COMMONWEALTH of VIRGINIA

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TO: The Honorable Abigail Spanberger
Governor of Virginia

The Honorable L. Louise Lucas
President pro tempore
Senate of Virginia

The Honorable Don Scott
Speaker
Virginia House of Delegates

FROM: David E. Brown
Director, Virginia Department of Health Professions

DATE: November 20. 2026

RE: 2025-2026 Biennial Report: Virginia Department of Health Professions

This report is submitted in compliance with Virginia Code § 54.1-114, which requires the Department of Health Professions to submit a biennial report to the Governor and the General Assembly on or before November 1 of each even-numbered year. The report must contain, at a minimum: (i) a summary of DHP's fiscal affairs; (ii) a description of the agency's activities; (iii) statistical information regarding the administrative hearings and decisions of the agency's regulatory boards; (iv) a general summary of all complaints received against licensees and the procedures used to resolve the complaints; (v) a description of any action taken by the agency designed to increase public awareness of agency operations and to facilitate public participation; and (vi) for those portions of the report relating to the Board of Medicine, a compilation of data required by Virginia Code § 54.1-2910.1.

Should you have questions about this report, please feel free to contact Anna Badgley at (804) 316-2029 or anna.badgley@dhp.virginia.gov.

DB/EB
Enclosure

CC: The Honorable Marvin Figueroa, Secretary of Health and Human Resources
The Honorable Rodney Willett, Chair, House Committee on Health and Human Services
The Honorable Barbara Favola, Chair, Senate Committee on Education and Health

Virginia Department of

Health Professions

FY 2025-2026 Biennial Report



JULY 1, 2024 to JUNE 30, 2026

Contents

Executive Summary 3
About DHP 4
Organizational Structure of the Office of the Director 5
Regulatory Boards, Advisory Boards, Regulated Professions, Facilities, and Programs 6
Board of Audiology and Speech-Language Pathology 6
Board of Counseling 6
Board of Dentistry 6
Board of Funeral Directors and Embalmers 6
Board of Long-Term Care Administrators 6
Board of Medicine 7
Board of Nursing 7
Board of Optometry 7
Board of Pharmacy 8
Board of Physical Therapy 8
Board of Psychology 8
Board of Social Work 8
Board of Veterinary Medicine 8
Programs 9
Support Divisions 9
Public Awareness and Participation 10
Activities of the Regulatory Boards and DHP Programs 11
License Count 12
Legislative and Regulatory Activity 13
Discipline Activity 14
Financial Insight 17
Board Revenues and Expenditures 17

Executive Summary

The mission of the Department of Health Professions ("DHP") is to ensure safe and competent patient care by licensing health professionals, enforcing standards of practice, and providing information to healthcare practitioners and the public. DHP consists of 13 health regulatory boards responsible for licensing, regulating, and disciplining over 62 health professions; pharmacy, veterinary, funeral, and dental facilities; and nursing education programs in Virginia.

In addition to the health regulatory boards, DHP houses the Healthcare Workforce Data Center ("HWDC"), the Prescription Monitoring Program ("PMP"), and the Health Practitioners' Monitoring Program ("HPMP"). The HWDC conducts licensure renewal surveys, providing the Commonwealth with valuable healthcare workforce data to assist with statewide workforce planning. The PMP maintains a database of prescriptions as a resource for prescribers in their care of patients and is a key tool to prevent controlled substance prescription misuse or diversion. The HPMP provides monitoring services to healthcare practitioners to assist in the treatment and recovery process to allow for a safe return to practice.

DHP's Boards and Advisory Boards rely on 182 gubernatorial appointees to set policy, promulgate regulations, make decisions on non-routine license applications, and adjudicate complaints. DHP actively collaborates with other agencies and stakeholders on a variety of important healthcare issues, such as expanding the healthcare workforce, participating in interstate licensing compacts, and monitoring telemedicine standards. DHP strives to ensure that regulation in Virginia keeps pace with the evolving healthcare landscape.

About DHP

Our Mission

To ensure the delivery of safe and competent patient care by licensing health professionals, enforcing standards of practice, and providing information to healthcare practitioners and the public.



