

STATE OF IDAHO



TECHNICAL ASSESSMENT of the DRIVER EDUCATION PROGRAM

May 20 – 24, 2013

**National Highway Traffic Safety Administration
Technical Assistance Team**

Sharon Fife
Thomas Liberatore
Dan Mayhew
Nina Jo Saint
Janice D. Simmons
Vanessa C. Wigand

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	3
INTRODUCTION.....	4
BACKGROUND.....	8
PRIORITY RECOMMENDATIONS.....	10
1.0 Program Administration.....	12
Advisory.....	12
Status.....	14
Recommendation.....	15
2.0 Education/Training.....	23
Advisory.....	23
Status.....	24
Recommendation.....	24
3.0 Instructor Qualifications.....	28
Advisory.....	28
Status.....	28
Recommendation.....	29
4.0 Parent Involvement.....	31
Advisory.....	31
Status.....	32
Recommendation.....	33
5.0 Coordination with Driver Licensing.....	35
Advisory.....	35
Status.....	35
Recommendation.....	36
APPENDIX 1 – Team Credentials.....	41
APPENDIX 2 – AGENDA.....	47

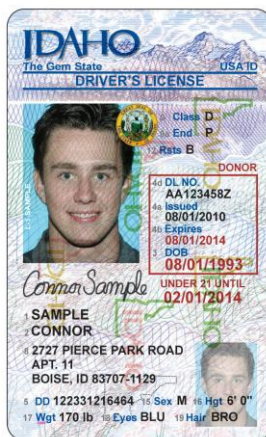
ACKNOWLEDGEMENTS

The Technical Assistance Team (Team) acknowledges and thanks Brent Jennings, P.E., Highway Safety Manager, Idaho Transportation Department, and his staff for their technical and financial support for making this assessment possible. In particular, the Team expresses their thanks to Margaret Goertz and Eva Escalante, Office of Highway Safety, who played a major role in this assessment by identifying presenters and scheduling their appearances, coordinating and compiling briefing materials, and assisting with meeting facilitation during the course of the week. The Team also thanks Audra Urie, State Department of Education for her support and assistance in making this assessment possible.

Jim Wright, Highway Safety Specialist, National Highway Traffic Safety Administration (NHTSA) Headquarters, Gina Beretta and Shirley Wise, Regional Program Managers, NHTSA Region 10, assisted with the facilitation of the assessment process. The Team would like to thank NHTSA for helping to give a national and regional perspective to the assessment.

The Team also thanks each assessment participant for the time and energy invested in preparing and delivering their presentations. Their candor and thoroughness in discussing their activities to target driver education in the State of Idaho greatly assisted the team in conducting a complete review.

The Team believes this report will contribute to the State's efforts to enhance the effectiveness of its driver education program in preventing injuries, saving lives, and reducing the economic costs of young driver motor vehicle crashes on roadways. The Idaho assessment is a review of all driver education activities and the Team commends all who are involved in the day-to-day efforts to improve driver education in Idaho.



INTRODUCTION

In the State of Idaho, Driver Education is offered by public and private schools. The State Department of Education (SDE) and Idaho Bureau of Occupational Licensing (IBOL) are the agencies responsible for overseeing driver education in the State of Idaho. SDE employs a full-time Driver Education Coordinator who provides oversight for driver education programs in the public schools and private schools that contract with public schools. The IBOL's Driving Businesses Licensing Board provides oversight for private driving schools, and has statutory authority to approve online classroom driver education programs. In 2002, the Idaho legislature established the Idaho Digital Learning Virtual School. In 2007, Idaho Digital Learning Academy added a 30-hour classroom on-line driver education course for public schools.

It is the responsibility of the school districts to administer the Driver Education Program in Public Schools. Licensed teachers with an endorsement in driver education are employees of school districts. Private driver education schools and their instructors are licensed through the IBOL.

The Idaho Strategic Highway Safety Plan, Youthful Driver Section, sets as priority to educate young and inexperienced drivers up to age 18, through grade 12 (or successfully completing the GED) on traffic safety issues.

Idaho implemented a four-month Graduated Driver License (GDL) program for all new drivers under the age of 17, effective January 1, 2001. This was further amended in 2007 to expand the GDL period to six months. The intent of GDL is to mitigate teen crash risk by limiting their exposure to high risk driving situations.

Young Driver Issues

Nationally, in 2011, 1,987 young drivers (15- to 20-year old) died in motor vehicle crashes, the leading cause of death for this age group. In Idaho that year, there were 40 fatalities in crashes involving young drivers – 22 young drivers themselves, 11 passengers, 5 occupants of other vehicles and 2 non-occupants.* For drivers ages 15-19, there were 201 fatal and serious injury crashes, over 10% of all drivers in these crashes. See Chart 1.

*National Center for Statistics and Analysis, NHTSA

Crashes Involving Youthful Drivers in Idaho, 2007-2011						
	2007	2008	2009	2010	2011	Avg. Yearly Change 2007-2011
Total Crashes Involving Drivers 15-19	6,734	5,909	5,393	5,177	4,648	-8.80%
Fatalities	42	39	43	31	34	-3.80%
Serious Injuries	426	348	283	274	211	-15.80%
Visible Injuries	1,127	881	791	927	784	-7.60%
Possible Injuries	2,234	1,919	1,769	1,719	1,541	-8.80%
Drivers 15-19 in Fatal & Serious Injury Crashes	374	296	274	225	201	-14.20%
% of all Drivers involved in Fatal and Serious injury Crashes	14.90%	13.80%	12.80%	11.40%	10.70%	-7.80%
Licensed Drivers 15-19	65,173	63,451	62,912	62,467	62,674	-1.00%
% of Total Licensed Drivers	6.30%	6.10%	6.00%	5.80%	5.80%	-2.30%
Fatal & Injury Crash Involvement*	2.34%	2.26%	2.15%	1.94%	1.85%	-5.70%
<i>*Fatal & Injury Crash Involvement is the percent of fatal and injury crashes divided by the percent of licensed drivers.</i>						
<i>Over-representation occurs when the value is greater than 1.0., under-representation when the value is less than 1.0.</i>						

Chart 1 - Provided by ITD in Idaho Driver Education Assessment Briefing Materials

In 2012, over 17,000 permits and 11,000 restricted licenses were issued to 15 and 16 year old drivers in Idaho. In that year, over 1,600 15 and 16 year old drivers were convicted of a traffic offense and 629 had their permits or licenses suspended. See Chart 2.

2012 Drivers Licenses and Permits	Age 15	Age 16	Totals
Driver training Permits Issued	12,412	4,962	17,374
Drivers Licenses Issued	3,111	8,158	11,269
Drivers Licenses in Force	2,880	9,989	12,869
Number of Convictions	594	1,082	1,676
Number of Suspensions	246	383	629

Chart 2

In Idaho, the percentage of 15-18 year old licensed drivers compared to the total driving population has been steadily declining since 1997. There are 16,000 **fewer** teen drivers in 2010 than there were in 1997. See Chart 3. According to the U.S. Census, the population of the 15-19 age range was 110,124 in 1997. The population of 15-19 year olds **increased** to 116,117 in 2011.



