
SENATE COMMITTEE ON PUBLIC SAFETY

Senator Jesse Arreguín, Chair
2025 - 2026 Regular

Bill No: AB 1687 **Hearing Date:** June 23, 2026
Author: Lackey
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Urgency: No **Fiscal:** Yes
Consultant: SJ

Subject: *Driver's licenses: revocation*

HISTORY

Source: Author

Prior Legislation: AB 401 (Flora), failed passage in Assembly Public Safety, 2019
AB 2337 (Linder), vetoed, 2014
AB 1601 (Hill), Ch. 301, Stats. of 2010
AB 2558 (Benoit), failed passage in Assembly Public Safety, 2006
SB 1694 (Torlakson), Ch. 550, Stats. of 2004
AB 4 (Bogh), failed passage in Assembly Public Safety, 2005

Support: Active San Gabriel Valley; Arcadia Police Officers' Association; Bahati Foundation; Bethel Unspeakable Joy Christian Church; Bike Oven; BikeLA; Brea Police Association; Burbank Police Officers' Association; California Association of Highway Patrolmen; California Association of School Police Chiefs; California Coalition of School Safety Professionals; California Consortium of Addiction Programs and Professionals; California District Attorneys Association; California Narcotic Officers' Association; California Police Chiefs Association; California Reserve Peace Officers Association; California State Sheriffs' Association; Car-Lite Long Beach; Claremont Police Officers Association; Corona Police Officers Association; Culver City Police Officers' Association; Fullerton Police Officers' Association; Healthy Active Street; LA Critical Mass; League of California Cities; Liam's Life Foundation; Livable Communities Initiative; Los Angeles County District Attorney's Office; Los Angeles County Sheriff's Department; Los Angeles School Police Management Association; Los Angeles School Police Officers Association; Move LA; Move Santa Barbara County; Murrieta Police Officers' Association; Napa County Bicycle Coalition; National Coalition for Safer Roads; Newport Beach Police Association; Palos Verdes Police Officers Association; Peace Officers Research Association of California; Placer County Deputy Sheriffs' Association; Pomona Police Officers' Association; Ride of Silence; Riverside Police Officers Association; Riverside Sheriffs' Association; Safety and Advocacy for Empowerment; San Bernardino County; San Diego County District Attorney's Office; Santa Ana Police Officers Association; South Pas Active; Stop 4 Aidan; Street Racing Kills; Streets are for Everyone; Streets for All; Upland Police Officers Association; Vivid Candi; Walk 'n Rollers; Walk San Francisco Foundation

Opposition: ACLU California Action; California Public Defenders Association; Ella Baker Center for Human Rights; La Defensa; Los Angeles County Public Defender's Union, Local 148

Assembly Floor Vote:

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PURPOSE

The purpose of this bill is to authorize the Department of Motor Vehicles (DMV) to revoke a driver's license for eight years if the person is convicted of three or more specified impaired driving offenses within a ten-year period.

Existing law makes it unlawful for any person who is under the influence of any alcoholic beverage or drug, or under the combined influence of any alcoholic beverage and drug, or who has 0.08 percent or more, by weight, of alcohol (BAC) in their blood, to drive a vehicle (hereafter, "DUI"). (Veh. Code, § 23152, subs. (a), (b), (f), & (g).)

Existing law establishes graduated penalties for a first DUI, DUI with one prior, DUI with two priors, and DUI with three or more priors, including jail time, fines, IID installation, license suspension or revocation, and completion of a DUI program. (Veh. Code, §§ 13352, 13352.1, 23538, 23540, 23542, 23546, 23550, 23552, 23548, 23575.3.)

Existing law requires a 10-year license revocation if a person has been convicted of three or more DUIs or DUIs causing bodily injury, the last of which was punishable as a DUI or DUI causing bodily injury with two priors, a DUI with three or more priors, or as an alternate-felony misdemeanor because of a prior specified felony. (Veh. Code, § 23597, subd. (a).)

Existing law makes it unlawful for any person who is under the influence of any alcoholic beverage or drug, or the combined influence of the two, or who has a BAC of .08 or more, to drive a vehicle, and concurrently do any act forbidden by law or neglect any duty imposed by law in driving the vehicle, which proximately causes bodily injury to any person other than the driver (hereafter, "DUI causing bodily injury.") (Veh. Code, § 23153 subs. (a), (f), & (g).)

