Improving Young Driver Safety (ESSB 5583) Implementation Plan

WASHINGTON STATE DEPARTMENT OF LICENSING

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WASHINGTON STATE DEPARTMENT OF LICENSING

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Report Overview

Executive Summary

The Improving Young Driver Safety (ESSB 5583) Implementation Plan was developed collaboratively by the Washington State Department of Licensing (DOL) and the Washington State University (WSU), and with input from the Washington State Office of the Superintendent of Public Instruction (OSPI) to provide a comprehensive analysis of the current state of driver education in Washington. While ESSB 5583 mandates the expansion of driver education to individuals aged 18 to 24, this plan recognizes the critical need to first establish a strong foundation within the existing driver education system before expanding requirements.

Currently, the infrastructure of both public and private driver education programs is insufficient to accommodate an expansion of mandatory training. Therefore, this plan prioritizes enhancing the quality and accessibility of driver education for those under 18 years old, while laying the groundwork for expansion to those 18 to 24. This groundwork includes:

> **Strengthening the Instructor Workforce:** Increasing the number of qualified instructors through improved training, certification pathways, and ongoing support to grow capacity.
>
> **Enhancing Access and Affordability:** Expanding access to driver education for all individuals under 18 years old, particularly in underserved communities, through increased awareness of resources, financial aid programs, and diverse curriculum delivery methods.
>
> **Fostering Diversity and Inclusion:** Creating a more diverse and inclusive driver education industry by supporting aspiring driver training school owners and instructors from varied backgrounds.

Expanding driver education requirements to 18-to 24-year-olds is a future goal contingent upon improvements to the current system. By focusing on these foundational elements, the DOL aims to create a robust and equitable driver education system that is prepared to effectively support mandatory training for older drivers in the near future. A phased approach will ultimately enhance driver safety and reduce crashes and fatalities across all age groups.

Implementation Plan: A Phased Approach to Improving Young Driver Safety

This plan outlines a phased approach to achieving the long-term goal of expanding driver education requirements to include novice drivers aged 18 to 24 by 2028. Recognizing the need for foundational improvements before expanding requirements, this plan prioritizes strengthening the existing driver education system and increasing access for all young people. Each phase builds upon the previous one, ensuring a strong foundation for sustainable improvements to driver safety.

> **Phase 1, Strengthen the Foundation:** securing ongoing funding, refining curriculum and resources, implementing system changes, and piloting innovative programs like instructor certifications and self-paced online, telematics-supported driver education in underserved areas.
> **Establish Funding Mechanisms:**
> - Create a dedicated traffic safety education fund to support program expansion, scholarships / grants, and other initiatives aimed at improving access to driver education.
> - Identify and establish revenue streams for the fund, such as fees on license applications and renewals, or proceeds from specialty license plates.
> - Determine entity or entities managing program and funds.

Maintain and Enhance Current Efforts:

- Make permanent appropriations to retain the DOL staff hired under ESSB 5583 to support ongoing work in driver education.
- Develop and refine driver education resources, including curriculum, knowledge tests, and the novice driver Traffic Safety Education Curriculum (TSEC).
- Use a facilitator to finalize agreement between the DOL, OSPI, and private industry on competency-based and / or aligned driver instructor licensure alternative pathway(s).

Pilot driver instructor training and establish framework for young drivers.

- Piloting of instructor certification training programs.
- Onboarding of staffing and systems, system integration, and legislative changes for Driver Education Deserts (DE Deserts) and Refresher Course pilots.

Phase 2, Expand Access and Capacity: supporting the instructor workforce, launching a learning management system (LMS), and increasing affordability through scholarship / grant programs.

Pilot expansion of education opportunities for instructors and novice drivers.

- Pilot an instructor-led, mentor-facilitated, self-paced online, telematics-supported driver education program in driver education deserts using innovative platforms that allow for flexible and remote learning options.

Enhance Instructor Workforce:

- Transition the traffic safety education program for driver instructors from pilot to a program of record.
- Align OSPI and the DOL requirements for instructors to streamline the process of becoming a driver training instructor.
- Establish mentorship programs and offer specialized scholarship / grant programs or financial incentives to encourage diversity within the driver training industry.

Increase Accessibility and Affordability:

- Establish scholarship / grant programs to support driver education access and program expansion, particularly in underserved areas.
    - Launch a scholarship / grant program to establish teen driver training programs.
    - Launch a scholarship / grant program to support school districts to re-establish driver education programs.
- Develop and revise learning materials and curriculum to increase access for all individuals. (Black, Indigenous, and People of Color (BIPOC), deaf and hard of hearing youth, neurodivergent youth, etc.)

Phase 3, Stabilization: ensuring that the system is prepared for expansion through implementation of instructor alternative pathway(s), securing of funds for expansion of driver education requirement, and determination on next steps for pilot programs.

Implement Options for Competency-Based Driver Education:

- Adopt a competency-based and / or aligned driver instructor licensure alternative pathway(s) approach for traffic safety instructor certification and licensing.

Assessment for Expansion:

- Evaluate created programs to determine if funding and access to training have reached levels to support the first phase of expansion of the driver education requirement.

Phase 4, Expand Driver Education to 18- to 21-year-olds: expanding mandatory driver education to novice drivers aged 18 to 21, contingent on achieving a 40% increase in availability of driver education, specifically access to in-person behind the wheel or an equivalent alternative. Phase 4 also evaluates implemented programs to support data-driven decision making.

Phase 5, Expand Driver Education to 22- to 24-year-olds: expanding mandatory driver education to 22- to 24-year-olds, contingent on achieving a 20% increase (from the previous phase) in availability of driver education, specifically access to in-person behind the wheel or an equivalent alternative.

While the target implementation date for expanding mandatory driver education to 18 to 24-year-old novice drivers is 2028, this timeline may be accelerated if the evaluation of the self-paced online driver education pilot demonstrates significant effectiveness in improving driver safety and skill development.

This phased approach ensures that the necessary infrastructure, resources, and qualified instructors are in place before expanding driver education requirements. By prioritizing a strong foundation and gradual expansion, Washington State can create a safer driving environment for all. Below each initiative is further detailed.

Table 1: *Implementation Plan Initiatives Overview*

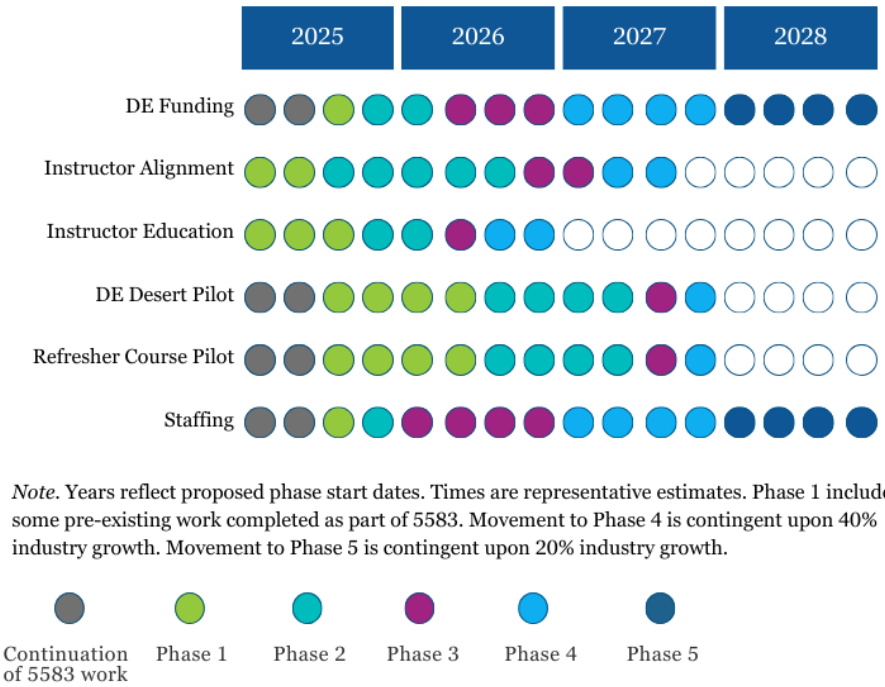
Implementation Plan Initiative	Effectiveness	Time (in yrs)	Legislation	Appropriation
Driver Education Funding	★★★★★	3-5	Yes	Yes*
Instructor Alignment (OSPI and the DOL)	★★★★	3-5	Yes	Yes*
Instructor Education	★★★★	1-3	No	Yes
DE Desert Pilot	★★★	1-3	Yes	Yes
Refresher Course Pilot	★	1-3	No	Yes
Associated Costs				
Learning Management System	★★★★★★	1-3	No	Yes
Staffing (maintain those hired under 5583 to continue work)	★★★★★	<1	No	Yes

*Depending on recommendation(s) selected.
Note. Cost and time calculations are estimates and subject to change over time. Effectiveness scoring addresses the strength of evidence supporting the recommendation (i.e., "Does data prove this works?"). Low ratings mean there is not sufficient evidence on the topic.

Figure 1: *Phased Approach to Young Driver Safety*

	DE FUNDING	INSTRUCTOR ALIGNMENT	INSTRUCTOR EDUCATION	DE DESERT PILOT	REFRESHER COURSE PILOT	STAFFING
PHASE 1: STRENGTHEN FOUNDATION	Create a dedicated traffic safety fund and establish revenue streams. WSL determines entity managing program and funds.	DOL, OSPI, and private industry reach final agreement on competency-based and/or aligned driver instructor pathway(s).	Pilot instructor certification and business guidance courses.	Onboarding of software and system changes for pilot.	Develop refresher course content. Onboard software, system, and legislative changes to support refresher course	Convert temporary DOL staffing hired under 5583 to permanent.
PHASE 2: EXPAND ACCESS AND CAPACITY	Entity launches grant and/or scholarship program(s). Allocation of funds to 16-17 age range.	System and legislative changes to support alternative pathway alignment.	Transition driver instructor pilot to program of record. (WSL determines who teaches course.) If kept by DOL, convert to LMS.	Pilot driver education program in driver education deserts.	Pilot refresher course.	Continue creating products that support young adults and driver instructors.
PHASE 3: STABILIZATION	Funding generated for expansion of grant and/or scholarship program to those 18-21.	Implementation of alternative pathway(s).	Assessment and reporting of courses.	Assessment and reporting of program.	Evaluation of refresher course.	Grow FTE along with industry growth to maintain quality of service.
Contingent upon 40% industry growth						
PHASE 4: EXPAND DRIVER EDUCATION TO 18-21	Funding generated for expansion of grant and/or scholarship program to those 22-24.	Evaluation and continual improvement of program.	Implement continuing education support courses for driver instructors.	Convert driver education pilot to program of record. Consider expansion. (Determined by evaluation of program.)	Continue or sunset refresher course. (Determined by evaluation of program.)	Grow FTE along with industry growth to maintain quality of service.
Contingent upon 20% industry growth						
PHASE 5: EXPAND DRIVER EDUCATION TO 22-24	Maintain funding appropriate for need and conduct periodic assessment.					Grow FTE along with industry growth to maintain quality of service.

Figure 2: *Phased Approach to Young Driver Safety Timeline*



Note. Years reflect proposed phase start dates. Times are representative estimates. Phase 1 includes some pre-existing work completed as part of 5583. Movement to Phase 4 is contingent upon 40% industry growth. Movement to Phase 5 is contingent upon 20% industry growth.

Expansion of Driver Education Training Requirement

Overview

In Section 1 of ESSB 5583 the Washington State Legislature states, "The Department of Licensing shall develop a comprehensive implementation plan for the expansion of the current driver training education requirement to obtain a driver's license to persons between the ages of 18 and 24."[i] the DOL contracted with WSU Division of Government Services and Studies (DGSS) to conduct a feasibility study. Findings of the study highlighted core issues in the driver education system.

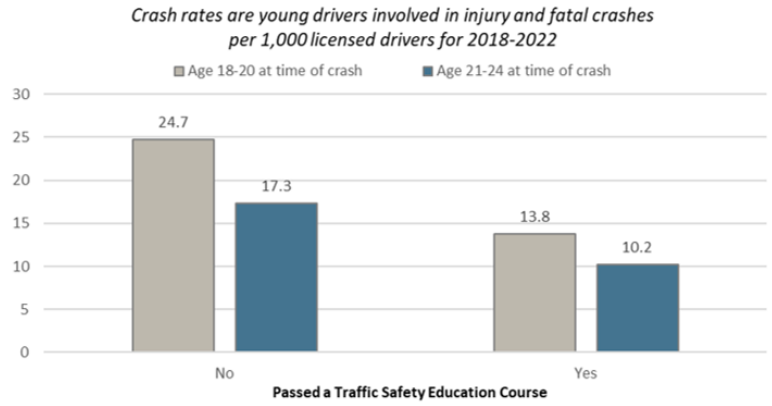
After careful consideration of these issues, the DOL recommends systemic accessibility and infrastructure issues be addressed before expansion to optimize success. During the research process additional options were discovered that will likely increase participation in driver education and create structural support to position Washington State for future growth. What follows is a discussion of the present systemic issues within driver education—to contextualize the present state—followed by recommendations to strengthen and sustainably grow the system.

Systemic Issues

Driver Education and Young Drivers

- Many 16 to 17-year-olds delay licensure until 18 or older in Washington State. Among the 18- to 24-year-olds that held a driver license in Washington State between 2018 and 2022 and received their first driver license in Washington State:
  - 32% were licensed at age 18 and older, outside of the graduated driver licensing (GDL) window, and
  - 37% didn't complete driver training prior to licensure.[ii]
- Drivers first licensed at age 18 and older who do not complete driver training have higher crash involvement rates.[iii] Looking at 18- to 24-year-old young drivers involved in injury and fatal crashes in Washington State between 2018 and 2022:
  - For drivers ages 18 to 20, those without driver training have an 80% higher rate of involvement in injury and fatal crashes compared to those that completed driver training prior to licensure.
  - For drivers ages 21 to 24, those without driver training have a 70% higher rate of involvement in injury and fatal crashes compared to those that completed driver training prior to licensure.[iv]

Figure 3: *Young driver crash involvement rates for 18–24-year-olds involved in injury and fatal crashes in Washington State by driver training completion status*



Note. This chart shows a correlation between the completion of driver training and reduced crash risk. Further data analysis must be conducted to determine whether driver training causes reduced crash risk. Only young drivers who were likely first licensed in Washington State prior to the date of the crash are included. Crash rates are calculated using average annual crashes and licensed driver counts for 2018 through 2022. This chart includes injury and fatal crashes (it excludes non-injury and unknown injury crashes).

- In their first year of driving, 18- to 21-year-old have higher crash involvement rates for injury and fatal crashes than 16- to 17-year-olds. In general, we expect crash rates to decrease with age and experience. However, state data shows 16- and 17-year-olds have lower crash rates within their first year of licensure compared to 18- to 21-year-olds. The highest rates of drivers involved in injury and fatal crashes for 18-year-olds are those licensed at 18, followed by 19-year-olds licensed at 18. Based on the rates of involvement in injury and fatal crashes in Washington State between 2018 and 2022:
    - 18-year-olds licensed at 18 have a 59% higher rate of involvement in injury and fatal crashes compared to 16-year-olds licensed at 16.
    - 18-year-olds licensed at 18 have a 64% higher rate of involvement in injury and fatal crashes compared to 17-year-olds licensed at 17.

Figure 4: *Young driver crash involvement rates for injury and fatal crashes for 2018-2022*

		Young driver crash involvement rates for injury and fatal crashes for 2018-2022 *Driver crash involvements per 1,000 licensed drivers*								
	2018-2022 Average	Age of licensed drivers								
		16	17	18	19	20	21	22	23	24
Age when first licensed	16	12.3	15.7	16.3	15.4	14.1	13.5	12.9	12.5	11.9
	17	-	11.9	15.5	15.2	14.7	16.0	15.8	17.2	15.7
	18	-	-	19.6	18.3	16.5	17.0	16.0	14.5	15.5
	19	-	-	-	15.3	13.8	12.2	12.7	13.2	10.3
	20	-	-	-	-	15.8	15.6	12.5	12.2	11.6
	21	-	-	-	-	-	16.0	15.5	12.8	13.7
	22	-	-	-	-	-	-	14.8	14.0	12.9
	23	-	-	-	-	-	-	-	10.3	12.5
	24	-	-	-	-	-	-	-	-	14.2

Note. This chart shows a correlation between age of driver and crash risk. Further data analysis must be conducted to determine the factors causing age of licensure and increased/decreased crash risk. Only young drivers who were likely first licensed in Washington State prior to the date of the crash are included. Crash rates are calculated using average annual crashes and licensed driver counts for 2018 through 2022. This chart includes injury and fatal crashes (it excludes non-injury and unknown injury crashes).

- Barriers to accessing driver education disproportionately negatively impacts people of color and those with a lower socio-economic status.[v]

Cost

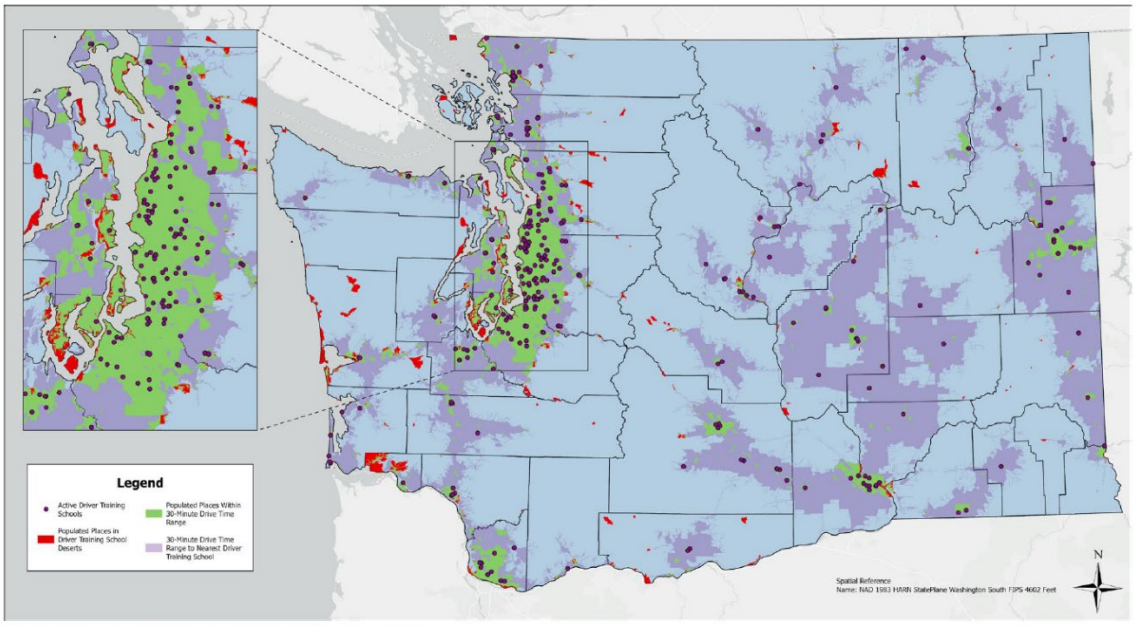
- Cost was identified as a significant barrier to participating in driver education by research participants for both WSU and the DOL.
- In a 2020 survey of 1050 Washington State teens and young adults, 488 indicated they had delayed or planned to delay licensure until age 18 and older.
    - Of those 488, 60% (293) listed "expenses associated with being a licensed driver or required driver's education classes" as the reason for delaying licensure; 73% stated interested in taking a driver education class if financial assistance was offered.[vi]

- The DOL estimates for every 1 million dollars 1.6K individuals would be able to take fully funded driver education within the current system.[1] Additional information on potential funding models can be found in Appendix D. Below are example funding models:
    - License renewal fee. In 2022, the WTSC created a draft legislative concept paper for a scholarship to fund driver training for low-income novice drivers. The proposal introduced a $5 surcharge on new licenses, which would create approximately $1.4M annual revenue for the fund.
    - Specialty plate. Other states have seen substantial proceeds from the sale of a specialty black plate. The plate performs well when the design is a black background with white lettering, i.e., a "blackout plate," with a minimalist or retro design. Benchmark states (CO, IA, MI, MN) have generated an average of 5.9M dollars annually in revenue from sale of blackout plates.

Accessibility

- Large segments of Washington do not have access to driver education, due to geographic location and other factors.

Figure 5: *Identifying driving school deserts using 30-minute drive times to nearest schools (2024)*[vii]



Data Sources: Washington State DOL; ArcGIS Pro
Shapefile Sources: U.S. Census Bureau; Washington State Office of Financial Management

Note. This map shows driving school locations relative to school districts in the state and the 30-minute drive time. Populated areas (in red) located in districts without any driving school coverage (dark purple) are communities with the most significant challenges accessing driving schools.

- Private industry Driver Training Schools (DTSs) are allowed to deny student accommodation requests due to cost and being a small business. As a result, populations, like people who are physically disabled and require vehicle accommodations, struggle to find providers who will teach behind the wheel (BTW) driver education.[viii]

[1] The calculation is based upon the average price of $625 for young adult driver education for 16- to 17-year-olds.

- Many teens and young adults are not aware that accommodations are available for driver education. Information is not always supplied to students about how to request accommodations or what accommodations are available.

Industry Capacity

- If the driver education age requirement expands, WSU projects an industry growth of 60%. At present the industry is not equipped to handle this growth. [ix]

Driver instructors

- Being a driver instructor is a low-wage and potentially dangerous job that is often part-time and lacking benefits. Many private DTS owners have challenges attracting and retaining staff.
- There is a driver instructor shortage in Washington State and nationally. This shortage especially impacts the timely completion of BTW lessons in Washington State.[x]
- Washington State has not had a driver instructor training program since approximately 2019. To meet current education requirements for licensure:
    - Private industry uses the Trainer of Trainer (ToT) model and Western Oregon University (WOU).
        - ToTs often decline to teach driver instructors wishing to open their own schools or charges sizable fees.
    - Public school Traffic Safety Educators (TSE) rely on WOU for conditional TSE certification. However, WOU does not meet OSPI's current requirements to certify endorsed TSEs.
- WOU (as of August 2024) has capped Washington resident enrollment to their TSE program to two students per class and desires to cease teaching Washington residents due to concern of non-compliance with Oregon State grant funding requirements.[xi]

Public and Private Industry

- From 1998 to 2024, the number of public schools teaching traffic safety education decreased from 321 to 27.[xii] The number of private schools has increased from 23 to 316.[xiii] According to those interviewed, schools stopped offering driver education when state funding was moved from the dedicated driver education fund and then cut in 2000-2002.
- The existing infrastructure of private DTSs is insufficient for addressing the expansion of driver training education to 18- to 24-year-olds.[xiv]
- Public schools are not a viable alternative for driver education programming without changes to training requirements, creation of Washington State-based training, and significant funding for establishing programming.[xv]

Methodology

Recommendations were formed after reviewing the independent research conducted by WSU's DGSS, the DOL hosting statewide town halls and surveys, and in consultation with the DOL's subject matter experts who contributed knowledge and data analysis. The full and unaltered report of WSU's research is in Appendix A.

Recommendations

1. **Build infrastructure and increase accessibility prior to expanding mandatory driver education to 18- to 24-year-olds.**

As mentioned, the DOL's careful review of WSU's feasibility study, along with agency research conducted

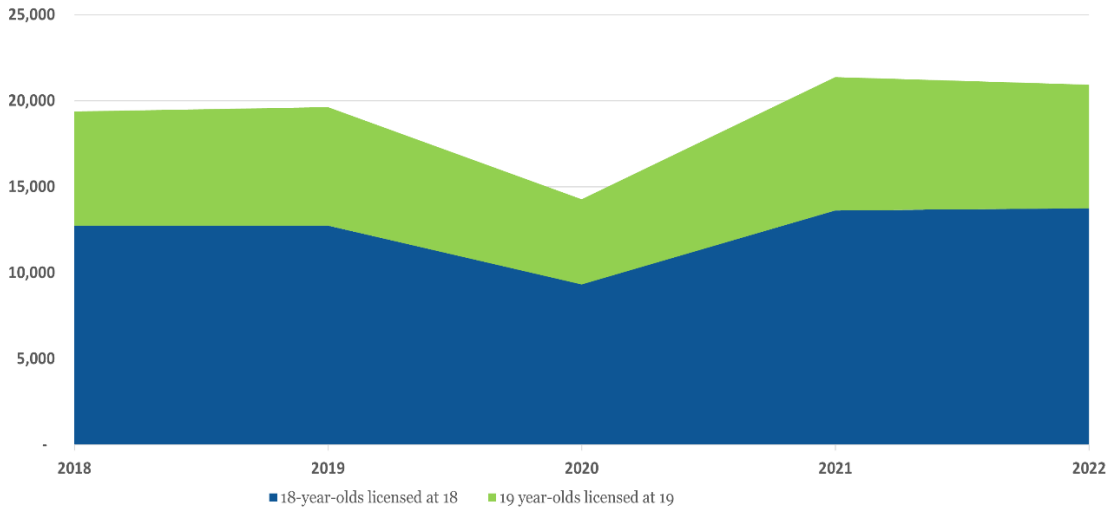
for ESSB 5583, informs our recommendation that core accessibility and infrastructure issues be addressed before expansion to optimize success.

As the DOL data shows, (1) a large portion of drivers delay licensure until 18 and older and (2) drivers first licensed at 18 and older have higher crash involvement rates than those who participate in driver education.[xvi] While there are numerous reasons for delay of licensure, survey data shows that cost is the primary barrier.

- **Help reduce delay of licensure for 16- to 17-year-olds by increasing financial support, outreach, and mentoring for driver education.** Providing financial support will likely increase participation in driver education and GDL statewide and could likely reduce crash involvement rates for those who would otherwise delay licensure—within a group that without intervention is known to have higher crash involvement rates.[xvii]

  The chart below shows counts of 18- and 19-year-olds receiving a first-time license in Washington State (excluding out of state transfers). When averaged over five years, the DOL typically grants a first-time license to 12,431 18-year-olds and 6,686 19-year-olds per year (for an annual total of 19,117).

Figure 6: *Driver license issuances* by age and year*



Note. Data source: DOL DRIVES licensing data
*Only includes drivers who are receiving their first license in WA State (excludes out of state transfers).

The WSU estimated the average cost of driver education in Washington State as $625.[xviii] The DOL calculates that for every 1 million dollars allocated, approximately 1.6K people can take fully funded driver training education course (this estimate does not include program administration costs).

An example statewide scholarship program is Ohio's Drive to Succeed.[xix] According to the Ohio Traffic Safety Office, since 2023 the program has provided $3.75 million in driver training grants to approximately 6,800 teens and young adults.[xx]
According to survey data from 1,605 students who participated in Drive to Succeed:

- 60% of respondents said they would not have had the ability to complete driver training without the scholarship, and

- The top reason for why they may not have taken driver training is the "cost of driver training" (85% put this as their top choice). Second is "Cost of being a licensed driver" (58% put this as their second choice).

For those who completed the post-survey (N=346):

- 97% of respondents somewhat (17%) or strongly (80%) agree that driver training made them more confident in their ability to drive, and
- 70% of students plan to test for their driver's license immediately after completing driver training. 27% plan to test within six months.

Georgia also provides a scholarship to help teens and young adults access driver education. The Georgia Driver Education Grant has been operating since 2017 and supports 4,500 students annually.[xxi] In 2022, the state of Georgia awarded 4,712 grants for a cost of $1.65 million.[xxii]

In addition to financial funding for driver education, outreach in multiple languages that is culturally responsive regarding driver education increases inclusivity. With any of the DOL's newly created or existing resources, public awareness should be raised so that the services are utilized. Mentoring is also a key aspect, as lack of access to a practice vehicle and responsible adult are barriers to accessing and completing driver education requirements. It is suggested that both outreach and mentoring be explored further by the DOL if this recommendation is selected.

2. Research the effectiveness of extending graduated driver licensing regulations to persons aged 18- to 24-years-old, with or without a driver training requirement.

GDL programs are shown to be effective nationally and statewide in reducing fatalities and serious injuries for teen drivers.[xxiii] GDL is a three-phase progression to full licensure. The intermediate licensure phase includes restrictions such as limiting passengers and nighttime driving. What follows are combinations for expanded GDL and / or driver education:

Graduated Driver Licensing System

Most GDL programs incorporate mandatory driver education as a component. This means most data, including Washington State, assumes extension of GDL would contain driver education.

Washington State data supports the extension of GDL up to 25 years old along with driver education, as evidenced by WTSC's policy brief:

> *During 2017-2021, drivers between the ages of 16 and 25 years of age represented 20 percent of all drivers involved in a fatal collision. But the differences in crash rates were substantially lower among young drivers who had completed a driver education course. Comparing drivers 18-25, those who had not completed a driver training course had a 70 percent higher rate of injury or fatal crash involvement.* [xxiv]

However, for driver education to be accessible, it is suggested that barriers first be addressed to reduce delay of licensure and driving without a license before expansion of requirements.

An alternative to expanding GDL and driver education to 18 and older would be to research the extension of GDL without driver education.

- **Research the extension of GDL without driver education.** Decoupling the positive impacts of driver education and GDL is challenging to determine as those interventions are frequently offered together. If GDL regulations were added to drivers 18 and older without mandatory driver education, further research is suggested so data can be collected and assessed.

Driver Education
Another alternative is to pilot driver education for those 18 and older, with cost and access issues in mind.

In Washington State driver education is mandatory for those under 18 years old. The current mandatory requirements (WAC 308-108-150 and WAC 308-108-160) allow for:

- 30+ hours of classroom instruction, delivered in-person (or online synchronous, since 2020)
- 6+ hours of BTW observation with a licensed driver instructor.
    - Or 5+ hours of BTW driving with 4+ hours of simulator driving with a licensed driver instructor.

Given the current systematic barriers to accessing driver education, it is suggested if expanded driver education is required, consideration is given to cost, instruction modality, and requirements to promote accessibility.

- **Pilot the extension of driver education to 18- to 24-year-olds with specific conditions.** Another model is to require driver education without expanding GDL restrictions. WSU found:

    > *Currently, seven states have driver education requirements that target adults: Maryland, Connecticut, Florida, Illinois, New York, Texas, and Louisiana. These states use three primary approaches:*
    > - *An option of classroom or online training (Florida, Illinois, New York, Texas)*
    > - *Classroom training only (Connecticut)*
    > - *Classroom combined with behind the wheel training (Louisiana, Maryland)*
    >
    > *The total required hours for training range from 4 (Florida) to 42 (Maryland). Only 2 of 7 states require classroom and behind-the-wheel training, while the remaining five states require classroom-only training. Maryland stands as an outlier in terms of the number of hours required for their classroom training (36 hours), as most states require anywhere from 4 to 8 hours of classroom (or online) training.*[xxv]

    Of the states that require driver education, overall trends appear to be: (1) fewer hours are required, (2) increased ability to take the class online, and (3) limited or no BTW requirement.

    Trainings for those aged 18 years and older ranged in cost from $30-$450, depending upon delivery method.[2,xxvi] It is recommended that if a mandatory education requirement were established the program be created with accessibility in mind and paired with funding to make it low cost or free of cost to the people of Washington to incentivize participation.

    Course modality is another consideration. Online learning, such as self-paced online has the potential to reduce cost and access barriers to those who have reliable internet connection and technology. However, if the course is offered as self-paced online, without alternatives or support, it would widen the digital divide in Washington State. WSU researched the viability of teaching driver education online and concluded:

[2] See WSU's Feasibility Study Table 5: States with Driver Education Requirements for 18 and Older, pg. 85.

Online learning may be a useful substitution for some, but it is not the case with all. There are many factors that may affect the ability of a student or program to participate in online courses effectively, including access to technology or the Internet. There are disparities in digital access based on race, gender, location, socioeconomic status, or a combination of these factors. For instance, a study found that students from Black and Hispanic/Latinx households had less reliable internet and devices available. Specifically, [nationwide] 24.7% of Black households and 19.1% of Latinx households did not have reliable internet or devices for remote learning, while only 13% of White households did not.[xxvii]

The table below presents a few options for driver education for 18- to 24-year-olds.

Table 2: *Course options*

	Self-Paced Online and DTS	Self-Paced Online	Telematics program*
Overview	People aged 18 to 24 take self-paced online through a DTS. (BTW lessons are listed as an option.) Multiple options exist for self-paced online driver education; selection will be made through a request for proposal process.	People aged 18 to 24 take online self-paced. Providers must meet educational standards set forth by the DOL and OSPI.	People aged 18 to 24 participate in a tailored telematics program as an additional cohort along with the DE Deserts pilot. Telematics program selection will be made through a request for proposal process.
Cost (to student)**	Course: $24.95-$129, plus DTS surcharge. BTW lessons: $100 on average for 1 hour	$24.95-$129	$25-75
BTW available	Yes	No	Modified; Allows the DOL to provide a BTW component that is self-paced online, telematics-based, and supported by BTW mentoring with a responsible adult.
Access	Course: Unlimited. Online content can be accessed through DTS. BTW: Limited to BTW capacity.	Course: Unlimited. No alternative for accessing online content for those without reliable internet.	Course: 1K students per 1 PS3 to assign support resources and track progress. No alternative for accessing online content for those without reliable internet.

*As described in Driver Education Deserts section.

**Course cost ranges were calculated from AAA pricing per state and National Safety Council course costs. BTW cost was calculated from a sampling of DTS prices for one hour of BTW training for adults.

Due to the varying quality of traffic safety data WSU was unable to conclude that driver education for adults led to differences in traffic safety metrics over time.[xxviii] Therefore were a pilot program explored, it is advised that programmatic data be collected and assessed to determine effectiveness and equity impacts prior to full implementation.[3] It is also suggested that if supported, a sunset date for the pilot be set.

If the Washington State Legislature decides to pursue expanding mandatory driver education to 18- to 24-year-olds by July 1, 2026:
The DOL will diligently apply the decisions made by the Washington State Legislature.

If the Washington State Legislature determines full implementation of a mandatory driver education expansion is the best course of action, a few potential challenges and risks may be created.

- Insufficient Instructor Capacity: The most significant risk is the lack of qualified driver education instructors to meet the increased demand. This could lead to long wait times for instruction, limited program availability, and potential inequities in access.
    - *Suggested mitigations:*
        - Continue development and piloting of instructor certification training programs and transition the pilot to a program of record.
        - Align OSPI and DOL requirements for instructors to streamline the process of becoming a driver's education instructor.*
        - Implement support courses for aspiring DTS owners and instructors.
        - Establish mentorship programs and offer specialized scholarship / grant programs or financial incentives to encourage diversity within the driver training industry.
        - Adopt a competency-based approach for traffic safety instructor certification and licensing as an alternative to traditional certification methods.*
- Strain on Existing Infrastructure: Accelerated expansion may overwhelm existing driver education programs, both public and private, potentially impacting the quality of instruction and student experience.
    - *Suggested mitigations:*
        - Implement a phased approach to expansion.
            - Improve access withing the current system by helping reduce delay of licensure for 16- to 17-year-olds through increasing financial support, outreach, and mentoring for driver education.
            - After the system is strengthened, introduce incremental expansion into age groups (i.e., 18 to 21 and 22 to 24).*
        - Explore alternative means of instruction, specifically self-paced online, through the Driver Education Deserts pilot (if selected).
- Financial Burden on Students and Families: Expanding requirements without adequate financial assistance could create a barrier to obtaining a driver's license, particularly for low-income individuals. Barriers may increase delayed driver licensure and driving without a license.

[3] The DOL is requesting the ability to pilot self-paced online driver education for those 16 to 17 in driver education deserts (see Provision: Driver Education Deserts). If this recommendation is supported, some data collected from the pilot may be applicable to the expansion of driver education to those 18 and older.

- *Suggested mitigations:*
    - Create a dedicated traffic safety education fund to support program expansion, scholarship, grants, and other initiatives aimed at improving access to driver education.
    - Identify and establish revenue streams for the fund, such as fees on license applications and renewals, or proceeds from specialty license plates.
    - Establish scholarship / grant programs to support driver education access and program expansion, particularly in underserved areas.
        - Launch a scholarship and / or grant program to establish teen driver training programs.
        - Launch a grant program to support school districts to re-establish driver education programs.

The DOL will work to mitigate risks within our ability to create a system that improves young adult driver safety, and the safety of all roadways users in our state.

*Components of task were assessed to be challenging to complete by July 1, 2026.

Implementation Plan Roadmap

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
1	**Make permanent appropriations to retain DOL staff hired under ESSB 5583 to support ongoing work in driver education**	**No**	**No, no changes required or needed**	**DOL; External - DTS, OSPI, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations, Veterans Affairs**	**Less than 1 year**	**DOL**	**No**	**Yes**
1.1	Moving 3 PS3s and 1 MA5 from project to permanent status	No	No, no changes required or needed	DOL; External - DTS, OSPI, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations, Veterans Affairs	Less than 1 year	DOL	No	Yes
1.2	Allocate permanent funding for positions	No	No, no changes required or needed	DOL; External - DTS, OSPI, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations, Veterans Affairs	Less than 1 year	DOL	No	Yes
2	**Consider ways to sustainably fund scholarships / grants that support driver education**	**No**	**No, no changes required or needed**	**DOL; External - DTS, OSPI, Public Schools, ESDs**	**1-3 years**	**DOL**	**Yes**	**Yes**
2.1	Consider surcharges on traffic citations as a possible funding source	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESDs	Less than 1 year	WA State Legislature	Yes	Yes
2.2	Consider surcharges or fees associated with licensing transaction as a possible funding source	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESDs	Less than 1 year	WA State Legislature	Yes	Yes
2.3	Consider other funding sources, such as specialty plates (traffic safety plate)	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESDs	Less than 1 year	WA State Legislature	Yes	Yes
2.4	Consider moving collected DTS fees to a dedicated traffic safety education fund	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	WA State Legislature	Yes	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
2.5	Determine high level requirements of scholarship / grant process that prioritizes areas of high need	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	Unsure, needs more research	Yes	Yes
3	**Determine how funds for scholarships / grants for driver education are allocated**	**Unsure, needs more research**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS, OSPI, Public Schools, ESDs**	**1-3 years**	**WA State Legislature**	**Yes**	**Yes**
3.1	Select entit(y)ies to distribute funds	Unsure, needs more research	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	WA State Legislature	No	Yes
3.2	Entit(y)ies establish program(s)	Unsure, needs more research	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	Unsure, needs more research	Yes	Yes
3.3	Entit(y)ies research and create criteria for who qualifies for driver education scholarship / grants	Unsure, needs more research	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	Unsure, needs more research	Yes	Yes
3.4	Entit(y)ies report progress and metrics to Washington State Legislature.	Unsure, needs more research	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESDs	1-3 years	Unsure, needs more research	Yes	Yes
4	**Communicating driver education and traffic safety changes to the public**	**No**	**No, no changes required or needed**	**DOL; External - Public Schools, OSPIs, ESDs, DTS**	**Less than 1 year**	**DOL & OSPI**	**No**	**Yes**
4.1	Use WSU communication plan and agency subject matter experts to inform DOL / OSPI's approach	No	No, no changes required or needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	Less than 1 year	DOL & OSPI	No	Yes
4.2	Research and develop adequate funding to promote an ongoing communication plan	No	No, no changes required or needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	Less than 1 year	DOL & OSPI	No	Yes
5	**Build infrastructure and increase accessibility prior to**	**No**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS, OSPI, Public Schools, ESD**	**1-3 years**	**DOL**	**Yes**	**Yes**

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
	expanding mandatory driver education to 18 to 24-year-olds							
5.1	Help reduce delay of licensure for 16- to 17-year-olds by increasing financial support, outreach, and mentoring for driver education	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESD	Less than 1 year	WA State Legislature	No	Yes
5.2	Research the effectiveness of extending GDL regulations to age 18 to 24, with or without a driver training requirement	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL	No	Yes
5.3	Research the extension of GDL without driver education	No	No, no changes required or needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL	No	Yes
5.4	Pilot the extension of driver education 18 to 24, with specific conditions	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL	Yes	Yes

Provision: Mandatory Refresher Course

Overview

The Washington State Legislature added a provision in March 2024 for the DOL to conduct "…an analysis of a mandatory driver's education refresher course requirement consisting of in-person or virtual classroom-based instruction on risk management and hazard protections one year after licensure, including the course appropriateness for intermediate license holders…".[xxix] In consultation with national experts,[4] the DOL has defined the following key terms for this section:

- Risk management - The ability to identify potential driving context / roadway hazards and make adjustments to your driving environment / techniques to minimize those risks.
- Hazard-based perception[5] - a driver's ability to anticipate situations that may lead to a collision and has been conceptualized as a driver's situation awareness of crash-relevant aspects of the traffic environment.[xxx]

The goal of a mandatory driver education refresher is to reduce crash risk and optimize the safety for the people of Washington State. Research studies have proven the effectiveness of hazard-based perception training in reducing crash risk, including when offered in shorter durations and with various teaching modalities.[xxxi]

The DOL has determined refresher training on hazard-based perception and risk management, if adequately funded and supported by the Washington State Legislature, is likely to be successful in reducing the risk of crash and loss of life. To ensure the success of a mandatory refresher, and mitigate potential access and equity impacts, the DOL requests a pilot be run and assessed.

Methodology

Recommendations for this section were made after conducting a literature review, reviewing national practices through an American Association of Motor Vehicles Administration (AAMVA) survey, and consultation with national experts in traffic safety. For additional information about the methodology and research results see Appendix E.

Recommendations

The DOL offers the following recommendations for a mandatory driver education refresher training:

1. **Pilot educational training focused on hazard-based perception and risk management offered at the time of license renewal.**

The DOL proposes to integrate traffic safety learning experiences as refresher training into the online driver license renewal process for key road users: young drivers, older drivers, motorcyclists, and commercial drivers (CDL). People renewing within these demographics will be given 4-6 relevant learning experiences to complete. Learning experiences will be short (2 minutes or less) scenarios that emphasize avoiding risky driving (speeding, drunk and drug-impaired driving, distracted driving, and

[4] Agency Expert Panel members: Brett Robinson, Executive Director, American Driver and Traffic Safety Education Association and Association of National Stakeholders in Traffic Safety Education; Dr. Donald Fisher, Principal Technical Advisor for Surface Transportation Human Factors, US Department of Transportation Volpe Center; Dr. Federico Vaca, Professor and Executive Vice Chair of the Department of Emergency Medicine, UC Irvine; Jacqueline Milani, Highway Safety Specialist, National Highway Traffic Safety Administration; Tim Beckham, Project Manager, Association of National Stakeholders in Traffic Safety Education

[5] "Hazard perception" is the commonly used term in traffic safety research. Hazard protections relate to the protection of the physical car itself, usually a warranty on vehicle equipment. For clarity and to align with national conversation, we have defaulted to use of the "hazard perception" as the preferred term. Verified with Legislative Policy Analyst on 5/13/2024.

drowsy driving)[xxxii] and responsible driving behavior, all of which include components of hazard-based perception and risk management.

Educating members of the public about changes and best practices in traffic safety in a systematic way has historically been challenging and expensive. For some, the last traffic safety education they received was decades ago, at first licensure. Introducing refresher training at license renewal would support both novice and established drivers. This model of providing refresher training at the time of license renewal has been approved in Connecticut through HB 5917, following the recommendations of their state's Vision Zero Council.[xxxiii]

- **Pilot goals.** The training aims to improve driver awareness and knowledge of key traffic safety issues, with the intent to reduce traffic collisions and promote safer roads for all. By advancing the goals below.
    - *Enhance Hazard Perception*. Educate drivers on recognizing potential dangers on the road.
    - *Promote Risk Mitigation*. Equip drivers with strategies to avoid or minimize risks.
    - *Target Specific Demographics*. Address the unique safety challenges faced by young, older, motorcyclists, and commercial (CDL) drivers.
    - *Reinforce Safe Driving Practices*. Emphasize the importance of safe speeds, avoiding distractions, and responsible driving behavior—all of which include education on hazard perceptions and risk mitigation.

- **Scope of pilot.**
    - Development of training materials
        - Create 8 engaging learning experiences (1-2 minutes each) covering the following topics: risky driving (speeding, drunk and drug-impaired driving, distracted driving, and drowsy driving), slow down / move over / work zone safety, and driving around pedestrians and bicycles.
        - Audience: young drivers, older drivers, motorcyclists, and commercial (CDL) drivers.
        - Course structure: interactive content and inclusion of attention maintenance show higher gains in learning and retention. [xxxiv]
        - Language translations: Produce content in all languages currently supported by the driver guide, plus American Sign Language (ASL).
    - Integration
        - Online
            - Implement a system to present applicants with 4-6 relevant learning experiences during the online driver license renewal process.
            - Selection criteria for assigned learning experiences will be based on driver demographics (e.g., age and endorsements) with a curated selection of general emphasis topics.
        - In-person
            - For in-person driver license renewals viewing of learning experiences is optional.
            - Provide a link and QR code in the license renewal mailer so those who choose to view the learning experiences are able.
        - Additional integration
            - Learning content assigned during GDL (at time of first license, parallel to driver education requirement, or at time of progression from intermediate to full licensure).
            - Expand the warning letter process to include a link to trainings specific to the issue.

- Evaluation
    - Track completion rates.
    - Gather user feedback on effectiveness and user experience.
    - Monitor potential impact on crash statistics within target demographics.
    - Assess equity and access impacts of program.
    - Report program effectiveness and outcomes to the Washington State Legislature.
- Project Timeline
    - Phase 1: 1 year, content creation, expert review, and production.
    - Phase 2: 1-3 years, systems integration and systems testing. (Phase 1 and 2 can be concurrent.)
    - Phase 3: Until 2028, Launch, data collection, analysis, and ongoing evaluation and improvement.
- Expected Outcomes Training Delivered. Provide training to over 350,000 drivers per year.[6]
    - Improved Driver Knowledge: Increased awareness of traffic hazards and safe driving practices.
    - Reduced Traffic Crashes: Potential decrease in crashes, particularly among prioritized groups.
    - Enhanced Road Safety: Safer roads for all users, including drivers, pedestrians, and cyclists.
    - Modernized Licensing Process: Integration of engaging multimedia content into driver licensing.