Map 1 Idaho Roadways

Involvement Rate of Idaho Teen Drivers in All Collisions 1997-2010

		1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
	15	2.5	2.4	1.2	1	1.2	1.3	1.2	2.8	2.8	3.2	3.5	3.9	4.1	3.7
	16	2.7	2.6	2.1	2.1	2.2	2.2	2.2	2.8	2.7	3	3.1	3	3	2.8
	17	2.5	2.4	2.5	2.4	2.5	2.5	2.5	2.7	2.6	2.6	2.7	2.6	2.7	2.7
	18	2.3	2.3	2.3	2.4	2.4	2.4	2.8	2.6	2.6	2.6	2.6	2.6	2.6	2.6
Total Crashes 15-19		7,563	7,618	7,258	7,490	6,910	6,961	7,368	7,408	7,309	6,216	6,734	5,909	5,393	5,197
Percentage of Licensed Drivers by Age															
		1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
	15	1	1	0.9	1.1	0.5	0.5	0.5	0.5	0.5	0.4	0.3	0.3	0.2	0.2
	16	1.8	1.8	2	1.7	1.4	1.3	1.2	1.2	1.2	1.1	1	1	0.9	0.9
	17	2	2.1	2.1	2	1.8	1.8	1.7	1.6	1.6	1.6	1.5	1.5	1.4	1.4
	18	2.1	2.1	2.1	2.1	2	1.9	1.8	1.7	1.7	1.7	1.6	1.6	1.6	1.6
% of Drivers		6.9	7	7.1	6.9	5.7	5.5	5.2	5	5	4.8	4.4	4.4	4.1	4.1
<i>Teens represent smaller portion of all drivers than previously</i>															
Drivers in Fatal/Injury Crashes 15-18	15	379	361	194	173	82	100	94	229	221	225	179	138	118	119
	16	760	768	591	597	493	427	427	527	538	565	543	397	357	328
	17	801	767	784	776	749	800	706	704	694	632	668	516	505	509
	18	825	830	818	847	749	864	803	627	758	760	698	585	535	510
	TOTAL	2765	2726	2387	2393	2073	2191	2030	2087	2211	2182	2088	1636	1515	1466
No. of Licensed Drivers	15	8,313	8,318	8,334	9,406	4,290	4,223	4,492	4,586	4,790	4,166	3,388	2,606	2,544	2,592
	16	15,424	15,519	15,366	15,493	12,577	11,506	11,345	11,689	11,725	11,423	10,648	10,137	9,686	9,635
	17	17,422	17,298	17,550	17,429	16,642	16,026	15,384	15,276	15,585	17,717	15,807	15,354	15,095	14,594
	18	18,247	18,594	18,481	18,790	18,002	17,284	16,553	16,095	16,649	16,758	16,809	16,849	16,989	16,858
Total Drivers		59,406	59,729	59,731	61,118	51,511	49,039	47,774	47,646	48,749	50,064	46,652	44,946	44,314	43,679
<i>16,000 fewer teen drivers in 2010 compared to 1997</i>															

Chart 3

Source: AAA Idaho, Based on Idaho Traffic Crashes Reports, 1997-2010

BACKGROUND

In 2011, 32,367 persons were killed and over 2.2 million injured in motor vehicle crashes in the United States. Motor vehicle crashes are the leading cause of unintentional injury and death in the United States. Nationwide, the economic cost of motor vehicle traffic crashes exceeds \$230 billion annually. Motor vehicle crashes are the leading cause of teen (ages 15-20) deaths in the United States.

The mission of the National Highway Traffic Safety Administration (NHTSA) is to reduce deaths, injuries, and economic and property losses resulting from motor vehicle crashes. In its ongoing efforts to reduce teen traffic crashes and subsequent fatalities and injuries, NHTSA continues its program of providing technical program assessments including Driver Education to the States upon request.

NHTSA acts as a facilitator by assembling a team composed of individuals who have expertise in driver education program administration, program development and evaluation, curriculum and instruction, and teen driving advocacy and outreach. Expertise among Team members includes: program administration, driver licensing, education and training, instructor qualification, and parental involvement.

The Idaho Transportation Department, Office of Highway Safety and the Idaho State Department of Education requested NHTSA's assistance in assessing Idaho's Driver Education program. The Driver Education Assessment was conducted at the Hampton Inn and Suites, Boise, Idaho, from May 20-24, 2013. Under the leadership of the Idaho Transportation Department, arrangements were made for program experts and stakeholders to deliver briefings and provide support materials to the Team on a wide range of topics.

Idaho Demographics

Idaho is the 14th largest (by area), the 39th most populous and the 7th least densely populated of the 50 United States. The state's largest city and capital is Boise. Idaho was admitted to the Union on July 3, 1890, as the 43rd state.

Idaho is a mountainous state with an area larger than that of all of New England. It is landlocked, surrounded by the states of Washington, Oregon, Nevada, Utah, Wyoming, Montana and the Canadian province of British Columbia. However, the network of dams and locks on the Columbia River and Snake River make the city of Lewiston the farthest inland seaport on the Pacific coast of the contiguous United States.

Idaho's nickname is the "Gem State" because nearly every known type of gemstone has been found here. Additionally, Idaho is sometimes called the "Potato State" owing to its popular crop. The state motto is *Esto Perpetua* (Latin for "Let it be forever").

The United States Census Bureau estimates that the population of Idaho was 1,595,728 on July 1, 2012, a 1.8% increase since 2010. At the 2010 Census, 89.1% of the population was White (84.0% non-Hispanic white), 0.6% Black or African American, 1.4% American Indian and

Alaska Native, 1.2% Asian, 0.1% Native Hawaiian and Other Pacific Islander, and 2.5% of two or more races. Slightly over 11% of Idaho's population was of Hispanic, Latino, or Spanish origin (they may be of any race).

As of 2011, 27.2% of Idaho's children under the age of one belonged to minority groups. Idaho had an estimated population of 1,429,096 in 2005, which was an increase of 33,956, or 2.4%, from the prior year and an increase of 135,140, or 10.4%, since 2000. This includes a natural increase since the last census of 58,884 people (that is 111,131 births minus 52,247 deaths) and an increase due to net migration of 75,795 people into the state. There are large numbers of Americans of English and German ancestry in Idaho. Immigration from outside the United States resulted in a net increase of 14,522 people, and migration within the country produced a net increase of 61,273 people. This made Idaho the sixth fastest-growing state after Arizona, Nevada, Florida, Georgia and Utah.

Transportation

The Idaho Transportation Department is the government agency responsible for Idaho's transportation infrastructure, including operations and maintenance as well as planning for future needs. The agency is also responsible for overseeing the disbursement of federal and state funding for the transportation programs of the state.

Idaho is among the few states in the nation without a major freeway linking the two largest metropolitan areas of Boise in the south and Coeur d'Alene in the north. U.S. 95 links the two ends of the state. Interstate 84 is the main highway linking the southeast and southwest portions of the state, along with Interstate 86 and Interstate 15.

PRIORITY RECOMMENDATIONS

1.0 Management Leadership and Administration (Program Administration)

Recommendations

1.1.1

- **Ensure the State effectively coordinates efforts among the agencies responsible for driver education and traffic safety in Idaho to include the Idaho Transportation Department, Department of Education, and the Bureau of Occupational Licenses.**

1.1.11

- **Execute auditing and monitoring procedures for public schools and private driving businesses.**

2.0 Education/Training

Recommendations

2.1.1

- **Adopt common standards and benchmarks for the public school and private driving businesses.**

1.1.4 & 2.1.2

- **Adopt common curricula for public schools and private driving businesses.**

2.1.4

- **Require end-of-course knowledge and skill assessments for the public schools and private driving businesses.**

3.0 Instructor Qualifications

Recommendation

3.1.2

- **Adopt State teacher/instructor training standards that meet the requirements defined by the National Novice Driver Education and Traffic Safety Administrative Standards.**

4.0 Parent Involvement

Recommendation

4.1.1

- **Require the parent of a teen driver education and training student to attend a parent seminar, pre-course, or the initial session of the teen's driver education and training course.**

5.0 Coordination with Driver Licensing

Recommendations

5.1.1

- **Implement a formalized and routine process for the communication and collaboration between stakeholder agencies: State Department of Education; Idaho Bureau of Occupational Licenses; Idaho Transportation Department (Office of Highway Safety, Division of Motor Vehicles)**

5.1.3

- **Implement formal educational outreach between the Division of Motor Vehicles, Office of Highway Safety, and law enforcement agencies on Graduated Driver's License requirements.**

5.1.5

- **Require the submission of the signed and completed Teen Driving Log as part of the licensing process.**

1.0 Program Administration

All entities delivering driver education and training should be treated fairly and equitably, meet the same quality standards, and have equitable access to State driver education and training resources.

Most States may have a multitude of public and private novice teen driver education and training programs. Each State may have different administrative and provisional structures. Alternative delivery (e.g., online, parent-taught, and correspondence) programs can be either public or private, may not have a physical location, and are subject to varying requirements set forth by the State.

1.1 Management, Leadership, and Administration

Advisory

Each State should:

1.1.1 have a single agency, or coordinated agencies, informed by an advisory board of stakeholders and charged with overseeing all novice teen driver education and training programs. That agency should have authority and responsibility for the implementation, monitoring, evaluation, and enforcement of these standards. This agency should also be charged with developing and executing communication strategies to inform parents and the public about driver education and training issues. In addition, the agency should inform providers in a timely fashion about changes to laws, regulations, and procedures.

1.1.2 carefully choose a State agency that is best suited and ideally not a direct provider of driver education to administer a statewide education and training program that can provide needed and appropriate regulatory environment, oversight, monitoring, evaluation, review and approval processes, professional development, and all other administrative actions that make available a quality driver education and training program to all age-eligible residents.

1.1.3 have a full-time, funded State administrator for driver education and training. This individual should meet or exceed the qualifications and training required by the State for a novice teen driver education and training instructor and/or school owner or possesses equivalent experience or qualifications. This administrator should be an employee of the agency that has oversight of driver education and training.