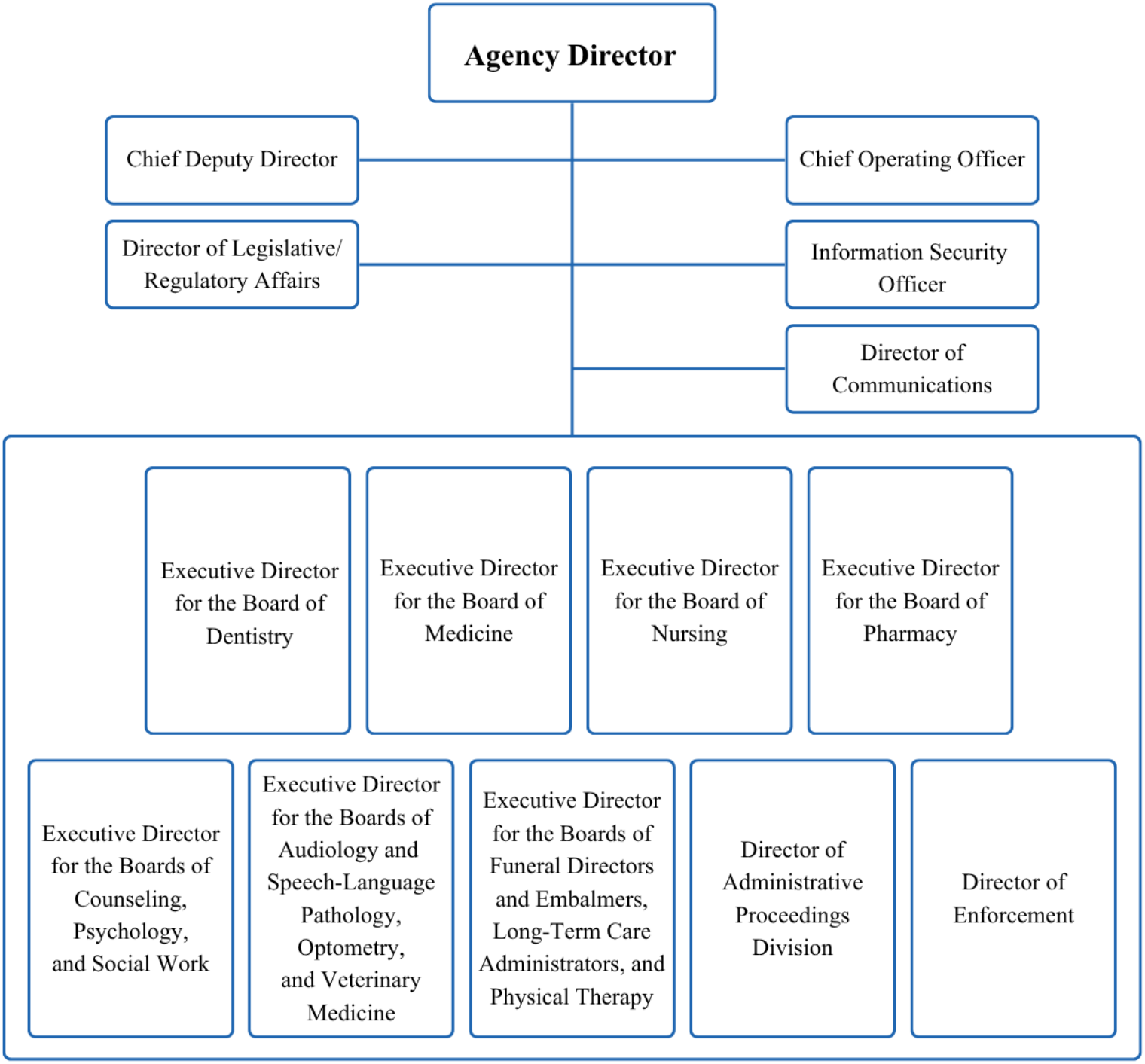
Our Vision

Competent professionals providing healthcare services within the boundaries of their standards of practice to an informed public.

Department of Health Professions

DHP is the umbrella agency for the 13 health regulatory boards that together license and regulate over half a million healthcare practitioners and facilities throughout the Commonwealth. As of the end of FY26, DHP regulates over 62 professions, establishments, and educational programs. DHP also has three programs: the HWDC, the HPMP, and the PMP. In addition, DHP administers the state's Controlled Substance Act.

Organizational Structure of the Office of the Director



Regulatory Boards, Advisory Boards, Regulated Professions, Facilities, and Programs

Board of Audiology and Speech-Language Pathology

Regulated Professions:

- Audiologist
- Provisional Audiologist and Speech-Language Pathologist
- School Speech-Language Pathologist
- Speech-Language Pathologist

Board of Counseling

Regulated Professions:

- Behavioral Health Technician Assistant
- Behavioral Health Technician
- Certified Rehabilitation Provider
- Certified Substance Abuse Counseling Assistant
- Certified Substance Abuse Counselor Supervisee
- Certified Substance Abuse Counselor
- Licensed Professional Counselor
- Licensed Marriage and Family Therapist
- Licensed Substance Abuse Treatment Practitioner
- Qualified Mental Health Professional – Trainee
- Qualified Mental Health Professional
- Registered Peer Recovery Specialist
- Resident in Marriage and Family Therapy
- Resident in Substance Abuse Treatment
- Resident in Counseling

Advisory Board:

- Art Therapy

Board of Dentistry

Regulated Professions, Facilities, Certifications, and Permits:

- Cosmetic Procedure Certification
- Deep Sedation/General Anesthesia Permit
- Dental and Dental Hygienist Faculty
- Dental and Dental Hygienist Temporary Permit
- Dental Assistant II
- Dental Hygienist
- Dentist
- Dentist Volunteer
- Dentist-Temporary Resident
- Mobile Dental Facility/Portable Dental Operation
- Moderate Sedation Permit
- Oral/Maxillofacial Surgeon
- Restricted Volunteer

Board of Funeral Directors and Embalmers

Regulated Professions and Facilities:

- Continuing Education Provider
- Courtesy Card Holder
- Crematories
- Embalmer Intern
- Embalmer
- Funeral Directing Intern
- Funeral Director
- Funeral Establishments - Main and Branch
- Funeral Service Intern
- Funeral Service Licensee
- Funeral Supervisor
- Surface Transportation and Removal Service

Board of Long-Term Care Administrators

Regulated Professions:

- Assisted Living Facility Administrator
- Assisted Living Facility Administrator-in-Training
- Assisted Living Facility Preceptor
- Nursing Home Administrator
- Nursing Home Administrator-in-Training
- Nursing Home Preceptor

Board of Medicine

Regulated Professions:

- Anesthesiologist Assistant
- Assistant Behavior Analyst
- Behavior Analyst
- Certified Surgical Technologist
- Doctor of Chiropractic
- Doctor of Medicine
- Doctor of Osteopathic Medicine
- Doctor of Podiatry
- Genetic Counselor
- Intern and Resident
- Licensed Acupuncturist
- Licensed Athletic Trainer
- Licensed Midwife
- Licensed Surgical Assistant
- Occupational Therapist
- Occupational Therapy Assistant
- Physician Assistant
- Polysomnographic Technologist
- Radiological Technologist
- Radiological Technologist Limited
- Radiologist Assistant
- Respiratory Therapist
- University Limited License

Advisory Boards:

- Acupuncture
- Athletic Trainer
- Behavior Analysis
- Genetic Counseling
- Midwifery
- Occupational Therapy
- Physician Assistant
- Polysomnographic Technology
- Radiological Technology
- Respiratory Therapist
- Surgical Assistant

Virginia Board of Medicine Practitioner Information provides a compilation of Physician Profile Data required by § 54.-2901.1.

