H.B. 120¹: MOTOR VEHICLES; STANDARDS FOR ISSUANCE OF LIMITED DRIVING PERMITS FOR CERTAIN OFFENDERS; PROVIDE

Amending O.C.G.A. § 40-5-64

First signature: Representative John Corbett (174th)

Co-Sponsors: Representative Danny Mathis (149th), Representative Vance Smith (138th), Representative Marcus Wiedower (121st), Representative Alan Powell (33rd), Senator John Albers (56th)

Summary: "A BILL to be entitled an Act to amend Code Section 40-5-64 of the Official Code of Georgia Annotated, relating to limited driving permits for certain offenders, so as to provide for standards for issuance of such permits; to provide for related matters; to repeal conflicting laws; and for other purposes."²

Status: House Date Signed by Governor.³

TEXT OF H.B. 1204 (ACT No. 60)

SECTION 1.

Code Section 40-5-64 of the Official Code of Georgia Annotated, relating to limited driving permits for certain offenders, is amended by revising subsections (a), (e), and (g) as follows:

"(a)

To whom issued.

(1)

Notwithstanding any contrary provision of this Code section or Code Section 40-5-57, 40-5-57.2, 40-5-63, 40-5-75, 40-5-121, or 42-8-111, any person who has not been previously convicted or adjudicated delinquent

¹ H.B. 120 (Non-Civil Judiciary Committee), 157th Gen. Assemb., 1st Reg. Sess. (Ga. 2023), *available at* https://www.legis.ga.gov/legislation/63749 (last visited Sept. 15, 2023).

² 2023-2024 Regular Session H.B. 120, Motor vehicles; standards for issuance of limited driving permits for certain offenders; provide, GA. GEN. ASSEMB., https://www.legis.ga.gov/legislation/63749 (last visited Oct. 24, 2023) [hereinafter H.B. 120 Status Sheet].

³ *Id*.

⁴ H.B. 120, *supra* note 1.

for a violation of Code Section 40-6-391 within five years, as measured from the dates of previous arrests for which convictions were obtained or pleas of nolo contendere were accepted to the date of the current arrest, may apply for a limited driving permit when:

- (A) That that person's driver's license has been suspended in accordance with:
- (A) Code Section 40-5-54.1 and upon receipt of a record of such from a court or the agency within the Department of Human Services which is responsible for enforcing orders for child support;
- (i) (B) Subsection (d) of Code Section 40-5-57;
- (ii) (C) Paragraph (1) of subsection (a) of Code Section 40-5-57.2;
- (iii) (D) Paragraph (1) of subsection (a) of Code Section 40-5-63;
- (iv) (E) Paragraph (1) of subsection (a) of Code Section 40-5-67.2; or
- (v) (F) Subsection (a) of Code Section 40-5-57.1, when the person is 18 years of age or older and his or her license was suspended for exceeding the speed limit by 24 miles per hour or more but less than 34 miles per hour; and
- (B) The the sentencing judge, in his or her discretion, decides it is reasonable to issue a limited driving permit; or
- (G) Paragraph (1) of subsection (a) of Code Section 40-5-75.
- (2) No person who has been granted an exemption from the ignition interlock device requirements of Article 7 of Chapter 8 of Title 42 due to undue financial hardship under Code Section 42-8-111 shall be eligible for a limited driving permit, an ignition interlock device limited driving permit, or any other driving privilege for a period of one year.
- (3) To the extent a person is subject to more than one suspension for which a limited driving permit may be issued, the department shall not issue such permit unless the suspensions are for a conviction for driving under the influence in violation of Code Section 40-6-391 imposed pursuant to Code Section 40-5-63 and an administrative suspension imposed pursuant to paragraph (1) of subsection (a) of Code Section 40-5-67.2 arising from the same incident."
- "(e) Fees, duration, renewal, and replacement of limited driving permit.

