



DEPARTMENT OF AUDITS AND ACCOUNTS

270 Washington St., S.W., Suite 1-156
Atlanta, Georgia 30334-8400

Greg S. Griffin
STATE AUDITOR
(404) 656-2174

January 19, 2021

Honorable Bee Nguyen
State Representative
611-G Coverdell Legislative Office Bldg.
Atlanta, Georgia 30334

SUBJECT: Fiscal Note
House Bill (LC 39 2766)

Dear Representative Nguyen:

This bill would establish the issuance of state driving cards to state residents otherwise ineligible for a driver's license, temporary permit, or identification card. The cards must be similar in appearance to state driver's licenses but bear distinct markings and designs not found on existing licenses. The marking will state that the cards may not be valid for federal identification purposes, including for use during travel, and do not establish eligibility for federal employment, voting, or public benefits. LC 39 2766 would allow an "X" to be displayed for the cardholder's gender. The cards will be valid for up to eight years. To obtain a card, applicants must submit evidence of their identity, submit evidence of state residency, and pay the issuance fee.

This bill would require additional spending by the Georgia Department of Driver Services (DDS), both one-time and periodic. As shown in **Table 1**, one-time costs are estimated at just over \$1.0 million based on quoted costs from vendors that would update the agency's card issuance system platform and design the new cards. DDS will have additional costs associated with the issuance of each card. We provided potential costs based on an estimate of state's unauthorized population over age 16, though card issuance fees remitted to the state treasury would offset a portion of those costs. DDS may incur additional costs to maintain data sharing agreements with other agencies, but these costs could not be projected.

Table 1. Estimate for LC 39 2767

One-Time Costs	Amount
Information System Update	\$808,000
Modifications to Card Design	\$209,000
Total	\$1,017,000

Card Issuance Costs	Cost Amount	Fee Revenue
Scenario 1: 315,000 Cards, 90% Road Test	\$11.1 million	\$6.0 million
Scenario 2: 315,000 Cards, 75% Road Test	\$10.6 million	\$5.5 million

Information System Change

The DDS issuance system is being migrated to a private vendor platform on January 16-17, 2021. Changes implemented in this bill will need to go through this vendor, which will utilize three workers working over a period of 34 weeks. At current contract rates, the cost is estimated at \$808,000. Additional assumptions behind this quote include the following:

- No changes to non-citizen eligibility to create logins on e-Services or services offered on e-Services
- No delays incurred by interface partners
- No new license classes
- No interfaces outside of card production to distinguish the new card type

Creation of New Card Type and Design

The vendor that produces driver’s licenses and identification cards for DDS estimated a cost of \$175,000 for a new card type and \$34,000 for modifying to allow a different gender identity marker. Creating a new card as specified in this bill would require approximately 5.5 months.

Card Issuance Costs

DDS would also incur costs for each card issue. The agency has a cost of \$36 for each card issued when a road skills test is required and \$27 when a road skills test is not required. The bill sets card issuance fees for these two transaction types at \$20 and \$10, respectively. However, the fee revenue would be remitted to the state treasury and could not be retained by DDS to offset any additional card issuance costs.

As shown in Table 1, we provided two scenarios to demonstrate potential card issuance costs and revenue. We used a population estimate from the Migration Policy Institute (MPI), an independent, nonpartisan, nonprofit think tank that provides estimates of unauthorized state population. MPI estimates Georgia unauthorized population aged 16 and over was 315,000 in 2018.¹ This number is based on the Institute’s analysis of U.S. Census Bureau data from the pooled 2014-2018 American Community Survey (ACS) and the Survey of Income and Program Participation (SIPP). The scenarios presented above assume that 315,000 cards are issued, though they would not necessarily be issued in a single year. The costs and revenue would not recur annually; the cards are valid for eight years.

¹ <https://www.migrationpolicy.org/data/unauthorized-immigrant-population/state/GA> The unauthorized population under 16 (15,000) was subtracted from total unauthorized population in Georgia (330,000).

Sincerely,

A handwritten signature in blue ink that reads "Greg S. Griffin". The signature is written in a cursive style with a horizontal line at the end.

Greg S. Griffin
State Auditor

A handwritten signature in black ink that reads "Kelly Farr". The signature is written in a cursive style.

Kelly Farr, Director
Office of Planning and Budget

GSG/KF/rg