Board of Nursing

Regulated Professions and Programs:

- Advanced Certified Nurse Aide
- APRN (Nurse Practitioner, Clinical Nurse Specialist, Nurse Anesthetist and Nurse Midwife)
- Advanced Registered Medication Aide
- In-state Education Programs for Registered Nurses (RN) and Licensed Practical Nurses (LPN), Nurse Aide, and Medication Aide
- Massage Therapist
- Medication Aide
- Nurse Aide
- Nurses (RN and LPN)

Advisory Boards

- Committee of the Joint Boards of Nursing and Medicine
- Massage Therapy

Board of Optometry

Regulated Professions:

- Laser Certified TPA Optometrist
- TPA Certified Optometrist

Board of Pharmacy

Regulated Professions and Facilities:

- Business Controlled Substance Registration
- Limited Use Dispensing Facility
- Limited Use Pharmacy Technician
- Limited Use Practitioner Dispensing
- Medical Equipment Supplier
- Non-resident Manufacturer
- Non-resident Medical Equipment Supplier
- Non-resident Outsourcing Facility
- Non-resident Pharmacy
- Non-resident Third Party Logistics Provider
- Non-resident Warehouser
- Non-resident Wholesale Distributor
- Non-restricted Manufacturer
- Outsourcing Facility
- Permitted Physician
- Pharmacist
- Pharmacy
- Pharmacy Intern
- Pharmacy Technician
- Pharmacy Technician Trainee
- Physician Selling Controlled Substances
- Physician Selling Drugs Location
- Restricted Manufacturer
- Third Party Logistics Provider
- Warehouser
- Wholesale Distributor

Board of Physical Therapy

Regulated Professions and Certifications:

- Direct Access Certification
- Physical Therapist
- Physical Therapist Assistant

Board of Psychology

Regulated Professions:

- Applied Psychologist
- Clinical Psychologist
- Psychological Practitioner
- Psychological Practitioner – Autonomous Practice
- Resident in Psychology
- Resident in School Psychology
- School Psychologist
- School Psychologist-Limited
- Sex Offender Treatment Provider
- Sex Offender Treatment Trainee

Board of Social Work

Regulated Professions:

- Licensed Baccalaureate Social Worker
- Licensed Clinical Social Worker
- Licensed Master's Social Worker
- Licensed Music Therapist
- Supervisee in Social Work

Advisory Board

- Music Therapy

Board of Veterinary Medicine

Regulated Professions and Facilities:

- Equine Dental Technician
- Stationary and Ambulatory Veterinary Establishment
- Veterinarian
- Veterinary Faculty
- Veterinary Intern/Resident
- Veterinary Technician

Programs

The **Healthcare Workforce Data Center** contributes to the data collection and measurement of Virginia's healthcare workforce through regular assessment of workforce supply and demand. HWDC issues detailed profession reports for selected professions licensed in Virginia by DHP.

The **Health Practitioners' Monitoring Program** is a recovery monitoring and support program for healthcare professionals who are diagnosed with a substance use disorder, mental health condition, or physical condition that may alter their ability to practice their profession safely. Participation in the program provides individualized referrals for treatment and monitoring to assist practitioners with their progress toward recovery and ensure a safe return to practice.

The **Prescription Monitoring Program** is a near real-time database that collects information on dispensed controlled substances, naloxone, and medical cannabis products. It helps healthcare providers make informed prescribing and dispensing decisions, supports analyzing drug utilization trends and evaluating policy impacts, and assists the Commonwealth's response to the opioid crisis. The PMP also provides authorized law enforcement and regulatory personnel with information needed for criminal and professional licensing investigations.

Support Divisions

Agency Administration includes the Director's Office, Operations, Communications, Legislative and Regulatory Affairs, Information Technology, Information Technology Security, Finance, Human Resources, and Procurement. These divisions ensure that DHP's Health regulatory boards and programs have the resources and support needed to function effectively and efficiently.

Administrative Proceedings Division ("APD") is responsible for the preparation, processing, and presentation of disciplinary and applicant cases for the health regulatory boards of the department. APD also manages the reporting of all final disciplinary dispositions to the National Practitioner Databank.

Enforcement Division receives complaints and conducts investigations about alleged misconduct by healthcare practitioners and regulated facilities, including pharmacies, veterinary establishments, and funeral establishments. In addition, this Division also conducts inspections of assigned facilities under the authority of DHP.

Public Awareness and Participation

The following is a list of opportunities for public awareness and participation at DHP.