Existing law establishes graduated penalties for a first DUI causing bodily injury, DUI causing bodily injury with one prior, and DUI causing bodily injury with two or more priors, including jail or prison time, fines, IID installation, license suspension or revocation, and completion of a DUI program. (Veh. Code, §§ 13352, 23554, 23556, 23560, 23562, 23566, 23568, 23575.3.)

Existing law provides that a person who proximately causes bodily injury or death to more than one victim in any one instance that results in a felony conviction of a DUI causing bodily injury, gross vehicular manslaughter while intoxicated, or vehicular manslaughter while intoxicated, shall receive a one-year sentence enhancement in state prison for each additional victim injured (maximum of three). (Veh. Code, § 23558.)

Existing law punishes a person convicted of a DUI causing bodily injury, where the violation proximately causes great bodily injury to any person other than the driver, and the offense occurred within 10 years of two or more priors, as a felony by imprisonment for two, three, or four years in state prison, a \$1,015 to \$5,000 fine, and a five-year license revocation (Veh. Code, §§ 23566, subd. (b), 13352 subd. (a)(6).)

Existing law provides that if a person is convicted for the above offense, and the underlying offense occurred within 10 years of four or more priors, there shall be an additional punishment of three years in state prison, which shall be served in addition and consecutive to the sentence imposed above. (Veh. Code, § 23566, subd. (c).)

Existing law makes any DUI or DUI causing bodily injury (hereafter, “any DUI”) an alternate felony-misdemeanor if that person has previously been convicted of certain impaired driving crimes:

- Punishes a person convicted of any DUI within 10 years of specified felonies – a DUI with three or more priors, a DUI causing bodily injury, or gross vehicular manslaughter – as an alternate-felony misdemeanor, a \$390 to \$1,000 fine, a four- or five-year license revocation (including a three-year designation as a habitual traffic offender), and a three- or four-year IID mandate.¹ (Veh. Code, §§ 13352, subd. (a)(6)-(7); 23550.5, subds. (a), (c) & (d); 23575.3, subd. (h)(1)-(2).)
- Punishes a person convicted of any DUI, who has a prior conviction for felony vehicular manslaughter while intoxicated, as an alternate felony-misdemeanor, a fine of \$390 to \$1,000, a four- or five-year license revocation, and a three- or four-year IID mandate. (Veh. Code, §§ 13352 subd. (a)(6)-(7); 23550.5, subds. (b), (c) & (d); 23575.3, subd. (h)(1)-(2).)

Existing law requires the court, if a person is convicted of a DUI or a DUI causing bodily injury, to consider a BAC of .15 percent or more, or a person’s refusal to take a breath or urine test, as a special factor that may justify enhancing the penalties in sentencing, in determining whether to grant probation, and, if probation is granted, in determining additional or enhanced terms and conditions of probation. (Veh. Code, § 23578.)

Existing law requires the prosecutor, if the prosecution agrees to a plea of guilty or no contest to reckless driving in satisfaction of, or as a substitute for, an original charge of a DUI—also known as a wet reckless—to state for the record a factual basis for the satisfaction or substitution, including whether or not there had been consumption of an alcoholic beverage or ingestion or administration of a drug, or both, by the defendant in connection with the offense. (Veh. Code, § 23103.5, subd. (a).)

Existing law provides that a wet reckless is punishable by imprisonment in a county jail for 5 to 90 days, or by a fine of \$145-1,000, or both. (Veh. Code, § 23103, subd. (c).)

Existing law provides that gross vehicular manslaughter while intoxicated is the unlawful killing of a human being without malice aforethought, in the driving of a vehicle, where the driving was driving under the influence, and the killing was either the proximate result of the commission of an unlawful act, not amounting to a felony, and with gross negligence, or the proximate result of the commission of a lawful act that might produce death, in an unlawful manner, and with gross negligence. Provides that gross vehicular manslaughter while intoxicated is punishable by imprisonment in the state prison for 4, 6, or 10 years. (Pen. Code, § 191.5, subds. (a), (c).)

Existing law provides that vehicular manslaughter while intoxicated is the unlawful killing of a human being without malice aforethought, in the driving of a vehicle, where the driving was

¹ If the conviction is for a DUI, it is a three-year IID term. (Veh. Code, §23575.3, subd. (h)(1)(D).) If it is for a DUI causing bodily injury, then it is a four-year IID term. (Veh. Code, §23575.3, subd. (h)(2)(D).)

driving under the influence, and the killing was either the proximate result of the commission of an unlawful act, not amounting to a felony, but without gross negligence, or the proximate result of the commission of a lawful act that might produce death, in an unlawful manner, but without gross negligence. Provides that vehicular manslaughter while intoxicated is punishable by imprisonment in a county jail for not more than one year, or imprisonment in the county jail for 16 months, 2 years, or 4 years. (Pen. Code, § 191.5, subd. (b).)