- (1) A limited driving permit issued pursuant to this Code section shall be \$32.00 and shall become invalid upon:
 - (A) The expiration of one year following issuance thereof in the case of a suspension:
 - (i) For an offense listed in Code Section 40-5-54;
 - (ii) In accordance with Code Section 40-5-54.1;
 - (iii) In accordance with Under Code Section 40-5-57;
 - (iv) In accordance with Under Code Section 40-5-57.2; or
 - (v) In accordance with paragraph (1) of subsection (a) of Code Section 40-5-63 for a violation of Code Section 40-6-391; or
 - (vi) In accordance with Code Section 40-5-75;
- (B) The expiration of 30 days in the case of an administrative license suspension in accordance with paragraph (1) of subsection (a) of Code Section 40-5-67.2; or
- (C) Any earlier reinstatement of the driver's license.
- (2) A person may apply to the department for a limited driving permit immediately following such conviction if he or she has surrendered his or her driver's license to the court in which the conviction was adjudged or to the department if the department has processed the administrative driver's license suspension form or conviction. Upon the applicant's execution of an affidavit attesting to such facts and to the fact that the court had not imposed a suspension or revocation of his or her driver's license or driving privileges inconsistent with the driving privileges to be conferred by the limited driving permit applied for, the department may issue such person a limited driving permit.
- (3) Limited driving permits issued pursuant to this Code section are renewable upon payment of a renewal fee of \$10.00. Such permits may be renewed one time after the person is eligible to reinstate his or her driver's license for the violation that was the basis of the issuance of the permit.
- (4) Upon payment of a fee in an amount the same as that provided by Code Section 40-5-25 for issuance of a Class C driver's license, a person may be issued a replacement for a lost or destroyed limited driving permit issued to him or her."
- "(g) Revocation of limited driving permit.

- (1)(A) The department shall revoke a limited driving permit upon notice from:
 - (i) A court of a conviction of the permittee for violating any state law relating to the movement of vehicles;
 - (ii) A court of a conviction of the permittee for violating the conditions endorsed on the limited driving permit; or
 - (iii) A court or the agency within the Department of Human Services which is responsible for enforcing orders for child support that the permittee is not in compliance with an order for child support. Any limited driving permittee who is convicted of violating any state law relating to the movement of vehicles or any limited driving permittee who is convicted of violating the conditions endorsed on his or her limited driving permit shall have such permit revoked by the department.
- (B) Any court in which such conviction is had shall require such permitee to surrender his or her limited driving permit to the court, and the court shall forward it to the department within ten days after the conviction, with a copy of the conviction.
- (2) Except for revocations based upon division (1)(A)(iii) of this subsection, any Any person whose limited driving permit has been revoked shall not be eligible to apply for a driver's license until six months from the date such permit was surrendered to the department.
- (3) In any case of revocation of a limited driving permit pursuant to paragraph (1) of this subsection, the department may impose an additional period of suspension for the conviction upon which revocation of the permit was based."

SECTION 2.

- (a) Except as otherwise provided in subsection (b) of this Section, this Act shall become effective on January 1, 2024.
- (b) Subparagraph (a)(1)(G) of Code Section 40-5-64 as enacted by Section 1 of this Act shall become effective upon its approval by the Governor or upon its becoming law without such approval.

SECTION 3.

All laws and parts of laws in conflict with this Act are repealed.

SPONSOR'S RATIONALE

It is worth noting that while H.B. 120 primarily serves as a procedural correction to legislative language when combined with the previously-passed HB 799,⁵ it also represents a more profound shift toward a system valuing both an equitable application of the law and the multifaceted issues surrounding DUI offenses.⁶ HB 799 aimed to repeal the prohibition on granting limited driving permits to individuals convicted of DUI-drug offenses.⁷ However, it failed to explicitly include language that would allow such permits for those convicted of DUI involving drugs.⁸ This omission left a gap, as those with DUI-alcohol convictions could apply for permits, but those with DUI-drug convictions could not.⁹ HB 120 was later introduced to correct this oversight by extending permit eligibility to individuals convicted of DUI-drug offenses.¹⁰

Former State Representative Shaw Blackmon, the driving force behind the original H.B. 799, was inspired by a real-life incident in which a woman lost consciousness while driving due to taking a prescribed Ambien sleeping pill the night prior. Linda Meade, the woman involved in this incident, ultimately pled guilty to DUI-Drugs in January 2019. She was sentenced to twelve months of probation, served two nights in jail, and faced fines, legal fees, and a six-month suspension of her driver's license with no permit exceptions, significantly impacting her ability to work. Blackmon strongly opposed criminalization of individuals who, due to adverse effects

⁵ John Corbett, Session Day 16: 02.09.23, *Georgia House of Representatives*, YOUTUBE (February 9, 2023), https://www.youtube.com/watch?v=lPb_287VHrA&t=1254s\.