- DHP's website and board pages publish relevant news and upcoming meetings and provide a link to File a Complaint.
- License Lookup on DHP's website allows the public to verify a licensed health practitioner's licensure status and disciplinary history.
- DHP responds to numerous media inquiries and FOIA requests that give citizens of the Commonwealth and representatives of the media access to public records held by DHP and its regulatory boards, programs, officials, and employees.
- Meetings of DHP's 13 boards are open to the public and include a designated public comment opportunity.
- Disciplinary hearings and informal conferences are also open to the public.
- Virginia Regulatory Town Hall hosts agendas and minutes from past DHP board meetings, information on future meetings, petitions for rulemaking, guidance documents, and regulatory actions.
- Disciplinary case decisions for the past 90 days are located on the DHP website and are also searchable by date and board.
- Doctors' Profiles contain statutorily required self-disclosed information for more than 30,000 doctors of medicine, osteopathic medicine, and podiatry licensed in Virginia.
- Licensees receive email notifications from their board that share critical information and topics, including new regulations and laws, renewal notifications, and upcoming meetings.
- DHP's LinkedIn page shares board news and other relevant topics of interest.
- The Healthcare Workforce Data Center publishes health professions reports and prepares dashboards to share data related to Virginia's healthcare workforce through regular assessment of workforce supply and demand issues.

Activities of the Regulatory Boards and DHP Programs

The key services under the purview of DHP are:

Agency

- Provides staff for administrative and operational support to the 13 health regulatory boards and agency programs.
- Provides staff to investigate and adjudicate complaints against licenses, certifications, registrations, and permits.
- Provides staff to inspect pharmaceuticals, funeral homes, veterinary establishments, and specific dental facilities.

Boards

- Issue licenses, certifications, registrations, and permits to practice healthcare in Virginia.
- Review, develop, and propose regulations, policies, and guidance documents regulating the safe delivery of healthcare.
- Enforce standards of practice by taking disciplinary action against licenses, certifications, registrations, and permits.
- Approve nursing educational programs.
- Provide information about healthcare practitioners' licensure status.

Programs

- The HWDC provides detailed information on select healthcare professions.
- Operate a Health Practitioners' Monitoring Program to assist impaired practitioners to return to practice safely.
- Maintain a Prescription Monitoring Program used by prescribers and pharmacists to make well-informed prescribing and dispensing decisions.

License Count

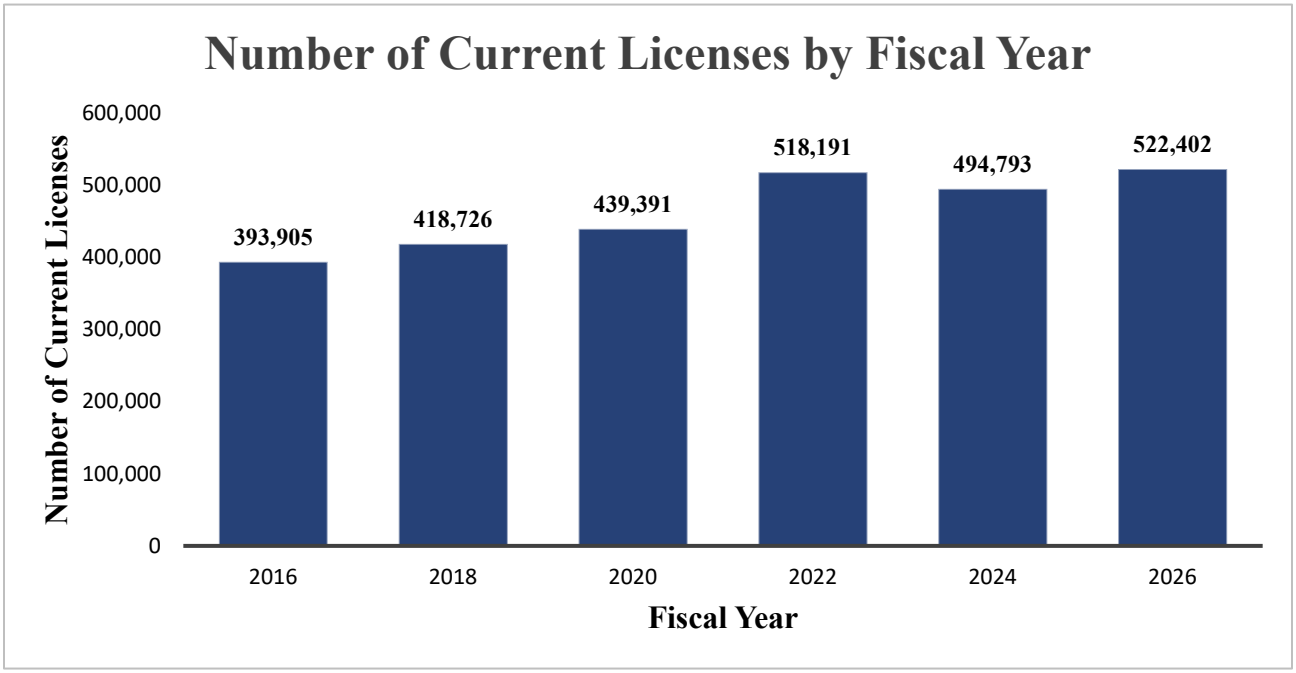
Appendix A – Licensees

Board Licensure Count	2016 June 30	2018 June 30	2020 June 30	2022 June 30	2024 June 30	2026 June 30	Percent Change 24-26
Audiology & Speech-Language Pathology	4,802	5,226	5,765	5,894	6,481	6,840	5.5%
Counseling	13,378	22,731	33,789	37,436	41,965	42,224	0.6%
Dentistry	14,184	14,544	14,491	15,238	15,413	15,671	1.7%
Funeral Directors & Embalmers	2,497	2,532	3,090	3,182	2,969	3,180	7.1%
Long-Term Care Administrators	2,087	2,114	2,141	2,146	2,172	2,217	2.1%
Medicine	67,447	70,959	75,417	82,857	93,006	100,106	7.6%
Nursing	218,676	225,239	221,545	227,327	238,150	251,123	5.4%
Optometry	1,914	1,913	1,970	1,773	1,865	1,893	1.5%
Pharmacy	35,972	36,968	41,676	99,376	45,347*	47,648	5.1%
Physical Therapy	11,702	13,341	14,143	15,009	15,074	15,324	1.7%
Psychology	5,103	5,690	6,089	6,167	6,488	6,422	-1.0%
Social Work	8,767	9,671	11,041	13,138	16,553	19,778	19.5%
Veterinary Medicine	7,376	7,798	8,234	8,648	9,310	9,976	7.2%
Agency Total	**393,905**	**418,726**	**439,391**	**518,191**	**494,793**	**522,402**	**5.6%**

