DMV to leverage artificial intelligence (AI) to automate as well as expedite the document review process. Without this software, DMV would need to redirect staff to review approximately 4-5 million documents received annually as part of REAL ID. With ABBYY, approximately 55%, or about 2.3 million documents are verified through automation. Of those documents uploaded, those validated via automation will generate an immediate response to customers that their documents meet program.

requirements.

The AWS hosting service is a modern-day data center for businesses and governments to outsource data center management. Data centers manage the servers that process transactions as well as the networks that connect from the internet to the data center. They also provide storage for tracking logs and the data of each transaction. DMV leverages AWS hosting to provide more expedient REAL ID services to Californians, rather than having to manage work offered by data centers.

RADVP and ABBY Consulting Services

DMV requires the necessary resources to focus on the ongoing work while onboarding permanent staff. Hiring new staff does not necessarily reduce the workload, and consultants will serve as a temporary augmentation of the permanent staff. Building and supporting the system requires a specialized skillset that does not exist in-house. By continuing to engage with consultants during the transition period, DMV increases the likelihood of success with staff taking over the program once the consultative services expire and reduces the production support risk and availability of the system to the public. DMV is requesting to continue the current consultant support during this transition phase. It will take the DMV at least 6-9 months to hire and onboard new staff and 9-12 months to transition the workload from the consultants to DMV staff. The lengthy transition period is due to the specialized skillset needed to support the production environment. There are databases, middleware, infrastructure, reporting, and multiple programming languages that the consultants will need to provide knowledge transfer to DMV staff. Moreover, the ABBYY FlexiCapture software alone requires certification training and experience to begin to reach a minimal level of confidence in designing the layouts, field extraction training, and document definitions. The year transition period will not get staff to a journey level position, but it will greatly help in establishing a foothold into taking ownership of projects from the ground up.

EVVE Software Subscription

DMV validates birth and legal presence documentation submitted by applicants from around the nation. It is estimated that 1 in 3 applicants applying for REAL ID are born outside of California. Approximately 28-30% of these applicants will use a birth certificate as their identity document during the solicitation process. To assist in the verification and authentication of these documents, the Department requests $300K in FY 24/25 and ongoing for subscription to the Electronic Verification of Vital Events (EVVE) service used by the National Association of Public Health Statistics and Information System (NAPHSIS).

Program Support for RADV

DMV also requests 15 PYs in FY 24/25 and ongoing to support the REAL ID Document Verification (RADV) processes. Of all documents submitted using RADV, documents rejected by ABBYY due to image quality or incorrect information/document will require manual review, analysis, and processing. In 2022/23, approximately 6 million documents were scanned. Of those documents scanned, 2.4 million, or roughly 40%, required additional review. With a projected 30% increase in the total number of documents submitted, 3.1 million documents will require additional review and analysis to ensure compliance with program requirements. On average, this process takes a Document Imaging technician about 30 seconds to review each document and validate information. On occasion, there are situations where more complex and in-depth review and analysis of submitted documents is needed. To address the increase in workload, as well as complexities and nuances related to document review, 15 PYs are needed to support RADV program area.

Workload	Classification	Requested Positions
RADV Document Verification	Office Technician	9.0
Complex RADV Verification	Associate Governmental Program Analyst	5.0
Unit Oversight and Compliance	Staff Services Manager I	1.0
Total Requested Positions		**15.0**

C. Departmentwide and Statewide Considerations

This request addresses the Department's strategic goals to "deliver simpler, faster ways to fulfill customer needs through expanded digital services" and "Foster the workforce and culture of innovation to make DMV a leader in talent attraction and retention." Based on the projected increase in customers that will apply for a federally compliant DL/ID card, the department has identified the need for continuing resources to ensure that our customers' needs are met. Additionally, this request also aligns with the Governor's Big 4 Initiative. In alignment with the Governor Big 4 initiatives, the RADVP program addresses these 4 major initiatives as follows:

Safety – Validate identity of the card holder to provide enhanced security by aligning with federal guideline on REAL ID program.