1.1.4 have standardized monitoring, evaluation/auditing, and oversight procedures to ensure that every driver education and training program uses a curriculum with written goals and objectives.

1.1.5 have a program renewal process to ensure that curriculum material and procedures are current.

1.1.6 adopt an instructor certification renewal process.

- 1.1.7 approve driver education and training programs that conform to applicable State and national standards.
- 1.1.8 deny or revoke approval of driver education and training programs that do not conform to applicable State and national standards.
- 1.1.9 ensure that programs reflect multicultural education principles and are free of bias.
- 1.1.10 administer applications for licensing of driver education and training instructors, including owner/operators of public and private providers.
- 1.1.11 develops and execute monitoring, evaluation, and auditing procedures to ensure standards are met by public and private providers.
- 1.1.12 adopt goals, objectives, and outcomes for learning.
- 1.1.13 develop criteria to assess and approve programs, curricula, and provider effectiveness. Financial and/or administrative sanctions for non-compliance with the State application and approval processes and/or standards should be provided to all applicants and provide remediation opportunities to driver education and training programs when sanctions are issued.
- 1.1.14 establish and maintain a conflict resolution system for disputes between the State agency and local driver education and training programs.
- 1.1.15 require, provide, or ensure the availability of ongoing professional development for instructors to include updates in best education and training methods and material.
- 1.1.16 require all public and private driver education and training providers to report program data to the designated State agency so that periodic evaluations of the State's driver education and training programs can be completed and made available to the public.
- 1.1.17 ensure that student information submitted to the agency or used by the agency remains confidential, as required by applicable State and Federal regulations.
- 1.1.18 ensure that all novice teen driver education and training programs, instructors, and associated staff possess necessary operating licenses and credentials required by the State.
- 1.1.19 ensure that each driver education and training provider has an identified person to administer day-to-day operations, including responsibility for the maintenance of student records and filing of reports with the State in accordance with State regulations.
- 1.1.20 ensure that all materials, equipment, and vehicles are safe and in proper condition to conduct quality, effective driver education and training.

1.1.21 refer to a general standard for online education such as those established by the North American Council for Online Learning in the absence of national standards specific to the delivery of online driver education or online teacher preparation.

1.1.22 ensure that the instruction of novice teen drivers is completed using concurrent and integrated classroom and in-car instruction where the bulk of the classroom instruction occurs close in time to the in-car instruction to ensure the maximum transfer of skills.

Status

1.1.1

Idaho has two state agencies overseeing driver education programs: one for public schools and one for private driving businesses.

The Idaho State Department of Education (SDE) is charged with overseeing public school driver education programs. The SDE does not have an advisory board of stakeholders. The SDE communicates with public schools, private schools, and parents to inform them about changes to law, regulations, and procedures via e-mail, workshops, monthly newsletters, and their website, www.sde.idaho.gov/site/driver_edu/. The SDE has authority and responsibility for the implementation, monitoring, evaluation, and enforcement of standards for public school driver education. In addition, Title 33, Education, Chapter 17 Driver Training Course directs the Idaho Transportation Department to cooperate with the State Board of Education in its establishment of driver training courses in the public schools of the state.

The Idaho Bureau of Occupational Licenses (IBOL) is charged with overseeing the private driving businesses. The IBOL is a self-governing agency that established a driving businesses licensing board (Board) to oversee the private driving businesses. The Board consists of five members appointed by the governor of which four members have been in the driving business for at least five continuous years, and one member who has been a customer of a private driving businesses. The Board does not have an advisory board of stakeholders. The Board has the authority and responsibility to enforce the minimum standards and requirements as provided by Title 54, Chapter 54 Driving Businesses, Idaho Code. The Board enforces minimum standards to accept or reject applications for licensing, business and instruction, and establish the fees to be charged for original application and renewal, hold and attend public meetings, and furnish copies of information to those engaged in the business and to the public upon request; review and approve instructor training curriculum and programs; contract with the IBOL to provide administrative services; include a link on the IBOL's website to the current curriculum components offered by private driver education businesses; and approve continuing education. The Board has the authority to conduct inspections and audits of licensed driving business or licensed instructor to ensure compliance with the laws and rules of the Board. Failure to cooperate with an inspection or audit may constitute grounds for disciplinary action for the school.

It was communicated to the Technical Assistant Team (Team) that there is a lack of articulation, coordination, and communication between the various agencies responsible for administration

and delivery of driver education in the State to provide consistent implementation, monitoring, evaluation, and enforcement.

Recommendations

1.1.1

- **Ensure the State effectively coordinates efforts among the agencies responsible for driver education and traffic safety in Idaho to include the Idaho Transportation Department, Department of Education, and the Bureau of Occupational Licenses.**
- Establish an advisory board of stakeholders to inform the agencies responsible for driver education.

Status

1.1.2

The Idaho State Department of Education (SDE) oversees the public school driver education programs. SDE does not directly provide driver education services. SDE enforces all regulatory actions, evaluations, develops curriculum material, promotes professional development, and supports public driver education teachers and private instructors contracting with public schools.

The Idaho Bureau of Occupational Licenses (IBOL) does not directly provide driver education services. However, four of IBOL's driving businesses licensing board (Board) members are providers of private driver education which may present a potential conflict of interest. The Board has responsibility for oversight, monitoring, evaluation, review and approval processes for licensing, curriculum and professional development of the private driving schools.

Recommendation

1.1.2

- Review the criteria for membership on the Idaho Driving Businesses Licensing Board to prevent potential conflicts of interest.

Status

1.1.3

The Idaho State Department of Education (SDE) has a full-time Driver Education Coordinator responsible for providing leadership for public driver education programs. The Driver Education Coordinator has an endorsement in driver education and is a certified driver education instructor. The Coordinator also serves as a Commissioner for the Idaho Transportation Department (ITD) and serves as the liaison with the Office of Highway Safety (OHS).

The Idaho Bureau of Occupational Licenses (IBOL) does not have a full-time State administrator for private driving businesses. However, the IBOL's driving businesses licensing board (Board) is responsible for oversight of the private driving businesses. Four of the Board's members have been in the driving business for at least five continuous years. The Board meets annually at such times and places as designated by the Chairman or upon the written request of two members of the Board.

Status

1.1.4

The Idaho State Department of Education ensures that every public school driver education and training program uses a standardized curriculum developed by the state that includes written goals and objectives. The Idaho Bureau of Occupational Licenses requires that business licensee ensure that the private driving businesses includes the topics listed in the Minimum Curriculum Components (Rule 226).

Recommendation

1.1.4

- **Adopt common curricula for public schools and private driving businesses.**

Status

1.1.5

The Idaho State Department of Education (SDE) and the Idaho Bureau of Occupational Licenses (IBOL) has an annual program renewal process.

Status

1.1.6

The Idaho State Department of Education (SDE) teachers require public school teachers to renew licenses every year on July 1st. The Idaho Bureau of Occupational Licensing (IBOL) driving instructor license renewal process requires private school instructors renew licenses annually on their birthday.

Status

1.1.7

The Idaho State Department of Education (SDE) and the Idaho's Bureau of Occupational Licenses (IBOL) Board approves driver and training programs that conform to applicable state and national standards.

Status

1.1.8

The Idaho State Department of Education (SDE) and Idaho's Bureau of Occupational Licenses (IBOL) Board may deny or revoke approval of driver education and training programs that do not conform to applicable State and National standards.

Status

1.1.9

The Idaho State Department of Education (SDE) provides services for students with special needs and the program reflects multicultural educational principles. The Team determined the Administrative Code of Idaho's Bureau of Occupational Licenses Board has no provisions for students with special needs or that programs reflect multicultural educational principles.

Recommendation

1.1.9

- Amend the Idaho Administrative Code to include provisions that the private driving businesses' programs must reflect multicultural education principles and is free of bias.

Status

1.1.10

The Idaho State Department of Education licenses public driver education teachers. The Idaho Bureau of Occupational Licensing (IBOL) Board licenses private driving instructors and driving businesses' owner or operators.

Status

1.1.11

The Idaho State Department of Education (SDE) has developed and implemented auditing procedures. All approved public schools, and private providers contracted with public schools, are periodically audited. The providers are audited at a minimum of every three years. The Idaho Bureau of Occupational Licensing (IBOL) Board has monitoring and auditing procedures to ensure that private driving businesses meet standards.

The Team determined from information obtained from the technical assessment that the monitoring and auditing procedure were not consistently executed.

Recommendation

1.1.11

- **Execute auditing and monitoring procedures for public schools and private driving businesses.**

Status

1.1.12

The Idaho State Department of Education (SDE) has adopted Driver Education and Training Content Standards and Benchmarks. The content standards indicate the essential knowledge and skills based on Idaho's traffic laws and principles of safety that a student should know and be able to do for successful completion. The benchmarks define the content knowledge, skills, abilities and behaviors upon successful completion of the instructional program.

