

STATE OF MAINE

TECHNICAL ASSESSMENT of the DRIVER EDUCATION PROGRAM



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

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The TAT Assessors thank each of the participants in the assessment process for the time and energy they invested. The participants' candor and thoroughness in discussing driver education in the State of Maine assisted the TAT Assessors in conducting a complete assessment.

The TAT Assessors believe 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 Maine's roadways. Teaching a novice driver is not a solo mission. It requires hard work, dedication, and coordination between multiple parties. Improving communication between all driver education stakeholders through sharing knowledge, providing tools, and helping all parties understand the big picture, can take Maine one step further to zero fatalities on the road.

The TAT Assessors recognize the assessment is a review of the State's driver education activities comparatively to the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) and commends all who are involved in the day-to-day efforts to improve driver education and highway safety in Maine.

This report is a TAT Assessor's report; it is not a NHTSA document. Maine 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.

Introduction

Motor vehicle crashes are among the leading cause of unintentional injury and death in the United States¹. In addition, motor vehicle crashes are one of the leading causes of teen deaths for those between the ages of 15-19 years².

The mission of NHTSA is to save lives, prevent injuries and reduce economic costs due to road traffic crashes, through education, research, safety standards and enforcement activity. In its ongoing efforts to reduce traffic crashes and subsequent fatalities and injuries, NHTSA provides technical program assessments including driver education to States upon request.

A NHTSA Assessment is a technical assistance tool offered to States that uses an organized, objective approach with well-defined procedures to (1) provide an overview of the program's current status; (2) note the program's strengths and opportunities; and (3) provide recommendations for improvement. Often, the NHTSA Assessments are cooperative efforts among State Highway Safety Offices, NHTSA's Office of Research and Program Development (NPD), and NHTSA's Offices of Regional Operations and Program Delivery (ROPD).

A Driver Education Program State Assessment is based on the information included in the NTDETAS. The foundation of the NTDETAS originated from the Uniform Guidelines for State Highway Safety Programs: Highway Safety Program Guideline No. 4, Driver Education³. The NTDETAS were developed with support from NHTSA by the Association of National Stakeholders in Traffic Safety Education (ANSTSE) and representatives from the driver education professional community. The five major sections in the standards include:

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

NHTSA serves as a facilitator in the Assessment process by assembling a Team composed of non-federal subject matter experts who have expertise in at least one of the five key NTDETAS sections.

Assessment Process

While all States may participate in a similar assessment process, each State will have a unique output and set of findings or recommendations. Every State has a different set of laws, organizational structure, social/environmental atmosphere, economic levels, and unique demographic classifications of people. NHTSA Headquarters, with support from NHTSA Region 1, facilitated the

¹ CDC, NCIPC (2020). Ten leading causes of death and injury by age group, United States 2018. Retrieved from https://www.cdc.gov/injury/wisqars/LeadingCauses_images.html

² CDC, NCIPC (2020). Ten leading causes of injury deaths by age group highlighting unintentional injury deaths, United States 2018. Retrieved from <https://www.cdc.gov/injury/images/lc-charts/leading-causes-of-death-by-age-group-unintentional-2018-1100w850h.jpg>

³ NHTSA (2009). Guidance documents, Uniform Guidelines for State Highway Safety Programs. Highway Safety Program Guideline No. 4, Driver Education, March 2009. Retrieved from <https://www.nhtsa.gov/laws-regulations/guidance-documents#uniform-guidelines-state-highway-safety-programs-52986>

Maine Driver Education Program Assessment. The Assessment was conducted over a period of three months from November 10, 2021 – February 3, 2022, using a remote response or hybrid approach process. NHTSA would like to acknowledge both the State and the TAT Assessors for their efforts in making the Assessment a success and in contributing to lessons learned for the next State that will participate in a remote or hybrid Assessment process.

One of the first steps for Maine was to complete the ANSTSE State Self-Assessment and to prepare a set of objectives for what they hoped to obtain as a result of the NHTSA Assessment. In addition to assessing Maine’s overall Driver Education Program, the State identified specific objectives they hoped to accomplish including: “1) In 2015, the teaching training methods for the State of Maine were no longer taught at the university level. Individual schools began to support their own teacher training. Maine would like to use recommendations from this Assessment to review the current teacher training requirements, identify where there are gaps or ways for improving the requirements, and determine a means for evaluating the training protocols that individual schools are implementing; 2) As a result of COVID-19, Maine reformed driver education some for the State. Education is now offered in three modes of teaching: in-person, virtual classroom, and hybrid. Maine would like to learn more about the NTDETAS requirements for driver education and specifically virtual training so they can assess their internal operations and potentially follow-up after the assessment to gain additional technical support to build specific protocols and rules to guide their on-line virtual and hybrid courses; and 3) Maine currently does not have a good method for assessing, evaluating, and holding driver education schools accountable for the work they conduct in teaching students. On some occasions, students are unable to complete a driving course and required behind-the-wheel experience for six months or more. Maine would like to learn more about the NTDETAS and potential solutions on how to best evaluate and hold schools accountable for a timely process.” During this assessment the “timely process” mentioned in objective three relates to the steps a novice teen driver completes in the licensing process.

The State should utilize the recommendations found in this report to enhance their program overall and utilize the NTDETAS to begin to address the Assessment objectives included herein. If the State finds that additional guidance is still needed after conducting a review of the Assessment findings and strategic planning process, further technical assistance should be requested from ANSTSE.

Efforts were made to select TAT Assessors that reflected the needs and interests expressed by the Maine BMV team during pre-assessment web meetings and in response to their identified objectives.

The assessment consisted of the following activities:

- A Kick-Off meeting to officially begin the State Assessment process.
- Completion of the ANSTSE State Self-Assessment.
- Bi-weekly meetings between the Maine BHS, Maine BMV, NHTSA, and TAT Lead Assessor.
- Development of an online Data Collection Resource Library of reference materials and other supporting documents allowing TAT Assessors to verify State information.
- Documentation in an Assessment Response Workbook including specific information on each of the five NTDETAS Sections, Standards, Strategy Evaluations, and responses from the State reflecting how the State’s Driver Education system is performing relative to the NTDETAS.

- Two rounds of electronic online question/response periods using the Assessment Response Workbook between members of the Maine BHS, Maine BMV members, and the TAT Assessors.
- Remote interviews with members of the Maine BHS, Maine BMV, driver education school owners, instructor training program representatives, driver education school instructors, law enforcement, and parents/guardians were held in a three-hour session and a two-hour session to verify details on which to base Assessment findings and recommendations (agenda attached in Appendices).
- Submission of a final Response Workbook with Summary worksheets and a written narrative report was provided to the Maine BMV with documentation of the States strengths, opportunities for improvement, and/or areas already planned for future change.
- A final briefing was conducted to share the results and to report back to the State, discussing major points of focus and next steps for implementation.

The Assessment Response Workbook and the accompanying narrative report provide information on each area identified in Table 1 below.

Table 1: NTDETAS Sections and Number of Standards and Strategies

NTDETAS Section	# of Standards	# of Strategies	# of Strategy Questions
Program Administration	4	18	109
Education & Training	4	20	214
Instructor Qualifications	6	14	86
Coordination with Driver Licensing	4	9	15
Parent/Guardian Involvement	4	6	19

The conclusions drawn by the TAT Assessors included herein are based upon the facts and information provided by the State during the full Assessment process. The conclusions are presented as Summary worksheets as part of the Response Workbook and in a consensus report by the TAT Assessors. The recommendations are based on the unique characteristics of the State and what the TAT Assessors believed the State, its political subdivisions, and partners can do to improve the effectiveness and comprehensiveness of their driver education and GDL efforts for novice drivers.

An additional section has been added to this report in response to the COVID-19 pandemic cataloged as Risk Management Planning. According to the Project Management Institute (PMI)⁴ and the Project Management Body of Knowledge (PMBOK Guide)⁵, “risk is an uncertain event or condition, that if it occurs, has a positive or negative effect on one or more project objectives such as scope, schedule, cost, or quality” (p.237). By utilizing the theories from PMI, an organization can be better positioned to manage or mitigate emergency situations, should they arise.

⁴ Project Management Institute, 2008. The meaning of risk in an uncertain world. Retrieved from <https://www.pmi.org/learning/library/project-risks-uncertain-world-8392>

⁵ Project Management Institute, 2017. Project management body of knowledge (PMBOK Guide). Newton Square, PA.

