



# COMMONWEALTH of VIRGINIA

Department of Motor Vehicles  
2300 West Broad Street

**Richard D. Holcomb**  
Commissioner

Post Office Box 27412  
Richmond, VA 23269-0001

December 28, 2021

The Honorable David W. Marsden, Senator  
Chair Senate Committee on Transportation  
Pocahontas Building, Room E618  
900 East Main Street  
Richmond, Virginia 23219

The Honorable Delores L. McQuinn, Delegate  
Chair House Committee on Transportation  
Pocahontas Building, Room E324  
900 East Main Street  
Richmond, Virginia 23219

Re: Driver Privilege Card Implementation Report

Dear Chairs Marsden and McQuinn:

Chapters 1227 and 1246 of the 2020 *Acts of Assembly* require the Commissioner of the Department of Motor Vehicles (DMV) to report to the Chairmen of the House and Senate Committees on Transportation by December 1, 2021, as to the implementation of the Driver Privilege Card (DPC) program.

## Background

During the 2016 General Assembly session, five bills concerning driving credentials for resident immigrants were introduced: HB 695 (Kory); HB 987 (Lopez); HB 1082 (Boysko); HB 1316 (Bloxom); and SB 390 (Surovell). The House Transportation subcommittee determined that the issues covered by the bills could have significant impacts on a number of areas, and as a result, Chairman Ron Villanueva charged DMV to study the potential impact of issuing driving credentials to resident immigrants. DMV invited a number of stakeholders to participate in the study, including immigrant community representatives, law enforcement, highway safety advocates, insurance industry representatives, agricultural industry representatives, human trafficking prevention advocates, economic and social research institutions, judicial representatives, and other state agencies. The study report was issued in November 2016 and included recommended legislative language that had been agreed upon by the stakeholders.

The Honorable David W. Marsden  
The Honorable Delores L. McQuinn  
December 28, 2021

Bills were filed during the General Assembly sessions in each of the following years using this recommended language, but each failed to pass. In 2020, bills were filed by Senator Surovell (SB 34) and Delegate Tran (HB 1211), which would allow DMV to issue driving credentials to resident immigrants. SB 34 followed the 2016 study's recommended language, while HB 1211 did not. The language in SB 34 was later updated to address current issues and HB 1211 was conformed to SB 34. These two bills passed and were signed in law. A delayed effective date of January 1, 2021 was included in order to give DMV time to update its IT systems and implement the bill.

In order to be eligible for a DPC, the applicant must be a Virginia resident who is not a U.S. citizen. Applicants must have reported income from Virginia sources or be claimed as a dependent on such a Virginia income tax return that was filed within the past 12 months. Applicants must also not be in violation of insurance requirements. Additionally, applicants must present to DMV all of the proof of identity and residency documentation that is required for a standard or REAL ID driver's license, except that applicants for a DPC do not have to provide proof of legal presence. DPC applicants must also pass the same knowledge and road skills tests as applicants for standard or REAL ID driver's credentials. When applicable, they must also complete driver's education.

### Implementation

Prior to implementation, DMV worked closely with the Virginia Department of Taxation to build an effective and secure real-time electronic system to verify that an applicant had filed taxes in Virginia in the prior twelve months, which is one of the requirements DPC applicants must meet in order to obtain a DPC. Additionally, DMV updated its IT systems to create the new credential and the necessary procedures to support implementation.

Another very important portion of implementing the DPC is community outreach. In order for the DPC rollout to be a success, the public must be informed about this new credential. DMV has run radio, television, and internet media campaigns across the state in both English and Spanish that include news releases, publications, social media messages, and the development of a new webpage for DPC. DMV also provided a DPC online toolkit in English and Spanish to all members of the General Assembly, which is designed to assist in providing information to constituents. The toolkit includes sample news releases, a PowerPoint presentation, sample social media messages, and many other informative items.

In addition, DMV reached out to community organizations and other interested stakeholders to identify outreach opportunities, including virtual community meetings and conference calls. To date, DMV has held three virtual webinars in both English and Spanish, one of which was held in cooperation with the Governor's Office. During these events, DMV was able to provide information to attendees and answer any questions the attendees had.

A key component of implementation was developing a list of acceptable proof of identity and residency documents that would be acceptable as part of the requirements to obtain a DPC. DMV started with a list based on currently acceptable documents and expanded the list to

The Honorable David W. Marsden  
 The Honorable Delores L. McQuinn  
 December 28, 2021

include additional reliable proof documentation that would be accessible to DPC applicants, and when appropriate, adjusted the list based on their comments.

After DMV began issuing DPCs in January 2021, DMV received feedback from community groups regarding the rollout and improved the process in response. For example, at the beginning of the program, DMV was notified of issues applicants were experiencing related to proof of tax filing. DMV quickly worked with the Department of Taxation to resolve these issues.

DMV has also made a number of improvements to expand the availability of resources, documents, and tests in different languages. For example, DMV offers its driver knowledge test in Spanish and 25 other languages. In July 2021, a practice knowledge test in Spanish was added to the DMV website and many customers have been taking advantage of it. As of November 30, 2021, more than 100,000 practice tests in Spanish have been completed online. Additionally, DMV has implemented a new process to ensure that limited-English proficient applicants fully understand testing options and directions. The knowledge test is available in an audio version in addition to the computer-based and paper versions. For the road skills test, customers may use a translator at any of DMV's close course test sites (implemented in August 2020).

On February 23, 2021, the duplicate and reissue DPC process was rolled out online and in customer service centers. Customers would need a duplicate DPC if their credential is lost, stolen, or destroyed. Reissue DPCs are requested when a customer needs to update some information on the credential, such as a name or address change. On July 1, 2021, the renewal DPC process was rolled out both online and in customer service centers.