The Idaho Bureau of Occupational Licenses (IBOL) Board has adopted curriculum components for the private driving businesses. The curriculum components consist of ten classroom components and four behind the wheel components. The Idaho Driving Businesses Licensure Board reviews curricula annually.

Status

1.1.13

The Idaho State Department of Education (SDE) reviews public driver education classroom and behind-the-wheel instruction and program records for compliance with the SDE instructional, statutory and regulatory requirements. Complaints against a public school driver education program or teacher will result in an investigation and/or compliance review. Public schools and/or teachers that are out of compliance with policy will be placed on an improvement plan that provides the support and time necessary to make required changes to resolve the non-compliance issues. Public schools and/or teachers that refuse or fail to make the necessary

changes for compliance within the agreed upon timeframe will not be eligible for reimbursement or be able to offer a program until compliant. (6.0 Monitoring and Reviewing Public Driver Education Programs)

The Idaho Bureau of Occupational Licenses (IBOL) Board has criteria to assess and approve programs, curricula, and provider effectiveness. The Board has financial and administrative sanctions for non-compliance with the State application and approval processes and/or standards. However, the Board does not have a process to provide remediation opportunities to private driving businesses and instructors.

Recommendation

1.1.13

- Amend the Idaho Administrative Code to provide remediation opportunities for private driving businesses and instructors when sanctions are issued.

Status

1.1.14

The Idaho State Department of Education (SDE) established and maintains a conflict resolution process for public school teachers. The Idaho Bureau of Occupational Licenses (IBOL) Board establishes and maintains a conflict resolution system for disputes by affording every person or business an opportunity for a hearing. (Title 54, Chapter 54, Idaho Code)

Status

1.1.15

The Idaho State Department of Education (SDE) and the Idaho Bureau of Occupational Licenses (IBOL) Board require instructors to obtain eight hours of professional development annually to include updates in best education and training methods and materials.

Status

1.1.16

The Idaho State Department of Education (SDE) requires public driver education and training programs to report program data. Also, the public school driver education and training programs report student completion data to the Division of Motor Vehicles (DMV). The private driving businesses report student completion data to the DMV.

Status

1.1.17

The public driver education schools submit student completion data to the Idaho State Department of Education (SDE) and the Division of Motor Vehicles (DMV). The private driving businesses submit student data to the Idaho DMV. These completion data are hand delivered, mailed, faxed, or e-mailed. The SDE and DMV keep student data confidential.

Recommendation

1.1.17

- Ensure that the process of submitting the student information is confidential.

Status

1.1.18

The Idaho State Department of Education (SDE) requires public driver education programs and teachers to possess necessary licenses and credentials. The Idaho Bureau of Occupational Licenses (IBOL) Board requires private driving businesses and instructors to possess necessary licenses and credentials.

Status

1.1.19

Each public school district has a coordinator/business director appointed who maintains the school records, student records, and is responsible for turning in required information to the Idaho State Department of Education (SDE) and the Division of Motor Vehicles (DMV).

Each driving businesses licensee administers the day-to-day operations, including responsibility for the maintenance of student records and filing of reports with the DMV in accordance with State regulations. The licensee would be the sole proprietor acting under an assumed name, officers and stakeholder with greater than 25% ownership if an corporation, or members and managers if a limited liability company, or partners if a partnership.

Status

1.1.20

The Idaho State Department of Education (SDE) and the Idaho Bureau of Occupational Licenses (IBOL) Board requires that driver education vehicles pass an initial and annual inspection performed by an ASE certified mechanic or vehicle technician.

The Administrative Code does not include rules for the inspection of all materials and equipment in the classroom to determine that they are in safe and proper working order.

Recommendation

1.1.20

- Require that materials and equipment used for driver education instruction are safe and in proper condition to conduct quality, effective driver education and training.

Status

1.1.21

The Idaho Digital Learning Academy (IDLA) is accredited by the International Association for K-12 Online Learning (*iNACOL*) for online courses. The IDLA has an online 30-hour driver education course.

The Idaho Bureau of Occupational Licenses (IBOL) Board allows a private driving businesses to offer classroom instruction to students online. From comments made to the Team, it is unclear if the online programs meet the *iNACOL* standards.

Recommendation

1.1.21

- Require that the online classroom driver education for the private driving businesses meets a standard for online education such as those established by the North American Council for Online Learning (International Association for K-12 Online Learning [*iNACOL*]).

Status

1.1.22

The Idaho State Department of Education (SDE) requires that public school students be scheduled for concurrent and sequential classroom and behind-the-wheel instruction. The behind-the-wheel concepts must be taught in the classroom prior to applying the skills during the behind-the-wheel lesson.

The Team was not able to determine if the Idaho Bureau of Occupational Licenses (IBOL) Board requires concurrent and integrated classroom and in-car instruction where the bulk of the classroom instruction occurs close in time to the in-car instruction to ensure the maximum transfer of skills.

Recommendation

1.1.22

- Require that the instruction at a private driving business is delivered using concurrent and integrated classroom and in-car instruction where the bulk of the classroom instruction occurs close in time to the in-car instruction to ensure the maximum transfer of skills.

2.0 Education/Training

Advisory

2.1 Each State should:

2.1.1 have driver education and training that meets or exceeds current nationally accepted content standards and benchmarks.

2.1.2 approve curricula that are based on nationally recognized standards such as ADTSEA and DSAA – Attachments E and F. Each State retains authority in determining what curricula meet its State standards. Other resources include AAA¹ and NIDB.²

2.1.3 regulate the use of simulation and driving ranges.

2.1.4 require an approved end-of-course knowledge and skill assessment examination based on the stated goals and objectives to graduate from the driver education and training program.

2.1.5 require a course provider to conduct valid post-course evaluations of driver education and training programs to be completed by the students and/or parent for the purpose of improving the effectiveness of the program (a resource for help in conducting these evaluations is the AAA Foundation for Traffic Safety³).

2.1.6 require core driver educational hours that focus on the driving task and safe driving practices sufficient to meet the criteria established by the end-of-course examination. To enable States to select the appropriate guidelines for contact hours to meet the desired outcomes, the following instructional time should be:

First stage education:

Minimum of 45 hours of classroom/theory;

Minimum of 10 hours of behind the wheel instruction;

10 hours in-car observation;

Second stage education;

Minimum of 10 hours; and

The in-car instruction can be enhanced with simulation or driving range instruction.

2.1.7 require distributive learning.

¹ Lonero, L., Clinton, K., Brock, J., Wilde, G., Laurie, I., & Black, D. (1995). Novice Driver Model Curriculum Guidelines. Washington, DC: AAA Foundation for Traffic Safety. . <http://www.aaafoundation.org/resources/index.cfm?button=lonaro>

² Mottola, F. R. (n.d.). Standards for a Risk Management Program. Chesire, CT: National Institute for Driver Behavior. <http://www.nidb.org/>

³ Clinton, K., & Lonero, L. (2006, October). Evaluating Driver Education Programs: Comprehensive Guidelines Washington, DC: AAA Foundation for Traffic Safety. <http://www.aaafoundation.org/pdf/EvaluatingDriverEducationProgramsGuidelines.pdf>

Status

2.1.1

Idaho Public Driver Education Content Standards (Idaho Administrative Operating Procedures: IDAPA 08.02.02.004 section 4.12.3) are comprehensive and meet the expectations of the nationally accepted content standards and benchmarks.

The Rules of the Idaho Driving Businesses Licensure Board (IDAPA 24.25.01) do not include content standards and benchmarks.

Recommendation

2.1.1

- **Adopt common standards and benchmarks for the public school and private driving businesses.**

Status

2.1.2

The *2013 Idaho Driver Education Curriculum Guide* (Idaho Administrative Operating Procedures: IDAPA 08.02.02.004 section 4.12.2) includes a scope and sequence of content that meets the nationally recognized curriculum standards established by ADTSEA and DSAA. The Rules of the Idaho Driving Businesses Licensure Board, however, require the driving businesses licensee ensure that the school's driver education program include the topics listed in the Minimum Curriculum Components (Rule 226).

The *Idaho Driver Education Curriculum Guide* is a living document that is revised when there are legislative or policy changes. It is available in print and digital formats. The curriculum guide includes a scope and sequence of the content, lesson plans, video enhancements, assessments and various other ancillary teaching tools. Public driver education programs may create additional curricular materials as long as the instructional enhancement complement the content in the *Idaho Driver Education Curriculum Guide*, and comply with 08.02.02.004 subsections 4.12.1-5, 4.13.1, 4.14.1-2, 4.15.1 and 4.16.

