

STATE OF OREGON

TECHNICAL ASSESSMENT of the DRIVER EDUCATION PROGRAM



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

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Mr. Jim Wright, Highway Safety Specialist, National Highway Traffic Safety Administration (NHTSA) Headquarters, Mr. John Moffat and Ms. Gina Beretta, NHTSA, Region 10 Office, 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 of the participants in the review process for the time and energy invested in preparing and delivering their presentations. Their candor and thoroughness in discussing driver education in the State of Oregon 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 economic costs of young novice driver motor vehicle crashes on Oregon's roadways.

The team realizes the assessment is a review of all driver education activities and commends all who are involved in the day-to-day efforts to improve driver education in Oregon.

ASSESSMENT BACKGROUND

The purpose of the assessment is to assist the Oregon Department of Transportation, Transportation Safety Division (ODOT-TSD), in the review of the driver education program in this State, identification of the program's strengths and accomplishments, identification of 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. The standard that precedes each section of this report is taken from this document. The assessment process provides an organized approach for measuring program progress.

The initial Driver Education Program Assessment was conducted in the state of Maryland. Maryland developed the assessment tools and processes with the assistance of National Highway Traffic Safety Administration (NHTSA) and independently conducted an assessment in August of 2010. Following the success of the Maryland driver education assessment, the NHTSA assumed the role of coordinator and facilitator of future assessments. Oregon is the first state to undertake a NHTSA- sponsored driver education assessment.

NHTSA utilized the newly developed *Novice Teen Driver Education and Training Administration Standards* 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 Qualification;
- Parent/Guardian Involvement; and
- Coordination with Driver Licensing.

The topic areas identified in the standards became the foundation for this assessment as well as key factors in identifying the panel of experts for the technical assistance team. NHTSA developed a list of national experts in the five areas above and used that list to determine the assessment team. Team members were also provided with a comprehensive "briefing book" by the ODOT-TSD.

NHTSA Headquarters and Regional Office staff facilitated the Driver Education Program Assessment. Working with the ODOT-TSD, NHTSA recommended a team of six individuals with demonstrated expertise in the topic areas of the national administrative standards. Efforts were made to select a team that reflected the needs and interests expressed by the ODOT-TSD during the pre-assessment conference call. The assessment consisted of interviews with state and community level driver education program managers, trainers, instructors, law enforcement personnel, students, parents and the ODOT-TSD staff. The conclusions drawn by the assessment team are based upon the

facts and information provided by the various experts who made presentations to the team and the briefing materials that were provided.

Following the completion of the presentations, the team convened to review and analyze the information presented and developed recommendations. This report is a consensus report. The recommendations are based on the unique characteristics of the state and what the team members believed the state and its political subdivisions and partners can do to improve the effectiveness and comprehensiveness of their programs.

The assessment team noted that many exemplary programs are conducted throughout Oregon in the area of driver education and traffic safety in general. It is not the intent of this report to thoroughly document all of these successes, nor to credit the large number of individuals at all levels who are dedicated to driver education. By its very nature, the report tends to focus on areas that need improvement. It is an attempt to provide assistance to all levels for improvement, which is consistent with the overall goals of these types of assessments.

On the final day of the assessment, the team briefed the ODOT-TSD on the results of the assessment and discussed major points and recommendations. This report is an assessment team report; it is not a NHTSA document. Oregon may use the assessment report as the basis for planning driver education program improvements, assessing legislative priorities, providing for additional training, and evaluating funding priorities. On behalf of the assessment team, NHTSA provides the final report to ODOT-TSD.

INTRODUCTION

Oregon, in cooperation with the National Highway Traffic Safety Administration (NHTSA), has undergone a comprehensive assessment of the driver education component of Oregon's highway safety program. This assessment is intended to guide the Oregon Department of Transportation, Transportation Safety Division (ODOT-TSD) toward program improvements. The mission of TSD is to promote transportation safety statewide through education, enforcement, engineering, and emergency response – the “Four E’s” and is an “individual, community and partnership effort.” Recommendations put forth as a result of this assessment will facilitate TSD in carrying out its life saving mission.

The goal of Oregon's Driver Education (DE) program is to develop a system that results in measurably safer new drivers with fewer injuries and deaths. The program seeks to develop safe and efficient drivers who understand that all young drivers should become competent, caring, productive and responsible traffic safety citizens, committed to continually improving their driving skills.

SUMMARY OF DRIVER EDUCATION IN OREGON, 2004-2009

YEAR	2004	2005	2006	2007	2008	2009*
DMV Licenses Issued(age 16-17)	28290	27731	27688	29500	27500	28000
Students Completing DE	9046	9542	9327	8677	8654	8660
Teens not completing an approved ODOT-TSD DE Program	18520	17189	17804	18511	18241	18350

*(Projected)

OREGON TRAFFIC CRASH DATA AND MEASURES OF EXPOSURE
FOR YEARS 2004-2009
FATAL AND INJURY (F&I) CRASHES INVOLVEMENT
OF 16 & 17 YEAR OLD DRIVERS-YEARS 2004-2009

Definition of drivers involved fatal/injury crash involvement any driver that was an operator of any motor vehicle when a fatality or injury occurred during a motor vehicle crash. The driver may or may not have been injured or killed.
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YEAR	2004	2005	2006	2007	2008	2009
Total Crashes	41440	44881	45217	44342	41815	41270
Fatal Crashes	388	443	418	411	369	331
Injury Crashes	18279	19447	19857	18620	18040	19053
Property Damage Crashes	22773	24991	24942	25311	23406	21886
Fatalities	456	488	478	455	416	377
Fatalities Per 100 million VMT	1.28	1.38	1.35	1.31	1.24	1.11
Fatalities Per Population (in thousands)	0.13	0.13	0.13	0.12	0.11	0.1
Injuries	27346	29023	29709	28000	26805	28153
Injuries Per 100 million VMT	76.82	82.26	83.73	80.57	80.09	82.84
Injuries Per Population (in thousands)	7.63	7.99	8.05	7.48	7.07	7.36
Population(in thousands)	3583	3631	3691	3745	3791	3823
Vehicles Miles Traveled(in millions)	35598	35282	35482	34751	33469	33983
# Licensed Drivers(in thousands)	2911	2955	3031	3167	3018	3127
# Registered Vehicles(in thousands)	3986	4005	4063	4153	4130	3543
# of Drivers in F & I Crashes-age 16	687	656	658	621	516	450
% of Total F & I Crashes-age 16	1.98%	1.84%	1.81%	1.80%	1.54%	1.27%
% of Total Drivers-age 16	0.97%	0.93%	0.93%	0.88%	0.83%	0.80%
*Over Representation-age 16	2.03	1.99	1.95	2.03	1.86	1.59
# of Drivers in F & I Crashes-age 17	954	999	1076	960	807	795
% of Total F & I Crashes-age 17	2.75%	2.80%	2.97%	2.78%	2.41%	2.25%
% of Total Drivers-age 17	1.18%	1.13%	1.15%	1.14%	1.07%	1.03%
*Over Representation-age 17	2.33	2.49	2.58	2.43	2.26	2.18

*Over representation is the percent of fatal and injury crashes divided by the percent of licensed drivers

