

REPORT FROM STATE CIRCLE 2009

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Issue No. 5 April 1, 2009

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ELECTIONS

Two important election-related bills have passed in the House of Delegates and are on their way to the Senate. **HB 893 – ELECTION LAW - VOTING SYSTEMS REQUIREMENTS** is an attempt to address problems in the legislation passed in 2007 requiring the state to purchase an optical scan voting system. The current law requires the State Board of Elections to certify a paper ballot voting system, including voting components accessible by disabled voters, that has been shown to meet the EAC's Voluntary Voting System Guidelines

(VVSG). To date, no optical scan voting system has been certified to the most recent VVSG. HB 893 allows the continued use of one of the current DRE machines to be used in each precinct to meet the accessibility requirement while allowing the state to move forward with the acquisition of precinct based optical scan voting equipment. Amendments to the bill require the state to acquire paper-based accessible voting equipment within two years after such equipment is certified by the EAC to the VVSG. HB 893 passed the House on Third Reader 108-26.

HB 1179 – ELECTION LAW – EARLY

VOTING appears to be the legislative vehicle the General Assembly will use to create the legal framework for early voting in Maryland. As amended, the bill requires 1, 3 or 5 early voting places in each county, depending on the population size of the county, and early voting takes place from the second Friday before an election through the Thursday before an election, from 10:00 am until 8:00 pm. Two interesting amendments were adopted before the legislation passed. One allows an early voting polling place to be located in a building that houses an establishment with an alcoholic beverage license, as long as the door to the polling place is at least 100 feet from the entrance to the establishment with the license to sell alcohol. The other surprising amendment basically ends the public funding program for gubernatorial candidates, and allows the state to use up to \$2.5 million of the money to fund the costs of implementing early voting in the 2010 primary and general elections. Although we acknowledge the limitation with the current public funding program for gubernatorial candidates, the use of specially designated funds for an alternate purpose seems to set a disturbing precedent. HB 1179 passed the House on Third Reader 100-36.

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Other short notes: **HB 589 – ELECTION LAW – CHANGE OF PARTY AFFILIATION AND NOMINATION BY PETITTION – REQUIREMENTS**, sponsored by Delegate Ivey and 17 others, would allow voters to change their party affiliation anytime registration is open. Current law allows a change of party affiliation not later than 12 weeks prior to a primary election. This bill has passed the House and had a hearing in the Senate on March 26th.

SB 1061 – ELECTION LAW – GUBERNATORIAL PRIMARY ELECTION – DATE, sponsored by Senators Harris, Colburn and Greenip would change the date of the gubernatorial primary election from the second Tuesday after the first Monday in September to the second Tuesday after the first Monday in June. Election officials have been raising concerns that the preparation time between a September primary and a November general election may be problematic if early voting is enacted. Should this legislation be enacted, the cost of implementing the next primary election would shift to the 2010 fiscal year, instead of being in the 2011 fiscal year. SB 1061 will be heard in the EHEA Committee on April 2nd. The cross-filed bill, HB 1352, was heard in the House Ways & Means Committee on March 11th.

Lu Pierson

BUDGET

Last week, the House passed **HB 100** the Budget Bill and **HB 101**, The Budget Reconciliation and Financing Act (BRFA) for a FY 1020 budget of \$31.5 billion, a 2% increase overall but \$793 million less than the originally proposed budget.

BRFA relies on a transfer into the General Fund of \$649.2 million for FY 2009 and \$253.1 million for FY2010. It reduces local government aid including directing \$60 million in local government income tax revenues and \$101 million from Local Highway User Revenues into the General Fund. It also authorizes the use of special funds for uses normally paid from the General Fund.

The Budget Bill includes \$1.7 billion in federal stimulus funds of which \$1.1 billion is for medical assistance and \$296 million for education. The Budget Bill allows for full funding of Thornton including the Geographic Cost of Education Index; the in-state tuition freeze for public universities and colleges for the fourth year in a row; and there were no reductions to medical assistance services or eligibility. It makes a laundry list of reductions to individual programs.

Barbara Hankins

TRANSPORTATION

Two transportation-funding bills have fallen to unfavorable committee reports, **SB 894/HB 140 Transportation Trust Fund Protection Act** and **SB 723/HB 492** on **Commuter Rail Governance and Funding**. See RSC 1 & RSC 2.