The Idaho Strategic Highway Safety Plan, Section on Youthful Drivers, recommends a standard and uniform education curriculum for all driver education programs.

Recommendation

2.1.2

- **Adopt common curricula for public schools and private driving businesses.**

Status

2.1.3

The Idaho Administrative Operating Procedures: IDAPA 08.02.02.004 section 2.1.7 allows the public schools to use simulation as supplemental instruction, and section 2.1.6.1 regulates the use of multiple-car-ranges. The Rules of the Idaho Driving Businesses Licensure (IDAPA) do not include the use of simulation or multiple-car-ranges.

Recommendation

2.1.3

- Provide consistent rules and guidance for the public schools and private driving businesses on the use of simulation and multiple-car-ranges.

Status

2.1.4

Idaho Administrative Operating Procedures: IDAPA 08.02.02.004 section 4.9.1 - 6 require an approved end-of-course knowledge and skill assessment based on the stated goals and objectives needed to successfully complete a public driver education program. Model assessments are included in the *Idaho Driver Education Curriculum Guide*. It is unclear from the information provided during the technical assessment that consistent application of these rules is followed.

The private driving businesses grading criteria is described in Rule 227.05 of the Idaho Driving Businesses Licensure Board. It requires a student to achieve at least 80 percent proficiency for the curriculum components listed in rule 226. The business licensee may also include student attitude and other criteria deemed appropriate by the driving school. Once again, it is unclear from the information provided during the technical assessment that consistent application of these rules is followed.

Recommendations

2.1.4

- **Require end-of-course knowledge and skill assessments for the public schools and private driving businesses.**
- Standardize summative knowledge and skill assessments for public schools and private driving businesses.

Status

2.1.5

Idaho regulations do not require a public schools or private driving businesses to conduct valid post-course evaluations of driver education and training programs that are completed by the students and/or parent for the purpose of providing feedback to improve student learning.

Recommendations

2.1.5

- Convene a statewide committee of stakeholders to design an evidence-based post-course evaluation.
- Require the public schools and private driving businesses to administer a post-course evaluation.
- Encourage schools to analyze the information that is collected on the post-course evaluation and make adjustments when needed to improve the quality of the program.

Status

2.1.6

Public schools and private driving businesses driver education programs consist of six hours (360 minutes) of behind-the-wheel driving; and six hours of in-car observation; and 30 hours (1,800 minutes) of classroom instruction focused on safe driving practices sufficient to meet the criteria established by the end-of-course examination.

The current Idaho driver education requirement is delivered in one instructional stage. Some participants during the assessment expressed the importance of continued education and additional hours of in-car instruction. It was also mentioned that in some rural areas that it was difficult to expose students to the more complex driving environments.

Recommendations

2.1.6

- Increase classroom hours with the goal of meeting the 45 hours recommended by the *Novice Teen Driver Education and Training Administrative Standards*.

- Increase the required hours of behind-the-wheel instruction with the goal of meeting 10 hours as recommended by the *Novice Teen Driver Education and Training Administrative Standards*.
- Require a second-stage educational program with the goal of meeting 10 hours as recommended by the *Novice Teen Driver Education and Training Administrative Standards*.

Status

2.1.7

The public school driver education program requires learning to be distributive over at least 30 days. Private driving businesses have no distributive learning requirement and consequently some private driving businesses conduct their program over shorter periods of time.

Distributed learning provides for shorter and more frequent lessons which are more effective than longer lessons given over a shorter period of time. Comments made to the assessment Team expressed a variety of opinions on the benefits of Idaho's the duration of the instructional period.

Recommendation

2.1.7

- Standardize the distributive learning requirement for public schools and private driving businesses.

3.0 Instructor Qualifications

Advisory

3.1 Each State should:

3.1.1 require the following prerequisites for instructors receiving certification and recertification:

- a) possession of a valid driver's license, as recognized by the State.
- b) have an acceptable driving record as determined by the State.
- c) pass a Federal and State criminal background check.
- d) meet health or physical requirements as determined by the State.
- e) achieve a minimum academic education requirement as determined by the State.
- f) meet a minimum age requirement as determined by the State.

3.1.2 require instructors to complete approved standardized instructor training that applies to instructors and teachers in all public and private driver education and training programs. This preparation should include a course of study that is no less than 120 hours of preparatory time. (See Attachment B, Instructor Qualifications Statement)

3.1.3 require instructors to receive training in accepted best practices in course delivery and evaluations using various delivery modalities.

3.1.4 require that an instructor pass a State-approved practical and/or written exam (e.g., Praxis II, National Teacher Certification Program [available at www.ADTSEA.org]).

3.1.5 require annual continuing education and professional development hours for instructors.

3.1.6 require an annual driving record review for instructors.

Status

3.1.1

The Idaho State Department of Education (SDE) requires the following prerequisites for teachers receiving certification: possession of a valid driver's license as recognized by the State; have an acceptable driving record as determined by the State; pass a Federal and State criminal background check; meet health or physical requirements as determined by the State; completed four semester credit hours in a state approved driver education course; have a valid Idaho educator credential; pass an Idaho Transportation Department (ITD) skills test; and be at least 21 years of age. For recertification the teacher is responsible to provide evidence of a current medical exam and proof of completion of the continuing education requirement.

The Idaho Administrative Operating Procedures, requires the following prerequisites for private driving instructors receiving certification: possession of a valid driver's license as recognized by the State; have an acceptable driving record as determined by the State; pass a Federal and State criminal background check; meet health or physical requirements as determined by the State;

have a high school diploma, college university diploma, or GED, with proof of successful completion of the instructor apprenticeship training program; and be at least 21 years of age. For recertification, the applicant must certify they do not suffer from any physical or mental condition that would impair the ability to instruct students and show proof of eight hours of continuing education. Every two years the applicant for recertification must obtain a new medical certificate.

Status

3.1.2

Private instructors are required to complete an Idaho Driving Businesses (IBOL) Board approved apprenticeship training program of not less than sixty hours of classroom instruction and one hundred eight hours of behind-the-wheel training. Public teachers are required to complete at least four semester credit hours in a state approved driver education teacher licensing course. Teachers must have a valid Idaho educator credential.

Recommendations

3.1.2

- **Adopt State teacher/instructor training standards that meet the requirements defined by the *National Novice Driver Education and Traffic Safety Administrative Standards*.**
- Require the public school teacher training program to be at least 120 hours.

Status

3.1.3

From the presentations the Team was not able to determine if teacher/instructor training includes content that incorporates accepted best practices in course delivery and evaluation using various methods of modalities.

Recommendation

3.1.3

- Require teachers/instructors to receive training in accepted best practices in course delivery and evaluation using various delivery modalities.

Status

3.1.4

The Idaho State Department of Education (SDE) requires teachers to pass a State approved practical skills test with less than seven penalty points. The Idaho Driving Businesses Board receives certification from the private driving businesses that the instructor applicant has successfully completed the apprenticeship program. However, neither agency requires a written exam specific to driver education.

Recommendation

3.1.4.

- Require private driving businesses instructor applicants pass a State-approved standardized written and/or practical exam.

Status

3.1.5

Both the Idaho Driving Businesses Licensure Board and the Idaho State Department of Education (SDE) require licensed driving instructors to annually complete a minimum of eight hours of continuing education.

Status

3.1.6

The Idaho State Department of Education and the Idaho Driving Businesses Licensure Board do not require annual driving record review for teachers/instructors.

Recommendation

3.1.6

- Require an annual driving record review for public school teachers and private driving business instructors.

4.0 Parent Involvement

Advisory

4.1 Each State should:

4.1.1 require the parent of a teen driver education and training student to attend a parent seminar, pre-course, or the initial session of the teen's driver education and training course. This session should outline the parent's responsibility and opportunity to reduce his or her teen's crash risk in several ways, including modeling safe driving behavior. Information conveyed to the parent in this session should include, but not be limited to, the following known best practices of GDL and parental involvement:

- a) Manage the novice driver's learning-to-drive experience to determine the readiness of the teen to begin the process, and supervise the teen's driving so that the parent can better determine the teen's readiness to advance to the next licensing stage and assume broader driving privileges;
- b) Supervise an extended learner permit period of at least six months that provides at least weekly opportunities for the novice driver to accumulate a minimum of 50 hours of supervised practice driving in a wide variety of increasingly challenging circumstances. Hours of supervised practice driving required in GDL should not be reduced by a novice driver's participation in other driver education and training programs, nor should any other activity be considered a substitute;
- c) Supervise an extended intermediate license period that temporarily restricts driving unsupervised with teen passengers and during nighttime hours until the State's GDL requirements have been met and the parent determines the teen's readiness to drive unsupervised in these high risk conditions; and
- d) Negotiate and adopt a written agreement between the teen and parent that reflects the expectations of both teen and parent and clearly defines the restrictions, privileges, rules, and consequences that will serve as the basis for the teen to earn and for the parent to grant progressively broader driving privileges.

