OJJDP

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Office of Juvenile Justice and Delinquency Prevention

Law Enforcement Guide to False Identification and Illegal ID Use

Prepared by

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Pacific Institute for Research and Evaluation

In support of the
OJJDP *Enforcing the Underage Drinking Laws* Program

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OJJDP Underage Drinking
Enforcement Training Center

**The Underage Drinking
Enforcement Training Center**
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Contents

Overview

Post 9/11, states and territories have been tasked with developing more secure identification. Many discussions focused on creating a national identification. The end result to these discussions have been the development of many security measures and the production of high quality advanced IDs whose overall design make it more difficult to reproduce. With many advanced security features, states have chosen those features that they feel will help them the most in preventing the manufacturing of illegal documents.

Despite these efforts, young people still find a way to create fraudulent and fictitious documents and use illegal IDs. The internet is full of resources available to savvy people willing to risk much to produce these illegal documents. While states try to maintain the secrets of their IDs young people are dismantling the document and sharing information discovered. With a few key strokes on the computer the information may be obtained. A person wanting to obtain a fake ID can find resources to guide them in the creation of their own fake ID, or templates providing exact information on the desired document as well as actual sites that are willing to sell them a fake ID.

Beyond the world of fake IDs are people who are willingly providing their own identification to others for illegal purposes. In many areas of the country and commonly in college communities this form of illegal ID use is far more common than the use of the fraudulent or fictitious documents.

The ability for youth to access alcohol is only one of several problems that are occurring as a result of illegal ID use. Cases have been documented where a young person is admitted to a hospital under the wrong information. Notifications to parents have occurred only to find out later that it was not their child. People have been arrested and booked in under false ID names. Identity theft and fraud often have a fake ID aspect to them.

This guide is intended to provide law enforcement officers' information on the prevalence of illegal ID use, information on common security measures and tools used to detect them as well as steps for checking IDs that increase the likelihood of detection. Information will also be provided on working with retailers to help reduce illegal ID use in their own community.

How to Use This Guide

This guide is intended to acquaint law enforcement officers with the various ways in which false identification can be created, as well as the current technologies for designing identification to thwart forgery or alteration. It describes the techniques and tools that can aid in deterring or detecting false identification use. This guide, when used as a companion to commercially available ID reference booklets, can be a powerful tool to aid in the detecting of illegal IDs and deterring youth access to alcohol.

Law Enforcement officers can use this publication to:

- Assist in determining if a form of identification is legitimate;

- Assist in training law enforcement officers in methods used to identify false and fraudulent forms of identification; and

- Provide retailers with guidance in detecting false IDs.

This document contains sensitive information and is intended for use by law enforcement and community elements who engage in ID checking as part of their job functions.

False Identification (Fake ID)

Issues and Strategies
to Prevent Underage Alcohol Use

States and communities all over the country are concerned about alcohol use by persons under 21 and are involved with actions to help prevent underage drinking. They recognize that alcohol is the drug most commonly used by young people and that it is an all-too-frequent contributor to injury, death, and criminal behavior among youth. Fortunately, much progress has been made.

The most effective strategies focus on restricting underage access to alcohol, especially retail sales to persons under 21. One common way that young people have of obtaining alcohol is to purchase it in stores or bars. Many communities are cracking down on sales to persons under 21 by implementing vigorous enforcement campaigns to ensure that retailers ask for age identification of young customers and refuse sales to those who are underage or who cannot produce proper identification. These campaigns have been shown to be extremely effective in reducing sales to persons under 21.

As success has been seen with enforcement programs like compliance checks, youth have continued to look for ways to gain access to alcohol. The use of illegal IDs appears to be a growing means by which they gain that access. In many areas the most common means of illegal ID use is through the use of borrowed legitimate IDs. Some communities, who track this use, report borrowed IDs being used up to 95% of the time. This is an important fact to keep in mind especially as it relates to training the retailers in the community. Emphasis must be made on the validation of the document and the comparison to the user.

Government entities have continued to improve the security features of IDs and altering those documents has become more difficult. Tactics for alteration have included the use of super glue or fingernail polish to alter

birth dates, false fronts placed over the ID and attempts to change the photograph.

Despite that positive outcome of the improvements in the legitimate IDs, manufacturers of illegal IDs have continued to stay abreast of the changes and work to produce good quality illegal documents. Creative college students and individuals with criminal intent have been extremely good at developing the "fake" document. We are fortunate in that the changes being made to the real documents are such that to produce a nearly equivalent fake ID has become relatively expensive. The overall benefit of this has been a reduction in the casual false ID manufacturer.

It is important to realize that illegal ID use has multiple ramifications and does not solely relate to the obtaining of alcohol. Cases have been documented where individuals using illegal IDs have been admitted to the hospital using the wrong ID which created a significant risk to the patient. In other cases the wrong parents were notified following an incident. One of the most common risks and outcomes of illegal ID use is identity theft. Young people purchasing an ID through direct contact or via the internet are often asked for personal information. Their desire to obtain that illegal document may cloud their judgment and they willingly provide their personal information. The risk that the "fake" ID manufacturer will later use that information for personal criminal use is great.