SB 265/HB 303 Vehicle Laws – **Teen Driver Safety** (Administration) is nearing passage. This bill increases by three months the age for issuance of three stages of licensing a driver, the learner's permit, the provisional license and the driver's license. It adds a school attendance requirement and specifies sanctions for moving violations. It also requires a criminal background check for the driving instructor's license. The bill passed the House 133-2 and is headed for the floor vote in the Senate.

Carol Filipczak

AIR QUALITY

Several bills on air quality reported in RSC 2 and 3 are moving along.

SB 278/HB 315 Greenhouse Gas Emissions Reduction Act of 2009 passed the Senate 46-9 and the House 107-31. A hearing is scheduled for April 1 to reconcile the two versions.

SB 212/HB 154 Environment – Green Building Council passed the Senate 46-0, the House 132-1. It too will be heard April 1.

SB 625 Maryland Building Performance Standard – Energy Conservation and Efficiency passed the Senate 45-2. It awaits hearing in the House.

SB686/HB541 High Performance Buildings Act – Community Colleges passed the House 135-0 and received a favorable committee report in the Senate.

HB 1171 (Bartlett, plus 38 others) **Alternative Energy Tax Incentive Act of 2009** adds wind energy to the existing exemption from sales tax for solar energy and geothermal equipment on residential property. It also exempts methane digesters from state property tax and clarifies that solar thermal electric energy equipment is also exempt. It is through second reading in the House.

Carol Filipczak

LEGISLATIVE ETHICS

Status of Previously Reported Bills:

HB 475 and SB 695 - Lobbying by Former Officials - heard in their respective committees, with no further action.

Kay Terry

DOMESTIC VIOLENCE

It's been an exciting time for bills impacting Domestic Violence. **HB 296/SB 267** would mandate that the court require that those under a permanent Protective Order for DV surrender their arms. HB 296 flew through the House on a 98 -38 vote. In JPR, Senators have started to amend aspects of another bill on to SB 267. You ask, what other bill? Not so simple to answer: **HB 359 - Public Safety - Handgun Permits - Victims of DV** flunked after much floor discussion but there are efforts to amend some of the permits bill onto SB 267 which is the Senate's **HB 359** (Mooney). DV advocates, cops and others object to making it easy for anyone in a DV situation to have firearms. These bills would allow victims to get handguns quickly. Advocates contend it is like pouring gasoline onto a fire. While the removal of guns from those under temporary or permanent PO's are going through, this measure would put guns back into the volatile mixture. But putting out the fire may well sabotage the PO bill, too.

But that's not all! There was another measure (**HB 1181 - DV - Expungement of Records**) which we noted in RSC 3. DV advocates started their victory dance a bit too soon because despite its failure, the bill was given a second chance from the floor and has been recommitted to JUD.

Carol Sures

CAMPAIGN FINANCE REFORM

SB 663/HB 1353 - Public Campaign Financing Act for Candidates for the General Assembly - now called the "Miller/Pinsky" bill (see RSC # 3 for description).

The headline in the *Baltimore Sun* on March 26 said it all: "*Dead Again*"? The answer is almost certainly "yes". **SB 663** was recommitted to EHEA. The irony is that Senate President Mike Miller actively opposed public funding in the 2008 Session where the bill lost by 1 vote; he actively supported SB 663 this year and it was sent back to EHEA by a vote of 27-20. So, it would seem that Miller's opposition was more helpful than his support.

Senator Miller's support came at a price. We very reluctantly agreed to a deal between Senator Miller and our partners (Progressive Maryland, Public Campaign, Common Cause, and others). Senator Miller supported SB 663 because organizations advocating public funding agreed to include a provision in the bill which would increase limits for individual campaign contributions from \$10,000 to \$15,000 in the aggregate. We decided that the goal of achieving public funding outweighed the possible embarrassment to "good government" groups such as the League. It seemed a good idea at the time.

Before the motion to recommit SB 663 to EHEA, amendments were adopted, in our view, as "poison pills" (amendments designed to kill the bill). Senator Mooney's amendment would have closed the LLC loophole. We support elimination of that loophole. However, legislation (**SB 157** (RSC 1-3) has been sponsored by Senator Frosh to do that and never gotten out of EHEA. Senator Mooney's amendment would in all probability cause defeat of SB 663.