4.1.2 require a parent to complete a debriefing with the driver training instructor to inform the parent of the progress and proficiency of the teen driver. This final session should include a reminder that it is the parent who must ultimately determine the teen's readiness to obtain a license with full driving privileges and of the parent's responsibility and important role in helping the teen to become a safe driver.

Status

4.1.1

The operating procedures for the Idaho public driver education program states that contact with each student's parent and/or guardian is required at least once during the course (IDAPA 08.02.02.004 section 4.10.1, page 13) and that contact may be by phone, email, mail, or in person. (Section 4.10.1.1, page 13)

The Idaho Driving Businesses Licensure Board rules require for private driving businesses that each business licensee encourage parental involvement in the education of student. (Appendix C, Rule 227.07, page 10) As well, the minimum curriculum components rule states that it is necessary that every business licensee ensure that its driver education curriculum include in component one for classroom: conducting a parent/student orientation and course overview (Rule 226, 01.a., page 7).

The Idaho Digital Learning Academy (IDLA) on-line driver education classroom instruction involves contact with parents, including an email as part of the registration process, a phone call to outline the program, time commitment, and role of the parent, and additional phone calls if the student is not doing well. For teens taking the online driver education program, responsibility for a parent session resides with private and public school instructors providing the behind-the-wheel training.

In practice, all public school instructors have a parent night but this may be a pre-parent night or a post-parent night. Some instructors have a pre-and post-parent night and some do parent drives along with the parent night.

Private school instructors also meet their parent involvement requirements by having a pre-parent night, a post-parent night and/or a parent-teen drive at the end of the program. It appears, however, that at some private driving businesses parents are not necessarily required to attend these sessions.

Some driver instructors encourage parents to carry on a conversation with their teen about safe driving while the parent is operating the vehicle. It is permissible under Idaho state operating procedures, for both public school and private driving businesses, for the student to complete the state minimum requirement of six hours of in-car observation with their parent while the parent is operating the vehicle. As well, some driver instructors allow parents to ride as an observer with their teen during a lesson if they ask to do so.

Parent orientation information is provided in the *Idaho Driver Education and Training Content Standards and Benchmarks* under *Content Standard 1 for Course Overview and Parent Orientation, Section 1.1 Understanding Course Requirements* includes the following benchmarks: The student and the parent/guardian will describe and/or discuss:

- The Idaho public driver education and training program goals
- The course structure, policies and rules

- The Graduated Driver Licensing Law and procedures for compliance
- The responsibilities of the instructor, parent and student during the course
- The process of obtaining and maintaining an Idaho driver's license
- The types of driver's licenses and instruction permits
- Special information that may be placed on a driver license or instruction permit
- Licensing restrictions, suspensions, and revocations placed on driving privileges
- The license renewal process
- The purpose of the Supervised Driving Guide or a comparable document
- Ways to obtain guided behind-the-wheel practice

These topics are generally consistent with the information identified for a parent session in the *Novice Teen Driver Education and Training Administrative Standards*. Major omissions appear to include: the parent's responsibility and opportunities to reduce his or her teen's crash risk; and the importance to negotiate and adopt a written agreement between the teen and parent. During parent sessions, however, parents are also given a GDL fact sheet and a Parent Guide Book and given instructions on how to use the book and the driving log. The information in the Parent Guide Book is designed to maximize the supervised driving component of the Idaho GDL laws and to facilitate behind-the-wheel supervision. The GDL teen driving laws require a minimum of 50 hours (ten of those hours must be at night) of behind-the-wheel driving practice over six months. The Parent Guide Book also includes a Parent-Teen Contract identifying issues for agreement such as: using seatbelts, using portable electronic devices while driving, number of passengers in the vehicle, driving area limits, and crashes/tickets.

Parents and teens at this technical assessment, and who had participated in an initial parent meeting were generally supportive and found the experience helpful. Some participants observed that parental involvement could be improved by making the parent session mandatory.

Finally, the recent Idaho Strategic Highway Safety Plan Update (IDOT, 2013) reconfirmed the importance of parent involvement in driver education by stating that parents should be encouraged to attend a class and/or accompany their teen driver during the driver education class and road practice.

Recommendation

4.1.1

- **Require the parent of a teen driver education and training student to attend a parent seminar, pre-course, or the initial session of the teen's driver education and training course.**

Status

4.1.2

Idaho does not specifically require public schools or private driving businesses or instructors to provide an end of course briefing on classroom or the on-the-road performance to parents.

However, to meet the requirement to have contact with each student's parent and/or guardian at least once during the course, some public driving school instructors do have a post-parent night, others have parent-teen drives at the end of the program which include debriefings, and some do both. This is also the practice for some private driving businesses instructors.

During the technical assessment, parents who had driven as an observer with their teen indicated they had found the experience informative and helpful. Some felt that the driver education program could be improved by providing them a report card on how well their teen did, including information on what the parent should do to address areas of concern with their teens' driving performance.

Recommendation

4.1.2

- Require a parent to complete a debriefing with the driver training instructor to inform the parent of their responsibility, and the progress and proficiency of the teen driver, which could include a parent-teen drive at the end of the course prior to the debriefing.

5.0 Coordination with Driver Licensing

Advisory

5.1 Each State should:

5.1.1 have a formal system for communication and collaboration between the State driver education and training agency and the State driver licensing authority. This system should allow sharing of information between driver education and training program/course administrators and the State's driver licensing authority.

5.1.2 have a GDL system that includes, incorporates, or integrates driver education and training. Completion of driver education and training should not reduce the time requirements in the GDL process.

5.1.3 provide information and education on novice teen driving requirements and restrictions to judges, courts, and law enforcement officials charged with adjudicating or enforcing GDL laws.

5.1.4 ensure that sanctions for noncompliance with GDL requirements by novice teen drivers are developed and enforced uniformly.

5.1.5 require a parent to submit State-specified documentation that certifies completion of required supervised hours in a manner that reduces the possibility of fraudulent entries.

5.1.6 ensure that State licensing tests are empirically based and reflect performance competencies of the standards-based driver education and training program outlined in the previous sections of this document.

5.1.7 develop and implement a valid and reliable driver's knowledge and skills test that assesses factors associated with the novice teen driver's ability to reduce driving risks.

Status

5.1.1

The administration of driver education is divided between two separate state entities, the Idaho State Department of Education (SDE) and the Idaho Bureau of Occupational Licenses (IBOL). Under this structure, the SDE maintains administrative and instructional control over driver education and training courses offered within the state's public school system, while IBOL is responsible for the administration and oversight of private entities who provide driver education services. Individuals enrolling in driver education have the option of selecting either method of program delivery.

The Idaho Transportation Department (ITD) houses both the Division of Motor Vehicles (DMV) and the Office of Highway Safety (OHS). The DMV is responsible for the issuance of driver licensing credentials and the management of the state's Graduated Driver's Licensing Program

(GDL). The OHS is responsible for the development and coordination of the state's Strategic Highway Safety Plan (SHSP), and has been viewed as a positive force in coordinating activities around driver education and teen driver safety.

The OHS, SDE and DMV have traditionally cooperated on teen driver safety initiatives, and report engaging in informal communication regarding issues surrounding driver education and teen licensing. The involvement of the IBOL in these discussions was not easily identified by the assessment team. There appears to be no clear and formalized method of communication between stakeholder agencies in the driver education and licensing process.

Recommendation

5.1.1

- **Implement a formalized and routine process for the communication and collaboration between stakeholder agencies: State Department of Education; Idaho Bureau of Occupational Licenses; Idaho Transportation Department (Office of Highway Safety, Division of Motor Vehicles)**

Status

5.1.2

Idaho's Graduated Driver's License Program (GDL) requires all individuals who have never been issued a license, and are under 17 years of age, to complete an approved driver training program prior to licensure. The GDL program requirements have undergone a number of significant changes over the past several years, most notably in 2001 and 2007. Applicants may obtain a Driving Training/Supervised Instruction Permit at any local county driver's license office, with permits being mailed directly to the applicant's driver education provider. Permits are retained by the driver education provider until the individual completes the required in-class and behind-the-wheel instruction. The mailing of permits to the provider was instituted in connection with the state's move to central issuance of all credentials in 2011.

