

Department of Legislative Services  
Maryland General Assembly  
2012 Session

FISCAL AND POLICY NOTE  
Revised

House Bill 160

(Delegate Niemann, *et al.*)

Environmental Matters

Judicial Proceedings

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Motor Vehicles - Towing Practices and Procedures

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This bill generally implements certain Task Force to Study Motor Vehicle Towing Practices' recommended legislative changes relating primarily to the regulation of nonconsensual towing of vehicles from private property and the disposition of towed vehicles.

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Fiscal Summary

**State Effect:** General fund revenues increase due to civil penalties established by the bill and application statewide of existing penalty provisions. General fund expenditures increase minimally due to the cost of incarceration and also to the extent that the workload of the District Court increases beyond what can be handled with existing resources. The Motor Vehicle Administration (MVA) can implement the bill with existing resources.

**Local Effect:** Local revenues may decrease in jurisdictions that currently have regulations regarding the towing of vehicles from private property that are less stringent than the bill, which may now be preempted from enforcing similar regulations and collecting associated fines. Local towing-related personnel expenditures are affected in some jurisdictions to implement the bill. Also, local expenditures increase minimally due to the cost of incarceration. **This bill imposes a mandate on a unit of local government.**

**Small Business Effect:** Meaningful adverse impact on towing services due to numerous restrictions on existing business practices, additional fines, criminal penalties, higher insurance requirements, and potentially the cost to acquire additional equipment.

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## **Analysis**

**Bill Summary:** The bill makes the current private parking lot towing protections for Baltimore City and Baltimore County applicable statewide. The bill also requires signage at private parking lots to include the name of the tow company and a statement that the vehicle can be reclaimed 24 hours per day, 7 days per week. The maximum tow distance is established to be not more than 15 miles or another limit established by a local government, and a vehicle may not be removed from a parking lot and towed out of state.

The bill retains the current maximum towing and storage charges for Baltimore City and Baltimore County, but it does not establish maximum charges for other jurisdictions.

In addition, towing services are required to notify police within one hour of the tow and photograph the violation or event that precipitated the violation. The tower must provide specified notice to the owner of the vehicle, as well as any secured party, and the vehicle's insurer, within seven days of the vehicle's removal from a parking lot. MVA must maintain a database of addresses for providing notice to an insurer and make the database available to towers free of charge. The bill also prohibits towing a vehicle solely for failing to display current registration, except until 72 hours have passed since a notice of the violation is placed on the vehicle.

The bill requires that a towed vehicle be moved immediately to the storage facility location indicated on the sign posted and prohibits the tower from moving the vehicle from that facility for at least 72 hours; it also requires a storage facility to be available 24 hours per day, 7 days per week. In addition, the bill sets a "drop fee" of one-half of the cost of the full towing charge.

The storage facility must accept as payment either cash or at least two major credit cards. If the facility accepts only cash, it must have an automated teller machine (ATM) on the premises. If the storage facility is unable to process a credit card payment (unless the payment was declined by the credit card company) and does not have an operable ATM on the premises, the storage facility must accept a personal check. Finally, the storage facility must make a towed vehicle available to the owner (or agent), secured party, or insurer, under supervision, for inspection or for retrieval of personal property not attached to the vehicle.

The bill does not prevent a local authority from adopting a law or regulation relating to the registration or licensing of towers or regarding a more stringent standard for parking, towing, removing, or impounding vehicles.

The minimum required insurance for tow trucks is increased to match federal requirements, and the bill clarifies that this requirement applies to certain tow trucks. The bill also eliminates the requirement to obtain a \$20,000 surety bond. Additional penalties for improperly registered tow trucks include impounding of the vehicle and imprisonment for up to one year.

Finally, the bill creates misdemeanor penalties for towing violations related to the removal of vehicles from private parking lots, including a fine of up to \$500 or up to two months imprisonment, or both.

**Current Law:** The Maryland Vehicle Law currently applies to the towing or removal of vehicles from parking lots in Baltimore City and Baltimore County and authorizes the Charles County Commissioners to adopt ordinances and regulations relating to the towing or removal of vehicles from privately owned parking lots in that county. In addition, the Maryland Vehicle Law authorizes law enforcement authorities or their agents to perform public safety towing.