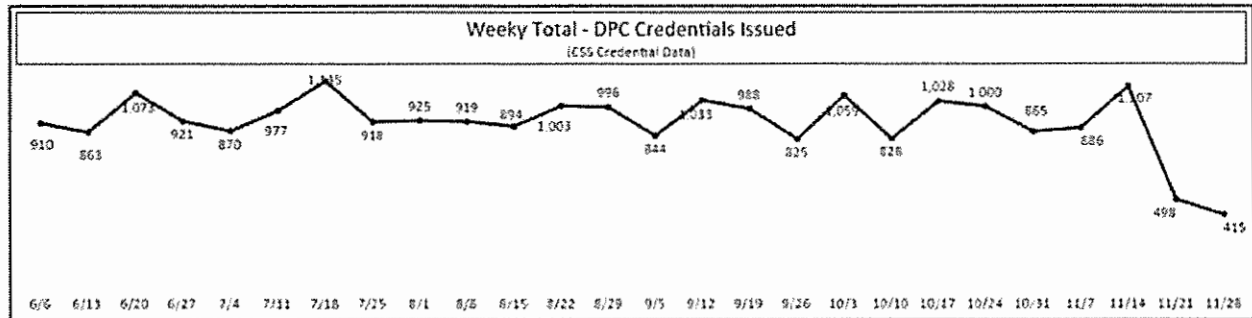
Issuance Data

Because January 1<sup>st</sup> is a state holiday, DMV began issuing DPCs on January 2, 2021. Through November 30, 2021, DMV has issued 40,961 DPCs. The first chart below details the numbers to date: 15,236 original DPCs, 14,952 DPC learner's permits, 9,415 combined learner's permits and DPCs (when a learner's permit is converted to a DPC), and 69 renewal DPCs. DMV has also issued 299 duplicate DPCs and 160 duplicate learner's permits in situations when the customer lost the first credential issued to them. These duplicate credential transactions can now be completed online, without requiring a trip to the DMV. Additionally, DMV has issued 799 reissued DPCs and 31 reissued learner's permits in situations when customers need to update data listed on the credential, such as an address or organ donor preference.

DPC Credentials Issued (CSS Credential Data)								
DPC Original	DPC Learner's Permit	DPC 2YR Renewal	DPC Combined	DPC Duplicate 2 YR	DPC Learner's Permit 2YR Dup	DPC Learner's Permit 2YR Reissue	DPC Reissue 2 YEAR	Total DPCs Issued
15,236	14,952	69	9,415	299	160	31	799	40,961

The Honorable David W. Marsden  
 The Honorable Delores L. McQuinn  
 December 28, 2021

DMV is now generally issuing between 800 and 1,000 DPCs per week, as illustrated in the chart below. These steady numbers potentially indicate that DPC customers are becoming more comfortable with the process, and that customers are obtaining more appointments and are better prepared when they come to DMV.



DPC customers have been served in 73 of the 76 DMV customer service centers (CSCs) statewide. The only offices that have not issued a credential are the Fort Lee and Pentagon CSCs (both military facilities that require a REAL ID credential to enter) and the Smithfield CSC (which is closed pending relocation to a replacement facility in 2022). DMV has also issued DPC credentials through all 14 DMV Connects teams (Fairfax/Westfields, Franconia, Fredericksburg, Harrisonburg, Leesburg, Newport News, Prince William/Manassas, Richmond (three units), Roanoke (two units), Sterling, and Tysons Corner).

Northern Virginia CSCs continue to be the busiest, occupying all of the top 10 spots. The Sterling/Sterling Boulevard is the busiest to date, issuing 2,354 DPC credentials. The Tysons Corner, Arlington, and Prince William/Manassas CSCs have all issued over 2,000 credentials. The following CSCs have issued over 1,000 credentials in the first eleven months: Lorton, Sterling/Free Court, Fairfax/Westfields, Franconia, Alexandria, Woodbridge, Chester, Chesterfield, Fair Oaks Mall, Leesburg, West Henrico, and Roanoke.

Outside of Northern Virginia, the busiest offices in the remaining six DMV districts are as follows:

- Bristol District:** Galax (478, 28th in the state, moving up seven places), Marion (130, 52nd in the state), and Wytheville (72, 63rd in the state);
- Hampton District:** Williamsburg (204, 44th), Newport News (192, 45th), and Tappahannock (173, 46th);
- Portsmouth District:** Norfolk/Widgeon Road (546, 26th), Virginia Beach/Buckner Boulevard (382, 31st), and Onancock (262, 38th);
- Richmond District:** Chesterfield (1,282, 11th), Chester (1,247, 12th), and West Henrico (1,101, 15th);
- Roanoke District:** Roanoke (1,089, 16th), Danville (384, 29th), and Martinsville (358, 35th); and
- Staunton District:** Harrisonburg (812, 19th), Winchester (805, 20th), and Warrenton (777, 22nd).

The Honorable David W. Marsden  
The Honorable Delores L. McQuinn  
December 28, 2021

DMV's implementation of DPC credentials has been a success. Many immigrant residents of Virginia who were not able to obtain driving credentials in the past have now been issued DPC licenses and permits. DMV has worked with community groups representing immigrants through the process and will continue to seek input from community groups in order to implement improvements whenever possible.

Sincerely,

A handwritten signature in black ink, appearing to read "Richard D. Holcomb". The signature is stylized with a large, looped "R" and "H". To the left of the signature is a vertical line and a small horizontal mark.

Richard D. Holcomb

Cc: The Honorable Kathy K.L. Tran  
The Honorable Scott A. Surovell  
The Honorable Jennifer B. Boysko  
The Honorable Shannon R. Valentine