

STATE OF MISSOURI

ASSOCIATION OF NATIONAL STAKEHOLDERS IN
TRAFFIC SAFETY EDUCATION

ANSTSE

STATE ONSITE TECHNICAL ASSISTANCE
for the
DRIVER EDUCATION PROGRAM



June 1-2, 2016

ANSTSE Onsite Technical Assistance Team

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ACKNOWLEDGEMENTS

The Association of National Stakeholders in Traffic Safety Education (ANSTSE) Onsite Technical Assistance Team (the Team) acknowledges and thanks Ms. Janice Rehak, Coordinator, Office of College and Career Readiness, Department of Education, Mr. Allyn Workman, Missouri Driver Safety Education Association (MODSEA) and Ms. Carol Hoormann, MODSEA, for their support and assistance in making this onsite technical assistance visit possible.

The Team acknowledges and thanks the following stakeholder agencies and individuals for their participation in the onsite technical assistance visit:

- Janice Rehak, Office of Elementary and Secondary Education, Office of Career Readiness, Department of Education
- Allyn Workman, Executive Board, Missouri Driver Safety Education Association
- Carol Hoormann, Executive Director, Missouri Driver Safety Education Association
- Kerrie Warne, President, Missouri Driver Safety Education Association
- Gina Wisch, Management Analysis Specialist, Missouri Department of Revenue
- Bill Whitfield, Highway Safety Director, Traffic and Highway Safety Division, Missouri Department of Transportation
- Captain John Hotz, Captain, Missouri State Highway Patrol
- Deanna Rhodes, Legislative Assistant, Representative Galen Higdon, Missouri House of Representatives
- Terry Butler, Missouri Senior Director, Safety Center, University of Central Missouri
- Jim Delap, Missouri Instructor, Safety Center, University of Central Missouri,
- Lowell Pitzer, Coordinator of Driver Education Certification, Missouri Baptist University
- Sheila Hirsch, Supervisor, Certification Section, Department of Elementary and Secondary Education, Department of Education
- Katrina Rowland, Think First, Director, Missouri First Impact
- Deb Simaitis, Governor's Organ Donation Advisory Committee

The Team thanks each individual for the time and energy that they invested in preparing and delivering their feedback. The participant's candor and thoroughness in discussing driver education in the State of Missouri greatly assisted the Team.

The National Highway Traffic Safety Administration (NHTSA) provided the funding through ANSTSE and Highway Safety Services, LLC (HSS), to make this onsite technical assistance visit possible. It is with great appreciation that the ANSTSE Team acknowledges their support.

Mr. Brett Robinson, Vice President, HSS and ANSTSE Secretariat, assisted with the facilitation of the onsite technical assistance Team visit.

The Team believes this report will contribute to Missouri's Driver Education Program and support safe, responsible driving by novice drivers.

BACKGROUND

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 Novice Teen Driver Education and Training Administrative Standards (NTDETAS) were finalized in 2009 to assist in improving the administration of driver education programs nationally. An association of major stakeholders was created to maintain and, when necessary, upgrade the Standards and to provide oversight in implementation activities.

This volunteer group of stakeholders is made up of the following organizations:

- American Automobile Association (AAA);
- AAA Foundation for Traffic Safety (AAAFTS);
- American Association of Motor Vehicle Administrators (AAMVA);
- American Driver and Traffic Safety Education Association (ADTSEA);
- Driver Education and Training Administrators (DETA);
- Driving School Association of the Americas (DSAA);
- Governor's Highway Safety Association (GHSA); and the
- Transportation Research Board (TRB).

The group was established in 2010 and titled the Association of National Stakeholders in Traffic Safety Education (ANSTSE).

ANSTSE developed a maintenance system for keeping the Standards up-to-date and developed an NTDETAS Strategic Plan for implementation of the Standards in the States. The States, ANSTSE members and the driver education community in general, may need technical support to assist in the implementation of the NTDETAS. The NTDETAS document was the first step in developing and implementing a comprehensive national driver education program effort. The current effort is to provide technical support for States and organizations to implement the NTDETAS.