This project represents a proactive approach to driver education and traffic safety. By leveraging the online renewal platform, the DOL can effectively reach a large audience and deliver targeted safety messages. The use of engaging learning experiences has the potential to significantly improve driver behavior and contribute to a safer driving environment for everyone. If the project is deemed successful after review, it could be expanded to other demographics and in-person license renewals.

2. Advance driver licensure from a regulatory process (post-driver education) to a process that occurs through the driver's lifespan.

This mandatory refresher course would provide another opportunity for the DOL to help support the people of Washington State in developing safe driving habits throughout their driving lifespan. Often when the public engages with the DOL it is in a regulatory capacity—frequently after an issue has occurred. The DOL could move further into a role where we are partners with the drivers of Washington State, having multiple positive relationship-building touch points in their lives. Additionally, these learning experiences could be utilized for continuing education and lifelong learning for Washingtonians.

Considerations for Implementation

Pilot

The DOL requests authority from the Washington State Legislature to pilot refresher training to determine proof of concept and gather metrics for assessment of effectiveness. If approved, it is suggested that required trainings have a sunset date of 2028 to allow for creation of learning content and to collect and assess data.

Funding

In order to realize piloting and implementation of a mandatory refresher, the DOL recommends the creation of Traffic Safety Education account within the Highway Safety fund (similar to the Motorcycle

[6] Figure is based on the DOL's yearly average of 2022-2023 online renewal activity.

Safety Education Account, RCW 46.68.068). The generated funds, sources as determined by the Washington State Legislature, can be deposited for use.

Rulemaking

To realize the pilot and future potential implementation of refresher training in Washington State, rulemaking must be consistent with the chapter and legislation must be updated.

Implementation Plan Roadmap

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
6	**Refresher Training Pilot**	**Yes**	Both, legislative and rulemaking changes needed	**DOL**	**3-5 years**	**DOL**	**Yes**	**Yes**
6.1	Contracting / RFP for learning experience creation and production	No	None	DOL	Less than a year	DOL	No	No
6.2	Creation and production of learning experiences	No	None	DOL	Less than a year	DOL	No	Yes
6.3	Develop profiles for assigning training learning experiences	Yes	None	DOL	1-3 years	DOL	Yes	Yes
6.4	System integration and system testing	Yes	None	DOL	1-3 years	DOL	Yes	Yes
6.5	Running of the program	Yes	Both, legislative and rulemaking changes needed	DOL	1-3 years	DOL	Yes	Yes
6.6	Track data and gather feedback	Yes	Both, legislative and rulemaking changes needed	DOL	3-5 years	DOL	Yes	Yes
6.7	Analyze and report out on refresher training pilot	No	None	DOL	3-5 years	DOL	Yes	No

Provision: Driver Education Deserts

Overview

The Washington State Legislature added a provision in March 2024 for the DOL to investigate supporting the proposed driver education requirement "…including opportunities for the department of licensing to provide driver training education directly or to facilitate partnerships with schools, community organizations, or driver training providers, to close availability and accessibility gaps in rural and underserved areas."[xxxv]

Areas where driver education is inaccessible due to geographic, socioeconomic, or other factors have recently been termed driver education desert(s). At present there is limited research on driver education deserts and the impact of living in one.[7] However, the results of gathered public feedback for this provision show many barriers to accessing driver education for young drivers across the state. According to the DOL driver licensing data, there has been an increase in young people delaying licensure until age 18 or older when comparing 2016 and 2022.[xxxvi] This is concerning as drivers first licensed at age 18 and older who do not complete driver training have higher crash involvement rates.[xxxvii] A 2020 survey of Washington State found teens and young adults are more likely to delay licensure until 18 and older foremost due to factors of cost and the required driver education courses (specifically the cost of the courses).[xxxviii] Of those who selected "required driver education classes" as barrier causing delay of licensure, 73% stated interested in taking a driver education class if financial assistance was offered.[xxxix] Results from this survey also state that lack of access to driver education is an issue disproportionately affecting persons of color.[xl] These survey results are supported by the DOL's data analysis, which found areas with higher levels of delayed licensure were associated with larger percentages of the population that:

- Speak a language other than English at home,
- Are born outside of the United States,
- Have an income below the poverty level,
- Have a lower mean household income,
- Do not have a high school diploma,
- Have one or no vehicles available within the household,
- Live in an urban area, and / or
- Identify as Black or African American, Asian, Native Hawaiian and / or Pacific Islander, and / or Hispanic or Latino.[xli]

Increasing financial, outreach, and mentoring support for driver education would increase equitable access to driver education statewide and could likely reduce crash involvement rates for those who would otherwise delay licensure. To extrapolate from the results of this survey[8] and the DOL's data analysis, were Washington State to increase access to driver education more 16- to 17-year-olds are likely to participate in classes and the GDL system. Increased participation in driver education and GDL reduces the number of persons delaying licensure—within a group that without intervention is known to have higher crash involvement rates.

Obtaining a driver license provides more than the privilege to drive, it opens employment and educational opportunities, allowing persons to improve factors of their socioeconomic status.[xlii]

[7] Driver education deserts is a new term in traffic safety research. However, broader searches on driver education and accessibility/inaccessibility were conducted and yielded limited results.
[8] The survey used stratified random sampling; thus, results are generalizable.

Addressing the complexity of increasing the availability of traffic safety courses and improving accessibility will require flexibility in how young drivers access courses and meet BTW practice hours.

Methodology

Recommendations for this section were made after reviewing national trends, the DOL data, conducting five in-person and two virtual statewide town halls, a statewide survey, and feedback from career and technical colleges and community organizations. A risk assessment was also conducted to assess the DOL directly offering driver education. For additional information about the methodology and research results see Appendix E.

Recommendations

To address the complexity of closing availability and accessibility gaps in rural and underserved areas, the DOL presents the following options. It is advised that selected recommendations be piloted and assessed for effectiveness, prior to full implementation.

1. **Define and identify driver education deserts in Washington State.**

The newly evolving academic research on driver education deserts combined with the complexity of defining one using geographic, socioeconomic, or other factors makes it challenging to come to an agreed national or international definition or method for assessment. The University of Pennsylvania has developed and is currently beta testing a database and algorithm for identifying driver education deserts. They are aware of Washington's work with ESSB 5583 and have offered to partner with the DOL to support defining and identifying driver education deserts in Washington State.

If funding is provided, the DOL is willing to partner with a third-party entity to continue researching driver education deserts, including how to accurately define and identify them in Washington State.

2. **Continue appropriations to develop, maintain, and deliver traffic safety learning experiences at Department of Licensing.**

The DOL is creating a comprehensive TSEC and other learning materials, which will need to be continuously reviewed and updated. This curriculum is aligned with the Washington Driver Education Required Curriculum Standards. TSEC includes units that are combined with assessments to monitor student learning. The learning materials will be available to existing and new DTSs as well as public schools that are offering traffic safety education. The DOL cannot maintain and deliver traffic safety learning experiences past July 2025 without continued funding of project positions.

3. **Prioritize access to driver education within the current requirements.**
    - **Increase offerings of traffic safety programs in public high schools.** Increasing offerings of traffic safety education programs in public high schools is an option to improve access to driver education. High schools are located throughout the state, which would allow more students to access driver education.[9]
        - **Fund a program to support driver education in high schools.** To support public high schools offering traffic safety courses, a grant program could be created. A grant program would allow public high schools that are interested in offering traffic safety education to apply for funding to start the program and subsequent funding to sustain the program.[10]
    - **Investigate traffic safety education program alternative pathway through CTE and life skills.** Several of those interviewed recommended that traffic safety education be managed

[9] See WSU's Feasibility Study, pg. 77.
[10] See WSU's Feasibility Study, pg. 79.

by a curriculum-based program within the OSPI. It was also recommended that driver education be reintegrated into public schools. The preferred suggestions were to reintegrate driver education as a credit-bearing course, to provide additional financial support and allow the course to be taught during the school day (as opposed to outside of class hours, due to transportation and other access issues). However, to reintroduce driver education as a career and technical elective, graduation requirements would need to be reevaluated.

- **Pilot traffic safety education in driver education deserts** using a platform that allows for synchronous and asynchronous training, mentor-facilitated coaching, and the use of telematics application. To adequately address driver education deserts, it is recommended that the DOL offer the TSEC in an online format through software. Such programs have pre-created content, which is adaptable to state regulations and curriculum standards, that allows up to 1K students to be supported by one FTE. The staff person at the DOL monitoring students progressing through the training would serve as a point of contact, track progress, and assign support resources based upon data-informed recommendations.

  Several states allow similar programs with varying requirements. Should this recommendation be selected, the DOL will determine the scope and location of the pilot, program requirements that best fit the needs of Washington's population and data collection to track the program throughout the pilot and report findings. Rulemaking may be required if alternatives to satisfying the BTW requirements and needed.
- **Partner with driver training schools to offer traffic safety courses in rural and underserved areas.** This new form of partnership provides another opportunity to further close availability and accessibility gaps. Under this recommendation, DTS and the DOL would work together to offer classes and BTW instruction in designated driver education deserts. DTSs are equipped with licensed instructors and training vehicles. However, through the survey and feedback BTW capacity is already limited. If instructors are traveling to other areas outside of their regular locations to provide BTW instruction, there will be a need for additional instructors and vehicles. DTS that are interested in partnering with the DOL would need to follow the contract bidding process.
    - **Driver Education Subsidy Program.** Cost of driver education is consistently identified as the biggest barrier; thus, it is important that any program adopted reduce or remove cost to students. To increase access, either scholarship or subsidy programs are potential options.[11]

[11] See WSU's Feasibility Study, pg. 79.

Implementation Plan Roadmap

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
7	**Define and Identify driver education deserts**	**No**	**No, no changes required or needed**	**DOL; External - DTS, Public Schools, OSPI, ESDs, WTSC**	**1-3 years**	**DOL**	**No**	**Yes**
7.1	Partner with third party entity to conduct research on identifying driver education deserts in WA State	No	No, no changes required or needed	DOL; External - DTS, Public Schools, OSPI, ESDs, WTSC	1-3 years	DOL	No	Yes
7.2	Review recommendations from third party entity to determine next steps for DE deserts	No	No, no changes required or needed	DOL; External - DTS, Public Schools, OSPI, ESDs, WTSC	1-3 years	DOL	No	Yes
8	**Increase offerings of traffic safety programs in public high schools**	**No**	**Both, legislative and rulemaking changes needed**	**DOL; External - Public Schools, OSPIs, ESDs, DTS**	**3-5 years**	**DOL & OSPI**	**Yes**	**Yes**
8.1	Create a dedicated traffic safety education fund	No	Both, legislative and rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	3-5 years	DOL & OSPI	Yes	Yes
8.2	Research alternative funding sources for driver education	No	Both, legislative and rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	3-5 years	DOL & OSPI	Yes	No
8.3	Determine how to disperse funds to public schools	No	Both, legislative and rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	3-5 years	DOL & OSPI	Yes	Yes
9	**Pilot traffic safety education in driver education deserts**	**No**	**Yes, rulemaking changes needed**	**DOL; External - Public Schools, OSPIs, ESDs, DTS**	**1-3 years**	**DOL**	**No**	**Yes**
9.1	Onboarding of new system	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes
9.2	Determine scope and size of pilot program	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes
9.3	Make learning content available to participants	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
9.4	Recruit pilot participants	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes
9.5	Tracking students, assign remediation	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes
9.6	Track and analyze pilot data	No	Yes, rulemaking changes needed	DOL; External - Public Schools, OSPIs, ESDs, DTS	1-3 years	DOL	No	Yes
10	**Partner with DTS's to increase driver education in known deserts throughout Washington**	**No**	**Maybe, more research needed**	**DOL; External - DTS, Community Organizations, Public Schools, ESDs, WTSC**	**3-5 years**	**DOL**	**Yes**	**Yes**
10.1	Research needs and create effective partnership structure with the various organizations	No	Maybe, more research needed	DOL; External - DTS, Community Organizations, Public Schools, ESDs, WTSC	1-3 years	DOL	Yes	Yes
10.2	WA State Legislature creates funding sources for DOL community partnership	No	Maybe, more research needed	DOL; External - DTS, Community Organizations, Public Schools, ESDs, WTSC	3-5 years	DOL	No	Yes

Alternative Pathways to Driver Instructor Licensure

Overview

Each state's driver instructor program has formed organically, creating a wide range of models. In Washinton State, licensure for driver instructors is managed by the DOL, who regulates the private driver instructor and DTS industry, and the OSPI, who regulates public school driver instructors and programs.

The driver instructor industry is in crisis. While contradictory opinions exist regarding preceding events and how to solve the present situation, there is agreement in some areas:

- Traffic safety education program for driver instructors – Washington State has not had a traffic safety education program for driver instructors in several years. The lack of a program in our state causes significant barriers for the industry.
    - The OSPI is unable to certify endorsed TSEs without special exception or contracting teaching of an additional course, due to legislative requirements—OSPI can only approve conditional instructors.
    - While private DTS instructors can train in-house through ToT, individuals wishing to open a DTS also struggle to become licensed through the DOL. Private DTSs often decline to provide training to others in private industry that are not their employees, due to business competition. The other option is WOU which is high-cost and turns away Washington residents due to capacity. [12,xliii]
- Financial – Resources must be allocated to traffic safety to rebuild and improve the system.
    - Many public schools and ESDs stopped offering traffic safety education due to the loss of state funding to support what is an expensive program. There are less than 30 public schools in the state teaching driver education.
    - For private industry, working as a driver instructor is a low-wage job. Private driver instructor candidates are required to complete 100 hours of training. Due to high rates of attrition during the training phase, many private DTSs do not pay candidates for training—however some provide a bonus after passing the exams.
- Qualified candidates – While the factors differ, both public and private industry struggle to endorse / certify / license driver instructors. The job responsibilities are complex, involving teaching in a classroom and / or BTW. Instructors must possess unique skills to teach high-stakes content in potentially dangerous situations.
    - The OSPI currently has 16 districts with staff wishing to become TSE endorsed, however teachers are unable to become endorsed due to lack of an approved traffic safety education program. Conditional certification for TSEs has significant barriers for meeting requirements.
    - Private industry has a lack of qualified candidates. Most instructors are paid low wages and work off-hours, part-time, and without benefits. In this climate it is challenging to attract and retain qualified candidates.

Currently Washington state has 750 active private and public driver instructors, and the industry has issues meeting student demand. If the proposal in ESSB 5583 to expand mandatory driver education to people aged 18 to 24 is successful, the population seeking driver education would increase by an

[12] WOU has also stated as of August 2024 that they will be capping enrollment of Washington residents to two persons per class; once the DOL's pilot driver instructor training course running, they intend to restrict their program to only Oregon residents as their grant funding is contingent upon supporting persons in their state.

estimated 60%.[xliv] What follows are recommendations of alternative pathways for people to become driver instructors to support the industry.

Methodology

Recommendations for this section were made after a literature review, assessment of existing data, surveys, and in-depth interviews. Submissions were collected from the *2016 NHTSA Technical Assessment of the Driver Education Program: State of Washington* and discussions with industry partners. The DOL met with 39 individuals ranging from national organizations to individuals in Washington State's public and private driver education industry.

Given the DOL's role as the regulatory agency for private driver instructors, all submissions were scored by three advisory panels: Expert, Equity and Access, and Agency. For additional information about the methodology and research results see Appendix E.

Recommendations

1. **Align OSPI and the DOL requirements for driver instructors.**
    - **Create a competency-based driver instructor licensure system.** Competency-based education evaluates the learners' skills and experiences, as opposed to completion of class hours. Expertise in a subject is determined through assessment and practice. Competency-based education is a model used worldwide in K-12, higher education, and within career fields.[xlv],[xlvi],[xlvii] Other countries using competency-based driver instructor training include Australia,[xlviii] the Netherlands,[xlix] New Zealand,[l] Norway,[li] Sweden,[lii] and the United Kingdom.[liii]

      There is support from the driver instructor industry for adoption of a competency-based system for driver instructor licensure. If both the OSPI and the DOL were able to jointly approve a competency-based system, there would be closer alignment of our licensure processes.

      Competency-based models can increase equity by removing or reducing the financial barrier of required, costly, training programs for qualified applicants. The DOL has engaged in conversations with private industry regarding competency-based licensure since 2022. More conversations between the DOL, the OSPI, and private industry are needed to develop collaborative agreement.

    - **If the Washington State Legislature determines not to support alignment by moving to a competency-based program**, below are areas that should minimally be changed to support industry growth:

Table 3: *DOL and OSPI Alignment: Program Structure*

OSPI		DOL
Conditional TSE	**Endorsed TSE**	
Align to the DOL's requirements.	Evaluate what is necessary for licensure, since endorsed TSE's already have a teaching certificate or	Allow for alternatives to high school diploma requirement.

	higher.	
Allow for alternatives to high school diploma requirement. Update WAC 392-153-021 to remove or reduce the 1,000 hours BTW teaching experience over the last 5 years requirement. In discussion with OSPI, the 1,000 hours requirement was set by the State Board of Education. This 1,000-hour requirement does not match the DOL or OSPI's certificated TSE requirements. The DOL requires an instructor to have a license for 5 years prior to applying to be a driver instructor.	Work with Professional Educator Standards Board (PESB) to revise endorsement requirements.	Remove the requirement that knowledge examiners have a driver instructor license. It was recommended that the requirement for knowledge examiners to have a driver instructor license be removed. Knowledge examiners operate as a staff position within DTSs; they administer and score the written test. This option would apply only to knowledge examiners who perform no BTW or classroom instruction.

Table 4: *DOL and OSPI Alignment: Education Requirements*

OSPI	DOL
Conditional and Endorsed TSE	
Collaborate with the DOL allow Driver Instructor Series program to serve as a foundational education requirement.	The DOL creates an educational driver instructor course as an alternative educational pathway.
Adopt NTDETAS tiered licensure stages for driver instructor programs. [13] If not possible, work together to set a standard number of education hours for singular or tiered licensure (BTW, Classroom, Dual). [14] • OSPI and the DOL adapt the DOL's Instructor Training Series curriculum to tiered licensure.	Adopt NTDETAS tiered licensure stages for driver instructor programs. If not possible, work together to set a standard number of education hours for singular or tiered licensure (BTW, Classroom, Dual). • OSPI and the DOL adapt the DOL's Instructor Training Series curriculum to tiered licensure.

[13] In 2015, ANSTSE assembled a work group that developed standards for national driver instructor preparation. This group was comprised of eight experts in driver instruction curriculum. During development of the curricular standards three pilot courses were delivered and assessed in Michigan, North Carolina, and Oregon. This process informed the creation of a document entitled, *Attachment C – Stages for Driver Education Instructor Preparation Program.*

[14] NTDETAS tiered licensure is 105 hours for dual licensure (classroom and BTW), and 70 hours for classroom only and 84 hours for BTW instructors. The NTDETAS program could be slightly adapted to fit within the current 100-hour requirement for dual licensure. Members of private industry prefer to reduce training hours back to 60. OSPI indicated willingness to investigate moving from their 120-hour requirement to 105 to align with the DOL. More discussions need to occur between the DOL and private industry and the DOL and OSPI to determine if the criteria for each program could be met within a 100-hour, or less, training.

Update WAC 392-153-020(1)(c) from credit hours to "clock hours, or equivalent." Having credit hours in WAC restricts OSPI TSE to only credit-earning programs when high-quality non-credit-based programs exist.
Waive or contract teaching of administrative course for TSE certification, WAC 392-153-020. To become an endorsed TSE through OSPI, applicants must complete an administrative course. This course is not currently offered, meaning for the last few years to present, OSPI has not been able to certify endorsed TSEs in Washington State.

Table 5: *DOL and OSPI Alignment: Professional Development*

OSPI	DOL
Conditional and Endorsed TSE	
Make the professional development hours requirement consistent for public and private instructors.	Make the professional development hours requirement consistent for public and private instructors.
Develop criteria for professional development hours. It is recommended that OSPI and the DOL create shared criteria that each agency uses to verify professional development hours.	Develop criteria for professional development hours.[15] It is recommended that OSPI and the DOL create shared criteria that each agency uses to verify professional development hours.
	Create professional development courses for continuing education.

Table 6: *DOL and OSPI Alignment: Training Hours*

OSPI		DOL
Conditional TSE	**Endorsed TSE**	**Private DTS Licensure Requirements**
The DOL and OSPI: Work together to set a standard number of education hours for singular or tiered licensure (BTW, Classroom, Dual).[16,liv]	Review of necessary requirements for training and education. Determine if credit can be given or aligned with other professional development, if serving as a current	The DOL and OSPI: Work together to set a standard number of education hours for singular or tiered licensure (BTW, Classroom, Dual).[lv]

[15] Due to lack of clear criteria on what constitutes professional development, the DOL has in past received requests to count bible study hours, cartoons (*Goofy's Freewayphobia, 1965*) motivational speaker seminars, etc. as professional development for continued licensure.

[16] In 2015, ANSTSE assembled a work group that developed standards for national driver instructor preparation. This group was comprised of eight experts in driver instruction curriculum. During development of the curricular standards three pilot courses were delivered and assessed in Michigan, North Carolina, and Oregon. This process informed the creation of a document entitled, *Attachment C – Stages for Driver Education Instructor Preparation Program.*

	teacher, as Endorsed TSE already have a teaching certificate or higher education.	

Table 7: *DOL and OSPI Alignment: Assessment*

OSPI Conditional and Endorsed TSE	DOL
Develop and implement reliable testing instruments that measures driver knowledge and instructional methods. • Update and utilize the Traffic Safety WEST-E or adopt the DOL's driver instructor test, when created.	Develop and implement reliable testing instruments that measures driver knowledge and instructional methods. • Develop a driver instructor test that accounts for accessible language (plain talk and not confusing to persons who are not fluent in English), ADA compliancy, and is made available in additional languages.

Table 8: *DOL and OSPI Alignment: Auditing*

OSPI Conditional and Endorsed TSE	DOL
Extend the audit process to include evaluation of instructor preparation programs. The DOL and OSPI would also need to develop criteria from which to audit beyond the "professionalism of an instructor".	Extend the audit process to include evaluation of instructor preparation programs. The DOL and OSPI would also need to develop criteria from which to audit beyond the "professionalism of an instructor".
Extend the audit process to include evaluation of classroom teachers and behind-the-wheel instructors. (In progress.)	Extend the audit process to include evaluation of classroom teachers and behind-the-wheel instructors. (In progress.)
Mirror the DOL's process for auditing instructors.	

2. Implement a comprehensive traffic safety education program for driver instructors.
It is recommended that additional pathways for meeting the educational requirements of licensure be created to address the accessibility issues of entering the driver instructor profession. Notably, this is a recommendation made both by the DOL and WSU through independent research. This recommendation does not replace DTS ToT instruction, rather it provides an additional alternative pathway to meet licensure requirements.

Washington State does not have an operating traffic safety program offered through a secondary education institution, or similar entity, with courses that can satisfy the requirements for OSPI or the DOL. Further, private DTS owners are often not willing to teach non-employees to become driver instructors, and in rare cases when they are willing, often charge a sizable fee to compensate for potential

loss of business. At present WOU is the only educational option approved by the DOL outside of private DTS instructor training and WOU is capping WA student enrollment.

What follows are recommendations for proposed new educational pathways to meet present and future demand.

- **The DOL creates and teaches an educational driver instructor course.** Curriculum has been created and a pilot will be run Jan. 1, 2025. The DOL cannot continue to offer this program past July 2025 without continued funding of project positions.
- **Driver instructor course is taught by willing vocational and / or higher education partners.** The DOL develops curriculum driver training instructor licensing, for implementation in private vocational schools licensed by the Workforce Training and Education Coordinating Board (WTB), as well as within willing community and technical colleges licensed by the State Board for Community and Technical Colleges (SBCTC).

Implementation Plan Roadmap

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
11	**Implement competency-based driver instructor system**	**Yes**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS, OSPI, Public Schools, ESD**	**1-3 years**	**DOL & OSPI**	**Yes**	**Yes**
11.1	Create and maintain competency standards (DOL document: Be, Know, Do)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.2	Behind the wheel skills assessment (throughout licensure)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.3	Classroom assessment (throughout licensure)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.4	Onboarding of LMS	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.5	Tracking & analyzing program data	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.6	Application data entry & management & customer support	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.7	System administration	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.8	Collaboration and communication	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
11.9	Reporting and analytics	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
12	**Adopt NTDETAS standard for Stages for Driver Education Instructor Preparation Program**	**Yes**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS, OSPI, Public Schools, ESD**	**3-5 years**	**DOL & OSPI**	**Yes**	**Yes**
12.1	DOL & OSPI adopt NTDETAS Standards for Driver Instructors	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
12.2	Behind the wheel skills assessment (throughout licensure)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.3	Classroom assessment (throughout licensure)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.4	Onboarding of LMS	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.5	Tracking & analyzing program data	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.6	Application data entry & management	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.7	System administration	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.8	Collaboration and communication	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.9	Reporting and analytics	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
12.10	Tiered licensure	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	1-3 years	DOL & OSPI	Yes	Yes
13	**Align DOL & OSPI driver instructor requirements**	**Yes**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS, OSPI, Public Schools, ESD**	**3-5 years**	**DOL & OSPI**	**Yes**	**Yes**
13.1	Review requirements for licensure	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
13.2	Training hours	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
13.3	Professional development	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS, OSPI, Public Schools, ESD	3-5 years	DOL & OSPI	Yes	Yes
14	**Remove or reduce the 1,000 hours BTW requirement**	**No**	**Yes, rulemaking changes needed**	**DOL; External - OSPI, Public Schools, ESDs,**	**1-3 years**	**OSPI**	**No**	**No**

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
				State board of education				
14.1	Conduct rulemaking for WAC 392-153-021	No	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs, State board of education	1-3 years	OSPI	No	No
15	**Update credit hours to clock hours or equivalent**	**No**	**Yes, rulemaking changes needed**	**DOL; External - OSPI, Public Schools, ESDs**	**1-3 years**	**OSPI**	**No**	**No**
15.1	Conduct rulemaking on WAC 392-153-020(1)(c)	No	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs	1-3 years	OSPI	No	No
16	**Waive or contract teaching of admin course for TSE**	**Yes**	**Maybe, more research needed**	**DOL; External - OSPI, Public Schools, ESDs**	**Less than 1 year**	**OSPI**	**No**	**No**
16.1	Update WAC 392-153-020 to waive or contract teaching of admin course	Yes	Maybe, more research needed	DOL; External - OSPI, Public Schools, ESDs	Less than 1 year	OSPI	No	No
17	**Pilot of educational course for driver instructors as foundational educational requirement with intent to establish a program of record**	**Yes**	**Yes, rulemaking changes needed**	**DOL; External - OSPI, Public Schools, ESDs, SBCTC, PESB Workforce Board**	**1-3 years**	**DOL**	**Yes**	**Yes**
17.1	DOL creates Driver Instructor Series course (completed)	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs, SBCTC, PESB Workforce Board	1-3 years	DOL	Yes	Yes
17.2	WA State Legislature determines who teaches Driver Instructor Series	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs, SBCTC, PESB Workforce Board	1-3 years	DOL	Yes	Yes
17.3	Evaluation and reporting of pilot program metrics	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs, SBCTC, PESB Workforce Board	1-3 years	DOL	Yes	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
17.4	If deemed successful, establish as a program of record	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, Public Schools, ESDs, SBCTC, PESB Workforce Board	1-3 years	DOL	Yes	Yes
18	**Develop and implement reliable testing instruments for instructors**	**Yes**	**Yes, rulemaking changes needed**	**DOL; External - OSPI, DTS, Public Schools (TSEs)**	**1-3 years**	**DOL & OSPI**	**Yes**	**Yes**
18.1	DOL determines standards to be used to create the test (NTDETAS, competency, or other)	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs)	1-3 years	DOL & OSPI	Yes	Yes
18.2	DOL develops exam used for competency or hours-based program	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs)	1-3 years	DOL & OSPI	Yes	Yes
18.3	OSPI determines use of WEST-E or DOL's new exam	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs)	1-3 years	DOL & OSPI	Yes	Yes
19	**Extend the audit process to include evaluation of instructor preparation programs**	**Yes**	**No, no changes required or needed**	**DOL; External - OSPI, DTS, Public Schools, ESDs**	**1-3 years**	**DOL & OSPI**	**Yes**	**Yes**
19.1	Develop additional criteria for auditing instruction preparation programs	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools, ESDs	1-3 years	DOL & OSPI	Yes	Yes
19.2	Additional staff / operational needs associated with auditing	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools, ESDs	1-3 years	DOL & OSPI	Yes	Yes
20	**Extend the audit process to include evaluation of classroom teachers and BTW instructors**	**Yes**	**No, no changes required or needed**	**DOL; External - OSPI, DTS, Public Schools, ESDs**	**1-3 years**	**DOL & OSPI**	**Yes**	**Yes**
20.1	Develop additional criteria for auditing instruction preparation programs	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools, ESDs	1-3 years	DOL & OSPI	Yes	Yes
20.2	Additional staff / operational needs associated with auditing	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools, ESDs	1-3 years	DOL & OSPI	Yes	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
21	**Develop criteria for professional development hours**	**Yes**	**Yes, rulemaking changes needed**	**DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs**	**1-3 years**	**DOL & OSPI**	**No**	**No**
21.1	DOL and OSPI determine criteria for professional development	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	1-3 years	DOL & OSPI	No	No
21.2	DOL and OSPI to develop tracking methodology for professional development courses	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	1-3 years	DOL & OSPI	No	No
21.3	DOL develops list of available courses	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	1-3 years	DOL & OSPI	No	No
21.4	Communication with driver instructors regarding professional development	Yes	Yes, rulemaking changes needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	1-3 years	DOL & OSPI	No	No
22	**Create professional development courses for continuing education**	**Yes**	**No, no changes required or needed**	**DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs**	**3-5 years**	**DOL**	**Yes**	**Yes**
22.1	Onboarding of LMS	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	3-5 years	DOL	Yes	Yes
22.2	Tracking and analyzing programmatic data	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	3-5 years	DOL	Yes	Yes
22.3	Reporting and analytics	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	3-5 years	DOL	Yes	Yes
22.4	Creation of content	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public Schools (TSEs), ESDs	3-5 years	DOL	Yes	Yes
22.5	Develop list of preapproved education	Yes	No, no changes required or needed	DOL; External - OSPI, DTS, Public	3-5 years	DOL	Yes	Yes

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
	content and periodically update list			Schools (TSEs), ESDs				
23	**OSPI Investigates TSE program alternative pathway through Career Technical Education / Life Skills**	**No**	**Maybe, more research needed**	**External - OSPI, Public Schools (TSEs), ESDs**	**1-3 years**	**OSPI**	**No**	**No**
23.1	OSPI and WA State Legislation determines if program pathway is viable	No	Maybe, more research needed	External - OSPI, Public Schools (TSEs), ESDs	1-3 years	OSPI	No	No
24	**DOL allows for alternatives to high school diploma requirements for driver instructors**	**Yes**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS**	**3-5 years**	**DOL**	**No**	**No**
24.1	Update statue RCW 46.82.330(2)(b) to remove requirements, followed by rulemaking to support statute	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS	3-5 years	DOL	No	No
25	**DOL removes requirements that knowledge testers have a driver instructor license**	**Yes**	**Both, legislative and rulemaking changes needed**	**DOL; External - DTS**	**3-5 years**	**DOL**	**No**	**Unsure, more research needed**
25.1	DOL updates statue 46.82.450(e)	Yes	Both, legislative and rulemaking changes needed	DOL; External - DTS	3-5 years	DOL	No	Unsure, more research needed

Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools

Overview

The Washington State Legislature set forth funding in ESSB 5583, Sec. 6 to: "Develop a program to foster the development of women, minority-owned, and veteran-owned licensed driver training schools in the state, including through instruction on topics relevant to owning and operating a licensed driver training school, and shall report to the transportation committees of the legislature by [December 1], 2024, with an update on program implementation and administration."[lvi]

Funds were distributed to the Office of Minority and Women's Business Enterprises (OMWBE). OMWBE's agency focus is on supporting existing women and minority owned businesses. Through discussion the OMWBE agreed to transfer the $150K to the DOL. The DOL used the funds to hire a Curriculum Specialist (Program Specialist 3) to lead the work of developing a curricular program, in collaboration with OMWBE. Several governmental bodies, including the Department of Revenue (DOR) and Labor and Industries (LNI), possessing expertise in business frameworks, adherence to regulations, and compliance, were approached for assistance in implementing the program.

The overarching goal of the program is to reduce the existing inequities and overcome the barriers faced by women, minorities, and veterans in owning and operating DTS in Washington State, such as sparse availability of DTS in rural areas, confusing regulatory and compliance standards, language barriers, limited access to financial resources, and discriminatory practices. To meet this goal, the DOL has created a two-part program to foster the development of women, minority, and veteran-owned licensed DTS. The original scope of Section 6 focused solely on teaching business owners how to operate a DTS, however the DOL learned through interviews and surveys that a major barrier for DTS owners is finding licensed driver instructors, RCW 46.82.320 (1). As driver instructors and DTSs have a symbiotic relationship, the DOL expanded the curricular scope to serve both needs: becoming a licensed DTS (part 1: DTS Business Guidance) and becoming a licensed driver instructor (part 2: the DOL Instructor Training Series).

Methodology

Recommendations for this section were made after a survey, and in-depth interviews. In-depth interviews were held with community partners and DTS owners and instructors to better understand the barriers and needs of women, minorities, and veterans in owning and operating a DTS. To create curriculum resources were gathered from LNI, OMWBE, Department of Veteran's Affairs (DVA) and the Washington State Governor's Office for Regulatory Innovation and Assistance (ORIA) to assist with the regulatory and compliance standards of owning and operating a business.

Recommendations

1. Evaluate effectiveness of courses during pilot phase.
During the pilot phase of both courses, assess the effectiveness of the learning experience.

2. Transition comprehensive traffic safety program for driver instructors from pilot to an established program.

- **Allocate funding to make program content accessible and available.** Continuing to offer these programs, while making them accessible, requires ongoing support for funding an LMS, language translations, staffing, system changes, and promotional costs.

Traffic Safety Program for Driver Instructors

Program Goals

The program aims to achieve the following objectives:

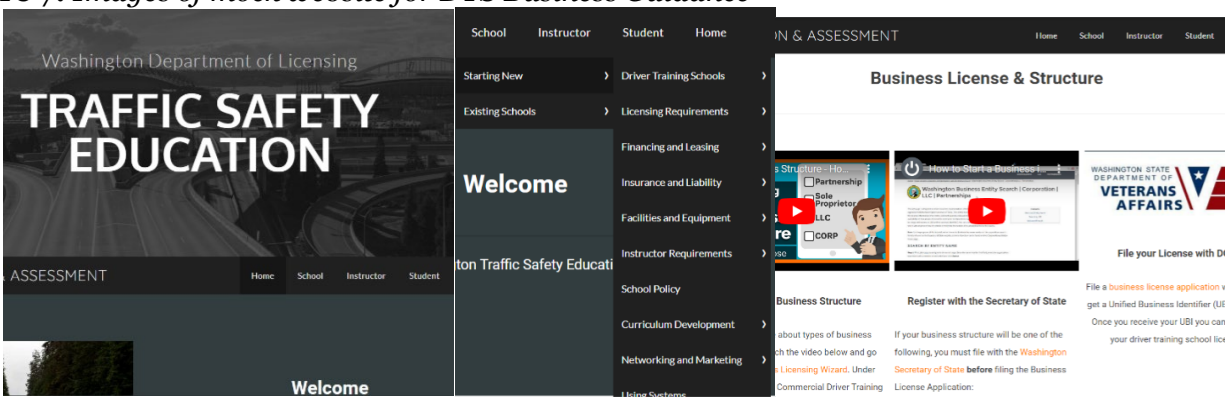
- Equitable Access
- Cultural Responsiveness
- Training for School Ownership
- Licensing for Driver Instructors
- Support for Best Practices
- Cost-Free Access for Targeted Groups
- Multilingual Program Delivery

***Part 1:* DTS Business Guidance**

The first part of the proposed program is optimally self-paced and optimally administered via a learning management system (LMS) with an instructor to monitor progress and be available to answer questions. This part of the program addresses the business knowledge and licensing requirements needed to own and operate a DTS. Domains of knowledge include, but are not limited to:

- *Licensing Requirements:* Detailed information on obtaining the necessary licenses and permits to operate a DTS, including state-specific regulations and qualifications.
- *Financing:* Guidance on securing financing options, such as loans, grants, or other funding sources, to start and sustain a DTS business.
- *Leasing:* Resources and tips for finding suitable lease agreements for facilities and equipment, including negotiating terms and understanding lease agreements.
- *Insurance*: Educate participants on the types of insurance required for a DTS, including liability insurance, property insurance, and coverage for vehicles and instructors.
- *Facilities and Equipment:* Guidance on selecting appropriate facilities and equipment for a DTS, including recommendations for vehicle types, classroom spaces, and technology infrastructure.
- *Staffing:* Insights into hiring and managing staff, including instructor qualifications, hiring processes, and employee training and development.
- *Regulations and Compliance:* Explain regulatory requirements for DTS, including safety standards, record-keeping, and compliance with state and federal laws.
- *Curriculum:* Resources for developing a comprehensive driver training curriculum, including lesson plans, teaching materials, and assessment tools.
- *Networking and Marketing:* Strategies for networking with industry professionals, community organizations, and potential students, as well as marketing techniques to attract clients and promote the DTS.
- *Technical Assistance:* Ongoing technical support and assistance to participants in navigating the challenges of starting and operating a DTS, including the DOL specific software.
- *Audits:* Explain the process of auditing and monitoring a DTS's operation to ensure compliance with regulatory standards and identify areas for improvement.

Figure 7: *Images of mock website for DTS Business Guidance*



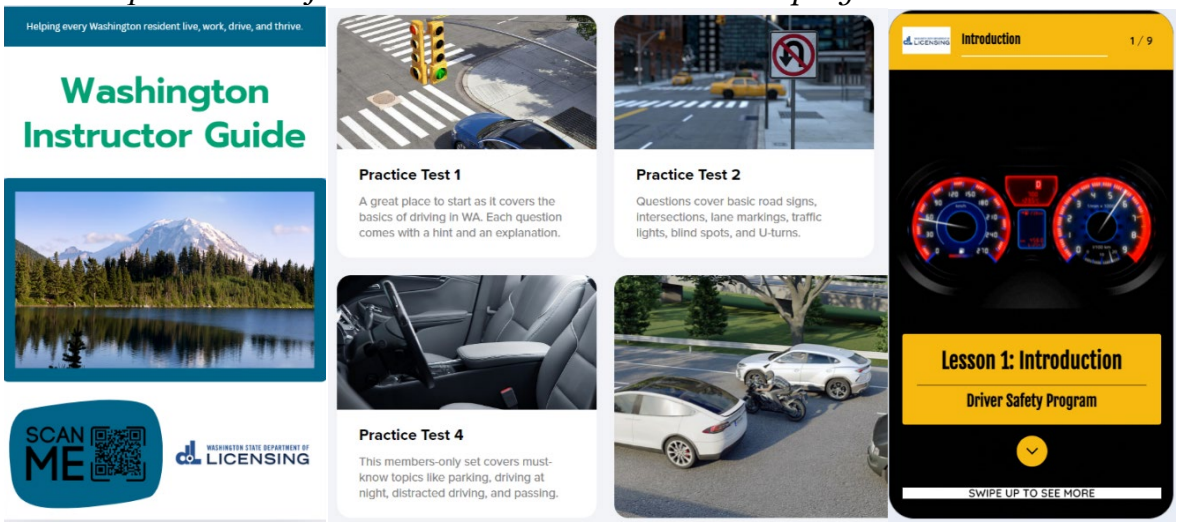
Note. Left image: Traffic Safety Education home page, Center image: Drop Down Menu, Right image: Business License and Structure webpage. Webpages are in the design process to match the DOL look and feel.

Part 2: DOL Instructor Training Series

The second part of the program is a mix of synchronous learning through Zoom, or similar software, and asynchronous learning wherein trainees will complete readings, course work, simulations, BTW components, and assessments. The success and expansion of the program to accommodate the need for licensed driver instructors hinges on the attainment of an LMS. Without it, the program can only accommodate 10-15 people at a time. The second part of the program addresses the licensing requirements for becoming a driver instructor. Domains of knowledge will include, but are not limited to:

- *Teaching and Learning Theory:* Covers the principles of learning, instructional design, learning styles, and effective teaching strategies. Understanding how people learn and retain information is fundamental for a driver instructor to tailor their teaching approach to individual student needs.
- *Classroom Methods:* Teaches instructors how to conduct engaging classroom sessions and assess students. It focuses on traffic laws, road signs, defensive driving techniques, and other theoretical aspects of driving. Instructional techniques such as lectures, discussions, group activities, and multimedia presentations are explored to make learning both informative and interactive.
- *BTW Methods:* Delves into the practical aspects of driving instruction, including hands-on experience in-vehicle handling, maneuvering, parking, and navigating various road conditions. Participants learn how to effectively communicate instructions to learners, provide constructive feedback, and ensure safety during driving practice sessions.
- *Professional Responsibilities:* Addresses topics such as instructor-student relationships, confidentiality, maintaining accurate records, and adhering to industry standards and regulations. Ethics, professionalism, and legal obligations are essential aspects of being a driver instructor.
- *Professional Pathways:* Provides insights into career opportunities, professional development options, and pathways for advancement within the field of driving instruction. Participants will explore different specialization areas, such as becoming an examiner or becoming certified to train other driver instructors.

Figure 8: *Example resources for the DOL Driver Instructor Series program*



Note. Left image: Washington Instructor Guide, Center images: Driving Simulations, Right image: LMS Course. Resources for the program will include a Washington Instructor Guide, driving simulations, LMS courses, videos, assessments, PowerPoints, Zoom instruction, etc.

Implementation

Pilot

The pilot program will begin January 2025 and run for six months. The DOL plans to offer the pilot to 10-15 volunteers from diverse backgrounds. During the pilot the DOL plans to include program participants who are bilingual and can provide feedback for the established program. Trying to combine multiple languages in the pilot may cause unintentional barriers. We wish to be intentional with participation and including those who can help to ensure the program we have created works before the content is translated into additional languages.

The program will be delivered primarily through online tools and websites, allowing participants to engage with the content remotely. At present the DOL does not have an ideal location to host the program and will be using the DOL website as the minimum viable product. Assessment and evaluation of the program will be conducted. If desired an independent review of the program can be conducted.

Rollout Plan Established Program

After reviewing evaluation metrics and feedback gathered during the pilot, if the program is shown to add value to the DTS industry within Washington State, the DOL recommends that the program be established.

If converted to a program of record, the DOL plans to offer the program quarterly to 10-15 people. Ideally an LMS will be funded, allowing for a more interactive program for participants. The program will still be self-paced online with instructor support. Program assessment and evaluation will continue for continuous improvement. After the pilot program, and refinements are made based upon feedback and recommendations, the DOL hopes to translate documents into the DOL's recommended languages and promote the program through existing channels and social media, which will require investment of funds by the Washington State Legislature.

Considerations for Implementation

While the program aims to address various barriers faced by women, minorities, and veterans in owning and operating DTSs, several limitations must be acknowledged. Funding and capital remain a significant

concern, particularly regarding the availability of grants and financial support for aspiring entrepreneurs from underrepresented groups. Additionally, staying updated on evolving regulations, laws, and policies is crucial, but relying solely on third-party sites for this information may present challenges in maintaining accuracy and timeliness. A devoted source of funding and establishing reliable channels for regulatory updates will be essential for overcoming these limitations and ensuring the program's long-term sustainability and impact.

- Granted Authority
    - *Funding authority:* Due to the financial barriers placed upon minority communities and the intent to encourage growth within the private sector for minority, women, and veteran-owned DTS, the DOL and the OMWBE desire to offer the DTS Business Guidance program free of cost.
    - *Rulemaking authority:* If the program is fully implemented, the DOL may need rulemaking authority beyond what is granted in Sec. 6 of ESSB 5583.

Implementation Plan Roadmap

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
26	**Pilot DTS business guidance program**	**No**	**No, no changes required or needed**	**DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations**	**Less than 1 year**	**DOL**	**No**	**No**
26.1	Create educational content for program	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations	Less than 1 year	DOL	No	No
26.2	Recruit women, minorities and veteran volunteers with interest in owning a DTS	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations	Less than 1 year	DOL	No	No
26.3	Make learning content accessible to program participants	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations	Less than 1 year	DOL	No	No
26.4	Provide educational support to program participants	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations	Less than 1 year	DOL	No	No
26.5	Assess and evaluate the program for comprehension of material and practical skills / knowledge from participants	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations	Less than 1 year	DOL	No	No
26.6	Conduct a programmatic assessment with	No	No, no changes required or needed	DOL; External - DTS, OMWBE,	1-3 years	DOL	No	No

Outline #	Recommendation	Requires System Updates	Requires Legislation / Rulemaking	Impacted Parties	Time to Implement (apx.)	Responsibility	Requires additional staffing	Requires Funding
	recommendations (WSU DGSS has offered)			ORIA, L&I, DOR, Commerce, Community Organizations				
26.7	Identify accessibility through language translation services of documents and training material	Yes	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations, Veterans Affairs	1-3 years	DOL	No	Yes
26.8	Ongoing promotion and communication to external partners	No	No, no changes required or needed	DOL; External - DTS, OMWBE, ORIA, L&I, DOR, Commerce, Community Organizations, Veterans Affairs	Less than 1 year	DOL	No	Yes

Appendices

Appendix A: Improving Young Driver Safety (ESSB 5583) Feasibility Study
The feasibility study is an independent research report created by WSU's DGSS. Research findings and recommendations do not necessarily reflect the position of the DOL.