⁶ Interview with John Corbett, Ga House Representative by Email (Oct. 23, 2023).

⁷ *Id*.

⁸ *Id*.

⁹ *Id*.

¹⁰ *Id*.

¹¹ Neville Law, LLC, *Proposed Law Would Give Judges More Discretion with DUIs*, (March 18, 2020), https://www.nevillecunat.com/blog/2020/03/proposed-law-would-give-j

udges-more-discretion-with-duis/.

¹² Zach Merchant, 'Humiliating:' Warner Robins Woman Says She Took a Prescription Sleeping Pill One Summer Night. Her Nightmare Came the Next Morning, 13WMAZ, https://www.13wmaz.com/article/news/humiliating-warner-robins-woman-says-shetook-a-prescription-sleeping-pill-one-summer-night-her-nightmare-came-the-next-morning/93-97a28d79-c096-4a0c-88ce-dc969b3946f5.

 $^{^{13}}$ Id

of medication, unintentionally find themselves on the wrong side of the law.¹⁴ Blackmon points out that judges should have the latitude to make exceptions in DUI cases involving prescription drugs.¹⁵

The rationale of the overall framework is to alleviate the impact of license suspensions in Georgia and to avoid hampering individuals' ability to maintain employment without a driver's license. House Representative John Corbett, Chairman of the House Committee on Motor Vehicles, introduced H.B. 120 on the committee floor by explaining that the proposed changes aim to clarify the language of 2020's H.B. 799. Pecifically, H.B. 120 seeks to codify the permissive language that was inadvertently omitted in the original Bill. This permissive language grants the Department of Driver Services the authority to allow individuals with a DUI drug charge to receive early reinstatement or a limited driving permit, a power it is already exercising through rules and regulations. H.B. 120, evidently, simply aims to formalize an already-existing practice.

Senator John Albers, Chairman of the Senate Committee on Public Safety, reiterated that H.B. 120, in part, corrects a prior omission in 2020's H.B. 799 by reinstating the opportunity for those charged with a DUI drug offense to reapply for a driving permit. the Senate Committee introduced the substitute, which the Senate then voted on and passed, adding language that enables individuals who are past-due on child support payments to obtain a temporary driving permit, thereby not hampering their ability to earn income.²¹

Following the substitution in the Senate, the Bill serves two primary functions: addressing suspensions related to child support arrearages and refining language concerning DUI-Drug Offenses.²² Corbett appeared to

¹⁶ Corbett, *supra* note 6.

¹⁴ Nevilee Law, LLC, *supra* note 11.

¹⁵ Id

¹⁷ Corbett, *supra* note 5.

¹⁸ *Id*.

¹⁹ *Id*.

²⁰ *Id*.

²¹ Senator John Albers, *An Update from under the Gold Dome: Week 11*, (March 24, 2023),https://www.senatoralbers.com/2023/03/24/an-update-from-under-the-gold-dome-week-11.

 $^{^{22}}$ Id

emphasize that providing a limited driving permit for individuals whose licenses are suspended due to overdue child support was important, as this permit would enable these individuals to commute to work and thereby earn wages to clear their child support arrears.²³ Representative Corbett pointed out that without the option to work, these individuals cannot fulfill their financial obligations.²⁴ Judges also retain the discretion to issue these limited driving permits.²⁵Corbett also noted a telling statistic: as of January 1, 2023, there are 119,059 child support suspensions currently in effect, highlighting the urgency to address this issue.²⁶

OPPOSITION'S RATIONALE

Representative J. Collins, chairman of the Public Safety and Homeland Security Committee, and Jesse Petrea, member of the Public Safety and Homeland Security Committee, were the two initial opposing votes to H.B. 120 before its Senate Substitute.²⁷

Representative J. Collins has been consistent in emphasizing that the government's number-one priority should be to "protect people and property." In the past, Collins supported legislation aiming to increase the number of non-bailable offenses and advocated for judges to consider a defendant's criminal record when setting bail. According to Collins, "the jail has become a revolving door for a group of individuals and we need to say, 'No." Given this perspective, Collins may view H.B. 120 as being too lenient on DUI offenders by potentially compromising public safety.