Existing law requires that a person convicted of a violation of vehicular manslaughter while intoxicated that occurred within seven years of two or more separate convictions for wet reckless or DUI, or any combination, be designated as a habitual traffic offender for three years subsequent to the conviction. (Pen. Code, § 193.7.)

Existing law requires the DMV to immediately to revoke the privilege of a person to drive a motor vehicle upon receipt of a duly certified abstract of the record of a court showing that the person has been convicted of any of the following crimes or offenses:

- Vehicular manslaughter, except vehicular manslaughter without gross negligence.
- Conviction of three or more violations of hit and run, hit and run causing injury, reckless driving, or reckless driving causing injury, great bodily injury, or specified injuries, within a period of 12 months from the time of the first offense to the third or subsequent offense, or a combination of three or more convictions of violations within the same period.
- Gross vehicular manslaughter while intoxicated, gross vehicular manslaughter while intoxicated when the person was operating a vessel, or fleeing or attempting to elude a pursuing peace officer, causing serious bodily injury resulting in a serious impairment of physical condition, including, but not limited to, loss of consciousness, concussion, serious bone fracture, protracted loss or impairment of function of any bodily member or organ, and serious disfigurement. (Veh. Code, § 13351, subd. (a).)

Existing law prohibits the DMV from reinstating the person's revoked driving privilege until the expiration of three years after the date of revocation and until the person whose privilege was revoked gives proof of financial responsibility, as defined. (Veh. Code, § 13351, subd. (b).)

This bill authorizes the DMV to revoke the privilege of a person to drive a motor vehicle upon receipt of a duly certified abstract of the record of a court showing that the person has been convicted of three or more of the following violations, or a combination of three or more of these violations, where each of the violations occurred within a 10-year period:

- A DUI with two priors.²
- A DUI with three or more priors.
- A DUI causing bodily injury with two or more priors.
- A DUI or DUI causing bodily injury within 10 years of the following felonies: a DUI with three or more priors, a DUI causing bodily injury, or gross vehicular manslaughter.
- A DUI causing bodily injury, where the violation proximately causes great bodily injury (GBI) to another person, and the offense occurred within 10 years of two or more priors.
- Gross vehicular manslaughter while intoxicated.

² For purposes of this analysis and unless otherwise specified, a "prior" means a separate DUI conviction under Vehicle Code sections 23152 (DUI), 23153 (DUI causing bodily injury), or a "wet reckless" conviction under 23103.5 (plea to reckless driving in satisfaction of an original DUI charge) that occurred within 10 years of the current violation.

- Gross vehicular manslaughter while intoxicated while operating a vessel.
- Vehicular manslaughter while intoxicated within seven years of two or more priors.

This bill provides that if the DMV revokes the privilege of a person to drive a motor vehicle pursuant to the provision above, the DMV is prohibited from reinstating the revoked privilege until the expiration of eight years after the date of revocation and until the person whose privilege was revoked gives proof of financial responsibility, as defined, except as specified below.

This bill authorizes, four years from the date of the last conviction of an offense specified above, a person whose license was revoked to apply to the DMV to have their privilege to operate a motor vehicle reinstated, subject to the condition that the person submits an ignition interlock device (IID) “Verification of Installation” form and agrees to install and maintain an IID, as specified.

This bill requires the IID to remain on the person’s motor vehicle for two years following the reinstatement of the person’s driving privilege.

This bill requires the DMV to reinstate the person’s license if the person satisfies all of the following conditions:

- The person was not convicted of any drug- or alcohol-related offenses during the driver’s license revocation period.
- The person successfully completed a DUI program, following the date of the last conviction of an offense specified above, if such a program is required.
- The person was not convicted of violating specified prohibitions against driving a vehicle on a suspended or revoked license, including driving on a suspended or revoked license because of a DUI conviction, during the revocation period.

This bill requires the DMV to immediately revoke the privilege to operate a motor vehicle of a person who attempts to remove, bypass, or tamper with the IID, who has the device removed prior to the termination date of the restriction, or who fails three or more times to comply with any requirement for the maintenance or calibration of the IID. Requires that the person’s driving privilege remain revoked for the remaining period of the original revocation and until all reinstatement requirements are met.

