

# **STATE OF MARYLAND**

## **TECHNICAL ASSESSMENT of the DRIVER EDUCATION PROGRAM**



**August 8-12, 2010**

**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, Dr. Elizabeth A Baker, and Ms. Stephanie Hancock, NHTSA, Region 3 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.

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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 younger driver motor vehicle crashes on Maryland'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 improvedriver education in Maryland.



## INTRODUCTION

Maryland stands out as one of the nations' leaders in highway safety. Young driver safety, however, continues to be a challenge. In 2008, 592 persons were killed and 32,771 were injured in motor vehicle crashes in the State of Maryland. One-hundred six of these were killed in crashes involving young drivers 16 to 20 years of age, representing approximately 18 percent of all traffic-related deaths. On average, thirty people are injured every day in Maryland as a result of a crash involving a young driver, and every three days someone dies as a result of a crash involving young drivers. In 2008, 39 of those killed in young-driver involved crashes were the young drivers themselves. An additional 67 were killed as drivers or passengers of other vehicles, or as a pedestrian. Over the last ten years, 90% of the young drivers killed in fatal crashes were deemed to be at fault in those crashes. Even though the number of young driver-involved crashes and the number of people injured in those crashes have decreased each year since 2003, young driver crashes still remain a major highway safety concern for Maryland.

The Maryland Highway Safety Office (MHSO) is the State's leading voice for highway safety. The mission of the MHSO is to significantly reduce and, if possible, eliminate all motor vehicle fatalities, serious injuries, and property damage on all Maryland roads and highways. The MHSO is a division within the Maryland State Highway Administration's (SHA) Office of Traffic and Safety (OOTS) and serves as Maryland's designated State Highway Safety Office (SHSO). The SHA Administrator serves as the Governor's Highway Safety Representative and the Chief of the MHSO serves as Maryland's Highway Safety Coordinator. Maryland's highway safety program is facilitated by the MHSO's staff and is supported by a combination of federal highway safety incentive and innovative program funds, as well as state and local funds. As the steward of the state's highway safety funding, the MHSO is responsible for administering, on average, over \$ 7.6 million in grant funding. The MHSO develops and maintains partnerships with numerous agencies and organizations necessary in helping them achieve success in the highway safety arenas. Many of these partners are recipients of the state's highway safety funds.

The MHSO staff includes a Young Driver Program Coordinator whose primary job function is to develop and coordinate effective young driver safety programs throughout the state and oversee approximately \$70,000 of grants funds. One of the grant recipients of the designated young driver safety funds is Maryland's Motor Vehicle Administration (MVA). The MVA issues motor vehicle certificates of title and registration, and drivers' licenses. More importantly, the Administration oversees the driver education program.

The MVA mission is to provide exemplary driver and vehicle services that promote Maryland's mobility and safety. The MVA strives to achieve excellence in the provision of driver educational programs through the establishment of regulations designed to promote high educational standards, adopting procedures to assure compliance with those regulations, providing training and support for those bound by regulations, and providing general oversight of those responsible for the delivery of programs.

In Maryland, 16 and 17 year-old drivers represent only 1.6 percent of all licensed drivers while these drivers account for only 1.3 percent of all miles driven. They represent 11 percent of the total driver fatalities. This sobering fact is one reason the MHSO and MVA chose to conduct an assessment of their driver education program.

### **Process Overview**

This process began with the MHSO awarding a grant to the MVA. To kickoff this grant, the MHSO, the MVA, and the National Highway Traffic Administration (NHTSA), Region 3 office met and formed a team to plan, and develop a process for a statewide driver education program assessment. Since NHTSA has already developed other highway safety program area assessments (i.e., impaired driving, emergency medical services, motorcycle safety, and traffic records) it made sense to use the general process as a model for this project. The NHTSA program assessment process provides technical assistance to SHSOs and/or other State agencies by identifying a team of outside experts to conduct a comprehensive assessment of a particular area of highway safety. After conducting interviews with various individuals from the state whose program is being assessed, the team provides an overview of the program's current status, notes the program's strengths and weaknesses, and provides recommendations for improvement. This is the first driver education program assessment ever conducted.

The Planning Team utilized the newly developed "Novice Teen Driver Education and Training Administration Standards" as the frame work. These standards were developed by representatives from the driver education professional community with assistance from NHTSA. The approach to developing these standards was as follows:

- Review a cross-section of State-level driver education and training standards, curriculum content, and delivery requirements to determine how they can help shape national standards of oversight, delivery, monitoring, and evaluation of State and local driver education and training programs. Research, review, and compare driver education and training-related documents from the following stakeholder organizations:
  - NHTSA;
  - American Driver and Traffic Safety Education Association (ADTSEA);
  - AAA Foundation for Traffic Safety (AAAFTS); and
  - Driving School Association of the Americas (DSAA).
- Identify differences in the approaches currently used by States and other programs to determine what modifications are needed to ensure uniformity and acceptance by public and private driver education and training programs.
- Assemble a Working Group consisting of program administrators and driver education and training specialists, both public and private, as well as other stakeholders, to develop draft standards, guidelines, monitoring and evaluation approaches, and oversight techniques.

- Devise standards and guidelines for overseeing public and private driver education and training programs to ensure program quality upon delivery, including monitoring and evaluation recommendations.
- Present the Working Group material at a national conference on driver education and training attended by key driver education and training providers from State government driver education and training administrators and private entities. Ensure conference attendees have the opportunity to comment and provide feedback on the draft standards; discuss implementation strategy development; and recommend mechanisms for update, change, and follow-through on the maintenance of the standards.

The Working Group determined that standards should be established for the following topic areas:

- 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 (TAT). The planning team developed a list of national experts in the five areas above and used that list to determine the TAT. The planning team developed lists of question to be asked by panel members in the above identified areas as well as determined the best people in the state to answer those questions in an accurate and unbiased manner. The planning team conducted numerous conference calls with the assessment team members to prepare them for the assessment. TAT members were also provided with an extensive and comprehensive “briefing book”.

This initial Driver Education Program Assessment was conducted at the Hilton Garden Inn in Hanover, Maryland from August 8-10, 2010. Under the leadership of Michelle Atwell, MHSO, and Thomas Liberatore and Gail Treglia of the MVA, arrangements were made for program experts (see Agenda) to deliver briefings and provide support materials to the TAT on a wide range of topics over a two-day period. The TAT interviewed numerous presenters. On August 12, the TAT presented a list of recommendations for improvement of Maryland’s Driver Education Program.

The Maryland assessment is likely to set a precedent for a new series of NHTSA assessments. It may lead to further evaluation and improvement of state driver education programs. Additionally, it may become a catalyst for improving driver education and integrating it with Graduated Driver License (GDL) programs in the states. A number of states have already expressed interest in conducting a driver education assessment.

## **Maryland Demographics**

### ***Geography***

Maryland is about 250 miles long and 90 miles wide at its most distant points, covering land areas of 9,775 square miles and 2,633 square miles covered by water. Maryland covers a total of 12,407 square miles, making it the 42nd largest of the 50 states.