Appendix B: Acronyms and Glossary

Appendix C: Acknowledgements

Appendix D: Funding Models

Appendix E: Methodology and Research Results

- Provision: Mandatory Refresher Course
- Provision: Driver Education Deserts
- Alternative Pathways to Driver Instructor Licensure
- Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools

Appendix F: Survey Instruments

- Provision: Mandatory Refresher Course
  - AAMVA Driver Education Refresher Course Survey
- Provision: Driver Education Deserts
  - Townhall Surveys
    - English
    - Spanish
  - In-depth Interviews
- Alternative Pathways to Driver Instructor Licensure
  - Driver Instructor 5583 Feedback Survey
  - Trainer of Trainers Training and / or Mentorship Survey
  - State Board of Community and Technical Colleges Request for Information
  - In-depth Interviews
- Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools
  - Licensed Driver Training School Needs Assessment Survey
  - In-depth Interviews

Appendix G: Scoring Criteria

- LMS Report with Scoring Criteria
- Alternative Pathways Scored Recommendations & Scoring Criteria

Improving Young Driver Safety (ESSB 5583) Feasibility Study

WSU EXTENSION
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EXECUTIVE SUMMARY

This report, prepared by Washington State University's (WSU) Division of Governmental Studies and Services (DGSS), was produced at the request of the Washington State Department of Licensing (DOL) to assist with addressing the legislative requirements of Engrossed Substitute Senate Bill (ESSB) 5583. This Senate Bill aims to improve driver safety, and as a result it required, in part, the DOL to develop a "comprehensive implementation plan for the expansion of the current driver training education requirement to obtain a driver license to persons between the ages of 18 to 24".[1] DGSS was specifically contracted as an independent research unit to conduct a feasibility study addressing the following:

- Resources needed to implement such an expansion
- Potential financial needs of persons and students who may be impacted by the expansion
- Access and barriers to receiving driver training education
- The effect of similar driver education expansions adopted by other states

To inform the implementation plan for driver training education expansion called for by ESSB 5583, DGSS conducted numerous interviews with representatives of private driver training education schools, public driver training education schools, Educational Service Districts (ESD), government agencies, interest groups, community organizations, public secondary schools, and parents of current and future drivers. In addition, DGSS conducted quantitative analyses of primary and secondary data pertaining to the issuance of driver licenses in Washington State, the location and prevalence of driver training schools and instructors throughout the state, and the prevalence of potentially impacted students who currently face financial strain. Below is a summary of key findings and recommendations from qualitative and quantitative analyses.

Key Findings

- There are approximately 316 private and 27 public driver training schools operating in Washington as of 2024, and approximately 750 instructors actively teaching courses as of 2023.
- If driver education requirements are expanded to those aged 18-24, the total number of individuals requiring driver training education is projected to increase by more than 60 percent annually if licensing trends persist over time.
- The existing infrastructure of private driver training schools is insufficient for addressing the expansion of driver training education to 18- to 24-year-olds.
    - Interviews indicated a shortage of instructors within Washington and nationally, which hinders timely delivery of the behind-the-wheel component of driver training education, resulting in a significant bottleneck for training delivery.
- Expansion of driver education requirements will place economic and accessibility burdens on already vulnerable populations in the state whose access to driving is essential for their personal and economic activities.
- Public schools are not a viable alternative for driver education programming without changes to training requirements, creation of Washington State-based training, and significant funding for establishing programming.

[1] Washington State Senate. (2023). Engrossed Substitute Senate Bill 5583. [Section 1, lines 7-9].

Recommendations

- To address infrastructure challenges, the following actions are recommended:
    - DOL should develop and provide training for instructors (or coordinate with an entity to provide training).
    - DOL and the Washington Office of Superintendent of Public Instruction (OSPI) should more closely align training requirements for public school instructors with those of private school instructors.
    - A one-time training will likely be insufficient, and it may be beneficial for newly trained instructors to have access to more ongoing support from individuals with driver education experience.
    - If public schools are to provide driver education, especially in driver education deserts, the state should consider providing funding to support this program. To achieve greater accessibility to driving schools in driving deserts, ensure stability of funding over time to encourage schools to pursue this program.
- Communicating the resources available for driver education is essential (See Communication and Outreach Planning). For example, it can be difficult to determine if driver education schools provide instruction in other languages as this information is not always on the business website. DOL could collect this information from driver education schools and provide it on their own website.
- The state should consider ways to sustainably fund scholarships or grant programs so more individuals have access to reduced cost or free driver education.
    - This could include a surcharge on traffic citations to support these efforts, such as is used in Georgia. The surcharge should be calculated to cover the minimum number of students each year the DOL (or whoever administers the program) would like to support.
    - However, the goal should be to ensure that this funding is relatively stable over time.
- Grant programs to support current driver education and expansion of driver education should be considered.
    - A competitive grant process that prioritizes areas of high need, identified via student instructor ratios and/or areas of high burden could help establish more driver education schools.
    - Ohio's Creating Opportunities for Driver Education (CODE) could be emulated to help support these programs.

BACKGROUND AND INTRODUCTION

Currently, Washington state law requires individuals under the age of 18 to obtain an instruction permit and to complete a driver training education course to be eligible to obtain an intermediate driver license; however, those 18 and older are not required to take a driver education course before obtaining a driver license. Driver training education courses in Washington are available mostly at private driver training schools, with some offerings available in public school districts.[2] Driver training schools are subjected to oversight by OSPI and DOL, which are required to jointly develop and maintain a basic minimum required curriculum for school districts and approved private schools operating a traffic safety education program. The director of the DOL is responsible for the administration and enforcement of laws pertaining to private driver training schools and driver training education and may adopt courses and enforce administrative rules related to these laws.

Engrossed Substitute Senate Bill 5583 was passed by the Washington State Legislature in 2023. Section 1 of this legislation requires DOL to develop an implementation plan for expanding "the current driver training education requirement to obtain a driver license to persons between the ages of 18 to 24" [Section 1, lines 7-9]. According to the legislation, the requirement is targeted for an implementation date of July 1, 2026. To develop the implementation plan, the legislation directs the DOL to:

1) examine courses that would satisfy the driver education requirement;
2) assess resources necessary to support the new driver education requirement to ensure accessibility;
3) consult with the Office of Equity to evaluate access to courses and opportunities to improve access;
4) create a public outreach plan to inform Washington State residents about the new requirements;
5) collaborate with educational service districts on potential facilitation between school districts and private schools to increase access to training;
6) examine opportunities to address financial need of persons for whom the cost of driver training may pose a hardship;
7) consult with the Washington Office of the Superintendent of Public Instruction (OSPI) to address financial need of students; and
8) assess approaches in other states that require driver education for individuals 18 and over, as well as the impact of these requirements on traffic safety outcomes and access to driver's licenses.

This report provides the findings and recommendations pertaining to each item above. Item four, the communication and outreach plan, is in Appendix A of this report. This plan provides evidence-based recommendations to help the DOL develop a complete communication and outreach strategy should the Washington State Legislature adopt new driver education requirements."

Involvement of the Division of the Governmental Studies and Services

The DOL contacted DGSS in the fall of 2023 to request assistance with meeting the requirements in Section 1 of ESSB 5583. DGSS is a social science research and outreach unit with 60 years of experience

[2] The most recently available data from the DOL indicates a total of 343 active driving schools in the state, of which about 8% (27) are public schools.

in evaluation research. The DGSS research team met with representatives of the DOL, the Office of Equity, and OSPI to acquire data and information, and the research team reviewed scholarly literature on driver education and traffic safety and conducted multiple analyses to meet the requirements of the legislation. The methodologies underlying these analyses are described in the section below.

METHODS

Researchers at DGSS conducted qualitative and quantitative analyses. Qualitative analyses included semi-structured and open-ended interviews with interested parties and those who would be affected by this new requirement, and quantitative analyses were conducted using a variety of data sources, including data from DOL, OSPI, and the U.S. Census Bureau. Each method informed the development of recommendations and potential implementation strategies for driver education expansion contained in this report. These methods were developed to meet the requirements of the legislation and in response to advice and guidance from various state agencies, including the Office of Equity and OSPI.

Interviews

A total of 26 interviews were conducted between February and April of 2024. The pool of potential interview participants was informed by several sources:

1) the legislation itself,
2) testimony at committee meetings on the legislation,
3) guidance from DOL, and
4) snowball sampling.

Snowball sampling is a technique where interview participants are invited to recommend other individuals to be interviewed. The interviews were 60 to 90 minutes in length and relied on a semi-structured approach. This allowed for the coverage of a broad range of subjects depending upon the interviewee's level of interest and area of expertise in the context of driver education. Interviews were analyzed thematically, primarily using deductive thematic coding based on the eight legislative requirements described in the prior section of this report.

Table 1: Interviews by Organization Type

Organization Type	Number
Private Driving School	5
Public Driving School/Educational Service District	6
Washington State Government Agencies*	7
Interest Group/Community Organization/Parent	8
Instructor Training	1

**Includes the Office of Equity and Office of the Superintendent of Public Instruction (OSPI) as identified in the legislation.*
Note: The total number of interviews sums to more than twenty-six due to some individuals representing multiple entities.

Quantitative Analyses

Quantitative analyses of various existing datasets were conducted to address select requirements of ESSB 5583, including

1) an assessment of the resources necessary to support the new driver education requirement to ensure accessibility,

2) the examination of opportunities to address financial need of those impacted by driver education expansion, and
3) an assessment of approaches in other states that require driver education for individuals aged 18 and over.

These analyses included examination of Washington DOL datasets that provided information about testing and training, school location, and first issuance of driver licenses. The testing and training data were used to determine the number of students and instructors from 2018 to 2023, while school location data were analyzed to determine potential areas where there may be access issues to driver education. For both data sources, geographic information system (GIS) analysis was used to assess regional variation. First issuance data from 2018 to 2023 were used to determine how many individuals do not take driver education and delay obtaining a driver license until the ages of 18 to 24.

In addition to data provided by the DOL, U.S. Census data on language and Child Nutrition Program reports from OSPI were analyzed. These data provided the percentage of the population in the state who self-identify as speaking English "less than very well" and the number of students by school district that qualified for free and reduced-price school meals, respectively. GIS was used to understand regional variation in potential access to driver education programs.

To conduct the assessment of approaches in other states that require driver education for individuals 18 and over, both primary and secondary data were used. First, to determine the population of states with driver education requirements for adults (in any form), the research team worked with the Washington DOL to conduct a short survey of state and international licensing offices through the American Association of Motor Vehicle Administrators (AAMVA). The survey asked

1) whether the state had driver education requirements for adult drivers,
2) the number of hours of training for classroom, online, and behind the wheel components,
3) whether training was provided mostly by private businesses, and
4) whether there were alternative ways to acquire a license without driver education.

This survey, in addition to data from interviews and online research, was used to create a list of states with these adult driver education requirements.

Once the population of states with adult driver education requirements was identified, licensing rates over time by gender and age were examined using data from the U.S. Department of Transportation. These data were examined during five-year periods (where the data was available) prior to and after each state's implementation of adult driver education. Traffic safety information were also examined for select states using data from state sources over the same time periods.

LITERATURE REVIEW

The disproportionate involvement in overall crashes and fatal crashes for younger drivers (aged 16 to 24) has long been established. Although involvement in fatal crashes and fatalities for drivers 21 and younger dropped in 2021 compared to 2002,[3] teens in the United States are more likely to die from motor vehicle crashes than other causes, and crashes have been a major cause of teen fatalities for

[3] U.S. Centers for Disease Control and Prevention. (2024). *Risk factors for teen drivers.* Washington D.C.: CDC. https://www.cdc.gov/teen-drivers/risk-factors/index.html.

decades.[4] Delayed licensing for individuals 18 to 24 and its impact on crashes has received attention, especially as more teen drivers are delaying licensing.[5] Delayed licensing has been linked to several factors, including race and ethnicity, income levels, and low socioeconomic status neighborhoods.[6]

The concern is that delaying licensing until the age of 18 prevents teens and young adults from benefiting from important educational opportunities, such as Graduated Driver Licensing (GDL) policies, to reduce crash risk. Similar to novice drivers under 18, drivers aged 18 to 20 have been found to have higher crash rates their first year of driving which reduce over time.[7] This is supported by evidence from Washington that shows 18- to 24-year-olds have higher crash rates their first year of licensure compared to 16- to 17-year-olds.[8] As states have slowly expanded driver education requirements to individuals over 18, understanding the effectiveness of driver education in achieving better traffic safety outcomes is essential.

Two primary methods of improving traffic safety for novice drivers under 18 are Graduated Driver Licensing (GDL) policies and driver education programs. GDL policies gradually phase young, novice drivers into the driving population through a graduated licensing system with restrictions. While the restrictions differ depending on the state, restrictions on nighttime driving, supervised practice, and prohibition of passengers under a specific age are common restrictions. GDL policies have been found to reduce crash rates, traffic fatalities, and hospitalizations due to crashes.[9] However, as GDL is mostly applied to individuals under 18, at least in the United States, whether GDL policies reduce crash rates for

[4] Governors Highway Safety Association. (2023). GHSA Spotlight Report: Young Drivers and Traffic Fatalities: 20 Years of Progress on the Road to Zero. Washington, DC: GHSA; Miniño, A. M. (2010). Mortality Among Teenagers Aged 12-19 Years: 1999 2006. Washington, DC: U.S. Centers for Disease Control and Prevention National Center for Health Statistics.
https://www.cdc.gov/nchs/products/databriefs/db37.htm#:~:text=Accidents%20account%20for%20nearly%20one,one%2Dthird%20of%20all%20deaths.

[5] Shults, R. A. (2017). Trends in teen driver licensure, driving patterns and crash involvement in the United States, 2006 - 2015. 62, 181-184.; Vaca, F. E., Li, K., Tewahade, S., Fell, J., Haynie, D., Simons-Morton, B. G., & Romano, E. (2021). Factors Contributing to Delay in Driving Licensure Among U.S. High School Students and Young Adults. Journal of Adolescent Health, 68(1), 191-198. doi:https://doi.org/10.1016/j.jadohealth.2020.05.003.

[6] (Vaca, et al., 2021); Radford, A., Simmons, S., & Zhang, H. (2024, April 24). Certified Diversity Executive Project: Customer Diversity Data - Proxy Measures Inventory and Analysis. Olympia, Washington, United States.

[7] Curry, A. E., Pfeiffer, M. R., Durbin, D. R., & Elliot , M. R. (2015). Younger driver crash rates by licensing age, driving experience, and licensing phase. Accident Analysis & Prevention, 80, 243-250. doi:https://doi.org/10.1016/j.aap.2015.04.019

[8] (Radford, Simmons, & Zhang, 2024)

[9] Dee, T. S., Grabowski, D. C., & Morrisey, M. (2005). Graduated driver licensing and teen traffic fatalities. Journal of Health Economics, 24, 581-589; Foss, R. D., Feagances, J. R., & Rodgman, E. A. (2001). Initial effects of Graduated Driver Licensing on 16-Year-Old Driver Crashes in North Carolina. JAMA, 286(13), 1588-159; Hirschberg, J., & Lye, J. (2020). Impact of graduated driver licensing regulations. Accident Analysis & Prevention, 139. doi:https://doi.org/10.1016/j.aap.2020.105485.

those 18 and over is less clear. A study in New Jersey did find that GDL policies reduced crash rates for 18- to 20-year-olds.[10] However, GDL has also been associated with higher fatal crashes for 18-year-olds.[11] When expanding GDL requirements to 18- to 20-year-olds in Indiana, nighttime crash rates and crashes involving passengers slightly increased.[12] Further study is needed to determine the impact of GDL policies on this age group. Thus, expansion of GDL to this age group may not have the intended effect.

In combination with GDL policies, driver education programs are used to produce improved traffic safety outcomes. However, the evidence that driver education (DE) impacts traffic safety outcomes is mixed. Systematic reviews of studies have consistently found non-significant differences between DE-trained drivers and non-DE drivers,[13] and some found that driver education would not contribute significant safety benefits to existing graduated licensing programs.[14] Complicating evaluating the impact of driver education, DE programs are significantly different in terms of curriculum design and service delivery, and evaluations rarely account for other variables that could explain associations between the available data.[15] Therefore, evaluations of DE programs may have limited generalizability, and attention needs to be directed at whether the curriculum delivery serves the desired outcome of reducing crashes. Although there is still disagreement across the literature on the effects of driver education, especially when attempting to establish causality, it appears that DE generally improves driving *skill* and may reduce crash rates, based on certain conditions. In agreement with the material reviewed, the CDC

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[10] Curry, A.E., Metzger, K.B., & Williams, A.F. (2017). Older novice driver crashes in New Jersey: Informing the need for extending graduated driver licensing requirements. *AAA Foundation for Traffic Safety. https://aaafoundation.org/older-novice-driver-crashes-new-jersey-informing-need-extending-graduated-driver-licensing-restrictions/.*

[11] Foss, R. D., Feagances, J. R., & Rodgman, E. A. (2001). Initial effects of Graduated Driver Licensing on 16-Year-Old Driver Crashes in North Carolina. JAMA, 286(13), 1588-1592.

[12] Wang, Y. C., Foss, R. D., Goodwin, A. H., Curry, A. E., & Taft, B. C. (2020). The effect of extending graduated driver licensing to older novice drivers in Indiana. Journal of Safety Research, 74, 103-108.

[13]IIHS (2024, Jun.). Teenagers. Insurance Institute for Highway Safety. https://www.iihs.org/topics/teenagers#driver-education; Akbari, M., Lankarani, K. B., Heydari, S. T., Motevalian, S. A., Tabrizi, R., & Sullman, M. J. (2021). Is driver education contributing towards road safety? a systematic review of systematic reviews. Journal of injury and violence research, 13(1), 69; Thomas, F. D., III, Blomberg, R. D., & Donald L. Fisher, D. L. (2012, April). A Fresh Look at Driver Education in America. (Report No. DOT HS 811 543). Washington, DC: National Highway Traffic Safety Administration; Hirsch, Pierro, Urs Maag, and Claire Laberge-Nadeau. 2006. "The Role of Driver Education in the Licensing Process in Quebec." Traffic Injury Prevention 7(2): 130–42. doi:10.1080/15389580500517644; English, Donald M. 2011. "Driver Education: The Missing Link in Traffic Safety." Professional Safety 56(02): 44–47; Hirsch, Pierro. 2003. "Adolescent Driver Risk Taking and Driver Education: Evidence of a Mobility Bias in Public Policymaking." Journal of Safety Research 34(3): 289–98. doi:10.1016/s0022-4375(03)00031-8; Vernick, J. S., Li, G., Ogaitis, S., MacKenzie, E. J., Baker, S. P., & Gielen, A. C. (1999). Effects of high school driver education on motor vehicle crashes, violations, and licensure. American journal of preventive medicine, 16(1), 40-46.

[14] Mayhew, Daniel R., Herbert M. Simpson, Allan F. Williams, and Susan A. Ferguson. (1998). "Effectiveness and Role of Driver Education and Training in a Graduated Licensing System." Journal of Public Health Policy 19(1): 51–67. doi:10.2307/3343089; Mayhew, Daniel R. (2007). "Driver Education and Graduated Licensing in North America: Past, Present, and Future." Journal of Safety Research 38(2): 229–35. doi:10.1016/j.jsr.2007.03.001; Mayhew, D. R., & Simpson, H. M. (2002). The safety value of driver education and training. Injury prevention, 8 (suppl 2), ii3-ii8.

[15] See Beanland, V., Goode, N., Salmon, P. M., & Lenné, M. G. (2013). Is there a case for driver training? A review of the efficacy of pre-and post-licence driver training. Safety science, 51(1), 127-137.

reports that to influence crash risk, DE programs must prioritize risk-calculation skills (like supervised behind-the-wheel training and crash video analyses), risk behavior management, and trip-planning.[16]

While Washington State requires six hours of behind-the-wheel training (BTW), this training is not a required component of driver education in many states.[17] BTW offers a way of learning that is more practical for novice drivers.[18] Evidence from Georgia suggests that classroom instruction with BTW training is more effective at reducing crashes, followed by online instruction with BTW training compared to both online and classroom instruction with parents supervising drivers.[19] DE programs associated with crash rate reductions (those reported by the GHSA, 2023) seem to attribute their success to the BTW component in their DE curricula,[20] or to graduated licensing procedures that require supervised driving.[21] While different than BTW training, the importance of supervised driving is also echoed in Ontario, Canada, where drivers who opted to shorten their supervised driving period after taking an optional Beginner Driver Education program were involved in collisions at a rate of 30% more than those who did not shorten their supervised driving period.[22]

Walshe et al. found differences in crash rates between drivers licensed at ages 16 and 17 and those licensed at 18, urging further study on whether BTW training reduced crashes.[23] However, this study could not isolate the impacts of driver education, BTW training, and GDL restrictions (all required for drivers under 18), nor did it control for miles driven. Cautiously stated, BTW training may reduce the rate of crashes for those licensed from ages 16-18 (though further study is needed,) but adding BTW components that require professional training for those aged 18 or older may also disadvantage those from lower socioeconomic backgrounds.[24] Drivers who "take a break" from driving after acquiring their

[16] CDC. (2024, Feb). Teen Drivers. Centers for Disease Control and Prevention. https://www.cdc.gov/teen-drivers/prevention/index.html

[17] (Governors Highway Safety Association, 2023)

[18] Nadimi, Navid, Vahid Khalifeh, Amin Khoshdel Sangdeh, and Amir Mohammadian Amiri. (2021). "Evaluation of the Effect of Driving Education and Training Programs on Modification of Driver's Dangerous Behaviors." International Journal of Transportation Engineering 8(4): 399–414. doi:10.22119/ijte.2021.237613.1523.

[19] Strategic Research Group. 2021, March 18. Georgia Driver's Education Commission: Grant Scholarship Program & Joshua's Law Evaluation Report. https://www.gahighwaysafety.org/wp-content/uploads/2022/02/gdec-grant-scholarship-program-joshuas-law-evaluation-report-final-v2-1.pdf.

[20] Walshe, E. A., Romer, D., Wyner, A. J., Cheng, S., Elliott, M. R., Zhang, R., Gonzalez, A. K., Oppenheimer, N., & Winston, F. K. (2022). Licensing examination and crash outcomes post licensure in young drivers. JAMA Network Open, 5(4):e228780. https://jamanetwork.com/journals/jamanetworkopen/fullarticle/2791283.

[21] Shell, D. F., Newman, I. M., Córdova-Cazar, A. L., & Heese, J. M. (2015). Driver education and teen crashes and traffic violations in the first two years of driving in a graduated licensing system. Accident Analysis & Prevention, 82, 45-52; Raymond, P., Johns, M., Golembiewski, G., Seifer, R. F., Nichols, J., & Knoblauch, R. (2007). Evaluation of Oregon's graduated driver licensing program [DOT HS 810 830]. National Highway Traffic Safety Administration. https://digital.osl.state.or.us/islandora/object/osl%3A7888.

[22] Office of the Auditor General of Ontario. (2023, Dec.). Value-for-Money Audit: Driver Training and Examination. Ministry of Transportation, Toronto, Ontario.

[23] (Walshe et al., 2022)

[24] Ibid.

license are associated with sooner and more frequent traffic violations after they resume driving as they are unable to reinforce those previously learned skills.[25]

GHSA recommendations like strengthening GDL laws, increasing parent involvement and broadening accessibility, would require a curriculum review to ensure that hazard perception, risk calculation and control are better incorporated into the DE learning requirements. Younger drivers can improve their hazard perception with more behind-the-wheel practice (something parents can assist with) and in-class analyses of crash videos.[26] The DE framework used by Washington State, the "Goals for Driver Education" (GDE) matrix, does include hazard perception and risk assessment components, though whether young drivers are learning about them is worth exploring. Issue specialists have previously pointed out that DE fails to influence crashes because (a) programs fail to teach the relevant skills (hazard perception) aside from the basic vehicle maneuvering, (b) programs disregard learner attitudes about risk-seeking behavior, (c) programs without BTW may inflate driver overconfidence,[27] and (d) programs do not tailor their content to the reasons why learners approach DE services.[28] Insight could be drawn from interviews with learner drivers and driving instructors. In Australia, such interviews found that DE educators believed their training programs taught the four key dimensions of the GDE framework equally: (a) rules of the road, (b) traffic scenarios (like driving in inclement weather), (c) time management and trip planning, and (d) risk assessment, like impulse control or driving under the influence. Students, however, reported only learning about the first two. The researchers recommended more streamlined, dedicated and repeated coursework concerning road safety, time-management, trip-planning and impulse control.[29]

One evaluation of national crash data attributed a 56% reduction of crashes among drivers aged 16-17 and a 44% reduction among those aged 18-19 to the presence of both DE and graduated licensing programs.[30] This same report found that from 2002 to 2022 there had been a 38% decrease in crashes among young drivers.[31] However, these results should be interpreted with caution as they rely on descriptive analysis rather than multivariate analysis which can control for other factors that influence crashes besides age. Studies that use multivariate methods may find DE programs reduce crash risk, but the estimates of impact are often much smaller. For instance, a 2017 study of the Oregon DE program found 39% fewer driving-related convictions among DE-trained teen drivers and 4.3% fewer collisions, compared to non-DE-trained teen drivers.[32] Another study did find that DE-trained drivers experienced

[25] Wang, Tao, Wenlong Mu, and Nan Cui. 2021. "Can the Effectiveness of Driver Education Be Sustained? Effects of Driving Breaks on Novice Drivers' Traffic Violations." Accident Analysis & Prevention. doi:10.1016/j.aap.2021.106083.

[26] Borowsky, A., Shinar, D., & Oron-Gilad, T. (2010). Age, skill, and hazard perception in driving. Accident analysis & prevention, 42(4), 1240-1249; Isler, R. B., & Starkey, N. J. (2012, October). Driver education and training as evidence-based road safety interventions. In Wellington, NZ: Australasian Road Safety Research Policy Education Conference.

[27] Gregersen, N. P. (1996). Young drivers' overestimation of their own skill—an experiment on the relation between training strategy and skill. Accident Analysis & Prevention, 28(2), 243-250.

[28] (Mayhew & Simpson, 2002)

[29] Rodwell, D., Hawkins, A., Hawthorn, N., Larue, G.S., Bates, L. & Filtness, A. (2018). A mixed-methods study of driver education informed by the Goals for Driver Education: Do young drivers and educators agree on what was taught? Safety Science, 108, 140-148. https://doi.org/10.1016/j.ssci.2018.04.017

[30] (Governor's Highway Safety Association, 2023)

[31] Ibid.

[32] (Mayhew et al., 2017)

1.1% fewer crashes, 1.5% fewer injuries, 13.4% fewer traffic violations and 0.2% fewer alcohol violations in Nebraska, where there is a graduated licensing system.[33] Two studies concluded that the availability of education makes licensure more accessible for teens, and it is this early access (not the content of the program) that increases crash rates among inexperienced drivers.[34]

In Canada, DE was associated with significantly lower odds of crashing at both levels of the graduated licensing system.[35] The only study to explicitly look at DE in terms of skill training was from Sweden; where they concluded that although licensed teens (ages 18-19) were ten times more likely to crash than un-licensed learners, the latter experienced disproportionately more head-on collisions, overtaking, rear-endings and turning conflicts. Professional behind-the-wheel training resulted in fewer crashes and was recommended as part of the mandatory DE system.[36] The need to align DE learning outcomes with both road-rules and risk-taking is echoed in other countries as well. Another evaluation out of Australia found that driver-focused (rules-of-the-road) programs did not produce any significant reductions in crashes, but programs that taught about risky driving habits, risk assessment and road safety had a 44% reduced crash risk.[37] Some authors categorize types of risk in terms of risk miscalculation, intentional risk-taking and even self-destructive risk-taking,[38] which may help guide new coursework design. Best practices have been identified within the GDE,[39] some of which are reflected in other studies:

1. Help learners develop awareness of their real skills (practice with live commentary).
2. Involve parents in BTW training (make practice a common occurrence).
3. Curriculum includes impulse and emotion control.
4. Teaching hazard detection by discussing risky scenarios.

In summary, the impact of driver education on traffic safety is complex, and there is disagreement on its effects. Akbari et al. argue that "there is no evidence that pre-licensure driver education or post-licensure driver education leads to reduction in crashes or injuries."[40] NHTSA includes both pre-licensure driver education and post licensure driver education as approaches that are unproved or need further

[33] (Shell et al., 2015)
[34] Robertson, L. S. (1980). "Crash Involvement of Teenaged Drivers When Driver Education Is Eliminated from High School." American Journal of Public Health 70(6): 599–603. doi:10.2105/ajph.70.6.599; Lund, A. K., Williams, A. F., & Zador, P. (1986). High school driver education: Further evaluation of the DeKalb County study. Accident Analysis & Prevention, 18(4), 349-357.
[35] Zhao, J., Mann, R. E., Chipman, M., Adlaf, E., Stoduto, G., & Smart, R. G. (2006). The impact of driver education on self-reported collisions among young drivers with a graduated license. Accident Analysis & Prevention, 38(1), 35-42.
[36] Gregersen, N.P., Nyberg, A., Berg, H.Y., 2003. Accident involvement among learner drivers – an analysis of the consequences of supervised practice. Accident Analysis and Prevention, 35(6), 725-730.
[37] Senserrick, T., Ivers, R., Boufous, S., Chen, H. Y., Norton, R., Stevenson, M., ... & Zask, A. (2009). Young driver education programs that build resilience have potential to reduce road crashes. Pediatrics, 124(5), 1287-1292.
[38] See Hirsch, Pierro, Urs Maag, and Claire Laberge-Nadeau. 2006. "The Role of Driver Education in the Licensing Process in Quebec." Traffic Injury Prevention 7(2): 130–42. doi:10.1080/15389580500517644.
[39] Bailey, T., Wundersitz, L., O'Donnell, K., & Rasch, A. (2022). Identifying best practices in a process evaluation of a novice driver education program. Evaluation and program planning, 93, 102105.
[40] (Akbari et al., 2021)

evaluation.[41] However, systematic reviews may hinder examining the effects of driver education as they cannot account for differences in teaching method, delivery, or other aspects of driver education programs that may impact effectiveness. Therefore, case studies of driver education programs may be most appropriate to determine its effectiveness, especially in terms of crashes and injuries.

Driver education programs that teach hazard perception, risk calculation, impulse control, and have Behind-the-Wheel training have been linked to better traffic safety outcomes. However, these studies often focus on comparing novice drivers under 18 with those over 18. It is unclear whether driver education would have a similar impact for older populations and there is some evidence that novice drivers over 18 respond differently to Graduated Driver Licensing provisions.

ANALYSIS

Support for Expanded Driver Education

Interview participants were asked their opinions of the legislation. Overall, seven of the twenty-six participants (27%) explicitly supported the legislation. These participants were from government agencies, private driving schools, and interest groups. Four participants (15%), with varied connections to the topic, outwardly opposed the legislation, citing a lack of infrastructure and the burden on the general public and driving schools. These participants expressed concern that even if funding were provided to help improve access to driver education, it would be far too burdensome on individuals and the system. For example, individuals who have postponed acquiring a driver license until they reach age 18 due to the cost burden would now have to postpone until even later. Additionally, five participants (19%) expressed concern that the legislation would likely cause an increase in unlicensed and uninsured drivers, and one participant mentioned that populations that are "already over-policed" would be harmed by an expansion.

When discussing the potential benefits of the legislation, eleven of the twenty-six interviewees (42%) discussed the increased safety that the expansion of driver education would provide. Five participants (19%), including representatives of public schools, private schools, government, and community organizations, were more critical and wanted to see evidence that this would improve traffic safety before fully supporting this legislation. Six participants (23%) pointed out that there are other, less burdensome ways to increase safety, such as increased law enforcement, traffic cameras, and incentives for safe driving.

Courses

Determining courses that would meet the training requirements is difficult when these requirements have not yet been determined. If the current requirements for those under age 18 are extended to individuals aged 18 to 24, then the current course content used by public and private schools in Washington State could satisfy these requirements. As noted in the literature review on driver education, driver-focused driver education programs, also known as "rules of the road" are not effective. Best practices for driver education include skill awareness, involving parents in behind-the-wheel training, impulse and emotional control, and hazard detection and risky scenarios.[42] When

[41] National Highway Traffic Safety Administration. *Approaches that are Unproven or Need Further Evaluation*. https://www.nhtsa.gov/book/countermeasures-that-work/young-drivers/countermeasures/unproven-further-evaluation

[42] (Bailey et al., 2022)

considering whether and how best practices may need to be adapted for novice drivers over 18, some practices, such as involving parents in behind-the-wheel training, would likely not be appropriate. American Driver and Traffic Safety Education Association (ADTSEA)'s Novice Teen Driver Education Curriculum Standards, despite its focus on teens, covers numerous skills and behavioral elements that apply to novice drivers broadly.[43] However, there is currently a dearth of evidence-based research that specifically addresses whether and how driver education should be adapted for novice drivers over the age of 18. More research is needed that specifically examines driver education effectiveness for young adults, and especially whether some aspects of driver education should vary depending on age of the learner. There is also some evidence that current driver education could be improved for all age groups if adaptions are made. This could include updating courses to better meet the needs of individuals with ADHD and adaptations for individuals with cognitive and physical disabilities.[44]

To understand current courses available nationally and in Washington State that may meet requirements for 18 to 24 year olds, we discussed courses and curriculum with interview participants, including public and private school educators, traffic safety experts both within the state and nationally, and driver education experts. Much of this discussion focused on limitations of current Washington State training. In what follows, we present opinions expressed by various interviewees on driver education training in Washington.

Interviews

Several concerns were expressed over the current curriculum available and requirements of the curriculum in Washington by public school, interest group, and government agency representatives. The majority of private school representatives interviewed discussed changes needed, such as the continued ability to provide online schooling.

A primary criticism was that the DOL currently has no curriculum, but rather, it has a set of "boxes to tick" (i.e., content standards). Other concerns included assertions that instructors only deliver information and do not actually teach, the curriculum is primarily focused on checking boxes and meeting minimum requirements, and the skills test allows for multiple errors and does not actually test the driving quality. Multiple participants expressed the need for a curriculum to focus on behavior and safety rather than checking off content requirements. One participant proposed not only making testing more challenging but also increasing the quality of education that accompanies the testing, suggesting more hours in the classroom and behind-the-wheel.

Several participants suggested that a curriculum needs to be developed by the DOL, and that licensing and testing should use a competency-based approach. Individuals from private driving schools, interest groups, and former educators discussed assessing competency rather than teaching to a licensing test. An individual from a private school described it as a "training outcome expectation." They

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[43] See American Driver & Traffic Safety Education Association (ADTSEA). (2023). Novice Teen Driver Education Curriculum Standards. https://www.adtsea.org/webfiles/fnitools/documents/adtsea-curriculum-standards.pdf.

[44] See Breault, C., Déry, J., Beaudry, M., Chénard, S., Gélinas, I., Morales, E., Lamontagne, M. (2020). From knowledge to action: Measuring gaps between the evidence and adapted driver education services for young adults with disabilities. *Transportation Research Interdisplinary Perspectives,* 4. https://doi.org/10.1016/j.trip.2019.100065.; Aduen, P.A., Cox, D.J., Fabiano, G.A., Garner, A.A., & Kofler, M.J.(2019). Expert Recommendations for Improving Driving Safety for Teens and Adult Drivers with ADHD. *ADHD Rep.* 27(4). Doi: 10.1521/adhd.2019.27.4.8. PMID: 31431797; PMCID: PMC6701848.

recommended teaching toward competency requirements and then moving to the driving component to increase the number of students the school can accommodate. In particular, students would be assessed on their individual needs, and instruction would focus on their weaknesses to develop better drivers. They also argued that standards, curriculum, and other over-regulations put a burden on private driver education and reduce the volume of students. According to some participants, competencies could also help reduce the time spent in a driver education program (a barrier mentioned in other interviews) because rather than focusing on getting a specific number of hours, the program could focus on meeting the competency-based requirements. Participants report that competency-based programs already exist and are ready to use, but no state has mandated them. It would likely take legislative changes and agreement from collaborators to implement these programs fully.

Interest groups focused primarily on the expansion of driver education and its effects on the level of education. In particular, the need to fast-track instructors may result in decreased teaching effectiveness. This is in addition to discussions among some participants that the training for instructors in private schools is not very robust, especially compared to requirements for public school instructors. Two interest group representatives (in the same interview) expressed that the curriculum and final test requirements should be overhauled. Suggestions include looking at other countries with low traffic fatality rates for areas to improve.

An expressed concern across multiple groups (including one private school representative) is that the increase in students and driving schools due to driver education expansion will make it incredibly difficult for the DOL to keep up with monitoring, which is a vital component of ensuring quality education. Some schools may only be concerned with profit by moving students through their programs quickly rather than providing quality education. A suggestion made as an option to resolve this is to make the first year of operation of a new school probationary, which would allow the DOL to shut down inferior businesses.

Suggestions made regarding curriculum improvements include unifying DOL and OSPI's driver education requirements and expectations. An "off the shelf" curriculum may be a way to get more driver education programs going. Additionally, a couple of participants suggested having different requirements for age groups, similar to the requirements for motorcycle operator's licenses. Another participant mentioned the possibility of incorporating more support materials for components that deal with aspects such as emotional regulation.

Online Courses

Four of the six (67%) private school representatives interviewed expressed that there needs to be online or videoconferencing tool (e.g., Zoom) options for the classroom portion of teaching. There was some support for both synchronous (online courses where instructors and students meet at the same time) and asynchronous online courses (online courses where students and instructors do not meet at the same time), with one school representative expressing support for Washington moving to exclusively self-paced online classes. However, a self-paced online option is not without disagreement. Online courses would only require students to visit the driving school for behind-the-wheel training. Benefits of this approach include the ability to move a larger number of students through classes (and may lift the pressure from the increase in student demand due to the expansion) and greater accessibility for students (e.g., language access and rural locations). An additional benefit expressed was that in-person classroom management and technology can be difficult for instructors.

There was much more pushback on the use of videoconferencing tools for instruction from other participants. One private driving school representative expressed concern over student engagement with videoconferencing and a gap in learning by the time they start behind-the-wheel training. Another expressed that the move to videoconferencing may degrade the teacher-student relationship, affecting learning quality. A public-school representative expressed that videoconferencing classes do not have the "quality, interaction, or engagement" that in-person education has, as students may not even engage or be present, especially if their cameras are turned off. In addition, large private schools that run videoconferencing classes can pass many students through the classroom portion but then may have difficulty having students complete the driving portion in a timely matter. A representative from a government agency seems to support this view, citing that videoconferencing brings in more students, but auditors get complaints that schools cannot keep up with the demand for the in-person driving portion. Some school participants indicated they had a waitlist but did not indicate the length of the wait. This could be because it was indicated that they must carefully consider wait times for Behind-the-Wheel training when accepting students.

To conclude, several participants seemed to view this legislation and study as an opportunity to improve how Washington conducts driver education. Some participants focused on competency as a new approach to testing and licensing. Several participants suggested this is an opportunity for the DOL to produce a curriculum, in collaboration with traffic safety experts and educational professionals, rather than based on standards. Similarly, public school teachers noted that having a curriculum and course materials (including PowerPoint) would be extremely beneficial. More disagreement seems to exist on whether there are pre-existing courses widely available that could be used to meet expansion requirements. While a few participants mentioned the *How to Drive* training available through AAA (American Automobile Association) and endorsed by ADTSEA, other participants were critical of the training. The AAA training is customizable to meet local needs; however, some participants preferred their own materials or sought to improve the existing training.

Approaches to Meet Requirements

There was disagreement on what mode of driver education training is most appropriate. Some interview participants supported a self-paced online course, while others were heavily critical of this approach. Likewise, some participants were in favor of continuing allowing synchronous, online training that was established during COVID19, while other educators were heavily critical of online training over all (claiming it is ineffective) and specifically how it is being used by some schools in Washington State. Research in higher education and the K-12 context does indicate that online training can be a comparable substitute for classroom learning when delivered properly. To deliver online courses effectively so they are comparable to the classroom, student engagement is critical and there needs to be interactive content which includes multiple types of media.[45] Providing personalized and timely feedback is also important for effectiveness and individual student needs must be considered.[46]

[45] Castro, M., & Tumibay, G. (2021). A literature review: Efficacy of online learning courses for higher education institution using meta-analysis. Education and Information Technologies 26(2), 1367-1385; Johnson, C., Walton, J., Strickler, L., & Elliot, J. (2023). Online Teaching in K-12 Education in the United States: A Systematic Review. Review of Education Research, 93(3), 353-411.
[46] Ibid.

Online learning may be a useful substitution for some, but it is not the case with all. There are many factors that may affect the ability of a student or program to participate in online courses effectively, including access to technology or the Internet.[47] There are disparities in digital access based on race, gender, location, socioeconomic status, or a combination of these factors. For instance, a study found that students from Black and Hispanic/Latinx households had less reliable internet and devices available. Specifically, 24.7% of Black households and 19.1% of Latinx households did not have reliable internet or devices for remote learning, while only 13% of White households did not.[48]

Research also indicates that online learning may widen disparities for students who are already lower-performing and are less prepared academically.[49] Through interviews and a qualitative analysis of access in the shift to online learning, Ikebuchi identified several themes related to equity, diversity, and inclusion. Access to technology and the internet, among other factors, were major themes present for students of underrepresented groups when considering challenges in online and hybrid learning.[50] Specifically, access for Indigenous and other students from underrepresented racial groups, students in lower economic classes, and students in remote or rural areas reported the most challenges. Student experiences in relation to equity, diversity, and inclusion included digital literacy, which often went hand in hand with access to technology.[51] In other words, online learning does not necessarily equitably improve access and could potentially widen the gap in disparities for underrepresented groups based on race and socioeconomic status.[52]

Online or blended programs may have utility in making driver education more accessible for some but providing programs that adhere to best practices is crucial to maintaining a high level of rigor in the online context.[53] Washington State could consider evaluating the online components of courses currently offered in the state to ensure they are meeting best practices for comparability to traditional classroom instruction. Additionally, evaluating these courses in terms of accessibility is important.

In terms of an asynchronous, self-paced course that would meet current Washington State standards, this course would need to be developed. A pre-packaged, self-paced course option is not widely available for immediate adoption in Washington State. If this approach is selected as an option to meet requirements, DOL and OSPI should work with driver education experts within the state and nationally

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[47] (Johnson et al., 2023); Topping, K. J., Douglas, W., Robertson, D., & Ferguson, N. (2022). Effectiveness of online and blended learning from schools: A systematic review. Review of Education, 10(2), 1-41.
[48] Francis, D. V., & Weller, C. E. (2022). Economic inequality, the digital divide, and remote learning during COVID-19. The Review of Black Political Economy, 49(1), 41–60.
[49] Bird, K. A., Castleman, B. L., & Lohner, G. (2022). Negative impacts from the shift to online learning during the COVID-19 crisis: Evidence from a statewide community college system. EdWorkingPaper: 20-299. Annenberg Institute at Brown University: https://doi.org/10.26300/gx68-rq13; Sublett, C. (2022). The access-equity dualism of online learning in community colleges. New Directions for Community Colleges, 198, 25–36.
[50] Ikebuchi, S. (2023). Accessing education: Equity, diversity, and inclusion in online learning. Canadian Journal of Learning and Technology, 49(1), 1–20.
[51] (Ikebuchi, 2023)
[52] Sublett, C. (2020). Distant equity: The promise and pitfalls of online learning for students of color in higher education. American Council on Education. https://www.equityinhighered.org/resources/ideas-and-insights/distant-equity-the-promise-and-pitfalls-of-online-learning-for-students-of-color-in-higher-education/; Sublett, C. (2022). The access-equity dualism of online learning in community colleges. New Directions for Community Colleges, 198, 25–36.
[53] (Johnson et al., 2023)

to develop this option. There is also debate on whether asynchronous courses are effective. Some studies suggest that the mode is less effective than synchronous online courses, [54] while others suggest that asynchronous learning can be effective if students are properly motivated. [55] Asynchronous learning may also be better for some subject matter than others.[56] The efficacy of this approach would need to be evaluated to determine its ability to achieve desired outcomes for specifically driver education.

For synchronous, online course options, this option is currently being utilized by several schools in Washington State. Although these options should be evaluated for whether they are meeting current best practices, if the requirements for young adults and teens are the same, these courses could be applied to the new population of students. It would also be beneficial to evaluate these blended courses to determine whether they produce similar results to classroom instruction.

As numerous interview participants indicated the need to create a Washington State curriculum, this could be an opportunity to improve driver education in Washington State by bringing together a collaborative group of educational experts, driving education experts, and traffic safety experts to create a curriculum that meets requirements for those above and below the age of 18. This curriculum does not need to be developed from the ground up as there are programs available that can be adapted to meet requirements. The Oregon Department of Transportation has a standardized program that could be adapted to fit Washington requirements. Likewise, the *How to Drive* training from the AAA mentioned previously may also serve as a template for adaptation.

As noted previously, few studies specifically examine the effectiveness of driver education for young adults compared to those under age 18 or whether some interventions and content are more effective for the 18- to 24-year-old population. This lack of information makes it difficult to determine whether and how driver education for young adults should differ from programs targeting those under 18. If these requirements for training are different from the current requirements, programs that meet these requirements regardless of mode will need to be developed and ready prior to implementation to ensure access.

Capacity to Support Expanded Driver Education

To understand Washington State's capacity to support an expansion of mandatory driver education to 18- to 24-year-olds seeking a driver license, a variety of data sources were employed. These included interview data with numerous organizations and interests as well as data provided by DOL regarding driver license issuances and individuals' testing and training outcomes from 2018 to 2023.

Interviews

Instructor Shortages

Interview participants expressed concern over the capacity to support an expansion of driver education. It was noted in several interviews that there is a national instructor shortage and difficulty meeting the current demand in Washington State for driver education, let alone accommodating an expansion.[57] This concern was expressed by private schools (though to lesser extent than other interests and

[54] Ibid.
[55] See Zeng, H., Luo, Jiutong. (2023). "Effectiveness of synchronous and asynchronous online learning: a meta-analysis." *Interactive Learning Environment,* 1-17.
[56] Ibid.
[57] See Alternative Pathways for Driver Instructors

organizations), public schools, and interest groups. While some private school representatives indicated that they would be able to accommodate an increase, representatives of other schools stated that it is unlikely they would be able to hire enough staff under the current training requirements for new instructors. The majority of private school representatives and two public school representatives explicitly stated that more instructors would be needed for the expansion, but that it would be difficult to accomplish due to instructor shortages. Two private schools and one public school representative discussed how they could not meet the current demand due to difficulty finding instructors. It is important to note that private schools also indicated that they could grow due to the demand, but they were limited by the instructor shortage and, therefore, it may take time to achieve. Many others, including interest groups, mentioned how difficult it would be or that they would be unable to accommodate the increased need if the requirements changed due to the instructor shortage.