This bill provides that it shall be known, and may be cited, as Irene’s Law.

COMMENTS

1. Need For This Bill

According to the author:

As a CHP officer, I have stood on the side of the road with families who have just lost loved ones to drunk drivers. Those scenes will never leave me. We owe it to those families to hold repeat offenders accountable. AB 1687 will help by increasing the revocation period for a third DUI conviction from three years to eight years. This stronger deterrent reduces the likelihood of repeat offenses,

keeps high-risk drivers off the road, and helps prevent alcohol-related injuries and fatalities, ultimately improving public safety across the state.

2. Alcohol-Involved Traffic Fatalities

According to the most recent annual report on DUIs published by the California Department of Motor Vehicles (DMV), there were 110,017 DUI arrests in 2021.³ Alcohol- and drug-impaired driving contribute significantly to traffic deaths and injuries in California. According to the California Office of Traffic Safety (OTS), 1,355 people were killed in alcohol-involved traffic crashes in 2023 in the state.⁴ After a decade of increasing alcohol-involved crash fatalities, the latest data suggest this trend may be reversing. Like other fatal crashes, alcohol-involved crash fatalities decreased in California 4.5 percent between 2022 and 2023.⁵

Alcohol- and drug-involved crash fatalities (hereafter, “DUI crash fatalities”), which have historically comprised a significant portion of total crash fatalities, peaked at 2,065 in 2005, before declining to a multi-decade low of 1,416 in 2010.⁶ While DUI crash fatalities have steadily increased since then, DUI crash fatalities comprise an increasingly smaller proportion of total crash fatalities. In 2013, DUI crash fatalities were responsible for 54.7% of all crash fatalities.⁷ That percentage dropped to 41.7% in 2021—the lowest proportion of total crash fatalities since 2001.⁸

3. License Suspension and Revocation

Existing law makes it unlawful for a person who is under the influence of any alcoholic beverage or drug, or under the combined influence of any alcoholic beverage and drug, or who has 0.08 percent or more, by weight, of alcohol (BAC) in their blood, to drive a vehicle (known as DUI with no injury). (Veh. Code, § 23152, subds. (a), (b) (f), & (g).) It is also unlawful to drive impaired while concurrently doing an act forbidden by law or neglecting a duty imposed by law, which proximately causes bodily injury to another (known as DUI causing bodily injury). (Veh. Code, § 23153, subds. (a), (f), & (g).)

The punishment for a DUI or DUI causing bodily injury generally depends on the defendant’s number of separate prior convictions within 10 years of the current offense. Convictions that are considered “priors” are convictions for DUI with no injury, DUI causing bodily injury, and “wet reckless.” (Veh. Code, §§ 23550, 23152, 23153, 23103.5.) A wet reckless occurs when the prosecution agrees to allow the defendant plead guilty to a charge of reckless driving under Vehicle Code section 23103, in satisfaction of, or as a substitute for, an original DUI charge, as specified. (Veh. Code, § 23103.5.)

³ DMV, *32nd Annual Report of the California DUI Management Information System* (Oct. 2025), summary statistics <<https://www.dmv.ca.gov/portal/file/32nd-annual-report-dui-management-information-system-pdf>>.

⁴ OTS, *California’s Annual Report Fiscal Year 2025* (Mar. 2026), p. 8 <https://www.ots.ca.gov/wp-content/uploads/sites/67/2026/03/FY_2025_Annual_Report_Final.pdf>; OTS, *California Traffic Safety Quick Stats* available at <<https://www.ots.ca.gov/ots-and-traffic-safety/score-card/>>.

⁵ OTS, *Annual Report*, *supra*, at p. 8.

⁶ DMV, *DUI Summary Statistics* <<https://www.dmv.ca.gov/portal/dmv-research-reports/research-development-data-dashboards/dui-management-information-system-dashboards/dui-summary-statistics/>>.