Technical assistance may be provided prior to or following a NHTSA Driver Education State Assessment / Peer Review. Technical assistance can provide a preliminary analysis of the State's driver education program. Then the State may utilize highway safety funds, or other funds, to conduct a NHTSA State Assessment / Peer Review based on the recommendations in the NTDETAS. These assessments offer States a

tool to use over time to review their driver education programs, note the program's strengths and accomplishments and determine where improvements can be made. Following a NHTSA State Assessment / Peer Review, ANSTSE can provide post analysis technical assistance to assist with implementing the recommendations given in the NHTSA State Assessment / Peer Review.

Additional information on the NTDEAS, ANSTSE and Technical Assistance is available at www.anstse.info.

NHTSA STATE ASSESSMENT / PEER REVIEW

The purpose of a State Driver Education Assessment / Peer Review is to assist in the review of the driver education program in a State, identify the program's strengths and accomplishments, identify problem areas and offer suggestions for improvement.

The assessment can be used as a tool for planning purposes and for making decisions about how to best use available resources. This assessment tool follows the format of the Novice Teen Driver Education and Training Administrative Standards (NTDEAS). The assessment process provides an organized approach for measuring the State's entire driver education program status.

NHTSA utilized the NTDEAS as the assessment framework. These standards were developed by representatives from the driver education professional community, with assistance from NHTSA. The five major topic areas in the standards are:

- Program Administration
- Education/Training
- Instructor Qualifications
- Parent Involvement
- Coordination with Driver Licensing

The ANSTSE Technical Assistance does not replace nor duplicate a full NHTSA Driver Education State Assessment / Peer Review. All States are encouraged to conduct a NHTSA State Assessment / Peer Review.

OVERVIEW OF THE ONSITE TECHNICAL ASSISTANCE

The Department of Elementary and Secondary Education in the Missouri Department of Education requested technical assistance regarding Missouri's teen driver education effort. Specifically, the Department of Elementary and Secondary Education requested assistance to formalize interagency collaboration and the coordination of driver licensing. A two-day meeting (June 1 and June 2, 2016) was scheduled and the Missouri State agencies and organizations involved in highway safety, driver licensing, teacher preparation and legislation were invited to participate. Nina Saint from the Driver Education and Training Administrators (DETA)/The Foundation for Safe Driving and Andrew Krajewski from Highway Safety Services facilitated the technical assistance sessions.

Completion of a driver education course is not a requirement for Missouri's Graduated Driver License (GDL) program. Public high schools may offer driver education courses for half a credit as part of the normal school year or as a summer program. Missouri is a local rule state so each school district may select their own driver education curriculum. The Department of Education has no oversight responsibility for public school driver education. School districts fund their own driver education courses. The number of students completing driver education in a calendar year is not readily available, but could be determined through Core Data using the half credit earned for completing a course. This analysis would be incomplete because not all schools provide credit and other educational institutions do not report completions to the Department of Education.

Driver education is also available through private driver education schools. Currently, these private driver education schools and their instructors are not regulated by any State agency. The only requirement is that instructors hold a valid driver's license. These schools set their course fees, use their own curriculums and train their instructors. No State agency or organization could determine the number of operating private driver education schools or the number of students that complete their training. One private driver education school, Coach Harder's Driving School, was invited to participate in the Technical Assistance meetings, but the owner was unable to attend. The MODSEA representatives identified his concern. Private driver education schools may not be providing quality instruction, because no one oversees them.

In *Missouri's Blueprint to Save Lives* (Strategic Highway Safety Plan) developed by the Missouri Coalition for Roadway Safety two Key Strategies are identified:

- Expanding the availability of driver education programs for young drivers; and
- Educating young drivers on all aspects of safe driving and rules of the road.

Unfortunately, there are no specific performance measures regarding these two strategies. The Traffic and Highway Safety Division at MoDOT does fund several young driver campaigns that address novice driver crashes. In 2016, the Missouri Driver

Safety Education Association were invited to participate in the Missouri Coalition for Roadway Safety to assist with the young driver campaigns and the development of the next Blueprint to Save Lives.

Representative Galen Higdon introduced a driver education bill during the 2016 Legislative Session. This bill did not clear the Committee Hearings because of the Fiscal Note attached to it. Representative Higdon's Legislative Aide participated in the Technical Assistance meetings and is working on developing a plan for a 2017 driver education bill.