Following the Assessment, the State's next steps are to take the information shared in this report and the Assessment Response Workbook to move towards implementation. To get the most from the findings, Maine must review the recommendations provided in this Final Report along with supporting documentation found in the Assessment Response Workbook. The Assessment Response Workbook includes worksheets for each Section of the NTDETAS. These worksheets provide a snapshot of what the Assessors verified as part of their role with the Assessment. The Assessment Response Workbook includes a determination of how the TAT Assessor felt the State's driver education program is performing relative to the NTDETAS, using the following standardized scales:

- ✓ Not Started – State provided no evidence that work has started, did not respond, or did not follow up on a round in response to questions from TAT Assessors.
- ✓ Early Progress – Some supporting evidence but is less than 50% completed or not substantiated by corroborative evidence.
- ✓ Underway – Supporting evidence that substantiates the State is headed in the right direction but not all questions or evidence show the State meets the Standard.
- ✓ Substantial Progress – Strong supporting evidence is provided showing State progress in the area between 80% to 99% completed. Not all responses are substantiated or corroborated with substantive evidence.
- ✓ Completed – State meets the description of the ideal with substantive evidence and complete responses.

The Assessment Response Workbook also includes Summary worksheets for each section of the NTDETAS. These worksheets summarize the findings overall and include the TAT Assessors priority findings.

The State should use the Assessment Response Workbook in conjunction with the findings outlined within this report to develop a workplan. Within the Response Workbook the individual sections provide the space for the State to strategically plan implementation through a prioritizing process. Partners statewide should be engaged in reviewing future-plans, strengths, and opportunities and the prioritization process to extend the reach and importance of the investment made in this Assessment.

Additionally, State officials should consider contacting the ANSTSE to request technical assistance. Such assistance should be requested through the submission of a written letter that explains the purpose, goals, and specific areas of interest (i.e., instructor training, program administration). Contact [ANSTSE](#) for more information or to submit a Technical Assistance request.

It is to be noted that there are a variety of education and outreach initiatives conducted throughout Maine in the area of driver education and traffic safety. It is not the intent of this report to thoroughly document all such activities, nor credit the large number of individuals at all levels who are dedicated to driver education.

State Background

Population

According to the 2020 United States Census⁶, Maine has a population of about 1,362,359 persons. Maine consists of 16 counties. The State of Maine is located in the north-eastern (New England) region of the United States. Maine is divided into three distinct areas: the Atlantic Ocean Coastal Lowlands, the Central Uplands, and the mountain ranges of the Appalachian Mountains in the north-western reaches of the State.

The most populated cities in Maine are Portland with a population of 68,408 and Lewiston with a population of 37,121. Statewide, Caucasians represent 94.4% of the population, Hispanic or Latino 1.8% Black or African American 1.7%, Asian 1.3%, Native American 0.7%.

Transportation

According to the Maine Department of Transportation (DOT) the Maine's public road system consists of 22,787 miles. The State Highway System has 5,022 miles. City and town-maintained roads total 16,484 miles. The major roadways fall under the jurisdiction of the Maine DOT, which operates the State highway system⁷.

Highway Safety

Figure 1: Traffic Safety Performance (Core Outcome) Measures for Maine

Core Outcome Measures		Year									
		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Traffic Fatalities	Total (C-1)	161	136	164	144	131	156	160	173	136	157
	Rural	155	135	164	140	118	130	129	136	116	124
	Urban	4	1	0	4	13	26	28	36	20	30
	Unknown	2	0	0	0	0	0	3	1	0	3
Fatalities Per 100 Million Vehicle Miles Driven	Total (C-3)	1.11	0.95	1.16	1.02	0.92	1.07	1.08	1.17	0.92	1.06
	Rural	1.48	1.31	1.60	1.37	1.14	1.23	1.29	1.36	1.14	1.21
	Urban	0.10	0.03	0.00	0.10	0.33	0.64	0.58	0.77	0.43	0.65
	Unknown	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Passenger Vehicle Occupant Fatalities (All Seat Positions)	Total	122	102	124	111	104	101	120	115	101	103
	Restrained	69	47	49	55	63	48	57	62	52	52
	Unrestrained (C-4)	40	51	75	55	41	53	60	53	49	48
	Unknown	13	4	0	1	0	0	3	0	0	3
Alcohol-Impaired Driving Fatalities (BAC=.08+)** (C-5)		40	23	50	41	37	50	63	48	39	50
Speeding-Related Fatalities (C-6)		83	69	78	50	39	60	56	50	42	49
Motorcyclist Fatalities	Total (C-7)	19	15	24	14	11	32	18	26	23	27
	Helmeted	8	4	10	1	7	8	6	9	5	7
	Unhelmeted (C-8)	11	11	14	13	4	24	12	17	18	20
	Unknown	0	0	0	0	0	0	0	0	0	0
Drivers Involved in Fatal Crashes	Total	203	169	215	188	172	190	205	251	178	189
	Aged Under 15	0	2	1	1	0	0	0	0	0	1
	Aged 15-20	24	22	20	17	16	13	19	18	9	11
	Aged Under 21 (C-9)	24	24	21	18	16	13	19	18	9	12
	Aged 21 and Over	179	145	194	170	156	177	185	231	169	176
	Unknown Age	0	0	0	0	0	0	1	2	0	1
Pedestrian Fatalities (C-10)		12	10	9	11	9	19	17	20	6	16
Bicyclist and Other Cyclist Fatalities**** (C-11)		1	0	1	4	2	0	4	2	2	2
Observed Seat Belt Use*** (B-1)		82.0	81.6	84.4	83.0	85.0	85.5	85.8	88.9	88.5	88.5

⁶ U.S. Census Bureau (2019). *QuickFacts – Maine*. Retrieved from <https://www.census.gov/quickfacts/fact/table/ME/BZA210219>

⁷ MDOT, 2017. State of Maine roadway information. Retrieved from <https://www.maine.gov/mdot/csd/docs/roadwayinfo/2017/StatewideTotal.pdf>

Maine 2019 Traffic Safety Facts⁸ reveal (Figure 1):

- Maine experienced 157 fatalities on its roadways, which was a 1.4% decrease from the previous year (2019).
- Maine had 1.06 deaths per 100 million miles traveled.
- Teen drivers, aged 15-20, represented 7% of all drivers involved in fatal crashes.
- Teen drivers were involved in 11 fatal crashes out of 157 total traffic fatalities.

In 2019, teens aged 15-20 were involved in 9,372 crashes out of 34,248 total crashes with 6,121 teens identified as drivers in those crashes. In 2019, there were three teens killed in crashes (a 14-year-old passenger, an 18-year-old driver and a 19-year-old motorcycle operator). In 2018, teens aged 15-20 were involved in 8,732 crashes out of 34,361 total crashes with 5,811 teens identified as drivers in those crashes. In 2018, there were 11 teens killed in crashes (a 13-year-old passenger, 17-year-old driver, three 18-year-old drivers and two passengers, and one 19-year-old driver and three passengers). See Figure 2 for more information.

Figure 2: Comparison of Maine Crashes by Year and Age

15-20 YOs	Crashes	Teens Involved	Teen Drivers
2018	34,361	8,732	5,811
2019	34,248	9,372	6,121

In April 2021, there were 48,361 active licensed teens (15-20 years-old) out of 1,123,177 total active licensed drivers, meaning 4% of licensed drivers are teens.

Priority Recommendations

Program Administration

- 1.1: Create an advisory board for both public and commercial school driver education programs which includes program stakeholders. See *ANSTSE's Guidelines for Establishing State Driver Education Advisory Boards* for more information.
- 1.1: Increase staffing levels or assignments so the rules that exist for licensing schools, registering instructors, monitoring instructor performance, instructor prep, and new instructor development are followed and accomplished.
- 1.2: Evaluate the course completion information, at the student and course level, for overall program improvement.
- 1.4 Create a statewide driver education strategic plan with performance measures and goals in cooperation with the Maine Bureau of Highway Safety.

Education and Training

- 2.1.2: Require "written lesson plans for classroom, behind-the-wheel, observation time, simulation, and driving ranges that include goals, objectives, and outcomes for learning". The following sub-components are not met: active learning/higher-order critical thinking skills, opportunity for learner reflection, and curricula that is culturally competent.

⁸NHTSA (2019). *Traffic Safety Facts – Maine2015-2019*. Retrieved from: <https://cdan.nhtsa.gov/SASStoredProcess/guest>

- 2.2.2: Require all driver education providers and instructors to give formal ongoing feedback to students and parents/guardians on classroom and behind-the-wheel instruction progress.
- 2.4: Create Rules that govern and define parameters by which online delivery of driver education is designed, delivered, and how students are assessed.