⁷ *Ibid.*

⁸ *Ibid.*

A person convicted of a DUI or DUI causing bodily injury is subject to numerous criminal penalties, including jail or prison time, fines, participation in a DUI program, installation and maintenance of an IID, and license suspensions or revocations. This bill pertains to criminal license revocations (i.e., sanctions that are imposed after a person's conviction for a DUI). These license sanctions are distinct from pre-conviction administrative suspensions that the DMV may impose on individuals who drive in violation of the legal BAC threshold or who fail or refuse to complete a chemical or alcohol screening test. (Veh. Code, §§ 13353, 13353.1, 13353.2, 13353.3)

The duration of a criminal DUI license suspension or revocation increases with each prior offense. (Veh. Code, § 13352, subd. (a).) A first DUI is subject to a six-month license suspension or a 10-month suspension if probation is given and a 9-month DUI program is ordered. (Veh. Code, §§ 13352, subd. (a)(1); 13352.1, subd. (a).) A DUI with one prior is subject to a two-year license suspension, a DUI with two priors results in a three-year license revocation, and a DUI with three or more priors results in a four-year license revocation. (Veh. Code, §§ 13352, subd. (a)(1), (3), (5) & (7).) The license suspension and revocation periods are longer for a DUI causing bodily injury. A first-time DUI causing bodily injury is subject to a one-year license suspension, a DUI causing bodily injury with one prior receives a three-year license revocation, and a DUI causing bodily injury with two or more priors is subject to a five-year license revocation. (Veh. Code, §§ 13352, subd. (a)(2), (4), (6), (7).) Courts may postpone the commencement of a license revocation or suspension arising from a DUI conviction until the term of imprisonment is served, for individuals sentenced to one year in county jail or to more than one year in state prison. (Veh. Code, § 23665, subd. (a).)

Additional license revocations apply to DUIs where the person has specified prior impaired driving felonies, DUIs that cause certain injuries, and to serious repeat DUI offenders. For example, a person convicted of a DUI causing bodily injury that proximately causes GBI to another person that occurs 10 years of two or more priors is subject to a five-year license revocation. (Veh. Code, §§ 23566, subd. (b); 13352 subd. (a)(6).) An individual convicted of any DUI within 10 years of specified impaired driving felonies is subject to a four- or five-year license revocation. (Veh. Code, §§ 13352 subd. (a)(6), (7); 23550.5, subds. (a), (c), (d).) And, a person convicted of any DUI who has a prior conviction for felony intoxicated vehicular manslaughter or intoxicated vehicular manslaughter while operating a vessel is subject to a four- or five-year license revocation. (Veh. Code, §§ 13352 subd. (a)(6), (7); 23550.5, subds. (b), (c), (d).)

Finally, courts have discretion to order a 10-year license revocation if a person has been convicted of three or more separate DUIs or DUIs causing bodily injury. (Veh. Code, § 23597, subd. (a).) This only applies if the last offense was punishable as a DUI with two priors, a DUI with three or more priors, a DUI causing bodily injury with two or more priors, a DUI or DUI causing bodily injury within 10 years of a prior specified felony, a DUI or DUI causing bodily injury with a prior conviction for felony intoxicated vehicular manslaughter, or a DUI causing bodily injury, where the violation proximately caused GBI and occurred within 10 years of two or more priors. (Veh. Code, § 23597, subd. (a).) This license sanction does not have a washout period; however, most of the last triggering convictions require multiple impaired driving offenses within 10 years. (Veh. Code, §§ 23566; 23550.5.) In determining whether to issue a 10-year revocation, the court must consider the person's level of remorse, the time between the previous convictions, BAC at the time of violation, participation in an alcohol treatment program, risk to traffic or public safety, and the person's ability to install an IID. (Veh. Code, § 23597, subd. (a).) A person may apply to have their driving privileges reinstated, contingent on

the installation of an IID, five years from the date of the last conviction. (Veh. Code, § 23597, subd. (c)(1).)

Notably, DUI criminal license sanctions do not completely prohibit the defendant from driving. Generally, a person convicted of a DUI can apply to the DMV for a restricted license. (Veh. Code, § 13352, subds. (a)(1)(A).) To obtain a restricted license, the defendant must meet several requirements, including installing and maintaining an IID on every vehicle the person operates for a specified period. (Veh. Code, § 13352, subds. (a)(1)(A).) Additionally, the underlying conviction cannot have been only for drugs (for first-time offenders), and the person must provide proof of enrollment or completion of a specified DUI program, agree to continue satisfactory participation in the DUI program, provide proof of financial responsibility, and pay specified fees. (*Ibid.*) If the DUI was not the person's first offense and the underlying conviction was only for drugs, the defendant must complete 12 months of the suspension period. (Veh. Code, § 13352, subds. (a)(3)(A)(i).) If the person meets these requirements, they may receive a restricted license, which shall remain in effect until all reinstatement requirements are satisfied. (Veh. Code, § 13352, subd. (e)(1).) However, if a person maintains their IID for the mandatory term, the DMV shall reinstate their driving privileges at the time the other reinstatement requirements are satisfied. (Veh. Code, § 13352, subd. (f).) Given that the duration of IID mandates are generally shorter than license suspension or revocation periods, this can permit a person who has completed their mandated IID installation term, and who has otherwise met all their reinstatement requirements to return to driving, without an IID, before the original license sanction date expires.