Representative Jesse Petrea, the other opponent of the Bill, has made a

²⁴ *Id*.

²³ *Id*.

²⁵ Corbett, *supra* note 6.

²⁶ Id.

²⁷ H.B. 120 Status Sheet, *supra* note 2.

Dave Williams, Georgia House Passes Bill to Make Rioting a Felony, OnlineAthens (March 1, 2023), https://www.onlineathens.com/story/news/state/2023/03/01/georgia-house-passes-Bill-to-make-rioting-a-felony/69959189007/.

²⁹ David Goldman, *Georgia House Backs Bill to Require Bail for 31 More Crimes*, WABE (March 29, 2023), https://www.wabe.org/georgia-house-backs-Bill-to-require-bail-for-31-more-crimes/.

³⁰ *Id*.

strong stance on DUI issues.³¹ His personal experience has shaped his views: his father was killed by someone driving on a suspended license.³² "Driving is a privilege," Petrea has stated, emphasizing that protecting public safety is paramount.³³ Petrea has advocated for strong drunk-driving laws, requiring judges to issue written findings before accepting plea deals that reduce DUI charges to reckless driving.³⁴ He has also proposed laws requiring restitution for children whose parents are killed by a drunk driver.³⁵

Petrea, describing himself as a "criminal justice watchdog", has been a vocal critic of various aspects of Georgia's legal system, including the conduct of prosecutors and issues related to immigration enforcement.³⁶ His focus on stringent accountability measures for criminal behavior may suggest he views H.B. 120 as insufficient in its efforts to enhance public safety.

IMPLICATIONS IN GEORGIA

The legislation addresses a disparity in Georgia's motor vehicle laws regarding DUI-drug offenses.³⁷ Prior to the Bill's passage, an individual convicted of DUI-drugs, even if it is due to a lawfully-prescribed medication, faces a hard 180-day license suspension without legal permit eligibility.³⁸ In contrast, someone convicted of DUI-alcohol–even if the individual was substantially impaired – has immediate legal access to a limited driving permit.³⁹ H.B. 120 moves to correct this by explicitly permitting those with licenses suspended due to DUI-drugs to obtain limited permits, including for

³¹ See e.g., Ashton Packer, Georgia Lawmakers Discuss New Penalties for DUI Offenders, WGXA NEWS (February 23, 2022), https://wgxa.tv/news/local/georgia-lawmakers-discuss-new-penalities-for-dui-offenders (comments made with regard to 2022 HB 439).

³² *Id*.

³³ *Id*.

³⁴ Adam Van Brimmer, *What's on the Agenda in Georgia General Assembly? Here are Savannah lawmakers' priorities*, SAVANNAH MORNING NEWS (January 10, 2023), https://www.savannahnow.com/story/news/politics/2023/01/10/savannah-georgia-legislatur e-lawmakers-priorities-2023/69781796007/.

³⁵ *Id*.

³⁶ *Id*.

³⁷ Compare O.C.G.A. § 40-5-64 (2020) with O.C.G.A. § 40-5-64 (2023).

³⁸ See O.C.G.A. § 40-5-64 (2020).

³⁹ See id

offenses involving marijuana.⁴⁰ This aligns the state's treatment of DUI-marijuana with DUI-alcohol, reducing inconsistencies and eliminating the practice of altering criminal history through charge reduction to preserve an individual's driving privileges.⁴¹

Such a discrepancy in the treatment of an individual's license following a DUI-drugs offense can yield broader practical ramifications. ⁴² The Eleventh Circuit, in *Woods v. City of Greensboro*, affirmed the constitutionality of a traffic stop through its interpretation of a Georgia traffic regulation under O.C.G.A. § 40-6-123. ⁴³ The statute governs turning movements and requires drivers to give appropriate signals when turning, changing lanes, or stopping. ⁴⁴ It mandates that no person may make such movements unless it can be done safely, and signals must be given in a timely manner to alert other drivers. ⁴⁵ The court reasoned that, based on the requirements outlined in O.C.G.A. § 40-6-123 regarding safe and properly signaled lane changes and turns, it was reasonable for law enforcement to presume that the defendant had not reinstated his license since it was the first business day the defendant was eligible to apply for reinstatement. ⁴⁶ The example underscores the extensive effects that state traffic regulations may have on individual rights and law enforcement practices. ⁴⁷

With passage of H.B. 120, the reasonableness of the officer's presumption in *Woods* may be questionable. The legislation also includes provisions for those whose licenses have been suspended in relation to specific offenses under O.C.G.A. § 40-5-75, such as driving under the influence of controlled substances like marijuana or other drugs, and driving with a suspended license after such a conviction.⁴⁸ These offenses result in

⁴⁰ H.B. 120, *supra* note 2.