Senator Zirkin introduced an amendment that was unacceptable to SB 663 supporters. It would have funded the system by a tax add-on rather than the check-off that was in the original bill. Add-ons generally bring far less money into a public funding system. (Tax check-offs allow taxpayers to designate a specified amount from their tax payments to fund campaigns; and tax add-ons allow people to add money to their income taxes to help fund campaigns.)

One other amendment worth mentioning was accepted. Senator Pinsky amended the bill, at Senator Harris' suggestion in EHEA, to provide that the gubernatorial campaign financing fund (a major source of funding for SB 663) would be available through 2010. As the gubernatorial fund has not been used since 1994, it seems a safe bet that it will not be used in the 2010 elections. But, if a gubernatorial candidate does use the fund, it would be largely or completely wiped-out, so one has to wonder why Senator Pinsky made this concession to Sen. Harris, who did not support the bill.

Status of Other Previously Reported Bills:

HB 413 - Ballot Issues Committee - passed the House and was heard by EHEA on 3/26; **HB 805—Debit Card Disbursements**; **HB 1313 -** Passed Second Reader in House.

No Action Since Committee Hearings: **HB 170 and SB 157 – LLCs - Attribution of Contributions**; **HB 1170 - Contibutions from People Engaged in Gaming Activity**; **SB 512 - Certificates of Deposit**; **SB 846 - Revisions to public funding of gubernatorial campaigns**; **SB 849 - Task Force to Study Restrictions on Campaign Contributions from Government Contractors.**

Kay Terry

EDUCATION

Only one new education bill needs to be mentioned although it remains locked in the House Rules and Executive Nominations Committee. **HB 1549 - Education Funding - Thornton Formula - Evaluation** would require a reexamination of the major education funding formulas. It appears there was a tie-in between this bill's filing and the withdrawal of a bill that would have altered the date for determining the net taxable income base on which several of these formulas are based.

Listed below are those education bills on which action has been taken. Cross filed bills, **SB 879/HB 1264** - **Gwendolyn Britt Student Health and Fitness Act** have been amended identically in their respective houses to authorize, rather than mandate, a physical fitness measurement program by local school systems. In addition, the program name has been changed to Wellness Policy Implementation and Monitoring Plan.

SB 689 - Study Group Expanding Enrollment Options for High School Students, which would have set up a study group on this topic, has been gutted. The amended version would require the Maryland State Department of Education (MSDE) to identify examinations that would allow students to earn credits for Grade 12 English and Algebra II to accelerate their graduation. MSDE would also be required to evaluate the appropriateness of implementing middle college programs for high school students.

All four Senate bills that have passed the Senate will be heard in Ways and Means on April 7.

Status Report

RSC 1

- SB 15 School Construction Trail Enhancement Unfavorable Report
- SB 139 HSA Requirement Unfavorable Report
- SB 140 Task Force on Financial Literacy Passed Senate Amended to add two representatives
- HB 120 Task Force on Financial Literacy Passed House un-amended

RSC 2

- SB 241 Principals may not Suspend students solely for Attendance Reasons Passed Senate
- HB 379 Class Size Reporting Passed House
- HB 481 School Construction Trail Enhancement Unfavorable Report

RSC 3

- SB 689 High School Options Passed Senate with amendments (see above)
- SB 754 No Standing on School Busses Unfavorable Report
- SB 857 High School Reform Unfavorable Report
- SB 903 HSA Requirement Unfavorable Report
- HB 934 No Standing on School Busses Unfavorable Report

RSC 4

SB 879 - Student Fitness - Passed Senate with amendments (see above)

HB 1264 - Student Fitness - Passed House with amendments (see above)

Lois Stoner

MARRIAGE EQUALITY

HB 902 (RSC 4) was heard on March 18th and on March 28th an unfavorable report was filed by the House Economic Matters Committee. No further action has been taken to date on the other pending bills involving marriage issues.

Sherry Hyman

AFFORDABLE HOUSING

This year little is being done by the legislature in the areas of affordable housing and meeting basic economic need.