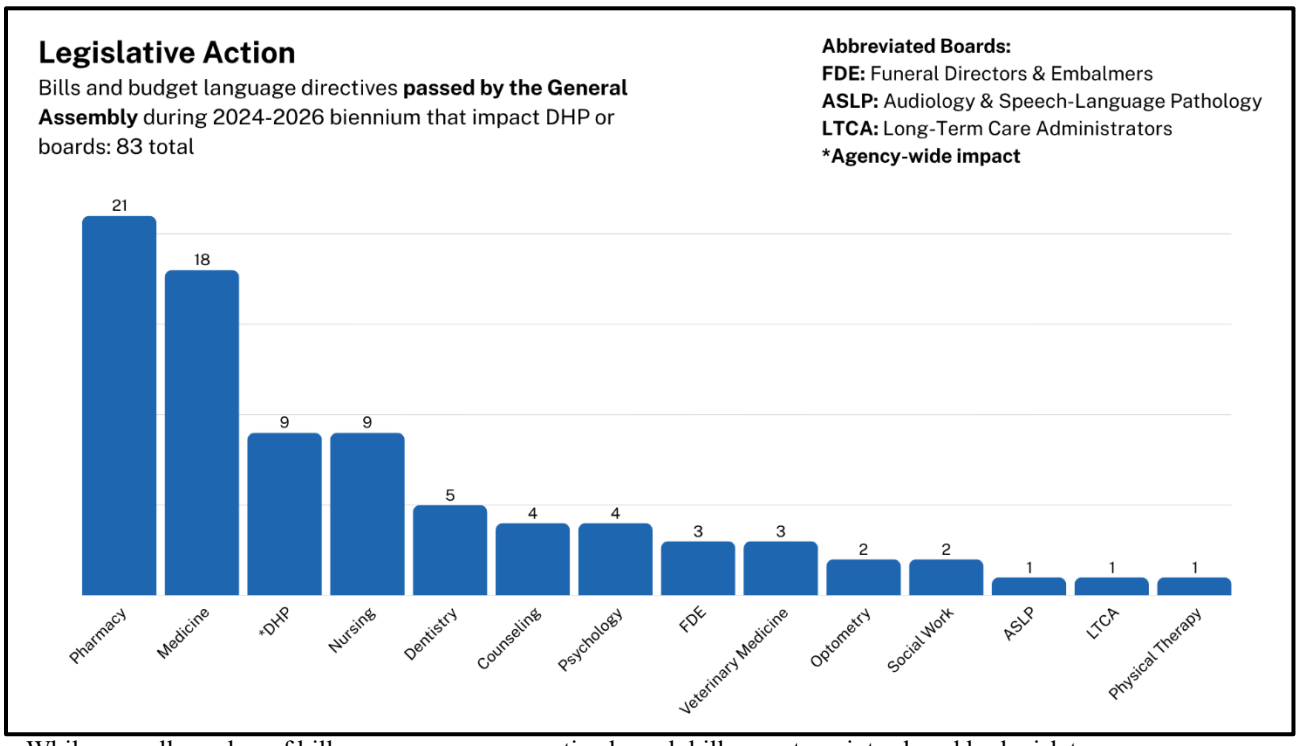
More detail on specific professions is available on DHP's website: https://www.dhp.virginia.gov/media/dhpweb/docs/about-dhp/AppendixA2026.pdf

This table reflects any individual or entity that holds a valid license, certificate, registration, or permit on June 30th of the designated fiscal year.