YELLOW HIGHLIGHT=EITHER 1ST OR 2ND GREATEST OVER-REPRESENTED AGE

Oregon Demographics

Physical Dimensions

United States Rank in Total Area = 10

Land Area = 96,002 square miles

Water Area = 1,129 square miles

Coastline = 296 miles

Cities, Total Incorporated: 242

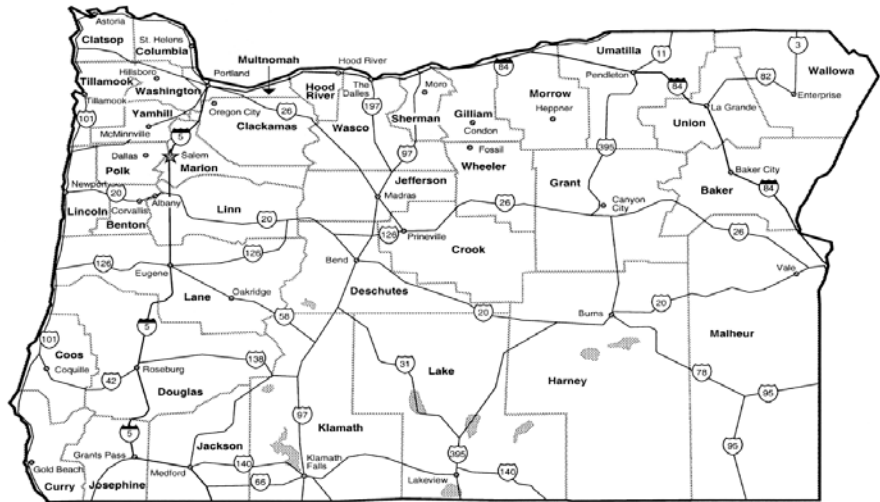
Largest Populations (2007)

1. Portland (568,380)
2. Eugene (153,690)
3. Salem (152,290)
4. Gresham (99,225)
5. Hillsboro (88,300)
6. Beaverton (84,270)

Oregon Counties, Total: 36

Largest Populations (2007)

1. Multnomah (710,025)
2. Washington (511,075)
3. Clackamas (372,270)
4. Lane (343,140)
5. Marion (311,070)



Oregon's estimated 2009 population was 3,823,460 (PSU). Oregon's population increased by 2.5 times since 1950, and is expected to reach 4.4 million by the year 2020.

High population growth rates during the decades of 50s through 70s and 90s were accompanied by economic expansion in the state. In general higher population growth is associated with healthy economy characterized by higher employment, lower unemployment rate, and higher revenue collection. On the flip side, faster population growth means greater traffic congestion, higher school enrollment, and increased demand for government services, among others.

Since 1950, Oregon's population has increased at a faster pace than the U.S. population as a whole. Oregon's annual growth rate exceeded U.S. rate for most of the years. Between 1950 and 2009, Oregon's population increased by 150 percent, whereas U.S. population increased by 102 percent.

Oregon is hit harder by the recent recession than many other states. Since economy and migration are closely related, Oregon's population slowed down considerably. Currently Oregon's growth rate is virtually similar national growth rate.

Oregon's rate of growth between the years 2000 and 2009 ranked 13th highest in the nation. It is two position drops from the 11th fastest from the previous decade. Although the Oregon's population grew quite rapidly compared to other states, all its neighboring states, except California, grew faster than Oregon.

In the future, Oregon's growth rate is expected to remain higher than the U.S. rate. However, the difference between the Oregon and the U.S. rates will remain low.

PRIORITY RECOMMENDATIONS

1.1.4

- ODOT-TSD should establish a yearly audit of approved driver education programs.

1.1.8; 1.1.11; 1.1.18; and 1.1.20

- ODOT-TSD should develop a process to ensure that all novice teen driver education and training programs, instructors, and associated staff possess necessary operating licenses/credentials required by the State before approval is granted.

2.1.1 and 2.1.2

- Task the curriculum revision team with reviewing the over reliance of PowerPoint presentations and effectiveness of video enhancements.

2.1.6

ODOT should:

- Increase classroom hours from 30 hours to 45 hours.
- Increase behind-the-wheel instruction from six hours to 10 hours.
- Increase in-car observation from six hours to 10 hours.
- Require second stage education of at least 10 hours.

3.1.3

- ODOT-TSD should continue to support and provide funding for their instructor training programs.

3.1.5

- ODOT-TSD should develop a list of approved topics for continuing education opportunities.

4.1.2

- ODOT-TSD should establish a procedure for providing an end-of-course evaluation or progress report to parents. This end-of-course “debriefing” could be a written student progress report which includes areas of successful completion of safe driving practices and any necessary recommendations for continued practice prior to licensing.

5.1.2

- Oregon should require mandatory ODOT-TSD approved driver education for all novice teen drivers who have never been licensed in any other jurisdiction.

5.1.5

- ODOT-DMV should require the driving logs be signed by the parent, guardian, or mentor and notarized before being submitted to the ODOT-DMV.

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 develop 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

The Oregon Department of Transportation (ODOT) has statutory authority to oversee novice teen driver education and training programs.

ODOT-TSD has authority and responsibility for the implementation, monitoring, evaluation, and enforcement of the standards for approved novice teen driver education training programs (Oregon Revised Statute (ORS) 802.345; ORS 336.800 – ORS 336.810 and Oregon Administrative Rules (OAR) 737-015-0010 thru 737-015-0110; OAR 737-160-0003 thru OAR 737-015-0130). The approved programs may be taught at a public school, education service district, community college, The Oregon School for the Deaf, tribal schools or ODOT-DMV certified commercial drive school.

ODOT-DMV has authority to certify commercial drive schools and their instructors. Commercial drive schools operate businesses or nonprofit enterprises that engage, for a consideration, in educating and training persons, either practically or theoretically, or both, in the driving of motor vehicles (ORS 822.500).

The options for licensing prior to age 18 are:

- A student must complete at least 50 hours of supervised driving and an ODOT-TSD approved traffic safety education course for eligibility for licensure, or
- A student must complete a 100 hours of supervised driving experience.

For the driving experience to meet this requirement, it must have been supervised by someone at least 21 years of age who had a valid license for at least three years.

ODOT-TSD is informed by a Driver Education Advisory Committee (DEAC) that is a nine member statewide group consisting of representatives from public and private schools as well as community colleges. The advisory committee meets quarterly and plays an active role in Oregon's driver education program. ODOT-TSD and the ODOT-DMV provide a liaison to the advisory committee.

ODOT-TSD develops and executes communication strategies to inform parents and the public about driver education programs via PSAs and news releases that are regularly distributed in partnership with other state agencies. The driver education program sponsors events where teens and parents are participants, all to build awareness and educate the public. The program communicates with providers in a variety of ways including email, workshops, a quarterly newsletter, and ODOT-TSD website.

It was suggested by panel members that ODOT-TSD communicate on a monthly basis with the commercial drive schools to inform them in a timely fashion about changes to laws, regulations, and procedures.

Status

1.1.2

ODOT is the state agency that is charged with overseeing novice teen driver education and training programs providing 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 (OAR 737-015-0010 to 737-015-0110; ORS 802.345). ODOT is not a direct provider of driver education.