Instructor Qualifications

- 3.3.1 & 3.2.2: Change the focus on Class A to teaching/learning theories and teaching classroom instruction. Expand the focus in Class B on behind-the-wheel instruction. Follow the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) Attachments C and D in developing the topics and components of each course.
- Require all instructor training programs to meet the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) Section 3, Attachment C (Stages for Driver Education Instructor Preparation Program) and utilize the Association of National Stakeholders in Traffic Safety Education Model Teacher Training Materials

Coordination with Driver Licensing

- 4.1.1: Establish formal communication channels between the Driver/Rider Education Section and the Driver License Services Division to communicate and collaborate on driver education opportunities.
- 4.3.1 & 4.3.2: Develop and implement a judicial outreach program on the learner's permit, intermediate license requirements, and sanctions for court personnel, prosecutorial, and law enforcement representatives to ensure sanctions for noncompliance with licensing requirements are enforced uniformly.

Parent/Guardian Involvement

- 5.2.2: Ensure parent/guardian seminars outline the parent's responsibility and opportunities to reduce their teen's risk and should include learning intentions for parents as well as a success criterion for instructors and programs. *See ANSTSE's 2020 Core Elements of Driver Education Parent / Guardian Seminars.*
- 5.3.1: Require driver education providers to inform parents/guardians of their teen's progress throughout the driver education course and receive a post-course final assessment report that informs them of the progress and proficiency of their teen driver.

Assessment Findings

Section 1. Program Administration

Summary

Maine's progress is underway in the Program Administration section of the Novice Teen Driver Education and Training Administrative Standards (NTDETAS). Almost one-half of the Program Administration standards are considered complete or show substantial progress, about one-third are underway, with the remaining standards not started or addressed.

Coordination and leadership of the State's driver education program rests with one State agency; the Maine Secretary of State (SOS). Within the Department, the direct program responsibility lies with the Bureau of Motor Vehicles (BMV). Staffing of the headquarters function at BMV is in the Division of Enforcement, Anti-Theft & Regulations, Driver/Rider Education Program.

This oversight responsibility was given to this division approximately three years ago. The State's driver education headquarters staff are engaged and energetic. There is one primary position to carry out the responsibilities of the program. Other support and investigative positions are considered to be dedicated part-time to the driver education program. Current delegated responsibilities outpace the ability of the current staffing levels to successfully complete and leave room for strategic planning. Some of the State agency personnel have completed the instructor development courses. There is a long history of staff engagement in the driver education program.

The headquarter program funding is provided through BMV fees. Course registration fees cover the costs for the providers and there is no statutory or administrative rule cap on the fees charged by providers. There is a consistent and uniform process for application reviews and audits of driver education schools that are provided by the commercial driver training schools with a few being housed in public schools. Curriculum standards have been established and were reviewed by the Technical Review Panel (TRP). Materials such as the *Maine Motorist Handbook and Study Guide* are used and available to all programs. Driver education program rules for schools and instructors regarding course structure, administrative reporting, continuing education for instructors, audits, and student evaluation are the same for public and commercial schools.

The interaction of the BMV staff for the management of the driver education program and driver licensing is through informal meetings as needed. An advisory board that includes owners, managers, instructors, and stakeholders of the State's driver education program has not been established. Primary communication is through e-mail and the State/regional driver education association conferences.

Records of the participants and instructors for commercial schools are submitted in hard copy or scans which allows the information to be held in a confidential filing system. Authority exists and is expressed through statute and administrative rule for the protection of personally identifiable information. There is limited to no evaluation of the information provided to the headquarters office. A link between the driver education course and the driver license record or crash records has not been established.

Classroom and behind-the-wheel (BTW) delivery of driver education is monitored through announced and covert audits. State level information from these assessments, as well as individual

program performance, is tracked but currently the information is not being used to help manage the overall program in Maine. Driver education program delivery in the commercial schools can be tailored to the local community and instructor preferences. Curriculum that is culturally competent is dependent upon the individual school or instructor as there is no State requirement to be followed.

A strategic guidance document, performance measures, research, or data evaluation plan for the driver education program is not currently in place. The Maine Bureau of Highway Safety has helped create strategic plans for multiple highway safety program areas and has stated they will assist the BMV to develop a driver education strategic plan.

Planned Initiatives

Maine's planned actions for Section 1: Program Administration include:

- 1.1: Communication between the BMV staff for the management of the driver education program and driver licensing is through informal meetings on an as-needed basis with plans for a more routine and consistent schedule.
- 1.3: Crash data is available to the driver education program for research and evaluation purposes.
- 1.4: The Maine Bureau of Highway Safety has assisted with the development of Strategic Plans for multiple highway safety topic areas and expressed an interest in assisting with the same document for driver education.

Strengths

Maine's strengths for Section 1: Program Administration include:

- 1.1: Commercial schools have one single State office for oversight and leadership.
- 1.1: The *Maine Motorist Handbook and Study Guide* is available to schools, parents/guardians, and students.
- 1.2: Program expectations are carried in administrative rule and are applicable to public and commercial schools equally.
- 1.2: The State's driver education program manager is very familiar with the program, laws, rules, and program delivery.
- 1.2: Audits, announced and unannounced (covert), are conducted.
- 1.2: The application process for public schools, commercial schools, and instructors are established and reviewed under the same set of program rules.
- 1.2: Student, instructor, and course data is collected at the State level.
- 1.3: Crash data is available to the driver education program for research and evaluation purposes.
- 1.3: The State driver education program staff are funded through Bureau of Motor Vehicles fees; commercial school programs are funded locally through course registration fees.
- 1.4: A Technical Review Panel is convened when rule changes are being proposed.

Opportunities/Recommendations

Maine's opportunities/recommendations for Section 1: Program Administration:

- **1.1: Create an advisory board for both public and commercial school driver education programs which includes program stakeholders. See *ANSTSE's Guidelines for Establishing State Driver Education Advisory Boards* for more information.**

- 1.1: Require State driver education program staff to participate in the instructor development training that is required for front line instructors.
- 1.1: Publish program procedures, policies, and guidance documents in a central location, available on the web, and in a consistent format.
- **1.1: Increase staffing levels or assignments so the rules that exist for licensing schools, registering instructors, monitoring instructor performance, instructor prep, and new instructor development are followed and accomplished.**
- 1.2: Track and report information on students that fail the driver education course, or begin the course but do not finish, to make program changes to reduce the rate of incompletes and failures.
- **1.2: Evaluate the course completion information, at the student and course level, for overall program improvement.**
- 1.2: Ensure driver education programs are culturally competent by reflecting multi-cultural education principles including, but not limited to, alternate language options for the diverse learning style needs of the citizens of Maine.
- 1.3: Share crash and citation data trends with driver education programs to allow them to better focus training efforts when and where needed.
- **1.4 Create a statewide driver education strategic plan with performance measures and goals in cooperation with the Maine Bureau of Highway Safety.**
- 1.4: Establish a pro-active outreach and communication effort for parents/guardians, novice teen drivers, driver education instructors, and other stakeholders.
- 1.4: Establish a driver education program management team, for the two lead Bureau of Motor Vehicles offices and the Bureau of Highway Safety, to manage driver education program expectations, research, evaluation, and coordinate responses at the statute and administrative rule levels.

Section 2. Education & Training

Summary

Maine’s progress is underway in the Education and Training section of the Novice Teen Driver Education and Training Administrative Standards (NTDETAS). Almost half of the standards in this area are completed or show substantial progress while the other half have not been started or show early progress.

The Maine Department of Secretary of State, Bureau of Motor Vehicles (BMV) provides the Rules governing driver education for the State. Driver education school curriculum is established by these Rules. Effective January 1, 2017, approved textbooks include: *Drive Right, Responsible Driving*, and *How to Drive*. Individual school owners are responsible for deciding which of the approved textbooks will be used in their program. The State ensures the approved curriculum meets the content standards as established by the American Driver and Traffic Safety Education Association (ADTSEA). Student curriculum was approved following a meeting with the boards of the Maine Driver Education Association, Maine Driver and Traffic Safety Education Association, and officials from the BMV, following which, a recommendation was brought before the Technical Review Panel (TRP). The TRP is established by Maine’s Motor Vehicle Law, Title 29-A, that requires the Secretary of State to convene a panel to assist in the development of driver education curricula. The TRP has only convened two times in 1996 and 2014 for rulemaking.

To meet the multicultural educational needs of students, there does not appear to be guidance by the State. The BMV pays for interpreter services if requested, there is no cost to the student or school. Individual programs will refer to specialized programs or accommodate students who are on an individualized education plan to the best of their ability. Instructors interviewed would like more guidance and training for teaching students with disabilities (e.g., autism).