**Background:** The Task Force to Study Motor Vehicle Towing Practices was created by Chapter 514 of 2008 and extended by Chapter 704 of 2009. The task force was charged with studying the following areas of towing:

- the State and local laws governing towing practices, including the storage and disposal of towed vehicles, and any recommended changes to these laws;
- the costs, benefits, and feasibility of a State program of licensure or registration for the towing industry;
- issues related to notice given by a private property owner to the owner of a motor vehicle before towing the vehicle;
- issues related to notice given by a police department to the motor vehicle owner, a secured party, or an insurer of an abandoned motor vehicle in police custody;
- issues related to notice given by a private tower to the motor vehicle owner, a secured party, an insurer, or the local police department of a towed vehicle in the possession of a private tower;
- issues related to State preemption of local authority governing the towing or removal of motor vehicles; and
- any other issues that the task force considers relevant to motor vehicle towing practices in the State.

The task force met 12 times between October 14, 2008, and December 8, 2009, and expired on December 31, 2009. Each meeting of the task force was open to the public. The task force considered two main proposals: (1) creation of an independent tow licensure board; and (2) focusing on private nonconsensual towing, the creation of penalties (civil and criminal), consumer protection measures, and allowing towers a process to dispose of unclaimed vehicles.

**State Fiscal Effect:** General fund revenues increase due to the statewide application of existing penalty provisions for violations of private parking lot towing protections that currently apply only in Baltimore City and Baltimore County. In addition to an increase in penalty revenues from the statewide application of existing penalty provisions, general fund revenues may increase due to new civil penalties established by the bill.

However, general fund expenditures also increase minimally as a result of the bill's incarceration penalties due to more people being committed to Division of Correction facilities for convictions in Baltimore City. Generally, persons serving a sentence of one year or less in a jurisdiction other than Baltimore City are sentenced to a local detention facility. The Baltimore City Detention Center, a State-operated facility, is used primarily for pretrial detentions.

General fund expenditures may also increase to the extent that the bill increases the workload of the District Court beyond what can be handled with existing resources. Additional contested cases will result from the additional fines authorized to be imposed as well as the creation of additional incarceration penalties.

**Local Fiscal Effect:** Local revenues may decrease in several jurisdictions statewide as local governments that currently regulate the towing of vehicles from private property in a less stringent manner may be preempted from enforcing similar regulations and collecting associated fines. Thus, revenues for some jurisdictions may decrease as certain local towing regulations and associated penalties are replaced by similar State provisions and applicable penalties. Consequently, local expenditures may decrease in jurisdictions that no longer decide to maintain towing enforcement staff at current levels.

However, local government expenditures may increase in some jurisdictions that will need to hire additional towing enforcement personnel to implement the bill. Expenditures may also increase minimally as a result of the bill's incarceration penalty. The bill establishes new incarceration penalties and extends the application of existing incarceration penalties to additional jurisdictions and additional entities. Counties pay the full cost of incarceration for people in their facilities for the first 12 months of the sentence. Per diem operating costs of local detention facilities have ranged from \$60 to \$160 per inmate in recent years.

## Additional Information

**Prior Introductions:** Bills encompassing similar provisions were introduced in the 2011 and 2010 sessions. SB 570 of 2011 and its cross file, HB 356, passed the House and Senate, but differences were not resolved by the conference committee. SB 788 of 2010 received no further action after a hearing in the Senate Judicial Proceedings Committee; whereas its cross file, HB 1120, passed in both the House and Senate with amendments but had no further action taken.

**Cross File:** SB 401 (Senator Pugh, *et al.*) - Judicial Proceedings.

**Information Source(s):** Caroline, Howard, and Montgomery counties; Baltimore City; Office of the Attorney General (Consumer Protection Division); Governor's Office of Crime Control and Prevention; Judiciary (Administrative Office of the Courts); Department of State Police; Maryland Department of Transportation; Task Force to Study Motor Vehicle Towing Practices; Department of Legislative Services

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