Several contributing factors to the instructor shortage were identified. Interview participants cited extensive training requirements, uncompetitive pay, and little interest from younger generations in becoming driving instructors. Individuals associated with private schools expressed support for the expansion from a business perspective, but they are limited in the number of individuals applying to be driving instructors. One school expressed that it will likely increase the operating cost of the school to accommodate higher, more competitive salaries for instructors. Another private school representative speculated that they may simply shift clientele, switching from high school age to the 18-24 age bracket. A third school discussed how larger private schools would be able to accommodate the demand over time, but smaller private schools would have more difficulty. It should be noted that some participants suggested the increase in students could be accommodated, as adults may not be limited to evenings and weekends for training in the same way as high school students; however, this assumption rests on several factors that may not be supported when considering scheduling constraints that employment and education might place on accessing driver education. If the expansion is implemented, it is also possible that over time, more individuals will take driver education when they are younger, since waiting until 25 to avoid driver education requirements will not be feasible (as it is now, with many people waiting until age 18 to get their license to avoid driver education and associated costs).

Instructor Training

Many of the interviewees reported instructor training requirements as a major barrier to increasing the availability of instructors and programs.[58] Currently, there appears to be a substantial discrepancy between the number of required training hours for onboarding new private versus public school instructors. One respondent from a private school reported that the law only requires 60-hours of training, but that the DOL has increased that threshold to one hundred hours.[59] They suggested decreasing the overall hours to 60 to move more individuals through the private system. Instructor training for private schools is also done “in-house” and is unpaid. Concern was expressed that private school instructors certified to train other trainers only train their own employees and try to avoid training instructors who may work for other private schools and potential competitors. This is a considerable barrier for training instructors, as it creates a disincentive to train more individuals and places a time and resource burden on the school to do the training. It was suggested that DOL could train instructors to help overcome training deficits.

[58] See Alternative Pathways for Driver Instructors

[59] RCW 46.82.330 has the 60-hour requirement and WAC 308-108-090 instituted the 100-hour requirement.

For public schools, the requirements to certify trainers are much higher, with a 1,000-hour driving requirement prior to taking the instructor training according to participants. Additionally, there is no training currently available in Washington to train public school teachers. Instead, according to several interview participants, instructors who want to work in the public school system must attend training at Western Oregon University (WOU), which takes about two to three months (with courses on weekends) to complete and costs about $1,634 (excluding the cost of travel and lodging). Several issues were raised about this approach, including the following:

- the Oregon program is directed toward Oregon residents,
- there is already a current waitlist for entry into the program,
- and if more Washington residents continue enroll in the training, the program may have to "close its doors" to Washington residents.

In absence of the current training provided to Washington residents by WOU, alternative pathways to becoming an instructor in Washington State will need to be developed.

These issues were confirmed by a Washington State DOL official who noted that the ability to receive certification from WOU is only available to instructors with a conditional Traffic Safety Education certificate from the Office of Superintendent of Public Instruction. This certification requires several conditions be met, including the 1000 hours of behind the wheel training stated above.[60] The WOU program is not credit granting and does not meet the Professional Educator Standards Board (PESB) 2007 Traffic Safety Standards. Due to this, there is currently no pathway in Washington for public school teachers to become endorsed and certified to teach traffic safety education. If public schools are to facilitate driver education to accommodate the increased needs due to future legislation, there will need to be an option developed for training people to become Washington traffic safety educators. It is clear through these interviews that there needs to be an overhaul of the driving instructor training system due to the increased need for instructors that a driver education expansion will trigger. One respondent mentioned that they are open to facilitating cooperation of instructor training between public and private schools, but there is disagreement on what the training should require. Another respondent suggested implementing substitutable instructor competencies, where the required training hours can be decreased if trainees are able to demonstrate competencies in certain areas, such as teaching experience. There are concerns, however, that fast-tracking instructors will result in decreased effectiveness. One solution could involve shifting training responsibilities to state trainers, such as DOL-based trainers, to ensure consistent training for both public and private driving instructors and to help address the need for more instructors.

Driver Education Data

This section examines the annual population of individuals who take driver education in Washington, along with the population of instructors available to teach driver education. By examining this data, in conjunction with information about individuals who obtained their first license between 18 and 24 years of age, estimates of the total number of new instructors needed to meet demand under an expanded driver education program are provided.

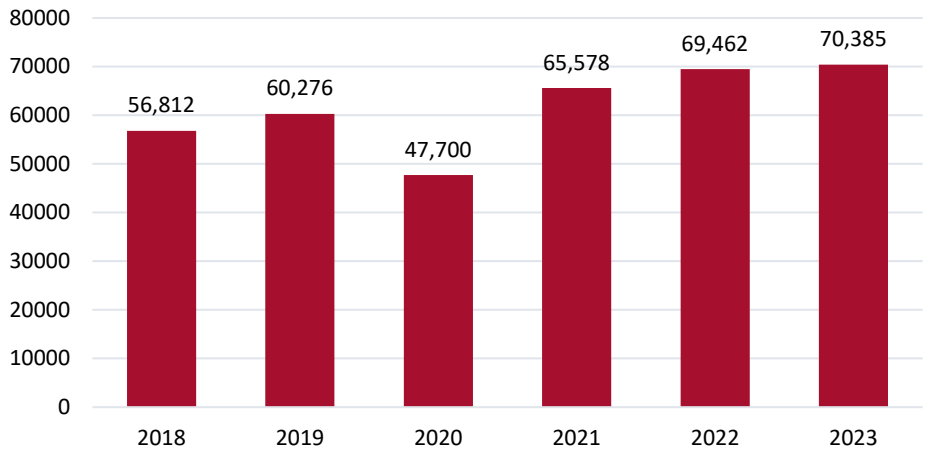
[60] See WAC 392-153-021

Total Students

The DOL provided data on all individuals who completed driver education, and/or took a knowledge and/or skills test from January 2018 to February of 2024. This data included 2,923,046 instances of driver education, a knowledge test, and/or a skills test in the state of Washington. Of these, a total of 966,357 individuals completed a driver education course, a knowledge test, and/or a skills test. Over 60% of these individuals (596,474) took a knowledge and/or skills test without taking a driver education course.

A total of 360,798 individuals completed driver education during this time frame.[61] Of these, 25,522 who completed driver education had not taken a knowledge or skills test. From 2018 to 2023, the number of individuals taking driver education was lowest in 2020 (under 50,000) and highest in 2023 at just over 70,000 (See Figure 1).

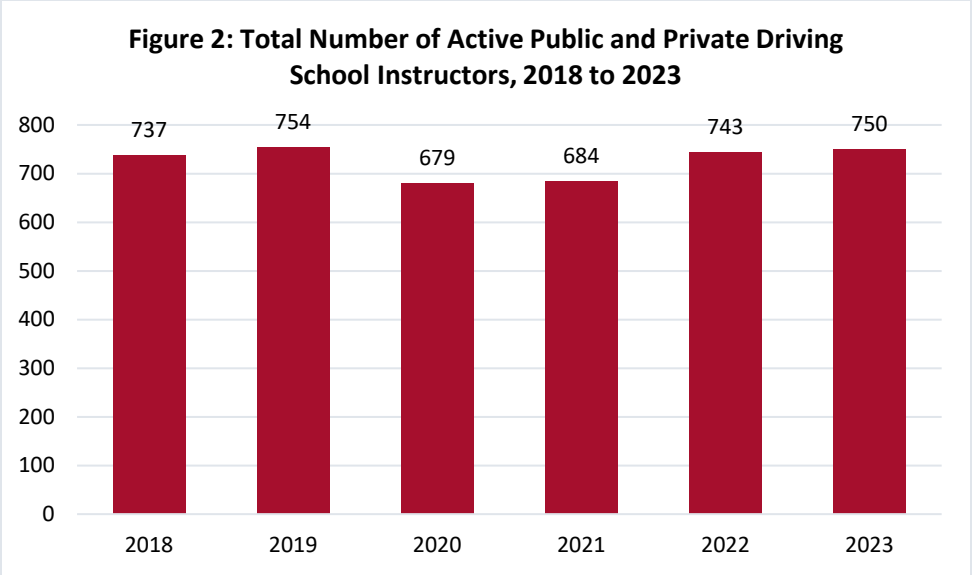
Figure 1: Total Number of Students Who Completed a Driver Education Course, 2018 to 2023

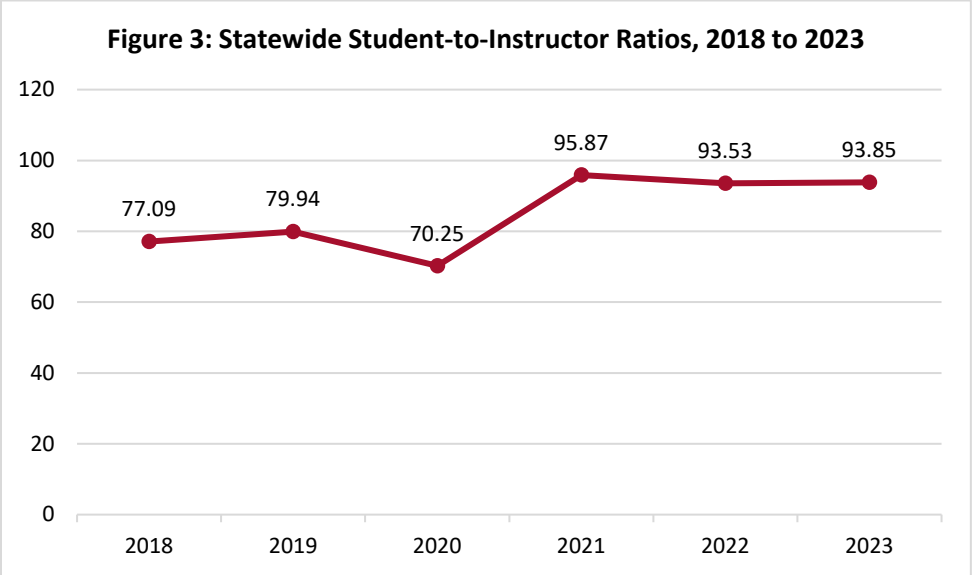


Total Driving Instructors

As can be seen in Figure 2, except for years most impacted by the COVID-19 pandemic (2020 and 2021), the total number of active public and private driver education instructors statewide has ranged from 737 to 754. This number was identified using DOL's testing and training data and reflects the number of active instructors teaching driver training courses each year. Based on this data, the ratio of instructors to students has been steadily increasing over time. From 2018 to 2020, the student to instructor ratio in the state ranged from 70 to 79. This increased to 95 in 2021, and 93 students per driving instructor in 2022 and 2023 (See Figure 3).

[61] A total of 9,647 individuals were duplicated in this count. This indicates individuals who took a driver education course more than once.



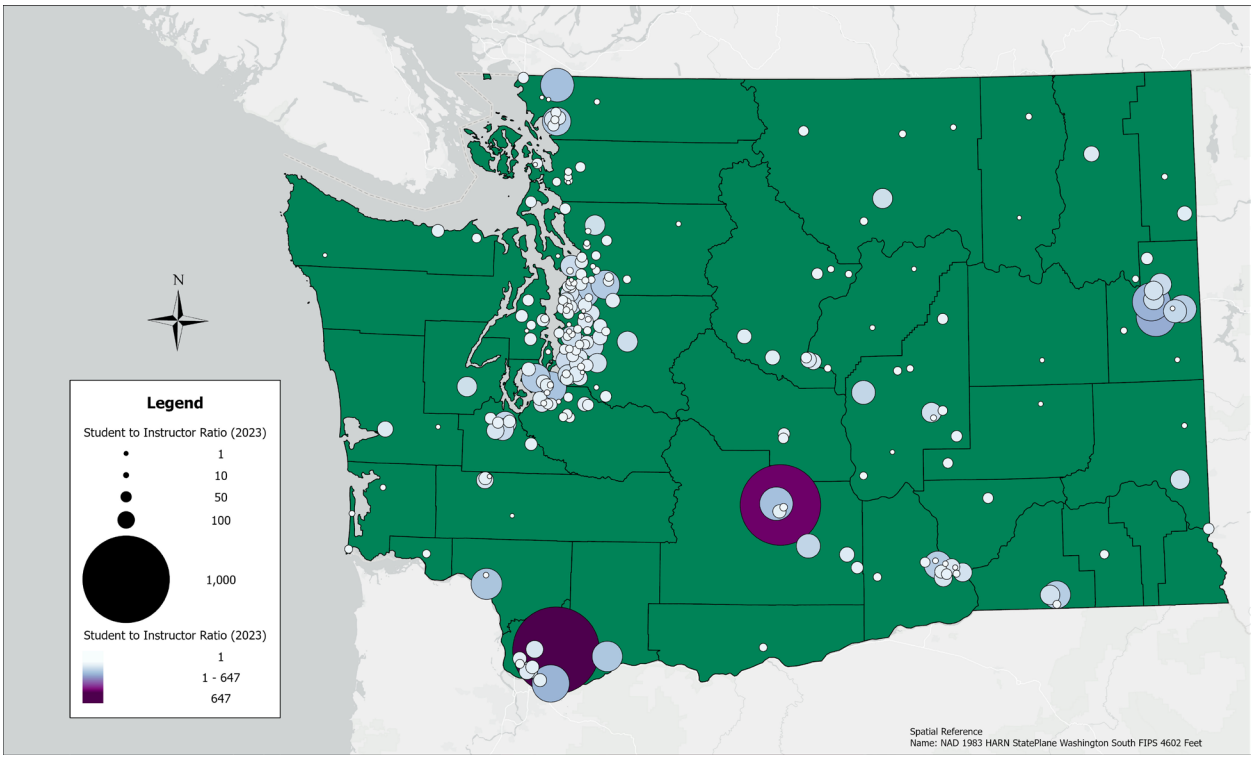


Student-to-Instructor Ratio

Figure 4 displays the student-to-instructor ratio in 2023 based on the Census tract location of the driver training schools serving students that year. Each bubble represents a tract where one or more driving schools served students, and the size of the bubble corresponds proportionally to the student to instructor ratio for that tract. The bubbles are also colored to emphasize the ratio range, with lighter bubbles representing very small ratios and darker colors representing larger ratios. Notably, the ratio is relatively consistent within the Seattle metro area, where the concentration of both the population and driver training schools are highest, allowing schools to distribute the students they serve more evenly. In contrast, the highest student-to-instructor ratios exist in the Vancouver and Yakima areas, with slightly higher ratios visible in Spokane. This may indicate that, while the population in these areas is lower than the Seattle metro area, the lack of instructors in the region funnels a much higher number of students into fewer classes.

Moreover, the highest ratio (647 students to each instructor) in 2023 is more than 2.5 times higher than the highest ratio in 2018 (245 students to each instructor), and while the median ratio in 2023 (49) is not much higher than that in 2018 (42), the number of tracts where schools are located in 2023 is 74% the total in 2018. These factors combined suggest a trend towards fewer school locations, a higher student to instructor ratio, and a potential geographic burden in the south and east of the state regarding student demand versus available instructors. An expansion of required driver education for individuals aged 18-24 would likely add further stress to an already burdened system.

Figure 4: Student to Instructor Ratio by School Census Tract (2023)



Data Source: Washington State DOL
Shapefile Source: Washington State Office of Financial Management

First Driver License Issuances

From 2019 to 2023, there were 1,242,050 driver licenses issued for the first time.[62] To determine how many of these first issuances were new drivers, we identified and removed all individuals who were transfers from another state.[63] Removing these transfers resulted in a total of 645,642 new drivers receiving their license for the first time from 2019 to 2023. As can be seen in Table 2, the largest percentage of those receiving their driver's license for the first time were those under 18. They

[62] Data for 2018 were excluded from this analysis. Accurately identifying transfers during this year requires data elements from the preceding year, and these elements were not available for analysis.
[63] Transfers were identified in two ways: (1) the transfer flag used by the DOL, and (2) any individual in the first issuance dataset that did not take a skills test (indicating a transfer from a state with a reciprocal agreement).

accounted for approximately 40% of first issuances in all years except 2020, where they accounted for nearly half of new drivers (48%).

The next largest age group among the first issuances category was 18- to 24-year-olds. Individuals in this group constituted approximately 30% of those obtaining their first driver license every year. This information illustrates how many people delay receiving their licenses until the age of 18 to 24.

Table 2: Total Number of First Issuance Driver Licenses by Year

Age	2019	2020	2021	2022	2023
Under 18	53,426 (42.76%)	45,321 (48.02%)	56,809 (42.62%)	55,266 (39.55%)	58,793 (38.35%)
18-24	38,137 (30.53%)	26,844 (28.44%)	41,953 (31.48%)	42,533 (30.44%)	45,379 (29.60%)
25-34	18,291 (14.64%	12,238 (12.97%)	19,747 (14.82%)	23,875 (17.09%)	27,620 (18.02%)
35-44	8,621 (6.90%)	5,738 (6.08%)	8,663 (6.50%)	11,002 (7.87%)	13,357 (8.71%)
45-54	4271 (3.42%)	2784 (2.95%)	4027 (3.02%)	4,627 (3.31%)	5,296 (3.45%)
55-64	1,757 (1.41%)	1,222 (1.29%)	1,720 (1.29%)	1,939 (1.39%)	2,244 (1.46%)
65+	428 (0.34%)	237 (0.25%)	370 (0.28%)	488 (0.35%)	619 (0.40%)

Note: Excludes out of state transfers

First Issuance and Driver Education

The number of individuals aged 18 to 24 receiving their first driver's license who had not taken driver education from 2019 to 2023 (excluding 2020 during the height of the COVID pandemic) ranged from 34,874 in 2021 to 37,652 in 2023 (See Figures 5 and 6).[64] Had mandatory driver education been required for this age group, this would have increased the total number of individuals required to take driver education by more than half. In fact, the projected increase would have ranged from 61.39% (in 2021) to 65.44% (in 2019)[65]. Consequently, if current first issuance patterns continue, it should be expected that driver schools will need to be prepared for a 60% or greater increase in the number of students who will

[64] 2018 removed because the driver education data provided covers years 2018 to 2024.

[65] These estimates are based on the total number of students who took driver education as a requirement. Students who were over the age of 18 and who were not required to take driver education for the purpose of attaining a driver license were excluded.

be required to take driver education.[66]

Figure 5: Driver License First Issuance for 18- to 24-year-olds and Percent with Driver Education

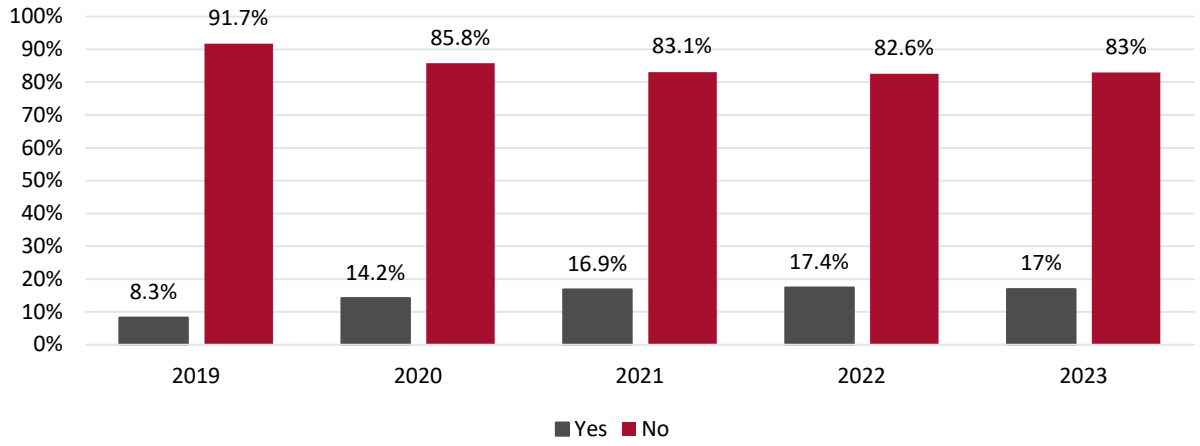
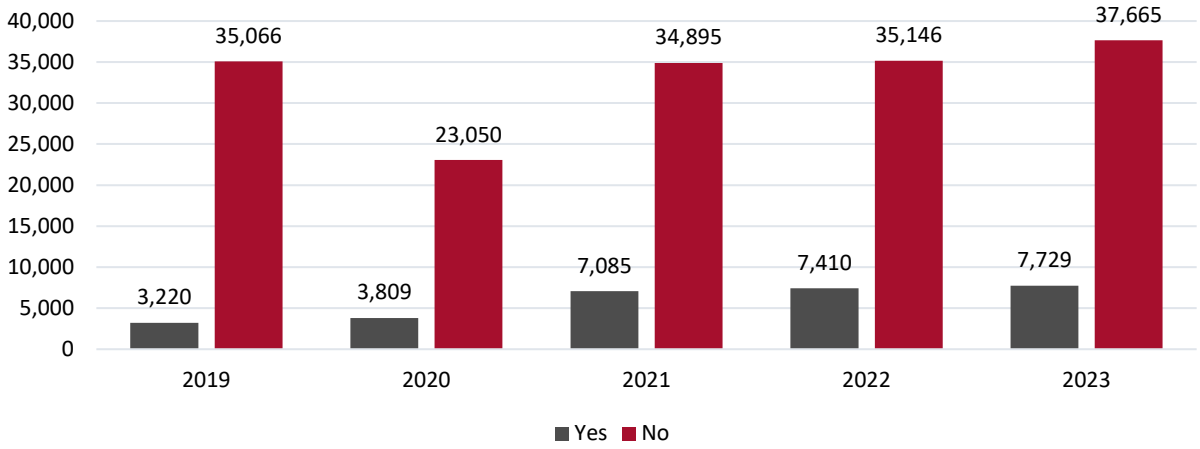


Figure 6: Driver License First Issuance for 18- to 24-year-olds and Number with Driver Education



Estimated Number of New Instructors Needed

Although the ideal class size debate in educational settings remains unsettled, smaller classes remain a preference for many educators.[67] Consequently, this report focuses on maintaining the current student-to-instructor ratio based on the data presented above from years 2021 to 2023. As shown in Figure 3 above, during this timeframe the annual student-to-instructor ratio was relatively constant and averaged approximately 94.4:1. While this is a useful metric, it should also be noted that instructors

[66] Data from 2020 was excluded from this calculation.

[67] Shen, T., & Konstantopoulos, S. (2019) Estimating causal effects of class size in secondary education: evidence from TIMSS. Research Papers in Education, 1-35.

typically teach multiple courses throughout the year, so the actual number of students in each classroom was considerably smaller than 94.1 on average. As a point of reference (and based on a similar metric), in 2022, the average student to faculty ratio in a recent U.S. News and World Reports survey of universities in the United States was 14:1, or approximately 1/6th that of the student-to-instructor ratio of Washingtons' driving schools.[68] While the university teaching environment cannot be equated to that of driver education, it offers a point of comparison that may be useful for making decisions about the future direction of classroom sizes.

To maintain the current status quo in Washington (94.4:1), the number of new instructors needed to meet the expected increased demand can be estimated based upon the total number of additional students, aged 18-24, who will be required to take drivers education. In the most recent year of data, 2023, this would have equated to an additional 37,652 individuals, increasing the total number of students served by driving schools from 70,385 to 108,037. To absorb these additional students while maintaining the average 2021-2023 student-to-teacher ratio of 94.4:1, driving schools would need an additional 394 active instructors, increasing the total active instructors from 750 to 1,144 statewide. It is also worth noting that the annual student-to-teacher ratio prior to COVID was significantly lower, averaging 78.5:1 for 2018 and 2019. Should Washington aim to return to this lower student-to-instructor ratio, approximately 626 additional active instructors would be needed.

Capacity to Support Expansion: Conclusions

Based on interviews and data provided by DOL, an expansion of driver education to include 18- to 24-year-olds would be challenging. Washington State currently lacks the infrastructure to meet the projected increased demand. Moreover, the increased demand, which may equate to a 60% or greater increase in the number of students seeking driver education as a requirement for licensure, would be layered onto a system that is already stressed. That is, a national and state-wide instructor shortage may exacerbate the situation and could prevent the increase in demand from being met in a timely fashion. A specific estimate of the number of instructors that would be needed is difficult as there is not an "ideal" student-to-teacher ratio for driver education. As described above, however, if Washington aims to maintain student-to-instructor ratios observed in recent years, 394 to 626 additional active instructors will be needed to meet demand. Course space for driver education is typically not limited by classroom space (depending on the school) as many schools are training students online, yet space is extremely limited for behind-the-wheel training. Because interviews suggested that behind-the-wheel training is what causes a backlog, increasing instructors for this component of education would be critical.

While the need to expand the current system will be of primary importance, the available pathways for training new driver instructors poses challenges, especially for public school teachers who cannot find training within the state that meets their requirements. Due to the current requirements surrounding the training of driver education instructors within public schools, as well as the limited funding to support driver education in the public sector, public schools are not well positioned to fill gaps in driver education demand. Thus, significant changes would be needed in the areas of training requirements, training availability (within the state of Washington), and funding levels (See Alternative Pathways Section in the DOL Implementation Plan). It would likely require significant funding to public schools to

[68] Wood, S. (2023, January 31). *16 Colleges with the lowest student-faculty ratios.* U.S. News and World Reports. https://www.usnews.com/education/best-colleges/the-short-list-college/articles/16-colleges-with-the-lowest-student-faculty-ratios#:~:text=Among%20the%201%2C222%20ranked%20colleges,14%3A1%20in%20fall%202022

support these programs, including training costs as well as costs to acquire vehicles for the programs. Even if these resources were made available, it is unclear whether most schools would want to take on the burden of driver education or whether enough teachers would be interested in becoming driving instructors. Equity and access issues and the resources needed to address these issues are discussed more fully below.

Equity and Access

Interviews

The interviews reveal several barriers to currently acquiring driver education in Washington State. Key barriers discussed in interviews included language and cultural barriers, costs, transportation, and funding. Each of these barriers are discussed in more detail below.

Language and Culture

Six of the respondents (23%) discussed language and cultural barriers. There are concerns about language accessibility in courses for individuals whose first language is not English. There are currently limited accommodations, although one program appears to be developing a Spanish option. It was also mentioned that public schools are currently able to accommodate language or learning difference needs better than private schools. One example discussed by a participant was how an individual could be a good driver but struggle with reading. Expanding to the 18-24 age group may also expand the number of individuals who need to be served whose first language is not English, especially populations that have immigrated to the United States.

Interview participants suggested moving to an online, self-paced learning (i.e., asynchronous) space for these populations, but this recommendation is not without disagreement. Language can also be a barrier for individuals wanting to be an instructor, when coming from non-English speaking areas. Instructors from these areas could be important for providing in-person learning in languages beyond English, but the barrier to training would need to be overcome. Another suggestion is to have the DOL develop and provide a curriculum that includes handbooks for classrooms in multiple languages.

Testing and the current content of course delivery was also identified as a barrier, especially for tribal communities in Washington State. It was mentioned that driving is essential to tribal communities, but a participant noted that typical driver education courses offered in the state may not be as effective for this population. This participant suggested that a culturally competent driver education curriculum could be developed by tribal nations to better serve their communities, either individually or in cooperation with the DOL.

Communication with tribal communities is essential if driver education is expanded. One participant stated that tribal communities sometimes find out about changed requirements in a punitive way (when refused a driver license due to not meeting these requirements). As noted by one participant, there may still be time to engage tribal communities prior to the July 2026 implementation date stated in the legislation so that they are a part of this conversation, but this engagement needs to be focused and deliberate.

Cost

Perhaps not surprisingly, the cost of driver education is often the first barrier noted by interview participants. Over half of those interviewed mentioned cost as a substantial barrier to driver education. Many respondents discussed how, currently, many students who cannot afford driving school wait until

the age of 18 to get their license. Increasing the age will force these individuals to pay for classes or not drive until the age of twenty-five, and the likelihood of individuals choosing to drive without a license may also warrant consideration. Due to these costs, there are several potential detrimental impacts to individuals, with participants reporting that costs may cause young people to go into "financial ruin," may restrict access to school and employment, and will increase the number of individuals driving without a license. The potential increase in individuals driving without a license was a common concern among respondents if driver education requirements are expanded. One participant noted that this could lead to younger individuals driving without a license and being subjected to the criminal justice system (thus, disproportionate impacts on individuals and communities that do not have the resources for driver education and are already over-policed). This same participant noted that younger people are more likely to be care providers today than in the past and must be able to drive.

Many participants indicated that this expansion will disproportionately affect youth from low-income families, families on tribal lands, and individuals living in rural communities. One participant mentioned that "70 percent of kids in [her] school can't afford or don't know how they would get a license before 18." One participant suggested that some kind of subsidy may help, but others suggested that vouchers or supplementing costs alone would not be effective in removing the existing barriers (as financial constraints, instructor issues, and other factors will continue to impact access).

Access and Transportation

Accessing classes is currently a barrier for students, which may be heightened if driver education is expanded. Three participants (12%) indicated that classes in their regions are already incredibly full. This access challenge is even more prevalent for young people living in rural areas, where there are no driving courses available in close proximity. Expansion of online training options was suggested as an option for helping to alleviate this problem, however, the requirement for in-person driving instruction would remain an accessibility issue. Eastern Washington is discussed as a difficult region in terms of access to schools. One individual highlighted the distance from tribal lands to licensing offices as an additional logistics and accessibility challenge. At least three reservations are 60 miles or more from a licensing office and even further from driver education program opportunities. One barrier discussed by four of the participants (15%) concerns individuals in rural locations where public transportation is sparse. Many individuals may need to drive for work, care for family, or just to be able to complete essential daily errands. This translates to tribal communities as well, where there are few schools and limited access to public transit.

Funding

Funding of programs is a barrier, especially for public school programs. Washington State cut funding to public schools for driver education in 2001 and 2002, which led to several public schools dropping driver education programs.[69] Public school participants stated that most public schools could not provide driver education programming without state funding, which would include program start-up costs (vehicle, insurance, fuel, instructor training), along with ongoing funding. Participants also discussed the

[69] Is it the end of the road for driver ed? Cuts to state funding leave the program in neutral. (2001, July 14). *Bainbridge Island Review*. https://www.bainbridgereview.com/news/is-it-the-end-of-the-road-for-driver-edcuts-to-state-funding-leave-the-program-in-neutral/; Kroman, D. (2023, February 19). Two bills raise profile of driver's ed in Washington: One makes it mandatory, other provides vouchers. *The Columbian*. https://www.columbian.com/news/2023/feb/19/two-bills-raise-profile-of-drivers-ed-in-washington/#:~:text=In%202000%2C%20the%20dedicated%20pool,of%20the%20funding%20lapse%20completely

possible option of schools allowing for an 8th period in the school day to provide time for the driver education course. Grants to bring instructors to rural areas are an additional need reported regarding funding.

People with Disabilities

People with disabilities who require adaptive vehicle equipment have very limited access to driver education in Washington State. While this topic was discussed by only one participant, it is worth noting that few schools in Washington have cars with adaptive equipment. This means that an entire segment of the population may not have access to driver education training because they cannot use their personal vehicles during the behind the wheel training (due to state requirements). Expansion of driver education requirements may be especially burdensome for this population unless requirements are changed to accommodate their needs for the behind-the-wheel component of driver training.

Empirical Research on Barriers

Empirical research supports several of the interview findings regarding barriers to access driver education and factors that impact delayed licensure. Socioeconomic status and related costs with driver education, licensure, and general driving were some of the most dominant factors for young adults as the reason for not getting their license before the age of 18.[70] Twenty-five percent of young adults whose household income was below $20,000 obtained their license prior to their 18th birthday, while 79% of young adults in houses with an annual income of $100,000 did so.[71] This is supported through research with the use of Census tracts in Ohio, where Dong and colleagues identified that youth in higher-income Census tracts are four times more likely to get their license compared to youth in lower-income Census tracts.[72] Washington DOL data confirms that licensure is more likely to be delayed in communities of color, those with lower English proficiency and a higher proportion of the population born outside the United States, those with greater rates of poverty, a lower median household income, less education, fewer or no owned vehicles, and those located in urban areas where transportation alternatives are present.[73]

Examining this in the context of travel time to driver education schools, as travel time increases, youth in lower-income Census tracts are just as likely to get their license, while increased travel time decreases the likelihood of getting a license for youth in high-income areas.[74] When compared to youth living with both parents, those living without their parents (70%) or with only one parent (40%) were more likely not to be a driver.[75]

Literature on licensure in young adults also highlights disparities across race and ethnicity. Studies found significant differences across race and ethnicity, with Black and Hispanic young adults being less likely

[70] Tefft, B. C., Williams, A. F., & Grabowski, J. G. (2014). Driver licensing and reasons for delaying licensure among young adults ages 18-20, United States, 2012. Injury Epidemiology, 1(1), 4-12.
[71] Ibid.
[72] Dong, X., Wu, J. S., Jensen, S. T., Walshe, E. A., Winston, F. K., & Ryerson, M. S. (2023). Financial status and travel time to driving schools as barriers to obtaining a young driver license in a state with comprehensive young driver licensing policy. Accident Analysis & Prevention, 191, 1-9.
[73] (Radford, Simmons, & Zhang, 2024)
[74] (Dong et al., 2023)
[75] Shults, R. A., Banerjee, T., & Perry, T. (2016). Who's not driving among U.S. high school seniors: A closer look at race/ethnicity, socioeconomic factors, and driving status. Traffic Injury Prevention, 17(8), 803–809.

than their White counterparts to get a license before the age of 18.[76] Another study used data from *Monitoring the Future*, finding differences across the likelihood of licensure by race and ethnicity.[77] When compared to White youth, Black youth were 2.5 times more likely not to drive, followed by Asian youth (2.4 times less likely) and Hispanic youth (2.0 times less likely).[78]

Young adults in rural areas were more likely to get their license and drive prior to the age of 18 than others who lived in more populated areas.[79] It is likely youth and young adults in rural areas have increased licensure due to factors related to access, such as access to public transportation and distance between locations. For example, there is a decreased likelihood of licensure with access to public transportation.[80]

Many of these factors often occurred in conjunction with one another. Looking across socioeconomic status and race/ethnicity, only 32% of young adults identified as Black, Hispanic, or from a house with an income below $20,000 got their license before the age of 18, highlighting several concerns in access to licensure.[81] Research regarding driving deserts (e.g., proximity to driver education according to driving time) is concurrent with these other demographic factors. For example, Ryerson and colleagues found driving deserts more likely to be present in Census tracts with higher rates of poverty and percentage of the population that is Black.[82] Access and equity are important considerations to make when factoring in barriers young adults may have to attend driver education and obtain their license.

Young adults with disabilities have barriers to accessing and completing driver education and getting their license. For example, young adults with autism spectrum disorder (ASD) or attention deficit hyperactive disorder (ADHD) reported having to complete more physical driving tests.[83] Individuals with ADHD reported having more difficulty with the knowledge portion regarding tests and had to repeat written tests more often, while those with ASD reported having more trouble with more of the physical elements of driving exams.[84] Young adults with varying disabilities are not necessarily at higher risk of crash or infraction yet may have more trouble or are less likely to access a license.[85] For example,

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[76] Brown, R. E., & Handy, S. L. (2015). Factors Associated with High School Students' Delayed Acquisition of a Driver's License: Insights from Three Northern California Schools. Transportation Research Record, 2495(1), 1–13; (Tefft et al., 2014)

[77] (Shults et al., 2016)

[78] Ibid.

[79] (Shults et al., 2016); Tefft et al., 2014; Thigpen, C., & Handy, S. (2018). Driver's licensing delay: A retrospective case study of the impact of attitudes, parental and social influences, and intergenerational differences. Transportation Research Part A: Policy and Practice, 111, 24–40.

[80] Bohnet, M., & Gertz, C. (2010). Model Event History of Car and License Availability: How Accessibility Shapes Acquisition and Disposal of Cars. Transportation Research Record: Journal of the Transportation Research Board, 2156(1), 120–130.

[81] (Tefft et al., 2014)

[82] Ryerson, M., Davidson, J., Siyu Wu, J., Feiglin, I., & Winston, F. (2022). Identifying community-level disparities in access to driver education and training: Toward a definition of driver training deserts. Traffic Injury Prevention, 23(sup1), S14-S19.

[83] (Almberg, et al., 2017)

[84] Ibid.

[85] Durkin, K., Toseeb, U., Pickles, A., Botting, N., & Conti-Ramsden, G. (2016). Learning to drive in young adults with language impairment. Transportation Research Part F: Traffic Psychology and Behavior, 42, 195–204; Kirby, A., Sugden, D., & Edwards, L. (2011). Driving Behavior in Young Adults with Developmental Co-ordination Disorder. Journal of Adult Development, 18(3), 122–129.

individuals with developmental co-ordination disorder (DCD) took more attempts to pass knowledge and driving exams and had lower rates of licensure, yet those who had their licenses had lower rates of collisions and infractions compared to "typically developing students".[86] Another study examined young adults with language impairment, finding that 43% of their sample of young adults with a language impairment were fully licensed compared to 75% of young adults without a language impairment of similar backgrounds.[87] However, a study in New Jersey found that youths with mood disorders had higher overall crash rates compared to youths without mood disorders. Youth with mood disorders also had lower licensure rates than youth without mood disorders.[88] Reducing barriers related to disability should be considered in regard to driver education and testing, such as making certain accommodations for individuals who may need more attempts at testing.

Barriers to driver education found both in the interviews and supported by empirical evidence must be considered when attempting to address issues of access and equity. These barriers create differential burden in accessing driver education and thus, if driver education is expanded to young adults, could lead to further delayed licensing for these groups or encourage unlicensed driving. In the next section, areas in Washington with barriers accessing driver education are examined.

GIS: Driving School Access

Drive Time to Nearest Driver Training School

The expansion of driver education requirements in Washington State contains, as noted in the legislation, potential issues around equity and accessibility, including the cost of driver education and the distance of driving schools from populated areas. To better assess where in the state the issues of equity and accessibility might be most acute DGSS researchers employed GIS mapping using various indicators. Mapping these indicators at different geographic units of analysis may help identify populations in the state who are most vulnerable to equity and accessibility issues, which can help DOL, OSPI, and other state agencies target their efforts to address the needs of these populations. These indicators could be used to identify driving school deserts in the state of Washington. While there is no standardized definition of a driving school desert, at least one recent study used a combination of driving distance and poverty levels to define driving school deserts.[89] We adopt a similar approach to help identify potential driving school deserts and apply it in a stepwise fashion, beginning with driving distance followed by other factors. The accumulation of numerous barriers can be used to highlight areas with substantial burden accessing driver education, but the presence of one barrier still burdens groups from accessing driver education.

Figure 7 displays one indicator of potential driving school deserts, which is initially defined as areas more than 30 minutes of driving time from the nearest driving school. The definition used in this report is similar to Ryerson et al. emphasizing drive time (rather than distance) and comparing areas within and outside of the defined range relative to accessibility metrics that include income, poverty, and language.[90] The 30-minute drive time cutoff represents a reasonable boundary beyond which individuals

[86] (Kirby et al., 2011)
[87] (Durkin et al., 2016)
[88] Gaw, C.E., Metzger, K.B., & Pfeiffer, M.R. (2024). Driver's licensure and driving outcomes among youths with mood disorders. *Jama Network Open.* 7(4). doi:10.1001/jamanetworkopen.2024.5543.
[89] (Ryerson et al., 2022)
[90] Ibid.

may experience a travel burden, but this does not mean those within this boundary do not also experience travel burdens. In subsequent analysis, other indicators are examined which impact access beyond travel burden, and, thus, should be considered when examining potential deserts. Likewise, licensing rates in areas outside these boundaries is not an indicator that these populations are not burdened when trying to access driver education. As mentioned, young adults in rural areas are more likely to get their license prior to age 18 than their urban counterparts, but access to public transportation decreases licensure.[91]

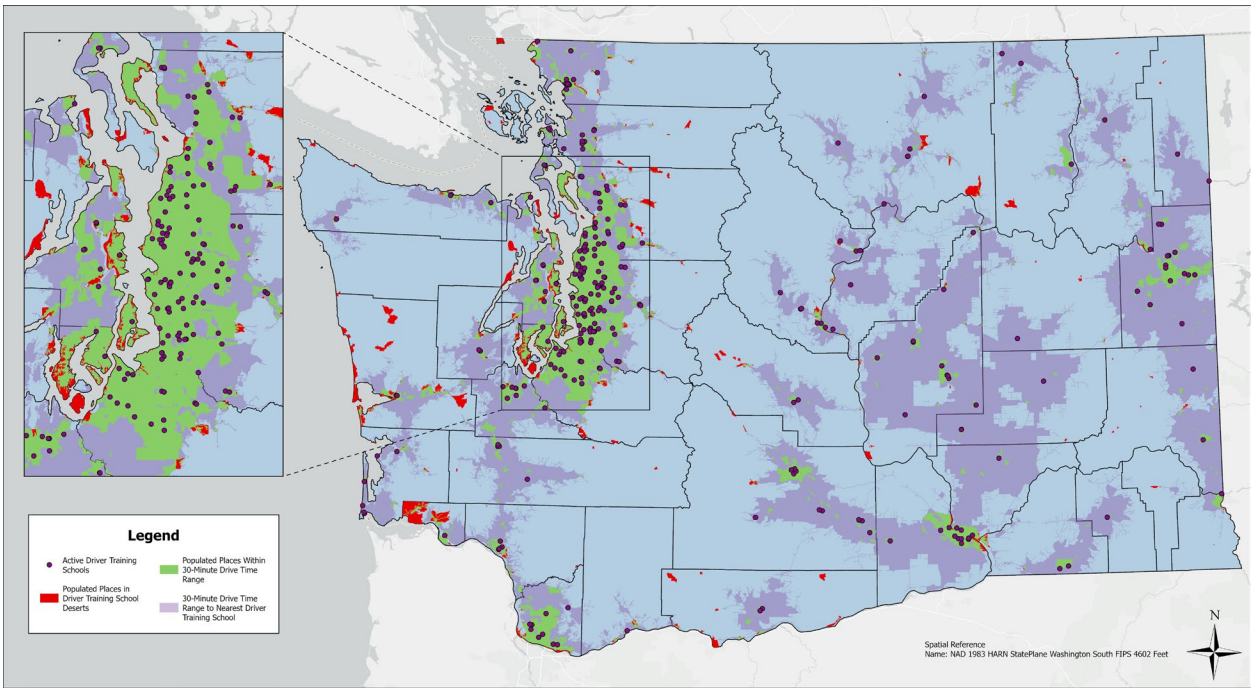
Figure 7 displays the locations of all active driving schools in Washington in 2024 (purple points) and includes a purple shaded area representing the 30-minute drive time from each school in the state. Populated areas (Census places[92]) are also displayed. The populated areas within 30 minutes of drive time to a driving school are colored green, while populated areas more than 30 minutes of drive time from a driving school are colored red. These red populated regions are located in driving school deserts, and they represent areas where individuals and families may experience travel burdens related to attending driver education courses (specifically the behind-the-wheel component, which can only be done in person).

Using U.S. Census population data and analyses in ArcGIS, we estimate that there could be more than 200,000 total people living in communities outside a 30-minute drive time to a driving school. Although this may represent less than 3% of Washington's total population, communities across the state will still feel the impact of expanded driver education requirements, including parts of Port Angeles, Aberdeen, Hoquiam, Vancouver, Bellingham, Everett, many portions of communities in the wider Puget Sound region and suburbs of Seattle, and numerous smaller communities scattered across Eastern Washington, among others.

[91] (Bohnet & Gertz, 2010)

[92] Census places are defined by the U.S. Census as including both incorporated places (legally incorporated populated areas like cities, towns, villages, etc.) and Census Designated Places (CDPs) (unincorporated populated areas that may not be legally recognized or lack self-governance and fall outside the legal boundaries of incorporated places) (U.S. Census Bureau, 2023).

Figure 7: Identifying Driving School Deserts Using 30-Minute Drive Times to Nearest Schools (2024)



Data Sources: Washington State DOL; ArcGIS Pro
Shapefile Sources: U.S. Census Bureau; Washington State Office of Financial Management

Drive Time and School Districts

Figure 8 shows driving school locations relative to school districts in the state and the 30-minute drive time region from each school, with highlighted school districts that are either outside of this drive time region entirely (in dark purple) or with limited access to driving schools (in light purple, defined as having less than 10% of the 30-minute drive time region within district boundaries). This is also supplemented by displaying populated areas (Census places) in the state that are located within driving deserts (colored in red), as defined in Figure 7.