Status

1.1.3

ODOT-TSD has a full-time driver education program manager who has a strong driver education background. The individual exceeds the qualifications and training required by the State for a novice teen driver education and training instructor and/or school owner. ODOT-DMV has a program manager. However, the team did not hear from the ODOT-DMV program manager.

Recommendation

- ODOT-TSD and ODOT-DMV program managers should communicate to coordinate efforts.

Status

1.1.4

ODOT-TSD has a full time Quality Assurance Specialist who audits all approved programs, at minimum every three years (OAR 737-015-0110). ODOT-TSD has standardized monitoring, evaluation/auditing, and oversight procedures to ensure that every driver education and training program uses a curriculum with written goals and objectives. ODOT-DMV will periodically inspect a certified school to determine if it is complying with all laws and administrative rules pertaining to commercial drive schools, including instructor certification and operation requirements (OAR 735-160-035).

Recommendation

- **ODOT-TSD should establish a yearly audit of approved driver education programs.**

Status

1.1.5

ODOT establishes a curriculum for a traffic safety education course for use by any private school, public school, or commercial school (ORS 336.800 and 802.345).

ODOT-TSD has a traffic safety education curriculum approval process prior to implementation of the curriculum (OAR 737-015-0030(6)). Thereafter, ODOT-TSD has a three year program renewal process to ensure that curriculum materials and procedures are current.

ODOT-DMV provides curriculum standards and courses for the commercial driver training school programs. (OAR 735-160-0050).

Status

1.1.6; 1.1.15

ODOT-TSD has an instructor certification renewal process for instructors teaching in approved schools (OAR 737-015-0070(6)). Every two years instructors must re-certify their certification. The re-certification process includes participation in 15 professional development (continuing education) hours, provide a minimum of 30 hours of classroom, behind-the-wheel, or simulator instruction in an approved program, and retain current first aid/CPR certification. Annually an instructor must provide to his or her employer a five-year certified court print abstract.

ODOT-DMV administrative rule provides for an annual instructor certification renewal process (OAR 735-160-0075).

Status

1.1.7

ODOT-TSD approves driver education and training programs that conform to applicable State and national standards.

ODOT-DMV establishes curriculum standards for commercial driver training schools (OAR 735-160-0050).

Status

1.1.8; 1.1.11; 1.1.18; and 1.1.20

ODOT-TSD has a process to deny or revoke approval of driver education and training programs that do not conform to applicable State and national standards (OAR 737-015-0110). Oregon Administrative Rule requires submittal, and approval, of each new program's full curriculum prior to implementation.

ODOT-TSD has provisions that they may audit approved course providers to determine compliance with laws and rules pertaining to the operation of the approved provider's program and instructor certification (OAR 737-015-0110; OAR 735-160-0035). All of their approved public and private providers have been audited at least once since 2008, and continue to be audited at minimum every three years

ODOT-TSD process to ensure that all novice teen driver education and training programs, instructors, and associated staff possess necessary operating licenses/credentials required by the State does not occur before the program is audited. However, according to administrative rule it is the responsibility of the approved provider, the driving school owner, operator or instructor to ensure annually that they meet all requirements of employment and remain in compliance with OAR 735-160-0003 through 735-160-0130.

OAR 737-015-0070(2) requires annual verification of a valid driver license and a driving record that meets requirements for instructors. Documentation of all requirements must be maintained.

ODOT-TSD has provisions requiring providers to maintain materials, equipment and motor vehicles used for driver education is in good mechanical condition (OAR 737-015-0050(2)).

ODOT-DMV has a process to deny or revoke commercial driver training schools that are not in compliance to standards including the authority to investigate commercial driver training schools to ensure programs, instructors, and school operators possess necessary operating certification (735-160-0035).

Recommendation

- ODOT-TSD should develop a process to ensure that all novice teen driver education and training programs, instructors, and associated staff possess necessary operating licenses/credentials required by the State before approval is granted.

Status

1.1.9; 1.1.12; and 1.1.13

ODOT-TSD does not have a formal review process to ensure that programs reflect multicultural education principles and are free of bias. However, according to public testimony, programs that teach Native Americans, Hispanics, Russian, and low-income students do make modifications to their programs to meet the needs of the students. A concern was brought to the team's attention concerning the cost of a driver education program being a barrier for low-income students to complete the course.

ODOT-TSD defines the goals, objectives, and outcomes for learning that must be included in a traffic safety education program (OAR 737-015-0030).

ODOT-TSD has developed criteria to assess and approve programs, curricula, and provider effectiveness. Currently, programs and curricula are assessed through curriculum review and regular compliance review. Means to measure provider effectiveness are in development.

Financial sanctions include withholding of reimbursement. Programs may also be revoked, suspended, or canceled. OAR defines the process for reinstatement.

All approved providers are encouraged to make use of the free mentorship program, which assigns mentors who are trained to help providers with all aspects of a driver education program (OAR 737-015-0110; OAR 735-160-0010, OAR 735-160-0011; OAR 735-160-0035; OAR 735-160-0080 thru OAR 735-160-0125).

ODOT-DMV defines curriculum standards for commercial driver training schools and has a inspection process for compliance that includes a sanctioning process (OAR 735-160-0050 and 735-160-0035).

Recommendation

- ODOT-TSD should continue to develop a means to measure provider effectiveness.
- ODOT-TSD should provide for financial sanctions other than withholding of reimbursement and administrative sanctions for non-compliance with the State application and approval processes.
- ODOT-TSD should have a review process that ensures that programs reflect multicultural principles and are free of bias.

Status

1.1.10

ODOT-TSD does not have a process to administer applications for licensing of driver education and training instructor including owner/operators of public and private providers. Public providers and their instructors must meet all requirements in OAR 737-015-0010 thru 0110 that is verified by the school and during ODOT-TSD audits. However for public providers, no certificate is issued for completion of the overall training process at this time.

The instructors and owners of private drive schools are certified through ODOT-DMV (Oregon Administrative Rules (OARs) 737-160-0003 through 737-160-0130). ODOT-DMV has a process to certify commercial driver education school operators and instructors (735-160-0011 and 735-160-0080)

Recommendation

- ODOT-TSD should develop a process to ensure that all novice teen driver education and training instructors possess necessary operating licenses prior to the instructor being eligible for employment at a public or private provider.

Status

1.1.14

ODOT-TSD and ODOT-DMV have a process for conflict resolution system for disputes with local driver education programs. A provider or instructor whose approval has been suspended, revoked, or cancelled is entitled to a contested case hearing (OAR 737-015-0110 and OAR 735-160-0115).

Status

1.1.16; 1.1.17

ODOT-TSD program data reporting is only required from public and private providers who wish reimbursement for students who complete the approved course(s). Evaluation of this data have not been made available to the public (OAR 737-015-0100; ORS 336.807; ORS 336.805).

ODOT-TSD ensures that student information submitted to the Division is held confidential (ORS 192.501 to ORS 192.515).

Recommendation

- ODOT-TSD should require data reporting for all students who complete an approved course.

Status

1.1.19

ODOT-TSD requires that each approved provider must appoint a person responsible for ensuring that all driver education requirements are met and to be the contact person with the Division (OAR 737-015-0030).

ODOT-DMV requires that each commercial driver education school have a school operator (OAR 735-160-0010).