This booklet will provide information on the various types of illegal IDs being used, techniques for detecting illegal IDs, information on some of the more common security features, questioning tactics for retailers and steps for working with the industry. It will also discuss policies that have been effective in reducing illegal ID use and legal strategies used by some states that have aided in the detection and processing of subjects using Illegal IDs.

How Do Young People Obtain Fake IDs?

Young people have many potential sources of fake IDs. As mentioned above, one of the most common is the borrowed ID which is obtained from an older sibling or friend who is willing to lend or give their own ID to an underage person. In recent cases, college students involved in student organizations, upon graduation, leave an ID behind with that organization to be used by others or friends of the organization. The structure within student organizations has helped produce a regular stream of "borrowed" documents. In some cases employees of retailers are a primary source of the borrowed ID with the employee obtaining the ID from the retailer without the owners or managers knowledge. A potential underage purchaser can usually count on the fact that any ID will not be closely inspected by a store clerk or alcohol server.

If they want a more convincing ID; however, they do not usually have to look far. The internet, for example, provides numerous websites that; provide instructions on how to manufacture their own illegal ID, provides the templates for government IDs which can be easily changed, sells the manufacturing components to produce the illegal ID or, sells directly the illegal ID with the click of a mouse. Sometimes, creative individuals become traveling merchants out of their vehicles or hotel rooms, advertising on the internet or spreading fliers throughout a campus or community advertising their wares.

With the large amount of information available via the internet young people, in some cases, will learn how to use available scanning, printing and copying technologies to manufacture false identification. With advanced technology of computers and similar equipment the quality of the fake ID has improved making distinguishing of genuine license from a false ID more difficult.

What Are the Typical Types of False or / Illegal IDs?

False / Illegal IDs fall in into three categories: borrowed, fake (fraudulent), and altered.

Borrowed

The most common form of illegal ID in use today is the borrowed ID. Persons under 21 will often borrow identification from those who can legally drink. The source may be siblings, friends or IDs obtained through friends where the owner of the ID is unknown to the user. In some communities where illegal ID use has been tracked (Champaign IL, San Diego CA) the borrowed ID has accounted for between 85% and 97% of all illegal ID use. While the possibility of use of a siblings ID exists, it is more common for the borrowed ID to be a subject not related to the user. Information from licensing organizations has revealed alarming trends in the obtaining of duplicate driver's licenses and ID cards by person age 21 to 25. In some cases it's been documented that a single individual has needed to obtain 4 to 5 replacement IDs. Do you think it is coincidence? Knowing this should help guide individuals involved in carding.

Techniques for detecting the borrowed ID may include:

- Examination of the ID to include close scrutiny of the ID photo as compared to the user. It is suggested that scrutiny start with identification of permanent facial characteristics of the user and then a comparison to the photo. Hair color, facial hair, hair style and eye color should not be primary focal points as these can be easily changed.

- Review and comparison of other physical descriptors like height and weight.

- Validation of ID (Is it an acceptable form, is it expired, or is it a duplicate ID?)

■   Questioning the holder of the ID to determine if in fact it is
them.

If aspects of the ID create a concern to the person carding, the next step
is to question them about the information on the ID. When questioning
subjects it is important to realize, in borrowed ID cases, that the user
is likely to have memorized the information. To be successful in the
carding process it is important for the questioning to be done in a way
that would create a reaction of deceit. Signs of deceit may include
avoiding eye contact, unusual hesitation, nervous behavior, attempts to
intimidate and the eyes tracking up (recall or making something up).

Most questions asked about the ID would not require the owner to
use recall. In cases where the borrowed ID has been presented it is
important for the carder to display confidence and ask questions in a way
that would create the need for recall. During the questioning phase it is
not uncommon to ask the user to recite the address. This can be done
with little challenge to the user. However, if the carder were to ask for
the house or apartment number instead of the address it is much more
likely to result in a reaction indicating the user is not the owner. Having
the user spell the first or last name can also result in the detection of
illegal ID use. When spelling their own name a person will typically
develop a rhythm and give emphasis to certain letters. The user of a fake
ID will typically be more rigid and monotone in the spelling of the name
because they don't take ownership of the name. It is also not uncommon
for the user to misspell the name.

Creative questioning can also help in detecting the borrowed ID. Asking
questions like what is your middle name and prompting them with the
wrong middle initial can result in a deceptive response. The response
may include the providing of a middle name using the prompted for
wrong middle initial. It may also include a lack of care or concern about
an error in the document, again showing a lack of ownership. Most
people would express a great deal of concern over an error in their
driver's license or ID card. Another type of creative question would be
to ask for the year of graduation. This question will typically require the
user to do the math to come up with the correct year. Signs of deceit will

include unusual hesitation and the eyes tracking up.