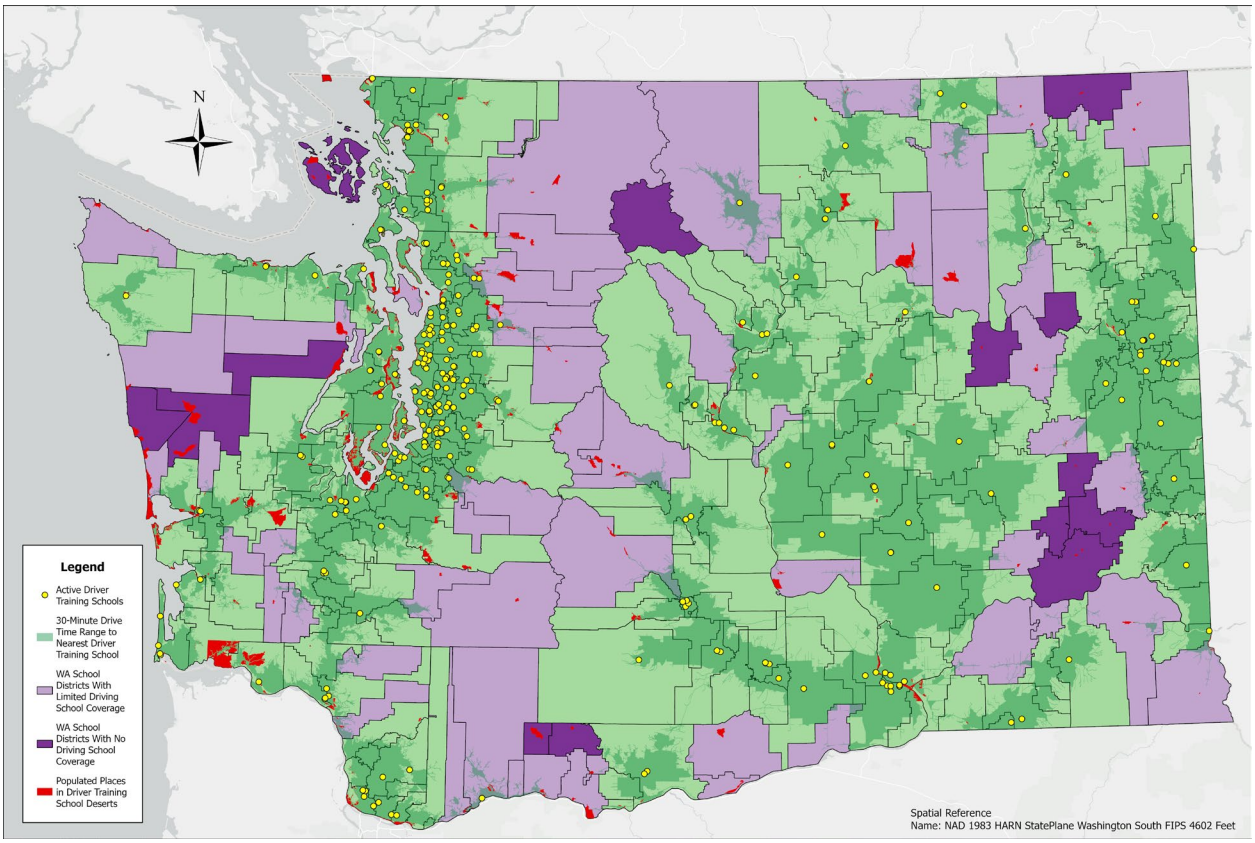
This figure reveals three categories of communities that may have challenges associated with access to driving schools:

1. Some populated areas located in school districts that are generally well covered by driving schools but are still outside the 30-minute drive time range.
2. Populated areas located outside this range and in school districts with limited driving school coverage.
3. Populated areas located outside this range and in school districts with no coverage by a driving school.

In other words, populated areas (in red) located within districts without any driving school coverage (dark purple) are the communities that will face the most significant challenges accessing driving schools. These are located largely in more isolated rural areas and are found all over the state, including the San Juan Islands, some parts of the Olympic Peninsula, communities throughout the Cascades and Cascade Foothills, and several small communities in rural Eastern Washington, the Colville Reservation,

and the Selkirk Mountains.

Figure 8: Driving School Access and School Districts (2024)



Data Sources: Washington State DOL; ArcGIS Pro
Shapefile Sources: Washington State Office of Financial Management; U.S. Census Bureau

Addressing Financial Barriers

GIS: Free and Reduced Lunch Eligibility

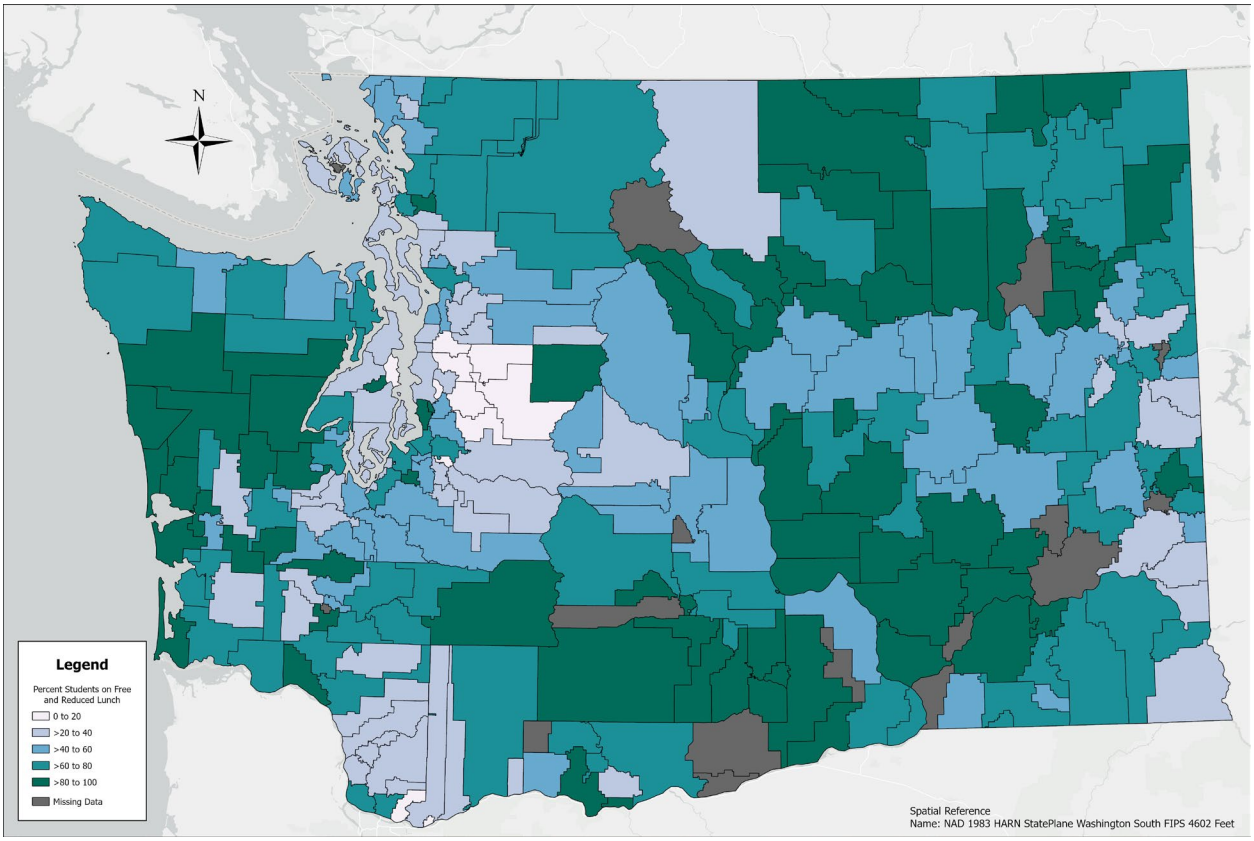
To help identify areas where income will present a barrier to driver education access, Child Nutrition Program data are used as an indicator. This data is also used to identify opportunities to address financial need based on advice from OSPI in subsequent analysis. Child Nutrition Program data provides the number of students by school district that qualify for free or reduced meals. As families qualify for free lunch at 130% of the poverty line, and reduced lunch at 185% of the poverty line, this data overlaps with area income and poverty levels.[93]

The percentage of students in Washington school districts who qualify for free and reduced lunch is presented in Figure 9. While there is some missing data for a few districts, this map indicates that in many Washington school districts, 80% or more of the students qualify for free and reduced school

[93] Washington Office of Superintendent of Public Instruction. (2023, October 31). National School Lunch Program - Free and Reduced Enrollment by Public School in County/District. Child Nutrition Program Reports: https://ospi.k12.wa.us/policy-funding/child-nutrition/child-nutrition-program-reports

lunch. This illustrates that many families in the state have substantial financial burdens which would make the cost of driver education courses a significant barrier. These challenges are most acute in rural areas of the state, as shown by the districts in Figure 9 colored in dark green.

Figure 9: Percent of Students in School Districts Who Qualify for Free and Reduced Lunch Programs (2023-2024)

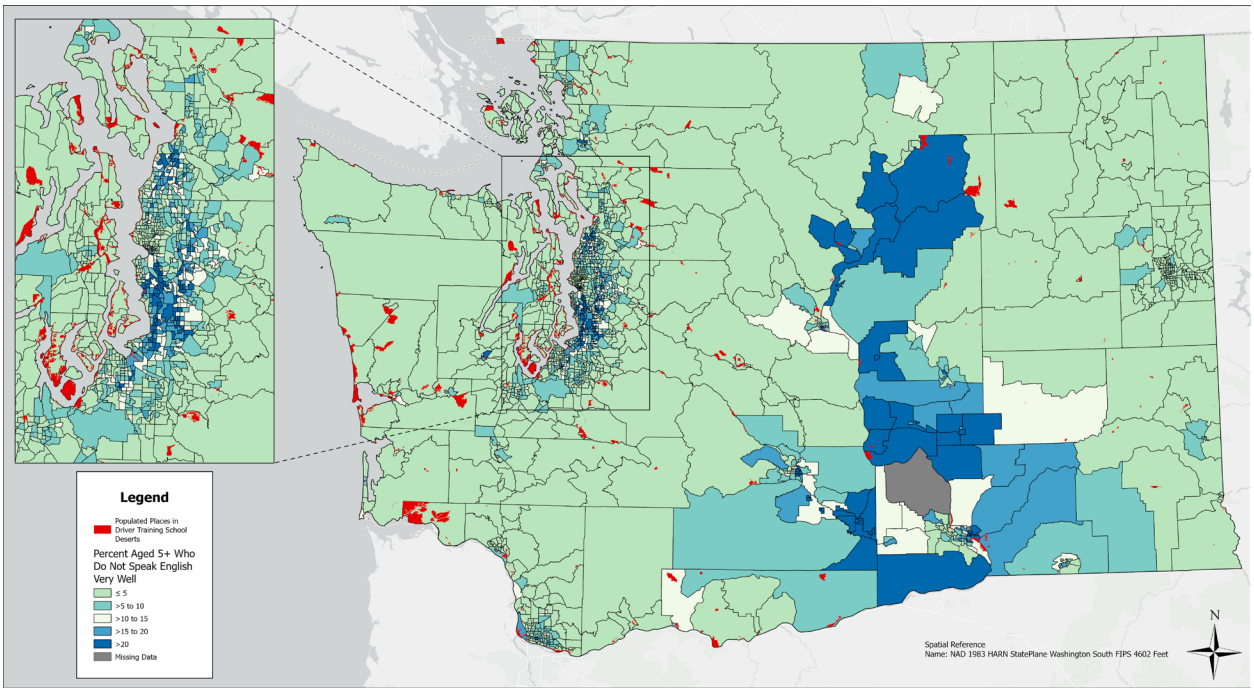


Data Source: OSPI Child Nutrition Program Reports
Shapefile Source: Washington State Office of Financial Management

GIS: Language Barriers

The following figure shows the percentage of individuals in each Washington Census tract aged 5 years or older who self-identify as speaking English less than very well. This data is combined with Census places that exist outside the 30-minute drive time region as identified in Figures 7 and 8, revealing which parts of the state contain both a high percentage of individuals who speak English less than very well and who may live in communities with travel burdens to driving schools. As language barriers can pose challenges to Washington residents navigating the licensing process and accessing driver education, this map reveals locations in the state where these challenges will be most acute.

Figure 10: Percent of Population Age 5+ Who Speak English Less Than Very Well (2022)



Data Source: U.S. Census Bureau
Shapefile Sources: Washington State Office of Financial Management; U.S. Census Bureau

As the map shows, there are two distinct regions in Washington where a high proportion of the population experiences English language challenges: a large strip of central Washington that lies within the agricultural region along the Columbia River and contains a higher number of Hispanic residents, and the urban core of the Puget Sound region. Both regions are critical to the state's economy and present potential significant challenges around access to the licensing process and expanded driver education requirements. It is likely that these regions will require special investment by DOL and the state legislature to both communicate driver education changes and ensure residents follow new driver education requirements.

Scholarship Funding to Address Equity and Access

Programs in Other States

In considering potential approaches for providing scholarships and grants for driver education in Washington State, it is helpful to review programs used in other states. Georgia, Ohio, and Wisconsin provide grant funding to make driver education available for free or at a reduced cost for eligible students (See Table 3). Wisconsin is the most recent state to provide grant funding, passing Wisconsin Act 86 in December 2023. Wisconsin is also perhaps the most ambitious, reserving $6 million in funding to provide driver education grants to between 10,000 and 13,300 students statewide. [94] The primary

[94]Byers, P. (2024, April 1). Wisconsin set to offer free driver education to students in need. The74. https://www.the74million.org/article/wisconsin-set-to-offer-free-driver-education-to-students-in-need/

determinant for the Wisconsin grant funding is whether students qualify for free or reduced lunch.[95] According to state fiscal estimates, approximately 128,000 students per year will qualify for the grant and between 7.8% and 10.4% would actually receive this benefit.[96] The grant provides $400 and leaves approximately $35 remaining in costs to students and their families.[97] Wisconsin's Department of Transportation is currently developing the program for future implementation.

Ohio's scholarship program was announced in 2022 and is known as the "Drive to Succeed Program." The program uses a different approach in terms of who is directly awarded the funding compared to the Wisconsin and Georgia programs. The Ohio program is a community-based scholarship that uses a competitive process to award grants to local government agencies in communities of 5,000 or more.[98] In the first round of funding, $575,000 was awarded to twenty-five agencies.[99] In 2024, the second round of funding will make $2,495,655 available to provide scholarships for about 5,500 students.[100]

In addition to the scholarship program, the State of Ohio created a new competitive grant program, Creating Opportunities for Driver Education (CODE), to support the development and expansion of driver education programs especially in areas of high need. The first round of funding in 2024 awarded $4.5 million to thirty-four "current and prospective driver training enterprises, educational service centers, school districts, and career technical schools."[101] This funding supports several kinds of program costs including salaries, vehicles, and more.

Georgia's program is the oldest among these three programs, starting in 2017 and administered by the Georgia Driver's Education Commission (GDEC). For 10 years prior to 2017, the Commission provided grant funding to help create or support driver education programs but suspended this support in 2017.[102] From 2018 to 2023, the program was supported by a 1.5% citation surcharge, which

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[95] Jordan, B. (2003, December 6). New law paves way for 15,000 low-income students to get driver education for free. TMJ4. https://www.tmj4.com/news/project-drive-safer/new-law-paves-way-for-15-000-low-income-students-to-get-drivers-ed-for-free

[96] Wisconsin Department of Administration Division of Executive Budget and Finance. (2023). Fiscal Estimate - 2023 Session. Wisconsin Department of Administration.

[97] Morales, E. (2024, January 4). Wisconsin-funded driver's education grants aim to reduce reckless driving. WUWM 89.7 FM. https://www.wuwm.com/2024-01-04/wisconsin-funded-drivers-education-grants-aim-to-reduce-reckless-driving

[98] Brown, D. (2022, December 22). DeWine announces scholarships for driver's training. limaohio.com. https://www.limaohio.com/news/2022/12/22/dewine-announces-scholarships-for-drivers-training/

[99] Office of the Governor. (2023, March 16). Governor DeWine announces teen driver safety scholarship awards. Columbus, Ohio, United States. https://governor.ohio.gov/media/news-and-media/governor-dewine-announces-teen-driver-safety-scholarship-awards-03162023

[100] Ohio Department of Education and Workforce. (2024, April 22). Governor DeWine announces nearly $2.5 million for teen driver training scholarships. Columbus, Ohio. https://education.ohio.gov/Media/Ed-Connection/April-22-2024/Teen-Driver-Training-Scholarships#:~:text=Governor%20DeWine%20launched%20the%20scholarship,students%20living%20in%2043%20counties.

[101] Office of the Governor. (2024, January 2024). Governor DeWine announces $4.5 million in grants to increase driver training options for teens. Columbus, Ohio, United States.

[102] Georgia Driver's Education Commission. (2022). Fiscal Year 2022 Annual Report. State of Georgia. https://www.gahighwaysafety.org/wp-content/uploads/2022/10/Fiscal-Year-2022-GDEC-Annual-Report-Final-Draft.pdf

temporarily expired in 2022 and then was reinstated in 2023 at the increased rate of 3%.[103] The Georgia program initially used a three-tiered eligibility criteria system that qualified students to receive program support, and in 2022 implemented a two-tier system that provided support for students who:

- are children or dependents of first responders and U.S. military members killed in the line of duty, or
- demonstrate income-based need (based on free and reduced lunch eligibility).

In the first year of funding (2018), a total of 5,484 scholarships were awarded but only 4,826 students utilized the scholarship (valued at $1,951,417.87).[104] By 2023, 6,279 scholarships were awarded with 4,902 students utilizing the funding for a total of $2.19 million.[105] From 2020 to 2023, the number of applicants to the program ranged from 8,315 (2020) to 10,097 (2022).

Table 3: Driver Education Grant and Scholarship Programs

State	Year	Administrator	Funding	Funding Source	Eligibility Criteria	Grant Amount	Number Of Students
Georgia	2017	Georgia Driver's Education Commission (GDEC)	$1.9 million to 2.2 million	3% Citation Surcharge	Two tiers: (1) child/dependent of U.S. Military or public safety professional killed in line of duty; (2) demonstrate income-based need (175% of free and reduced lunch price eligibility)	$500	5,484 to 6,279 awarded
Ohio	2022	Ohio Traffic Safety Office	$2,495,655		Local government agencies in communities of 5,000 or more	$454[a]	5,500
Wisconsin	2023	Department of Transportation	$6 million	Transportation Fund	Free and Reduced Lunch Eligibility	$400	10,000 to 13,300

[a] *Based on 2024 funding divided by approximate number of students.*

For all three states, the goal of their scholarship and grant funding is to provide all or most of the cost of driver education to low-income populations. For the two states that award funding on a student basis (rather than to government agencies), eligibility for free and reduced lunch programs is used as at least one of the eligibility criteria. It is also clear that scholarship or grant programs only fund a small

[103] Georgia Driver's Education Commission. 2023 State of Georgia. https://www.gahighwaysafety.org/wp-content/uploads/2023/10/GDEC-Annual-Report-FY2023-Final-Draft.pdf
[104] Georgia Driver's Education Commission. (2018). Fiscal Year 2018 Annual Report. State of Ohio.
[105] (Georgia Driver's Education Commission, 2023)

percentage of students who are eligible. Georgia's application numbers also suggest that a large percentage of those eligible are not applying for the scholarship.

Washington Estimates

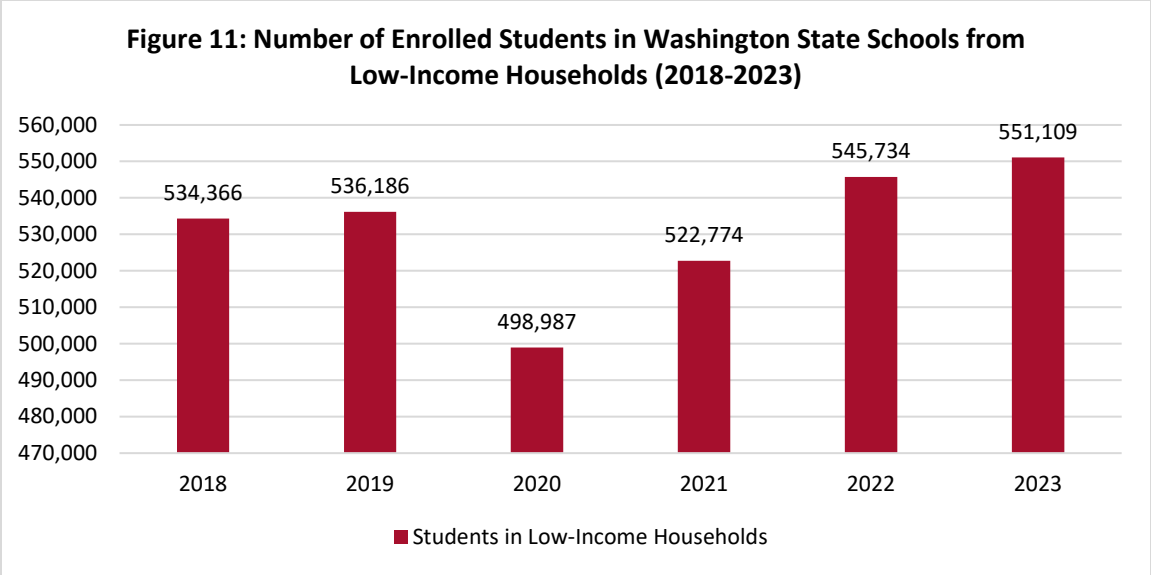
To make projections about the likely number of individuals who may face significant financial barriers to attaining driver education in Washington State, data from OSPI on low-income student enrollment in public schools serves as a reliable basis for determining scholarship and grant eligibility.[106] This data identifies students in pre-Kindergarten through 12th grade from low-income households. OSPI defines low-income households as those at or below 185% of the federal poverty level, those that qualify for a means-tested program (including SNAP, TANF, or FDPIR), or those otherwise directly certified, which includes those experiencing homelessness, those served by migrant education services, or those with students in foster care.[107] Although a household's low-income status cannot be expected to be constant over time, the low-income population is likely to face financial challenges that extend beyond youth and into early adulthood years, including the 18-24 age range targeted by Senate Bill 5583.

As can be seen in Figure 11, the number of low-income students enrolled in schools in Washington State has fluctuated from 2018 to 2023, dropping in 2020 at the height of the COVID-19 pandemic and then gradually increasing in recent years. The number of students from low-income households in the state was 534,366 in 2018, which slightly increased to 536,186 in 2019. In 2020, the number of low-income students significantly decreased to 498,987, and in 2021, the number of enrolled low-income students in the state increased to 522,774. This number has since continued to rise, reaching 551,109 in 2023, which also marked the first year that the majority of students enrolled in Washington schools came from low-income households. If we assume the number of students in low-income households is distributed equally across grades K through 12[108], approximately 169,572 high school students were identified as low-income in 2023, and approximately 167,918 in 2022. The average number of low-income students from 2018 to 2023 is 531,526 and 548,422 from 2022 to 2023 (approximately 163,546 to 168,745 high school students).

[106] Washington Office of Superintendent of Public Instruction. (n.d.). State Total. https://washingtonstatereportcard.ospi.k12.wa.us/ReportCard/ViewSchoolOrDistrict/103300

[107] Washington Office of Superintendent of Public Instruction (personal communication, July 30, 2024).

[108] Pre-Kindergarten is excluded in this calculation, as many Washington students do not start formal and consistent education until kindergarten.



If the number of enrolled students from low-income households remains relatively consistent or even slightly decreases over time as enrollment drops, it would require significant funding to provide free and reduced driver education to these populations. If the average cost of driver education is approximately $625[109], providing scholarships for just 5% of the number of estimated high schoolers who qualify for driver education would cost $5,299,125 (similar levels of funding to the Wisconsin program). To fund 10% of the approximate eligible students in 2023, about $10,598,250 would be needed. Table 4 provides four levels of funding estimates (2023 estimate, 2022 estimate, 2018-2023 average, and 2022-2023 average), at three different funding levels based on the percentage of students funded (5, 10, and 15%).

Table 4: Grant/Scholarship Estimates Based on Enrollment of Low-Income Students in Washington Schools

Number of Low-Income High School Students	Year Estimate	5%		10%		15%	
		Number	Cost	Number	Cost	Number	Cost
169,572	2023	8,479	$5,299,125	16,957	$10,598,250	25,436	$15,897,375
167,918	2022	8,396	$5,247,442	16,792	$10,494,885	25,188	$15,742,327
163,546	2018 – 2023 Average	8,177	$5,110,827	16,355	$10,221,654	24,532	$15,332,481
168,745	2022 – 2023 Average	8,437	$5,273,284	16,875	$10,546,567	25,312	$15,819,851

**High school eligibility calculated by dividing the total number of low-income students by 13 (K – 12) and multiplying by 4.*
**Funding estimated by number of students funded multiplied by average driver education cost of $625.*

[109] (Radford, Simmons, & Zhang, 2024)

While the states of Ohio, Georgia, and Wisconsin offer scholarships and grants to a limited number of students, to truly overcome costs as a barrier to driver education, significantly more funding would be needed, as limited funding without some sort of waiver system, would lock out a significant proportion of the population from driver education. It should be noted that focusing on the most economically vulnerable populations does not overcome cost barriers for households across Washington. Given increasing housing costs across the state, rising costs of goods and services, and inflation due to ongoing consequences of the COVID-19 pandemic, many households would be disproportionately disadvantaged if a driver education expansion occurred without opportunities for reduced costs, or waiver of the requirement. These households are not easily identified with available income data as housing cost increases and other costs vary regionally.

It should also be noted that even providing scholarships and grant funding can be unsuccessful in overcoming barriers if the process for applying and obtaining the funding is overly burdensome. As some schools across Washington have waitlists, this can further exacerbate scholarship programs, especially if there is a time limit for when students must be registered and enrolled in an available course. This would also require coordination between driving schools and the state office that coordinates scholarships/grants.

To help address an already burdened driver education system, Ohio has developed a competitive grant program, Creating Opportunities for Driver Education (CODE), to help support current programs and establish new programs. Washington State could consider a similar grant program to help support driver education programs, especially in areas where there is extreme burden accessing driver education.

State Comparison

Few states require driver education for first time drivers who are 18 years of age or older. Currently, seven states have driver education requirements that target adults: Maryland, Connecticut, Florida, Illinois, New York, Texas, and Louisiana. [110] These states use three primary approaches (See Table 5):[111]

- An option of classroom or online training (Florida, Illinois, New York, Texas)
- Classroom training only (Connecticut)
- Classroom combined with behind the wheel training (Louisiana, Maryland)

The total required hours for training range from 4 (Florida) to 42 (Maryland). Only 2 of 7 states require classroom *and* behind-the-wheel training, while the remaining five states require classroom-only training. Maryland stands as an outlier in terms of the number of hours required for their classroom training (36 hours), as most states require anywhere from 4 to 8 hours of classroom (or online) training.

Unfortunately, Louisiana's law is too new to examine its impact on driving in the state. These states also have varying populations, weather conditions, and topography, differing not only from Washington State, but from each other, which limits the ability for meaningful comparison. The costs for driver education in these states is also much lower than Washington which impacts access differently resulting

[110] Ohio requires an adult driver training course if an individual fails the "maneuverability or road portion of the driving test" (Ohio Traffic Safety Office, n.d.).
[111] States with driver education for adult drivers were found through an extensive online search and a survey conducted through the American Association of Motor Vehicle Administrators.

in different effects on overall licensing rates and traffic safety statistics. Thus, the results of this analysis and its generalizability to Washington State should be considered with caution.

To examine the potential impact on licensing and testing rates of expanding driver education requirements to adult populations, we compared similar states with and without these requirements. The comparison states were selected based on criteria to include climate, road types, and traffic conditions to ensure appropriate levels of similarity on key conditions. Focus was placed on states that had both licensing data and traffic safety data publicly available. New York, Texas, and Louisiana were excluded from this analysis because the available licensed driver dataset included only data from 1994 to 2018, and these states' relevant laws were passed in 2016, 2017, and 2023. Comparison states for Maryland, Connecticut, Florida, and Illinois are shown in Table 5. In the following charts, a dashed line notes the year the new driver education law took effect in each state examined.

Table 5: States with Driver Education Requirements for 18 and Older

State	Comparison State	Year	Target Group	Time (hours)	Mode of Instruction	Behind the Wheel (hours)	Approximate Cost
Maryland	Virginia	1999	New drivers	36	Classroom	6	$450
Connecticut[a]	Massachusetts	2008	New drivers	8	Classroom	None	$149
Florida[b]	South Carolina	2011	New drivers	4	Classroom/Online	None	$30
Illinois	Indiana	2014	18 to 20	6	Classroom/Online	None	$34-$50
New York[c]	N/A	2016	New drivers	5	Classroom/Online	None	$49
Texas[d]	N/A	2017	18 to 25	6	Classroom/Online	None	$70
Louisiana	N/A	2023	New drivers	6	Classroom	8	$450

[a]*Beginning in 2013, new adult drivers required to hold a learner's permit*
[b]*Date of expansion unclear as it coincides with numerous administrative changes over time*
[c]*Excludes reciprocity agreements. Over 18 has option to take course online.*
[d]*Impact Texas Adult Drivers Program (ITAD) also required. Free, one hour video.*

State Comparison: Licensing Rates

To examine the potential impact on licensing rates of expanding driver education requirements to adults, three data sources were used:

- Licensed Drivers, by State, Gender, and Age Group (Federal Highway Administration)[112]
- State Intercensal Datasets: 2000-2010 (U.S. Census)[113]

[112] Federal Highway Administration. (2024). Licensed drivers, by state, gender, and age group. *U.S. Department of Transportation.* https://datahub.transportation.gov/Roadways-and-Bridges/Licensed-Drivers-by-state-gender-and-age-group/xfkb-3bxx/about_data.
[113] U.S. Census Bureau. (2021). State intercensal datasets: 2000-2010. https://www.census.gov/data/datasets/time-series/demo/popest/intercensal-2000-2010-state.html.

- State Population by Characteristics: 2010-2020 (U.S. Census)[114]

The percentages of the total population by gender and age who were licensed drivers before and after implementation of adult driver education for each target and comparison state were calculated.[115] It is important to note that the licensed driver data has been criticized for undercounting licensed drivers, especially younger drivers, and should be interpreted with caution.[116] Unfortunately, licensing rates by other demographics are unavailable; thus, this analysis is limited to gender and age for each state.

Classroom/Online Course—Illinois

In Illinois, individuals aged 18 to 20 were required to take the course if they were applying for a license for the first time and had never taken driver education.[117] According to the Illinois Secretary of State, the course covered the following topics: "traffic laws; highway signs, signals and markings; issues commonly associated with motor vehicle crashes such as poor decision-making, risk taking, impaired driving, driver distraction including use of cell phones and text messaging, speed, failure to use a safety belt, driving at night, and failure to yield the right-of-way."[118] The requirement did not include a behind-the-wheel component although applicants were "encouraged to have at least 50 hours of practice…including 10 hours of night driving."[119]

In Figures 12 and 13, the percentage of the female and male population by age who were licensed is presented for Illinois and its paired comparison state, Indiana. For these comparisons, only women and men aged 16 to 17 or 18 to 20 are presented since Illinois only requires driver education for adults aged 18 to 20. Additionally, due to issues with licensing data for Indiana, only one year prior to the law taking effect in Illinois (2014) is included for both states. These data should be treated with caution, but it appears that little fluctuation occurred after the implementation of the law in Illinois. The within Illinois comparison did not seem to reveal any change in the percentage of these populations that were licensed (before and after the implementation of adult driver education), the patterns for both Illinois and Indiana are similar. This may suggest that the required online driver education in Illinois has not had an impact on licensing rates.

[114] U.S. Census Bureau. (2021). State population by characteristics: 2010-2020. https://www.census.gov/programs-surveys/popest/technical-documentation/research/evaluation-estimates/2020-evaluation-estimates/2010s-state-detail.html.
[115] Number of years used depends on data availability and reliability. For most states, 5 years prior and after the law is used.
[116] See Curry, A. E., Kim, K. H., & Pfeiffer, M. R. (2014). Inaccuracy of Federal Highway Administration's Licensed Driver Data: Implications on Young Driver Trends. Journal of Adolescent Health 55(3), 452-454.
[117] Illinois Secretary of State. (2023). Adult driver education frequently asked questions. Illinois Secretary of State: https://www.ilsos.gov/departments/drivers/driver_education/adefaq.html.
[118] Ibid.
[119] Ibid.

Figure 12: Percent of Women in Indiana and Illinois with a Driver License by Age, 2013 to 2017

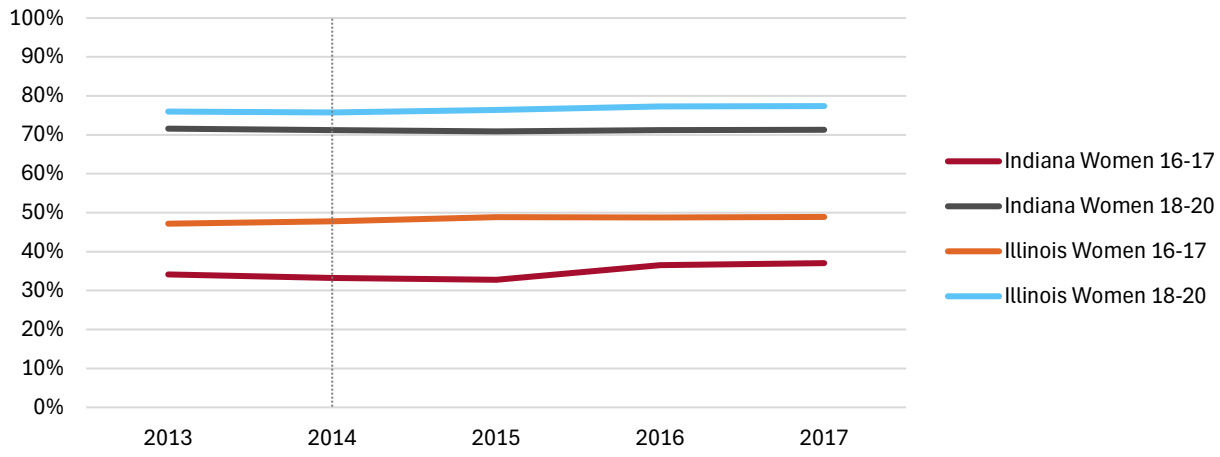
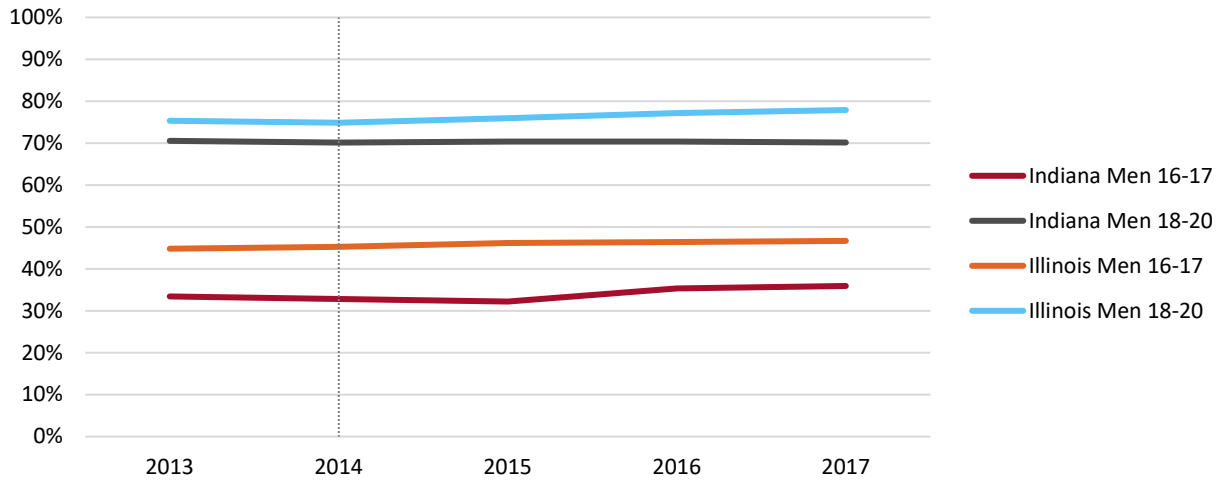


Figure 13: Percent of Men in Indiana and Illinois with a Driver License by Age, 2013 to 2017



Classroom/Online Course—Florida

Florida's course, the Traffic Law and Substance Education Course, is required for all new drivers and takes approximately four hours to complete. In addition to new drivers, drivers 21 and under "who have received a notice of suspension for driving with a blood alcohol level of .02 to .05" are required to complete the course to reinstate their license.[120] The course covers Florida traffic laws, impaired driving, and substance use. The course can be taken in the classroom or online.

[120] Florida Highway Safety and Motor Vehicles. (2024). What is Traffic Law and Substance Abuse Education (TLSAE) and how do I find the approved listing of TLSAE course providers. Florida Highway Safety and Motor Vehicles: https://www.flhsmv.gov/driver-licenses-id-cards/education-courses/driver-improvement-schools/traffic-law-substance-abuse-education-tlsae-find-approved-listing-tlsae-course-providers/

The percentage of the female and male population by age who are licensed is presented for Florida and South Carolina (See Figures 14 and 15). As Florida's law applies to all new drivers, the age groups 16 to 17, 18 to 20, and 21 to 24 are examined for five years before and after the law went into effect in 2011. It should be noted that the licensing data for Florida should be especially treated with caution as it is much more varied than other states examined and several years of data fluctuated more than 50% for some age groups both prior to and after the law was passed, which may indicate data errors.

The licensing patterns by sex and age group also greatly vary between South Carolina and Florida. South Carolina women aged 16 to 17 and 18 to 20 seem relatively stable over time compared to more fluctuation for women aged 21 to 24. In contrast, sharp declines seem to have occurred for women aged 16 to 17 (not impacted by the law) and women aged 18 to 20, while women aged 21 to 24 steadily declined from 2007 to 2013 and started increasing in 2013. The patterns for men in both South Carolina and Florida are similar.

These patterns are difficult to interpret due to likely data issues. While there are declines in licensing for men and women by age group in Florida after the implementation of the law, the sharpest declines are in the age group not impacted by the policy change. For both men and women, each age group experienced steady declines before the change, and some slight increases starting in 2013.

Figure 14: Percent of Women in Florida and South Carolina with a Driver License by Age, 2007 to 2016

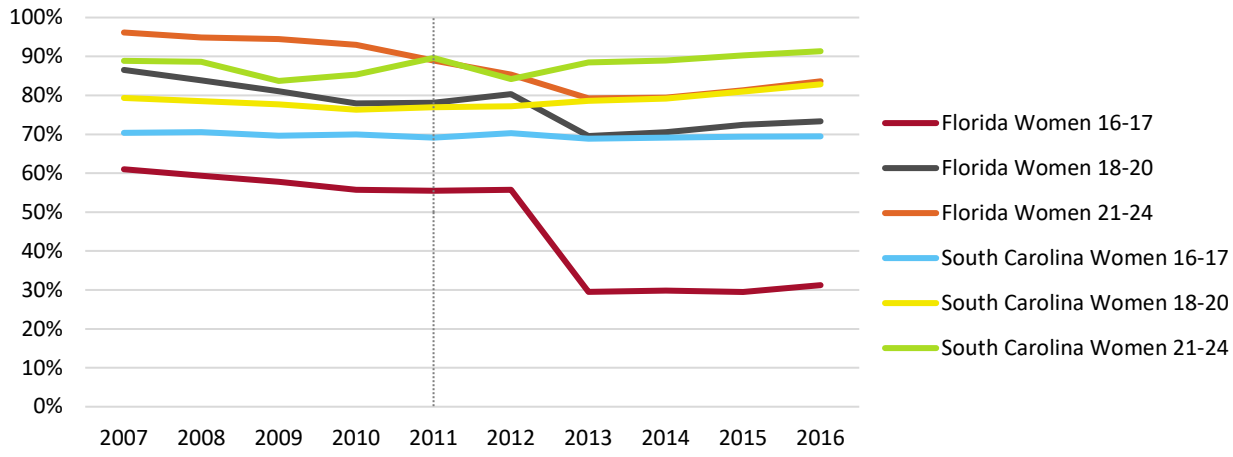
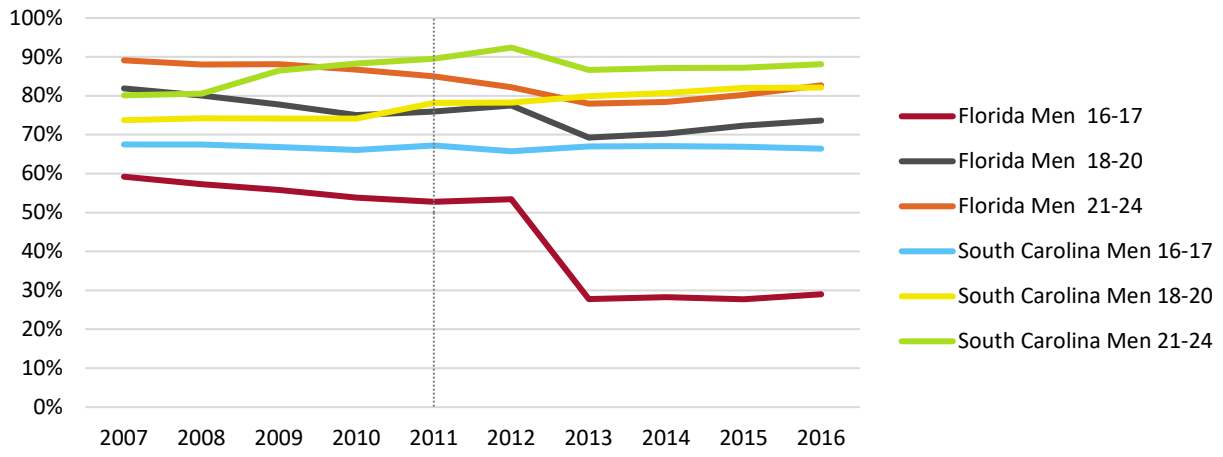


Figure 15: Percent of Men in Florida and South Carolina with a Driver License by Age, 2007 to 2016



Classroom Only —Connecticut

All new drivers in Connecticut are required to complete the 8-hour Safe Driving Practices course. This course is included in driver education for teens as part of their 40 hours of classroom instruction. Novice adult drivers can complete the class at a commercial driving school within the state; at minimum, these schools are required to cover the following topics: dangers of impaired driving, substance use and how it impacts driving, and penalties for driving under the influence of alcohol or drugs.[121]

Similar to Florida, Connecticut's law applies to all new drivers, so the percentages of the female and male population aged 16 to 17, 18 to 20, and 21 to 24 who had a driver license were examined for both Connecticut and the comparison state of Massachusetts (See Figures 16 and 17). Five years prior to the implementation of the law (which occurred in 2008) and five years after implementation are presented.

The licensing patterns by sex and age group are more similar between these two states than the Florida and South Carolina comparison. Connecticut women aged 16 to 17 and 21 to 24 seem to slightly decline prior to policy implementation and maintain similar patterns after it went into effect. Connecticut women aged 21 to 24 have more variation in their trends with decreases in licensing after 2008; however, these trends are similar to Massachusetts women aged 21 to 24. Connecticut men aged 16 to 17 follow similar patterns to women of the same age group, but those aged 21 to 24 have more stability in their percentages with a driver license than women. Connecticut men aged 18 to 20 also decline more after 2008, but not as much as Massachusetts men aged 18 to 20 over the same time period. This data suggests that the law may not have impacted the percentage of these demographic groups being licensed over time.