First-time DUI offenders have an additional avenue to receive a restricted license without having to install an IID. Specifically, the DMV must issue a restricted driver's license to a person convicted of their first DUI upon proof of enrollment in a DUI program, proof of financial responsibility, and payment of fees. (Veh. Code, §§ 13352.4, subd. (a).) This permits the person to engage in limited driving to and from their work and their DUI program. (Veh. Code, §§ 13352.4, subd. (c).) However, a court may disallow the issuance of a restricted license if it finds that the person would present a traffic safety or public safety risk if authorized to operate a motor vehicle. (Veh. Code, §§ 13352.4, subd. (h); 23536, subd. (d).)

4. Administrative Sanctions

California's administrative suspension laws require the DMV to suspend a person's license, prior to any conviction, if they refuse to submit to or fail to complete a chemical test or alcohol screening test, or drive in excess of specified BAC thresholds. (Veh. Code, §§ 13353, 13353.1, 13353.2, subd. (a).) If a person's BAC exceeds the legal limit, the arresting peace officer must personally serve a notice of suspension or revocation on the arrested person, take possession of their driver's license, and issue the person a temporary license, which is valid for 30 days from the date of arrest. (Veh. Code, § 13382, subds (a) & (b).) The suspension becomes effective 30 days after such service. (Veh. Code, § 13353.3, subds. (a).) The DMV, upon receiving a sworn peace officer report relating to the arrest and suspension, must conduct an administrative review to determine if the facts warrant a suspension. (Veh. Code, §§ 13353.2, subd. (d); 13557; 13380.) For individuals with no prior DUIs, who did not refuse a chemical test, and were not previously determined to have driven impaired, the suspension is four months. (Veh. Code, § 13353.3, subd. (b)(1).) If the driver has prior DUIs, refused a chemical test, or has previously been determined to have driven impaired, the suspension is for one year. (Veh. Code, § 13353.3, subd. (b)(2).) Upon suspension, an individual may apply for a restricted driver's license if they enroll in a specified DUI program, install and maintain an IID, and pay specified fees. (Veh. Code, §

13353.6, subd. (a).) Notably, administrative and criminal license sanctions run concurrently. If the DMV administratively suspends a person's driver's license because they exceeded the legal BAC limit, and that person is later convicted of a DUI, arising out of the same occurrence, the two suspension or revocation periods run concurrently, and the total period of the license sanction cannot exceed the longer of the two suspension or revocation periods. (Veh. Code, § 13353.3, subd. (c).)

The traffic safety benefits of administrative license suspensions are well-documented. A 2000 report found that administrative license suspensions and revocations “reduced crashes of different types by an average of 13%.”⁹ Another study that analyzed the long-term impacts of license suspensions across the U.S. found that administrative license revocations reduced alcohol-related fatal crash involvement by 5%, resulting in an estimated 800 saved lives annually.¹⁰ A study in Ontario, Canada, found that a law requiring immediate roadside license suspensions for drivers with BACs from .05 to .08 resulted in a 17% decrease in fatalities and injuries.¹¹

The swift and certain penalties of administrative suspensions can be contrasted with the “lengthy and uncertain outcomes in criminal courts.”¹² While the benefits of quick administrative license sanctions are well-established, the value of lengthy post-conviction license suspensions is less clear. According to the National Highway Traffic Safety Administration (NHTSA), “[a]lthough *administrative* license actions are highly effective in reducing crashes.... *court-imposed* license actions appear less effective” and “long court-imposed license suspensions may do little to reduce recidivism.”¹³ This conclusion is supported by a study on the effects of DUI mandatory pre-conviction and post-conviction driver's license suspension laws in 46 U.S. states.¹⁴ That study found that “[a]dministrative or preconviction drivers license suspension policies have statistically significant and substantively important effects in reducing alcohol-related fatal crash involvement by 5%” but that “[i]n clear contrast, postconviction license suspension policies have no discernable effects.”¹⁵ The study concluded that “[t]he effectiveness of a deterrence policy appears to be more strongly affected by celerity—the speed by which punishment is applied after the offending behavior—than by the high severity of the penalty.”¹⁶