Maryland is bordered by Pennsylvania on the north and by the Chesapeake Bay and a small piece of Virginia on the south. On the east, Maryland is bordered by Delaware and the Atlantic Ocean. West Virginia and Virginia border Maryland on the west.

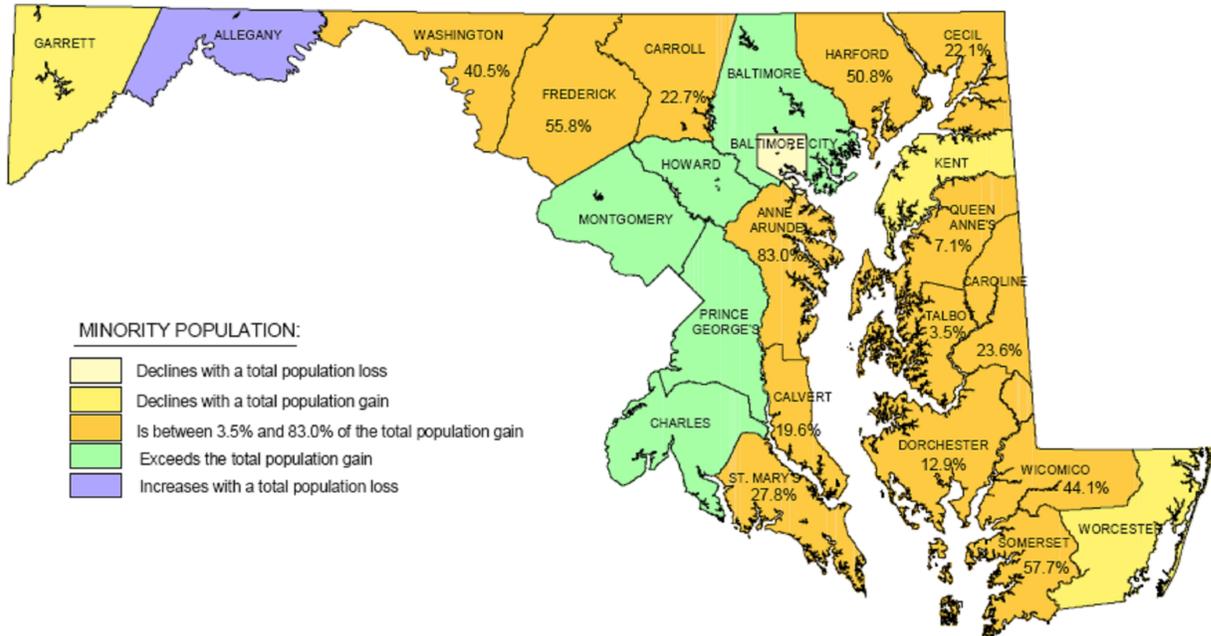
### ***Population***

As of July 1, 2009, the Maryland Department of Planning provided an estimate stating that roughly 5.6 million people live in the State of Maryland, representing a 7.6 percent increase from the 2000 estimate. In contrast to its relatively small geographic size, Maryland ranks as the 6<sup>th</sup> most populated state, according to US Census Bureau, Population Division Statistics. The Maryland Motor Vehicle Administration (MVA) estimates that there are approximately 3.9 million licensed drivers throughout the State with more than 4.6 million vehicle registrations on record.

As with FFY 2009, Anne Arundel County, Baltimore City, Baltimore County, Montgomery County, and Prince George's County constitute the statistically densest regions in Maryland in terms of population. Roughly two-thirds of all Maryland residents live within these five areas.

Map 1 provides a graphic representation of Maryland's growth with regard to race and total population density. Baltimore, Charles, Howard, Montgomery, and Prince George's Counties experienced the largest overall minority population growth.

Map 1 - Minority Population Change as a Percent of Total Population Change in Maryland - April 1, 2000 - July 1, 2005



Source: Population Division, U.S. Census Bureau. Release Date: August 3, 2006. Prepared by the Maryland Department of Planning, Planning Data Services



***Economy***

Per 2009 statistics for Maryland’s Department of Business and Economic Development, roughly 3 million people work in Maryland. A higher percentage of the State’s population is of prime workforce age (25-44) compared with the nation as a whole. The mobility of these employees is a prime factor concerning Maryland when considering the state’s highway safety efforts.

Maryland has experienced a 10-year workforce growth rate of roughly nine percent and this growth has continued to challenge Maryland’s already congested roadways. Maryland continues to be an emerging employment market and an additional 24,600 jobs have been added in 2006 to Maryland’s business payrolls, according to the Maryland Department of Labor, Licensing and Regulation (source: <http://www.dllr.state.md.us/lmi/mlr>)

***Transportation***

Local roadways clearly dominate the landscape within Maryland but the State is also dependent upon several key interstate routes, including I-95, I-495, I-695, I-97, and I-70, to maintain an efficient flow of traffic across its relatively small 9,700 square miles of land terrain. As reported in the FHWA’s *Highway Statistics: Miles By Ownership* publication (located at <http://www.fhwa.dot.gov/policy/ohim/hs04/htm/hm10.htm>), its roadway system, including all Federal, state, and local roads, exceeded 30,800 miles as of October 2005. Total Vehicle Miles Traveled (VMT) for 2005, according to the SHA’s

TSAD exceeded 55.7 billion miles. Drive times in both the morning and the afternoon represent some of the busiest on Maryland's roadways. As in the past, commuters will continue to be one of the primary targets for the MHSO's messaging during FFY 2010.

## PRIORITY RECOMMENDATIONS

### 1.1.1

- **Establish an advisory board of stakeholders that has input on the implementation, monitoring, evaluation and enforcement of the Maryland driver education program that has membership from the principle associations and regional school representation.**

### 2.1.1

- **Establish a statewide review committee made up of content specialists, teachers and other qualified persons to compare the curriculum and approved textbooks with the American Driver Traffic Safety Education Association standards, and develop a report on the correlation between the curriculum, textbooks and the standards.**

### 3.1.2

- **Increase the advanced instructor training to at least 120 hours. At a minimum, advanced training courses should include instruction in risk recognition and management, driver task analysis, vehicle operational and instructional skills, and classroom knowledge.**

### 3.1.3

- **Require instructors to be properly trained in best practices in course delivery and evaluation before being permitted to instruct students unsupervised.**

### 4.1.1

- **Require parents/mentors of novice teen drivers to participate in an orientation session that describes how to effectively supervise teen driving, and understand and use Graduated License System restrictions during the provisional phase.**

### 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.**

### 5.1.2

- **Strengthen oversight of driving schools by increasing the number of overt and covert audits performed.**

### 5.1.5

- **Require copies of the logbook pages be submitted along with the notarized "Certification for New Drivers" page.**

### 5.1.6

- **Analyze current final examination procedures and develop a secure testing system that assures greater test integrity.**

## **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 MVA is responsible for implementing, monitoring, and evaluating the driver education program and for enforcing Code of Maryland Regulations (COMAR). There is currently no formal advisory board of stakeholders. MVA communicates with the driver education community via a minimum of twice annual meetings with the two professional associations, the Maryland Professional Driver Education Association (MPDEA) and the Driver Education Association of Maryland (DEAM), and via town hall meetings with driver education schools. However, information provided during the assessment indicated a strong need for additional communication from MVA. Public and private driver education schools expressed a sincere appreciation for their ability to interact with the MVA's program staff as well as senior management.