[121] Connecticut Department of Motor Vehicles. (n.d.). 8-hour safe driving practices class. . Connecticut's Official State Website: https://portal.ct.gov/teendriving/home-training/home-training/8-hour-safe-driving-practices-class

Figure 16: Percent of Women in Connecticut and Massachusetts with a Driver License by Age, 2003 to 2013

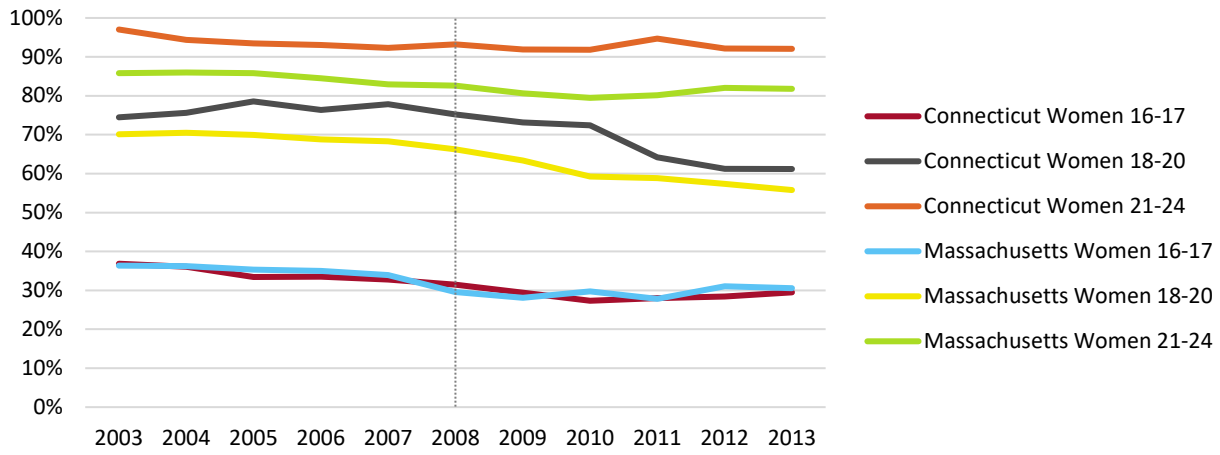
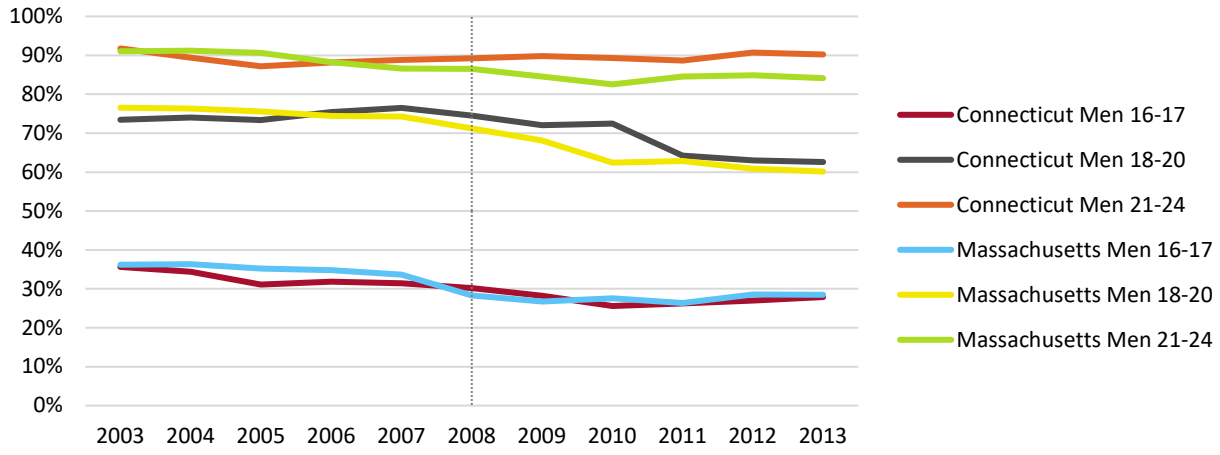


Figure 17: Percent of Men in Connecticut and Massachusetts with a Driver License by Age, 2003 to 2013



Classroom and Behind the Wheel—Maryland

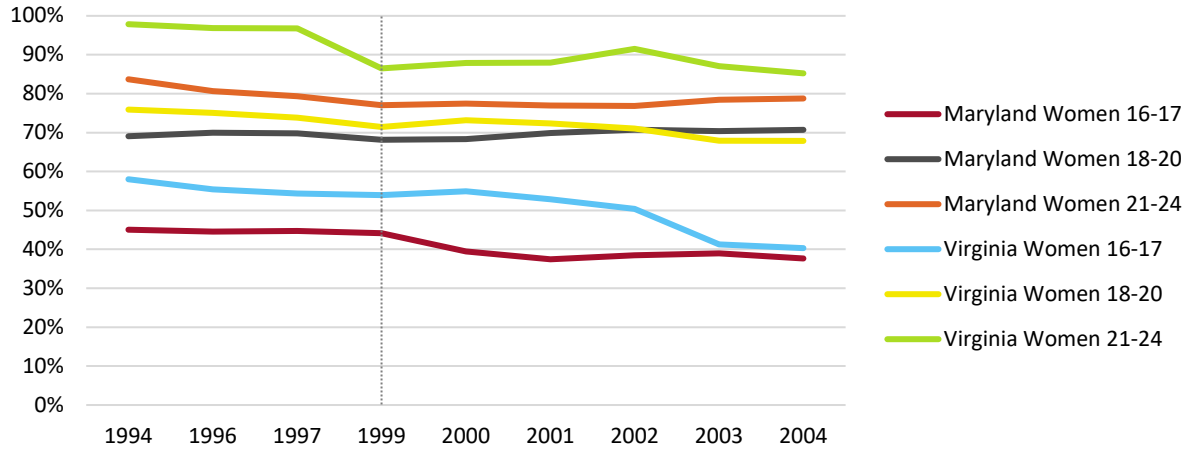
Maryland's program, which began in 1999, was examined to understand how requiring driver education for young adults could impact licensing. Maryland is the only state examined that requires the same driver education program for all new drivers regardless of age. This, in addition to the cost of the course, means there is potentially more burden for novice adult drivers to complete this requirement in comparison to the other states examined. Driver education in Maryland includes 30 hours of classroom instruction and 6 hours of behind-the-wheel training. The ten-unit course covers a variety of topics, including traffic laws and signals, driving in various environments, impaired driving, distracted driving, and more.[122]

[122] Maryland Department of Transportation Motor Vehicle Administration. (n.d.). Driver Education Curriculum. Maryland.gov: https://mva.maryland.gov/drivers/Pages/Driver-Education-Curriculum.aspx.

Figures 18 and 19 present the percentage of the female and male population by age who were licensed in Maryland, as well as in Virginia which served as a comparison state without required driver education for adults.[123] Figures 18 and 19 both indicate that the percent of male and female adults who received a license remained largely unchanged after Maryland implemented their requirement for drivers education in 1999. As an example, the percent of licensed women in Maryland, aged 18-20, slightly increased from 68% in 2000 to 71% in 2004. Likewise, the percent of licensed Maryland men of the same age remained at 67% over the same time period.

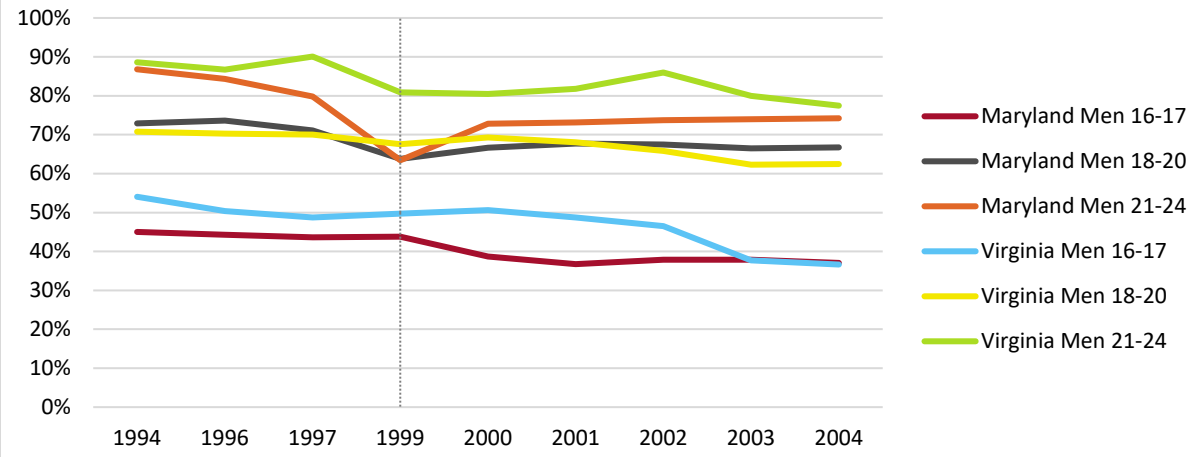
Despite slight changes among some age groups, evidence suggests that Maryland's implementation of mandatory driver education for adults was unlikely to have caused these and similar changes shown in Figures 18 and 19. This is the case for three primary reasons. First, the figures show that changes in the percent of women and men receiving their driver license predated Maryland's requirement for adult driver education. Second, the changes were not unique to adult drivers (the target of the policy change), but instead affected both adults as well as those under the age of 18. Third, Virginia, the neighboring comparison state that did not implement adult driver education, experienced similar trends over the same time period. Consequently, Maryland's requirement for adult driver education is not likely to have affected access to driver licenses for either women or men in the state. Instead, other unmeasured factors are likely to have caused declines in licensure for both populations.

Figure 18: Percent of Women in Maryland and Virginia with a Driver License by Age, 1994 to 2004



[123] Data for 1998 is excluded due to issues with licensing data for Maryland that year.

Figure 19: Percent of Men in Maryland and Virginia with a Driver License by Age, 1994 to 2004



Driver Education for Adults and Impacts on Licensing

Based on the analysis of Illinois, Florida, Connecticut, and Maryland, it is difficult to conclude that these programs impacted licensing rates overall. Again, these results should be interpreted with caution due to issues with licensing data. Additionally, comparison for other demographic groups, especially by race and ethnicity, is unavailable. The overall trends presented could be masking great variation for other groups. When examining the percentage of the population with a driver license by age and gender, trends seem relatively stable or similar to their state counterparts without these requirements. The exception to this is Florida, but data issues may be impacting these rates. However, Florida's data also shows the largest decreases for the group not impacted by the law (16- to 17-year-olds). Cautiously interpreted, the policy changes do not seem to have impacted licensing in these states for the groups examined.

State Comparison: Traffic Safety Data

Similar to the licensing data, comparison of state traffic safety data prior to and after implementation of expanding driver education to adult drivers was examined. This analysis is limited, especially between comparison states, as the method in which traffic safety data is reported by states by age differs between states and states have changed how they report over time. Crash and fatality data by age are provided by states but other data, such as injuries, may not be available. For each of the comparisons below, an explanation of the data available is provided.

Classroom/Online Course—Illinois

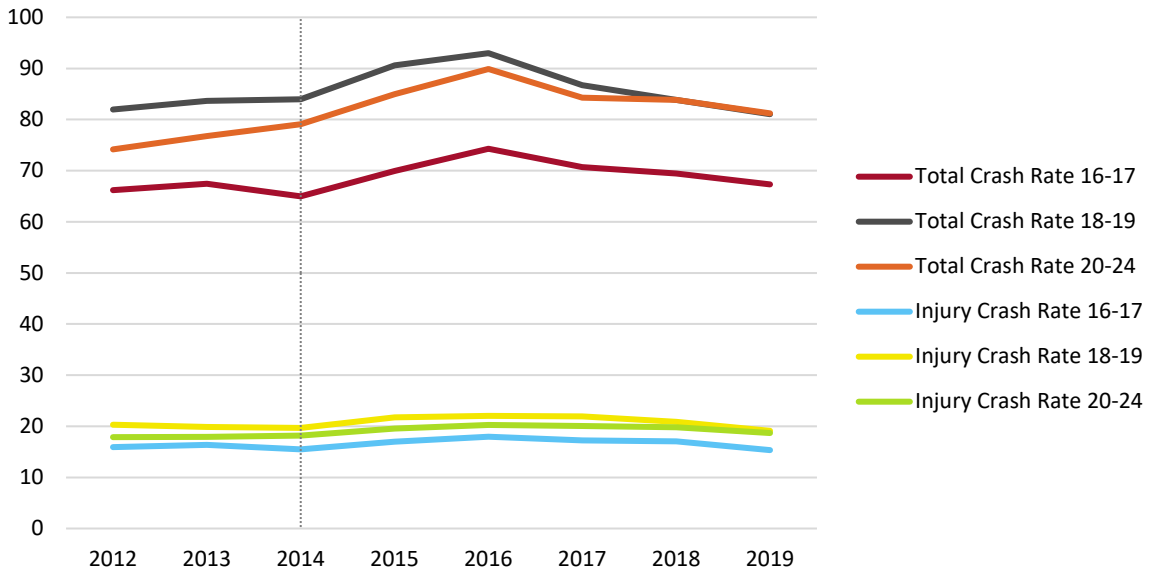
Figures 20 and 21 present the total crash rate, the injury crash rate and the fatal crash rate per 1,000 licensed drivers in Illinois by age from 2012 to 2019.[124] Illinois provides the number of drivers per age group, so this information was used to calculate all crash rates.[125] Unfortunately, Indiana and Illinois

[124] Illinois changed age categories reported in 2012. Due to this, 2011 is not included.
[125] Illinois Department of Transportation. (2024). Crash Facts. *Illinois.gov.* https://idot.illinois.gov/transportation-system/transportation-safety/roadway-safety/illinois-roadway-crash-data/facts-and-statistics/crash-facts.html

report crash data by age differently. Indiana reports total crashes per 10,000 licensed drivers.[126] Additionally, Indiana changed how data is reported in some years, so this data was removed from analysis. These issues limit the ability for comparison. Nonetheless, Indiana data is reported in Figure 22 to help identify trends over this time period.

In Illinois, the injury crash rate remains consistent across time, while the total crash rate by age increases for all groups for two years after the law was implemented and begins decreasing in 2016. As all groups follow similar patterns (even those not impacted), these trends do not seem to be influenced by extending driver education to individuals 18 to 20. The fatal crash rate varies by year and across groups without discernable patterns both prior to and after extending driver education. Indiana provides a different crash calculation, but the total crashes by age group per 10,000 drivers seems to follow a similar pattern to Illinois by increasing until 2016 when it starts to decline.

Figure 20: Illinois Total Crash Rate and Injury Crash Rate per 1,000 Licensed Drivers by Age, 2012 to 2019



[126] Indiana Criminal Justice Institute. (2024). Crash Statistics: Crash Fact Books. *Indiana State Government.* https://www.in.gov/cji/research/crash-statistics/.

Figure 21: Illinois Fatal Crash per 1,000 Licensed Drivers by Age, 2012 to 2019

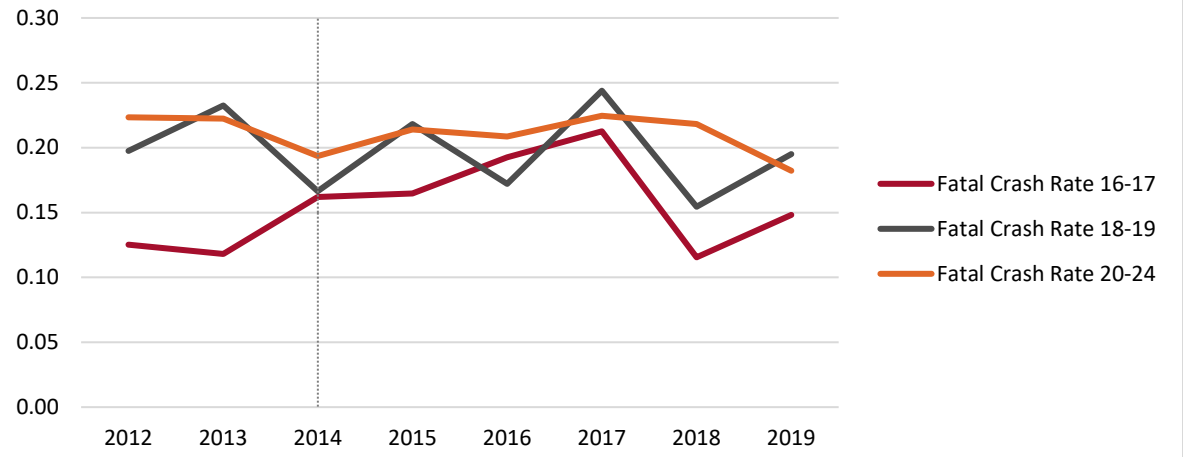
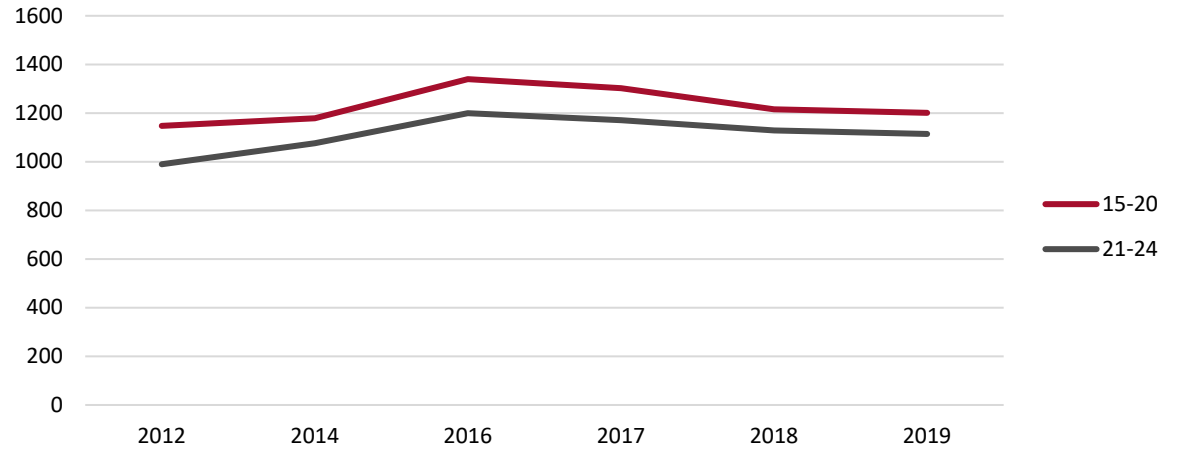


Figure 22: Indiana Total Crashes per 10,000 Licensed by Drivers Age, 2012 to 2019



Classroom/Online—Florida

The total crash rate and the fatal crash rate per 1,000 drivers from 2006 to 2016 are presented for Florida and South Carolina in Figures 23 and 24.[127] South Carolina and Florida provide total licensed drivers by age group, so these numbers were used to calculate the rates for both states. Since South Carolina combines ages 15 to 19 in their crash reporting, only the 20 to 24 age group is presented for both states.

[127] Florida Highway Safety and Motor Vehicles. (2014). Crash and Citation Reports & Statistics. https://www.flhsmv.gov/resources/crash-citation-reports/.; South Carolina Department of Public Safety. (2024). Traffic Collision Fact Books. *SC.Gov.* https://scdps.sc.gov/ohsjp/stat_services/factbooks.

In terms of total crash rate per 1,000 licensed drivers, the rate for Florida begins to slightly increase prior to extending requirements to all drivers (2011) and continues to increase from 2011 to 2016. South Carolina's rates are more variable but also slightly increase from 2011 to 2014 before increasing again in 2015. Florida's fatal crash rates vary with a light decrease in 2011, followed by an increase from 2012 to 2013. Over this same time period, South Carolina's rates increase from 2011 to 2015.

Figure 23: Florida and South Carolina Total Crash Rate per 1,000 Licensed Drivers by Age, 2006 to 2016

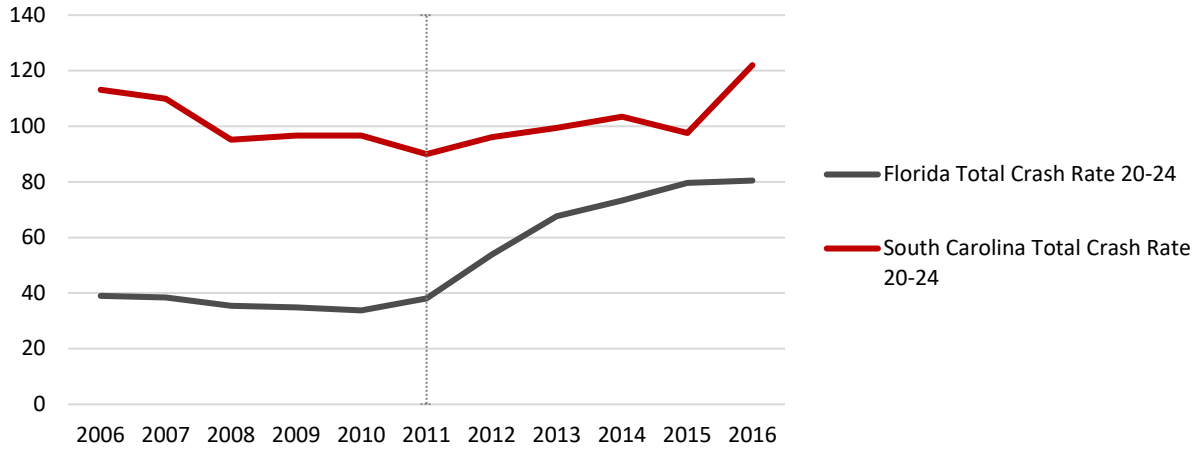
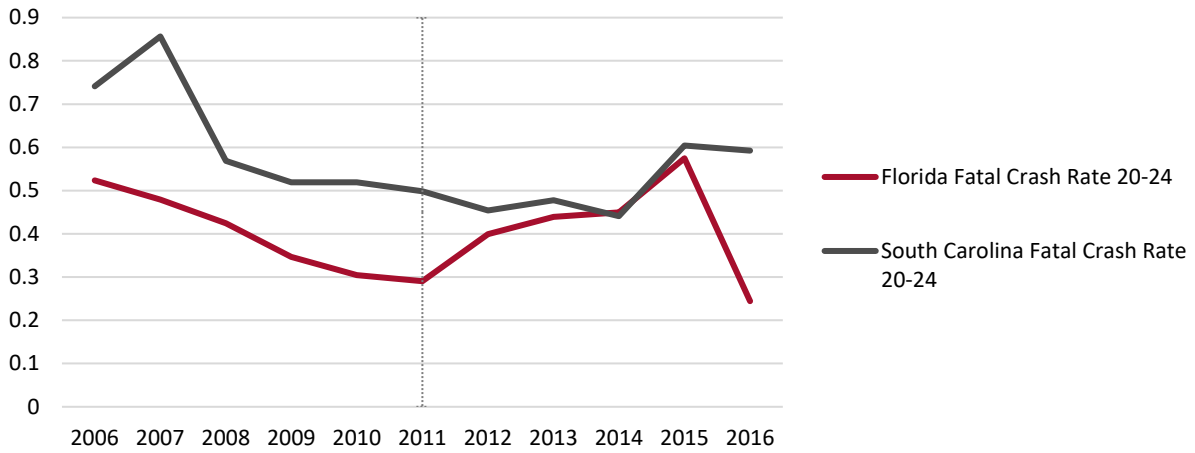


Figure 24: Florida and South Carolina Fatal Crash Rate per 1,000 Licensed Drivers by Age, 2006 to 2016



Classroom—Connecticut

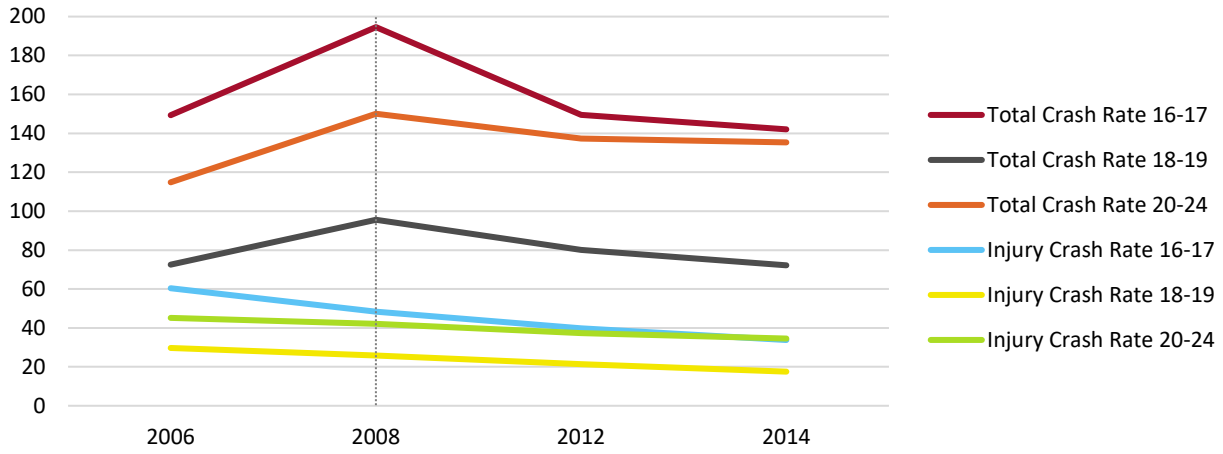
To examine potential impact of extending driver education requirements to all new drivers in Connecticut, total crash rate, injury crash rate, and fatal crash rate per 1,000 licensed drivers is computed by age (See Figures 25 and 26). To calculate these rates, Connecticut Traffic Accident Facts were used to identify drivers involved in each type of crash. These total numbers are divided by the total

number of drivers licensed (using Federal Highway Administration data to determine these numbers) and multiplied by 1,000. Due to availability of the Connecticut Traffic Accident Facts, 2006, 2008, 2012, and 2014 were collected.[128]

The total crash rates for all age groups increased from 2006 to 2008 (when driver education was extended to new drivers) and decrease from 2008 to 2014. Injury crash rates for all age groups slightly decrease from 2006 to 2008 and continue to slightly decrease until 2014. The patterns for all age groups, even 16- to 17-year-olds who were not impacted by the law, are similar before and after the law. Fatal crash rates for both 18- to 19-year-olds and 20- to 24-year-olds decreased from 2006 to 2008, but continue decreasing for 20- to 24-year-olds until 2012 while increasing from 18- to 19-year-olds from 2008 to 2012.

In Massachusetts (Figures 27 and 28), total crash rate and non-fatal injury crash rates decrease until 2012 when they start to plateau.[129] Fatal injury rates for 16- to 17-year-old drivers decrease from 2006 to 2014, while the rate decreases for 18- to 20-year-olds beginning in 2008. The fatal injury rate for 21- to 24-year-olds slightly decreases from 2008 to 2012 before increasing in 2014.

Figure 25: Connecticut Total Crash Rate and Injury Crash Rate per 1,000 Licensed Drivers by Age, 2006 to 2014



[128] Connecticut Department of Transportation. (2008). Connecticut Accident Facts 2006. https://portal.ct.gov/-/media/DOT/documents/dcommunications/stimulus/TIGER/Moses/ConnDOTTrafficAccidentreport2008pdf.pdf; Connecticut Department of Transportation. (2011). Connecticut Accident Facts 2008. https://portal.ct.gov/-/media/DOT/documents/dpolicy/ctaf/CTAFpdf.pdf.; Connecticut Department of Transportation. (2014). Connecticut Accident Facts 2012. https://portal.ct.gov/-/media/DOT/documents/dpolicy/ctaf/CTAF2012pdf.pdf.; Connecticut Department of Transportation. (2016). Connecticut Accident Facts 2014. https://portal.ct.gov/-/media/DOT/documents/dpolicy/ctaf/CTAF2014pdf.pdf.

[129] Data obtained from Massachusetts Department of Transportation. (n.d.). MassDot crash tabulation and charting. https://apps.impact.dot.state.ma.us/cube/.

Figure 26: Connecticut Fatal Crash Rate per 1,000 Licensed Drivers by Age, 2012 to 2014

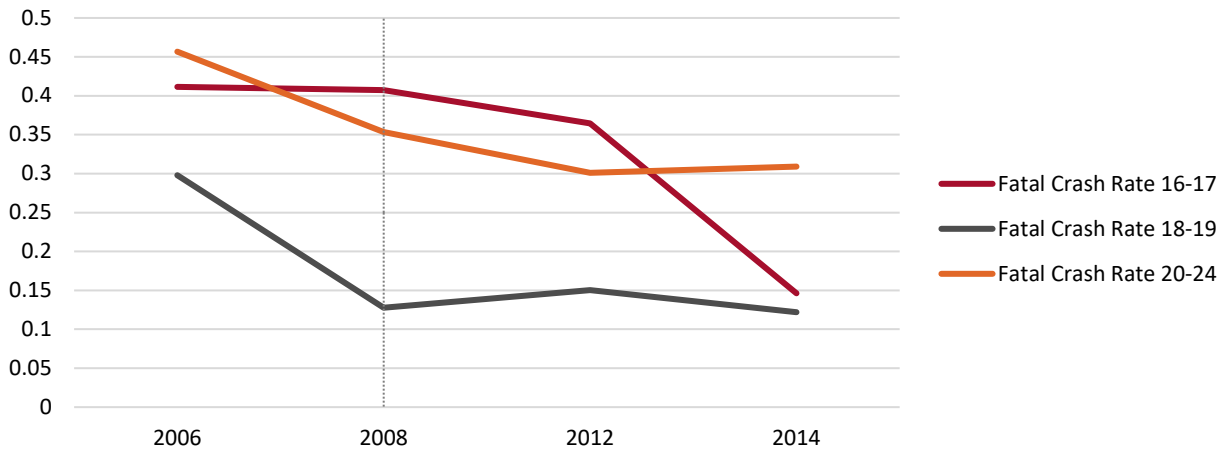


Figure 27: Massachusetts Total Crash Rate and Injury Crash Rate per 1,000 Licensed Drivers by Age, 2006 to 2014

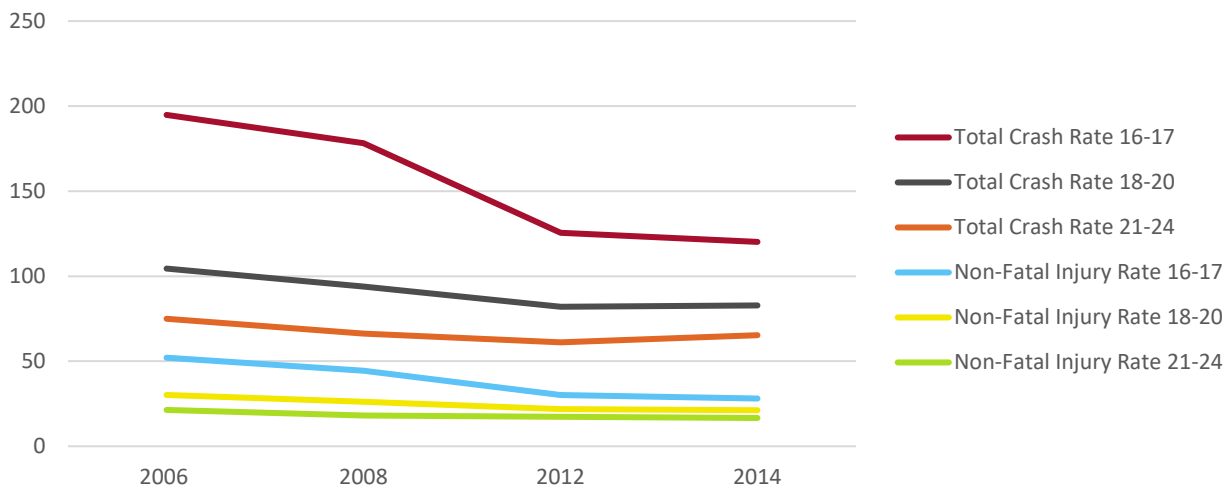
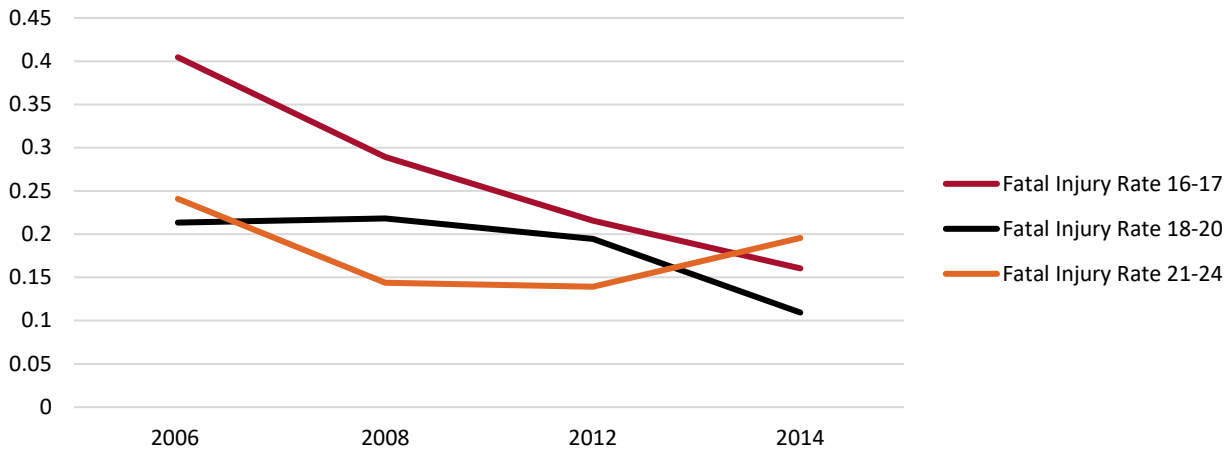


Figure 28: Massachusetts Fatal Injury Crash Rate per 1,000 Licensed Drivers by Age, 2006 to 2014



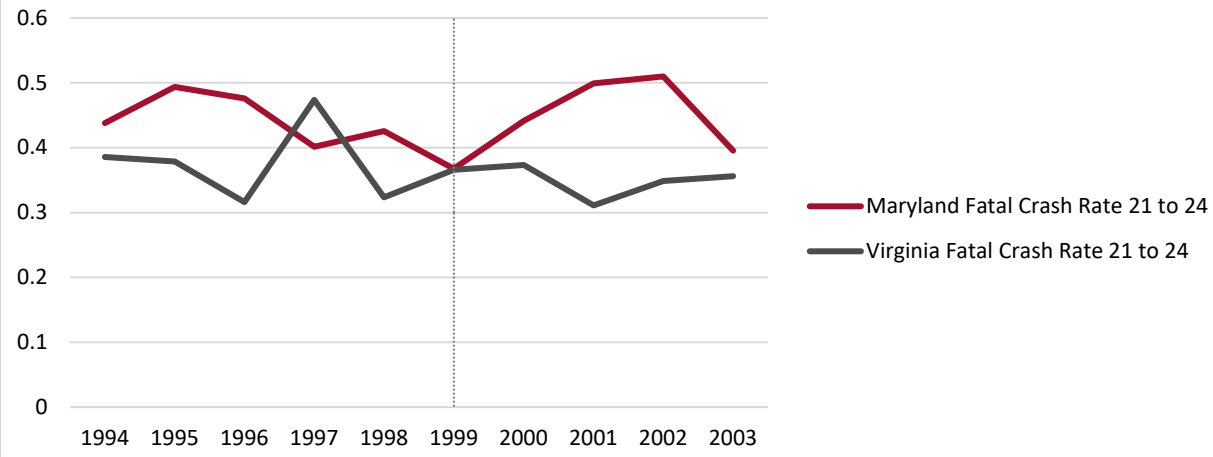
Classroom and Behind the Wheel —Maryland

Figure 29 shows the fatal crash rates per 1,000 drivers by age from 1994 to 2003 for Maryland and Virginia.[130] Maryland mandated driver education for all drivers in 1999 and due to difficulties locating consistent crash data before 1999, Fatality Analysis Reporting System (FARS) data was used to calculate crash rates (using total number of licensed drivers from Federal Highway Administration data) and multiplied by 1,000. For these years, only number of fatal crashes by year could be calculated. Additionally, this dataset aggregates ages 16 to 20. As this category includes 16- to 17-year-olds who were not impacted by the extension (they were already required to complete driver education), we focus only on individuals 21 to 24 to examine how this expansion may have impacted young adults.

After the expansion of driver education to all drivers, the fatal crash rate for 21- to 24-year-olds in Maryland increased from 1999 to 2002 before decreasing in 2003. Virginia's rates are more variable, increasing from 1998 to 2000, and decreasing in 2001 before beginning to rise again.

[130] National Highway Traffic Safety Administration. (n.d.). Fatality analysis reporting system (FARS). https://www.nhtsa.gov/research-data/fatality-analysis-reporting-system-fars.

Figure 29: Maryland and Virginia Fatal Crash Rate per 1,000 Licensed Drivers by Age, 1994 to 2003



Driver Education for Adults and Impacts on Traffic Safety

Overall, it does not appear that any of the approaches examined here lead to differences in traffic safety metrics over time. However, these results should be interpreted with extreme caution. Unfortunately, consistent traffic safety metrics can be difficult to find for several states. States sometimes change the way they report these metrics over time which limits within state comparisons before and after the change. Additionally, federal licensing data has known limitations which could be impacting the rates calculated. Ideally, time series analysis would allow for a more in-depth examination of trends over time but at least 30 years of consistent data is necessary for this type of analysis. Descriptive analysis also cannot control for confounding variables that may be impacting traffic safety metrics. It should not be concluded that driver education has no impact on traffic safety metrics for young adults. Rather, these trends over time do not reveal a clear pattern of effectiveness, a conclusion that aligns with NHTSA's position that driver education is an unproven approach that requires further research.[131]

CONCLUSIONS

This feasibility study includes qualitative and quantitative analysis, including semi-structured and open-ended interviews with interested and impacted parties, an analysis of secondary data from a variety of sources, such as DOL, OSPI, and the U.S. Census Bureau and a review of the literature on this topic, which includes reviews of programs in other states and countries. The findings indicate that expansion of driver education in Washington State would create a significant burden as the infrastructure to support an expansion is inadequate at present. If the current pattern continues, based on the number of individuals who waited until ages 18 to 24 to obtain their first driver license during the years of 2018 to 2023, the number of individuals who would require driver education under an expanded program could increase by approximately 61 to 65 percent. This is a significant increase for a system that is already

[131] National Highway Traffic Safety Administration. *Approaches that are Unproven or Need Further Evaluation*. https://www.nhtsa.gov/book/countermeasures-that-work/young-drivers/countermeasures/unproven-further-evaluation

stressed in several geographical areas of Washington. For example, in Vancouver, the ratio of students to instructors is 647 students to each instructor. It would take substantial investment and policy changes to create the infrastructure necessary to support an expansion as outlined in ESSB 5583. These changes would likely necessitate changing policy related to training and offering an alternative training path for both private and public-school instructors. Operationalization of these options could include the DOL conducting "train the trainer" sessions in various locations to increase the number of instructors. However, given the national instructor shortage, even with expanded training opportunities, the state may have difficulties attracting instructors due to low pay and other concerns.

Public school instructors currently do not have access to training in Washington and the one training option available to them in Oregon may not be open to Washington instructors in the future. Thus, policy changes regarding public instructor standards and training may have to be reviewed and modified if providing more driver education programs in public schools is desired. There are several school districts in identified driver education deserts that may be able to provide driver education, but as funding is also a significant barrier, offering programs in these locations will require substantial planning and support. Most schools simply do not have the resources necessary to start and maintain these programs.

The financial burden of driver education for the most vulnerable populations is also an area of concern and will require significant funding to resolve. Even with support, a waiver program or some alternative pathway to subsidize obtaining a license will likely be necessary to truly ensure that these populations are not unduly burdened by an expansion.

It is unclear whether expanding driver education would produce the traffic safety benefits expected. The evidence that driver education reduces crash rates is mixed. Additionally, the effectiveness of expanding driver education requirements is inconclusive without further research. Comparable state requirements, such as Louisiana's, need further study to understand both their impact on traffic safety and equity and access.

RECOMMENDATIONS

- As Washington does not currently have the infrastructure to support expansion, several infrastructure challenges would need to be addressed to expand driver education:
    - DOL should develop and provide training for instructors (or coordinate with an entity to provide training).
    - DOL and the Washington Office of Superintendent of Public Instruction (OSPI) should more closely align training requirements for public school instructors with those of private school instructors.
    - DOL and OSPI should more closely align training requirements for public school instructors with those of private school instructors.
    - A one-time training will likely be insufficient, and it may be beneficial for newly trained instructors to have access to more ongoing support from individuals with driver education experience.
    - If public schools are to provide driver education, especially in driver education deserts, the state could consider providing funding to support this program. To achieve greater

accessibility to driving schools in driving deserts, ensure stability of funding over time to encourage schools to pursue this program.

- Communicating the resources available for driver education is essential (See Communication and Outreach Planning). For example, it can be difficult to determine if driver education schools provide instruction in other languages as this information is not always on the business website. DOL could collect this information from driver education schools and provide it on the DOL website.
- The state should consider ways to sustainably fund scholarships or grant programs so more individuals have access to reduced cost or free driver education.
    - This could include a surcharge on traffic citations to support these efforts, such as is used in Georgia. The surcharge should be calculated to cover the minimum number of students each year the DOL (or whoever administers the program) would like to support.
    - However, the goal should be to ensure that this funding is relatively stable over time.
- Grant programs to support current driver education and expansion of driver education should be considered.
    - A competitive grant process that prioritizes areas of high need, identified via student instructor ratios and/or areas of high burden could help establish more driver education schools.
    - Ohio's Creating Opportunities for Driver Education (CODE) could be emulated to help support these programs.

APPENDIX A: COMMUNICATIONS AND OUTREACH PLANNING

In addition to the feasibility study, ESSB 5583 requires "a plan for broad and accessible public outreach and education to communicate to Washington State residents new driver training education requirements, including a plan for the development of tools to assist residents in accessing driver training education courses that meet the new requirements."[132] To assist with planning, the WSU research team discussed communication of requirements and resources with several interview participants, met with the DOL communications and outreach team, reviewed literature on communication and outreach, especially with underserved and underrepresented populations, and consulted data on media and news consumption to help identify best practices and provide guidance.

To meet the goals of ESSB 5583, two distinct communication and outreach needs have been identified:

1. Communicating to the public updated requirements and available resources to meet requirements
2. Communicating with public and private driver training schools (DTS), driver instructor training programs, potential driver training instructors, those interested in developing a DTS, and those interested in developing driving instructor training programs based on the new requirements and available resources

Some overlap in communication strategies and channels will exist in outreach across these two primary sets of audiences; however, the variation in the audiences, objectives, messaging, and timeline necessitates different planning needs. Based on these differences, communication and outreach planning suggestions are divided into two parts:

1. A large-scale public awareness campaign with special attention to reaching underrepresented and underserved populations in Washington State
2. A targeted campaign for providers and potential providers of driver education in the state of Washington

Public Awareness Campaign

Primary Audiences: Individuals aged 14-18, parents/guardians, tribal representatives, underrepresented/underserved youth and parents, community groups representing audiences, and the general public

Communication Goals:

1. Raise awareness of change in requirements and content of new requirements for anticipated impacted audiences
2. Raise awareness of scholarship and other opportunities to alleviate financial barriers to driver education
3. Successful applicants for grant and scholarship opportunities for underrepresented and underserved populations

[132] Washington State ESSB 5583.PL, § 1, lines 27-31, 2023.

Channels

A large-scale public awareness campaign will be necessary to clearly convey updated requirements and to communicate the availability of resources, such as scholarships, to assist in making driver education accessible, especially for underrepresented populations. Multifaceted campaigns that utilize a combination of mediums, including television, social media, and radio, have been found to be effective for increasing awareness and/or changing public behavior.[133]

Social Media

YouTube and Facebook are the most used platforms by adults across the United States, with 83% using YouTube and 68% using Facebook.[134] However, choice of social media platform usage varies by age, gender, race and ethnicity, income, and other factors. For instance, 18- to 29-year-olds are more likely to use YouTube (93%) and Instagram (78%), followed by Facebook (67%), Snapchat (65%), and TikTok (62%).[135] Less than half of Black adults in the United States use Instagram, Snapchat, or TikTok, with a majority using YouTube followed by Facebook, while over half of Hispanic adults use YouTube, Facebook, and Instagram. When considering income, only slightly more than a third of adults earning less than $30,000 use Instagram with most using YouTube or Facebook.[136]

For teenagers, the majority report using YouTube (77%) and TikTok (58%) every day.[137] While nearly all teens use YouTube (95%), Black and Hispanic teens, and teens 15 to 17 are more likely to use TikTok and Instagram compared to White teens and teens aged 13 to 14, respectively.[138]

Since outreach to teens is essential, this suggests that social media campaigns on YouTube, TikTok and Instagram will be important for reaching most of this population. YouTube is particularly important as it is used by most teens, even when compared by gender, race/ethnicity, age, household income, and whether they live in urban, suburban and rural areas.[139] To reach parents of teens, YouTube can be effective across ages, gender, race and ethnicity, income, community, and education level. Facebook will also likely be more successful than Instagram for this group of individuals.

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[133] Van Asbroeck, S., Köhler, S., Heger, I., de Vugt, M., Verhey, F., & Deckers, K. (2021). Increasing knowledge on dementia risk reduction in the general population: Results of a public awareness campaign. Preventive Medicine, 147. doi:https://doi.org/10.1016/j.ypmed.2021.106522; Worthington, J., Feletto, E., Lew, J., Broun, K., Durkin, S., Wakefield, M., . . . Canfell, K. (2020). Evaluating health benefits and cost-effectiveness of a mass-media campaign for improving participation in the National Bowel Cancer Screening Program in Australia. Public Health, 179, 90-99. doi:https://doi.org/10.1016/j.puhe.2019.10.003; Choi, K., Lee, E.-B., Ibbs, C. W., & Kim, Y.-W. (2009). Multifaceted public outreach and cost-benefit analysis for its effectiveness validation. Construction Management and Economics, 27(8), 771–782. https://doi.org/10.1080/01446190903096591.

[134] Sidoti, O., Gelles-Watnick, R., Faverio, M., Atske, S., Radde, K., & Park, E. (2024, January 31). Social Media Fact Sheet. *PEW Research Center*. https://www.pewresearch.org/internet/fact-sheet/social-media/?tabItem=5b319c90-7363-4881-8e6f-f98925683a2f.

[135] (Sidoti et al, 2024)

[136] (Sidoti et al, 2024)

[137] Vogels, E.A., & Watnick, R.G. (2023, April 24). Teens and social media: Key findings from Pew Research Surveys. *Pew Research Center.* https://www.pewresearch.org/short-reads/2023/04/24/teens-and-social-media-key-findings-from-pew-research-center-surveys/.

[138] (Vogels & Watnick, 2023)

[139] (Vogels & Watnick, 2023)

- *Recommended Action: Engage YouTube, TikTok, and Instagram to target teens; engage YouTube and Facebook to target Adults over 29*

Other Media

Most U.S. adults prefer getting news from digital devices, but this does vary substantially by gender, age, race and ethnicity, and education-level.[140] Adults are more likely to get news from digital devices, through news websites and apps, followed by television, radio, and print publications.[141] This is consistent across race and ethnicity; however, it is important to note that over two-thirds of Hispanic immigrants to the United States reported getting news from Hispanic media outlets, compared to less than 40% of the U.S. born Hispanic population. Additionally, U.S.-born Latinos obtain their news mostly in English compared to half of the Latino immigrant population.[142] In other community outreach work, WSU researchers were informed that radio is important for outreach to Spanish speaking populations in Washington.

In terms of local news, the majority of U.S. adults report getting local news from friends, family and neighbors (73%), Television news (64%), radio stations (52%), and online forums (Facebook, etc.) (52%), and local organizations (39%).[143] Thus, for local news, focusing on television news and radio stations to raise awareness is important.

An interview participant noted that some tribal communities have newspapers which may be helpful in distributing information about changes in requirements. For some tribal communities across Washington this may be a good source for communication and outreach.

- *Recommended Action: Engage Local Digital News Sources, Television, Radio in multicultural media outlets and available in multiple languages, Tribal Newspapers*

Trusted Partners

In addition to the channels described above, building trusted partnerships to help increase awareness is essential for underrepresented populations. If these partnerships do not already exist, creating alliances with trusted individuals and organizations, such as community leaders, community-based organizations, and faith-based organizations, to build and earn trust are an effective strategy.[144] For some

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[140] Liedke, J. & Wang, L. (2023, November 15). News Platform Factsheet. *PEW Research Center.* https://www.pewresearch.org/journalism/fact-sheet/news-platform-fact-sheet/.

[141] (Liedke & Wang, 2023); Shearer, E. (2021, January 12). More than eight-in-ten Americans get news from digital devices. *PEW Research Center.* https://www.pewresearch.org/short-reads/2021/01/12/more-than-eight-in-ten-americans-get-news-from-digital-devices/.

[142] Naseer, S., St. Aubin, C. & Lipka, M. (2024, March 19). U.S.-born Latinos overwhelmingly prefer to get their news in English; about half of immigrant Latinos prefer it in Spanish. *Pew Research Center.* https://www.pewresearch.org/race-and-ethnicity/2024/03/19/how-hispanic-americans-get-their-news/.

