House Bill 563 (AS PASSED HOUSE AND SENATE)

By: Representatives Leverett of the 123<sup>rd</sup>, Gunter of the 8<sup>th</sup>, Reeves of the 99<sup>th</sup>, Martinez of the 111<sup>th</sup>, Holcomb of the 81<sup>st</sup>, and others

## A BILL TO BE ENTITLED AN ACT

1 To amend Article 2 of Chapter 19 of Title 45 of the Official Code of Georgia Annotated, the

2 "Fair Employment Practices Act of 1978," so as to provide for hearing before an

administrative law judge; to change provisions relating to the appointment of hearing

4 officers; to provide for a definition; to provide the administrator of the Commission on Equal

5 Opportunity with the power to order discovery; to change certain provisions relating to the

6 filing, amending, and investigation of a complaint regarding an unlawful practice; to change

7 provisions relating to an appeal seeking a review of a final order by a hearing officer and a

8 review of a dismissal of a complaint by the administrator; to provide for a penalty for willful

failure to provide testimony or discovery; to provide for a conforming cross-reference; to

provide for related matters; to repeal conflicting laws; and for other purposes.

## BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:

SECTION 1.

13 Article 2 of Chapter 19 of Title 45 of the Official Code of Georgia Annotated, the "Fair

14 Employment Practices Act of 1978," is amended by revising Code Section 45-19-22, relating

15 to definitions, as follows:

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- 16 "45-19-22.
- 17 As used in this article, the term:
- 18 (1) 'Administrator' means the administrator of the Commission on Equal Opportunity
- provided for by Code Section 45-19-24, which agency is composed of an Equal
- 20 Employment Division and a Fair Housing Division.
- 21 (2) 'Board' means the Board of Commissioners of the Commission on Equal Opportunity
- created by Code Section 45-19-23.
- 23 (3) 'Disability' means a physical or mental impairment which substantially limits one or
- 24 more of a person's major life activities, unless an employer demonstrates that the
- employer is unable to accommodate reasonably to an employee's or prospective
- employee's disability without undue hardship on the conduct of the employer's operation.
- 27 (4) 'Discrimination' means any direct or indirect act or practice of exclusion, distinction,
- restriction, segregation, limitation, refusal, denial, or any other act or practice of
- differentiation or preference in the treatment of a person or persons because of race,
- 30 color, religion, national origin, sex, handicap, or age or the aiding, abetting, inciting,
- 31 coercing, or compelling of such an act or practice. This Such term shall not include any
- direct or indirect act or practice of exclusion, distinction, restriction, segregation,
- limitation, refusal, denial, or any other act or practice of differentiation or preference in
- 34 the treatment of a person or persons because of religion if an employer demonstrates that
- 35 the employer is unable to accommodate reasonably an employee's or prospective
- 36 employee's religious observance or practice without undue hardship on the conduct of the
- 37 employer's operation.
- 38 (5) 'Hearing officer' or 'administrative law judge' means an administrative law judge of
- 39 the Office of State Administrative Hearings, except where the Office of State
- 40 Administrative Hearings is a respondent, at which time such term shall mean a special
- 41 master selected by the Governor pursuant to Code Section 45-19-37.

(6) 'Public employer' or 'employer' means any department, board, bureau, commission, authority, or other agency of the state which employs 15 or more employees within the state for each working day in each of 20 or more calendar weeks in the current or preceding calendar year. A person elected to public office in this state is a public employer with respect to persons holding positions or individuals applying for positions which are subject to the state system of personnel administration created by Chapter 20 of this title, including the rules and regulations promulgated by the State Personnel Board or any personnel merit system of any agency or authority of this state. A person elected to public office in this state is not a public employer with respect to persons holding positions or individuals applying for positions on such officer's personal staff or on the policy-making level or as immediate advisers with respect to the exercise of the constitutional or legal powers of the office held by such officer.

54 (6)(7) 'Public employment' means employment by any department, board, bureau, 55 commission, authority, or other agency of the State of Georgia.

56 (7)(8) 'Religion' means all aspects of religious observance and practice as well as belief.