There is a MHSO Young Driver Task Force, but there is no direct linkage between the Young Driver Task Force and the driver education community.

## **Recommendations**

- **Establish an advisory board of stakeholders that has input on the implementation, monitoring, evaluation and enforcement of the Maryland driver education program that has membership from the principle associations and regional school representation.**
- Utilize the Young Driver Task Force to provide additional resources and expertise to the driver education community.

## **Status**

### 1.1.2

The MVA is not a direct provider of teen novice driver education, therefore avoids the potential of conflicts of interest with their oversight role.

## **Status**

### 1.1.3

The MVA has multiple staff that more than fulfill the role of "State Administrator" for driver education and training. MVA driver education program staff appear to have the equivalent experience or qualifications for management of these programs.

## **Status**

### 1.1.4

A monitoring, auditing and oversight program exists. A small team of investigators is responsible for using COMAR to review the 158 driver training schools that operate 458 individual sites or branches all across Maryland. Public and private driver education schools are subject to an MVA investigation. When necessary the MVA will use the Internal Auditing Division of the MVA to support the review documentation of schools. The current staffing level of the quality assurance program does not allow for a standard and consistent routine of school visits.

## **Recommendations**

- Recruit and fill the current vacancy in the quality assurance program.
- Expand the staffing level of the quality assurance program.

## **Status**

### 1.1.5

The MVA provides a standardized curriculum for driver education. However, at this time there is no established schedule for review and revision of the curriculum.

There appears to be no set schedule for a review of individual school operating procedures to assure they are current. When a school has a complete review by an MVA investigator, the curricula, operating procedures, and finances are evaluated for compliance with statute and COMAR. These reviews are conducted on an ad-hoc basis.

## **Recommendations**

- Establish a formal review cycle to assure school curricula and operating procedures are current.

## **Status**

### 1.1.6 and 1.1.15

There is an instructor certification renewal process. Additionally, there is a requirement for ongoing professional development. Professional development opportunities are not provided on a regular basis. All activities identified as eligible for continuing education

must receive MVA approval. There is no list of what is available for continuing education opportunities.

### **Status**

#### 1.1.7

In order to determine if a driver education program is meeting the MVA standards, there is a heavy reliance on the Quality Assurance Supervisors (QAS). Not all programs are reviewed by this team and there is no set schedule for schools to rely on for a review.

### **Status**

#### 1.1.8; 1.1.11; 1.1.18; and 1.1.20

The MVA has a structure for onsite reviews that can result in administrative and financial sanctions levied on schools not conforming to the applicable statutes or regulations. The MVA also receives consumer complaints on schools providing driver education. Three levels of sanctions can be levied by the MVA, on the instructor; on the individual school site; and on the entire school/company. The investigations include all materials, equipment, vehicles and instructor qualifications. If an instructor, individual school or the entire school/company is out of compliance, the MVA can use a progressive discipline approach depending on the level of the violation. Approximately six reviews are forwarded for formal prosecution per year.

### **Status**

#### 1.1.9; 1.1.12; and 1.1.13

There appears to be no provision to accommodate multicultural education principles in the standardized MVA curriculum. There is a limited ability for the local schools to adapt the curriculum to their local clientele. Any adjustment to the curriculum, or interpretation to a language other than English, must have explicit MVA approval. A hesitation was noted when asked about a non-English delivery of a program, in part due to a past history of concern from former programs using the translation avenue to skirt state regulations. The standardized MVA curriculum has goals, objectives and outcomes for learning.

### **Status**

#### 1.1.10

In Maryland, a school and an instructor must be licensed and certified by MVA in order to deliver a driver education program.

### **Status**

#### 1.1.14

The Office of Administrative Hearings (OAH) is used as the arbitrator for conflict resolution. OAH is not part of the MVA.

## **Status**

### 1.1.16 and 1.1.17

Student data is maintained by the driving schools and reported to the MVA. Access, use and storage of the student level data are monitored when there is a review done by an MVA investigator. There was a request to establish a rating system to publicly display the status of the individual driver education schools. No information was provided with regard to student information being held confidential as required by state and federal regulations.

## **Status**

### 1.1.19

Each driver education school must identify the point person responsible for their operations, reporting and record retention.

## **Status**

### 1.1.21

The classroom portion of the program does not allow for on-line, home study or alternative options outside of the mandatory 30 hours of seat time.

## **Status**

### 1.1.22

The curriculum by design is not integrated for delivery of concurrent classroom and in-car instruction. All of the classroom instruction is completed before any time is spent in-car.

## **Recommendations**

- Revise the standardized MVA curriculum to integrate classroom and in-car instruction where the bulk of the classroom instruction occurs close to the time of in-car instruction.

## 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 AAA<sup>1</sup> and NIDB.<sup>2</sup>

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 Safety<sup>3</sup>).

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.

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<sup>1</sup> 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>

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

<sup>3</sup> 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**

The *Maryland Department of Motor Vehicles Classroom and In-Car Curriculum* was revised in 2010, and from the feedback from the stakeholders this revision is viewed as a significant improvement. The Maryland curriculum is an adaptation of the ADTSEA curriculum aligned with Maryland law in which the PowerPoint slide format standardizes the scope and sequence of the content. The feedback on the quality of the curriculum, however, suggested that some of the PowerPoint slides, video enhancements, and ancillary resources need to be refined, and, in some cases improved. Individual schools may append the standardized MVA curriculum but no criteria for approval exist for this process. Individual schools and the MVA do not share the approved curriculum revisions with others in the driver education community.

Even though the MVA conducted town hall meetings with the school owners, there was a perception among instructors and some owners that the curriculum was distributed without adequate teacher orientation and training. Teacher training is a critical component of any curriculum revision as the research has consistently shown that a child's academic achievement is contingent on teacher effectiveness. On several instances it was indicated that there is a concern about the lack of communication between the MVA, schools and instructors on issues such as this.

In addition to outlining learning goals, the curriculum should have an assessment process to collect, analyze, and summarize evidence from multiple sources of data to determine the extent to which students understand what they are learning. This will allow the teacher to monitor results and target instruction to improve student learning.

The regulations require a textbook to enhance the curriculum, but there is no guidance for teachers on alignment of the required textbooks with the curriculum modules which would assist teachers in organizing their lesson plans.

National standards recommend the requirement of ongoing parent involvement. This requirement is not included in the curriculum.

The MVA may not possess adequate expertise in the area of curriculum development.

## **Recommendations**

- **Establish a curriculum revision team that includes school owners, teacher trainers, teachers, content development experts and others with expertise in assessment and the development of curriculum for culturally-diverse learners who will meet to review and refine the curriculum on an annual basis.**
- Establish criteria for acceptable curriculum enhancements and an efficient process for the review and approval of such requests.
- Establish a mechanism for ongoing feedback on the curriculum.
- Match assessments with ADTSEA standards and develop secure online testing tools.
- Utilize experts in the field of curriculum development and learning theory for future curriculum development and revision efforts.