[143] Culpepper, S. (2024, May 7). Most Americans say local news is important. But they're consuming less of it. *Nieman Lab.* https://www.niemanlab.org/2024/05/most-americans-say-local-news-is-important-but-theyre-consuming-less-of-it/#:~:text=In%202018%2C%2041%25%20of%20Americans,8%25%20to%209%25.)

[144] Ramanadhan, S., Galbraith-Gyan, K., Revette, A., Foti, A., James, C. R., Martinez-Dominguez, V., . . . Viswanath, K. (2020). Key considerations for designing capacity-building interventions to support evidence-based programming in underserved communities. Translational Behavioral Medicine, 11(2), 452-461; Stonewall, J.,

communities, it could be beneficial to create co-branded materials with trusted insiders to help get out information and build trust.[145]

Including trusted community leaders or "gatekeepers" in communication planning and distribution is essential for reaching underserved populations across Washington State and avoiding individuals only learning of new requirements when visiting the DOL Office (thus feeling punitive). For several communities, working with faith-based organizations can help effectively get the word out on new requirements and availability of programming.

Engagement should start early as it takes time to build these partnerships and establish trust. As noted by interview participants working with tribal communities, it is critical to engage with tribal communities as early as possible. One interviewee, when talking about establishing relationships being critical to tribal communication reminded researchers that, "each tribe requires a separate communication." Working with tribal governments and tribal community centers as much as possible will help the success of the outreach. Not simply disseminating information and materials but ensuring tribes are a part of the conversation is important according to two knowledgeable interview participants.

Some essential organizations that could be included are listed below. This is not an exhaustive list, but a list compiled based on interviews and the available scholarly literature.

- Tribal Governments
- Tribal Community Centers
- WSU Extension
    - Outreach for youth 18 and younger (4-H, Robotics Club, etc.)
- The Mockingbird Society
    - Outreach for foster youth and youth experiencing homelessness
- Asian and Pacific Islander Coalition of Washington (APIC Washington)
    - APIC has local chapters in several communities
- NAACP Washington
    - NAACP has local chapters in several communities
- Latino Community Fund
- Council on Hispanic Affairs
- Washington Community Alliance
    - Represents over 70 organizations working in communities of color
- Community Faith-Based Organizations
- Public Libraries

Fjelstad, K., Dorneich, M., Shenk, L., Krejci, C., & Passe, U. (2017). Best practices for engaging underserved populations. Proceedings of the Human Factors of Ergonimics Society 2017 Annual Meeting. 61, pp. 130-134. Human Factors and Ergonomics Society. doi:https://doi.org/10.1177/15419312136015; Campo, S., Kohler, C., Askelson, N. M., Ortiz, C., & Losch, M. (2015). It isn't all about language. Journal of Transcultural Nursing, 26(5), 466-472.; Sixsmith, J., Boneham, M., & Goldring, J. E. (2003). Accessing the community: gaining insider perspectives from the outside. Qualitative Health Research, 13(4). doi:https://doi.org/10.1177/10497323022507.

[145] Stonewall, J., Fjelstad, K., Dorneich, M., Shenk, L., Krejci, C., & Passe, U. (2017). Best practices for engaging underserved populations. Proceedings of the Human Factors of Ergonimics Society 2017 Annual Meeting. 61, pp. 130-134. Human Factors and Ergonomics Society. doi:https://doi.org/10.1177/15419312136015

- Public Schools

Communication Materials

When considering communication materials, availability in multiple languages and using "accessible and familiar language" is essential.[146] Images can also be effective for improving communication across languages and cultures and conveying complex information in an uncomplex way.[147] Health care campaigns and messaging have used cultural tailoring and cultural targeting to increase use of health programs and services. Cultural tailoring has been defined as "the creation of communication interventions or messages (including verbal and non-verbal content, images, sources, etc.) matched or congruent to the needs and preferences of individuals based on cultural characteristics," and cultural targeting as "the design of messages or information for particular groups of people who share some common characteristics yet are different from other groups."[148] In other words, cultural tailoring targets individuals with specific characteristics, while cultural targeting focuses on groups of people with shared characteristics. However, much of the literature uses these terms interchangeably. Researchers recently identified 7 essential components of culturally tailored health interventions: "respecting cultural uniqueness, understanding cultural contexts, using cultural examples, having flexibility, adopting multiple languages, having bilingual and/or culturally matched research team members, and engaging community consultants and research participants."[149] Specifically, considering cultural uniqueness, cultural contexts, using cultural examples, and working with community consultants could be beneficial for creating outreach materials and even training for different populations across Washington State. Creating communication materials with specific messaging for different cultures across Washington could increase the perceived relevance of this information for individuals consuming this information and may help encourage more participation in driver education. Careful consideration of images and using culturally relevant examples and statistics could help with outreach.

Additionally, depending on the scale of potential changes to driver education requirements, it could be beneficial to meet directly with communities across the state to provide opportunities to engage with experts to explain the rationale behind the new requirements and answer questions. DOL and other state agencies could partner with local schools and other community organizations to establish these meetings and coordinate outreach. To encourage attendance, incentives for participation, such as a raffle incentive (small gift cards for a group of participants) or providing a meal could help encourage attendance.

Targeted Campaign for Providers and Potential Providers

[146] (Stonewall et al., 2017)
[147] (Stonewall et al., 2017); Robyn Goodman, J., Theis, R., & Shenk, E. (2017). Communicating with underserved audiences: Focus group findings from two studies testing messages with low-income Hispanic, African American, and White Audiences. *International Journal of Pharmaceutical and Health Care Marketing.* 11(2), 133-150. https://doi.org/10.1108/IJPHM-11-2016-0061.
[148] Lapinski, M.K., Oetzel, J.G., Park, S., Williamson, A.J. (2024). Cultural tailoring and targeting of messages: A systematic literature review. *Health Communication.* https://www.tandfonline.com/action/showCitFormats?doi=10.1080/10410236.2024.2369340.
[149] Eun-Ok, I. & Wonshik, C. (2021). Components of culturally tailored interventions: A discussion paper. *Avances in Nursing Science.* 44(2), 123-135. DOI: 10.1097/ANS.0000000000000340.

Primary Audiences: Public driving schools, private driving schools, and district and school administrators

Communication Goals:

1. Raise awareness of change in requirements and content of new requirements
2. Raise awareness of driver training resources for public schools, private schools, and potential driving school instructors

Channels:

The DOL communications team has contacts for public and private schools across the state. To reach these individuals, email campaigns and social media is recommended.

Additional outreach is recommended for prospective driver instructors and driver training schools. This communication could include information on available driver instructor training and resources for driver training schools (if available). Trusted partnerships will be essential for this communication, especially in areas with limited driver training accessibility and for underserved and underrepresented populations. Outreach to the following organizations could be beneficial:

- Washington Chamber of Commerce
    - Local Chambers of Commerce especially in communities with limited driver training access
- Greater Washington Hispanic Chamber of Commerce
- Washington African American Chamber of Commerce
- Association of Women and Minority Business of Washington
- Tribal Governments
- Asian and Pacific Islander Coalition of Washington (APIC Washington)
    - APIC has local chapters in several communities
- NAACP Washington
    - NAACP has local chapters in several communities
- Latino Community Fund
- Washington Community Alliance
    - Represents over 70 organizations working in communities of color
- Community Faith-Based Organizations
- Public Libraries
- Public Schools

Overall Costs

It is difficult to determine the costs associated for a large, statewide campaign. However, adequate funding is essential to ensure effective public outreach. Costs for developing outreach materials in various formats (print, radio, etc.), advertising buys, travel (for in-person sessions), and length of outreach needs to be considered. Additionally, the more extensive the changes in driver education requirements, the more funding that will likely be needed for a coordinated outreach and public awareness campaign. In conversations with the Department of Licensing communication, an estimate of $1,000,000 for communication and outreach was suggested for substantial requirement changes. For comparison, Georgia Access, Georgia's insurance exchange, had a budget of $5,000,000 in 2022 to raise

brand awareness and increase insurance enrollment.[150] This included a budget of $1,960,000 in television and video ads alone to reach the uninsured populations, and $350,000 for social media targeting and retargeting.[151] While Georgia's communication campaign was different than that suggested here, Georgia Access was trying to target similar communities and population groups. This could provide an example of how to conduct public outreach for these communities while balancing costs. In this case, 65.7% of the budget was dedicated to television/video, print, audio, and advertisements during sports specifically, and 34.3% to social media.[152]

[150] Centers for Medicare & Medicaid Services. (2022). Georgia Access public awareness media plan. https://www.cms.gov/cciio/programs-and-initiatives/state-innovation-waivers/downloads/1332-ga-access-public-awareness-campaign-outreach-strategy-7.15.22.pdf.
[151] Ibid.
[152] Ibid.

APPENDIX B: INTERVIEW QUESTIONS

Please note: Interviews were semi-structured, and not all questions were asked. These questions helped guide discussion.

All

1. How familiar are you with the requirements of ESSB 5583?
2. What are your opinions of expanding mandatory drivers' education to 18- to 24-year-olds?
    a. Do you have any concerns about expanding these requirements?
    b. What benefits do you expect from expanding these requirements?
3. Are there other individuals/organizations we should meet with regarding this legislation?

Driver Training Schools

1. How will expanding drivers' education requirements to 18- to 24-year-olds impact your organization?
2. What course recommendations do you have for expanding driver education in Washington?
3. Does your school/program currently have enough instructors to meet current demand?
    a. Do you currently have a waitlist?
    b. Approximately how many instructors are needed to meet current demand?
    c. Approximately how many classes/students per year can you currently support?
4. What would your school/program need to meet demand if driver education requirements are expanded to 18- to 24-year-olds?
    a. Instructor training requirements? How long does it take to train instructors?
    b. Can increased demand be met by existing schools with more instructors?
5. Would you be interested in partnering with Educational Service Districts (ESDs)to provide driver education training?
    a. What is needed to develop these partnerships?
6. Would your organization be interested in participating in scholarship/voucher programs or other financial assistance options for students?
    a. What would be needed for your organization to participate?
7. What resources are necessary to implement the expansion of education to 18- to 24-year-olds?
    a. From the legislature?
    b. From the DOL?
    c. Others?

OSPI

1. What School Districts currently provide drivers education training (either provide space or space/instructors)?
2. Do you have any recommendations for which ESDs might be interested in helping provide drivers education?
    a. Who do you recommend we contact in ESDs to enquire about driver education programming?
3. The legislation requires that an "examination of opportunities to address the financial need of students for whom the cost of driver training education offered…would pose a

hardship…through a grant or other financial assistance program" in consultation with the Office of the Superintendent of Public Instruction.

- **a.** Is there someone in your office we should work with directly to meet this requirement?
- **b.** The legislation also requires a quantified estimate of extent to which costs of program would pose a significant obstacle. Does your office have data on financial need for each ESD/School District?
  - **i.** If yes, can you share this data with us?
  - **ii.** If no, do you have recommendations for acquiring this data?
- **c.** Does your office have data on number of students per ESD/school district (including rural districts), number of students whose primary language is not English per ESD, and other data that could be used to assess potential accessibility issues with the new program?
- **d.** Does your office have recommendations for calculating student financial need?
- **e.** What recommendations do you have for creating a grant or financial assistance program for driver education courses?
- **f.** Who should administer the program?
- **g.** What recommendations do you have for ensuring students are aware of the new driver education requirements?
- **h.** What recommendations do you have to ensure grants/financial assistance programs are known and utilized by students in the state of Washington?

4. What are the current requirements for certification of both public and private driving school instructors?

- **a.** WAC 392-153-020 describes a "traffic safety education endorsement" – who does this apply to and under which conditions?
- **b.** WAC 392-153-021 describes a "conditional traffic safety education certificate" – who does this apply to and under which conditions?
  - **i.** Why is there a 1000-hour requirement for behind the wheel instruction, and when was this put in place?
- **c.** Who writes the WACs and how easy or difficult are they to change?
- **d.** Why did the CWU program to certify instructors end, and how long would it take to restart it?

ESDs/School Districts

1. Is your ESD currently providing drivers education or cooperated with third-party driving schools to provide drivers education in your district?
   a. If yes, which schools? Which third-party schools?
      i. How long have they provided drivers education?
      ii. How did some schools get involved in providing drivers education?
   b. If no, have any of your schools provided drivers education or cooperated with third-party driving schools to provide drivers education in the past?
      i. If yes, why did they stop?
2. Would schools in your district be interested in collaborating with driver training schools to provide drivers education?
   a. Which schools?

3. What would be needed to get more schools in your district providing drivers education?
4. Can your ESD help facilitate coordination between schools and driver schools in your district to provide drivers education?
    a. What would you need to help facilitate coordination?

Other/General

1. Do you have any recommendations for the driver education curriculum in Washington State?
2. What recommendations do you have for implementing driver education expansion in the state of Washington?
3. What recommendations do you have for ensuring access to the driver education in the state of Washington?

APPENDIX C: KEY INTERVIEW THEMES BY ORGANIZATION TYPE

Table C1: Interviews by Organization Type

Organization Type	Number
Private Driving School	5
Public Driving School/Educational Service District	6
Washington State Government Agencies*	7
Interest Group/Community Organization/Parent	8
Instructor Training	1

**Includes the Office of Equity and Office of the Superintendent of Public Instruction (OSPI) as identified in the legislation.*
Note: The total number of interviews sums to more than twenty-six due to some individuals representing multiple entities.

Table C2: Views on Expanded Driver's Education Legislation

Key Theme	Organization Type				
	Private Driving School	Public Driving School	Government Agency	Interest Group	Other
Supports legislation	4	0	1	1	1
Does not support legislation	0	0	1	3	0
Believes there will be increased safety from legislation	2	3	2	3	1
Needs to see evidence before supporting legislation	1	2	1	0	1
Safety can be increased in other ways	2	0	2	2	0
Curriculum should move to competency development	3	0	0	2	0

Table C3: Concerns with Expanded Driver's Education Legislation

Key Theme	Organization Type				
	Private Driving School	**Public Driving School**	**Government Agency**	**Interest Group**	**Other**
Curriculum quality	3	1	2	3	0
Instructor shortage	5	3	1	3	1
Instructor training requirements	4	5	2	3	3
Ability to meet demand of increased students	5	1	1	0	1
Quality of online classes	2	1	1	1	0
Program funding	0	0	1	0	1
Program support	1	0	3	1	0

Table C4: Concerns Regarding Barriers to Students

Key Theme	Organization Type				
	Private Driving School	**Public Driving School**	**Government Agency**	**Interest Group**	**Other**
Young adults need access to driving	1	1	1	1	0
Classes are already full with current clientele	1	1	0	0	1
Cost and ability for students to afford	1	2	5	4	3
Language / Cultural	1	2	2	1	0
Location / Access	1	1	2	0	2
Requirements of students	0	2	2	0	1

Appendix B: Acronyms and Glossary

Acronyms

30/6	30 hours of classroom instruction and six hours of behind the wheel instruction.
AAMVA	American Association of Motor Vehicle Administrators
AED	Automated external defibrillator
ASL	American Sign Language
ASTSEA	American Driver and Traffic Safety Education Association
ANSTSE	Association of National Stakeholders in Traffic Safety Education
BTW	Behind the wheel
CDL	Commercial driver license
CPR	Cardiopulmonary resuscitation
CWU	Central Washington University
DGSS	Division of Government Services and Studies. Social science research unit within Washington State University.
DOL	Washington State Department of Licensing
DOT	Department of Transportation, United States
DSAA	Driving School Association of the Americas
DTS	Driver training schools
ERIC	Education Research Information Center (database)
ERMO	Enterprise Risk Management Office
ESD	Education Service District
ESHB	Engrossed Substitute House bill
ESSB	Engrossed Senate Substitute bill
ESSB 5583	Improving Young Driver Safety bill
GDL	Graduated driver licensing
HP	Hazard Perception
HSS	Highway Safety Services
IEGR	Instructor Examiners' Guidelines and Requirements
LETS	Licensing, Endorsements, and Traffic Safety. A unit within the Department of Licensing, located within the Programs and Services division.
LNI	Labor and Industries
NTDETAS	Novice Teen Driver Education and Training Administrative Standards
NHTSA	National Highway Traffic Safety Administration
NNU	Northwest Nazarene University

ODOT	Oregon Department of Transportation
OMWBE	Office of Minority & Women's Business Enterprises
ORIA	Governor's Office for Regulatory Innovation and Assistance
OSPI	Office of the Superintendent of Public Instruction
PDSA	Professional Driving School Association of Washington
PSD	The Programs and Services division of the Department of Licensing
RCW	Revised Code of Washington
SBCTC	State Board of Community and Technical Colleges
TSEC	Traffic Safety Education Course
ToT	Trainer of trainers
TRB	Traffic Safety Research Board
TRID	Transportation Research International Documentation (database)
TSE	Traffic Safety Educator
WAC	Washington Administrative Code
WEST-E	Washington Educators Skills Test—Endorsements; test 043 is traffic safety
WOU	Western Oregon University
WSU	Washington State University
WTSC	Washington Traffic Safety Commission
WTSEA	Washington Traffic Safety Education Association

Glossary

30/6: 30 hours of classroom instruction and six hours of behind the wheel instruction. This is a requirement for driver training school instruction to persons under the age of 18. (See, WAC 308-108-150 and WAC 308-108-160)

Access: Creating and advancing barrier-free design, standards, systems, processes, and environments to provide all individuals, regardless of ability, background, identity, or situation, an equally effective opportunity to participate in, utilize, and enjoy the benefits of, employment, programs, services, activities, communication, facilities, electronic/information technology, and business opportunities. (DOL definition)

Adaptive equipment: Any product or device designed to enable the performance of daily activities by an individual.

Behind the wheel: that portion of a traffic safety education course that consists of on-street, dual-controlled vehicle operation or similar instruction given under simulated conditions that has been approved by the director. (WAC 308-108-020)

Classroom instruction: that portion of a traffic safety education course that is characterized by in-person classroom-based student instruction or virtual classroom-based student instruction with a live instructor using the required curriculum conducted by or under the direct supervision of a licensed instructor or licensed instructors. Classroom instruction may include self-paced, online components as

authorized and certified by the department of licensing. (RCW 46.82.280)

Culturally Responsive Teaching: a pedagogy that uses students' customs, characteristics, experiences, and perspectives as tools for better classroom instruction.

Driver education desert / driver training desert: areas where driver education is inaccessible due to geographic or socioeconomic factors.

[Driver] instructor: any person employed by or otherwise associated with a driver training school to instruct persons in the operation of an automobile. (RCW 46.82.280) For public school driver instructors, see Traffic Safety Instructor.

Driver training education course: a course of instruction in traffic safety education approved and licensed by the department of licensing that consists of classroom and behind-the-wheel instruction that follows the approved curriculum. (RCW 46.82.280) The DOL's driver training education course is called the "Instructor Training Series".

Driver training school: a commercial driver training school engaged in the business of giving instruction, for a fee, in the operation of automobiles. (RCW 46.82.280)

[Driver training school] owner: an individual, partnership, corporation, association, or other person or group that holds a substantial interest in a driver training school. (RCW 46.82.280)

Driving assessment: Use of an on-road test to measure and qualify driving skills and abilities, which may be triggered by a screening outcome indicating increased risk for driving impairment or crash involvement.

Driving competency: The demonstration of fitness to drive that meets criteria recognized by a body responsible for driver licensing. [Note: May be with or without restrictions or assistive technology or adaptive equipment.]

Driving abilities: The sensory–perceptual, cognitive, and psychomotor functions needed to control a motor vehicle in a range of traffic and environmental conditions.

Driving simulator: A computer-controlled environment that presents selected aspects of the driving experience considered representational of real-world driving and that allows objective measurements of users' responses to designated driving tasks.

Driving skill(s): The demonstration of appropriate vehicle control decisions at operational and tactical levels in a range of traffic and environmental conditions to which the driver may be exposed as well as a knowledge of rules of the road that meets jurisdiction requirements.

Driving test: An exam including specified driving maneuvers performed in a motor vehicle.

Equity: The act of developing, strengthening, and supporting procedural and outcome fairness in systems, procedures, and resource distribution mechanisms to create equitable (not equal) opportunity for all people. Equity is distinct from equality which refers to everyone having the same treatment without accounting for differing needs or circumstances. Equity has a focus on eliminating barriers that have prevented the full participation of historically and currently oppressed groups. (DOL definition)

Instructor trainer: See, trainer of trainers.

Instructor Training Series: The DOL's driver training education course.

Physical driving limitation: A limitation caused by the loss, abnormality, or decreased functioning (e.g., strength, range of motion, coordination) of a joint or limb involved in the actions required for driving.

Road test: An examination of driving maneuvers and knowledge of rules of the road performed in a motor vehicle on a public highway or street.

Traffic Safety Educator: (a) Is certificated under chapter 28A.410 RCW and has obtained a traffic safety endorsement or a letter of approval to teach traffic safety education from the superintendent of public instruction or is certificated by the superintendent of public instruction to teach a driver training education course; or
(b) Is an instructor provided by a driver training school that has contracted with a school district's or districts' board of directors under RCW 28A.220.030(3) to teach driver education for the school district.

Trainer of trainers (Instructor Trainer): means a currently licensed instructor who is training traffic safety education instructors and who has not less than:
(a) One thousand hours of experience in providing traffic safety education in the past year;
(b) Five years of previous experience in providing traffic safety education; or
(c) One thousand hours or five years' experience in the field of traffic safety and proof of training acceptable to the director in how to teach and train others, and not less than 300 hours of previous experience in training others. (WAC 308-108-020)

Standardized road test: A road test with specific components (e.g., right turns, highway, intersections) that are always performed, to establish a score that is comparable across individuals. [Note: Standardized road tests may only be standardized for a specific, city, evaluator, or research study.]

Appendix C: Acknowledgements

ESSB 5583 Implementation Planning Team Members

All members work for DOL.
Alison Radford, Research Manager
Angela Berg, Education and Assessment Manager
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- Johns Hopkins University (JHU)
- Members of the Expert and Equity and Access Advisory Committees.

Provision: Driver Education Deserts

- Lower Columbia College
- Target Zero Managers, Washington Traffic Safety Council
- CEO, Boys and Girls Club of Thurston County

Alternative Pathways to Driver Instructor Licensure

The DOL met with 39 individuals from the following organizations to solicit recommendations:

- HSS, LLC
  Represents ADTSEA and ANSTSE
- Central Washington University
- DTS, Private Industry (Select in-depth interview and industry survey)
- Driving School Association of the Americas
- ESDs
- JHU
- Northwest Nazarene University
- OSPI
- Oregon Department of Transportation
- Professional Driving School Association of Washington
- School District Employees
- State Board of Community and Technical Colleges
- Washington Traffic Safety Education Association
- Western Oregon University

Advisory Panels

The DOL used three advisory panels (Agency, Equity, and Expert) to score all recommendations received. Members of these panels were vital in providing feedback that informed the selection of recommendations.

Expert Advisory Panel

An advisory panel of national experts was assembled to provide guidance on research questions and recommendations, based upon national trends and evidence-based practices.

- Executive Director, American Driver and Traffic Safety Education Association and Association of National Stakeholders in Traffic Safety Education
- Principal Technical Advisor for Surface Transportation Human Factors, US Department of Transportation Volpe Center
- Professor and Executive Vice Chair of the Department of Emergency Medicine, UC Irvine
- Highway Safety Specialist, National Highway Traffic Safety Administration (Serving in an Advisory Role)
- ESSB 5583 Implementation Manager (without vote)

- Project Manager, Association of National Stakeholders in Traffic Safety Education

Equity and Access Advisory Panel
An advisory panel of DOL employees and regional partners was assembled to discuss recommendations using an equity and access lens.

- Administrator, Office of Equity & Inclusion, the DOL and Pro-Equity Anti-Racism (PEAR) program supervisor
- Director of Access & Accessibility, Office of Equity
- Director, Rural Education Center
- Disability Equity Specialist, King County Washington
- ESSB 5583 Implementation Manager (without vote)
- OSPI Certified Traffic Safety Instructor and DOL Licensed Driver Instructor
- OSPI Conditional Traffic Safety Instructor and DOL Licensed Driver Instructor
- Parkside Driving School, Owner, DSAA Administrative Vice President, and PDSA Southeast Washington Vice President & Legislative Liaison
- Past President, DSAA
- Principal, Paideia High School
- Student, Senior at Richland Highschool
- Tribal and Federal Liaison, Department of Licensing

Agency Advisory Panel
An advisory panel of involved state agency partners was assembled to discuss recommendations focusing on cost, time to implement, and to determine the need for legislative rule making.

- Division Budget Manager, DOL
- Diverse Driver Education Specialist, DOL
- Driver Education Deserts and Refresher Course Curriculum Specialist, DOL
- Motorcycle Safety Program and Driver Training Schools Assistant Administrator, DOL
- Driver Training Schools Program Manager, DOL
- Education and Assessment Manager, DOL
- ESSB 5583 Implementation Manager, DOL (without vote)
- Licensing, Endorsements, and Traffic Safety Administrator, DOL
- Program Supervisor, Student Transportation and Traffic Safety Education, OSPI
- Rules and Policy Manager, DOL

Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools

- Assistant Small Business Liaison, Labor and Industries
- Community Programs Director, Latinos en Spokane
- DTS Instructor, Control Driving School
- DTS Instructor, GLG Driving School
- DTS Owner, International Driving Academy
- Director of Policy, OMWBE
- Governor's Office for Regulatory Innovation & Assistance
- Program Manager, Mujer al Volante
- Policy Analyst, Washington State House of Representative
- Skagit Valley Navigators

Appendix D: Funding Models

Enacting recommendations, in some cases, will require developing agency and industry infrastructure through funding. Below are funding models discovered through the research process for this bill.

Lack of funding was a common theme from in-depth and survey comments. Examples include:

- To increase access to driver education, an investment of funds is needed.
- Driver instructors have challenges entering the industry, in large part due to cost of training or having to train without pay.[17]
- Having access to capital was also identified as a significant barrier by women, minorities, and veterans in becoming an owner of a DTS.

There are many options available to the Washington State Legislature to support student driver education and the driver education industry. Below are a few models found by the DOL during the research process:

Driver Education
According to WSU's research, a large amount of funding would need to be secured for student driver education.

1. Collection of fees and fines is a common model for generating revenue
Examples other states shared in the ANSTSE (2020) survey[lvii] for generating funds are:

- adding a fee to driver permits (ID, NH, VA)
- adding a fee to license applications and renewals (MT, OR)
- adding a fee to vehicle registrations (UT)
- adding a fee to vanity plates (NH)
- civil fines and forfeitures (NC)
- adding a fee to instructor licensing, school/course provider licensing, course applications and certificate fees (TX)[18]

1.1 License surcharge
In 2022, the WTSC created a draft legislative concept paper for a scholarship to fund driver training for low-income novice drivers. The proposal introduced a $5.00 surcharge on new licenses, which would have created a $1.4M annual revenue for the fund.[lviii]

Oregon is another model for fee-based driver instructor education funding. In Oregon all license applications and renewals have a $6 fee attached.[lix] Monies from this fee are placed in a dedicated fund for traffic safety education.

Driver Instructors
Creation of Traffic Safety Education account within the Highway Safety fund—similar to the Motorcycle Safety Education Account, RCW 46.68.068, would allow the DOL to better support the driver education industry. Uses for this dedicated fund could include, but are not limited to:

- Adopting and/or piloting educational programs (e.g., driver instructor licensure and owning and operating a DTS) and creation of additional continuing education content for renewal of driver instructor licensure, if established in law.

[17] Some private DTS do pay during training, some provide a bonus after training, but others provide no pay during training and no bonus.
[18] The DOL does not recommend adding additional fees to instructor licensing or DTSs. The generated amount would be small. The DOL instead recommends moving funds already collected to a devoted traffic safety fund.

- Purchasing and maintaining a learning management system to optimize learning and accessibility.
- Funding adequate staffing to run educational traffic safety programming.
- Providing financial assistance to educational programs teaching driver instructor training.
- Providing financial assistance to driver instructors for educational requirements of licensure.

The DOL has identified potential revenue streams for a devoted traffic safety education account:

1. Redistribution of current DTS/driver instructor fees

Fees paid by DTSs and driver instructors currently go to a general transportation fund. These funds could be placed into a traffic safety education fund to more directly support driver instructors.

2. Tuition for course enrollment

Those who do not concurrently enroll in the newly created Driver Instructor Series and DTS Business Guidance programs and do not identify as woman, member of a minority, and/or veteran, will pay an enrollment fee for the program. Currently Washington residents who attend WOU pay $1634 for the course, and the DOL has heard reports of private industry charging up to $7K. The DOL would like to offer the training at less than $1K per enrollee—and would have the ability to charge far less if a traffic safety education fund were created with revenue capable of supporting the proposed initiatives.

The DOL has the ability with our temporary staffing to offer quarterly sessions of the Driver Instructor Series and DTS Business Guidance programs until July 2025, with up to 15 people per course. If the position funding continues, the DOL can teach 60 new driver instructors (and potentially business owners) per year. The DOL has also gauged the interest of Community and Technical Colleges across the state to provide the Driver Instructor Series program.

3. DOL-sponsored specialty plate

Other states have seen substantial proceeds from the sale of specialty black plates. The plate performs well when the design is a black background with white lettering, i.e., a "blackout plate," with a minimalist or retro design. Below are states with revenue generated from sales of blackout plates:

Table 9: *Black Plates State Benchmarks*

State	Release Date	Date of report	Plates sold	Total Fees Collected	Days	Avg Plates per day	Est yearly Issuance	Est. ongoing Yearly revenue	Plate Design
Colorado	1/1/23	12/31/23	169,998	$5,116,940	364	467	170,582	$ 5,238,566.60	
Iowa	7/1/19	6/30/23	616,780	$35,947,689	1460	422	154,301	$ 6,943,527.59	
Mississippi	7/1/22	6/30/23	95,880	$2,981,915	364	263	96,209	$ 3,680,004.13	
Minnesota	1/1/24	1/9/24	3,800	$172,900	8	475	173,494	$ 7,893,965.63	

Systems

Learning Management System (LMS)

An LMS software allows instructors to create, manage, and teach courses. An LMS can support online, hybrid, and in-person instruction. With our proposed courses, an LMS would:

- reduce barriers and increase accessibility,

- utilize adaptive learning technologies to personalize education,
- offer language accessibility options such as multilingual content and translation tools,
- incorporate accessibility features for learners with special needs such as screen readers and adjustable text sizes,
- provide a centralized location for learning materials, and
- allow for tracking of attendance/engagement, grading, and course assessment.

Without an LMS, the success and expansion of the DTS Business Guidance and the DOL Instructor Series programs will be severely hindered. Currently, instruction will need to be offered through Zoom, with disconnected learning materials, and monitored by staff. As a result, the program can only accommodate 10-15 trainees per quarterly course offered. This capacity constraint hinders the program's ability to meet the growing demand for licensed DTS owners and instructors. Without an LMS, the personalized, flexible, and accessible learning environment would be challenging to attain. The DOL has assessed that our current software does not meet needs for large-scale, accessible hosting of curricular content to the public.

Telematics System
The telematics system proposed in the Driver Education Deserts section allows for tailored educational content and scoped interventions with staff support during driver training. It allows for modified BTW training.

Changes to Existing Systems
Changes to business processes often result in a need to change how data is collected and managed within systems. Most recommendations in this plan will involve alterations to existing systems to adapt or expand services. The DOL will provide a fiscal estimate upon request.

Staffing
The DOL anticipates need for increased staffing for the implementation of certain recommendations. The DOL will provide a fiscal estimate upon request.

Appendix E: Methodology and Research Results

Provision: Mandatory Refresher Course

Methodology

Review of Literature

Scholarly and trade publications were searched within WorldCat, ERIC, Web of Science, TRID, Google Scholar, and Google. Research for the literature review was divided into four topics to fully cover the provision scope. Organizational stakeholder sites were also searched, including: AAMVA, ADTSEA, ANSTSE, NHTSA, and the National Academies. Given the quickly evolving research in the field of traffic safety, special focus was given to resources published in the last ten years. Keywords were selected from the tables below, with Boolean and special characters adapted to match database or search engine capability.

Gathering Data

Original Data

AAMVA Driver Education Refresher Course Survey –A six question survey was created by the DOL to research mandatory training requirements of other states, jurisdictions, and provinces for first-time driver licenses and driver license renewals. Additional questions were included asking about topic coverage for hazard perception and risk mitigation in training for driver licensure. The survey was distributed through AAMVA from 5/3/2024-6/3/2024. The survey received 33 responses.[26]

Expert Consultation

The DOL consulted with Dr. Johnathon Eshani of Johns Hopkins University[27] on the creation of recommendations for a mandatory hazard-based perception and risk management training program. Dr. Eshani is an international expert in the field of Traffic Safety. Recommendations for the program were reviewed by our Agency, Equity, and Expert advisory panels.

Literature Review

Delay in identifying a current or potential hazard can mean loss of life for a driver and/or those around them. The ability to detect present and upcoming hazards while driving is a skill novice drivers lack and must develop to improve safety on our roadways.

In 2023 there were 810 fatalities from crashes involving a motor vehicle in Washington State.[lx] Risky driving behavior is considered a precursor to potential crashes and fatalities. NHTSA identifies distracted driving, impaired driving, and speeding as the top three high-risk driving behaviors.[lxi] In Washington State in 2023, 159 of the 810 fatalities resulted from crashes involving a distracted driver.[lxii] The fatality rate for distracted driving in Washington State had been decreasing from 2015-2020; since 2020 the rate has steadily increased.[lxiii] As shown by the WTSC, this is a critical issue of increasing severity. Without additional interventions, such as a refresher course, our state will continue to experience preventable deaths.

Novice drivers, which includes young drivers, are highly likely to engage in risky driving behaviors due to lack of experience. Young drivers have increased likelihood to be involved in a fatal crash, due to a combination of inexperience and brain development.[lxiv] However, novice drivers are also adaptable based upon positive interventions to change their long-term driving behaviors. Both novice drivers—new drivers, regardless of age—and young drivers could benefit from hazard-based perception training. Hazard based perception training teaches skills to develop safer long-term drivers.

Multiple research studies have proven drivers with hazard perceptions skills have fewer crashes.[lxv] Similarly, studies have found all novice drivers have a gap in development of hazard perceptions skills when compared to experienced drivers, including: reaction time,[lxvi] faster fixation reaction time,[lxvii]

higher hazard hit rate [correctly identifying hazards],[lxviii] and higher fixation probability [maintain focus on the potential hazard].[lxix] Roberts et al. found when taking socioeconomic status into account, the hazard anticipation training program in California significantly reduced crashes among 16, 17 and 18 year olds and significantly reduced crashes among males and females.[lxx] Thomas et al. did not control for socioeconomic status and found no reduction for females.[lxxi]

Hazard perception training is shown to be effective in improving skills as found by Cao, et al. who conducted a systematic literature review of over 60 research articles, "there is evidence in the literature showing the effectiveness of hazard perception training for shorter hazard perception reaction time, higher hazard hit rate [correctly identifying hazards], and better eye scan patterns (more spread scan, more anticipatory scan). A combination of complementary training approaches such as instruction, expert demonstration, and active practice with feedback and support improved measured behaviors."[lxxii] Further, hazard perceptions skills have been shown to be generalizable across different hazard perception scenarios.[lxxiii] This means the hazard perception skills learned are able to be applied by the student to other driving situations involving the identification of a hazard. However, Pradhan et al. found that hazard perception training does not generalize to better attention maintenance skills. Therefore, the ideal curriculum needs to train both components: hazard anticipation and attention maintenance.[lxxiv]

Regarding training modality, Cao, et al. determined, "Various hazard perception training programs have been developed using pictures, computers, and driving simulators. Their effects on improving the HP [hazard perception] process are supported by evidence from measured behaviors…"[lxxv] However, more interactive programs (video-based and simulator-based) had higher learning gains because they involve dynamic scenes.[lxxvi] As follows educational best practices, the more immersive the learning experience, the higher learning gains.

Overall, a wide body of research supports that with minimal instruction, novice drivers can improve their hazard perceptions skills, reduce their crash risk, and help create safer roadways for themselves and those around them. Further, there are a variety of hazard perception training modalities that can be successful in achieving this goal, however, highest learning gains are achieved through a program that supports active learning and skill application.

North American Trends

The DOL distributed a six-question survey through AAMVA (American Association of Motor Vehicle Administrators) to the United States and Canada to research mandatory training requirements of other states, jurisdictions, and provinces for first-time driver licenses and driver license renewals. Additional questions were included asking about topic coverage for hazard perception and risk mitigation in training for driver licensure. The survey was made available from 5/3/2024-6/3/2024 and received 33 responses. While a response rate of 33 means the results of the survey are not comprehensive—nor should they be interpreted as such—the content of the responses allows for insight into the current practices of other states, district, and provinces of North America regarding mandatory courses and risk management and hazard perception training.

When asked, "Before renewal of a driver license, do you require completion of mandatory training, respondents stated "No" (31) and "Other" (2). Below are comments from those who selected "Other":

> *"Iowa does not require mandatory training for a regular license renewal. However, some drivers may be required to take a driver test with an Iowa DOT employee or submit a required vision or medical report."*

> *"No, unless mandated by a court for remedial." – Illinois*

Having additional mandatory education requirement for intermediate license holders was more common. In response to the question, "For intermediate driver license / graduated driver license holders to attain full driver licensure do you require mandatory training (beyond standard driver education coursework)?" respondents selected "Yes" (6), "No" (25), and "Other" (2). Of those who responded yes, there were a variety of programs shared:

"Students are required to successfully complete an alcohol and drug awareness program (ADAP) prior to receiving their learner's permit." – Georgia

"All drivers are required to operate safely for at least one year from the driver license issuance date." – New Jersey

"For new, young drivers they must complete high school education which is 30 hours of classroom and 6 hours in the car. For adult new drivers, they must complete 6 hours in the classroom and 6 hours in the car." – Saskatchewan

"Must have 50 hour driving certification form completed, with 10 of the hours being at night, and certified by parent or legal guardian or Driver Education Card." – West Virginia

Higher numbers of respondents indicated teaching of required risk management and hazard perception in their education coursework. When asked, "Is risk management required in your driver education coursework and/or mandatory training(s)?" respondents stated "Yes" (7), "No" (14), and "Other" (2). Comments show the variety of methods and topics taught:

"The driver education curriculum includes awareness of activities that may reduce the risk of death and serious injury like distracted driving, pedestrian safety, vehicle speed and safety belts." – Georgia

"Risk Management (class 7) Online (activities before class) -Discuss how teenage brain development affects your driving decisions -Common causes of collisions Classroom -How to assess and minimize risk on the road -Discuss how teenage brain development affects risk assessment -Describe how to assess and minimize risk on the road Assessment -Students complete an online quiz after class" – Manitoba

"We use the AAA How to Drive textbook for our driver education program in Maine. There are 19 chapters via textbook and online. Topics include; Knowing your vehicle, Vehicle space needs-natural laws and traction, Starting, steering and stopping, Signs, signals, road markings and communication, Traffic laws and rules of the road, Vision and perception, Time and space, Changing lanes, turning and parking, Sharing the road, Intersections and Freeway Driving, Alcohol and Driving, Drug-Impaired Driving and Illness, Distracted driving, Drowsy driving, sleep and emotions, Driving conditions and environments, Emergency situations, Fuel efficient driving and tire safety and Vehicle safety technology and self driving vehicles." – Maine

"I am interpreting this question as being about any risk management being taught in driver education. Programs are required to discuss the risks associated with carbon monoxide, speed, driving under the influence, road conditions, while sharing the road, etc. This should be covered specifically in the classroom but also during behind-the-wheel instruction." – Minnesota

"As per the TDLR Program of Organized instruction for driver education and traffic safety manual, the following risk management coursework are part of the driver

education program: Risk factors, space management, in car progress assessment, driving plans, classroom assessment. For more information on this, please visit: POI-driver-education-traffic-safety.pdf (texas.gov)" – Texas

"Topics include: a) managing different types of interchanges (e.g., diamond, trumpet, cloverleaf) b) entering, merging, and exiting without interrupting traffic flow, preparing for variable and higher speeds, and managing toll facilities c) selecting appropriate speed, correct lane, lane position, changing lanes on multi-lane roadways, and detecting and avoiding highway hypnosis; and? d[sic]) demonstrating an understanding of the integrated numbering system for highways within the nationwide grid in the contiguous United States.?[sic] Driver ed can be taught online or in-person in a classroom setting?[sic]" – Virginia

Hazard perception had slightly higher rates of instruction. When asked, "Is hazard perception required in your driver education coursework and/or mandatory training(s)?", respondents stated, "Yes" (9), "No" (14), and "Other" (1). Comments display a variety of approaches for the teaching of hazard perception:

"It is part of our learning to drive guide and a part of our road test." – British Columbia

"The driver education curriculum includes awareness of potential hazards when driving, including railroad crossings, night driving, fog, diamond road signs, road conditions, intersections, passing, and inclement weather." – Georgia

"This is taught in our driver education courses during the 8 hours of driving. Instructors will teach how to scan ahead an[d] look for any potential hazards that may impact the driver." – Louisiana

"Hazard Perception (class 6) Online (activities before class) -How to identify hazards on the road -Develop strategies to safely respond to hazards -Explanation of SEE (Search, Evaluate, Execute) Classroom -Discuss hazards most frequently linked to collision involving young drivers -Discussion of SEEing -Discussion about common hazards, recognition and avoiding the hazards Assessment -Students complete an online quiz after class." – Manitoba

"We use the AAA How to Drive textbook for our driver education program in Maine. There are 19 chapters via textbook and online. Topics include; Knowing your vehicle, Vehicle space needs-natural laws and traction, Starting, steering and stopping, Signs, signals, road markings and communication, Traffic laws and rules of the road, Vision and perception, Time and space, Changing lanes, turning and parking, Sharing the road, Intersections and Freeway Driving, Alcohol and Driving, Drug-Impaired Driving and Illness, Distracted driving, Drowsy driving, sleep and emotions, Driving conditions and environments, Emergency situations, Fuel efficient driving and tire safety and Vehicle safety technology and self driving vehicles." – Maine

"Conventionally taught in Minnesota using SIPDE and SMOG. However, being observant is very important in our program instruction and is reinforced through our road testing." – Minnesota

"This is part of the classroom and drive portions of the training." – Saskatchewan

"Per the TDLR Program of Organized instruction for driver education and traffic safety manual" – Texas

"a) evaluating the impact of prescription and nonprescription medications on mood, personality, risk taking, coordination, judgment, reaction time, and driver performance b) demonstrating an understanding that driving while impaired by any substance (legal or illegal drugs) places the driver and others in harm's way.?[sic] c) researching the effects of alcohol, marijuana, and other drugs on vision and space management d) analyzing how the synergistic effects of using two or more drugs at the same time can amplify the impairing effects of each drug; and?[sic] e) examining physiological and biological factors that influence how alcohol, marijuana, and other drugs are absorbed, metabolized, and eliminated from the body f) demonstrating targeting and tracking skills g) synthesizing information visually from the driving environment using the Search, Evaluate and Execute in Time (SEEiT) space-management decision-making process h) applying following distance, time, and other space management concepts i) selecting appropriate speed, maintaining adequate space, and skillfully judging time and distance to safely execute basic driving maneuvers j) estimating time and space needs for passing; and?[sic] k) identifying and adeptly responding to open and closed spaces and changes to line-of sight and path-of-travel." – Virginia

Other:

"[D]efensive and aggressive driving have multiple content requirements to include defensive driving techniques, awareness of driver habits, and different laws. these are not mandated to complete unless the driver is deemed a problem based on their driver history." – Delaware

The delivery modality of the instruction (including driver education and additional mandatory training) was another key consideration. When asked, "If you require any mandatory training to either attain full licensure or renew a driver license, how do you offer training(s)?", respondents appear to have struggled to classify their instruction modality by category. However, comments describe a mix of in-person, hybrid (in-person and online), and self-paced online instruction. Examples include:

"ADAP is required by law to be taught in all high schools in 9th grade as a part of the Health and Physical Education curriculum. An electronic version, eADAP, is available to students who are home-schooled, attend a school that does not offer ADAP, have completed high school, or are pursuing or have obtained a GED." – Georgia

"For Driver Education in Iowa, programs can offer a mix of online, in-person or hybrid for the classroom instruction. The Driver Education Manager with the Iowa DOT, reviews the curriculum for new programs to ensure there is a strategy for tracking student participation. Programs are required to renew annually (December 31) to alert the Iowa DOT if they are adjusting classroom instruction and/or hiring new instructors. If the program decides to adjust the classroom instruction (moving from in-person to online) the driver education manager will review the course outline and curriculum." – Iowa

Provision: Driver Education Deserts

Methodology

Gathering Data

The DOL hosted five in-person and two virtual town hall meetings in June and July 2024 to gather feedback from community members about their experience accessing driver training education. A survey was conducted to solicit feedback from community members that could not attend the town hall

meetings. The survey ran from 6/1/24 - 7/21/24 and received 284 responses.

The DOL reached out to career and technical colleges and community organizations to discuss facilitating partnerships to close availability and accessibility gaps in rural and underserved areas. The DOL received one response and interviewed the following technical college:

- Lower Columbia College

A survey was conducted to gather information from community organizations about partnering with the DOL to offer driver education courses. The survey ran from 6/3/24 - 7/15/24 and received one response from The Boys and Girls Club of Thurston County.

The DOL conducted a risk assessment on the DOL directly offering driver education. Areas of the assessment included using DOL facilities (e.g., driver licensing offices), hiring staff to provide classroom and BTW instruction, managing a fleet of training vehicles, and other risks associated with offering in-person traffic safety courses.