(8)(9) 'Unlawful practice' means an act or practice declared to be an unlawful practice

in Code Sections 45-19-29 through 45-19-31, 45-19-32, or 45-19-45."

59 **SECTION 2.** 

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60 Said article is further amended by revising subsection (e) of Code Section 45-19-23, relating to the creation of the Board of Commissioners of the Commission on Equal Opportunity, members, terms, officers, meetings, compensation of members, powers and duties of board, annual report to Governor and General Assembly, and special masters' list, as follows:

"(e) The board shall establish and certify to the Governor at the beginning of each fiscal year a list of not less than 12 eight persons, including females and minorities, licensed to practice law in Georgia, who have experience in labor law, in employment law, or administrative law, from which list the Governor may select, on the basis of rotation in

sequential order, special masters as provided for in Code Section 45-19-37. The board may

from time to time certify to the Governor additional persons to be added to the

aforementioned list."

71 SECTION 3.

- 72 Said article is further amended by revising paragraphs (3) and (11) of Code Section
- 73 45-19-27, relating to additional powers and duties of administrator, as follows:
- 74 "(3) Within the limitations provided by law, to appoint clerks and other employees and
- agents as the administrator may deem necessary, to include employees and agents to
- 76 represent complainants at special master hearings before the hearing officer as provided
- 77 in Code Section 45-19-37;"
- 78 "(11) To require answers to interrogatories, examine witnesses, and require the
- production of documents so long as it is relevant to the investigation of a complaint, and
- 80 order discovery pursuant to Article 5 of Chapter 11 of Title 9 in aid of investigations and
- hearings under this article to the same extent and subject to the same limitations as would
- apply if ordered or served in aid of a civil action in the superior court in which the
- 83 <u>investigation is taking place;</u>"

SECTION 4.

- 85 Said article is further amended by revising Code Section 45-19-32, relating to unlawful
- practice for a party to violate conciliation agreement, as follows:
- 87 "45-19-32.
- 88 It is an unlawful practice for a party to a conciliation agreement made pursuant to
- subsection (e)(f) of Code Section 45-19-36 to violate the terms of the agreement."

90 SECTION 5.

91 Said article is further amended by revising Code Section 45-19-36, relating to filing

- 92 complaints of unlawful practice and action by administrator, as follows:
- 93 "45-19-36.
- 94 (a) As used in this Code section, the term 'respondent' means an employer charged with
- an alleged unlawful practice.
- 96 (b) An individual claiming to be aggrieved by an unlawful practice or another person on
- behalf of an individual claiming to be aggrieved by an unlawful practice may file with the
- administrator a written, sworn complaint stating that an unlawful practice has been
- ommitted setting forth the facts upon which the complaint is based and setting forth facts
- sufficient to enable the administrator to identify the employer charged. The administrator's
- staff shall promptly investigate the allegations of unlawful practice set forth in the
- 102 complaint and, within 15 days of filing, shall serve the respondent with a copy of the
- 103 complaint. The complaint shall be barred unless filed within 180 days after the alleged
- unlawful practice occurs.
- 105 (c) The charges contained within the complaint and answers shall be verified and may be
- reasonably and fairly amended at any time prior to the administrator rendering a decision
- as to reasonable cause to believe that the respondent has engaged in an unlawful practice.
- 108 (d) Within 90 days after of the filing of the complaint has been filed, the administrator
- shall determine whether there is reasonable cause to believe the respondent has engaged
- in an unlawful practice, unless it is impracticable to do so or unless the administrator has
- approved a conciliation agreement with respect to the complaint. If it is determined that
- there is no reasonable cause to believe that the respondent has engaged in an unlawful
- practice, the administrator shall issue an order dismissing the complaint. If the
- administrator is unable to complete the investigation within 90 days of the filing of the
- 115 complaint, the administrator shall notify the complainant and respondent, in writing, of the
- reasons for the failure to complete the investigation.