Status

1.1.21

Neither ODOT-TSD nor ODOT-DMV approves online education for driver education and training or teacher preparation programs. Currently, only instructor continuing education is offered online. The first on-line course, which was recently offered, was developed and administered by a local community college that follows North American Council for Online Learning national standards.

Recommendation

- ODOT-TSD should consider the option of approving online classroom driver education and training, professional development programs or teacher preparation programs that meet the North American Council for Online Learning national standards especially for rural areas of the state.

Status

1.1.22

ODOT-TSD provides that classroom and behind-the-wheel instructions and practice driving observation must be offered concurrently (OAR 737-015-0030). The behind-the-wheel instruction and practice driving observation of a particular skill or behavior may not precede the classroom instruction of that same skill or behavior.

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 and 2.1.2

The Oregon Administrative Rules (OAR) Division 15, 737-015-0010 (1) requires the Oregon Department of Transportation, Transportation Safety Division (ODOT-TSD) to establish a curriculum for a traffic safety education course under ORS 336.800. Section 737-015-0030 outlines the components of the lesson plan, the length of the course, and the curriculum content standards. It is interesting to note, however, the Oregon Department of Transportation, Driver and Motor Vehicle Division (ODOT-DMV) Section 735-160-0050, *Curriculum Standards and Courses for Commercial Driver Training School Program* is not aligned with the curriculum requirements prescribed in Section 737-015-0030.

The ODOT-TSD has a contract with Western Oregon University to design a model curriculum for the state and to provide Driver Education Instructor Training courses that are based on the model curriculum. Consequently, the vast majority of the course providers in Oregon use the core elements of the *Western Oregon University Oregon Driver Risk Prevention Curriculum*.

The Western Oregon University Oregon Driver Risk Prevention Curriculum is an adaptation of the National Institute for Driver Behavior (NIDB) *Driver Risk Prevention Curriculum* and other curriculum resources. The stakeholder's feedback on the curriculum content and the teacher training was very positive, and many stated it promoted effective teaching and learning of critical driver education content. Some of the panelists, however, mentioned that the over-reliance on the delivery of content via PowerPoint slides left little time for student-centered learning strategies that would have increased driver literacy skills, and that some of the video enhancements needed to be improved. In addition, ODOT-TSD has not conducted an analysis of similarities and differences between the Western Oregon University's *Oregon Driver Risk Prevention Curriculum* content and the ADTSEA or DSAA standards.

The Western Oregon University cadre of instructor-trainers provides the infrastructure and mechanism for ongoing curriculum revision. As prescribed by the ODOT-TSD traffic safety education program policies, all curriculum revisions are subject to approval by the ODOT-TSD driver education program manager before being used for training purposes.

Recommendations

- **ODOT should task the curriculum revision team with reviewing the over-reliance of PowerPoint presentations and effectiveness of video enhancements.**
- ODOT should compare the curriculum content with the ADTSEA or DSAA standards.
- ODOT should align Section 735-160-0050, *Curriculum Standards and Courses for Commercial Driver Training School Program* with the curriculum requirements prescribed in Section 737-015-0030.

Status

2.1.3

Oregon Administrative Rule 737-015-0060 governs the use of driving simulators. Oregon currently does not have any driving ranges.

The Western Oregon University *Oregon Driver Risk Prevention Curriculum* does not include strategies for differentiating delivery of instruction using simulation or driving ranges.

Recommendation

- ODOT-TSD should provide additional guidance on instructional strategies for the use of simulation and driving ranges.

Status

2.1.4

While OAR 737-15-0030 does provide some guidance on assessment, ODOT-TSD does not require an approved end-of-course knowledge and skill assessment examination based on stated goals and objectives to graduate from the driver education and training program. The model curriculum, however, does provide guidance on student assessments which will inform teachers and others with regard to the driving-related concepts and skills students have learned, how well they have learned these concepts and skills, and whether or not adjustments need to be made to the curriculum and or the instructional process.

Recommendation

- ODOT-TSD should establish a statewide review committee made up of content specialists, teachers, and other qualified persons to create a standardized summative assessment tool for classroom and in-car driver education that is aligned with the Oregon state standards.

Status

2.1.5

While some schools conduct post-course evaluations of their programs for the purpose of improving the effectiveness of their program, OAR does not require a post-course assessment.

Recommendation

- ODOT should require course providers to conduct a valid post course evaluation.
- ODOT should establish a statewide committee made up of researchers, content specialists, teachers and other qualified persons to design an evidence-based post-course evaluation to be completed by parents and students that measures the effectiveness of the program.

Status

2.1.6

OAR 737-015-0030 requires a minimum of 30 hours of classroom instruction, and 12 hours of in-car instruction (six behind the wheel hours and six hours observing). There is no second-stage educational requirement.

Recommendations

ODOT should:

- **Increase classroom hours from 30 hours to 45 hours.**
- **Increase behind-the-wheel instruction from six hours to 10 hours.**
- **Increase in-car observation from six hours to 10 hours.**
- **Require second stage education of at least 10 hours.**

Status

2.1.7

According to OAR 737-015-0030 courses may not be shorter than 35 days or longer than 180 days and must be delivered concurrently. Class times cannot be more than three hours per session (maximum of 6 hours per week), and in-car instruction cannot be more than 90 minutes per day. An exception to this rule is allowed during summer months in which classroom can be taught for up to 10 hours per week.

Recommendation

- ODOT-TSD should require that during the regular school year, instruction should not exceed a total of two hours of classroom and two hours of laboratory instruction within any 24-hour period.

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

Instructor qualifications in the State of Oregon are outlined in the Oregon Administrative Rules (OAR), Division 15 and in Division 160. Instructors are licensed by two separate agencies within the Oregon Department of Transportation (ODOT). These two agencies are the Transportation Safety Division (TSD) and the Driver and Motor Vehicle Division (DMV).

OAR Division 15 outlines the requirements for instructors who instruct in ODOT-TSD approved education facilities or driving schools and offer ODOT-TSD approved curriculum. These instructors are employed by School Districts (SD), Educational Service Districts (ESD), Community Colleges (CC), The School for the Deaf, tribal schools and Commercial Drive Schools (CDS).

ODOT-TSD approved instructor prerequisite requirements are as follows:

- Meet all requirements of the employing entity.
- Certify and provide verification annually to the employing entity that they hold a valid Oregon driver license or a license issued by a state adjacent to Oregon, if the person is a legal resident of that state. A five-year certified “court print abstract” is required to verify the following status of their driving record:
 - There is not more than one driver improvement violation within the preceding 12 months or more than two driver improvement violations in the preceding 24 months;
 - There are no alcohol or drug related traffic violations, convictions or infractions within the preceding five years; or
 - There are no driver's license suspensions, cancellations, revocations or denials within the preceding three years.

There are no requirements for the following: federal criminal background check, health or physical requirements, minimum academic education requirements, and a minimum age requirement.