Economic Prosperity– One of the big benefits of obtaining a REAL ID is being able to use a state-issued DL/LD for domestic air travel. Travelers, business, or pleasure, have a direct impact to the economy of the destination city (lodging, dining, airport fees, entertainment, and local transportation). This could have the multiplier effects in the California cities resulting from their spending.

Equity – One option for REAL ID identification accepted for official federal purposes is a US Passport. However, the passport has a higher cost to acquire, which may create inequity for some Californians. Obtaining a REAL ID from DMV is more economical, expedient, and allows DMV to offer no cost identity documents for those who cannot afford them.

Climate Action – One of the main contributors to greenhouse gases is tail pipe emissions. While the REAL ID process today still requires a field office visit, the future of REAL ID will offer contactless option, which will eliminate the need for field office visits. This can only happen if we continue to invest in the REAL ID RADV solution to enable true online only service.

D. Outcomes and Accountability

The expected outcome of this proposal is to ensure that the quality of service is not impacted due to an increase in DL/ID card customer transactions in field offices leading up to the May 2025 enforcement date. The department will continue to monitor the number of federally compliant DL/ID card applicants and current workload indicators, and will modify its projections and corresponding fiscal estimates, as data becomes available warranting such adjustments. The requests for operational improvements are designed to enhance customer service and create efficiencies throughout the Department while supporting the Department's strategic goals and plans for digital transformation.

E. Implementation Plan

The federal government is enforcing REAL ID compliance on May 7, 2025.

The Department considered multiple approaches to comply with the federal standards within the limited timeframe to provide a DL/ID card that meets federal standards. To address the needs of existing and new customers, and to pursue implementation in the most fiscally prudent manner, while keeping to the department's strategic goals and objectives, the following framework has been utilized for implementation:

- Maximize existing infrastructure to help decrease the size and number of additional facilities required to adequately serve the increased customer volume.

- Redirect workload where possible to alternate service channels to mitigate the impact to service levels in field offices and reduce wait times.

- Employ a variety of methods (educational outreach, media campaigns, online information, etc.) to prepare the applicant to ensure a timely and successful visit on the first attempt, to encourage appointments and to provide awareness of online services.

F.   Supplemental Information

REAL ID Document Verification Program	MVA 2024/25	MVA 2025/26	MVA 2026/27	MVA 2027/28 & Ongoing
Operational Improvements				
REAL ID Authentication Document Verification Program (RADV) Support (15 positions)	$1,645	$1,645	$1,645	$1,645
REAL ID Authentication Document Verification Program (RADV) IT (6 positions)	$1,027	$1,027	$1,027	$1,027
RADV Ongoing Software/Contracts – ABBY, AWS, and EVVE	$2,800	$2,800	$2,800	$2,800
RADV Consultant Contracts	$2,000	$0	$0	$0
TOTAL	**$7,472**	**$5,472**	**$5,472**	**$5,472**

BCP Fiscal Detail Sheet

BCP Title: REAL ID Document Verification Program RADVP

BR Name: 2740-065-BCP-2024-GB

Budget Request Summary

		CY	BY	BY+1	BY+2	BY+3	BY+4
				FY24			
Personal Services							
Positions - Permanent		0.0	21.0	21.0	21.0	21.0	21.0
Total Positions		**0.0**	**21.0**	**21.0**	**21.0**	**21.0**	**21.0**
Salaries and Wages							
Earnings - Permanent		0	1,407	1,407	1,407	1,407	1,407
Total Salaries and Wages		**$0**	**$1,407**	**$1,407**	**$1,407**	**$1,407**	**$1,407**
Total Staff Benefits		0	938	938	938	938	938
Total Personal Services		**$0**	**$2,345**	**$2,345**	**$2,345**	**$2,345**	**$2,345**
Operating Expenses and Equipment							
5301 -	General Expense	0	161	161	161	161	161
5304 -	Communications	0	21	21	21	21	21
5320 -	Travel: In-State	0	11	11	11	11	11
5322 -	Training	0	71	71	71	71	71
5340 -	Consulting and Professional Services - Interdepartmental	0	2,000	0	0	0	0
5340 -	Consulting and Professional Services - External	0	300	300	300	300	300
5344 -	Consolidated Data Centers	0	1,000	1,000	1,000	1,000	1,000
5346 -	Information Technology	0	1,563	1,563	1,563	1,563	1,563
Total Operating Expenses and Equipment		**$0**	**$5,127**	**$3,127**	**$3,127**	**$3,127**	**$3,127**
Total Budget Request		**$0**	**$7,472**	**$5,472**	**$5,472**	**$5,472**	**$5,472**