5. Effect of This Bill

This bill authorizes the DMV to revoke a person's driver's license for eight years if the person is convicted of three or more specified impaired driving offenses. Specifically, this bill authorizes the DMV to revoke a person's driving privileges for eight years if they are convicted of three or more of the following offenses, or any combination, where each of the three or more violations occurred within 10 years: 1) gross vehicular manslaughter while intoxicated, 2) vehicular

⁹ National Highway Traffic Safety Administration, *Countermeasures that Work; A Highway Safety Countermeasure Guide for State Highway Safety Offices* (2023), at p. 1-11, available at <https://www.nhtsa.gov/sites/nhtsa.gov/files/2023-12/countermeasures-that-work-11th-2023-tag_0.pdf>.

¹⁰ *Ibid.*

¹¹ *Ibid.*

¹² *Ibid.*

¹³ *Id.* at pp. 1-62.

¹⁴ Wagenaar, A.C. and Maldonado-Molina, M.M, *Effects of Drivers' License Suspension Policies on Alcohol-Related Crash Involvement: Long-Term Follow-Up in Forty-Six States*, *Alcoholism: Clinical and Experimental Research* (2007), 31: 1399-1406, available at: <https://onlinelibrary.wiley.com/doi/10.1111/j.1530-0277.2007.00441.x>

¹⁵ *Ibid.*

¹⁶ *Ibid.*

manslaughter while intoxicated within seven years of two or more priors; 3) vehicular manslaughter while intoxicated while operating a vessel; 4) a DUI with two priors; 5) a DUI with three or more priors; 6) a DUI causing bodily injury with two or more priors; 7) a DUI or DUI causing bodily injury within 10 years of certain impaired driving felonies; and 8) a DUI causing bodily injury, where the violation proximately causes great bodily injury and occurred within 10 years of two or more priors. If a revocation is ordered, the DMV is prohibited from reinstating the person's driving privileges until the expiration of eight years after the date of revocation and until the person provides proof of financial responsibility, except as specified below.

Similar to existing DUI license suspensions and revocations, and particularly, the existing 10-year revocation option, this bill authorizes a person to apply for a restricted license. Specifically, it authorizes a person to apply to have their driving privileges reinstated four years from the date of the last conviction of an offense specified above, conditioned on the requirement that the person agrees to install and maintain an IID. The IID must remain on the person's motor vehicle for two years following reinstatement.

The DMV is required to reinstate a person's license if: the person was not convicted of any drug- or alcohol-related offenses during the revocation period; the person completed a specified licensed DUI program, if such a program is required; and the person was not convicted of violating specified prohibitions against driving a vehicle on a suspended or revoked license during the revocation period. The DMV must immediately revoke the driving privilege to operate a vehicle of a person who attempts to remove, bypass, or tamper with the IID, who has the device removed prior to the termination date of the restriction, or who fails three or more times to comply with any requirement for the maintenance or calibration of the IID. The driving privilege must remain revoked for the remaining period of the original revocation and until all reinstatement requirements are met.

The offenses that this bill applies to already receive independent license revocations. In fact, most of the convictions that this bill applies to already receive either a four- or five-year license revocation. Offenses that can result in a four-year license revocation include a DUI with three or more priors, a DUI or DUI causing bodily injury with a prior felony intoxicated vehicular manslaughter conviction, or a DUI within 10 years of specified impaired driving felonies. (Veh. Code, §§ 13352, subd. (a)(7); 23550; 23550.5, subds. (b), (c), (d).) Offenses subject to a five-year license revocation include a DUI causing bodily injury with two or more priors, a DUI causing bodily injury, where the violation proximately causes GBI to another and occurred within 10 years of two or more priors, a DUI causing bodily injury with a prior felony intoxicated vehicular manslaughter conviction, or a DUI causing bodily injury within 10 years of a specified felony. (Veh. Code, §§ 13352 subd. (a)(6); 23550.5; 23566, subd. (b).) A conviction for gross vehicular manslaughter while intoxicated results in a three-year license revocation. (Veh. Code, § 13351, subds. (a), (b).) This bill may increase the length of the license revocation for a conviction for any of these offenses to eight years, instead of the existing applicable revocation term, if the defendant has committed at least two other of the above-listed impaired driving offenses, where each offense occurred within a 10-year period.