## **Status**

### 2.1.2

MVA has not conducted an analysis of the similarities and differences between the Maryland curriculum content and approved text books, and the ADTSEA and DSAA National Curriculum Standards.

## **Recommendations**

- Establish a statewide review committee made up of content specialists, teachers and other qualified persons to compare the curriculum and approved textbooks with the ADTSEA standards, and develop a report on the correlation between the curriculum, textbooks and the standards.

## **Status**

### 2.1.3

Some schools use simulation as part of classroom instruction and driving ranges. The standardized MVA curriculum, however, provides little to no guidance on when, where and how to use these teaching tools.

## **Recommendations**

- Provide additional guidance on instructional strategies for the use of simulation and driving ranges.

## **Status**

### 2.1.4

Student assessments 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. The Maryland curriculum focuses on an end- of-course summative assessment and successful course completion is based on 80% proficiency on this final examination. The curriculum however, should include two types of assessments. The first is an ongoing or formative assessment which includes initial and diagnostic evaluations that continually measure student performance that guide instruction and enhance student learning. Formative assessments are part of the instructional process. They are included on a very limited basis in the Maryland curriculum. These assessments inform both teachers and students about student understanding at a point when timely adjustments can be made.

The second type of assessment involves a summative or end-of-phase (classroom and behind-the-wheel) assessment. The Maryland curriculum has standardized end-of-course classroom and road skills tests. It appears, however, that the culminating skill and process evaluations in the Maryland curriculum are not based on the ADTSEA standards.

Several instances of inappropriate testing administration were noted for the final examination (i.e., students retaking the test knowing which questions they missed, instructors specifically covering the final examination questions during class time, copies of the final examination made available to other students). There is no requirement for a secure and protected process for administering the final examination. It is unclear if there are any potential sanctions for instructors or schools that do not follow a secure testing process.

## **Recommendations**

- Establish a statewide review committee made up of content specialists, teachers, and other qualified persons to create a summative assessment tool that is aligned with the ADTSEA standards.
- Analyze current final examination procedures and develop a secure testing system that assures greater test integrity.
- Establish sanctions for violating the integrity of the final examination testing procedures.

## **Status**

### 2.1.5

At this time, there is no process for feedback from students or parents as far as the quality or value of their driver education experience.

## **Recommendations**

- Establish a statewide committee made up of researchers, content specialists, teachers and other qualified persons to design a post-course evaluation to be completed by parents and students that measures the effectiveness of the program.

## **Status**

### 2.1.6

The regulations require a minimum of 30 hours of classroom and six hours of behind-the-wheel instruction. There is no second- stage educational requirement.

## **Recommendations**

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

## **Status**

### 2.1.7

COMAR allows three hours of classroom and two or more hours behind the wheel instruction in a 24-hour period if provided a break. Studies show that shorter and more frequent lessons are more effective than longer lessons given over a shorter period of time, (i.e., distributed learning). In addition, because student safety is of foremost consideration in program scheduling, the maximum in-car time should not exceed two periods of instruction a day.

Classroom driver education given during summer school is the exception to the maximum two periods of classroom instruction in a 24-hour period rule. Driver education students should be allowed to receive the same amount of classroom instruction as allowed for other summer school courses. The rationale for this exception is that summer school students do not have to maintain a regular school year academic load.

## **Recommendations**

- During the regular school year, instruction should not exceed a total of two periods of classroom and two periods of laboratory instruction within any 24-hour period.
- Establish a regulation to modify the maximum hours of classroom instruction outside the regular school year that aligns with principles of distributed learning.

## **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](http://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

Driving school owners and driving instructors are licensed and monitored by the Motor Vehicle Administration (MVA).

Requirements for an individual applying for a driving instructor license currently meet the standard recommended for instructor qualifications. Maryland's current requirements are:

- a) 21 years old or older;
- b) Possess a high school certificate of graduation, its equivalent, or a college degree;

- c) Possess a valid driver's license issued by Maryland or another state to drive the class of vehicle in which they will instruct (with no restrictions on the license except for corrective lenses or child support arrearages);
- d) Not have more than four active points on their current driving record;
- e) Not have a pending charge or criminal conviction for fraud in the providing instruction, moral turpitude, sex offense, contributing to the delinquency of a minor, any offense within the last 3 years for a possession of a controlled substance, alcohol or drugs while operating a motor vehicle, for any felony involving the use of a motor vehicle (*verified through criminal background check*);
- f) May not have a reportable medical condition.

## **Status**

### 3.1.2

Standard is not currently met. In Maryland, there are three enterprises that deliver driver education. There is one public high school program, several community college programs, and private business enterprise programs. All of these enterprises are required to meet the same standards for instructor training. These instructor training requirements were identified as being inadequate in content and in time.

The first phase of licensure for a driving instructor is called the Apprentice Instructor Permit (AIP). The AIP is achieved through a series of tests conducted by the MVA.

The series includes:

- a) 50-question written test taken from the material listed in the learning objectives contained in the Introduction to Driver Education Instruction in Maryland.
- b) 10-minute mock presentation based upon the learning objectives in Basic Classroom Instruction Manual in Maryland.
- c) 20-minute audit of the instructor candidate's personal driving skills based upon the learning objectives in the Behind-the-Wheel Audit Learning Objectives in Maryland;
- d) 10-minute mock behind-the-wheel teaching exercise based upon the learning objectives in Basic Behind-the-Wheel Instruction in Maryland.

These tests and exercises are administered in the order listed and instructors must receive a score of at least 80% on each test in order to continue on in the process towards full instructor certification. There were concerns identified that this is an inadequate system because the scope and delivery of the training is left to the discretion of the driving school.

AIP are valid for 6-months and are not renewable. Prior to this deadline apprentice instructors must complete two additional courses. The two additional courses are: Advanced Classroom Instruction in Maryland and Advanced Behind-the-wheel Instruction in Maryland. These courses must be taught by Instructor Trainers certified by the MVA and offered at an approved facility. Upon completion of these courses, instructors are evaluated in “live” teaching situations by an examiner from the MVA.

Professional associations reported, in general, have good relationships with MVA regarding instructor training. There was a concern, however, regarding the availability of the advanced training courses required for full certification. There was a report of one certification class offered monthly by a professional association; however, due to low enrollment those were not regularly held and in some cases had to be cancelled with short notice. There seemed to be a general consensus that these courses needed to be more available and at a more affordable price. Representatives of professional associations seemed to support more stringent requirements regarding instructor preparation for school owners and instructors.

Driver Instruction Service Division (DISD) does not sponsor instructor training courses on a regular basis.

Master/Advanced Trainers report that in October 2009, time requirements associated with training courses were removed and replaced with a competency-based system. Trainers indicated that the Advanced Classroom Instruction course constituted approximately 36 hours of instruction and the Advanced Behind-the-Wheel course constituted approximately the same amount of time; however, it was not clear or concise as to how much instructional time these courses actually took.