ODOT-DMV Commercial Driver Training School Instructor Qualifications are as follows:

- No person will teach, conduct classes, give demonstrations to, or supervise the practice of student drivers for compensation unless he or she:
 - Is issued an Instructor Certificate by ODOT-DMV;
 - Be at least 21 years of age to conduct behind-the-wheel training and age 19 to conduct classroom training;
 - Be an employee of a school that holds a valid and current school certificate issued by ODOT-DMV;
 - Have valid Oregon driving privileges or driving privileges from another jurisdiction for at least three years;
 - Be free of certain crimes as outlined in OAR 160-0075;
 - Be in good mental and physical condition as outlined in OAR 160-0075;
 - Pass a knowledge test;
 - Pass a driver test and;
 - Submit a fee.

Instructors teaching in public schools, education service districts, and community colleges must meet the ODOT-TSD approved instructor requirements. Commercial drive school instructors instructing in ODOT-TSD approved programs must meet both the ODOT-TSD and the ODOT-DMV instructor qualification requirements.

Recommendations

- ODOT-TSD should add prerequisite requirements for approved instructors regarding the following: pass a Federal criminal background check, meet health or physical requirements, achieve minimum academic education requirements, and meet a minimum age requirement.
- ODOT-TSD should establish a procedure to validate instructor training completion.

Status

3.1.2

ODOT-TSD approved instructor training requirements are as follows:

- All ODOT-TSD approved instructor candidates (for instructors of both classroom and behind-the-wheel driver education) must complete a course titled “Foundations of Traffic Safety Education”.
- ODOT-TSD approved instructors who will teach classroom driver education must complete a course titled “Fundamentals of Classroom Traffic Safety Instruction”.
- ODOT-TSD approved instructors who will teach behind-the-wheel driver education must complete a course titled “Fundamentals of Behind-the-Wheel Instruction”.
- ODOT-TSD approved instructors who will teach both classroom and behind-the-wheel driver education must complete both “Fundamentals in Classroom Traffic Safety Instruction” and “Fundamentals of Behind-the-Wheel Instruction.”
- ODOT-TSD approved instructors must have a current first aid/CPR Certification.

There are currently approximately 350 ODOT-TSD approved instructors working in 70 programs throughout the State.

Instructor training is provided by Western Oregon University under contract from ODOT-TSD. They also provide continuing education opportunities and coordinate state conferences. Instructor training is done by a cadre of fifteen lead instructors referred to as “Trainer of Trainers” recruited from all over the State.

Candidates for the “Trainer of Trainers” program go through a series of tests and interviews to help both the candidate and the lead trainer discern whether an instructor is qualified for this program. “Trainer of Trainers” candidates must attend additional training (over a weekend) to build additional skills. The final phase of training for certification as a “Trainer of Trainers” includes successful teaching, demonstrating, defending, and promoting Oregon’s Risk Prevention Curriculum as well as basic instructor training skills.

Western Oregon University offers three courses required for traffic safety education instructors, these are: *Foundations of Traffic Safety Education*, *Fundamentals of Classroom Traffic Safety Education*, and *Fundamentals of Behind-the-Wheel Instruction*. Each of these courses is offered to instructor-candidates free-of-charge except for material fees. Each course meets over three weekends. Graduate credit may be obtained for course completion for those eligible and a certificate of completion is provided to those who do not seek academic credit. These courses offer a limited amount of student teaching opportunities in both the *Fundamentals of Classroom* and *Fundamentals of Behind-the-Wheel Training*.

Foundations of Traffic Safety Education provides participants with the fundamental principles and concepts of Traffic Safety Education. (40 hours)

Fundamentals of Classroom Traffic Safety Instruction provides the driver education instruction with the knowledge and skills necessary to provide quality classroom instruction, which includes developing module lessons plans, maintaining an effective learning environment, successful transfer of learning, and accurate student evaluations and assessments. (40 hours)

Fundamentals of Behind-the-Wheel Instruction provides the driver education instructor with the basic knowledge, skills, resources and materials necessary to provide quality on-street instruction to novice drivers, provide for a safe, learning environment, and develop and assess novice driver risk prevention behavioral performances and habits. (40 hours)

If an instructor teaches only classroom or only behind-the-wheel driver education, they do not meet the standard of 120 hours of instructor training. However, if an instructor teaches both classroom and the behind-the-wheel, they do meet the standard of 120 hours. All instructors must complete the Foundations of Traffic Safety Education course.

There are provisions in OAR for waivers for instructor training. (OAR 737-015-0070) The Division Manager may waive the requirement for coursework for instructors who provide behind-the-wheel driver education for the period of up to one year provided the instructor candidate has received advanced driver training.

Instructors who received their instruction through Western Oregon University reported that it was excellent training and preparation.

Recommendations

- ODOT-TSD and ODOT-DMV should insure that instructors receive at least 120 hours of training.
- ODOT should increase the amount of required behind-the-wheel student teaching time and the amount of classroom student teaching time.
- ODOT-TSD should establish a procedure for approved instructors to receive a certificate at the completion of training.
- ODOT should continue to eliminate the inconsistencies between the requirements for instructor preparation in TSD-approved courses and DMV-approved commercial drive schools.

Status

3.1.3

Instructors are trained in accepted best practices in course delivery and evaluations using various delivery modalities, include the classroom and time in the vehicle.

Program coordinators and instructors alike described the high quality of training in best practices they receive from Western Oregon University. They described in various ways the confidence they had in this training and the preparedness it provided in teaching novice teen drivers.

Recommendations

- **ODOT-TSD should continue to support and provide funding for their instructor training programs.**

Status

3.1.4

ODOT-TSD approved instructors are required to pass Western Oregon University's written instructor training end-of-course exams at the completion of each course.

The Western Oregon University Instructor Training program also performs an evaluation of teacher effectiveness when delivering classroom and behind-the-wheel instruction prior to granting instructor certification.

Instructor candidates are not required to take a national standardized written exam, such as the Praxis exam. However, they are required to pass a Western Oregon University standardized evaluation of behind-the-wheel instruction skills.

The results of these final stage examinations or completion of instructor training are not provided to ODOT-TSD.

Program administration staff identified instruction training qualification violations as the most common violation discovered during audits performed.

Recommendation

- ODOT-TSD should develop a process to receive certification of completion of instructor training before an instructor is allowed to provide instruction in the classroom or in the vehicle.

Status

3.1.5

ODOT-TSD approved instructors must be re-certified every two years. To qualify, the instructor must, during the previous two years:

- Participate in 15 hours of continuing education,
- Provide a minimum of 30 hours of classroom, behind-the-wheel or simulator instruction in a Division-approved program annually; and
- Retain a current first aid/CPR Certification.

An ODOT-TSD instructor applicant will be refused approval to provide traffic safety education or a current approval will be suspended or revoked if the applicant or instructor has his or her driver license or privilege suspended or revoked or canceled for any reason or is involved in the DMV Driver Improvement Program or has exceeded two driver improvement violations in a two-year period or has any alcohol or drug related traffic violation, conviction or infraction.

Approval to provide traffic safety education may be granted upon reapplication when the traffic safety education instructor's driver license or privilege in Oregon has been reinstated in full for three years or one year has passed since the last Driver Improvement

Program entry on the driving record or five years have passed since an alcohol or drug related traffic violation, conviction or infraction.

Western Oregon University contracts with ODOT-TSD to provide the management and coordination of two major conference/continuing education opportunities in the spring and in the fall. These are the primary opportunities instructors have available to them for continuing education.

Recently, a Community College has developed an on-line course for continuing education opportunities and has received good reviews from those who had participated in the course.