The most significant action concerns the provision of notice to tenants of properties that are being foreclosed. **SB 203** (RSC 2) on this subject was withdrawn, and Senator Jones, the lead sponsor of the bill, was added as a sponsor to **SB 842** (RSC 3). SB 842 passed a second reading with amendments that do not alter its basic requirement of notice to tenants at three important times during the foreclosure process. The fiscal note states that there will be no additional expense to the state if this bill is passed. There has been no action on the companion bill, **HB 776**.

Delegate Lafferty's bill (HB 692) on mobile home park relocation was withdrawn.

HB733, which would have allowed tenants to remain in their rental units for up to 3 months, was given an unfavorable vote by Environmental Matters.

Ruth Crystal

ADMINISTRATION OF JUSTICE

SB 528 (Kramer) Estates and Trusts Register of Wills - Fees unfavorable JPR committee report 3/17.

HB 399 (Rosenberg) **and SB 153** (Frosh) - **Orphans 's Courts Jurisdictional Limit** increasing from \$20,000 to \$50,000. HB 399 as amended by JUD passed third reader 135-0 on 2/26. Amendment has specific language that legislation is prospective and has no effect on any probate proceedings commenced before the legislations effective date of 10/1/09. HB 399 sent to Senate JPR on 2/27 no hearing date. SB 153 passed 3rd reader 46-0 with no amendment sent to House JUD hearing 4/1.

SB 905 (Muse) and **HB 634** (Levi and Vallario) **Orphans' Court – Minors - Guardianship**. SB 905 hearing rescheduled for 3/25 JPR. HB 634 3/16 favorable report in JUD. 3/19 passed 3rd reader 132-0 sent to Senate JPR 3/20.

HB 856 (Smigiel) **Criminal Procedure - Media Coverage in the Courtroom - Criminal Sentencing hearings** (hrg 3/11 JUD – no action).

HB 917 (Smigiel) Administration Office of the Courts - Uniform Subpoena Procedures and Forms for Circuit Court. (hrg 3/5 JUD). Maryland Rules do not require that each circuit court adopt the same form and procedures for the issuance and service of subpoenas. Unlike the District Court of Maryland, which is a unified system run by the State, circuit courts are local courts administered by the county in which they are located. (3/16 unfavorable JUD).

SB 872 (**Zirkin**) **Election Law - Candidate for Judge of the Circuit Court - Filing Requirements** would require all candidates for Circuit Court to declare their intentions to run for Circuit Court at the same deadline time July 1, even if they were third party candidates not having a Gubernatorial Primary. (hrg3/12)

Grace Kubofcik

JUVENILE JUSTICE

SB 218 requires that juveniles who have committed sexual offenses register with the state after Juvenile Court supervision ends, at age 18, if evidence suggests that they might commit other sexual offenses. This bill was passed by the Senate following a favorable report from the Senate Judicial Proceedings Committee. A hearing was held in March (cross-file HB 593), but it remains in JUD.

No action has been taken on **SB 393** (cross-filed as HB 383), which requires child-serving agencies in the state to report how they are using less-costly evidenced-based services in the areas of juvenile justice, child welfare, and education, to the Department of Budget and Management. Since these bills can be supported by the League positions on juvenile corrections, written testimony was sent to the two committees hearing these bills.

SB 531, requiring that new residential facilities for juveniles serve no more than 48 children, was passed by the Senate and is now in the House Judiciary Committee for first reading. This legislation is supported by League positions that ask that juveniles be incarcerated in small institutions. (hrg JUD 4/12 1 p.m.)

Debbie Ehrenstein

MANDATORY SENTENCING

With one exception all the mandatory minimum sentencing bills being followed by LWVMD have been heard by committee, with no reports and no action. The exception, HB 767, which would have increased the minimum sentence for a second degree sexual offense, received an unfavorable report from the Judiciary Committee, while the cross-file SB 427 has been heard by Judicial Proceedings with no report. For a rundown of the other languishing bills, see *RSC 4*.