Another technique in detecting the borrowed ID is to have the user sign their name on a piece of paper. It is recommended that the user sign three times. This allows the carder to watch how the signature is being done. Typically, people using the borrowed ID will be very slow and deliberate in signing the name and will make an effort to emulate the previous signature. The signatures are then compared to the signature on the presented documents. In most cases the carder does not need to have any training to detect the differences, they are usually very apparent to include the wrong slant and misspellings.

When discussing fake ID use it is not uncommon for there to be a lack of recognition of this form of use. As stated earlier, the borrowed IDs are the most common type of illegal IDs being used by people under 21. Communities should be encouraging retailers to be alert to this type of use and be aggressive in their carding efforts. Law Enforcement should also be supporting these efforts to help reduce youth access to alcohol.

Fake / Fraudulent / Fictitious IDs –

Fake, Fraudulent and Fictitious IDs are documents that purport to be a driver's license or ID card. Some of these documents may appear to be a real ID as issued by a government entity while others may have no similarity to the documents being issued but are designed in such a way that a person may believe them to be a real document. In the majority of the cases, with close examination and the use of an ID checking guide and other detection equipment, fake IDs are detectable. The carders knowledge of IDs commonly used in the area will also help greatly in this detection. Communication between retailers and law enforcement and the sharing of information on what IDs each are seeing will help.

Fake IDs come from a variety of sources. Creative individuals have established their own ability to produce and market their own fake IDs and provide or sell them to friends and acquaintances. In some cases the qualities of the IDs produced are good enough that they expand their business and sell them through referrals and their own marketing efforts. The availability of fake IDs through the internet is

also abundant. A quick computer search on the term fake ID reveals millions of hits. Some of the sites listed advertise novelty / fake IDs and sell their products through the online purchase process. These IDs are of good quality and can pass for real state documents if the carder fails to examine them closely. To avoid prosecution some of these IDs have disclaimers that they are not real documents or not issued by the government. In these cases the manufacturer tells the user that he or she bears the responsibility for the illegal use.

Buyers beware. Some internet sites are scam based. People are willingly sending money to these sites with hopes of getting an ID. After sending in the money and information they anxiously await the arrival of the ID only to realize that they have been scammed. It is nearly impossible to tell the difference between these types of sites when they are posted online. It's only after the purchaser goes back to look for the site that they realize they have been scammed.

The easiest way to detect the majority of these IDs is the visual and physical examination of the actual document. The carder must get the ID in hand to be able to feel it and properly examine it. There four basic "feel" tests that will aid in this detection. The first is to check the rigidity of the card. In many cases the material the Fake ID is produced from is of a different weight / thickness than the real document. Simply giving the ID a squeeze, as shown in the photo to the right, will help you make that determination. The weight of the document will vary from state to state but will be consistent with in the state and the style of ID being examined.

The second test involves checking the edges of the ID. Most all IDs have rounded edges due to the material they are made from. If the edges feel square it is possible the ID has a false front. If the edge feels square a closer inspection should be completed. Typically

the squared edge is due to an overlay affixed to the front of the ID. This overlay is cut incorrectly and creates the squared edge.

Feeling the front and back surfaces should also be done as part of the "feel tests". Carders should, using the pads of the fingers, lightly feel for bumps, ridges and irregularities that are not part of the normal ID. Some states are now using raised ink and embossed print as part of their security features. The raised ink feature may include signatures and birth dates printed on the front and back. The embossed feature most commonly uses the birth date. These raised characters can been seen and felt. A photo example of the embossed birth date is provided in the section on security features.

The last of the "feel" tests is to check the corners of the ID. Real documents are made in such a way that the face of the ID cannot be peeled up. To check this, the carder can simply try to split the ID using a fingernail. If the ID splits it is a good indicator that the document is not real. It is not uncommon to find young people using false front IDs.   The texture of the false front is, at times, different. IDs users reluctant to remove IDs from carriers may be using this technique.

It is important to conduct a visual examination of the ID as well. This should include checking the overall appearance of the ID as well as the fonts and coloration patterns. It is not uncommon to see font differences between fake and real documents. This may include a totally different font style, improper bolding, lack of shading and the wrong size font. The colors may be of different shades or even the wrong color for the type of ID being shown. Spelling errors have also been noted on fake IDs.

Many fake IDs have their own security features which are inconsistent with the real documents. They may have symbols on them which are common to fake IDs. A seal of authenticity, eagle's head or flying eagles, skeleton keys, whole globes or three part globes and words like

secure, valid and genuine have been regularly placed on the security plate of the fake IDs. It is important to know what should be appearing on the face of the ID. Again, the use of a ID checking guide can be very useful in making that assessment.