Programs are allowed to provide their own continuing education opportunities. However, this option is not often utilized.

Western Oregon University recently developed a Mentorship Program for providers. This program is offered free of charge and is one-on-one assistance to ODOT-TSD approved providers throughout the State. This program helps with teaching strategies, curriculum development, student-centered activities, technology training, parent involvement program development, in-car instruction, lesson planning, and route planning. Additional help with implementation strategies, concept development, instructor training, instructor recruitment, and budgeting assistance is also offered through the Mentorship Program. Instructors and providers reported this Mentorship Program was very appealing to them and much appreciated.

To help make continuing education opportunities more accessible to instructors, the John L. Harvey Scholarship program was recently funded by ODOT-TSD. This scholarship program provides scholarship funds to subsidize the travel and lodging expenses of those instructors who attend The Pacific Northwest Driver and Traffic Safety Education Conference.

Recommendation

- **ODOT-TSD should develop a list of approved topics for continuing education opportunities.**

Status

3.1.6

Driving records are required to be reviewed annually by the provider. When an instructor received a moving violation conviction, ODOT-TSD personnel are automatically notified through email.

Recommendation

- ODOT-TSD should modify OAR 737-015-0070 to require instructors to provide annual verification of driving record directly to the ODOT-TSD.

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

OAR 737-015-0030 (5) (d) Curriculum requirements provide for:

- Parent, legal guardian, or supervising adult involvement includes participating in a parent meeting; and
- Submitting documentation, in the form of a log or other means, demonstrating to the provider that a minimum of five hours of supervised home practice is conducted prior to the completion of the course.

This supervised home practice is not counted as a part of the classroom, behind-the-wheel, and practice driving observation of the provider course.

4.1.1 a

Oregon Risk Prevention Curriculum (ORPC) guide has an entire folder on Parent Night, including PowerPoint, Teacher's Notes, Activities and Demonstrations that address the parent's responsibility in parental drive monitoring.

Oregon driver education providers are required to have available for inspection: A Scope and Sequence, Flowchart, and Lesson Plans for both classroom and behind-the-wheel which actively involves the parent in "supervised home practice" that reflects what the student is being taught by the driver educator.

During the required parent meeting, information is given regarding best practice in regards to risk management driving, graduated driver license (GDL) laws are explained, Course outline is given, and expectations for parental involvement are presented.

4.1.1 b

Revised Statute (ORS) 807.065 requires provisional driver license applicants to have had an instruction permit for at least 6 months and to certify a minimum of 50 hours of supervised driving.

If the applicant does not take an approved Driver Education course, they must certify an additional 50 hours of supervised driving experience.

4.1.1 c

Oregon's GDL program restricts provisional drivers for the first year or until 18 years of age.

- During the first 6 months, a driver may not carry any passenger younger than 20 years of age who is not a member of the driver's immediate family.
- During the second six months, a driver may not carry more than three passengers who are under 20 years of age who are not members of the driver's immediate family.

- During the first year, a driver cannot drive between the hours of midnight and 5 a.m., except a) driving from home and place of employment; b) driving between home and a school event for which no other transportation is available; c) driving for employment purposes; or d) driving with a licensed driver who is at least 25 years of age.

4.1.1 d

Parent / Teen contracts are available through the Oregon Risk Prevention Curriculum CD and various websites. These materials are promoted during the parent meetings.

Recommendations

- Provide more awareness of the minimum five hours of supervised home practice which must be completed prior to the completion of the course.

Status

4.1.2

Oregon does not require a “debriefing” between the parent and the driver educator at the conclusion of the course.

There are, however, many providers (along with examples in the ORPC Curriculum) that have form letters that allow the instructor/provider to pass along information and concerns upon completion.

Each of the panel members who testified concerning parent involvement provided local program information on managing the parent-teen driver involvement program.

Recommendations

- **ODOT-TSD should establish a procedure for providing an end-of-course evaluation or progress report to parents. This end-of-course “debriefing” could be a written student progress report which includes areas of successful completion of safe driving practices and any necessary recommendations for continued practice prior to licensing.**

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 Oregon Department of Transportation – Transportation Safety Division (ODOT-TSD) has been responsible for the oversight, management and administration of the state's driver education program since 2000.

ODOT-TSD utilizes the Student Data Entry System (SDES) that interfaces with the Oregon Department of Transportation, Department of Motor Vehicles (ODOT-DMV) database to verify student information such as name, address, and permit number.

ODOT-TSD has established the Driver Education Advisory Committee (DEAC). The DEAC provides advice on driver education issues, reviews and updates driver education

program guidelines, and stimulates public awareness of driver education needs. At this time, membership in DEAC is not open to parents or students.

The ODOT-DMV provides a liaison to the DEAC. The liaison is a one person point of contact for representatives from the driver education community and ODOT-TSD's Driver Education Program. The liaison is responsible for communicating issues or concerns to the various ODOT-DMV programs and following through for resolution. The liaison attends the committee meetings to provide information about the provisional licensing program, laws and administrative rules, as they are related to driver education.

Many panelists commended ODOT-TSD for their support and responsiveness to questions.

The ODOT-TSD Quality Assurance area has only one (1) person to provide program control and fraud oversight for all ODOT-TSD approved programs.

There is a substantial lag time between when a driving instructor is convicted for a moving violation and when ODOT-TSD is notified of the conviction.

Recommendations

- Parents and driver education students should be represented on DEAC.
- Additional ODOT-TSD quality assurance personnel should be hired in order to provide sufficient oversight of all approved providers and allow for proper overt and covert monitoring on a yearly basis.
- All driving instructors should be enrolled in an employee-notification program that will inform both the approved provider and ODOT-TSD quality assurance personnel as soon as the conviction is posted to the driver's record.

Status

5.1.2

The ODOT-DMV provisional license program requires new drivers under the age of 18 to progress through 3 licensing levels, learners permit, provisional license, and full licensure.

The ODOT-DMV issues a Class C Provisional license to persons 16 – 17 years of age.

The Oregon Provisional license provisions require an applicant to hold an instruction permit for at least 6 months and

- Certify the applicant has passed an ODOT-TSD approved traffic safety education course and have a minimum of 50 hours of supervised driving experience, or
- 100 hours of supervised driving experience.

Driver education is not required for licensure in Oregon.

Completion of driver education program does not reduce the amount of time an applicant must hold an instruction permit before applying for a provisional license. It also does not remove the passenger and night driving restrictions after issuance of the provisional license in the Graduated Driver License (GDL) process.

Driver education providers at community colleges send class grades to the permit holders, not to the permit holders' parents, guardians, or mentors.

Driver education providers are required to offer a parent involvement session at the beginning of a class but they are not required to communicate on a regular basis to parents, guardians, or mentors on the progress of the permit holder.

Parents, guardians, or mentors are not required to attend a debriefing when the permit holder completes the driver education course.

It was not apparent from panelist's testimony that the ODOT-DMV informs parents, guardians, or mentors that they still control their teen's driving even after they receive a provisional license.

Recommendations

- **Oregon should require mandatory ODOT-TSD approved driver education for all novice teen drivers who have never been licensed in any other jurisdiction.**
- All providers should provide student grades to the parents, guardians, or mentors, not to the permit holders.
- Driver education providers should be required to communicate on a regular basis with the permit holders' parents, guardians, or mentors.