Marcia Reinke

GUNS

The outlook is favorable for legislation which will make pre-trial release much more difficult for repeat gun offenders. **HB 88** passed in the House 135-0; and the cross-filed bill, **SB 181** has received a favorable report from Judicial Proceedings subject only to an amendment adding more sponsor names. This legislation was filed at the request of the Baltimore City Administration as part of its effort to cut down on gun-related crimes. Another bill filed on behalf of the City, **SB 182 No Good Time for Gun Crime** has been heard by Judicial Proceedings with no report. A cross-file, despite a different title, **HB 87** has passed in the House 131-0. This legislation would cut back on eligibility for early release for good behavior. For a report on gun legislation in connection with protective orders see the Domestic Violence section of this *RSC*.

Marcia Reinke

CORRECTIONS

Cross-filed bills, **HB 483** and **SB 503**, have been heard by the Judiciary and Judicial Proceedings Committees with no reports. These bills would make it easier for convicted felons, who have served their time, to get information on voting rights on release from prison, A similar bill, **HB 1318**, has also been heard by Judiciary with no report.

Marcia Reinke

DEATH PENALTY

Few are completely satisfied with the death penalty bill now before Gov Martin O'Malley who has said he will sign. Opponents of the death penalty regret that repeal legislation failed; while supporters of capital punishment bemoan amendments which they say will make death penalty prosecutions close to impossible. The final bill, **SB 279,** with an amended titled **Criminal Law – Death Penalty – Evidence,** emerged from the Senate, 34 – 13, after three days of debate, which included turning over an unfavorable report (on repeal) from the Judicial Proceedings Committee and multiple amendments.

Although vote counters believe repeal would have passed in the House, the Judiciary Committee decided not to act on its own repeal bill, **HB 316**, electing instead to act favorably on the Senate's amended version in the belief that sending repeal legislation back to the Senate would result in nothing accomplished this year. Delegates backed the Senate version 87-52. LWVMD testimony submitted at the Judiciary hearing continued to give "strong support" for repeal, but also "neutral to weak support" for the Senate version, in the belief it was the best that could be expected this year, and that the full repeal battle could be fought another day.

The final bill restricts the death penalty to murder cases with biological evidence such as DNA, videotaped evidence of the murder or a videotaped confession. Not retroactive, it will have no effect on the five men now on Maryland's death row.

On a happier note for proponents of repeal, **HB 1109**, aimed at exempting execution procedures from the Administrative Procedures Act, received an unfavorable report from the Judiciary Committee. Maryland executions have been on hold following a Court of Appeals decision a few years ago to the effect that lethal injection protocols must be reviewed and approved before another execution may take place. Gov. O'Malley, an advocate of repeal, has reluctantly initiated the review, which may, however, be difficult to get through a future General Assembly.

It looks like other bills related to the death penalty are going nowhere. **HB 794**, which would have created a special death penalty court, also received an unfavorable report from the Judiciary Committee. And **HB 925**, **Maryland Personhood Amendment**, which would have linked the death penalty to pro-life positions on abortion, has been heard by the Health and Government Relations Committee with no report.

Marcia Reinke

HEALTH

Today is crossover day, at the end of which bills must have passed one house or the other. **HB 237/SB 505**, **Non-economic Damages**, have not come out of Committees, it is unlikely that they will pass. The entire medical community will be pleased with this development, as the bill would have significantly increased malpractice insurance.

On the Universal Access front there has also been little action. Senator Pinsky's **SB 881/HB 1186** were heard in committee in early March and the committees have not taken action on them. **HB 915/SB 813, Health Care Affordability Act of 2009,** are also sitting in committee. Senator Pipkin's bill **SB 756** received an unfavorable vote in Senate Finance and then he withdrew it. I believe there may be a summer study bill passed.

SB 272, **Maryland False Claims Act**, strongly supported by the Governor due to budgetary concerns, went down to defeat on third reader by one vote. The Governor tried to have it reconsidered before the deadline but was unable to move a vote to the other side. The hospitals and the medical community in general were strongly opposed to this bill because of the whistle blower clauses in the bill. The Governor was counting on the bill to provide budgetary funds.

The Budget bill will have a negative impact on Medicaid funds because it delays the Medicaid expansion in the State, but others are moving forward. **HB 462**, which requires that the Medicaid Advisory Committee and the public be notified of changes to the Medicaid program has passed third reader in the House and has crossed over to the Senate Finance Committee. **HB 500** has also passed the House and would require increased information be sent to parents in Baltimore City in an effort to sign children up for MCHIP. Increased substance abuse services, **HB 739**, passed the House 131 to 1 on March 25, but the cross filed bill has had no action in Senate Finance. **HB 580** would give MHIP coverage to foster children when they turn 18. This would help if they go to college or into the job market following high school.