When doing the visual examination of the ID, carders should always remember to examine the back as well. Those manufacturing illegal IDs go to a great deal of effort to try to match the face of the ID but often fail to put the same effort onto the back. The reverse side of the ID may have information
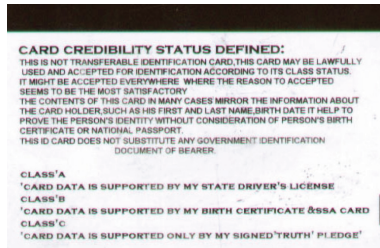
which does not even match the real document. In some cases the manufacturer will put information on the back designed to convince the person examining it that the document is real ("Card Credibility Status Defined"). While the document may look good, the fine print tells a different story. In some cases, they will also embed statements like "Not a Real ID" or "Not a Government ID" on the back.

When law enforcement encounters these types of cases it is important to question the possessor as to how they obtained the fake ID. A source investigation may be called for when information is received that points to local or regional manufacturing activities.

Altered IDs

Altered IDs involve making physical changes to a real ID. This most commonly involves the changing of the birth date or photo. With the improved security features on IDs issued by the government, the alterations of these documents have become less frequent.

Current trends involve only the changing of the birth date and related date information like "Under 21 Until". With newer style IDs the ability to change the photo has been eliminated.
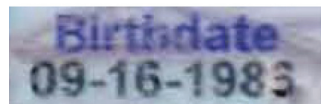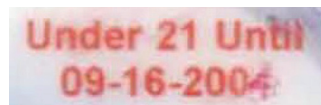
A common technique used to alter birth dates involves using clear fingernail polish or super glue. The polish or glue is placed directly over the numbers to be changed and a new number is then placed on the polish or glue. This will usually result in a small raised spot over the year of birth and in some cases a shiny spot in that same area. This alteration can be detected using the "Feel Tests" mentioned above. A visual examination will also reveal coloration changes in the numbers with some areas being darker than others. Fonts may also be different.

What Can Be Done to Curtail the Manufacturers of False Identification?

Vigorous pursuit and prosecution of the manufacturers of false identification is uncommon. The nature of the laws against this behavior, the relative ease of manufacture, and the fact that manufacturers are often located out of state or in foreign countries make enforcement difficult. Many states have reacted to the difficulty in criminally addressing the manufacturing process by making significant changes in the IDs the States are producing. Because the status of applicable laws vary from State to State and can change over time, it is recommended that you check the statutes in your State annually for changes and/or consult with your legal advisor for changes in your state laws. The advancement in security features make it more difficult for the manufacturer by adding layers of security requiring more effort on the manufacturer's part. Some of the common security features are shown below. The examples are being provided to highlight the effort and educate the law enforcement and retail community on what to look for when these security features are listed in the ID checking guides.

Ultra-Violet Images

Words, pictures and designs have been placed on the front and or back of IDs that are only visible with the use of an Ultra –Violet light source. The most advanced of these are color photos of the ID owner. Most States have gone to the use of ultra-violet images. This has made it more difficult for the manufacturer as it requires more sophisticated equipment. In an effort to have a UV image some manufacturers have

resorted to using the states name printed repeatedly across the face of the ID in a horizontal pattern or another pattern just so that it has a UV image on it. Some states had a similar pattern and used a similar horizontal pattern when UV images were first used.


The above shows both a photo based UV image (on left) and a fake document (on right). The coloration differences should help identify the real form the fake.

It is best to check ID guides to confirm the pattern and location of the UV image. UV light may also help in the overall detection without relying on a specific image. IDs that glow or appear very light in color may also indicate that the document is bad. In the example to the right the ID on the right is bad. The coloration is due to the black light being used. The photo on the left image is a correct black light image. Coloration differences are more easily detected when compared to a known valid document.

Micro printing/Nano printing

Micro printing and Nano printing is text that cannot be read with naked eye. This type of security feature may appear as lines on the ID or as part of

patterns or images. In some cases this feature is incorporated in part of an optical variable device (OVD). Micro-print has been used for many years as a security feature. When examining the document without the aid of a magnifying glass the line or image will appear to have rough edges. Reproductions of micro-print will typically appear as a broken line. The pattern of the micro-print may also be significant depending on the state. Again, the use of an ID checking guide and state specific information can be very helpful in locating and validating the micro printing.
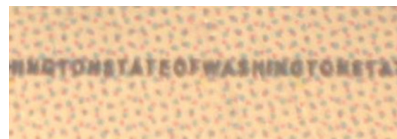
Holographic Images

Holograms are three dimensional images that when moved around appear to change and jump out from the document. This security feature has been most commonly used with a state's seal. The image will change colors and appear 3 dimensional when moved around. As is the case with any of the security features, not all States use this feature.