This training is based primarily on the ADTSEA instructor training curricula. Weaknesses identified in instructor training and performance were basic traffic safety knowledge; knowledge of the importance of vehicle dynamics; understanding and ability to present and teach curriculum; and the lack of adequate practice teaching opportunities. Most people indicated a need for more consistent training. School owners reported that instructor training for the AIP was the least consistent of all required training courses. It was very clear from instructors that they desire more communication with the MVA. In fact, there were several reports that the new advanced training requirements instituted in 2009 were not clear.

It was described that on many occasions instructors will receive the AIP in the spring of the year, teach throughout the summer through the period of the six months allowed, and then leave the field, having not received the proper training to instruct students.

To have better prepared teachers, there is a need to establish comprehensive instructor training programs. These programs of instruction need to be organized and scheduled in accordance with the accepted principles of learning with consideration for the needs of the driving school owner.

## Recommendations

- Conduct AIP instructor training through professional associations and/or community colleges.
- Require that AIP training occurs prior to student contact without a direct supervisor.
- **Increase the advanced training to at least 120 hours. At a minimum, advanced training courses should include instruction in risk recognition and management, driver task analysis, vehicle operational and instructional skills, and classroom knowledge.**
- Sponsor instructor trainer courses to increase the number of instructors who can teach advanced instructor certification courses.
- Improve communication between MVA and providers.

## Status

### 3.1.3

Standard is not currently met. It was reported by several people that instructors who are teaching with an AIP may not have received adequate training in best practices in course delivery and evaluation.

## Recommendations

- **Require instructors to be properly trained in best practices in course delivery and evaluation before being permitted to instruct students unsupervised.**

## **Status**

### 3.1.4

Standard is not currently met. The 50-question test used for the AIP is not adequate to measure instructor readiness. It was also reported instructor observation and evaluation was not regularly carried out.

## **Recommendations**

- Develop a comprehensive exam that evaluates teacher effectiveness.
- Utilize the Praxis exam as an option.
- Test and evaluate instructors prior to full certification.

## **Status**

### 3.1.5

Standard is not currently met. In COMAR there is a requirement for continuing education. However, MVA has not made these educational opportunities available for at least two years. It was identified by several stakeholders that continuing education was essential for improving the quality of instruction. Most felt that MVA should make continuing education provisions a priority.

## **Recommendations**

- Enforce the continuing education regulation.
- Collaborate with professional associations and institutions of higher learning to develop and offer continuing education opportunities.
- Develop affordable workshop/courses that are held regionally to make attendance convenient.
- Solicit input from instructors/managers/owners regarding topics that could be of interest or for which there is a need.

## **Status**

### 3.1.6

Standard is met through the License Monitoring System (LMS) however, enforcement of the regulation is inconsistent.

## **Recommendations**

- Enforce the instructor driving record regulation.

## **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

COMAR requires driver education schools to offer a parental orientation session as part of the first session of the driver education classroom program. Given current statutory authority, however, the State cannot require parents to attend this orientation session.

For students under the age of 18, the State requires that a parent or guardian co-sign the original application for a driver's license; signature/approval can be withdrawn by that parent or guardian at any time prior to the age of 18. This requirement may offer an additional opportunity for MVA to convey information and/or guidelines regarding parental/mentor participation in the driver education, training, and licensing process.

Because of the inability of the MVA to require attendance in parent/mentor orientation activity, there is a wide range of attendance at these sessions, ranging from near 0% (apparently in many programs) to near 100% (in one or more programs) across the State. Based upon information gathered during this assessment, it appears that fewer than half of all teens had a parent or mentor participate in an orientation session, even though statutes require that 100% of such parents/mentors participate in at least 60 hours of supervised driving during the learners permit period.

In addition to the lack of mandatory parent attendance at orientation, teen/parent agreements are used infrequently and when they are in place, they are inconsistently enforced.

These missing program elements reduce the opportunity to encourage potentially reluctant or unaware parents from becoming more informed and skilled with regard to their supervisory responsibilities. They also reduce the likelihood that many of these parents/mentors will take advantage of statutory restrictions on teen driving (i.e., restrictions on late night driving and transporting teen passengers) that could aid them in establishing guidelines for less risky driving during the 9-month provisional-license period.

Nearly everyone that testified as part of this program assessment strongly endorsed: a) parent/mentor attendance at an orientation session; b) debriefing of parents/mentors with regard to the proficiencies and weaknesses of their teen's performance during both components of the education and training program (i.e., classroom and behind-the-wheel); c) more meaningful certification of the number of hours of supervised driving completed; and d) development and execution of a contract or agreement between mentors and teens with regard to the conditions under which driving will be conducted during the provisional license period.

By far the majority of presenters who addressed these issues felt that the above measures would be desirable and workable. It was strongly felt that the student/parent orientation

provided the greatest opportunity for maximizing parental involvement in the education and training process.

While the MVA cannot require that parents attend the orientation sessions, some driving schools are making parent attendance mandatory. It is important to point out that the MVA has taken several steps to: a) determine how best to communicate with parents/mentors; and b) to develop materials and programs designed to increase their involvement in the driver education/driver licensing process. These activities included surveys that found that a clear majority of parents supported provisional license restrictions and were in favor of making the parent-teen driving agreement a legal requirement. There were also indications that parents preferred being contacted via e-mail.

Focus groups and other formative research resulted in the development of a substantially revised approach to gain the participation of parents and mentors. This approach, incorporated into the MVA's "Rookie Driving Program" includes: a) the development of a new brochure for parents that was entitled "YOU hold the keys"; which highlighted provisional license restrictions and pointed out that parents have the right to cancel the teen's provisional license at any time prior to age 18; b) a parent survey (on MVA's website) that seeks information on the usefulness of novice teen driving materials, participation in parent/mentor orientation sessions, and teen driving/practice patterns; and c) efforts a joint venture with MVA, SHA, and a local community college to develop a program to facilitate parent involvement throughout the entire learning to drive experience. . The focus of the new program is on providing parents/mentors with the tools and skills that will allow them to more effectively participate in the supervised driving time. This is supplemented by pre-existing documents, including guidelines for parents of teen drivers, a parent/teen contract, and other relevant materials on SHA and MVA's website.

## **Recommendations**

- **Require parents/mentors of novice teen drivers to participate in an orientation session that describes how to effectively supervise teen driving, and understand and use the Maryland Graduated Licensing System (GLS) restrictions during the provisional phase.**
- Require the use of a contract/agreement between students and their parents/mentors to outline the conditions for driving while on a provisional license and explain the penalties or legal ramifications for violations of that contract/agreement.
- Develop and implement additional programs for parents/mentors to become more knowledgeable regarding ways to develop driving skills among teens; to understand how to more effectively use GLS restrictions and contracts to minimize the risks of driving during this formative period.