It is worth noting that existing law gives courts the discretion to order a 10-year license revocation for serial repeat DUI offenders. Specifically, Vehicle Code section 23597 authorizes a 10-year license revocation for individuals convicted of three or more DUIs (the last of which is punishable pursuant to one of the repeat offender statutes). (Veh. Code, § 23597, subd. (a).) Similar to the provisions of this bill, a person subject to a ten-year license revocation may apply

for a restricted license, conditioned on the installation of an IID on that person's vehicle, five years from the date of their last conviction. (Veh. Code, § 23597, subd. (c)(1).)

6. Argument in Support

The California District Attorneys Association writes:

AB 1687 ... would authorize the Department of Motor Vehicles to revoke the driving privilege of offenders who commit three or more offenses that involve driving under the influence or vehicular manslaughter while intoxicated.

California has some of the weakest DUI laws in the country, especially as it relates to repeat offenders. Approximately one-third of all non-injury DUI convictions are by repeat offenders but repeat offenders account for two-third of DUIs causing injuries or deaths.

These repeat DUI offenders are killing innocent California citizens at an increasingly alarming rate. In 2023, 1,355 people were killed in alcohol-involved crashes, a nearly 55% increase from 2014. This increase is more than double the national average over the same time period.

AB 1687 ensures that these repeat offenders are not permitted to continue driving and endangering innocent civilians. This bill will enforce these provisions only on those most likely to cause fatal collisions and those who have proven unreceptive to milder forms of deterrence on three separate occasions. The bill also provides an ability to regain driving privileges earlier by completing required alcohol courses and installing an Ignition Interlock Device. This commonsense provision maintains public safety while allowing the defendant to drive in a productive manner.

7. Argument in Opposition

According to the California Public Defenders Association:

Suspending a driver's license for DUI offenses often imposes severe and disproportionate economic consequences, particularly for low-income individuals who depend on driving to maintain employment. For many workers—especially those in rural areas or in occupations such as delivery, construction, and sales—the loss of a license effectively means the loss of a job. Studies in some jurisdictions show that more than 40% of individuals lose employment after a license suspension. Rather than promoting stability or accountability, license suspensions frequently trigger a cycle of poverty by cutting off access to work while fines, fees, and program costs continue to accumulate.

These policies also create a debt trap. Individuals must often pay hundreds or thousands of dollars in fines, reinstatement fees, and mandatory programs—costs that can range from \$400 to more than \$3,000—before they can legally drive again. Without the ability to drive to work, many cannot earn the income necessary to repay these obligations. As a result, some individuals drive out of

necessity, exposing themselves to additional criminal penalties and further compounding their financial hardship.

License suspensions also disproportionately impact rural, low-income and minority communities, which are less likely to have access to reliable public transportation and less able to afford costly rehabilitation requirements. Research further suggests that suspensions imposed for financial reasons—such as unpaid fines or fees—do not increase repayment rates. Instead, they make repayment less likely by preventing individuals from working.

Additionally, research has identified troubling racial disparities in DUI license suspension practices. The study *“Trends and disparities in alcohol-DWI license suspensions by suspension duration, North Carolina, 2007–2016,”* by Bhavna Singichetti and colleagues (September 20, 2024), found evidence of disparities in suspension duration across race, ethnicity, and sex, and noted that structural factors such as residential segregation may contribute to unequal outcomes. ...

Suspending a driver’s license for DUI offenses often produces severe economic consequences without improving public safety. Instead, CPDA supports more balanced alternatives that protect public safety without pushing individuals into economic hardship, including allowing restricted licenses for employment and eliminating debt-based license suspensions, which promote accountability while allowing individuals to remain employed and support their families.

Furthermore, although this bill as amended now merely permits rather than requires the DMV to revoke licenses for eight years it provides no criteria and no forum for the exercise of its discretion, and the driver has no opportunity to be heard. This type of discretionary process is more appropriately the function of the sentencing court rather than the DMV. Likewise the DMV is unsuited to rule on any reduction of the revocation after four years because, unlike courts, it has no ready access to information about disqualifying events, such as alcohol or drug offenses. It is also unlikely that the DMV will advise the driver after four years that he can apply for reinstatement or give him an opportunity to be heard. The sentencing court should make the original decision to revoke or not, and for what period of time. Likewise the court should schedule a probation termination hearing after four years and decide at that time whether a revocation still in effect should be terminated.

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