Maine's requirement for driver education classroom instruction is 30 hours and may not exceed 10 hours in any seven-day period. As per Chapter 9 Rule, no more than three hours of classroom instruction may be provided on any calendar day. Additionally, all students shall receive on the road instruction consisting of at least 10 hours of behind-the-wheel (BTW) instruction, not to exceed two hours for a student on any calendar day. Classroom and BTW instruction can be conducted in an integrated, concurrent format, unless the instructor determines that a student has not mastered a skill necessary to progress to the next driving skill. However, the language and structure of the Rule, leads to interpretation that the three main sections may be taught as a learning sequence, leading to instances where the BTW lessons are occurring weeks or months after classroom instruction has concluded. To meet the requirements of the concurrent learning format, the course shall be at least 30 days in duration.

The student/teacher ratio for classroom instruction is no more than 30 students for one teacher. A classroom teacher may not teach more than one class at a time. For BTW instruction, the number of students in the vehicle per lesson is not regulated.

It is the responsibility of the school to create and execute a plan that evaluates student progress to assure course objectives are met. The State does not provide guidance or criteria for the type, timing, or method of evaluation other than requiring a final examination. Schools must provide their written policy for progress evaluation to students prior to the start of the program. The State requires that student record sheets are maintained by the school for a period of at least two years from the date the program was completed. Instructors interviewed reported a variety of student feedback methods, ranging from structured "grade books," electronic communication, social media group conversations, to informal one-on-one conversations post driving session. Parents interviewed recalled inconsistency with feedback and discussion of areas for improvement.

Course completion certificates are issued by the school to students who successfully complete all course requirements. A driver education school is provided latitude to establish additional reasonable requirements (e.g.: performance standards), that the student must meet to obtain a completion certificate. Withholding a completion certificate solely due to failure to pay school fees is prohibited.

Driver education vehicles are required to comply with motor vehicle statues, display a sign listing the school's name that is visible from 30 feet, have a dual brake and clutch pedals, and an inside mirror. Each school vehicle shall be examined and approved by the Secretary of State.

Maine does not have Rules for the online delivery of driver education, including, but not limited to, standards that govern instructor training, process for State approval, or maximum time allowed per session. State approved American Automobile Association (AAA) *How to Drive* curriculum includes online independent learning components. Additionally, *Driversed.com* is approved as a component and used in one school. To date, Maine has only approved online training within a blended delivery system. It is worth noting, beginning in 2020 due to the COVID-19 pandemic, that

schools were allowed to provide remote instructor-led classroom education. The Secretary of State approved online or distance learning during the pandemic and provided policy guidance by email to instructors.

Strengths

Maine's strengths for Section 2: Education and Training include:

- 2.1.1: Driver education curricula meets or exceeds current nationally recognized content standards.
- 2.1.3: Requires 10 hours behind-the-wheel training.
- 2.1.5: Each student is provided a textbook to use as an integral part of the program.
- 2.1.6: End of course knowledge and skill assessment examinations are required.
- 2.2: Providers are required to maintain classroom and behind-the-wheel instructional records for each student.
- 2.3.1: Classes are limited to 30 students and student/teacher ratios are within the Novice Teen Driver Education and Training Administrative Standards (NTDETAS).
- 2.3.2: Minimum standards are established for the number of classroom students per square foot of space.

Opportunities/Recommendations

Maine's opportunities/recommendations for Section 2: Education and Training:

- **2.1.2: Require "written lesson plans for classroom, behind-the-wheel, observation time, simulation, and driving ranges that include goals, objectives, and outcomes for learning". The following sub-components are not met: active learning/higher-order critical thinking skills, opportunity for learner reflection, and curricula that is culturally competent.**
- 2.1.3: Adopt legislation and/or regulation that:
 - Increases minimum classroom hours from 30 to 45 hours.
 - Requires 10 hours of additional flexible, verifiable instruction.
 - Requires second stage driver education of at least 10 hours.
- 2.1.4: Require that instruction offers "concurrent and integrated" classroom and behind-the-wheel training and is not completed in fewer than 30-days.
- 2.1.7: Require a formal method of post-course driver education program evaluation that is to be conducted by either the student and/or parent/guardian.
- 2.2.1: Require all driver education providers to conduct valid post-course evaluations to be completed by students and parents/guardians that measures the effectiveness of the driver education program.
- **2.2.2: Require all driver education providers and instructors to give formal ongoing feedback to students and parents/guardians on classroom and behind-the-wheel instruction progress.**
- 2.3.4: Amend current Rules so that all driver education vehicles should be required to be equipped with the following: instructor eye-check mirror and rear-view mirror and ensure that the signage is visible from all sides of the vehicle.
- **2.4: Create Rules that govern and define parameters by which online delivery of driver education is designed, delivered, and how students are assessed.**

Section 3. Instructor Qualifications

Summary

The State is well underway in the Instructor Qualification section of the Novice Teen Driver Education and Training Administrative Standards (NTDETAS). The State has completed five of the Standards, made substantial progress on two of the Standards, and have underway five of the Standards. They have early progress on two of the Standards.

Currently the Maine Secretary of State (SOS) oversees instructor training for driver education schools. There are currently 10 schools approved to provide instructor training, but only four consistently provide the training. Maine has established the following prerequisites for instructor candidates: must be least 21 years of age and has a high school diploma or its equivalent; has at least four years of driving experience as a licensed operator and possesses a valid license; if a person has not held a Maine license, a certified copy of the persons driving record and proof of licensure from any state in which a license was held in the preceding six years must be provided with the instructor application; the person has not been convicted for a moving criminal traffic offense within the last six years, other than operating with an expired registration or operating without a license when the license had expired less than five years before; has not been designated as an accident prone driver pursuant within the last year; has not had a driver's license suspended or revoked within the last six years; has not been convicted of any Class A, B or C crime within the last ten years; passes an examination administered by the SOS consisting of a knowledge, vision and road test in a representative vehicle; has completed a first aid course approved by the SOS within the preceding three years; completed a driving dynamics or defensive driving course approved by the SOS within the preceding year; does not have any physical, emotional or mental impairment which would prevent driver licensure; and required to pass initial and every five years state criminal background checks. It should be noted, the State discontinued conducting the pre-screening road test in a representative vehicle in 2020 due to staff assignments.

All out-of-state drivers applying to be licensed as a driver education instructor must provide a criminal background check from the state of record upon initial application and each renewal of the instructor license; with approval from the SOS, a person from another state who has been licensed as a driver education instructor in another state in the preceding five years, may be exempted by providing proof of driver education instructor certification requirements and applicable certification documents.

The State of Maine has two classifications for a driver education instructor license, including a Class A and Class B. The Class A instructor license authorizes the holder to teach both classroom and behind-the-wheel phases of driver education within a licensed driver education school. The Class B instructor license authorizes the holder to teach only the behind-the-wheel phase of driver education within a licensed driver education school. A driver education instructor license expires two years from the date of issuance and has a fee of \$200.00.

Instructor preparation courses are taught at driver education schools. The State does accept the use of ANSTSE Teacher Training Curriculum, but most driver education schools submit their own curricula for approval based upon the State rules on course requirements. The introductory course in driver education for Class A driver education instructor license applicants must be based on the

approved curriculum standards; include components in harassment prevention; teaching students with special needs; include peer teaching; provide a minimum of 90 hours of instruction which includes; 45 hours of classroom time, 25 hours of observation of the classroom portion of a driver education course, five hours of behind-the-wheel peer teaching/instruction, ten hours of behind-the-wheel in-vehicle observation with a beginning driver, and five hours of independent study. The curriculum must be submitted to the SOS for review and approval. The State does not require instructor preparation courses to cover content on teaching and learning theories.

The introductory course in driver education for Class B driver education instructor license applicants must be based on the approved curriculum, include three hours of administrative responsibilities, one hour of the instructor trainer demonstrating mandatory and optional driving skills, and three hours of the instructor candidate peer teaching the instructor trainer behind-the-wheel (a total of eight hours). The proposed curriculum must be submitted to the SOS for review and approval. Eight hours of training for behind-the-wheel instructors is well below the recommendations in the NTDETAS Attachments C and D.

In rule, instructor candidates completing the Class A course (Classroom) and Class B (behind-the-wheel) may provide the appropriate instruction for up to 30 days under the direct supervision of a Class A driving instructor who has been licensed as such for at least five years. The 30 days is optional and not required.