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(d)(e) Within ten days after receiving a copy of the order dismissing the complaint, the complainant may file with the administrator an application for reconsideration of the order. Upon such application, the administrator shall determine within 15 days whether there is reasonable cause to believe that the respondent has engaged in an unlawful practice. If it is again determined that there is no reasonable cause to believe that the respondent has engaged in an unlawful practice, the administrator shall issue an order dismissing the complaint and notifying the complainant that such complainant has the right to request a right to bring an action letter from the appropriate federal agency or petition for review in the appropriate superior court as provided for in Code Section 45-19-39. (e) (f) After investigation or after the review provided for in subsection (d) (e) of this Code section, if the administrator determines that there is reasonable cause to believe that the respondent has engaged in an unlawful practice, then the administrator's staff shall first endeavor to eliminate the alleged unlawful practice by conference, conciliation, and persuasion. The terms of a conciliation agreement reached with a respondent may require the respondent to refrain from the commission of unlawful discriminatory practices in the future and make such further provisions as may be agreed upon between the administrator and the respondent. If a conciliation agreement is entered into, the administrator shall issue and serve on the complainant a final order stating its terms. Except for the terms of the conciliation agreement, neither the administrator nor any agent thereof shall make public without the written consent of the complainant and the respondent information concerning efforts in the particular case to eliminate an unlawful practice by conference, conciliation, or persuasion, whether or not there is a determination of reasonable cause or a conciliation agreement. (f)(g) In the event the administrator determines that there is reasonable cause to believe that an agency or authority has engaged in an unlawful practice as defined in this article and the administrator's staff is unable to eliminate the alleged unlawful practice by

143 conference, conciliation, and persuasion, the administrator shall refer the complaint to a

144 special master hearing officer as provided for in Code Section 45-19-37.

(g)(h) At the expiration of one year from the date of a conciliation agreement and at other times in its reasonable discretion, the administrator's staff may investigate whether the terms of the agreement have been and are being complied with by the respondent. The administrator shall report the findings to the complainant and respondent. If the administrator finds reasonable cause to believe that the agreement has been breached, the complainant may seek enforcement of the agreement in the superior court of the county in which the alleged violation took place or in the county of the respondent's residence.

(h) The administrator shall issue to the complainant and the respondent, 90 days from the date the complaint was filed and every 30 days thereafter, a status report summarizing any action taken with respect to the complaint. The status reports required by this subsection shall be issued until final resolution of the complaint."

**SECTION 6.** 

Said article is further amended by revising Code Section 45-19-37, relating to appointment of special master to conduct hearing on complaint and procedure, as follows:

159 "45-19-37.

(a) Unless the administrator has issued an order dismissing the complaint or stating the terms of a conciliation agreement within 90 days after a complaint is filed, the administrator shall either refer the complaint to an administrative law judge of the Office of State Administrative Hearings, or, for complaints identifying the Office of State Administrative Hearings as the respondent, request that the Governor appoint, from the list provided for by subsection (e) of Code Section 45-19-23, a special master to conduct a hearing in accordance with this article. Not more than 15 working days after such request, the Governor shall select and appoint a special master who must shall be an attorney licensed to practice law in this state. The special master hearing officer to whom the

complaint is referred shall have all of the power and authority granted to agencies in conducting hearings and rendering final orders under Chapter 13 of Title 50, the 'Georgia Administrative Procedure Act,' including but not limited to subpoena power. Act.'

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(b) Not more than seven days after the appointment of the special master referral to the hearing officer, the administrator shall serve on the respondent and on the complainant or the complainant's attorney by registered or certified mail or statutory overnight delivery a written notice together with a copy of the complaint requiring the respondent to answer the charges contained therein at a hearing before the special master hearing officer at a time and place specified in the notice. Such notice must shall contain all general and specific charges against the respondent.

(c) The respondent shall serve an answer with the special master hearing officer by registered or certified mail or statutory overnight delivery not more than 20 working days after receipt of the notice of hearing, which 20 working days may be extended by the special master hearing officer in the special master's hearing officer's discretion for an additional time not to exceed ten working days. The respondent's answer must shall show by a certificate of service that the respondent has served a copy of the answer on the complainant or the complainant's attorney at the last known address of the complainant or the complainant's attorney where complainant is represented by an attorney. Upon leave of the special master hearing officer, the complainant may amend the charges contained in the notice of hearing. The respondent may amend an answer at any time prior to the hearing or, upon leave of the special master hearing officer, may amend thereafter. No final order shall be issued unless the respondent has had the opportunity of a hearing on the charges contained in the notice of hearing or amendment on which the final order is based. If the respondent fails to answer the complaint, the special master hearing officer may enter the respondent's default. Unless the default is set aside for good cause shown, the hearing may proceed on the evidence in support of the complaint.