⁴¹ See e.g., Douglas A. Funkerhouse Co. L.P.A., OVI Charge – Reduction – No Jail – Driving Privilege – Franklin County Ohio, FUNKHOUSER LAW (June 8, 2023), https://funkhouserlaw.com/2023/06/08/experienced-columbus-ohio-ovi-attorneys/ (it is a common practice to seek charge reduction to allow the defendant to maintain driving privileges).

⁴² See e.g., United States v. Woods, 385 F. App'x 914, 917 (11th Cir. 2010) (an individual pulled over 122 days after his license was suspended for a DUI offense argued that police could not have presumed his license was invalid).

⁴³ *Id*.

⁴⁴ O.C.G.A. § 40-6-123.

⁴⁵ *Id*.

⁴⁶ *Id*

⁴⁷ *Id.*; see also O.C.G.A. § 40-5-75.

⁴⁸ O.C.G.A. § 40-5-75.

automatic license suspensions and may carry significant penalties depending on the severity and frequency of the violations. ⁴⁹ By bringing these into line with DUI-alcohol convictions, the legislation aims to reduce overcharging and the dropping of charges, thereby improving the integrity of judicial proceedings. ⁵⁰

H.B. 120 also affects those facing license suspensions due to child support arrearages.⁵¹ The inclusion of this provision addresses a long-standing issue affecting a significant number of Georgians, with 119,059 child support suspensions in effect as of January 1, 2023.⁵²

The introduction of limited driving permits for individuals behind on child support payments may provide a tangible solution to what is often viewed as a cyclic problem.⁵³ By facilitating an individual's ability to commute to work, they may be better able to earn the income necessary to meet child support obligations.⁵⁴

Overall, H.B. 120 acts to mitigate the burden of driver's license suspensions in Georgia.⁵⁵ According to some, the lack of public transportation severely hampers an unlicensed individual's ability to earn a living.⁵⁶ By allowing limited driving permits, H.B. 120 reinstates limited driving privileges for an individual convicted of a DUI-Drugs offense.⁵⁷ The extension of limited driving permits represents a targeted approach intended to address transportation barriers, especially in rural areas.⁵⁸ This legislative change could improve access to employment opportunities and essential services for families in situations of poverty or instability and has the

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⁴⁹ H.B. 120 Status Sheet, *supra* note 2.

⁵⁰ Corbett, *supra* note 6.

⁵¹ H.B. 120 Status Sheet, *supra* note 2.

⁵² Corbett, *supra* note 6.

⁵³ *Id*.

⁵⁴ *Id*.

⁵⁵ David Wickert, *Lawmakers tackle transit problems in rural Georgia*, AJC (Nov. 21, 2018), https://www.ajc.com/news/local-govt--politics/lawmakers-tackle-transit-problems-rural-georgia/Y7ifs5CB6UOCOcWdXlpgOK/.

Sean Rusnak, *How an Insufficient Public Transportation System Decelerates Economic Mobility*, Institute for Child Success (Oct. 4, 2019), https://www.instituteforchildsuccess.org/insufficient-public-transportation-deceleratesecon omic-mobility/.

⁵⁷ Corbett, *supra* note 6.

⁵⁸ *Id*

potential to improve socio-economic conditions in Georgia.⁵⁹

However, some may argue that there is a greater need to limit the mobility of DUI offenders to ensure public safety, particularly when driving privileges have been suspended for behaviors that could endanger the community.⁶⁰ According to the U.S. National Highway Traffic Safety Administration, 55.8% of individuals seriously or fatally injured in road incidents tested positive for one or more substances, including alcohol, with cannabinoids (active THC) being the most prevalent drug detected at 25.1%, followed by alcohol at 23.1%. 61 Notably, 19.9% of these individuals tested positive for two or more categories of drugs.⁶² In another study, the U.S. National Highway Traffic Safety Administration reported that there were approximately 1,664 total fatalities in Georgia in 2020.63 Could strategic limitations on licensure for individuals convicted of DUI-drugs contribute to a reduction in fatalities, or does this approach overlook the complexities of substance-related driving offenses?⁶⁴ Others who advocate for granting limited mobility to DUI offenders suggest that suspending licenses is not an effective method of preventing or deterring DUI offenses. 65