There are several insurance bills that are moving. **HB 235, Health Insurance Rescission of Contracts**, has passed the House and crossed into the Senate Finance Committee where it was heard on March 26. It delineates when a carrier may rescind a health insurance contract for pre-existing conditions. **HB 255, Assignment of Benefits**, is probably going to go to Summer Study. This bill would require CareFirst to pay non-participating hospital-based physicians directly for care. **SB 84**, which would require carrier offering Medigap coverage to offer coverage to residents under 65 who are declared disabled, passed both houses. The carriers would not be able to charge a rate higher than an average of specified premiums.

The history of **SB 98** is reminiscent of the Cover Load bill of several years ago and this year the sponsors named it "The Delegate John Arnick Electronic Communications Traffic Safety Act" in John Arnick memory. The bill bans text messaging while driving and has taken at least three or four years to get through the General Assembly, but this year it looks like it is moving. It passed the Senate 43 to 4 and has crossed over. It will heard March 31 in the House Economics Committee.

Neilson Andrews

CHILDREN AND FAMILIES

Very little progress to report on bills formerly reported, and no stimulus funds have been added to the **Children's Cabinet Interagency Fund** as of this date. We are urged to call or write Gov. O'Malley in support of increased funding for this fund, which is so important for children sent out-of-state for treatment, or for families who have to deal with multiple such problems, and need the community based wrap-a-round approach to be able to deal with them. (see RSC 4)

SB 356/HB 712 - Sen. Frosh, et al - Child Care Providers required to prepare evacuation plans, etc. in the event of an emergency. **SB** 356 passed, w/amendments - 47-0. **HB** 712, 1st reading, 3/4/09; Hearing 4/2/09, HGO.

ADVOCATES FOR CHILDREN & YOUTH - (ACY) A recent analysis by ACY explains how a small population in distressed neighborhoods can cost an inordinate amount of state dollars. (as reported in *MD COMMONS - Mar. '09.*)

ENVIRONMENT

HB 295 Smart, Green, and Growing (the Speaker) passed the House March 30. The administration's bill requiring local planning commissions to include information about smart growth measures and indicators in an annual report, was strengthened by an amendment in committee by Del. Lafferty. The bill ensures that priority state funds go to counties that meet their smart growth goals and allows the state to deny them permits to build in natural and agricultural areas if they fall short. The League supported this bill and submitted testimony for its passage. Senate action will follow (SB 276), and since the vote in the House was not overwhelming, the vote in the Senate may be uncertain.

HB 1116 Smart Growth - Visions and Performance Standards Lafferty et al received an unfavorable vote by the Environmental Matters committee and has been withdrawn. The League submitted testimony in favor of

this bill. The bill was more stringent than HB 295 with certain dates at which performance standards had to be reached.

HB 609 Chesapeake Bay Phosphorous Reduction Act of 2009 Holmes et al. SB 553 passed the House March 30. This bill establishes labeling requirements for lawn fertilizer on or after April 1, 2011; it prohibits a person from selling or distributing lawn fertilizer that is not low phosphorous fertilizer on or after April 1, 2011. Phosphorus is a leading pollutant of the Bay. The Senate considers the bill next (SB 553).

HB 1305 Environment - Coal Combustion Byproducts - Department Regulation - Transport and Beneficial Uses, King. Bill passed the House March 30. This bill regulates transportation and uses of solid residue resulting from the burning of coal, including fly ash. It would mandate the formulation of regulations regarding fugitive air emissions from their transportation and permissible beneficial uses of the coal combustion byproducts. Next the bill will go to the Senate where it was crossfiled as SB 553.

Susan Cochran

IMMIGRATION

HB 387 (see RSC 2) as amended passed the house. It now only applies to new applicants for drivers licenses and permits drivers who currently hold drivers licenses to renew them indefinitely.

SB 369 (see RSC 2) passed the Senate. The two bills will have to be reconciled.

Michael Lynch