At the successful completion of the course, the permit is provided to the applicant in order to complete the remaining six-month minimum holding period and mandatory 50 hours of additional supervised driving (a minimum of ten hours must be at night). Applicants may enroll in a driver education course as early as 14 and one-half years of age, but cannot obtain their license until they are 15 years old at the earliest. Convictions for a violation of traffic law, violation of GDL restrictions or suspension of driving privileges while possessing the permit result in the cancellation of the permit. If the permit is cancelled, a new permit must be obtained and the 6-month holding period restarts.

Completion of driver education is verified and transmitted to the Division of Motor Vehicles (DMV) by the driver education provider, and is required as part of the state's GDL process. Additionally, applicants under the age of 17 must have a qualified adult verify the completion of

the required 50 hours of practice driving. All applicants must complete a state standardized knowledge and skills test before a license can be issued.

Additional GDL requirements for drivers include restriction to daylight operation only (license holders under 16 years of age) and restriction to not more than one passenger under the age of 17 during the first six months of licensure (license holders under 17 years of age). Drivers under the age of 17 are also required to have all occupants wearing seat belts or child restraints and face enhanced penalties for violation of traffic laws and intoxicating substance provisions. Individuals over the age of 17 are not required to complete driver education and are not covered under Idaho's GDL program. Completion of driver education does not reduce the time requirements under the state's GDL process.

Status

5.1.3

Enforcement of Idaho's Graduated Driver's License (GDL) program requirements is the primary responsibility of the state's various law enforcement entities including local sheriffs' departments and the Idaho State Police. Adjudication of GDL and traffic offenses usually occurs in the state's adult court system.

Law enforcement agencies (LEA) reported challenges in understanding the GDL requirements and expressed difficulty in determining appropriate charges for GDL violations. While LEA's reported positive interactions with the Division of Motor Vehicles (DMV) and Office of Highway Safety (OHS), and State Department of Education (SDE) there is no formal system of communication and/or training with these agencies. There was no mention of communication with the Idaho Bureau of Occupational Licenses (IBOL).

The prosecution and adjudication of GDL cases was also identified as a challenge. While members of the judiciary were not physically present at the technical assessment, the Team was informed that the adult court system does not allow for flexibility in sentencing of traffic cases. The need for additional education on GDL requirements for both judges and prosecutors was also mentioned.

Recommendations

5.1.3

- **Implement formal educational outreach between the Division of Motor Vehicles, Office of Highway Safety, and law enforcement agencies on Graduated Driver's License requirements.**
- Organize, develop and deliver training and outreach for judges and prosecutors on Graduated Driver's License requirements and sentencing options.

Status

5.1.4

The Idaho Graduated Driver License (GDL) program requires that permit and license holders under the age of 17 face enhanced penalties for traffic and GDL restriction violations. As part of the GDL program, drivers under 17 years of age receive a warning letter for the first violation; a minimum 30-day suspension for the second violation; and a minimum 60-day suspension for the third violation. These enhanced penalties are in addition to any sanctions or suspensions imposed by the court or as a result of the State's points violation system. Individuals who possess a Supervised Instructional Permit (SIP) when the violation is incurred will also have their SIP cancelled and must restart their six-month holding period. Fees must also be paid to have the SIP reissued.

While uniform sanctions for noncompliance of GDL provisions are established, it is unclear whether these requirements are uniformly enforced.

Law enforcement reported difficulty understanding the effective period for the various license restrictions during traffic stops, and expressed a general lack of understanding of the state's GDL requirements. The Idaho Division of Motor Vehicles was unable to provide any specific data on GDL enforcement and violations.

Recommendations

5.1.4

- Analyze the citation and adjudication of Graduated Driver License violations to determine the extent and uniformity of enforcement.
- Create and distribute training resources to educate Law enforcement officers on the enforcement of Graduated Driver License provisions.
- Develop effective quick reference materials for law enforcement officers to use when enforcing Graduated Driver License requirements.

Status

5.1.5

The Graduated Driver License (GDL) program requires that all novice teen drivers under the age of 17 years of age complete 50 hours of supervised practice (minimum 10 hours at night) during the minimum six-month permit holding period. This practice must be supervised by a licensed driving instructor, parent, guardian or licensed driver who is at least 21 years of age. A driving log and parent handbook ("yellow book") are provided in order to facilitate the recording and documentation of the 50 hours of practice. The parent or guardian must attest to the completion of the 50 hour requirement as part of the license application.

Numerous individuals informed the Team that they signed the license application certifying the completion of the 50 hours of supervised driving, but the submission of the completed log was not a requirement. Parents, driver education providers, and law enforcement stated that logbooks are frequently completed at the last minute and do not contain accurate information. The format of the log, parental comprehension of its importance and the distribution of required practice scenarios were also raised as concerns.

Recommendations

5.1.5

- **Require the submission of the signed and completed Teen Driving Log as part of the licensing process.**
- Review the format of the Teen Driving Log with driver education stakeholders, identify and implement improvements and provide guided practice scenarios.
- Develop additional outreach mechanisms educating instructors and parents on the importance of completing the Log.

Status

5.1.6

According to the Division of Motor Vehicles (DMV) the knowledge and skills tests are based on the Idaho Driver's Manual and national standards for driving skills assessment. License applicants are required to complete both the knowledge and skills tests before the issuance of a license can occur, with the minimum age of licensure being 15. This process occurs after the completion of the driver education course and six-month minimum permit period. Skills tests must be scheduled, and are administered through third-party providers approved and authorized through the DMV. Knowledge testing is conducted at the license issuance agency in each county.

The Team was informed that both tests generally have favorable passage rates, and that both the knowledge and skills tests have not been evaluated in several years. Additionally, individuals stated there was a reduction in the frequency of training opportunities offered by the DMV. There is also a lack of communication between skill testing providers and, driver education stakeholders.

Based on this information, it is unclear if the current testing processes utilize empirically based performance standards. This process is further complicated by a lack of communication between education and testing agencies. In addition, it appears that an audit is precipitated by the pass fail rate rather than a standardized periodic inspection process.

Recommendations

5.1.6

- Increase the frequency of training opportunities for third-party skills testers to ensure consistent delivery of testing.
- Review the current oversight process for skills testers and implement necessary changes to this process.
- Initiate a review of the current testing processes to ensure that effective competency measures are used.
- Analyze test results to identify areas of skill deficiency and communicate findings to the driver education community.

Status

5.1.7

The current knowledge test consists of 20 questions randomly selected from an 80-item pool, with a minimum passing requirement of 80 percent. Knowledge tests are administered at the local jurisdictional licensing office (Sherriff's Office) through a computerized assessment system.

Skills tests are administered through third-party providers who are certified and trained through the State Division of Motor Vehicles (DMV). While a copy of the skills assessment was not provided, it was reported that the test generally consists of a 20-to-30 minute in-car assessment covering intersection and road navigation, signage identification, etc. Applicants are allowed 15 minor errors during the testing period to obtain a minimum passing score (85%). A serious unsafe maneuver (running a red-light) results in immediate failure.

In general, the skills and knowledge tests were viewed favorably. However, it has been several years since both tests were reviewed for their reliability and validity. There has been no internal or independent analysis of the testing models employed within the State and it is unknown if the current test battery measures the teen drivers' ability to assess and reduce driving risk.

Recommendations

5.1.7

- Review the knowledge and skills test to determine reliability and validity and implement necessary modifications.
- Ensure updated tests effectively measure the teens' ability to assess and reduce driving risk.

APPENDIX 1 – Team Credentials

SHARON R. FIFE

President, D&D Driving School

932 Larriwood Ave.
Kettering, Ohio 45429

937-609-8499

Email: Spostigo@aol.com

Sharon Fife is president, owner and operator of D&D Driving School, Inc., a family owned business, since 1952. Currently, she is Immediate Past President of The Driving School Association of the Americas (2013 and 2015) and vice chair of Association of National Stakeholders in Traffic Safety Education. Formerly, she was president of DSAA in 2010-2012; vice president 2009-2010; 2008-2001 DSAA Secretary; and 1996-2001 DSAA Controller. She participates in *Instructor Train the Trainer* programs including ADSTEA *Teacher Trainer*, AAA *Licensed to Learn* and Ohio Train the Trainer Course. Sharon is a recipient of 2001 DSAA Cathy Hensel Woman of the Year Award and DSAA George Hensel Leadership Award, 2002.

Sharon Fife graduated from Ohio Wesleyan University, 1985, with a Bachelor's degree in International Business and Spanish. She currently resides in Kettering, Ohio, is married to James Fife and a mother of two children, Ben and Elizabeth.

