

Written Testimony on HB1338

Position: Favorable

Before the House Environment & Transportation Committee

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Submitted by:

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Founders

Herbert J. Hoelter
(1950-2024)
Dr. Jerome G. Miller
(1931-2015)

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[Youth In Transition School](#)

Chair Smith, Vice Chair Waldstreicher, and Members of the Committee:

The National Center on Institutions and Alternatives (NCIA) respectfully submits this testimony in support of HB1338.

I Organizational Standing and Transportation Nexus

NCIA is a Maryland-based nonprofit organization serving individuals with limited access to opportunity for over 49 years. NCIA operates the Vocational Training Center (VTC) in Baltimore City, which prepares adults for employment in high-demand, transportation-dependent skilled trades including:

- Commercial Driver's License (CDL)
- HVAC
- Automotive Technology
- Construction and skilled mechanical trades

NCIA trains approximately 250 individuals annually. Graduates routinely secure employment paying between \$18 and \$30 per hour.

Through direct workforce placement partnerships, NCIA identified a recurring transportation-related barrier: adults who have completed all driver education requirements and passed the MVA road test remain unable to qualify for employment because they hold provisional licenses rather than full, unrestricted licenses.

In sectors such as HVAC, logistics, fleet services, and commercial transportation, employers frequently require a full driver's license due to insurance underwriting standards.

In the past 12 months, NCIA documented 25 graduates denied employment solely because of the provisional license duration.

HB1338 requests an evaluation of whether the 18-month provisional duration, as applied to adults who have completed all statutory requirements, remains necessary to advance transportation safety while supporting workforce participation.

II Statutory Background

Maryland enacted comprehensive graduated licensing reforms in 1998 through House Bill 527 (Chapter 483), establishing a provisional driver's license category.¹

Under current law, all first-time drivers—regardless of age—must hold a provisional license for 18 months before obtaining a full, unrestricted license.²

This duration applies even after:

- Completion of driver education,
- Completion of supervised driving hours, and
- Successful passage of the MVA road test.

HB1338 does not eliminate the provisional licensing framework. It addresses the duration of provisional status for adults who have demonstrated competency through existing statutory requirements.

III Transportation Safety Context

Graduated driver licensing (GDL) systems are strongly supported by empirical research in the context of adolescent drivers. The Insurance Institute for Highway Safety ("IIHS") and the National Highway Traffic Safety Administration (NHTSA) have consistently found that GDL systems reduce crash risk among 16- and 17-year-old drivers.³

Teen drivers experience significantly higher crash rates per mile traveled than older drivers.⁴ HB1338 does not alter Maryland's graduated licensing protections for teen drivers.

Research concerning adult novice drivers is more limited. While novice status is associated with elevated crash risk compared to experienced drivers, evidence does not clearly establish that an 18-month provisional duration uniquely improves adult safety outcomes as compared to shorter or teen-focused structures adopted in other states.⁵

IV 2025 Maryland Safety Data

Maryland reported a decline in traffic fatalities in 2025, decreasing from 582 in 2024 to 480 in 2025.⁶ State reporting attributes this decline to enforcement initiatives, impaired driving countermeasures, and infrastructure and pedestrian safety improvements.⁷

The provisional licensing structure remained unchanged during this period.

For the most recent full year of comparable national data, Maryland's fatality rate was approximately 1.08 deaths per 100 million vehicle miles traveled (VMT), compared to a national rate of approximately 1.26 per 100 million VMT.⁸

Over the past decade, Maryland fatalities increased approximately 31 percent, compared to approximately 20 percent nationally.⁹

HB1338 preserves all training, testing, and enforcement mechanisms currently in place.

V Regional Transportation Workforce Demand

The Baltimore-Columbia-Towson metropolitan area contains approximately 1.47 million total jobs.¹⁰ Current labor market data show:

- Hundreds of open HVAC positions in the Baltimore region.¹¹
- Hundreds of open CDL positions.¹²
- Many positions offering wages exceeding \$30 per hour.¹³

Transportation-dependent trades are essential to Maryland's infrastructure, supply chains, building systems, and commercial services.

Employers in these industries frequently require a full, unrestricted driver's license due to fleet liability and insurance underwriting requirements.

Adults who have completed all statutory requirements for licensure may experience up to an 18-month delay in workforce participation solely because of provisional duration.

HB1338 addresses that duration without altering competency standards.

VI Comparative State Structure

Most neighboring states structure graduated licensing systems primarily around adolescent drivers and do not impose extended provisional durations on adults who have completed testing and education requirements.¹⁴

Maryland's 18-month provisional duration applied broadly to adults is longer and broader in scope than many comparable jurisdictions.

HB1338 aligns Maryland's adult licensing structure more closely with neighboring states while preserving teen protections.

VII Conclusion

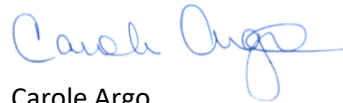
HB1338 does not dismantle Maryland's graduated licensing framework. It preserves:

- Driver education requirements,
- Supervised driving requirements,
- Road testing requirements,
- Enforcement penalties, and
- Teen graduated licensing protections.

It addresses only the duration of provisional status as applied to adults who have completed all statutory requirements.

For these reasons, NCIA respectfully requests the Committee to issue a favorable report on HB1338.

Respectfully submitted,



Carole Argo
President & CEO
National Center on Institutions and Alternatives

CITATIONS

1. 1998 Md. Laws ch. 483 (H.B. 527)
2. Md. Code Ann., Transp. § 16-111.
3. Ins. Inst. for Highway Safety, Graduated Driver Licensing Overview (2023), <https://www.iihs.org/topics/teenagers/graduated-licensing-laws-table>.
4. Nat'l Highway Traffic Safety Admin., Countermeasures That Work: Graduated Driver Licensing Systems (10th ed. 2020), <https://www.nhtsa.gov>.
5. A.E. Curry et al., Age Differences in Novice Driver Crash Risk, 54 J. Safety Res. 51 (2015).
6. Md. Dep't of Transp., ZeroDeathsMD 2025 Traffic Fatality Update (2026), <https://zerodeathsmd.gov>.
7. Md. Dep't of Transp., Strategic Highway Safety Plan Update (2025).
8. Ins. Inst. for Highway Safety, Fatality Facts 2023: State by State, <https://www.iihs.org/research-areas/fatality-statistics/detail/state-by-state>.
9. TRIP, Addressing America's Traffic Safety Crisis: Maryland (2025), <https://tripnet.org>.
10. U.S. Bureau of Labor Statistics, Baltimore-Columbia-Towson, MD Metropolitan Area Employment Data, <https://www.bls.gov/regions/mid-atlantic>.
11. Indeed.com, HVAC Technician Jobs in Baltimore, MD (2026), <https://www.indeed.com>.
12. Indeed.com, CDL Driver Jobs in Baltimore, MD (2026), <https://www.indeed.com>.
13. U.S. Bureau of Labor Statistics, Occupational Employment and Wage Statistics – Baltimore MSA (2024), <https://www.bls.gov>.
14. Ins. Inst. for Highway Safety, Graduated Licensing Laws by State (2024), <https://www.iihs.org>.