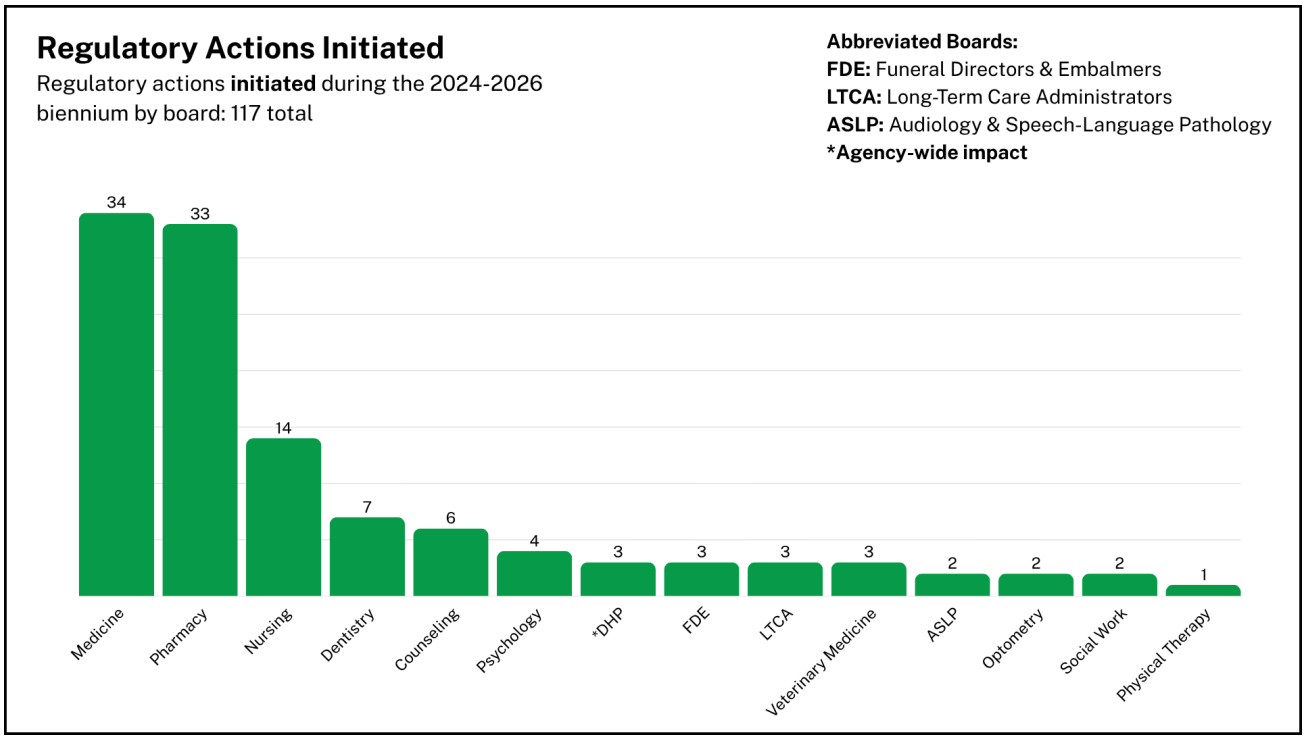
*As of January 1, 2024, all statutory and regulatory oversight of the Medical Cannabis Program transitioned from the Board of Pharmacy to the Virginia Cannabis Control Authority, resulting in registered patients transferring to the Authority. As a result of the transition, registered patients who had previously been included in this total were removed from the count.



Legislative and Regulatory Activity



While a small number of bills are agency or executive branch bills, most are introduced by legislators.



Regulatory actions include regulations required after the passage of a bill or as a result of periodic review of board regulations and include those that decrease burdens on licenses.

Discipline Activity

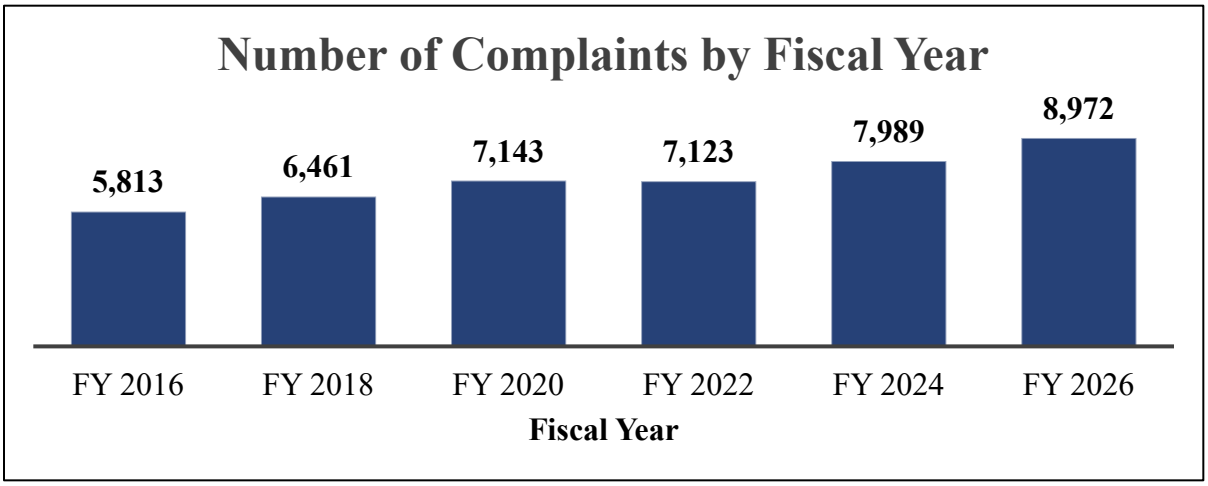
Appendix B - Complaints Against Licensees

Disciplinary Cases by Board	Licensees[1]		Complaints Received[2]		Complaints Investigated[3]		Complaints Referred to Board[4]		Complaints Per 1000 Licensees[5]	
	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026
Audiology & Speech-Language Pathology	6,607	6,840	18	37	22	36	31	47	2.72	5.41
Counseling	39,588	42,224	491	519	779	806	864	923	12.40	12.29
Dentistry	15,619	15,671	674	765	968	1,025	933	1,228	43.15	48.82
Funeral Directors & Embalmers	3,050	3,180	75	121	103	146	88	129	24.59	38.05
Long-Term Care Administrators	2,176	2,217	130	109	155	169	120	133	59.74	49.17
Medicine	96,917	100,106	2,195	2,512	2,739	3,033	2,839	3,126	22.65	25.09
Nursing	244,748	251,123	2,939	3,061	3,804	3,832	4,438	4,576	12.01	12.19
Optometry	1,865	1,893	42	50	48	56	54	60	22.52	26.41
Pharmacy	47,164	47,648	793	864	695	686	955	1,011	16.81	18.13
Physical Therapy	14,406	15,324	66	81	76	92	51	74	4.58	5.29
Psychology	6,195	6,422	160	165	220	234	305	300	25.83	25.69
Social Work	18,059	19,778	193	229	262	297	282	452	10.69	11.58
Veterinary Medicine	9,660	9,976	311	459	356	441	494	562	32.19	46.01
Agency Total	**506,054**	**522,402**	**8,087**	**8,972**	**10,227**	**10,853**	**11,454**	**12,621**	**15.98**	**17.17**

More details: https://www.dhp.virginia.gov/media/dhpweb/docs/about-dhp/AppendixB2026.pdf

The disciplinary process is explained in the Adjudication Manual.