The State may approve one person from each driver education school to conduct the introductory course in driver education for Class A driver education instructor license applicants. A Class A instructor trainer candidate has two options for obtaining the license. Option one: hold a bachelor's degree, have held a valid Class A driver education instructor license for the preceding three years, taught at least five complete driver education courses, and must be observed and approved by the SOS when teaching the first classroom and behind-the-wheel instruction. Option two: hold a valid Class A driver education instructor license for the preceding five years and taught at least ten complete driver education courses. In addition, instructor trainer candidate must not have violated any statute or rule governing driver education, or any condition or restriction placed on any license issued for which administrative or other enforcement action was taken within the last five years; must complete an instructor trainer program as approved by the SOS, and must be observed and approved by the SOS when teaching the first classroom and behind-the-wheel instruction. The curriculum content resources used in the instructor trainer programs may include one or more of the items: ANSTSE Model Materials for the Teaching Task, AAA How to Drive, Responsible Driving, and/or Drive Right. The State does not offer an approved instructor training program for instructor trainer candidates.

The State may approve one person from each driver education school to conduct the introductory course in driver education for Class B driver education instructor license applicants. A person seeking authorization to teach the Class B instructor course must meet the following requirements: must be a licensed Class A driver education instructor for the preceding five years and have taught at least 10 complete driver education courses; must not have violated any statute or rule governing driver education or any condition or restriction placed on any license issued for which administrative or other enforcement action was taken within the last five years; must complete an instructor preparation program as approved by the SOS; and must be observed and approved by the

SOS when teaching the first classroom and behind-the-wheel instruction of a Class B driver education instructor introductory course in driver education taught by the person. The State does not offer an approved instructor training program for instructor trainer candidates.

Class A instructor candidate training is conducted by ten driver education schools. Twenty-five driver education schools are approved providers for the Class B instructor courses. Nine of the driver education schools conduct A and B instructor courses.

Prior to the issuance of a driver education instructor license, the Rules Governing Driver Education, Chapter 9, Paragraph 4, Section 7, an applicant must successfully complete a knowledge, vision, and road test administered by the SOS. The knowledge test consists of at least 50 questions which measures an applicant's knowledge of traffic laws, safety, rules of the road, signs, and other driver responsibilities. An applicant must score at least 80 percent to pass the knowledge test. An applicant must meet the vision standards established by the SOS. The statutes were amended in 2020 which no longer requires the road test.

The SOS will make a formal assessment of newly licensed driver education instructors approximately six months after first starting teaching driver education. This is for both classroom and behind-the-wheel instruction.

Continuing education and training is required for driver education instructor license renewal. A person must complete a minimum of 16 hours of continued education within each two-year period following the issuance of the initial driver education instructor license. The SOS may approve, prior to participation and on an individual basis, courses, conferences, workshops, webinars, seminars, or digital learning which satisfy the requirement. Course pre-approval is obtained by submission and approval of a syllabus, course outline, or conference agenda. Proof of continued education must be submitted with each renewal application. In addition, a person licensed as a Class A driving instructor, must provide at least 60 hours of classroom instruction and 20 hours of behind-the-wheel instruction in each two-year period following the issuance of a renewed or initial driver education instructor license. A person licensed as a Class B instructor, must provide at least 40 hours of behind-the-wheel instruction in each two-year period following the issuance of a renewed or initial driver education instructor license. Student record sheets must be provided as proof of instruction. Other related teaching experience may satisfy this requirement if an applicant for license renewal can show good cause, in writing, why driver education instruction was not provided.

Strengths

Maine's strengths for Section 3: Instructor Qualifications:

- 3.1.1 & 3.5.4: Prerequisites for instructor candidates include state identification background and criminal history checks initially and every five years, clean and acceptable driving record, a valid driver license, completed a first aid course, complete driving dynamics or defensive driving course, meet health requirements, and be at least 21 years of age and at least four years of driving experience.
- 3.1.2.a & 3.4.1.a: A driver knowledge test is given at the end of the driver education instructor preparation program. The emphasis is on the Maine rules of the road, alcohol, and roadway signs

- 3.2.1 & 3.2.2: Driving school instructor trainers and driver education instructors for the Class A course (classroom and behind-the-wheel instruction) receive 90 hours of training. All instructor training courses must be approved by the State.
- 3.2.3: The instructor candidates' courses reviewed had sufficient time allotted for classroom peer teaching on topics which are part of the driver education curriculum.
- 3.5.1: The provision of a minimum of sixteen hours of continuing education every two years following the issuance of the initial driver education instructor license.
- 3.5.4: Additional course requirements stated in the rules/regulations include first aid and dynamics or defensive driving courses.

Opportunities/Recommendations

Maine's opportunities/recommendations for Section 3: Instructor Qualifications:

- 3.1.1.c: Review state and federal criminal history record information for screening current driver education instructors more frequently.
- 3.1.2.b: Re-implement the requirement for instructor candidates to pass a basic driving skills assessment prior to the issuance of a driver education instructor license.
- **3.3.1 & 3.2.2: Change the focus on Class A to teaching/learning theories and teaching classroom instruction. Expand the focus in Class B on behind-the-wheel instruction. Follow the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) Attachments C and D in developing the topics and components of each course.**
- 3.3.1: Require all instructor candidates to teach with a Class A and Class B instructor to deliver both classroom and behind-the-wheel course content during a regularly scheduled driver education course to novice students where the instructor candidate is being supervised and evaluated.
- 3.4.1.a: Revise the Secretary of State's instructor knowledge test to include assessment of the driver education instructor's knowledge of Maine driver education administrative rules and regulations, instructor and program responsibilities, classroom and behind-the-wheel teaching theories, classroom resources, in-vehicle equipment, assessment requirements for both classroom and behind-the-wheel, record keeping requirements, etc.
- 3.4.1.a: Enhance the battery of questions for instructor candidates exit knowledge exam to include 3.2.1 topics.
- 3.4.1.c: Develop and implement an in-vehicle teaching skills assessment utilized at the end of the Class A and Class B instructor training courses to ensure a minimum level of proficiency in teaching driver education behind-the-wheel.
- **Require all instructor training programs to meet the Novice Teen Driver Education and Training Administrative Standards (NTDETAS) Section 3, Attachment C (Stages for Driver Education Instructor Preparation Program) and utilize the Association of National Stakeholders in Traffic Safety Education Model Teacher Training Materials.**

Section 4. Coordination with Driver Licensing

Summary

Maine's progress is well underway towards meeting the standards outlined in the Coordination with Driver Licensing section of the Novice Teen Driver Education and Training Administrative Standards (NTDETAS). Most Standards have progress while a few are not started or are in early progress.

Maine has made some early progress with coordination, collaboration and communication between Driver License Division and Driver/Rider Education Section. The Driver/Rider Education Section is located within the Maine Department of Secretary of State (SOS) Bureau of Motor Vehicles (BMV) Enforcement, Anti-Theft, & Regulations Division and the Driver License Division within the SOS, both within the same government building. Previously, the Driver/Rider Education Section resided within the Driver License Division and was moved to the BMV Enforcement Division in January 2018. Prior to the move, coordination, collaboration, and communication occurred more regularly and since the move minimally. Historically, the two communicated informally on an as needed basis through emails, phone calls and meetings, and worked on projects as needed. The offices have informally discussed the need to restart formal communication channels.

The Driver Education Section has access to statistical information from the Driver License Division including pass/fail rates for the driver licensing exams, conviction data, crash data, etc. Cumulative and longitudinal data reports are not generated and shared. Data are not utilized for improvements to the driver education program or to communicate trends and crash causation factors to providers due to staffing constraints.

Maine has completed the process for adopting a formal multi-stage licensing system which is detailed in Title 29-A. Maine's multi-stage licensing system consists of three stages including a learner's permit, an intermediate license and full licensure.

The minimum age to apply for a learner's permit is 15 years of age. Applicants under the age of 18 must complete an approved driver education course before applying for a learner's permit. After an applicant has successfully passed all parts of an examination, other than the driving test, the SOS may issue a learner's permit which is valid for a period of 2 years. The permittee is required to be accompanied by a licensed operator who:

- (1) Has held a valid license for at least two years;
- (2) Is at least 20 years of age;
- (3) Is occupying a seat beside the driver; and
- (4) Is licensed to operate the class vehicle operated by the permittee.

The accompanying operator must adhere to all restrictions applied to the license when functioning as the permittee's accompanying operator. The State does not reduce the time requirement in the multi-stage licensing system for completion of a driver education course.