## Status

### 4.1.2

There is no requirement for driver education schools or instructors to provide debriefing on classroom or the on-the-road performance to parents. Based on testimony provided, there is communication initiated by proactive parents and instructors at various stages of the classroom and/or behind-the-wheel (BTW) training. In addition, it was indicated that instructors sometimes meet with parents and brief them after the final BTW session. However, there is little evidence of any systematic plan for debriefing parents/mentors with regard to proficiencies or deficits of the teens under their supervision. This is when there is an opportunity to discuss any knowledge, attitude, behaviors or perceptual issues.

## Recommendations

- **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.**

## **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 Motor Vehicle Administration (MVA) is both the Maryland driver education and training agency and the Maryland driver license authority. Since implementation of the Maryland Graduated Licensing System (GLS) in 1999, the MVA has been tasked with regulating and monitoring the compliance of driving schools and improving the quality of driver education for novice drivers. Adoption of the GLS empowers the MVA to impose fines, formulate new regulations, enforce existing regulations and laws, establish new licensing requirements for schools and certification for instructors.

The MVA Driver Instructional Services Division has the responsibility for overseeing the operation of, and monitoring/enforcing the compliance of all driving schools and instructors. The division is also tasked with oversight of the Driver Improvement Program, Out-of-Country Drug and Alcohol Program, the Motorcycle Safety Program and developing curriculums for these programs.

The MVA attempts to meet quarterly with driver education providers and holds town-hall meetings to address specific issues when necessary. Driving schools, instructors, and students all have an opportunity to provide input.

The MVA meets twice each year with the Drivers Education Association of Maryland (DEAM) and the Maryland Professional Driver Education Association (MPDEA) to discuss driver education issues.

The MVA Quality Assurance area has only four personnel for providing program control and fraud oversight for over 150 driving schools. As a result, there is not an established schedule of driving school audits and not all schools are visited on a regular basis.

Trainers and MVA personnel have not met in several years. As a result, communication of recent driver education program and curriculum changes has been poor. Poor communications is a systemic problem reported repeatedly.

Many driving school owners agreed that the new driving instructor procedures are too cumbersome and should be modified to allow for a greater pool of driving instructors.

Driving school owners agreed that driving instructor training needs to be standardized by the MVA.

## **Recommendations**

- Improve MVA communications with driving school associations, driving school owners, driving instructors, trainers, parents, guardians, and mentors. A regular schedule of meetings should be developed and followed so that information flows to all parties in a timely manner.
- Provide a sufficient number of Quality Assurance Supervisors to provide proper oversight of all driving schools and allow for overt and covert monitoring.
- Examine and streamline the new driving instructor procedures to assist driving schools.
- Standardize driver instructor training.

## **Status**

### 5.1.2

The Maryland GLS program requires new drivers to progress through three licensing levels: learners permit; provisional license; and full licensure. It also requires all applicants, regardless of age, who have never been licensed in any jurisdiction, to satisfactorily complete an approved driver education course of not less than 30 hours of classroom instruction and six hours of behind-the-wheel driver training. The GLS program also requires the new driver to accumulate a minimum of 60 additional hours of behind-the-wheel driving practice after they complete the driver education course.

The approved driver education course utilizes the “Driver Education Classroom and In-Car Curriculum Manual” prepared by the MVA’s Driver Instructional Services Division. This manual provides education and training for new drivers on the basics of motor vehicle operation and is required to be used by all certified Maryland driving schools that teach the driver education program. Completion of the driver education course does not reduce or eliminate any of the time requirements established in the Maryland GLS program.

Maryland has undergone a review of other jurisdiction’s GDL programs and has proposed new GLS regulations in an attempt to improve full license requirements.

The MVA sends permit correspondence and information to the permit holder, but not to the permit holder’s parent, guardian, or mentor.

Driver education schools are required to offer a parent involvement course but the MVA does not have statutory authority to require parental attendance. The schools are not required to communicate on a regular basis to parents, guardians, or mentors on the progress of the permit holder or offer a debriefing when the permit holder completes the driver education course.

The MVA utilizes a brochure titled “YOU hold the keys to your teen’s driving” informing parents, guardians, or mentors that they still control their teen’s driving even after they receive a provisional license.

A lack of enforcement of the GLS program requirements by law enforcement agencies has been identified as a weakness.

The use of simulators as a substitution for behind-the-wheel training is not permitted by the MVA but can be utilized as additional instructional aides during classroom time.

## **Recommendations**

- Modify GLS issuance processes to send all permit related information to the parent, guardian, or mentor, not to the permit holder. This will ensure the parent, guardian, or mentor is aware of the GLS requirements, restrictions, and sanctions.
- Modify MVA regulations to require the permit holder's parent, guardian, or mentor to attend a parent orientation module with the permit holder.
- Modify GLS requirements to require driving schools to communicate regularly with the permit holder's parent, guardian, or mentor.
- Modify GLS requirements to require the permit holder's parent, guardian, or mentor to attend a debriefing when their teen completes driver education.
- Take additional marketing steps to inform parents they are in control of their teen's driving even after he or she receives a provisional license.
- **Strengthen oversight of driving schools by increasing the number of overt and covert audits performed.**

## **Status**

### 5.1.3

The MVA provides information and education on the GLS program to Administrative Law Judges in the Office of Administrative Hearings. The MHSO and MVA also provide a GLS pocket guide titled "Maryland Graduated Driver License System" that contains tips for parents and teens. The pocket guide also has a table listing the GLS provisions and restrictions that law enforcement personnel can utilize during traffic stops.

Law enforcement officers still have a difficult time determining permit and provisional license provisions and what the various restrictions are.

The MVA does not provide an outreach or GLS training program to judges and courts at this time.

## **Recommendations**

- Continue to educate Administrative Law Judges in the Office of Administrative Hearings
- Continue to provide the GLS pocket guide to parents and teens.
- Modify the GLS pocket guide to make it more useful for law enforcement use during roadside stops.

- Develop a GLS outreach and education program for use by judges, courts, and law enforcement agencies. The program must address the GLS provisions, restrictions, and sanctions.

## **Status**

### 5.1.4

The GLS requires permit holders to be conviction free for a nine month period before an applicant is eligible to test for a provisional license. If a permit holder is convicted of a moving violation the nine month period re-starts.

The GLS requires provisional license holders to remain conviction-free for 18 months before becoming eligible for full license status. The length of the required conviction-free period is determined by the length of the licensee's previous driving experience, if any. Convictions or Probation Before Judgment (PBJ) for moving violations requires the completion of a driver improvement program and/or suspension/revocation of the driver's license. The conviction or PBJ also requires the licensee to begin a new 18-month conviction free period, regardless of the length of the originally assigned conviction free period.

A second moving violation by a provisional license holder can result in a 30 day suspension of the provisional license. A third or subsequent moving violation can result in up to a 180 day suspension or revocation of the driver's license.

Judges (other than Administrative Law Judges) and law enforcement officers are not aware of all the GLS provisions, restrictions, and mandated sanctions.

Law enforcement officers still have a difficult time determining permit vs. provisional license provisions and the various restrictions.

Many parents are not aware of the sanctions involved in the GLS program nor do they sanction their teen when he or she violates any of the GLS restrictions.