Ghost Images

This security feature uses the standard ID photo and reduces it in size, makes a less clear copy of it and then places it on another area of the ID. Good quality ghost images appear as though you can look right through the photo. Manufacturers of illegal IDs will

Real image   Fake image

often take the standard ID photo, reduce the size and lighten the color of it. In many of those cases you can make out full facial features. This clarity can be beneficial in detecting the illegal documents. Not all States will use the highest quality ghost images so care should be used when examining this feature.
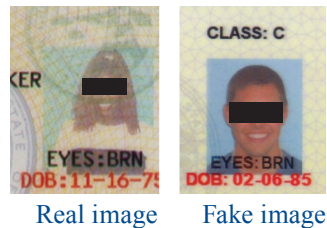
Kinegrams

The kinegram security feature is not used as widely here in the United States as it is in forgein countries. What makes the kinegram unique is that as the document is moved around it will appear to be different images.   This is similar to a holographic image and may also appear similar to the optical variable device.   Colors and patterns will typically vary depending on the angle in which the examiner is viewing the ID.

Optical variable device (OVD)

The optical variable device or OVD is similar to the Kinegram and Hologram in that when moved around it appears to change colors. This security feature has been combined with micro print in the example provided. In some cases the OVD feature will cover the entire face of the ID. It is typically part of the security plate which over lays the data portion of the ID. Attempts to replicate the OVD have been successful to a limited extent. Typically, when this security feature is combined with other features the manufacturers of illegal IDs fail to do multiple components correctly.

Laser Light Feature

One of the newer security features which has appeared on only a couple of state IDs involves the use of the laser light. When the laser light is focused on a specific part of the ID a letter or image will reflect off. This feature requires knowledge as to where to point the laser light and can only be done when the license is held near a vertical flat surface and the right lighting conditions. It is not recommended as a standard check for retailers as it requires more knowledge and is more difficult to confirm.
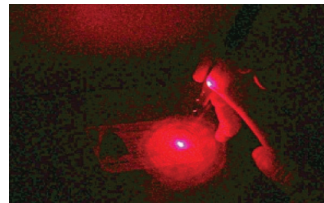
Opacity Mark

One of the newest security features is the opacity mark which appears as an embedded perforated marking. These marking are only visible by using a light source directed through the ID. The patterns will vary by state. This security feature cannot be detected by feel as it is an internal feature concealed within the document.

Embossed dates / information

Another of the newer security features is the embossed information. As is shown in the photo on the right, the birth date is raised off the face of the ID. This feature may be slightly altered with wear. Another version of this embossed data is also featured in the photo. In this case the signature is in raised ink that can be felt on the surface of the ID. This feature may appear on the front or back of the ID. States using this feature will typically use the person birth date or signature as the data that is enhanced.

## Bar Codes, data chips and magnetic stripes

When security features first started showing up on IDs the magnetic strip was the most common. These strips contained specific information about the owner of the ID. As technology advanced these strips became programmable. With the right equipment the data could be altered and they became less effective. States started going away from using them and moved toward bar coding. Bar codes can be one or two dimensional. Early versions were the single bars (one dimensional) and have now advanced to the two dimensional format. As you see to the right they have become very advanced. ID readers have been developed to help the retailer determine if the ID being presented is real or fake and if the presenter is of legal age. Again, as technology has advanced the creative criminal element worked on their trade to defeat these types of security features. Fake IDs have been found with bogus bar codes that would scan correctly with some ID readers. Further advancement has lead to the security chip which contains even more detailed information on the ID owner. At the present time the use of data chips on state issued IDs has been limited.
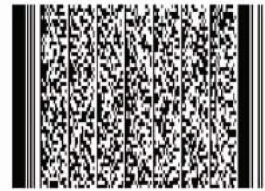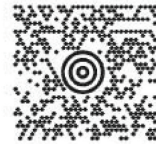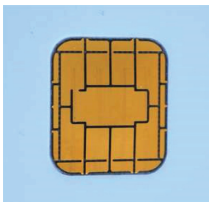
Other Security Features

There are several other security features used by states. These additional security features may include deliberate errors, overlapping data, rainbow printing, repetitive data and guilloche patterns.

Even during the most recent revision of this training guide advancements were being made to security features for driver's licenses and ID cards. Additionally, technology continues to be advanced with new security features being developed to protect the owners of these documents and discourage the manufacturing of fraudulent and fictitious IDs.

ID checking guides will remain a critical tool for law enforcement and employees of licensed establishments to ensure the most accurate check of documents. The best of the guides are updated regularly and a new version published at least once a year. This type of information would also be beneficial to non-alcohol retailers, banks and other financial institutions to aid in the detection of identity theft and other financial crimes.

What Can Retailers, Servers and Sellers Do to Prevent Sales to Persons Under 21 Using False IDs?

There are several ways that retailers, servers and sellers can avoid illegal sales to persons less than 21 years of age. Each of these strategies requires a commitment by ownership and management to prevent sales to underage purchasers. The most important of these is the establishment of strict policies, and the communication and reinforcement of those polices with the line staff.

First and foremost to the prevention of illegal sales is adequate training of staff on what the policies and laws are regarding the sale of alcohol. This training should also include a quality illegal ID detection program. Staff must know what to look for when checking IDs to be able to prevent the sale. They must also know how to deal with the customer once a suspected illegal ID is presented.