The SOS may issue a restricted learner's permit to an applicant who is enrolled in a driver education program that includes practice driving. That permit is valid:

- (1) For a school year or other specified period; and
- (2) Only when the permittee is accompanied by a driver education teacher or a commercial driver education instructor licensed by the SOS.

An applicant with a physical, mental, or emotional condition that impairs the safe operation of a motor vehicle may operate on a restricted learner's permit without being enrolled in a driver education program for the purpose of an initial behind-the-wheel assessment. The driver education teacher or commercial driver education instructor must be licensed as an occupational or physical therapist with the Department of Professional and Financial Regulation.

Applicants under the age of 21 are required to hold the learner's permit for six months and complete a minimum of 70 hours of supervised driving practice, including 10 hours of night driving, while accompanied by a parent, guardian, or licensed driver at least 20 years of age. The supervising driver must certify the learner's practice driving time on a form prescribed by the SOS.

Intermediate license restrictions include handheld electronic devices or mobile telephone while in the operator's seat; carrying passengers other than immediate family members, unless accompanied by a licensed operator; and operation of a motor vehicle between the hours of 12 a.m. and 5 a.m. The restrictions apply for a period of 270 days from license issuance. The period of license restrictions may extend beyond the person's 18th birthday. The earliest a teen may obtain a full license is 16 years of age as long as they have fulfilled all of the requirements, although restrictions will still apply for 270 days from date of issuance.

A person who is adjudicated for violating the license restrictions shall have the restrictions imposed for an additional period of 270 days in addition to fines and license suspensions if applicable. The additional period of license restrictions may extend beyond the person's 18th birthday.

The SOS makes available to applicants a set of two decals that may be placed on the motor vehicle driven by the licensee that indicates the driver may be a holder of an intermediate license.

Maine has not made progress on the coordination and education of courts, prosecutors, and law enforcement regarding teen drivers. The State does not provide training for judges, prosecutors, or law enforcement on learner's permit and intermediate license laws and restrictions. The State does not have a system to ensure sanctions for noncompliance of novice teen licensing laws are enforced uniformly. No ongoing formal evaluation on the effectiveness of the novice teen licensing laws has been conducted. Law enforcement representatives are present during the Technical Review Panel (TRP) meetings when the State undertakes a rulemaking process. The TRP convened in 1996 and 2014 for rulemaking. The driver education program is a part of the BMV Enforcement Division and works with the Bureau of Highway Safety (BHS) on projects.

Current senior judges generally train new judges on licensing laws, rules, and regulations. Some judicial courses are taught at the police academy, yet there is no direct education or outreach to current judiciary or law enforcement representatives regarding teen drivers. The BHS has a Judicial Outreach Liaison (JOL) position although the position is currently vacant. The BHS will conduct workshops with courts and law enforcement on driver safety issues although they tend to focus on impaired driving issues. There was a general feeling that courts tend to be lenient on licensing violations as they are overwhelmed by other types of court cases.

Maine has made substantial progress on driver license knowledge and skills testing. The SOS recently published a revision of the Maine Driver License Manual which utilizes a majority of the model language contained in the American Association of Motor Vehicle Administrators

(AAMVA) *Noncommercial Model Driver Testing System* (NMDTS) model driver manual. The SOS is in the process of converting the manual into an HTML format for digital use which will be available in multiple languages.

The SOS utilizes Intellectual Technologies, Inc. (ITI), formally Solutions Through Software (STS), to conduct automated knowledge testing for all applicants. Questions have been developed by ITI/STS and the SOS. The automated testing system utilizes an algorithm to draw from knowledge domains (e.g., rules of the road) and an emphasis is placed on imparted driving. The item pool of possible questions consists of several hundred of which 30 are asked of each applicant and a score of 80% or higher is required to pass.

Driver education courses may conduct the permit knowledge test for student enrolled in the course. The pre-printed Final Exam utilizes two forms (A and B) which consists of 50 multiple choice questions. The exams utilize the same set of questions but in a different order. This test is only updated/refreshed periodically, and the latest version was issued to schools in 2017. An updated version was issued in late 2021 and was recalled due to some typographical errors.

The SOS Road Test is a robust test which is based on AAMVA's NMDTS and Commercial Driver License (CDL) road tests.

While the SOS licensing test system (driver manual, knowledge test and road test) has not been determined to be empirically based or measured for test validity and reliability, they are based established test systems, including the AAMVA NMDTS and CDL road tests, which are empirically based and have been measured for test validity and reliability.

Strengths

Maine's strengths for Section 4: Coordination with Driver Licensing include:

- 4.2.1: Multi-stage driver licensing system.
- 4.2.1: Restrictions for handheld electronic devices, passengers, and nighttime driving.
- 4.2.1: Restrictions are applied for 270 days from issuance date of intermediate license.
- 4.2.1: Violation of intermediate license restrictions restarts the 270-day restriction period.
- 4.2.2: Driver education requirement for anyone under the age of 18 to apply for a learner's permit.
- 4.2.3: No reduction of time in the multi-stage licensing system for successful completion of a driver education course.
- 4.4.1: The new Maine Driver's Manual utilizes the American Association of Motor Vehicle Administrators (AAMVA) *Noncommercial Model Driver Testing System* (NMDTS) driver manual language and is being converted to HTML format for digital use and availability in multiple languages.
- 4.4.1 & 4.4.2: Maine utilizes an automated knowledge testing system which randomly draws questions from a large pool of possible questions.
- 4.4.1 & 4.4.2: The Maine Road Test is based on the American Association of Motor Vehicle Administrators (AAMVA) *Noncommercial Model Driver Testing System* (NMDTS) and Commercial Driver License (CDL) road tests and utilizes many of the same elements.

Opportunities/Recommendations

Opportunities/recommendations for Section 4: Coordination with Driver Licensing:

- **4.1.1: Establish formal communication channels between the Driver/Rider Education Section and the Driver License Services Division to communicate and collaborate on driver education opportunities.**
- 4.1.1: Conduct regular meetings of the Technical Review Panel (TRP).
- 4.1.1: Establish a system to monitor, report, and analyze crash and citation data to determine opportunities for improvements to the State's driver education program.
- 4.1.1: Share crash and citation data trends with driver education schools to allow them to better focus training efforts on high-risk concerns as needed.
- **4.3.1 & 4.3.2: Develop and implement a judicial outreach program on the learner's permit, intermediate license requirements, and sanctions for court personnel, prosecutorial, and law enforcement representatives to ensure sanctions for noncompliance with licensing requirements are enforced uniformly.**
- 4.3.1 & 4.3.2: Provide training for courts and law enforcement representatives on learner's permit and intermediate license requirements and sanctions during conferences, workshops, rollcalls, and other related events.
- 4.3.3: Evaluate the effectiveness of learner's permit and intermediate license enforcement and sanctions efforts.

Section 5. Parent/Guardian Involvement

Summary

Maine has completed early progress towards meeting the recommendations outlined in the Parent/Guardian Involvement section of the Novice Teen Driver Education and Training Administrative Standards (NTDETAS), primarily by providing resources for parents/guardians and having clearly defined graduated driving laws (GDL) with extended driving practice hours. However, there are opportunities for the State to make additional progress. The area of parent/guardian involvement may offer one of the greatest opportunities for enhancing the State driver education program.

Maine has already completed some work in areas of major importance to improve parent/guardian involvement. Maine requires a parent/guardian to attend one of the following educational sessions; classroom instruction for two hours, parent ride along for one hour, or class orientation for one hour.

Maine does not have a required parent/guardian seminar that focuses on the parent/guardian's responsibilities and opportunities related to their teen driver. They are individual parent/guardian choices to attend a student course and the learning intention is not focused on responsibility and opportunities to reduce their teen's risk as a new driver. Also, Maine does not require formal communication between parents/guardians and driver education providers during behind-the-wheel or classroom instruction.

Maine has planned initiatives that will directly improve parent/guardian involvement. These initiatives will affect how parents/guardians are receiving information regarding their GDL responsibilities and improve communication with driver education providers, law enforcement, and the court system.

Maine requires parents/guardians, through a Graduated Driver License (GDL) program to supervise an extended instructional permit period of at least 270 days and conduct a minimum of 70 hours of supervised practice driving, ten of which must be at night. Maine requires driver education for those under the age of 18. Participation in the driver education program does not reduce the minimum of 70 hours of supervised practice. Through the *Road Ready* app and *The Parent's Supervised Driving Program* manual, the State offers increasingly challenging sample lessons/skills for parents/guardians to utilize when logging supervised practice time with their teen. This manual was developed by *The Parent's Supervised Driving Program* and is distributed by the local BMV to parents/guardians of a new teen driver. However, there is no requirement for parents/guardians to practice specific lessons/skills.