The Department of Revenue administers the Missouri Graduated Driver License program (GDL) and issues the Instructional Permits, Intermediate Driver Licenses and the Full Driver Licenses. All licensing tests (knowledge and skills) are administered by the Missouri State Highway Patrol (MSHP). The MSHP is responsible for the content of the Department of Revenue's Missouri Driver Guide, knowledge and driving test. A Section in the Highway Patrol organization is responsible for reviewing and revising the Guide and tests. Participants in the Technical Assistance meetings, specifically the representatives from the Missouri Driver Safety Education Association (MODSEA) felt the Guide and tests needed revised. MODSEA volunteered to assist in this revision. The MSHP reported there is a 60% first time pass rate on the knowledge test and a 71% first time pass rate on the driving test. Applicants may retake a failed knowledge test on the same day, but are limited to a maximum of two knowledge tests in one day. Applicants failing the driving test three times are directed to seek additional training before attempting the test again. This additional training may be with the parents or a private driving instructor. There is no statutory requirement to log this additional training. The Department is not required to verify the GDL required 40 hours of supervised driving. A parent, guardian or grandparent only needs to sign the certification form. The Department does not track driver education completion on the driving record.

Three institutions offer driver education instructor certification courses for the Department of Elementary and Secondary Education (DESE) and certified teachers:

- 1 Missouri State University
- 2 University of Central Missouri
- 3 Missouri Baptist University

Driver education teachers in public schools must hold an elementary, middle or secondary teaching certificate before adding driver education certification. Individuals seeking driver education certification must complete four courses for 12 semester hours. These courses were established by the DESE several years ago and have not been updated. These courses are:

- Introduction to Safety Education
- Driver Task Analysis
- Developing Vehicle Operation Skills and Competencies
- Developing Classroom Knowledge

Individuals completing these courses apply to the DESE to add driver education to their certification. Currently, there are approximately 4,700 individuals holding driver education certificates. The Department of Education cannot determine how many individuals holding these certificates are still active and teaching. Individuals may receive a Temporary Authorization Certificate or Provisional Certificate by completing two of the four required courses. The Temporary or Provisional Certificate allows the individual to teach driver education for up to two years. It was unclear if the Temporary or Provisional Certificate allows them to teach only classroom or both classroom and behind-the-wheel.

MoDOT's Traffic and Highway Safety Division gave Think First of Missouri a grant to develop First Impact – a Parent Guide. The Guide is evidence and research based. A Task Force of driver and traffic safety partners developed First Impact. The Guide is used in a 90 minute presentation for parents teaching and monitoring their new teenage drivers. First Impact's field testing started in May 2016. Approximately 250 parents have completed the program. Trying to get parents to participate is one of the hurdles that still need to be refined. Think First has established surveys to evaluate parents' thoughts and perceived benefits of this program.

MoDOT Road Wise Parent Guide supports parents through the Missouri GDL process. MoDOT is in the process of revising Road Wise and has invited MODSEA to participate in this revision. The goal is to provide parents with tools to help train and monitor their new teen drivers throughout the GDL process.

The participants in the Technical Assistance meetings are motivated to improve driver education and Missouri's GDL effort. They are willing to create a Driver Education Coalition to work on the issues that were identified during the Technical Assessment meetings and to work with other Missouri groups to reduce young driver crashes. The following Technical Assistance Recommendations are based on this groups concerns and discussions.

TECHNICAL ASSISTANCE RECOMMENDATIONS

- Participants in the Missouri's Technical Assistance meeting should formalize the existence of the Driver Education Coalition (Coalition) by creating a charter that identifies the lead agency, membership, function, term of existence and projects to be completed. The participants are urged to complete the charter process quickly so the Coalition can support upcoming legislative proposals.
- The Coalition should seek out additional stakeholders that can support the Coalition's completion of projects.
- The Coalition should serve as a resource for the creation of the legislative plan that makes quality driver education available to all eligible Missouri citizens as identified during the Technical Assistance meetings. This plan should include:
 - Identifying the lead state agency for overseeing and administering Missouri's Driver Education Program;
 - Ensuring the availability of quality driver education to all novice drivers;
 - Creating a source of funding for Missouri's Driver Education Program;
 - Adopting standardized driver education curriculum content standards as identified in the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) for both public school driver education and private drivers' education programs;
 - Adopting uniform driver education instructor training requirements as identified in the NTDETAS for both a driver training instructor certified by the Department of Elementary and Secondary Education and training requirements for any private for-profit and non-profit driver education program in Missouri
 - Establishing rules/regulations as identified in the NTDETAS for oversight of the public and private driver education programs;
 - Establishing a comprehensive record keeping system to track driver education completions and licensing to support future evaluation of the value and effectiveness of Missouri's driver education programs; and
 - Consider adopting other elements identified in the National Highway Traffic Safety Administration's (NHTSA) Graduated Driver Licensing System Model (GDL) into Missouri's Graduated Driver License law.
- The Coalition should become more involved as a valued resource on the state and regional level in the creation and implementation of Missouri's Blue Print to Save More Lives and annual Highway Safety Plan.
- The Coalition should continue in its effort to have a National Highway Traffic Safety Administration's (NHTSA) Driver Education Technical Assessment conducted in 2018.
- The Coalition should assist the Highway Patrol in the review and revision of the Missouri's Driver Guide and licensing tests (knowledge and skills) to ensure that