195 (d) At any time after a notice of hearing is served upon a respondent, discovery shall be authorized in the same manner and fashion as discovery is permitted under Code Sections 196 197 9-11-26 through 9-11-37. Any order contemplated in Code Sections 9-11-26 through 198 9-11-37 may be issued by the special master. Judicial enforcement of any such order may be obtained by the complainant or respondent in the same manner as is provided for the 199 200 enforcement of final orders in Code Section 45-19-40. 201 (e) A respondent who has filed an answer or whose default in answering has been set aside 202 for good cause shown may appear at the hearing, may examine and cross-examine 203 witnesses and the complainant, and may offer evidence. The complainant and, at the 204 discretion of the special master hearing officer, any other person may intervene, examine and cross-examine witnesses, and present evidence. 205 206 (f)(e) Efforts at conference, conciliation, and persuasion shall not be received in evidence. 207 (g) Testimony taken at the hearing shall be under oath and shall be stenographically or 208 otherwise recorded by a certified court reporter. After the hearing, the special master at the 209 special master's discretion may take further evidence or hear arguments upon notice to all 210 parties with an opportunity to be present. 211 (h)(f) Except as otherwise specifically provided for in this article, all proceedings of the 212 special master hearing officer shall be conducted as provided for with respect to contested 213 cases in Chapter 13 of Title 50., the 'Georgia Administrative Procedure Act.' (i)(g) A complainant may retain at the complainant's own expense private counsel to 214 215 represent the complainant in any proceeding provided for under this article; however, the 216 complainant may utilize the services of an individual employed by the administrator pursuant to paragraph (3) of Code Section 45-19-27 in presenting the complainant's case 217 before the special master hearing officer."

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219 **SECTION 7.** 

- 220 Said article is further amended by revising Code Section 45-19-38, relating to findings,
- 221 conclusions, and order of special master generally and order to cease and desist from
- 222 unlawful practice and to take remedial action, as follows:
- 223 "45-19-38.
- 224 (a) If the special master hearing officer determines that the respondent has not engaged in
- an unlawful practice, the special master hearing officer shall state the special master's
- hearing officer's findings of fact and conclusions of law and shall issue a final order, within
- 227 30 days after the hearing unless, for good cause shown, such time is extended by the
- 228 Governor hearing officer, dismissing the complaint.
- 229 (b) If the special master hearing officer determines that the respondent has engaged in an
- 230 unlawful practice, the special master hearing officer shall state the special master's hearing
- officer's findings of fact and conclusions of law and shall issue a final order, within 30 days
- after the hearing unless, for good cause shown, such time is extended by the Governor
- hearing officer, requiring the respondent to cease and desist from the unlawful practice and
- 234 to take such remedial action as in the judgment of the special master will hearing officer
- 235 <u>shall</u> carry out the purposes of this article.
- 236 (c) Remedial action under this Code section may include but is not limited to:
- (1) Hiring, reinstatement, or upgrading of employees with or without back pay. No
- award of back pay shall be ordered pursuant to this article with respect to any period
- 239 more than two years prior to the date of the filing with the administrator of the complaint
- 240 with respect to which such award of back pay is ordered. Interim earnings,
- unemployment benefits, workers' compensation benefits, or amounts earnable with
- reasonable diligence by the person or persons discriminated against shall operate to
- reduce the back pay otherwise allowable;
- 244 (2) Admission or restoration of individuals to participate in a guidance program,
- apprenticeship training program, on-the-job training program, or other occupational

training or retraining program and the utilization of objective criteria in the admission of individuals to such programs;