To apply for a driver's license in Maine you must be at least 16 years of age and have completed an approved driver education course. You are required to complete 70 hours of supervised driving practice, which must include 10 hours of night driving, and have held a learner's permit for at least six months. The 70 hours of practice driving must begin after being issued a learner's permit. The new driver must be accompanied by a supervising driver who is at least 20 years old and has held a driver license for at least two years. A license issued to a person under the age of 18 is an intermediate license, which prohibits the licensee from carrying passengers other than immediate family members, operating a motor vehicle between the hours of 12 a.m. and 5 a.m.; and operating a motor vehicle while using a mobile phone. A person must hold an intermediate license for 270 days from the date the license was originally issued before they can receive an unrestricted license.

During the intermediate license period, violation of these license restrictions, will result in the extension of the intermediate license restrictions and license suspension. An operator's license is considered a provisional license for two years following initial issuance. The intermediate restrictions do not apply after 270 days, but a conviction for any moving violation during the two-year provisional license term will still result in license suspension.

Maine does not require providers to inform parents/guardians on their teen's progress throughout the course, or to receive a post course final assessment. Some providers do so through verbal updates to the parent/guardian.

Maine provides some resources to parents/guardians to assist in supervising their teen's leaning-to-drive experience, mainly through the BMV website. The information provided includes: 1) rules, regulations, and licensing requirements; 2) a list of State approved driver education schools; and 3) a tool for logging required hours of supervised practice, which is also included in *The Parent's Supervised Driving Program* manual. The State provides access to a model "Parent-Teen Driver Agreement" document on their website. Driver education providers are not required to distribute or cover a "Parent-Teen Driver Agreement" directly to a parent/guardian.

Parents/guardians play a vital role that should support and enhance driver education in the novice's learning-to-drive experience. The parent/guardian is responsible for providing driving practice, regulating the novice's driving exposure, being prepared to play their role, and assisting the novice in the learning-to-drive experience.

Strengths

Maine's strengths for Section 5: Parent/Guardian Involvement include:

- 5.1.1: State has defined GDL laws with penalties which exceed the national standards.
- 5.1.2: Intermediate driver restrictions are in effect for 270 days requiring parents/guardians to oversee for an extended period of time beyond supervised driving practice of 70 hours.
- 5.2.1: Requirement of providers to conduct parent/guardian education.
- 5.2.1 State requires the parent/guardian of a teen driver to attend one of the following: classroom instruction for two hours, parent ride along for one hour, or class orientation for one hour.
- 5.4.1: Availability and distribution of The Parent's Supervised Driving Program manual, which provides 18 practice skills lessons in different driving environments.
- 5.4.1: Availability of the downloadable RoadReady app at www.PSDPonline.com.

Opportunities/Recommendations

Maine's opportunity/recommendations for Section 5: Parent/Guardian Involvement:

- 5.2.2: Establish a formal education program management team to manage driver education program expectations, research, evaluation, and coordinate responses at the statute and administrative rule levels.
- **5.2.2: Ensure parent/guardian seminars outline the parent's responsibility and opportunities to reduce their teen's risk and should include learning intentions for parents as well as a success criterion for instructors and programs.**
See ANSTSE's 2020 Core Elements of Driver Education Parent / Guardian Seminars.
- **5.3.1: Require driver education providers to inform parents/guardians of their teen's progress throughout the driver education course and receive a post-course final assessment report that informs them of the progress and proficiency of their teen driver.**
- 5.3.1: Conduct a valid post course evaluation to be completed by parents/guardians and students that measures the effectiveness of the program.
- 5.4.1: Increase access to resources to assist parents/guardians to supervise their teen's learning-to drive experience, including a sample Parent-Teen Driving Agreement. Establish a single location for parents/guardian to have access to all information and resources about the licensing process and supervising their teen's learning-to drive experience.
- 5.4.1: Establish a formal GDL outreach program to inform court and law enforcement of GDL requirements.
- 5.4.1: Develop a method to analyze and evaluate GDL traffic citations and court actions to determine the effectiveness and enforcement of GDL restrictions.
- 5.4.1: Require a written agreement between the teen and parents that reflects the expectations of both the teen and the parent, and clearly defines the restrictions, privileges, rules, and consequences that will serve as the basis for the teen to earn, and the parent to grant progressively broader driving privileges.

Risk Management Planning

Summary

The definition of Risk has been accepted as part of the International Organization of Standardization (ISO). ISO is an independent, non-governmental body of international organizations. The definition of risk was developed by an international committee representing over 30 countries and is based on the input of several thousand subject matter experts⁹. According to PMI, Risk Management is “the identification, assessment, and prioritization of risks followed by coordinated and economical application of resources to minimize, monitor, and control the probability and/or impact of unfortunate events or to maximize the realization or opportunities. Risk can involve both known and unknown risks. The ideal situation would be to implement a planned risk response, should either occur. It is therefore essential for organizations to act in a proactive manner to develop a strategy for managing risks.

It is recommended that Maine conduct a process to determine if the State has developed a Risk Management plan for their BMV that includes driver education. While PMI recommends a set of six steps, implementing even a few basic steps will help Maine as they continue to address the COVID-19 pandemic and to address emergency preparedness in the event there is a future need for such action. A Continuity of Operations Planning (COOP) should be considered.

Opportunities/Recommendations

- Conduct a group process to identify potential risks in driver education. Include a description of the risk, timeframe and assign a risk manager (Do not name a person but assign it to a role or position. This will help in the event of staff turn-over or attrition.)
- Perform a qualitative risk analysis to further understand your organizational risks in driver education and to help plan risk response strategies.
- Develop a risk response plan for driver education. This plan will help determine when to accept, avoid, mitigate, transfer, or take some other action to address a risk, should it arise.
- Develop a COOP for driver education. The COOP addresses how essential and critical operations can continue in the event of a broad range of circumstances including all-hazard emergencies as well as natural, manmade, and technological threats and national security emergencies¹⁰.

⁹ Dittmer, J. (2013). Risk management and the PMBOK. Retrieved from https://pmiwdc.org/sites/default/files/presentations/201310/PMIW_LocalCommunity_WashingtonCircle_PresentationSlides_2013-09.pdf

¹⁰ GPO, (2020). COOP continuity of operations enables continuation of essential functions. Retrieved from [https://www.gpo.gov/continuity-of-operations-programs-\(coop\)](https://www.gpo.gov/continuity-of-operations-programs-(coop))

Appendices

Appendix 1– Team Credentials

Troy E. Costales

Consultant

Mr. Costales retired after having served the State of Oregon’s Transportation Safety Division Administrator and Governor's Highway Safety Representative since September of 1997. During his time as the Governor’s Representative, he has worked for three different Governors. Troy has over 32 years of experience in Transportation Safety, including 22 as the Administrator of the Division. He is a member of the executive management team for the Oregon Department of Transportation.

Mr. Costales was the 2011-2012 Chairman of the Governor’s Highway Safety Association. He also served on: the American Association of State Highway and Transportation Officials (AASHTO) – Standing Committee on Highway Safety, AASHTO’s Strategic Highway Safety Plan initiative, NHTSA’s Impaired Driving program management course writing team, Transportation Research Board’s Transportation Safety Management Committee and the Naturalistic Driving Data project, the International Association of Chiefs of Police - Drug Evaluation and Classification Program Technical Advisory Panel, and many others. He has been part of the faculty for the GHSA Executive Training Seminar for the past eighteen years. He was a founding member of the Association of National Stakeholders in Traffic Safety Education.

Under Mr. Costales' leadership, Oregon saw a dramatic decline in traffic fatalities and injuries, to the lowest levels since 1944. The number of individuals injured in traffic crashes has declined more than 30 percent since its peak of 39,000 in 1996. In addition, the Oregon Legislature asked Mr. Costales to revitalize the driver education program along with the graduated driver license law that went in to effect in 2000. Over the past eighteen years the number of 16-year-old drivers involved in fatal and injury crashes has declined significantly. Oregon continues to post one of the highest safety belt use rates in the nation peaking at 98 percent. With the decline in the overall fatality toll, the number of alcohol-involved fatalities has also decreased by double-digit percentages during this past decade.

Mr. Costales was a member and chairman for several driver education, occupant protection and impaired driving program assessments over the past fifteen years. He has also assisted multiple states in a technical assistance role for highway safety management, driver education, and highway safety planning.

Mr. Costales has a master’s degree in Public Administration from the Portland State University.