Results

Town hall survey results and feedback identified common barriers. Cost was the biggest barrier to accessing driver education, with 72% of survey respondents noting cost as a barrier and a reason for delaying getting a driver's license until age 18. Other barriers identified through the survey were distance to a DTS (40%), limited capacity (23%), accommodations (14%), and language (0.06%). Below are personal narratives from the survey and feedback gathered from the town halls:

> *"By adding this additional cost, it will mean less people get their licence [sic] (and pay for insurance) but will continue to drive. Even driving instruction for youth needs to be addressed and put back into high schools so that it is part of normal education. Driving is necessary for better jobs. With this additional cost, it makes the barrier to better jobs even larger."*

> *"Drivers Education is financially beyond the reach of many young people now. And often it is impossible for them to get to driving school locations. It is difficult for teens to get jobs as it is, and lack of transportation makes that harder."*

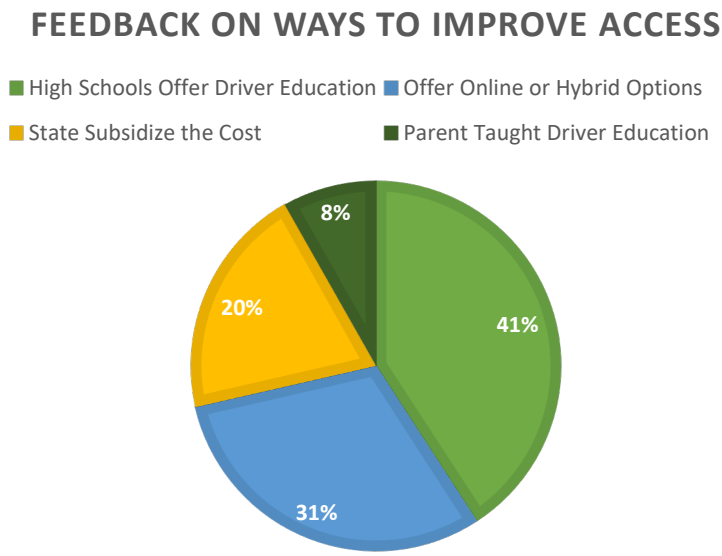
> *"This is complex. A reason that many people wait til they're 18 to get licensed is because of the high cost of driver's ed, as most high schools don't seem to offer it anymore. I would definitely be concerned about equity if the age were raised. Ideally, I'd like to see free/highly subsidized drivers ed sponsored and taught by the state (not by for profit companies)"*

> *"Yes, but we should have virtual and hybrid options. This makes it VERY difficult for people in rural areas, on islands. We need hybrid and virtual options to be affordable and widespread."*

> *"Yakima has a large population of poor people who cannot afford the classes. It is not fair and seems classist/discriminatory Parents should be allowed to teach the kids with driver permits then have them take the tests at the department of licensing"*

Responses to the survey also identified ways to improve access to driver education. The figure below shows the top four recommendations for improving access. The top recommendation from the public is for high schools to offer driver education (41%), followed by offering online or hybrid options (31%). These results combined with research into other state practices informed recommendations in this section.

Figure 9: *Feedback on ways to Improve Access*



Interest in partnering with the DOL on offering a driver education program was shown by both organizations interviewed. Five common needs were identified to successfully partner with the DOL: curriculum materials, access to a LMS, instructor training, scholarship opportunities, and funding.

> *"We have access to the prospective students, as well as space for the classroom portion of drivers ed. It is the instructors and the vehicles needed that we are lacking."*
> *-CEO, Boys and Girls Club of Thurston County*

The DOL identified the following risks: equitable locations, vehicle cost, insurance cost, and employee safety. Currently, the DOL does not have facilities in areas that would equitably address the need for more DTSs. Facilities that the DOL currently owns or occupies have risks of safety, capacity, and adequate staffing to offer courses. To meet BTW education requirements, the DOL would need to insure and maintain training vehicles, for which cost is high. The DOL would also need to employ BTW instructors in various areas throughout the state, resulting in additional risk to the DOL.

Alternative Pathways to Driver Instructor Licensure

Methodology

Review of Literature

Scholarly and trade publications were gathered on the topic of driver instructors, specifically: best practices, current state, and competency-based models. Searches were run on TRID, Web of Science, PubMed Central, ERIC, Google Scholar, Google, and WorldCat. Organizational stakeholder sites were also searched, including: ADTSEA, ANSTSE, NHTSA, and the National Academies. Special focus was given to resources published in the last ten years.

For scholarly publications, study methodology was taken into consideration. Literature reviews, metanalyses, and systematic reviews were intentionally sought out.

Gathering Data

Existing Data

The following pre-collected survey results were consulted to understand state trends.

- ANSTSE, 2019-2020 State Novice Driver Education Programs Comparative Data Fact Sheets[lxxvii]
- Ehsani, J., Driver Testing Policies in the United States in 2022: A Review of Fifty States and the District of Columbia[lxxviii]
- NTDETAS, Novice Teen Driver Education and Training Administrative Standards (NTDETAS): Implementation Plan[lxxix]

Original Data[19]
Driver Instructor Training Programs – each states' educational offerings were reviewed to better understand the scope of driver instructor programs in the United States. Attention was paid to the organization, modality of offering (online, in person, or hybrid), and audience (schoolteachers or members of the public).

Driver Instructor 5583 Feedback Survey – To gather feedback from owners and instructors within DTSs in Washington related to ESSB 5583, a 14 question, mixed-methods survey was conducted. Questions focused on current requirements and support/non-support of received recommendations (as of 2/5/2024), followed by open-ended feedback. The survey ran for two weeks, 2/5-2/19/2024, and received 83 responses.

ToT Training and/or Mentorship Survey – The DOL surveyed trainer of trainers in Washington state regarding their willingness to train and/or mentor those wishing to set up a DTS in the state. The survey used skip logic; if the trainer of trainer was willing, they were asked to supply requirements and contact information. The survey ran from 3/15- 3/24/2024 and received 70 responses.

SBCTC Request for Information – The DOL worked with SBCTC to develop a survey (request for information) that was dispersed to Washington's 34 state and community and technical colleges to gauge interest and projected expenses for running a driver instructor training program. The survey ran from 4/1/24 – 4/30/24 and received 10 responses. Of the 10 responses, seven community and technical colleges have expressed interest in the potential creation of a driver instructor program.

Discussions with Industry Partners
A large part of gathering submissions for alternate pathways was soliciting input from industry partners. In developing the implementation plan, the DOL met with 39 individuals from the following organizations:

- Highway Safety Services, LLC
  Represents American Driver and Traffic Safety Education Association and Association of National Stakeholders in Traffic Safety Education
- Central Washington University
- DTSs, Private Industry (Select in-depth interview and industry survey)
- Driving School Association of the Americas
- Educational Service Districts
- Johns Hopkins University
- Northwest Nazarene University
- Office of Superintendent of Public Instruction
- Oregon Department of Transportation
- Professional Driving School Association of Washington
- School District Employees
- State Board of Community and Technical Colleges

[19] See Appendix E for survey instruments.

- Washington Traffic Safety Education Association
- Western Oregon University

Advisory Panels
Expert Advisory Panel
An advisory panel of national experts was assembled to provide guidance on research questions and submissions, based upon national trends and evidence-based practices.

- Executive Director, American Driver and Traffic Safety Education Association and Association of National Stakeholders in Traffic Safety Education
- Principal Technical Advisor for Surface Transportation Human Factors, US Department of Transportation Volpe Center
- Professor and Executive Vice Chair of the Department of Emergency Medicine, UC Irvine
- Highway Safety Specialist, National Highway Traffic Safety Administration (Serving in an Advisory Role)
- ESSB 5583 Implementation Manager (without vote)
- Project Manager, Association of National Stakeholders in Traffic Safety Education

Equity and Access Advisory Panel
An advisory panel of DOL employees and regional partners was assembled to discuss submissions using an equity and access lens.

- Administrator, Office of Equity & Inclusion, the DOL and Pro-Equity Anti-Racism (PEAR) program supervisor
- Director of Access & Accessibility, Office of Equity
- Director, Rural Education Center
- Disability Equity Specialist, King County Washington
- ESSB 5583 Implementation Manager (without vote)
- OSPI Certified Traffic Safety Instructor and DOL Licensed Driver Instructor
- OSPI Conditional Traffic Safety Instructor and DOL Licensed Driver Instructor
- Parkside Driving School, Owner, DSAA Administrative Vice President, and PDSA Southeast Washington Vice President & Legislative Liaison
- Past President, DSAA
- Principal, Paideia High School
- Student, Senior at Richland Highschool
- Tribal and Federal Liaison, Department of Licensing

Agency Advisory Panel
An advisory panel of involved state agency partners was assembled to discuss submissions focusing on cost, time to implement, and to determine the need for legislative rule making.

- Division Budget Manager, DOL
- Diverse Driver Education Specialist, DOL
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- Driver Training Schools Program Manager, DOL
- Education and Assessment Manager, DOL
- ESSB 5583 Implementation Manager, DOL (without vote)
- Licensing, Endorsements, and Traffic Safety Administrator, DOL

- Program Supervisor, Student Transportation and Traffic Safety Education, OSPI
- Rules and Policy Manager, DOL

Submission Scoring
Each submission received was recorded, categorized, and scored by advisory panelists. The criteria were normalized by each panel prior to scoring the submission. Each panel was responsible for answering the following questions:
Expert Advisory Panel

- Effectiveness: Strength of evidence supporting the submission.
- Feasibility: Practicality and ease of implementation of the submission.
- Use: States or locations where submission is currently in use.

Equity and Access Advisory Panel

- Equity: Potential impact of the submission on developing, strengthening, and supporting procedural and outcome fairness in systems, procedures, and resource distribution mechanisms to create equitable (not equal) opportunity for all people in Washington.
- Access: Potential impact of the submission on creating and advancing barrier-free design, standards, systems, processes, and environments to provide all individuals

Agency Advisory Panel

- Cost: Balance between the cost of implementation and the expected benefits of the submission.
- Time: Measures time to implement submission.
- Rulemaking required: Notes if legislative changes and/or rulemaking must occur for submission to be implemented.

The challenge of developing a comprehensive list of research, data, and trends in vast and quickly evolving field of traffic safety is a known limitation to the scoring process for the Expert Advisory Panel.

In total 61 submissions were received and scored by the panels. Submissions were categorized into five groups: Driver Instructors Program—Structure, Driver Instructor Program—Curriculum, Driver Instructor Program—Auditing and Evaluation, Driver Instructor Program—Funding, and Driver Instructor Program—Outreach and Communication.

Selection of Alternative Pathways
After submissions were scored and shared, representatives from the DOL and the OSPI met to develop alternative pathways. Discussions were based upon the submissions received and the information gathered. The full list of submissions and scoring comments will be supplied upon request.

Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools

Methodology
Gathering Data
Licensed DTS Needs Assessment– To gather feedback from owners and instructors within DTSs in Washington related to Section 6 of ESSB 5583, a 14 question, mixed-methods survey was conducted. Questions focused on barriers and needs for women, minorities, and veterans in owning and operating a DTS. The survey ran for two weeks, 4/17-5/1/2024 and received 36 responses.

Discussions with Industry Partners
A large part of gathering submissions for the program involved soliciting input from industry partners. In developing the implementation plan, the DOL met with the following individuals and organizations:

- Assistant Small Business Liaison, Labor and Industries (LNI)
- Community Programs Director, Latinos en Spokane
- DTS Instructor, Control Driving School
- DTS Instructor, GLG Driving School
- DTS Owner, International Driving Academy
- Director of Policy, OMWBE
- Governor's Office for Regulatory Innovation & Assistance (ORIA)
- Program Manager, Mujer al Volante
- Policy Analyst, Washington State House of Representative
- Skagit Valley Navigators

Resources were gathered from LNI, the OMWBE, and the ORIA to assist with the regulatory and compliance standards of owning and operating a business. In-depth interviews were held with community partners and DTS owners and instructors to better understand the barriers and needs of women, minorities, and veterans in owning and operating a DTS.

Results

Common barriers and needs emerged from data collected from the needs assessment and interviews including regulatory requirements, access to capital, business management knowledge, discrimination or bias, networking opportunities, training opportunities, continuing education, staffing, navigating complex processes, leasing and insurance, and access to driver training curriculum. Of the 36 needs assessment respondents, four prominent barriers were identified: access to capital (44%), regulatory requirements (33%), business management knowledge (31%), and networking opportunities (25%).

The following are personal narratives from the open-ended feedback section of the needs assessment based on the question, "Is there any other feedback or information you would like to share regarding the development and support of licensed DTSs, particularly for women, minorities, and veterans?"

> *"More opportunities for driver training school continued education in the school's locality. The zoom conferences are a steep fee. I feel the DOL could most benefit us smaller schools by giving us more options with no cost. Our school relies on information from the DOL to better serve our customers & students. I am in this business to save the lives of my students. having seen tragedies relating to driving behaviors of our youth when I was an EMS provider."*

> *"We should have mentors and a better checklist and instruction for how to open and run a school. I would love to help develop such programs and training materials if needed."*

> *"When we talk about challenges for these groups, I believe we are primarily talking about the unwillingness of current school owners to train new instructors and assist in starting new schools. I ran into that issue in 2011 when I started my first school but ended up just hiring two [driving instructors] from other schools. In my mind, the biggest challenge for most new school owners is getting their first licensed driving instructor. After that, I would say that marketing challenges are the second-biggest hurdle, as marketing is difficult for almost all business owners. We have helped four instructors start their own schools, currently mentor one other school owner, and three of them would fit into the minority and woman categories. We currently offer training for those who want to start their own schools, but I think most are turned off by the $7500 fee."*

"Yes. Hire a training and communication coordinator. Release a monthly newsletter. Offer quarterly live classes over Teams or Zoom that showcase the organization of our industry, the major players, who to go to for different resources, etc."

"Continuing education should not be costly. Formulate a DOL based continuing education that will help us comply with requirements through DOL workshops, DOL training, orientations, and conferences. You could also send out DOL magazines or newspapers."

"The ability to offer financial assistance, scholarships, or grants to help offset the costs of training for individuals from underrepresented groups would be very helpful for driver training schools. This can help remove barriers to entry and ensure that all aspiring drivers have access to quality training regardless of their financial circumstances."

In-depth interviews were held with non-profit organizations, DTS instructors, and individuals aspiring to open their own DTSs. Interviews focused on the barriers these organizations and people have experienced, are currently experiencing, or expect to experience in owning and operating a DTS and their needs. These interviews revealed five major patterns in barriers and needs: 1) processes 2) curriculum, 3) driver instructors, 4) language, and 5) cost.

1. *Processes:* Industry partners expressed the need for clear, step-by-step guidance or a checklist to navigate the process of obtaining a DTS license. Many struggled with understanding the procedures for selecting a suitable business structure, obtaining a business license, securing a building lease, selecting a curriculum, and utilizing state and government websites. Lack of clarity in these processes hindered their ability to successfully establish and operate their driving schools.
2. *Curriculum:* Industry partners highlighted the importance of having comprehensive and standardized curriculum materials for driver training. They expressed challenges in developing or accessing high-quality curriculum resources that align with state requirements and promote effective teaching and learning outcomes. The absence of standardized curriculum materials posed a significant barrier to delivering consistent and effective driver training programs.
3. *Driver Instructors:* Industry partners identified the lack of availability of qualified driver instructors as a barrier to running a DTS. They noted that ToT did not want to train their competition to become certified driver instructors and that the program offered by WOU is costly, prioritizes Oregon residents, and is far from their location.
4. *Language:* Industry partners noted that many of their clients were non-native English speakers and materials and resources for driver education were not offered in the desired languages. They expressed challenges in teaching people how to take knowledge and skills exams in English and the long processes that exist to receive language accommodations from the DOL.
5. *Cost:* Industry partners expressed concerns about the financial implications of starting and operating a DTS. High start-up costs and operational expenses posed barriers for minority groups. Limited access to capital and financial resources such as loans and grants restricted their ability to establish DTSs.

Outside of the in-depth interviews another significant barrier was identified: *insuring a new DTS*. According to a representative of DSAA, "…if a school doesn't have 3 years of claims history, the insurance companies competitively writing driving schools won't even look at them."[lxxx] They add, "If you are a new school, the two insurance companies that will look at you are Progressive and Berkshire. In most cases, they will try to bundle business coverage with the owner's personal coverage. Also in most cases, the cost of those policies is typically 3-4 times more than Philadelphia and Great American are charging, apples to

apples."[lxxxi]

As alluded to, other larger companies like Philadelphia and Great American—although Great American was reported to have largely left the Washington market in this area—were stated to offer competitive insurance rates with established DTSs. However, on the whole insurance options are limited for both existing and new DTSs and new schools carry a significantly heavier cost for insurance.

Appendix F: Survey Instruments

Provision: Mandatory Refresher Course
AAMVA Driver Education Refresher Course Survey
Author: Katie Hart
Jurisdiction: WA
Comment: If you have any questions about this survey, please contact Katie Hart at khart@dol.wa.gov. Thank you.
Overview: The Washington State Department of Licensing (DOL) is researching mandatory training requirements of other states, jurisdictions, and provinces for first-time driver licenses and driver license renewals.
We are also researching the inclusion of hazard perception and risk mitigation in training for driver licensure.

Definitions:
Mandatory training – includes any driver training that is mandatory for a first-time or renewed driver license beyond driver education requirements.
Risk management (for driving) - A process for managing risks by first identifying them and then making adjustments to your driving techniques to minimize those risks. (NHTSA)
Hazard perception (for driving) - the driver's ability to predict and identify the road potential hazards. (Habibzadeh, etal.)

Questions:

1. Before renewal of a driver license do you require completion of **mandatory training?**
    a. Yes, please describe the requirement(s) and training:
    b. No
    c. Other, please describe:
2. For intermediate driver license / graduated driver license holders to attain full driver licensure do you require **mandatory training** (beyond standard driver education coursework)?
    a. Yes, please describe the requirement(s) and training:
    b. No
    c. Other, please describe:
3. If you require any **mandatory training** to either attain full licensure or renew a driver license, how do you offer training(s)?
    a. Online: group-paced, synchronous
    b. Online: self-paced, asynchronous
    c. Online: mix of synchronous and asynchronous training
    d. Hybrid: mix of online and in-person
    e. In-person
    f. Other, please describe:
4. If you require **mandatory training**, do you collect data?
    a. Yes, please describe what data are you collecting to monitor your program(s):
    b. No
    c. Other, please describe:
5. Is **risk management** required in your driver education coursework and/or **mandatory training(s)**?
    a. Yes, please describe (what is taught, teaching method, assessment, etc.):
    b. No
    c. Other, please describe:

6. Is **hazard perception** required in your driver education coursework and/or **mandatory training(s)**?
    a. Yes, please describe (what is taught, teaching method, assessment, etc.):
    b. No
    c. Other, please describe:

Provision: Driver Education Deserts

Townhall Surveys

- English

Young Driver Safety Bill (ESSB 5583) Townhall Survey
Overview: The purpose of the survey is to gather feedback from the community. The Washington State Department of Licensing (DOL) has been tasked by the Washington State Legislature to assess directly providing driver training education or facilitating partnerships with driver educators to close the availability and accessibility gaps in rural and underserved areas. DOL has also been tasked with researching mandatory driver refresher courses one year after licensure.

Any responses given may be used for the research process for the Young Driver Safety Bill (ESSB 5583) and may be included in the implementation plan that DOL is submitting to the Washington State Legislature.

1. Do you encounter barriers to accessing driver education in your community?
    a. Yes
    b. No
    c. Other:
2. If you do encounter barriers, please indicate what they are below (select all that apply):
    a. Cost
    b. Location of Driver Education Schools
    c. Language
    d. Accommodations
    e. No behind-the-wheel option
    f. Other:
3. Do you support changing the age for mandatory driver education from up-to 18 to up-to 25?
    a. Yes
    b. No
    c. Other:
4. Do you support requiring a mandatory refresher course one year after getting your license for the first time?
    a. Yes
    b. No
    c. Other:
5. If the changes are made, what would be the preferred instruction delivery method?
    a. In person instruction
    b. Online with instructor guidance
    c. Online, self-paced
    d. A combination of the above
    e. Other:
6. Do you have additional comments?
7. Did you attend a DOL-hosted townhall?
    a. Yes, in person
    b. Yes, online

c. No

- Spanish

Encuesta del proyecto de ley de seguridad para conductores jóvenes (ESSB 5583) (español)
Descripción: el propósito de la encuesta es recopilar comentarios de la comunidad. La Legislatura del Estado de Washington ha encomendado al Departamento de Licencias (DOL) que evalúe la prestación directa de educación vial o la facilitación de asociaciones con educadores de conductores para cerrar las brechas de disponibilidad y accesibilidad en áreas rurales y desatendidas. Al DOL también se le ha encomendado la tarea de investigar cursos de actualización obligatorios para conductores un año después de la obtención de la licencia.

1. Las respuestas proporcionadas podrán ser usadas en el proceso de estudio del Proyecto de Ley de Seguridad para Conductores Jóvenes (ESSB 5583) y podrán ser incluidas en el plan de implementación que el DOL presentara a la Legislatura del Estado de Washington.
    a. Sí
    b. No
    c. Otras
2. Si encuentra barreras, indique cuáles son a continuación. (Seleccione todas las que correspondan)
    a. Costo
    b. Ubicación de la escuela de educación vial
    c. Idioma
    d. Acomodación
    e. No hay opción detrás del volante
    f. Otras
3. ¿Está usted de acuerdo con extender la edad de la educación vial obligatoria de 18 a 25 años?
    a. Sí
    b. No
    c. Otras
4. ¿Acuerda con que se requiera un curso de actualización obligatorio un año después de obtener la licencia por primera vez?
    a. Sí
    b. No
    c. Otras
5. Si se realizan los cambios, ¿cuál forma de capacitación preferiría?
    a. Capacitación en persona
    b. En línea con la guía de un instructor
    c. En línea, a su propio ritmo
    d. Una combinación de lo anterior
    e. Otras
6. ¿Tiene comentarios adicionales?
7. ¿Asistió a una reunión de consulta organizada por el DOL?
    a. Si, en persona
    b. Sí, en línea
    c. No

In-depth Interview
The Department of Licensing (DOL) is developing recommendations for the expansion of the driver education requirement from age 18 to 24. We are reaching out to schools and community organizations to gauge interest in partnering with DOL to offer driver training education courses. This can include, but is not limited to, getting driver education training courses back into public schools, DOL licensed instructor using your space to teach, DOL managing the curriculum and learning materials while your

organization or school provides the instructors for classroom and behind-the-wheel, etc.

Background
As part of the Young Driver Safety Bill (ESSB 5583), the Washington State Legislature tasked the Department of Licensing with assessing directly providing driver training education courses or facilitating partnerships with organizations to close accessibility and availability gaps in rural and underserved areas.

- **Driver training education course:** "...a course of instruction in traffic safety education approved and licensed by the Department of Licensing that consists of classroom and behind-the-wheel instruction that follows the approved curriculum" (ESSB 5583, Sec. 3 p. 6).
- **Classroom instruction:** "...the portion of a traffic safety education course that is characterized by in-person classroom-based student instruction or virtual classroom-based student instruction with a live instructor using the required curriculum conducted by or under the direct supervision of a licensed instructor(s). For 18 to 24-year-olds, classroom instruction may include self-paced, online components as authorized and certified by the Department of Licensing" (ESSB 5583, Sec. 3 pp. 5-6). 30 hours of classroom instruction is required.
- **Behind-the-wheel instruction:** "...instruction in an approved driver training school instruction vehicle according to and inclusive of the required curriculum. Behind-the-wheel instruction is characterized by driving experience" (ESSB 5583, Sec. 3 p. 5). 6 hours of behind-the-wheel instruction is required.

Disclaimer
Your response does not obligate you to implement any program. Any response may anonymously be used to inform the implementation plan that DOL is submitting to the Washington State Legislature. If you provide contact information for a follow up discussion, that information will be confidential.

School or Organization Name:
Preferred contact for follow-up:

1. Does your school or organization have interest in partnering with DOL to offer driver education courses?
    a. Yes
    b. No
    c. Other:
2. If yes, which parts of a driver education course are you interested in offering?
    a. Classroom instruction only
    b. Behind the wheel instruction only
    c. Both classroom and behind the wheel instruction
3. What program requirements would you need met to offer a driver education program in partnership with the Department of Licensing?
    a. Curriculum materials
    b. Learning Management System (LMS) run by DOL
    c. Instructor training
    d. Scholarship opportunities
    e. Other:
4. What are the top barriers to offering driver education?
    a. Funding
    b. Available licensed instructors
    c. Access to vehicles
    d. Learning materials
    e. Student transportation to classes

f. Hours/time of day classes are offered
g. Other:

5. What cost factors would you need to evaluate to establish whether your schools or organization could partner with DOL to offer a driver education program? (Examples include, but are not limited to, equipment, instructional space, instructional materials, salaries, insurance, etc.)
   a.
6. OPTIONAL: Estimated costs breakdown.
   a.
7. Additional comments:

Alternative Pathways to Driver Instructor Licensure

Driver Instructor 5583 Feedback Survey

Purpose: The Department of Licensing has been tasked by the Washington State Legislature to explore alternative pathways for driver instructor licensure as part of the Young Drivers' Bill/ESSB 5583 (sec.4). We are contacting stakeholders to gather information to inform the creation of recommendations that will be submitted to the Washington State Legislature in the form of an implementation in Fall 2024.

Respondents: We welcome your feedback if you are a driver training school owner or instructor who is currently operating in Washington state.

Time required: 20 minutes.

Note: This survey focuses on driver instructor licensure. You may also be contacted by WSU at a later time--they are gathering feedback on driver education.

1) Which role best describes your work?*
[ ] DTS owner
[ ] DTS instructor
[ ] Other - Write In: _____
2) If you selected 'DTS instructor,' which instructor role is most common?*
[ ] Classroom instructor
[ ] Behind the wheel instructor
[ ] Skills test examiner
[ ] Trainer or trainers
[ ] Other - Write In: _____
3) Currently WAC 308-108-090 requires training that is 100 hours and includes:
40+ hours of instruction in behind the wheel teaching methods,
20+ hours of supervised practice in behind the wheel teaching techniques, and
40+ hours of instruction (see, WAC 308-108-090 for required topics).
To certify a driver training instructor, do you feel this amount of training is:
( ) Too much ( ) Just the right amount ( ) Too little
4) Please explain your answer.
_____
_____
_____
_____
5) When you were trained to become a driver training instructor, were you paid during training?
( ) Yes
( ) No
( ) Other - Write In: _____
6) If you were trained using the trainer of trainers method, do you feel it was effective?

( ) Yes
( ) No
( ) N/A - was not trained by a trainer of trainers
7) Please explain your answer.
_____
_____
_____
_____
8) What are the biggest challenges faced by people trying to become a driver instructor in Washington?
_____
_____
_____
_____
9) Do you feel that DOL provides enough information to you to do your job?
( ) Yes
( ) No
( ) Not applicable

10) Please explain your answer.
_____
_____
_____
_____
11) Do you feel DOL provides enough support for you to do your job?
( ) Yes
( ) No
( ) Not applicable
12) Please explain your answer.
_____
_____
_____
_____
13) Rate your support/non-support of the following ideas.*

	Support	**Do not support**
Develop a singular standardized instructor training that applies to instructors and teachers in all public and private driver education and training programs.	( )	( )
Develop multiple standardized instructor training that applies to instructors and teachers in all public and private driver education and training programs.	( )	( )
Driver instructor licensure is based on hours of education completed.	( )	( )
Driver instructor licensure is based on competency requirements.	( )	( )

DOL create a tiered system for driver instructor licensure with three tracks: full, classroom instruction, and behind-the-wheel	( )	( )
Driving instructors complete a CPR/first aid and Automated External Defibrillators (AED) courses before licensure.	( )	( )
DOL develops additional options for meeting continuing education requirements.	( )	( )
DOL develops criteria and evaluation to verify continuing education requirements are met.	( )	( )
DOL audits classroom and behind the wheel instruction.	( )	( )
Partner with higher education in Washington State to teach traffic safety.	( )	( )

14) Additional comments.
_____
_____
_____
_____

*NB: data from this question was not used in 5583. It was solely to gauge industry reception of recommendations provided to DOL.

Trainer of Trainers Training and/or Mentorship Survey

1) Are you qualified to offer BTW training to individuals who want to become new BTW driver education instructors? i.e. Are you a trainer-of-trainers?
( ) Yes
( ) No
2) Are you willing to provide behind-the-wheel training for new instructor candidates (who may want to open their own DTS)?
( ) Yes
( ) No
3) One concern may be training someone who would become a direct competitor of your business. How many miles away would you require instructor candidates to be from your DTS?
( ) 0 miles away (willing to train people from anywhere)
( ) 0-20 miles away
( ) 21-50 miles away
( ) 50+ miles away
4) Name of school//Name of BTW instructor trainer-of-trainers:
_____
5) Preferred contact method and details:
_____
_____
_____
_____
6) Any additional information you'd want a potential instructor candidate to know? (Requirements, fees, length of training, etc.)

_____
_____
_____

State Board of Community and Technical Colleges Request for Information

Announcement:
The Department of Licensing is developing recommendations for reestablishing a driver instructor training program in Washington state. We are reaching out to Community and Technical Colleges to gauge interest and resources needed to establish a program to train driver instructors.

Background:
As part of the Young Driver Safety Bill (ESSB 5583), the Washington State Legislature tasked the Department of Licensing with developing recommendations for pathways for driver instructors. Currently our state has no pathway for public school driver instructors to become a fully endorsed Traffic Safety Instructor. Private industry driver instructors also face significant barriers to licensure, especially when seeking to open a new driver training school.

Curricular options
Option 1: Matriculated Driver Instructor Training Program
This option supports public school Traffic Safety Instructors and private driver instructors. To satisfy current requirements this program would need to be 12 quarter hours, or equivalent, and follow the 2007 Traffic Safety Educator common core standards.
Option 2: Non-Matriculated, Continuing Education Driver Instructor Training Program
This option supports private driving instructors. To satisfy current requirements this course would need to be 40 clock hours in length and cover the topics outlined in WAC 308-108-090 § 2 iii.
For both options, DOL has example syllabi and course materials that can be adapted into a curriculum.

Anticipated enrollment
Oregon runs a successful driver instructor training program with one university, five community colleges, and two education service districts. Oregon offers 12-13 classes per year with an average class size of 11 students and often has a waitlist. Oregon would like to restrict their program to only Oregon residents due to state grant funding requirements.

The numbers directly above are for maintaining a driver instructor training program. However, Washington state currently has 1,024 private and public driver instructors and the industry already has issues meeting student demand. Additionally, if the Young Drivers Bill requirement to expand driver education mandatory to persons 18 to 24 is successful, the current industry will need to double in size.

DOL funding
DOL intends to request state financial support/state approval to generate funds for a driver instructor training program, similar to the model in Oregon. In Oregon there is a devoted traffic safety funding that is dispersed to an academic institution who teaches driver instructors. DOL will include budget projections as part of the implementation plan for ESSB 5583 to Washington State Legislature on December 1, 2024.

Disclaimer:
Your response does not obligate you to implement such a program.

Contact
For any questions regarding this survey, please contact Katie Hart, ESSB 5583 Implementation Manager,

at khart@dol.wa.gov or Carolyn McKinnon, Policy Associate – Workforce Education, at cmckinnon@sbctc.edu.

1) Name of your Community or Technical College:
_____

2) Preferred contact for follow up questions:
_____

3) Does your Community or Technical College have interest in creating a driver instructor program?
( ) Yes
( ) No
( ) Other - please specify:: _____

4) If Yes, which type of driver instructor training program are you interested in offering?
( ) Option 1: Matriculated Driver Instructor Training Program
( ) Option 2: Non-Matriculated, Continuing Education Driver Instructor Training Program
( ) Both options 1 and 2
( ) Other - please specify: : _____

5) If "Option 1," "Option 2," or "Both options 1 and 2" are selected, would the program additionally be willing to offer behind the wheel training?
( ) Yes
( ) No
( ) Other - please specify:: _____

6) What cost factors would you need to evaluate to estimate whether your college could offer a driver instructor training program?
_____
_____
_____
_____

7) [Optional] Given the information provided in the RFI, which budget categories would be included in your cost estimate?
(Note: Cost estimates are for DOL to better understand, and advocate for, the funding required to support such a program.)

	Included in estimate (Y/N)	Estimated cost
Equipment /Capital Outlays	_____ _____	_____ _____
Goods/Services	_____ _____	_____ _____
Direct Program Administration	_____ _____	_____ _____
Instructional Salaries and Benefits	_____ _____	_____ _____

Instructional Space (fair market rental equivalent)	_____ _____	_____ _____
Other	_____ _____	_____ _____

8) Do you use a per-student estimate or budgeting framework to estimate such costs? If so, please share information that would help us understand how to estimate the costs of offering driver instructor training programs.

_____
_____
_____
_____

9) What additional requirements would you need met to offer a driver instructor training program?

_____
_____
_____
_____

10) Additional comments.

_____
_____
_____
_____

In-depth Interview
Public Schools / ESDs
My name is Katie Hart; I am working for DOL to create the Young Drivers' Bill (ESSB 5583) implementation plan that will be submitted to WA State Legislature October 1, 2024. This bill is an opportunity to research and propose recommendations that reinvigorate driver education in Washington to save lives. Part of the bill involves contacting stakeholders to gather input—one of which is Education Service Districts.

The Young Drivers' Bill has many parts, my focus for discussion is alternative pathways to driver instructor licensure. (You may also be contacted in future by Dr. Season Hoard of Washington State University, who will be conducting research on behalf of DOL on the topic of driver education.)

If possible, we would like to meet with a member of your ESD to discuss:
(1) the present and past state of driver instructors teaching driver education in your service district,
(2) any current challenges or opportunities faced for certified/conditional driver instructors, and
(3) what external supports would be needed.

Private Industry
My name is Katie Hart; I am working for DOL to create the Young Drivers' Bill (ESSB 5583) implementation plan that will be submitted to WA State Legislature October 1, 2024. This bill is an opportunity to research and propose recommendations that reinvigorate driver education in Washington to save lives. Part of the bill involves contacting industry partners to gather input.

The Young Drivers' Bill has many parts, my focus for discussion is alternative pathways to driver instructor licensure. (You may also be contacted in future by Dr. Season Hoard of Washington State University, who will be conducting research on behalf of DOL on the topic of driver education.)

If possible, we would like to meet with you to minimally discuss the items below. This meeting will be conversational, feel free to bring questions and topics for us as well.
1. How would you describe the current state for private driver instructors/Driver Training Schools regarding licensure?
* Are there challenges?
* Are there opportunities?
2. What external resources would be needed to better support Driver Training Schools (both owners and staff) regarding alternative pathways to licensure?
3. Do you have any recommendations for alternative pathways for driver instructors? (This can be legislative, process-oriented, financial, etc.)

Development of Women-, Minority-, and Veteran-Owned Licensed Driver Training Schools

Licensed Driver Training School Needs Assessment Survey

This survey is designed to gain a better understanding of the specific needs and barriers faced by women, minorities, and veterans in owning and operating a licensed driver training school. This data will be used to help the Department of Licensing develop a program to foster the development of women, minority-owned, and veteran-owned licensed driver training schools in the state. The Department of Licensing is committed to safeguarding sensitive information collected through this survey and this information will only be shared with authorized individuals who need it to develop the program. Your privacy is important to us, and we will handle your responses with care and confidentiality.

1.Full Name
2.Email
3.The name of your driver training school
4.What is your gender?

- Woman
- Man
- Non-binary
- Prefer not to say

5.Are you a member of any of the following groups? (Select all that apply)

- Women
- Minority
- Veteran
- No

6.If you selected "minority" in the question above, please specify.
7.Are you currently:

- A licensed driver training school owner/operator
- Interested in starting a licensed driver training school
- Neither

8.What challenges have you encountered or do you anticipate encountering in starting or operating a licensed driver training school? (Select all that apply)

- Access to capital/funding
- Regulatory requirements

- Lack of business management skills
- Limited networking opportunities
- Discrimination or bias

9.Are there additional challenges you have faced or anticipate facing in starting or operating a licensed driver training school?
10.What resources or services did you use or plan to use to open a driver training school?
11.Have you experienced any specific challenges related to your gender, minority status, or veteran status in the driver training industry? Please describe:
12.What specific skills or knowledge do you believe are essential for running a successful licensed driver training school? (select all that apply)

- Instructional Skills
- Curriculum Development
- Business Management
- Regulatory Compliance

13.Would you be interested in participating in training programs or workshops covering topics such as business management, curriculum development, marketing strategies, or other relevant areas?

- Yes
- No
- Unsure

14.Is there any other feedback or information you would like to share regarding the development and support of licensed driver training schools, particularly for women, minorities, and veterans?

In-depth Interview
My name is Cheyenne Webb; I work for the Department of Licensing as a curriculum specialist for *ESSB 5583: Young Driver Safety*.

In the bill, the DOL is tasked with creating a program to support the growth of women, veteran, and minority-owned Driver Training Schools in Washington. It is my understanding that your organization would like some information about opening a driver training school. I would like to meet with you both to discuss barriers and needs that your organization may have so I can better develop a program to support those who want to open a driver training school.

We would be happy to chat over email or by Teams. If someone from your team can meet, please indicate available times. I will then follow up with a Teams invite.

Questions:

- What are your community's needs when it comes to driver education?
- What barriers currently exist for your organization opening a driver training school?
- What resources do you need to open a driver training school?
- What are your goals in opening a driver training school?
- If you were to open a driver training school, do you have access to driving instructors?
- What resources do you currently have available to you to open a driver training school?
- Would you be interested in our pilot program which would ideally lead to licensure both to open a driver training school and to become an instructor?

Appendix G: LMS Report with Scoring Criteria

Table 10: *Learning Management Systems*

LMS	Description
edapp	Create content in minutes, not months. Build courses in a click of a button with AI Create. Choose from 80+ templates to enhance your learning with video, quizzes, games, assessments, and more. Has an admin portal, learner portal, reports and analytics, and can convert PowerPoints. Can be used on any device or in group settings in-person with an attendance tracker. https://www.youtube.com/watch?v=wibylygAmuo
Canvas	Use Canvas to generate course content with Assignments, Discussions, Modules, Quizzes, and Pages. Collaborate through Collaborations, Conferences, and Groups. Align state and institutional learning outcomes with rubrics. Provide feedback via SpeedGrader. Keep students informed with Announcements, Calendar, and Syllabus. Access analytics and External Apps for additional functionality. https://www.youtube.com/watch?v=dwXwah-feFk
Absorb	Provide learners with a seamless interface and branded style for engaging training sessions. Utilize Absorb LMS AI for precise content recommendations, Absorb Create for simplified course creation, and Absorb LMS for mobile learning flexibility. Drive decision-making with robust reporting and analytics and streamline administration through customizable automation with Absorb LMS. https://www.youtube.com/watch?v=KxZx_rJESeE
Cypher	CYPHER AI 360 offers content development and delivery with robust authoring tools, platform-wide automation, and personalized learning profiles, ensuring tailored learning experiences at scale. Controlled generative AI allows customization of courses using uploaded resources and various options like AI voiceover and instructional style. Has platform-wide gamification, cross-language communication with automatic course creation in each language. https://www.youtube.com/watch?v=QpydwW-a704
Articulate/Rise 360	Cross-platform LMS with comprehensive content creation capabilities. Sleek, stylish, built-in creator training. Already works with 125k+ organizations globally, with 133 million learners. Value statement: "We're a human-centered organization driven by our vision to empower people to live better lives. Every decision we make is guided by our commitment to provide the best value to customers and do right by our employees." https://www.articulate.com/ Works with sumtotal (existing WA LMS)

Table 11: LMS *Rating Scale*

LMS	Compliance and Regulatory Features	Customization and Flexibility	Scalability and Integration	User Experience and Accessibility	Reporting and Analytics	Support and Training	Cost and ROI	Total
edapp	3/4	4/4	3/4	3/4	4/4	3/4	3/4	23/28
Canvas	4/4	3/4	4/4	3/4	3/4	3/4	3/4	23/28
Absorb	4/4	4/4	3/4	2/4	4/4	3/4	2/4	22/28
Cypher	4/4	4/4	4/4	3/4	4/4	4/4	2/4	25/28
Articulate/Rise 360	4/4	4/4	3/4	4/4	3/4	4/4	0/4	22/28

* Have a demo with Articulate if wanting to proceed past initial choices

1. Compliance and Regulatory Features:
Ensure the LMS meets all regulatory requirements specific to the department of licensing, such as data security and privacy regulations.

2. Customization and Flexibility:
Assess the LMS's ability to customize learning paths, content, and assessments to align with the department's specific training needs and objectives.

3. Scalability and Integration:
Evaluate whether the LMS can accommodate the department's current size and scale up as needed. Additionally, consider its compatibility with existing systems and the ease of integration with other software tools used by the department.

4. User Experience and Accessibility:
Prioritize an intuitive user interface and accessibility features to ensure all learners, including those with disabilities, can easily navigate and engage with the platform.

5. Reporting and Analytics:
Look for robust reporting and analytics capabilities that provide insights into learner progress, performance, and engagement. This data can inform decision-making and help optimize training programs over time.

6. Support and Training:
Consider the level of customer support offered by the LMS provider, including technical assistance and training resources for administrators and users. Responsive support can help resolve issues quickly and maximize the effectiveness of the platform.

7. Cost and ROI:
Evaluate the total cost of ownership, including initial setup fees, subscription costs, and any additional expenses such as customization or integrations. Balance these costs against the potential return on investment in terms of improved training outcomes and efficiency gains for the department.

Alternative Pathways Scoring Criteria

Agency Advisory Panel

The submissions rubric was normalized by the panel and scored via survey.

Table 12: *Agency Advisory Panel Scoring Criteria*

Criteria	Description	Scored by
Effectiveness	Feasibility of effectiveness – (i.e., "Does this work?") addresses the strength of evidence supporting the recommendation. Effectiveness criteria focuses on methodology. NOTE: hierarchy of evidence pyramid (see last page)	Expert Advisory Panel
Demonstrated to be effective by several high-quality evaluations with consistent results.	Proven to be effective. High-quality evaluations include: experimental and quasi-experimental research design without obvious confounds, with consistent results. (Open to all study types with sound methodology.) No conflict of interest. (Includes all forms of publication: scholarly, grey literature, etc.)	NOTE: difficult to get a comprehensive list of what has/has not been done. Address in implementation plan as known limitation. Noted as: ★★★★★★
Demonstrated to be effective in certain situations and populations/demographics.	Smaller studies (for example, simulator-based studies) with situations and populations that may not be generalizable.	Noted as: ★★★★★
Likely to be effective based on balance of evidence from high-quality evaluations.	Causation is not proven. High-quality evaluations include experimental and quasi-experimental research design without obvious confounds, with consistent results. (Open to all study types with sound methodology.) No conflict of interest. (Includes all forms of publication: scholarly, grey literature, etc.)	Noted as: ★★★★
Limited evaluation evidence but adheres to principles of human behavior and may be effective if implemented well.	Focusing on level or rigor of evaluation for program. Runs short of high-evaluation process. But founded on human behavior theoretical methods/models.	Noted as: ★★★
No evaluation evidence but adheres to principles of human behavior and may be effective if implemented well.	Some factor of evidence of feasibility of effectiveness.	Noted as: ★★
Unknown. No evaluation evidence or principles of human behavior to support.		Noted as: ★
Feasibility	Feasibility of implementation - (i.e.,	Expert Advisory

	"Can this be done?) addresses the practicality and ease of implementation of the submission.	Panel
Highly feasible: Easily implemented with existing resources and infrastructure.		
Moderately feasible: Requires moderate adaptation or resource allocation.		
Challenging: May face obstacles like cost, public acceptance, or political will.		
Unfeasible: Highly difficult or impossible to implement within practical constraints.		
Use	States or locations where submission is currently in use.	Expert Advisory Panel
High: More than two-thirds of the States, or a substantial majority of communities		NOTE: Document limitations. Communities should be left in. Some of what we are seeking may be outside of the state (e.g., teacher training in higher education).
Medium: One-third to two-thirds of the States or communities		
Low: Less than one-third of the States or communities		
Unknown: Data not available		

Equity and Access Advisory Panel
Submissions were reviewed through group discussion. During discussion comments were weighted—meaning those most affected by the submissions spoke first. For section 4, comments were weighted to driver instructors. For driving instruction sections, comments were weighted for our student/young adult on the panel.

If a member was unable to attend, they were encouraged to supply comments via survey. The definitions of equity and access below were used to normalize feedback.

Definitions
Equity: The act of developing, strengthening, and supporting procedural and outcome fairness in systems, procedures, and resource distribution mechanisms to create equitable (not equal) opportunity for all people. Equity is distinct from equality which refers to everyone having the same treatment without accounting for differing needs or circumstances. Equity has a focus on eliminating barriers that have prevented the full participation of historically and currently oppressed groups. (DOL definition)

Access: Creating and advancing barrier-free design, standards, systems, processes, and environments to provide all individuals, regardless of ability, background, identity, or situation, an equally effective opportunity to participate in, utilize, and enjoy the benefits of, employment, programs, services, activities, communication, facilities, electronic/information technology, and business opportunities. (DOL definition)

Expert Advisory Panel
The submissions rubric was normalized by the panel and scored through group discussion, which was input into the survey.

Table 13: *Expert Advisory Panel Scoring Criteria*

Criteria	Description	Scored by
Cost	Balance between the cost of implementation and the expected benefits of the submission. Cost is focused on agency costs (DOL and OSPI).	DOL & OSPI
Requires extensive new facilities, staff, equipment, systems, or publicity, or heavy demands on current resources.		Noted as: $$$
Requires some additional staff time, equipment, facilities, systems, and/or publicity.		Noted as: $$
Can be implemented with current staff, perhaps with training; limited costs for equipment or facilities.		Noted as: $
Time to Implement	Measures time to implement submission.	DOL & OSPI
More than 5 years		
3 to 5 years		
1 to up to 3 years		
Less than 1 year		
Changes to Legislation and/or Rule Making	Notes if legislative changes and/or rulemaking must occur for submission to be implemented.	DOL & OSPI
Legislation changes needed		
Rule-making changes needed		
Nothing needed		

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