## **Recommendations**

- Continue the education program for Administrative Law Judges in the Office of Administrative Hearings.
- Develop a GLS outreach and education program for use by judges, courts, and law enforcement agencies. The program must address the GLS provisions, restrictions, and mandated sanctions.
- Develop additional GLS outreach materials informing parents they are in control of their teens driving after he or she receives a provisional license and that sanctions must be enforced when the teen driver violates the GLS provisions.
- Develop additional GLS outreach materials for use by law enforcement personnel during roadside stops of provisional license holders.

## Status

### 5.1.5

The GLS requires all new drivers to complete a minimum of 60 hours of supervised driving experience before taking the licensing skills test. The MVA provides a “Skills Log & Practice Guide” to assist the supervising driver to record the teen’s driving experience and identify areas or situations that require more practice. The log is designed to be used every time the driver is practicing and learning to drive. The MVA also requires the new driver’s parent, guardian, or mentor to sign the Certification for New Drivers verifying that the new driver has completed a minimum of 60 hours of behind-the-wheel driving practice.

The MVA does not require copies of the teen driver’s logbook pages, but if presented they will scan and add them to the drivers’ file.

## Recommendations

- Require the “Certification for New Drivers” that is signed by the parent, guardian, or mentor to be notarized before being submitted to the MVA.
- **Require copies of the logbook pages be submitted along with the notarized Certification for New Drivers page.**

## Status

### 5.1.6

The approved driver education course utilizes the “Driver Education Classroom and In-Car Curriculum Manual” prepared by the MVA’s Driver Instructional Services Division. The manual provides education and training for new drivers on the basics of motor vehicle operation and is required to be used by all licensed Maryland driving schools that teach driver education.

The end- of-course test is a standardized test developed by the MVA’s Driver Instructional Services Division and is designed to check the new driver’s knowledge of the material contained in the driver education course.

## Recommendations

- **Analyze current final examination procedures and develop a secure testing system that assures greater test integrity.**
- Establish sanctions for non-compliance with final examination testing procedures and expectations.

## **Status**

### 5.1.7

The Maryland MVA utilizes a law (knowledge) test based on information found in the Maryland Driver Handbook along with an on-course 15-minute driving test.

The MVA is in the process of moving the on-course portion of the skills test to an on-road driving test developed by the American Association of Motor Vehicle Administrators (AAMVA). The change is on track to be completed in October 2010.

A re-write of the Maryland driver manual and driver tutorial is underway. The update effort will involve utilizing the AAMVA standards for creating knowledge tests and ensuring the new law tests are coordinated with the new Driver Handbook and the driver education curriculum.

## **Recommendations**

- Continue with moving the on-course driving test to an on-road driving test.
- Continue with the re-write of the driver manual and driver tutorial.

## **APPENDIX 1 – Team Credentials**

### **TROY E. COSTALES**

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### **Appointments/Organizations**

- Transportation Safety Division Administrator and Governor’s Highway Safety Representative since September of 1997 with formal delegation letters from former Governor Kitzhaber and Oregon’s current Governor Ted Kulongoski.
- Interim Public Transit Division Administrator during 2006.
- Has over 20 years experience in Transportation Safety, including 13 as the Administrator of the Division.
- Member of the executive management team for the Oregon Department of Transportation.
- Served five terms as a member of the board for the Governor’s Highway Safety Association (GHSA).
- Served as a member of the American Association of State Highway and Transportation Officials (AASHTO) – Standing Committee on Highway Safety.
- Served as the Chairman of ODOT’s Diversity Council for two years.
- Serving as a member of the Transportation Safety Management Committee and the NCHRP Panel 17-18 for the Transportation Research Board (TRB).
- Serving as the task group Chairman for the AASHTO Strategic Highway Safety Plan initiative.
- Serving as a member of the TRB Committee for the Study of Traffic Safety Lessons from Benchmark Nations.
- Member of the 2010 Hawaii Impaired Driving Assessment, 2008 Indiana Impaired Driving Assessment (chair), 2006 Kansas Impaired Driving Assessment (chair), 2005 Massachusetts Impaired Driving Assessment (chair), 2004 Nevada Impaired Driving Assessment, and 2000 Maryland Impaired Driving Assessment (chair) in cooperation with NHTSA.
- Serving as a member of the International Association of Chiefs of Police – Drug Evaluation and Classification Program - Technical Advisory Panel.
- Has been recipient of multiple USDOT, ODOT and Governor’s special recognition and excellence awards.

- “Administrator of the Year” in 2000 by the Oregon Traffic Safety Education Association.
- “Business Partner of the Year” in 2009 by the Oregon Community Education Association.
- Member of the USDOT sponsored international scanning trip “Managing and Organizing Highway Safety” that visited Sweden, Netherlands, Germany and Britain.
- Responsible for three Governor appointed committees; Oregon Transportation Safety Committee, Governor’s Advisory Committee on Motorcycle Safety, Governor’s Advisory Committee on Driving Under the Influence of Intoxicants.
- Lead instructor for the Executive Training Seminar, for new highway safety executives, on behalf of the Governor’s Highway Safety Association.
- Team member for the revisions to the NHTSA Impaired Driving program management course.
- Was a Governor appointed member of the Oregon Real Estate Board, 2000 - 2009, serving two years as vice-chair.
- Nominated by the Governor to be a member of the Physical Therapist Licensing Board, receiving Senate confirmation in February 2010.
- One half of the co-ed doubles team that won the International Wallyball Championship in 1990.
- Awarded his 2<sup>nd</sup> degree black belt in October 2008

Under Mr. Costales’ leadership, Oregon has seen a dramatic decline in traffic fatalities and injuries, to the lowest level since 1944. The number of individuals injured in traffic crashes has also declined by more than 30% since the peak of 39,000 in 1996 to 26,000 last year. In addition, Oregon started a strong graduated driver license program that includes an incentive for driver education. Over the past three years the number of 16 year-old drivers behind the wheel when someone is killed or injured, has declined by over 50%. Oregon continues to post one of the highest safety belt use rates in the nation at 97+%. With the decline in the overall fatality toll, the number of alcohol-involved fatalities has also decreased by 14% in this past decade.

## **KEVIN R. LEWIS**

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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 3 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.

## **JAMES L. NICHOLS**

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James Nichols is the former Director of the Office of Research and Traffic Records, Traffic Safety Programs, at the National Highway Traffic Safety Administration (NHTSA), where he was most recently responsible for the Agency's behavioral research program. He has a Ph.D. in Experimental Psychology from the Driver Behavior Laboratory at the University of South Dakota where he focused on driver education issues. He was an assistant professor of psychology at the University of Wisconsin – Stevens Point campus prior to joining the National Highway Traffic Safety Administration in 1971.

During his early years at NHTSA, Dr. Nichols authored a Driver Education Effectiveness Program (DEEP) Report to the Congress and he designed and participated in the implementation of the Safe Performance Curriculum (SPC) evaluation in DeKalb County Georgia in the mid-to-late 1970s. In the 1980s, Dr. Nichols served as the Deputy Director for the Office of Alcohol and State Programs, where he was responsible for programs to decrease alcohol-impaired driving and, from 1990 through 1995, as the Director of the Office of Occupant Protection, where he was responsible for the development and evaluation of programs to increase safety belt and child seat usage.