A key policy for retailers should be the requirement that all servers and sellers of alcohol see identification prior to the sale or delivery of alcohol. This policy can be further enhanced with the establishment of a minimum carding age policy which sets that age well above the legal drinking age. Common recommendations by trainers specializing in illegal IDs is that the recommended age for checking the ID focuses on people under the age of 30 to 35 years. Some states now require, by law, that an ID must be seen prior to the delivery of alcohol no matter what the purchaser's age is. This type of policy may also be adopted by retailers in states where no laws exist. A good examination of an ID will go a long way to the prevention of the illegal sale.

In cases where retailers are using doormen, the responsibility for the illegal sale of alcohol does not end with that staff person. In most states, if an illegal sale occurs, the server or seller has the primary responsibility and not the doorman. Be sure to consult with your legal advisor to determine the laws on this issue in your state. Retailer staff must work together to ensure that carding is occurring correctly. Training the sellers and servers is as critical as the door staff. If sellers and servers are not comfortable with a potential sale or delivery due to the youthful appearance of the patron, the ability to bring a doorman over to confirm an ID should be planned for.

On-premise retailers may promote their business through the use of VIP lines. Even in these cases, where the patron may be known to the staff, it is good policy that the patron should still be required to show an ID. There have been many documented cases where a patron is able to gain entry through the use of an illegal ID and quickly works toward the VIP status. Once there, carding protocols are relaxed and the patron is able to come and go without confirming identity. Only later when an issue arises, does the retailer find out that the patron is not of age. The inability to confirm how the minor was able to gain access leaves the retailer and seller to face possible administrative sanctions, civil liability or criminal charges

On-Premise locations which are allowed to have patrons on the premise who are underage should have a good carding program that includes

procedures on marking underage patrons from those of age. Wrist banding and hand stamping policies should be evaluated on their ability to prevent misuse. Wrist banding policies should include wristbands with a random color or design rotation, tamperproof wristbands with UV features, and a re-carding policy if the patron leaves and later returns. The use of wristbands with serialized or sequential numbering will help with control and security. A stamping program is best used with the underage patron and in combination with a wrist banding policy for the adult patrons. Using a permanent ink and stamping on the dominate hand will help identify minors who might be consuming. The use of a permanent ink helps prevents the removal of the stamp or marking.
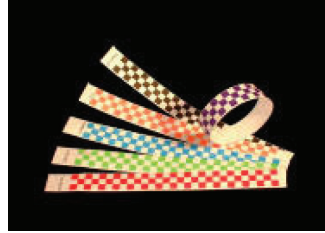
Owners and managers should provide the tools necessary to assist in the carding process. Tools used to detect the security features of the most commonly used IDs should be provided by owners and managers. A reputable ID checking guide should be provided and available to staff in every retail outlet. Costs of these guides will vary and in some cases they may be able to be obtained free from an alcohol distributer. With the prevalence of the ultra violet (UV) feature on state IDs a hand held, desk top or mounted black light should be part of the standard equipment available to staff. Basic handheld lights are relatively inexpensive and can usually be obtained at local retailers including pet stores.

Other types of equipment that will aid in the detection of illegal IDs or be a deterrent to the use of illegal IDs include ID readers / scanners, computer programs that track IDs presented and video recording systems that show the ID presented and the person who presented the ID.

While these ID detection tools are extremely helpful it is important for retailers to realize that they do not replace a good hand held examination

of the ID. The tools should be used secondary to the initial visual inspection of the ID and comparison to the person who is presenting the ID. Some staff may end up using the equipment items as a crutch and fail to do the visual check. With research showing that a majority of Illegal ID use is through the borrowed ID, checks conducted primarily with the use of these items will fail to detect the this type of illegal ID use. Business audits by management on the quality of ID checking by staff may be helpful in encouraging and improving the level of checks conducted.

It should be the policy of the retailer that if staff encounters an ID that they are not comfortable with they should ask for secondary forms of ID. In making this request it is important to watch the body language of the patron. Turning the body away from the staff person or concealing the wallet or purse is usually an indicator that an illegal ID may be involved. In some cases the patron may simply state that they will go somewhere else. Again, communication can be helpful. In these cases retailers may want to alert other retailers of this attempted use of suspected illegal IDs. The laws or administrative regulations addressing the issues of what type of identification may be accepted by a retailer or their agent vary. You should consult with your legal advisor to ensure that you have a solid understanding of the duties and obligations of the alcohol retailer and the types of acceptable forms of identification.

Many states have adopted vertical print formats for IDs of individuals under the legal age to purchase or possess alcohol. This format should help he retailer in reducing the illegal sales. A recommend policy is that the retailer should refuse the sale when this format of ID is presented. In most states these IDs are valid past the 21st birth day. It is better to refuse and let the patron raise the issue of validity. At that point the validity of the age can be done. Many cases have been documented where the staff person is unable to properly calculate the correct age. This policy reduces that risk.