[1]Any individual or entity that held a valid license on June 30th of the designated fiscal year.
[2]All allegations are assigned a case number.
[3]Cases that entered the Investigation Stage during the designated fiscal year. A case may be counted twice if the case is in the investigation stage during both fiscal years.
[4]Cases that entered the probable cause stage during the designated fiscal year. A case may be counted twice if the case is in the probable cause stage during both fiscal years. A case that enters the probable cause stage may not be adjudicated based on a number of factors.
[5]Shows the ratio of complaints per 1,000 licensees of the respective board and professions.

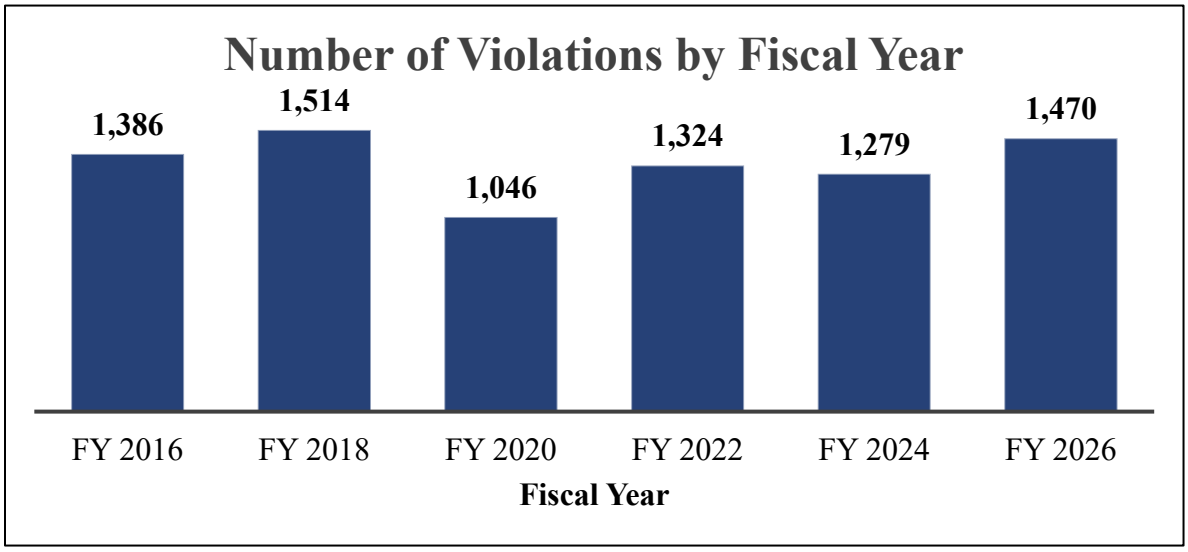


Appendix C – Violations

Board	Total Licenses [1]		No Violation [2]		Violation [3]		Total Findings [4]		Violations Per 1000 Licensees [5]	
	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026
Audiology & Speech-Language Pathology	6,607	6,840	10	18	10	10	20	28	1.51	1.46
Counseling	39,588	42,224	305	248	29	13	334	261	0.73	0.31
Dentistry	15,619	15,671	264	329	54	93	318	422	3.46	5.93
Funeral Directors & Embalmers	3,050	3,180	29	26	8	6	37	32	2.62	1.89
Long-Term Care Administrators	2,176	2,217	21	38	16	2	37	40	7.35	0.90
Medicine	96,917	100,106	857	853	181	154	1,038	1,007	1.87	1.54
Nursing	244,748	251,123	1,900	2,078	555	703	2,455	2,781	2.27	2.80
Optometry	1,865	1,893	31	35	6	6	37	41	3.22	3.17
Pharmacy	47,164	47,648	226	301	324	393	550	694	6.87	8.25
Physical Therapy	14,406	15,324	16	24	13	11	29	35	0.90	0.72
Psychology	6,195	6,422	136	90	6	7	142	97	0.97	1.09
Social Work	18,059	19,778	104	201	9	3	113	204	0.50	0.15
Veterinary Medicine	9,660	9,976	153	181	59	69	212	250	6.11	6.92
Agency Total	**506,054**	**522,402**	**4,052**	**4,422**	**1,270**	**1,470**	**5,322**	**5,892**	**2.51**	**2.81**

More details: https://www.dhp.virginia.gov/media/dhpweb/docs/about-dhp/AppendixC2026.pdf
Decisions within the last 90 days: https://www.dhp.virginia.gov/enforcement/cdecision/default.asp

[1] Any individual or entity that held a valid license on June 30th of the designated fiscal year.
[2] All allegations are assigned a case number.
[3]Cases that entered the investigation stage during the designated fiscal year. A case may be counted twice if the case is in the investigation stage during both fiscal years.
[4]Cases that entered the probable cause stage during the designated fiscal year. A case may be counted twice if the case is in the probable cause stage during both fiscal years. A case that enters the probable cause stage may not be adjudicated based on a number of factors.
[5]Shows the ratio of complaints per 1,000 licensees of the respective board and occupations.