Status

5.1.3

According to the assessment team briefing materials, ODOT-DMV provides the content and ODOT-TSD publishes and distributes a Judicial Court Desk Reference Manual for the Teen Driver Program. The manual is distributed to various law enforcement agencies. It explains all aspects of Oregon's Provisional Licensing Program including Graduated Driver Licensing, Implied Consent and DUI (Under 21 Year of Age), Minor in Possession, and the Provisional Driver Improvement Program. It is a comprehensive outline of Oregon's teen driving requirements, the repercussions of non-compliance, options available to the driver after a conviction and all related Oregon Revised Statutes and Oregon Administrative Rules. It includes information for the courts on which forms to complete, how to complete them and how to submit them properly and in the correct time-frame. It includes copies of forms and an ODOT-DMV contact list.

According to the assessment team briefing materials, ODOT-DMV representatives attend the yearly Oregon Judicial Education Conference. The representatives answer questions and provide information about new legislation and hot topics. The conference is open to Oregon Justice, Municipal and Circuit Court Judges as well as Court Administrators.

The issue date of the license along with the driver's age, determines the stage of driving privilege. Law enforcement officers have a difficult time determining the various stages of provisional licensure and what the various restrictions are for the license they are looking at.

Panelists stated that enforcement of GDL restrictions by law enforcement and the courts is perceived as inconsistent.

Recommendations

- ODOT-DMV and ODOT-TSD should continue the publication of the Judicial Court Desk Reference Manual for the Teen Driver Program.
- In addition to publishing the Judicial Court Desk Reference Manual, the ODOT-DMV and ODOT-TSD should work together to develop additional outreach and education materials for use by judges, courts, and law enforcement agencies. The program must address the graduated license system (GLS) provisions, restrictions, and mandated sanctions.
- ODOT personnel should continue their attendance and outreach at the yearly Oregon Judicial Education Conference.

Status

5.1.4

ODOT-DMV has a Provisional Driver Improvement Program that targets drivers 14-17 years of age. It is fashioned after the Adult Driver Improvement Program, but is designed to have a quick and immediate impact on young drivers who are convicted of traffic offenses or involved in preventable crashes.

Convictions for operating a vehicle in violation of Oregon's GDL laws apply to the administration of the Provisional Driver Improvement Program as do most convictions.

Two convictions, two crashes, or a combination of one conviction and one crash before a driver's 18th birthday results in a restriction of driving privileges for 90 days.

A third conviction or crash results in a 6-month suspension of the teen's driver license.

ODOT-DMV's system automatically determines what type of driver improvement action to take when a crash or conviction is posted to a driver under 18 years of age.

Panelist stated that enforcement of GDL restrictions by law enforcement and the courts is perceived as inconsistent.

ODOT-DMV does not have the capability to accept crash data or citation data electronically. Paper records must be sent to ODOT-DMV and manually entered onto the driver's record.

Recommendations

- The ODOT-DMV and ODOT-TSD should work together to develop additional outreach and education materials for use by judges, courts, and law enforcement agencies. The program must address the GLS provisions, restrictions, and mandated sanctions.
- The ODOT-DMV and ODOT-TSD should develop additional GDL outreach materials for use by law enforcement personnel during roadside stops of provisional license holders.
- The ODOT-DMV and ODOT-TSD should develop additional GDL outreach materials informing parents they control their children's driving after their child receives their provisional license and that sanctions must be enforced when their teen driver violates the provisions of the provisional license.
- ODOT-DMV should work with law enforcement and the courts to develop an electronic capability to receive and record crash data and conviction data.

Status

5.1.5

ODOT-DMV GDL regulations require drivers under the age of 18 to complete an ODOT-TSD approved driver education course and have a minimum of 50 hours of supervised driving experience. If an ODOT-TSD approved driver education course is not completed, 100 hours of supervised driving experience is required.

The Oregon Parent Guide to Teen Driving provides a Skills Log & Practice Guide which assists the supervising driver in recording the new drivers' driving experience and helps identify areas or situations that require more practice. The log is to be used every time the new driver is practicing and learning to drive.

Both the parent and the permit holder sign a certification on the license application stating that they complied with the supervised driving requirements. If they mark that they completed 50 hours and a driver education course, they must present a driver ODOT-TSD education completion certificate.

ODOT-DMV does not look at or validate driving logs.

Recommendations

- **ODOT-DMV should require the driving logs be signed by the parent, guardian, or mentor and notarized before being submitted to the ODOT-DMV.**
- ODOT-DMV should require copies of the notarized logbook pages be submitted along with the license application.
- Logbook pages should be made part of the driver record.

Status

5.1.6

ODOT-DMV requires a driver knowledge test that tests an applicant's knowledge of road signs, traffic laws, and other information a driver needs to know. All information required to pass the knowledge test is found in the Oregon Driver Manual.

ODOT- TSD and ODOT-DMV meet to ensure that DMV testing standards are as close to driver education training standards as current departmental policies will allow.

Recommendations

- ODOT-TSD and ODOT-DMV should work together to ensure the information taught in driver education courses and contained in the Oregon Driver Manual are in sync with each other and with knowledge tests given.
- ODOT-TSD and ODOT-DMV should investigate the feasibility of ODOT-TSD approved driver education schools administer the ODOT-DMV driving test. This would provide consistency between the driver education and licensing requirements.

Status

5.1.7

ODOT-DMV utilizes a knowledge test based on information found in the Oregon Driver Manual along with a road test of approximately 20 minutes.

Since 1989, ODOT-DMV's provisional licensing program has included an additional knowledge test on Safe Driving Practices, for license applicants under 18 years of age. It tests for knowledge and understanding of safe driving practices and principles gained through driving experience. This test is required in addition to the standard knowledge test for a driver license that all applicants must pass.

ODOT-DMV uses the same drive test for adult and provisional driver license applicants.

There is some collaboration with the DEAC to identify and resolve discrepancies between Driver Education training and ODOT-DMV driver licensing testing.

Recommendations

- ODOT-DMV should continue using the Safe Driving Practices test for applicants 18 years old and younger.
- ODOT-TSD, ODOT-DMV and the DEAC should strengthen their collaboration to identify and resolve discrepancies between Driver Education training and ODOT-DMV driver license testing.
- ODOT-DMV should ensure the tests are both reliable and valid.

APPENDIX 1 – Team Credentials

KEVIN R. LEWIS

Director, Driver Programs
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Kevin was born in Pittsburgh, Pennsylvania, on January 5, 1955, served in the United States Navy in the military intelligence arena from 1973 to 1979 and graduated from the University of Maryland with a degree in Business Administration in 1985. Kevin has over 35 years of Information Systems, Computer hardware/Software Integration and Driver Licensing experience.

Kevin has worked for a wide variety of employers, including NASA, where he worked on the first three Space Shuttle launches and the Defense Advanced Research Projects Agency (DARPA) where he was responsible for managing the Agency's Data Processing Center as well as providing computer hardware support for over 1,500 workstations. Kevin joined AAMVAnet in August 1997 as the Driver Systems Implementation Manager and became manager of the Operations Department in June 1998. In March of 2000, he assumed the position of CDL Safety Director in AAMVA's Programs department. He currently serves as Director of Driver Programs in AAMVA's Programs and Member Support department.