What Can Communities and Law Enforcement Do To Reduce the Use of Illegal IDs?

Community standards are, in part, established by the policies created by the community and the willingness of law enforcement to enforce those policies. As a first step to further impacting youth access and the use of illegal IDs, communities should conduct an assessment to see what policies are on the books and the level of enforcement that occurs surrounding those policies. If weaknesses are found they should be addressed.

Local communities that have the legal authority to control certain aspects of liquor retailer operations may want to consider adopting policies that further reduce youth access and discourage the use of illegal IDs.

In some communities mandatory carding laws that provide both a minimum age for requesting an ID and control the types of IDs which may be accepted by the retailer have made it easier for the employee to prevent the illegal sale. It is not uncommon for minimum carding ages to be established in the 30 to 35 year old range. This type of policy will help ensure that older looking minors are checked.

Policies regarding acceptable forms of IDs usually focus on the most common type of IDs carried by the majority of the population (i.e. government IDs to include ID cards, driver's licenses, passports and military IDs.) Under these policies, other forms of IDs may be accepted but it will usually require that a secondary form of ID also be shown. IDs that are expired and traffic tickets are not acceptable forms of IDs. It is also important to identify other types of IDs that may appear to be real but often times are not. International student IDs and International driver's licenses fall into this area. While some of these types of IDs may have a purpose, the validation processes is often lacking and are often found to contain incorrect information.

Restricting entry age to only those legal to consume will also help reduce youth access to alcohol and issues related to illegal ID use. Most

commonly, these types of restrictions are limited to bar and tavern type premises where the primary function of the business is the serving of alcohol. These restrictions are more relaxed in the restaurant type environment. The allowing of minors onto premises whose primary function is the serving of alcohol requires staff to check IDs at different levels (age to be on premises and age to consume) and puts additional burdens on the retailer. Retailers need additional staff to monitor for the passing of alcohol from the adult to the minor patron. Door staffs are challenged with having to check for multiple ages and ensure that patrons are marked correctly. Communities who have changed this policy (Warrensburg, MO and Iowa City, IA) have reported reductions in several "alcohol" harm related areas.

Law Enforcement's role in addressing illegal ID use is equally important. Some communities have increased the priority level of calls for service involving the possible use of an illegal ID. In many communities this type of call is a low priority and held for extended periods of time. The retailer is left to deal with the customer and will often simply deny the sale and return the ID to avoid the conflict. The individual in this case has lost nothing and will simply move on to the next retailer and attempt again. The increase in a priority level response by law enforcement discourages illegal ID use since the risk of being caught is higher.

A retailer's action or lack of action can be directly related to the volume of calls and types of problems the police end up having to deal with. A level of cooperation should be established between police and the retailers. The offering of a quality ID training program for the retailer may be a good first step in building the level of cooperation. Retailers need to know what to look for and how to address the issue of illegal IDs. This type of training, provided by or with the assistance of law enforcement, reinforces the importance of illegal ID detection and carding policies.

The community can further support these trainings by providing venues for the training to occur in as well as the providing of ID detection tools like ID checking guides and hand held black lights.

Some communities have mandatory training requirements. Most commonly these are responsible beverage service training programs and have an element of illegal ID detection. Other communities have specific training for security and personnel that have as part of their job duties, the checking of IDs. To further reinforce the importance of this type of training and the job the employee are doing, law enforcement should be a part of this training.

Other options used by communities have included the offering of incentives to retailers who take a more active role in preventing illegal sales and illegal ID detection. Incentives are offered in the form of fee reductions or fine waivers or reductions for participation in certain programs or having specialized equipment that may help reduce illegal ID use and aid law enforcement in the detection of criminal activity. Programs being used include a "Card Hard" program that recognizes a retailer's carding effort and tracks IDs turned over to law enforcement authorities or the use of surveillance equipment at the door which would record the ID presented and the person presenting it. The use of this surveillance equipment may also be helpful in identifying suspects of criminal activity which manifests itself at the retailer. Voluntary participation in training programs and enforcement programs like Cops in Shops or Badges in Bars may also be included as part of an incentive program.

These same programs may also be considered as part of a creative sanction program for retailers who have had violations. In addition to fines or to reduce fines against a retailer the retailer could be required to participate in a program or add equipment that would reduce youth access and illegal ID use.

It is important to realize that retailers are part of the community. They provide a social outlet and provide a source of revenue to many communities. They should be encouraged to be a good neighbor and take necessary steps to prevent illegal sales and discourage the use of illegal IDs.

What can be done at the State level to assist in reducing illegal ID use?

Many steps have been taken at the State level to improve the security features of the ID. One of the more effective measures to reduce youth access has been the printing of "Under 21" IDs in a vertical format and including the "Under 21 until date". This makes it extremely easy to detect when an ID has been issued to a person under the legal consumption age. The only complication to this format is the inconsistency from state to state as it relates to the expiration of the document. It has been shown that employees have had issues in doing the math and will make errors which leads to illegal sales. Having expiration dates that are near the 21st birthday would help reduce the likelihood of these types of errors.