- 248 (3) The extension to all individuals of the full and equal enjoyment of the advantages,
- facilities, privileges, and services of the respondent;
- 250 (4) Reporting as to the manner of compliance;
- 251 (5) Posting notices in conspicuous places in the respondent's place of operation in the
- form prescribed by the administrator or special master hearing officer;
- 253 (6) Restoration of employment benefits not otherwise specified in this Code section; or
- (7) Recommending to the Governor that the respondent be required to adopt and file with
- 255 the administrator, within a specified time limitation, for the administrator's approval a
- 256 plan to fill vacancies or hire new employees in a manner to eliminate or reduce imbalance
- in employment with respect to race, color, disability, religion, sex, national origin, or age.
- 258 (d) Any monetary award ordered pursuant to this article shall be for actual damages only.
- (e) The respondent shall comply without delay with the terms and conditions of such a
- 260 final order."

SECTION 8.

- 262 Said article is further amended by revising Code Section 45-19-39, relating to appeal to
- superior court of final order of special master or complaint dismissed by administrator, as
- 264 follows:
- 265 "45-19-39.
- 266 (a) Any party to a hearing before a special master hearing officer or a complainant whose
- 267 complaint has been dismissed by the administrator may appeal any adverse final order of
- a special master hearing officer or the final order of dismissal of the complaint by the
- 269 <u>administrator</u> by filing a petition for review in the superior court in the county in which the
- alleged unlawful practice occurred or in the superior court of the residence of the
- 271 respondent within 30 days of the issuance of the final order. Neither the administrator nor

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the special master hearing officer shall be a named party; however, the administrator must shall be served with a copy of the petition for review. For an appeal seeking the review of a final order by the hearing officer, within Within 30 days after the petition is served on the administrator, the administrator shall forward to the court a certified copy of the record of the hearing before the special master hearing officer, including the transcript of the hearing before the special master hearing officer and all evidence, administrative pleadings, and orders, or the entire record if no hearing has been held. For an appeal seeking the review of the dismissal of a complaint by the administrator, within 30 days after the petition is served on the administrator, the administrator shall forward to the court a certified copy of the entire record. For good cause shown, the court may require or permit subsequent corrections or additions to the record. All appeals for judicial review shall be in accordance with Chapter 13 of Title 50, the 'Georgia Administrative Procedure Act'; provided, however, that, if any provisions of Chapter 13 of Title 50 conflict with any provision of this article, this article controls. An individual employed by the administrator pursuant to paragraph (3) of Code Section 45-19-27 shall not have the authority to represent the complainant in any appeal to superior court of a final order of the special master hearing officer or in any proceeding in any court, except to secure judicial enforcement of preliminary procedural orders of a special master hearing officer.

- (b) The court shall not substitute its judgment for that of the special master hearing officer or the administrator as to the weight of the evidence on questions of fact. The court may affirm a final order of the special master hearing officer or the administrator or remand the case for further proceedings. Upon review of a final order of the hearing officer or the administrator, the The court may reverse or modify the final order if substantial rights of the appellant have been prejudiced because the administrative findings, inferences, conclusions, or decisions are:
- (1) In violation of constitutional or statutory provisions;
- (2) In excess of the statutory authority of the agency;

- 299 (3) Made upon unlawful procedures;
- 300 (4) Affected by other error of law;
- 301 (5) Not supported by substantial evidence, which shall mean that the record does not
- contain such relevant evidence as a reasonable mind might accept as adequate to support
- said findings, inferences, conclusions, or decisions; or
- 304 (6) Arbitrary, capricious, or characterized by abuse of discretion or clearly unwarranted
- 305 exercise of discretion.
- 306 (c) If, upon judicial review of any order of a special master hearing officer or in a
- 307 proceeding in which a complainant seeks enforcement of a conciliation agreement, the
- 308 court rules in favor of the complainant, then the court may in its discretion render an award
- of reasonable attorney's fees and costs of litigation in the superior court to the
- 310 complainant."

311 SECTION 9.

- 312 Such article is further amended by revising Code Section 45-19-40, relating to entry of court
- 313 judgment based upon final order of administrator or special master, notification of parties,
- and effect of judgment, as follows:
- 315 "45-19-40.
- Any person affected by a final order of the administrator or a special master hearing officer
- may file in the superior court of the county of the residence of the respondent a certified
- 318 copy of a final order of the administrator or of a special master hearing officer unappealed
- from or of a final order of a special master hearing officer affirmed upon appeal,
- whereupon said court shall render judgment in accordance therewith and notify the parties.
- 321 Such judgment shall have the same effect and all proceedings in relation thereto shall
- thereafter be the same as though the judgment had been rendered in an action duly heard
- and determined by the court."