Elizabeth Green, OTR/L, CDRS, CAE

Executive Director

The Association for Driver Rehabilitation Specialists (ADED)

As an Occupational Therapist since 1993, Liz has served to improve the quality of life and facilitate independence for her clients, and their families. In 1998, she took special interest in the field of Driver Rehabilitation and earned her Driver Rehabilitation Certification (CDRS) in 1999. She has

been an ADED member since 1998 and served on the board of directors as Secretary from 2006-2007. She was re-elected for a second term beginning 2008, but changes in the ADED executive office offered her the opportunity to serve in a different capacity. She was interim Executive Director beginning February 2008 and transitioned to full time employment in September 2008. Using her skills as an Occupational Therapist and honing the management skills learned as a hospital department manager, Liz works to advance the quality of services ADED offers its members and improve public awareness about driver rehabilitation services.

Dale O. Ritzel, Ph.D., FAASE

Professor Emeritus

Southern Illinois University Carbondale

Dale O. Ritzel, health education professor emeritus at Southern Illinois University Carbondale and long-time director of its Safety Center (he retired from the University in 2006) received the 2010 Kaywood Award from the American Driver and Traffic Safety Education Association for his sustained and substantial contributions to the field, profession, and association of driver and traffic safety education. In March 2011, Ritzel received the Silvernale Award. The Silvernale Award is given by the Michigan Driver and Traffic Safety Association to recognize persons throughout the country who have made outstanding and significant contributions to traffic safety education. IN 2013, Ritzel was inducted into the Illinois High School and College Driver Education Association Hall of Fame. Ritzel has held numerous leadership positions within the American Driver and Traffic Safety Education Association, including several terms as its research division chair, vice chair, and secretary. He is current co-editor of The Chronicle for Driver Education Professionals Online the official journal of the American Driver and Traffic Safety Education Association.

Over the course of his career, Ritzel has published 160 articles, received research grants totaling more than \$20 million and overseen the graduate work of close to 100 students. Since his 2006 “retirement,” he has twice won the National Safety Council’s top research award.

Ritzel, a three-degree graduate of SIUC, began his teaching career in 1965 as a driver education instructor at the high school run by the University's education college. He joined the teaching faculty of what was then the Department of Health Education in 1966, serving a five-year stint as chair before becoming the Safety Center's second director.

Brett Robinson

President

Highway Safety Services, LLC

Brett Robinson has been involved in the highway traffic safety arena in the areas of driver education, driver testing, commercial driver licensing, and motorcycle safety for over 25 years. He is the Co-founder and President for Highway Safety Services, LLC (HSS) located in Indiana, PA. HSS is a leading company for consulting services in highway traffic safety and driver's license test administration. HSS provides management services for several national traffic safety associations. He worked for the Highway Safety Center at Indiana University of Pennsylvania and the American Association of Motor Vehicle Administrations (AAMVA) prior to forming Highway Safety Services, LLC in 2005. Among various responsibilities, Mr. Robinson serves as the Secretariat for the National Association of Stakeholders in Traffic Safety Education (ANSTSE); the Executive Director

for the American Driver and Traffic Safety Education Association (ADTSEA); and the Executive Director for the National Association of State Motorcycle Safety Administrators (SMSA).

Audra Urie, M.Ed.

Utah State Board of Education

Audra Urie currently works for the Utah State Board of Education (USBE) as the Driver Education Specialist and Program Director for the State of Utah. During her short time in Utah, she has participated in two National Highway Traffic Safety Administration (NHTSA) state driver education and bicycle and pedestrian assessments. She has been an integral part of assessing and rewriting law and policy to implement parent/guardian education requirements. She has also designed and implemented a roadway examiners training course and mentoring standards to ensure driver education instructors are appropriately teaching students and administering road examinations. Prior to serving in Utah, she was the Idaho State Driver Education Director for eight years and was involved in three NHTSA assessments. She designed and implemented driver education instructor training and program standards to meet the national standards. She has a Bachelor of Science degree from Boise State University and a master's degree in Educational Administration and Leadership from the University of Idaho. She spent ten years teaching high school and, after leaving the classroom, spent fourteen years as a police officer specializing in traffic safety and crash reconstruction. She has worked with traffic safety stakeholders and agencies for over twenty years serving as a highway safety commissioner, and a board member with Operation Lifesaver and the Teen Driving Taskforce.

Tim Beckham

Highway Safety Specialist

Highway Safety Services, LLC

Tim has been in driver education for 9.5 years. Tim started as a driver instructor and worked his way up to be the Vice President of Oregon Driver Education Center, which he did for 7.5 years. He became a Trainer of Trainer at Western Oregon University 6 years ago and have been a Master Trainer for 4 years. He is also the President of the board of a non-profit driver education school called Columbia River Driver Education. He has presented at various conferences throughout the nation and received the Teacher of Excellence Award from ADTSEA in 2020. He recently moved on to Highway Safety Services and serve as a Project Specialist and work on projects with ADTSEA and NHTSA.

Appendix 2 – Assessment Web-Interface Schedule

January 5 - Day 1 Agenda 10:00 am – 1:00 pm EST		
Welcome/Introductions		
10:00 am - 10:10 am (10 min)	NHTSA – Jackie Milani Assessment Team Lead – Troy Costales Maine Team – Beth Kohler	
Section 4: Coordination with Driver Licensing		
10:10 am – 10:40 am (30 min)	Session 1 Tom Reagan, Dan Hanson, Larry Boivin, and Beth Kohler	Topic: Outreach to law enforcement and the judiciary Guests: Law enforcement/judiciary liaisons <ul style="list-style-type: none"> • Topic: Driver licensing examination and procedures Guests: BMV Driver Licensing
Section 5: Parent/Guardian Involvement		
10:40 am – 11:10 am (30 min)	Session 2 Douglas Carlisle and Tonya Beckwith	Topic: Consumer experience with driver education Guests: Parents and teens
11:10 am - 11:40 am (30 min)	Session 3 Robert Skehan, Beth Kohler, Aaron Buzza, Andrew Maxsimic, Tanya Hunt, Pat Moody, and Christina Schechtman	Topic: How do you know if what you are doing works. How do you know parents are participating? Guests: Data and evaluation analysts <ul style="list-style-type: none"> • Topic: Parent module content standards Guests: State owner of the standard <ul style="list-style-type: none"> • Topic: Parent engagement Guests: Seasoned instructors
Break 11:40-11:50	BREAK	

Section 2: Education and Training

11:50 am – 12:20 pm (30 min)	Session 4 Aaron Buzza, Andrew Maxsimic, Tanya Hunt, Pat Moody, and Christina Schechtman	Topic: How instructors give student evaluation and feedback Guests: Seasoned instructors (carried over from Session 3)
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12:20 pm – 1:00 pm (40 min)	Session 5 Beth Kohler, Paul Martin, Bryan Higgins, and John Kohler	Topic: Evaluation and feedback to the student Guests: State owner of the requirements
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1:00-1:30 pm	ASSESSMENT TEAM DEBRIEF
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January 6 - Day 2 Agenda
1:00 pm - 3:00 pm EST

Logging on and carry over from last meeting if needed

1:00 pm - 1:10 pm (10 min)	Assessment Team Leaders
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Section 3: Instructor Qualifications

1:10 pm - 1:30 pm (20 min)	Session 6 Ben Mullen uses content developed by their school. No ANSTSE instructor trainer available, only 1 in the State.	Topic: Instructor training standards Guests: Seasoned instructors that use NTDETAS and also seasoned instructors that use their own content developed by their school
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1:30 pm – 1:50 pm (20 min)	Session 7 Beth Kohler, Paul	Topic: Instructor qualifications requirements Guests: State owner of the standards Topic: Testing of instructor candidates
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	Martin, Bryan Higgins and John Kohler	Guests: State owner of the standards
1:50 pm – 2:10 pm (20 min)	Session 8 Peter Daley, graduate of ANSTSE curriculum. Kevin Quist and Philip Anthony	Topic: Recent instructor graduate experiences Guests: Graduates from schools using NTDETAS and also using training standards developed by the school
Section 1: Program Administration		
2:10 pm - 2:40 pm (30 min)	Session 9 Beth Kohler	Topic: Documentation of policy and procedures Guests: State DE Administrator Topic: Strategic plan Guests: State DE Administrator Topic: Role of the Technical Review Panel, advisory committee, and education profession liaison Guests: State DE Administrator
2:40 pm – 3:00 pm (20 min)	Topic: General wrap up of the two days Guests: State DE Administrator and DE Team	
4:00-4:30 pm (30 min)	ASSESSMENT TEAM DEBRIEF	