Fund Summary

		CY	BY	BY+1	BY+2	BY+3	BY+4
Fund Source - State Operations							
0044 -	Motor Vehicle Account, State Transportation Fund	0	7,472	5,472	5,472	5,472	5,472
Total State Operations Expenditures		**$0**	**$7,472**	**$5,472**	**$5,472**	**$5,472**	**$5,472**
Total All Funds		**$0**	**$7,472**	**$5,472**	**$5,472**	**$5,472**	**$5,472**

Program Summary

		CY	BY	BY+1	BY+2	BY+3	BY+4
Program Funding							
2135 -	Driver Licensing and Personal Identification	0	7,472	5,472	5,472	5,472	5,472

9900100 - Administration	0	596	430	430	430	430
9900200 - Administration - Distributed	0	-596	-430	-430	-430	-430
Total All Programs	**$0**	**$7,472**	**$5,472**	**$5,472**	**$5,472**	**$5,472**

Personal Services Details

Positions		Salary Information			CY	BY	BY+1	BY+2	BY+3	BY+4
		Min	Mid	Max						
1138 -	Office Techn (Gen)				0.0	9.0	9.0	9.0	9.0	9.0
1401 -	Info Tech Assoc				0.0	1.0	1.0	1.0	1.0	1.0
1402 -	Info Tech Spec I				0.0	5.0	5.0	5.0	5.0	5.0
4800 -	Staff Svcs Mgr I				0.0	1.0	1.0	1.0	1.0	1.0
5393 -	Assoc Govtl Program Analyst				0.0	5.0	5.0	5.0	5.0	5.0
Total Positions					**0.0**	**21.0**	**21.0**	**21.0**	**21.0**	**21.0**

Salaries and Wages		CY	BY	BY+1	BY+2	BY+3	BY+4
1138 -	Office Techn (Gen)	0	402	402	402	402	402
1401 -	Info Tech Assoc	0	75	75	75	75	75
1402 -	Info Tech Spec I	0	468	468	468	468	468
4800 -	Staff Svcs Mgr I	0	89	89	89	89	89
5393 -	Assoc Govtl Program Analyst	0	373	373	373	373	373
Total Salaries and Wages		**$0**	**$1,407**	**$1,407**	**$1,407**	**$1,407**	**$1,407**

Staff Benefits							
5150150 -	Dental Insurance	0	9	9	9	9	9
5150200 -	Disability Leave - Industrial	0	4	4	4	4	4
5150210 -	Disability Leave - Nonindustrial	0	1	1	1	1	1
5150350 -	Health Insurance	0	177	177	177	177	177
5150450 -	Medicare Taxation	0	21	21	21	21	21
5150500 -	OASDI	0	87	87	87	87	87
5150600 -	Retirement - General	0	450	450	450	450	450
5150700 -	Unemployment Insurance	0	2	2	2	2	2
5150750 -	Vision Care	0	1	1	1	1	1
5150800 -	Workers' Compensation	0	55	55	55	55	55
5150820 -	Other Post-Employment Benefits (OPEB) Employer Contributions	0	47	47	47	47	47
5150900 -	Staff Benefits - Other	0	84	84	84	84	84
Total Staff Benefits		**$0**	**$938**	**$938**	**$938**	**$938**	**$938**
Total Personal Services		**$0**	**$2,345**	**$2,345**	**$2,345**	**$2,345**	**$2,345**