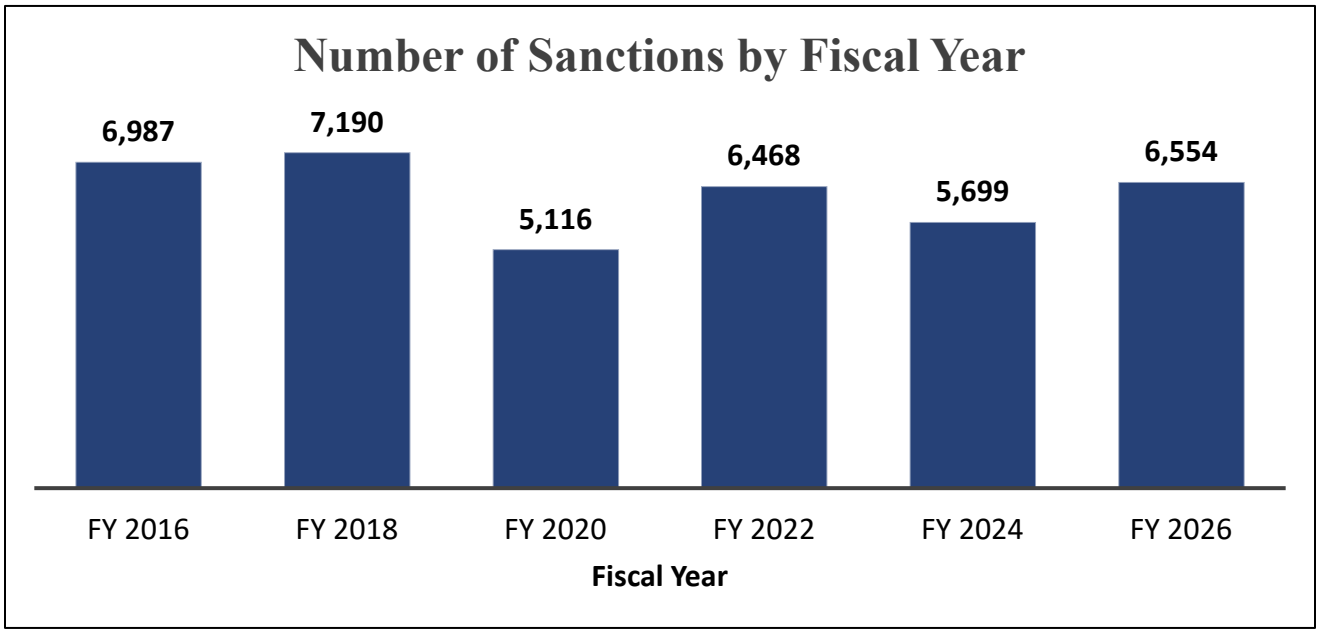


Appendix D – Sanctions

Board	Total Licensees [1]		Sanction		Sanctions Per 1000 Licensees [5]	
	FY 2025	FY 2026	FY 2025	FY 2026	FY 2025	FY 2026
Audiology & Speech-Language Pathology	6,607	6,840	32	34	5	5
Counseling	39,588	42,224	122	65	3	2
Dentistry	15,619	15,671	482	585	31	37
Funeral Directors & Embalmers	3,050	3,180	24	11	8	3
Long-Term Care Administrators	2,176	2,217	44	10	20	5
Medicine	96,917	100,106	806	669	8	7
Nursing	244,748	251,123	2,421	2,897	10	12
Optometry	1,865	1,893	17	41	9	22
Pharmacy	47,164	47,648	1,642	2,055	35	43
Physical Therapy	14,406	15,324	55	53	4	3
Psychology	6,195	6,422	31	35	5	5
Social Work	18,059	19,778	27	9	1	0
Veterinary Medicine	9,660	9,976	77	90	8	9
Agency Total	**506,054**	**522,402**	**5,780**	**6,554**	**11**	**13**

More details: https://www.dhp.virginia.gov/media/dhpweb/docs/about-dhp/AppendixD2026.pdf

Sanctioning Reference Points ("SRP") were implemented to establish fairness when dispensing sanctions and to reduce repeat violations by respondents and therefore lessen the workload of the sanctioning board. SRPs make sanctioning more predictable and neutralize unwarranted inconsistencies. SRPs have become effective education tools for new board members while serving to validate current board members' and staff recall of past cases. SRPs add an empirical element to the sanctioning process, which can add strength to sanctioning decisions.



Financial Insight

DHP is a self-supporting, fee-based agency and does not receive any funding from the General Fund. Revenues come almost entirely from licensure fees, renewal fees, penalties, and late fees.

Board, program, and administrative expenditures consist mainly of employee salaries and fringe benefits, with most of the remainder of expenditures directed to contractual services, information technology, and lease payments.

Biennial Board Revenues and Expenditures

Regulatory Boards	Revenues	Expenditures
Audiology and Speech-Language Pathology	$1,087,927	$843,782
Counseling	$5,686,442	$5,549,959
Dentistry	$6,244,748	$7,341,965
Funeral Directors and Embalmers	$1,550,755	$1,515,390
Long-Term Care Administrators	$1,213,990	$1,449,771
Medicine	$24,175,209	$20,639,112
Nursing	$31,064,766	$37,948,586
Optometry	$810,195	$763,637
Pharmacy	$10,280,413	$12,080,253
Physical Therapy	$1,778,280	$1,873,258
Psychology	$1,715,973	$1,644,905
Social Work	$3,326,055	$2,267,850
Veterinary Medicine	$2,879,950	$3,370,718
Total	$91,814,703	$97,289,186