Some states have gone to mandatory carding laws which require retailers to see and ID before the sale of alcohol can occur. This type of policy is beneficial to both the retailer and the community. There is an expectation on both the employee and the patron that the ID will be shown. This reduces the conflict of asking for an ID on the part of the employee and makes it more difficult to obtain alcohol directly from the retailer.

Sanctions against minors for illegal ID use vary from state to state. Most states make the possession of an illegal ID a misdemeanor. This, in many cases, may include the possession of a borrowed ID. The possession of a fraudulent or fictitious ID may increase the violation to a felony level.   The seriousness of manufacturing illegal IDs is reflected by felony level charges in most states. Even with the possibility of criminal sanctions against the possessors there does not appear to be significant deterrent effect and minors are regularly using illegal IDs. This is, in part, due to the fact that unless the minor has a past criminal history, the minor is unlikely to see the more significant penalty. States may want to conduct a review of these laws and evaluate the level of enforcement occurring in combination with the deterrent effect the law has.

In a few states, the licensing body has the authority to administratively suspend the driver's license of those who are caught possessing an illegal ID. This is done through a report sent to the licensing body and does not require that a criminal charge be filed. Through interviews of young people it is apparent that the risk of the loss of their driver's license is a significant deterrent to using an illegal ID. Additionally, these same sanctions may be applied to the person who loans an ID for an illegal purpose. This adds to the deterrent effects of this policy.

State policies that prevent law suits against retailers would also help reduce illegal ID use. Many retailers are reluctant to aggressively check IDs and notify law enforcement for fear of civil action. Having "hold harmless" laws that provide a level of protection for good faith efforts is likely to result in better ID checking and more frequent detection of illegal ID use. This can be further enhanced with laws that give clear authority for retailers to seize suspected illegal documents and immediately turn them over to law enforcement authorities.

Success Story

Not Your Average ID Checker: New Hampshire's State Liquor Commission Implements the B5000 Document Authenticator Program

In our fast moving high-technology world, access to fraudulent identification cards is easy and cheap. With improvements in technology and the Internet, fake identification cards have become much more advanced and more difficult to detect by the naked eye. In fact, New Hampshire's Division of Liquor Enforcement initiated a major case that involved the prosecution and conviction of a manufacturer who profited more than $10,000 per month in fraudulent identification distribution throughout several jurisdictions. This major case was prosecuted with the assistance of the Massachusetts Alcoholic Beverage Control Commission, Homeland Security, and the Massachusetts State Police. Understanding that further progress was needed in battling New Hampshire's fraudulent identifi-

cation card problem, they used EUDL funds to tackle and put a dent in this challenging problem. In 2011, the New Hampshire's Bureau of Enforcement developed and initiated the B5000 Document Authenticator program.

The program was designed to evaluate and verify several types of identification forensically, including licenses and passports. The B5000 is used to create and maintain a fraudulent identification database that is shared by law enforcement agencies, and it assists with identifying trends in fraudulent identification manufacturing, which supports the prevention of youth access to alcohol. This advanced tool has several features and benefits that help New Hampshire develop collaborative relationships with and implement support of law enforcement agencies, community coalitions, and retailers in preventing underage drinking. New Hampshire's State Liquor Commission shared the tool and availability with other State agencies, and soon after hearing about its availability, they were asked to present the tool and its benefits to the New Hampshire United States Attorney General's Office *Identity Theft Task* Force (composed of Federal, State, and local officers.) The New Hampshire State Liquor Commission plans to present the program and the B5000 to the State Attorney General's office and anticipates more opportunities to share the tool and the program.

The benefits of this B5000 program follow:
- Enables you to perform security checks in just seconds – accurately and automatically.
- Checks many layers of security: barcode, presence/absence of holograms, ink type, etc.
- Consults a large, localized library (that supports more than 1,000 types of ID cards, including both national and international IDs) to check authenticity.
- Records information to support development of a database that saves and prints these records to share with law enforcement, retailers, and communities.
- Overcomes human limitations, such as fatigue, in validating documents, and the system's simplicity and automation mean minimal training is required.

Conclusion

Communities concerned about underage drinking should establish a comprehensive approach to reducing alcohol access. There are many effective strategies, and preventing the use of false identification is only one of them. (See Resources at the end of this booklet for sources of information on a range of important strategies.)   Furthermore, communities should keep in mind that some false IDs will go undetected, especially with the level of technology currently available. The fact that successful purchases will still be made using a false ID should not discourage communities from making the effort.

The best way to reduce underage drinking is to establish a strong community norm against underage drinking that makes it clear to young people and those who would abet them in obtaining alcohol that such behavior is unacceptable and is likely to result in negative consequences. A strong community norm and concern about consequences will deter many people from even attempting to engage in illegal behavior. Preventing the manufacture and use of false identification is one way of reinforcing that norm.