The uncertainty surrounding the effectiveness of limiting the driving

⁵⁹ Id

⁶⁰ See e.g., Caleb Taylor, Bill That Would End Ignition Requirement for DUI Offenders Advances in Senate, 1819 NEWS (May 11, 2023), https://1819news.com/news/item/billthat-would-end-ignition-interlock-requirement-for-dui-offenders-advances-in-senate (Jill Arrington, Regional Executive Director of Mothers Against Drunk Driving (MADD) for Alabama and Georgia advocates for stringent measures for DUI offenders such as the mandatory installation of ignition interlocks).

⁶¹ NHTSA, Alcohol and Drug Prevalence Among Seriously or Fatally Injured Road Users, 3 (December 2022), https://www.nhtsa.gov/sites/nhtsa.gov/files/2022-12/Alcohol-Drug-Prevalence-Among-Road-Users-Report 112922-tag.pdf. ⁶² *Id*.

⁶³ NHTSA, Traffic Safety Facts: Alcohol-Impaired Driving, 2020 Data, 8 (April 2022), https://crashstats.nhtsa.dot.gov/Api/Public/Publication/813294.

⁶⁴ Compare NHTSA, supra note 55 with NHTSA, supra note 57. It is important to note that while the first study provides a broad overview of substance involvement in serious or fatal road incidents nationwide, highlighting the prevalence of cannabinoids and alcohol, the second focuses specifically on total traffic fatalities in Georgia without explicitly accounting for drug use.

⁶⁵ See e.g., Debra Friedman, Originally in the Sunday Paper: Serial DUI Offenders GREENWICH Difficult Control, TIME (June https://www.greenwichtime.com/news/article/Originally-in-the-Sunday-paper-Serial-DUI-507117.php (MADD's Connecticut Executive Director, Janice Heggie Margolis argues that "most people who have suspended driver's licenses will drive anyway").

privileges of individuals convicted of a DUI-drugs offense underscores the need for a nuanced discussion on the implications of extending driving privileges under H.B. 120 that takes into consideration the goal of enhancing public safety and acknowledges the limitations of current data in addressing DUI-drugs offenses.

LEGISLATIVE GENEALOGY

The Bill was initially introduced in the House of Representatives on January 30, 2023.⁶⁶ Following its introduction, it was assigned to the House Committee on Motor Vehicles on January 31, 2023.⁶⁷ The Bill underwent its second reading in the House on February 1, 2023.⁶⁸

On February 7th, 2023, the House Committee on Motor Vehicles favorably reported the Bill.⁶⁹ After a third reading on February 9th, 2023, the House passed the Bill and subsequently forwarded it to the Senate for further action.⁷⁰

Upon arrival in the Senate, the Lieutenant Governor directed the Bill to the Senate Committee on Public Safety on February 13th, 2023.⁷¹ The committee reported it favorably, with substitutions, on March 13th, 2023.⁷² The Bill underwent a second reading in the Senate on March 14th, 2023, and passed on its third reading on March 21st, 2023.⁷³

The House then had the opportunity to concur with the Senate's substitute, which it did on March 29th, 2023.⁷⁴ After this concurrence, the Bill became eligible to be sent to the Governor's desk for final approval.⁷⁵ The Georgia Legislature forwarded the Bill to the Governor on April 6th, 2023.⁷⁶

⁶⁸ *Id*.

⁶⁶ H.B. 120 Status Sheet, *supra* note 2.

⁶⁷ *Id*.

⁶⁹ *Id*.

⁷⁰ *Id*.

⁷¹ H.B. 120 Status Sheet, *supra* note 2.

⁷² *Id*.

⁷³ *Id*.

⁷⁴ *Id*

⁷⁵ *Id*

⁷⁶ H.B. 120 Status Sheet, *supra* note 2.

Finally, the Governor signed the Bill into law on May 1st, 2023, at which point it became Act No. 60.77

Prepared by: Jesse C. Moore

⁷⁷ Id.