THOMAS (TOM) LIBERATORE, MS

Director of Driver Programs

Maryland Motor Vehicle Administration
6601 Ritchie Highway N.E.
Glen Burnie, MD 21062

Phone: 410-424-3043

Email: tliberatore@mva.maryland.gov

Tom has held multiple positions relating to policy development, program implementation and service assessment. He received his Bachelors degree from Frostburg State University in 1995, and his Masters Degree in Applied Psychology from the University of Baltimore in 2000.

Tom served as the Public Policy Director for the Maryland Chapter of the National Multiple Sclerosis (MS) Society from 1999 until 2007. While at the National MS Society, he was responsible for representing the Society in Maryland's State legislature, as well as coordinating the development and implementation of the agency's public education and clinical outreach programs.

Currently, Tom is the Director of Driver Programs for the Maryland Motor Vehicle Administration (MVA), a section that encompasses driver fitness evaluation, administrative penalization, novice driver education and driver license issuance. Tom oversees the development and implementation of Maryland's automated ignition interlock monitoring system, coordinated key system changes for the MVA in the areas of REAL ID and the roll-out of commercial driver licensing modernization. He also coordinated Maryland's Driver Education Technical Assessment in 2010, the first national assessment of a state-wide driver education program in the country. In addition, Tom serves on the Board of Directors for the Association of Ignition Interlock Program Administrators.

DAN MAYHEW, M.A.

Traffic Injury Research Foundation

171 Nepean Street, Suite 200
Ottawa, Ontario
Canada K2P 0B4

Phone: 613-238-5235

Email: danm@tirf.ca

Dan Mayhew is Senior Vice President of the Traffic Injury Research Foundation (TIRF), a charitable independent road safety institute. Since joining TIRF in 1980, Dan has managed numerous research projects for the Foundation. His extensive work in the areas of young and novice drivers, graduated driver licensing, and driver education is very well known in the field of road safety in Canada, the United States and elsewhere.

Dan's research interests include: driver licensing improvement systems, motorcycle safety, young driver accident prevention, senior driver safety, motor vehicle accident data systems, driver competency and experience, commercial vehicle driver licensing, driver education and training, enforcement, driving simulation, fuel efficient driving, and alcohol, drugs and traffic safety.

Dan's professional memberships and affiliations include: member and past chair of the U.S. Transportation Research Board Committee on Operator Education and Regulation; member of the U.S. Transportation Research Board Sub-committee on Young Drivers; member and past secretary of the International Council on Alcohol, Drugs and Traffic Safety; past member of the International Advisory Committee for the Centre for Accident Research & Road Safety, Queensland, Australia; and, member of the Association of National Stakeholders in Traffic Safety Education.

NINA JO SAINT, MS

Program Manager

Education Service Center, Region 13
5701 Springdale Road
Austin, Texas 78723

Office Phone: 512.505.0504

Email: nina.saint@esc13.txed.net

Nina Saint is Program Manager and Driver Education Curriculum Specialist for the Driver Training Division at Education Service Center, Region 13 that manages the functions of the Texas Education Agency for oversight of public and licensed (private) driver education schools. She has over 35 years of experience in education and over 31 years of experience in the field of driver education. Nina is responsible for establishing the curriculum standards for public, licensed, and parent-taught driver education programs. Her background is in public and private school driver education instruction including classroom, behind-the-wheel, simulation, and multi-car range instruction.

Nina serves as the Executive Director for the Driver Education and Training Administrators (DETA), Central board member for the American Driver and Traffic Safety Education Association (ADTSEA), ex officio board member for the Texas Driver and Traffic Safety Education Association (TDTSEA), Ad Hoc board member of the Texas Coalition for Motorcycle Safety, Secretary for the Texas National Association for Multicultural Education, and a member of the Operator and Education Committee for the Transportation Research Board, and the Chair of the Association of National Stakeholders in Traffic Safety Education. She served as Chair of the Supervision and Administration Division of ADTSEA from 2008-2012.

In 2008, Nina received the Texas Driver and Traffic Safety Education Associations Gene Wilkins Honor Award and in 2010, Nina was the only state administrator to receive the prestigious Driving School Association of the Americas', H. B. Vinson Award. In 2011, she was awarded *Teacher of the Year* by the Texas Driver and Traffic Safety Education Association.

In 2013, she received the State Honorary Membership Award from the Texas Association Family, Career, and Community Leaders of America.

JANICE DAWSON SIMMONS

Technical Editor
Assessment Process Consultant

1285 Ketch Court
Annapolis, Maryland 21403

410-693-7167
Jds1017@aol.com

Janice has been a team member for the National Highway Traffic Safety Administration's facilitated, Technical Assessment Program since 1992, beginning with *The Emergency Medical Services Program Assessment for the State of New York*. She provides process direction and technical document editing services for highway safety program assessments throughout the nation. As a team member, she directed the Maryland's Driver Education Technical Assessment process in 2010, which was the pilot program for Driver Education Assessments in the nation.

In addition to Driver Education and Emergency Medical Service, she has served as a team member for assessment programs that include Motorcycle Safety, Impaired Driving, Occupant Protection, Enforcing Underage Driving Laws, Traffic Records, Standardized Field Sobriety Testing, Emergency Medical Services, and Emergency Medical Services Reassessments.

After earning a BFA at Maryland Institute College of Art, Baltimore Maryland, she taught art history, design, and criticism and aesthetics courses. In addition to her work in education and with assessment programs, she has been an associate with a design firm in Annapolis, Maryland, since 1997.

VANESSA C. WIGAND

Principal Specialist
Virginia Department of Education

16255 Maple Hall Drive
Midlothian, VA 23113

Office Phone: 804.225.3300

Email: vanessa.wigand@doe.virginia.gov

Vanessa Wigand is Principal Specialist for Health Education, Physical Education, Driver Education and Athletics at the Virginia Department of Education. She has over 36 years of experience in the field of driver education and has been at the Department of Education for 21 years. Vanessa oversees driver education programs for public and private schools, and is responsible for establishing the standardized curriculum of instruction for public, private and driver training schools. She is presently chair elect of DETA (Driver Education and Training Administrators).

APPENDIX 2 – AGENDA

May 20-24, 2013	May 20 Monday	May 21 Tuesday	May 22 Wednesday	May 23 Thursday	May 24 Friday
8:30 - 9:00	Travel Status	Session 1 State Overview of Driver Ed, Problem ID Data & FARS Brent Jennings, ITD/OHS Kelly Campbell, ITD/OHS Cathy Smith, ITD/Econ/ Research Debbie Dorius, FARS Analyst	Session 8 Elected Officials & Others Interested in Driver Education Dave Carlson, AAA Duke & Sheri Rogers	Closed Session Report Write-Up	Final Team Report Review
9:00 – 9:30		Session 2 State Overview of DE, Problem ID Data & FARS Continued	Session 9 State, County & Local GDL Law Enforcement Chief Jeff Lavey, Meridian PD Lt. Col. Kedrick Wills, ISP	"	Report Closeout Briefing
9:30 - 9:45		Break	Break		
9:45 - 10:45		Session 3 Public, Online and Private DE Admin and/or Owners Jennifer Weddel, IDLA Doug Pottenger, Owner	Session 10 Judges & Prosecutors Janice Kroeger, Twin Falls Co Jared Olsen, TSRP	"	
10:45 - 11:00		Break	Break		Adjourn
11:00 - 12:00		Session 4 Experienced Public & Private DE Instructors & Instruct. Trainers Jeff Coe, Boise Schools Bill Cooper, Caldwell Robert Fenn, Private School Wayne Johnson, Private School	Session 11 SDE and Association Groups John Gonzales, SHSP Todd Bilbo, SHSP	"	
12:00 - 1:30		Team Debrief and Lunch	Team Debrief and Lunch	Lunch	
1:30 - 2:30		Session 5 DMV Licensing Personnel & Skills Testers Lynn Rhodes, ITD/DMV Debra Hall, ITD/DMV Dave Eirgen, Skills Tester Ron Kelly, Skills Tester	Session 12 Margaret Goertz, OHS	Report Write-Up	
2:30 - 2:45		Break	Break	Break	
2:45 - 3:30		Session 6 GDL Licensing Personnel Lynn Rhodes, ITD/DMV Brian Johns, Boise Schools	Closed Session Team Debrief		
3:30 - 3:45		Break	Break	"	
3:45 - 4:45		Session 7 Parents Peggy Hastings Brooke Beus Jo O'Connor Tyler Hastings Brian Johns	Individual Report Writing	"	
4:45 - 5:30		Closed Session - Team Debrief	Individual Report Writing	"	