Kevin has been married for 27 years and resides in Mitchellville, Maryland.

DEBRA J. PRUDHOMME

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Debbie Prudhomme and her husband, Mark, have owned and operated Training Wheels Driver Education in the metro area of Minneapolis/St.Paul, Minnesota and in central Minnesota since 1996.

Debbie also has served in many leadership positions of the Driving School Association of the Americas, including her current position as Secretary and Legislative/Government relations. Under Debbie's leadership Training Wheels Driver Education continues to be a front-line leader in traffic safety education with one of the nation's only five phased driver education program that includes a mandatory parent component, Driver Impact Panel, and Skid Monster driving. She has also served in the US Army and has personally taught thousands of hours in the classroom and the vehicle.

In 2005, she received the "DSAA Cathy Hensel "Woman of the Year Award" and in 2009 she received an esteemed President's Award for her leadership in the industry.

She is regularly featured in the news media as an expert in traffic safety and she has served as a contributing author on two professional textbooks.

She is an alumna of Northern Illinois University and is pursuing her Masters degree in Theology. Debbie has collaborated on many important traffic safety and legislative initiatives and currently serves the National Association of Stakeholders in Traffic Safety Education as chairperson.

ALLEN ROBINSON, PhD.

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Dr. Robinson has been an educator-teacher for over thirty years. He has a Ph.D. from Michigan State University where his studies centered on curriculum development and instructor training. Allen began his career as a driver education teacher in Wheaton, Illinois.

In 1973, Allen was hired by the motorcycle industry to plan, develop, and initiate training programs for motorcycle riders. To implement this program, he developed an accompanying program to train instructors and chief instructors.

Dr. Robinson was on the faculty at Indiana University of Pennsylvania from 1981 to 2010. He was appointed Director, of the Highway Safety Center in 1999. In 1994, the Board of Directors selected the Highway Safety Center at IUP to provide management services for ADTSEA, the American Driver and Traffic Safety Education Association representing driver education teachers. Dr. Robinson provides the management services on a half-time basis as the CEO of ADTSEA. Beginning in 2010 management services for ADTSEA is contracted with Highway Safety Services where Dr. Robinson continues to serve as the CEO of ADTSEA.

Under contract to the National Highway Traffic Safety Administration, Dr. Robinson provides consulting services to states initiating improvements in driver education programs, graduated driver licensing for new drivers and meeting National Standards for Driver Education.

Dr. Robinson has provided consultant services to the Consumer Product Safety Commission, National Transportation Safety Board and numerous state agencies.

NINA JO SAINT

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Nina Saint is Program and Curriculum Specialist for the Driver Training Division at the Texas Education Agency. She has over 30 years of experience in education and over 26 years of experience in the field of driver education. She has been at the Texas Education Agency for over 4 years. Nina oversees program approvals and curriculum for public and private schools, and is responsible for establishing the curriculum standards for public, private, parent, and driver training schools. She has a background in public and private school driver education instruction including classroom, behind-the-wheel, simulation, and multi-car range instruction.

JANICE DAWSON SIMMONS

Administrative Consultant
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Janice Simmons is an administrative consultant for National Highway Traffic Safety Administration (NHTSA) facilitated, Technical Assistance Teams (TAT), throughout the nation. She has been a participant since 1991, beginning with *The Emergency Medical Services Program Assessment for the State of New York*. In addition to Emergency Medical Services Assessments, she has assisted with programs that include Motorcycle Safety, Impaired Driving, Occupant Protection, Pedestrian Safety, and Emergency Medical Services Reassessment.

VANESSA C. WIGAND

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Vanessa Wigand is Principal Specialist for Health Education, Physical Education, Driver Education and Athletics at the Virginia Department of Education. She has over 30 years of experience in the field of driver education and has been at the Department of Education for 18 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 – Assessment Agenda
Oregon Department of Transportation – Transportation Safety Division
National Driver Education Program Assessment
December 5-9, 2010
Courtyard Marriott Hotel
9300 SE Sunnybrook Blvd.
Clackamas, OR 97015

Day One: Sunday, December 5

6:00pm - 8:00pm **Reception at the Courtyard Marriott Hotel**
Assessment Introduction and overview

Day Two: Monday, December 6

8:00am *Session 1:* **Administration 1** - Judy Ode, Umpqua Community College
Rick Nickell, High Desert Education Service District
Dawn Davis, Portland Community College
William Warner, ODOT-TSD, Driver Education Program Manager

9:00am *Session 2:* **Administration 2** - Holly Nelson, Chemeketa Community College
Phyllis Copeland, Linn Benton Community College
Robert Tower, Driver Education Advisory Committee Chair

10:00am **Break**

10:15am *Session 3:* **Quality Assurance** – Mary DeFerrari, ODOT-TSD Driver Education Program
William Warner, ODOT-TSD, Driver Education Program Manager

11:15am *Session 4:* **Education/Training** - Liz Taylor, Western Oregon University
Lois Lents, Oregon Driver Education Center
Josh Szursziewski, Oregon Driver Education Center
Judy Ode, Umpqua Community College

12:15pm **Lunch**

1:00pm *Session 5:* **Instructor Qualifications** - Rich Hanson, Consultant & Retired DE Instructor
Angela Hendrickson, Western Oregon University
Sharon Rothacker, Western Oregon University
Damon Millican, Oregon Driver Education Center

2:00pm *Session 6:* **Instructor Panel** – Kathy Levine, High Desert Education Service District
Ruth Ann Meize, Lakeview High School
Harl Williams, High Desert Education Service District
Ed Meier, Oregon Driver Education Center

- 3:00pm** **Break**
- 3:15pm** *Session 7:* **Student Panel** - Linda Ferris, Fairview School District
Chase Ferris, Student
Emily Unis, Student
- 3:45pm** *Session 8:* **Parent Panel** - Linda Ferris, Fairview School District
Dave Unis, Parent

Day Three: Tuesday, December 7,

- 8:00am** *Session 9:* **OPEN**
- 9:00am** *Session 10:* **Coordination with Driver Licensing** - Becky Renninger, ODOT-DMV
Loree Nosack, Tom’s Driving Academy
Andrew Crites, Oregon Driver Education Center
George Doddington, Oregon Driver Training Institute
- 10:00am** **Break**
- 10:15am** *Session 11:* **Law Enforcement** - Mitch Mason, Salem Police Department
Patty McMillan, Clackamas Safe Communities
Steve Vitolo, ODOT -TSD, Law Enforcement & Judicial Program
- 11:15am** *Session 12:* **Parent Involvement** – Jon Congdon, Reynolds High School
Shelley Campbell, Trauma Nurses Talk Tough, Legacy Emanuel Medical Center
Larry Fairclo, Diamond F Driving School
- 12:15pm** **Close of Briefing Sessions - Lunch**
- 1:00pm** **TAT Debrief and Work Session (Closed to the Public)**

Day Four: Wednesday, December 8

- 8:00am - 12:00am** **Report Write-Up (Closed to the Public)**

Day Five: Thursday, December 9

- 9:00am** **Report Out**
Afternoon Departures