324 **SECTION 10.** 325 Said article is further amended by revising Code Section 45-19-44, relating to unlawful 326 practices punishable by a civil fine, as follows: 327 "45-19-44. 328 (a) It shall be an unlawful practice for a person willfully to: 329 (1) Make public with respect to a particular employer or person without the employer's 330 or person's consent information obtained by the administrator or the administrator's 331 representatives or employees pursuant to their authority under Code Section 45-19-41, 332 except as shall reasonably be necessary to carry out the provisions of this article: 333 (2) Retaliate or discriminate in any manner against a person because the person has 334 opposed a practice declared unlawful by this article or because the person has made a 335 charge, filed a complaint, testified, assisted, or participated in any manner in any 336 investigation, proceeding, or hearing concerning an unlawful practice under this article; 337 (3) Aid, abet, incite, compel, or coerce a person to engage in any of the acts or practices 338 declared unlawful by this article; 339 (4) Obstruct or prevent a person from complying with this article or with any order 340 issued under this article; 341 (5) Resist, prevent, impede, or interfere with the administrator, or any of his the 342 administrator's representatives, or employees, or with a special master hearing officer in 343 the lawful performance of a duty under this article. Such unlawful practice may include, 344 but shall not be limited to, willfully neglecting or failing to comply or to fully comply 345 with a subpoena or other lawful order to; 346 (A) Attend and testify at any hearing or deposition; 347 (B) Answer any lawful inquiry; or 348 (C) Produce records, documents, or other requested evidence;

provided, however, that it shall not be a violation of this article for anyone to challenge

or resist any action by the administrator, or any of his the administrator's representatives

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or employees, or by a special master hearing officer when there is a good faith belief that
the administrator is, or his the administrator's representatives or employees are, or the
special master hearing officer is acting unlawfully or acting in excess of statutory
authority; or

- 355 (6) Initiate frivolous and unwarranted charges of discrimination against a public employer.
- 357 (b) A violation of this Code section shall not be deemed a crime; but any person who willfully violates this Code section may be punished by a civil fine not to exceed

359 \$1,000.00."

360 **SECTION 11.** 

- Said article is further amended by revising Code Section 45-19-45, relating to unlawful conspiracies, as follows:
- 363 "45-19-45.
- It shall be an unlawful practice for a person or for two or more persons to conspire:
- 365 (1) To retaliate or discriminate in any manner against a person because the person has 366 opposed a practice declared unlawful by this article or because the person has made a 367 charge, filed a complaint, testified, assisted, or participated in any manner in any
- investigation, proceeding, or hearing concerning an unlawful practice under this article;
- 369 (2) To aid, abet, incite, compel, or coerce a person to engage in any of the acts or practices declared unlawful by this article;
- 371 (3) To obstruct or prevent a person from complying with this article or any order issued
- under this article;
- 373 (4) To resist, prevent, impede, or interfere with the administrator, or any of his the
- administrator's representatives or employees, or a special master hearing officer in the
- lawful performance of <u>a</u> duty under this article. Such unlawful practice may include, but

376	shall not be limited to, willfully neglecting or failing to comply or to fully comply with
377	a subpoena or other lawful order to:
378	(A) Attend and testify under oath at any hearing or deposition;
379	(B) Answer any lawful inquiry; or
380	(C) Produce records, documents, or other requested evidence;
381	provided, however, that it shall not be a violation of this article for anyone to challenge
382	or resist any action by the administrator, or any of his the administrator's representatives
383	or employees, or a special master hearing officer when there is a good faith belief that the
384	administrator, or his the administrator's representatives or employees, or a special master
385	the hearing officer is acting unlawfully or acting in excess of his statutory authority; or
386	(5) To initiate willfully frivolous and unwarranted charges of discrimination against a
387	public employer."

388 **SECTION 12.** 

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