Since retiring from NHTSA, Dr. Nichols has been involved in a number of traffic safety program and evaluation efforts, including a complete review of the history and effectiveness of driver education programs (for the National Transportation Safety Board); reviews of alcohol-impaired driving and occupant protection (for NHTSA and for the Transportation Safety Institute); the effectiveness of child passenger safety efforts (for the Automotive Coalition for Traffic Safety and the Air Bag & Seat Belt Safety Campaign), school-based education programs to prevent impaired driving (for the Centers for Disease Control and Prevention), and Motorcycle Safety (for the National Academies of Science, Transportation Research Board). Most recently, he has been the evaluator of initiatives to increase seat belt use in rural areas, among teens, among occupants of pickup trucks, and during late-night hours.

**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.

**JANICE D. SIMMONS**

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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*. Since then, she has assisted with programs that include Motorcycle Safety, Impaired Driving, Occupant Protection, Pedestrian Safety, and Emergency Medical Services Reassessment.

A former art teacher in Anne Arundel County, Public Schools, Janice is a lifelong resident of Maryland. She is a graduate of Maryland Institute College of Art, Baltimore, Maryland, with a degree in Fine Art, 1991. Some of her interests include painting, design, racing sailboats, traveling, SCUBA diving and maritime history. Some of her volunteer activities include, Bermuda Ocean Race, Treasurer; First Night Annapolis, Volunteer Coordinator; Annapolis Maritime Museum, Membership Committee; Paint Annapolis, Treasurer; and fund raising events for Muscular Dystrophy Association's program "Walk to D'Feat ALS". She and her yellow labrador retriever, Cadle, live on a creek in Annapolis, Maryland.

**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**

### **Maryland Motor Vehicle Administration Driver Instructional Services Driver Education Assessment Agenda August 8 – 12, 2010**

#### ***Day 1: Sunday, August 8***

*6:00pm - 8:00pm: Reception*

*Assessment Introduction and Overview*

- Elizabeth A. Baker, PhD - Regional Administrator, NHTSA, Region III
- Stephanie Hancock - Regional Program Manager, NHTSA, Region III
- Christine Nizer - Deputy Administrator, Driver & Vehicle Policies and Programs
- Troy E. Costales - Governor's Highway Safety Representative, Oregon Department of Transportation

- ❖ Additional Attendees: Kevin Lewis, Jim Nichols, Vanessa Wigand, Debbie Prudhomme, Thomas Liberatore, Gail Treglia, Andy Krajewski, Michelle Atwell, Don McNamara

#### ***Day 2: Monday, August 9***

*8:30am–9:00am Session 1: National Study Center for Trauma and EMS*

- Cynthia Burch, Epidemiologist, National Study Center for Trauma & EMS

*9:00am–9:30am Session 2: Maryland Motor Vehicle Administration Summary*

- John Kuo - Administrator, MVA
- Chrissy Nizer - Deputy Administrator, Driver & Vehicle Policies and Programs, MVA
- Milton Chaffee - Chief Deputy Administrator, MVA

*9:30am–9:45am Break*

*9:45am–10:45am Session 3: Highway Safety Office and Younger Driver Task Force*

- Ron Lipps - Assistant Director, Office Of Traffic & Safety , SHA
- Ernie Lehr, Baltimore County Regional Community Traffic Safety Program Coordinator
- Debbie Jennings, Calvert County Regional Community Traffic Safety Program Coordinator
- Cynthia Burch, Epidemiologist, National Study Center for Trauma & EMS University of Maryland, Baltimore
- Michelle Atwell - Younger & Older Driver Program Coordinator, MHSO, SHA

*10:45am–11:00am Break*

*11:00am–12:00pm Session 4: MVA Education and Training Briefing*

- Thomas Liberatore - Director, Driver Programs, MVA
- Gail Treglia - Division Manager, Driver Instructional Services, MVA
- Bill Kraft - Section Manager, Driver Education, MVA

*12:00pm -1:00pm Lunch*

*1:00pm - 2:00pm Session 5: Drivers Education Association*

- Fene D’Oario - Driver's Education Association of Maryland - DEAM
- MaryBeth McCollum - Maryland Professional Driver Education Association

*2:00pm - 2:15pm Break*

*2:15pm - 3:00pm Session 6: Highway Safety Advocates*

- Robert McKinney - Maryland Highway Safety Foundation
- Steve Blackistone - National Transportation Safety Board

*2:45pm -3 :15pm Break*

*3:15pm - 4:15pm Session 7: Parental Involvement*

- Dr Kenneth H Beck, PhD FAAHB Professor, Department of Public & Community Health, University of Maryland School of Public Health
- Danielle Betkey, PMP, Program Manager, Driver Safety, MVA

*4:15pm - 4:30pm Break*

*4:30 - 5:00 Session 8: MVA Driver Education Compliance*

- Sue Herold, Quality Assurance Specialist, MVA
- Robert Bosley, Quality Assurance Specialist, MVA
- Marian Ruth, Quality Assurance Supervisor, MVA

### ***Day 3: Tuesday, August 10***

*8:30am - 9:15am Session 9: Instructors/ Trainers*

- Kelly Sisk - Premier Driving School
- Edwin Ferris - Frederick Community College, Hagerstown Community College
- Earl Garner - Frederick Community College

*9:15am–9:45pm Session 10: Drivers Education School Owners*

- Thornton Craig Jackson - Jackson Midshore Driving School
- Joseph Widmyer - Widmyer Driving School
- Moshe Milstein - Alto Driving School
- Diane Martin - Statewide Driving School
- David Lutz - Xpert Driving School

*9:45am–10:00am Break*

*10:00am–11:00am Session 11: Instructors*

- Robert Campbell - Campbell’s Driving School

- Georgena Ewing - Perry Hall Driving School

*11:00am–11:15am Break*

*11:15am–11:45am Session 12: Students*

*11:45am–12:15pm Session 13: Garrett County Public Schools*

- Lynn Bell, Director of Secondary Education, Garrett County Public Schools

*12:15pm–1:00pm Lunch*

*1:00pm–2:00pm Session 14: Parents of Young Drivers*

- Debbie Jennings, Calvert County
- Jim Schmidt, Anne Arundel County

*2:00pm–2:15pm Break*

*2:15pm–3:00pm Session 15: Community Colleges*

- Lynn Orndorff, Program Manager, Frederick Community College
- Marcie Jackson, Program Director, Transportation Safety Institute, Montgomery College
- Mike Whelan, Program Director, College of Southern Maryland

*3:00 Close of Briefing Section*

***Day 4: Wednesday, August 11***

*8:00am – 12:00 am Report Write-Up*

Session Closed to Public

***Day 5: Thursday, August 12***

9:30am till noon Report Close-Out & Briefing

Open to all participants

Adjourn