essential driving information is being provided and the licensing tests are evaluating the knowledge and skills all new licensed drivers must demonstrate.

- The Coalition should assist in the revision of the current parent guide, Road Wise, and the creation of other parent resources covering the parent's responsibilities in Graduated Driving Licensing. This would support and guide the supervising driver in the completion of the 40 hours of the teen supervised driving practice as identified in the NTDETAS.
- The Coalition should partner with Think First to promote its First Impact project and be a resource for any future improvements for this project.
- The Coalition should be a resource to the Missouri Highway Safety Office in the development of marketing tools that promote the value and benefits of Graduated Driver Licensing, completion of driver education and parent involvement.
- The Coalition should examine ways to incentivize public schools, parents and teenagers to increase the number of individuals completing a driver education program.
- The Coalition should develop an evaluation process to measure Missouri's Driver Education Program's cost effectiveness, benefits and value.

Appendix 1

Missouri On-Site Technical Assistance Agenda

June 1-2, 2016

Jefferson Office Building
Department of Education
205 Jefferson St.
Jefferson City, MO 65102

Wednesday, June 1, 2016 -- First Floor Conference Room

8:00 – 8:15 am

Welcome and Introduction

Technical Assistance introduction and overview

Janice Rehak

8:15 – 8:45 am

Conference Call with MODSEA

Topic: MODSEA Commitment to Driver Education

Kerrie Warne, President, MODSEA

9:00 am – 2:00 pm

(12:00 – 1:00 pm Working lunch provided)

Meeting with the State Agencies

Topic: Coordination Between State Agencies, Teacher Training and Parent Involvement

Missouri Department of Education

Janice Rehak

Missouri Department of Revenue

Gina Wisch, Mgmt. Analysis Specialist

Brad Brester, Revenue Administrator,

Driver License Bureau

Missouri Traffic and Highway Safety Office

Bill Whitfield, Highway Safety Director

Missouri State Highway Patrol

Captain John Hotz

Missouri House of Representatives

Deanna Rhodes, Legislative Assistant

Missouri Driver Safety Education
Association

Allyn Workman

Carol Hoormann

UCM Safety Center

Terry Butler, Instructor

Jim Delap, Instructor

MO Baptist University

Lowell Pitzer, Coordinator of

Driver Education

Coach Harder's Driving School

Keith Harder, Co-Owner

2:00-3:00pm

Meeting with the Missouri Department of Education and Missouri Driver Safety Education Association

Topic: Debrief day; identify “big rocks”

Janice Rehak

Allyn Workman

Carol Hoorman

3:00pm-5:00pm

Report Preparation (Technical Assistance Team only)

Thursday, June 2, 2016 -- 5th floor Small Conference Room, Jefferson Building

8:30am-11:00am

Additional Interviews and Discussion with State Agencies

8:30 am-9:15 am

Topic: Public School Teacher Certification

Sheila Hirsch, Department of Education

9:30-10:15

Topic: Teacher Training

First Impact Presentation

Katrina Rowland

10:30-11:30

Topic: Organ Donation

Conference Call with Deb Simaitis, Governor’s Organ Donation Advisory Committee (GODAC)

11:30am-3:00pm

Report Preparation (Technical Assistance Team only)

3:00pm-4:00pm

Report Out

Participants are invited to attend the report out in the 5th floor conference room of the Jefferson Building, 205 Jefferson St., Jefferson City, MO or call in at 526-5712 (local number) or 866-630-9350 (toll-free number).