

ACHIEVEMENT FAIRNESS AND OPPORTUNITY IN DRIVER AND TRAFFIC SAFETY EDUCATION

THE CASE FOR A CAREER TECHNICAL EDUCATION ENDORSMENT IN DRIVER AND TRAFFIC SAFETY EDUCATION

May 12, 2020

Issued by the Committee to Propose A Possible CTE Endorsement for Driver and Traffic Safety Education pursuant to the Vermont Standards Board for Professional Educators

About the Committee and Process



At the October 23rd 2019 Vermont Standards Board for Professional Educators (VSBPE) meeting, the Board moved to direct Terry Reilly, Pre-service Programs Coordinator for Educator Quality, to organize a committee to include, at a minimum, Career and Technical Education (CTE) Directors and High School Administrators to propose a possible CTE endorsement for Driver and Traffic Safety Education (driver ed.). The group was formed by reaching out directly to individuals. Terry Reilly acted as the facilitator of the group scheduling meetings at the Agency of Education. This was the role of the Vermont Agency of Education, to provide facilitation and meeting space. This report does not represent the Agency's position. This report reflects the opinion of the committee members. Agendas were set and agreed upon. All members were encouraged to speak openly and share their input. Minutes were kept, reviewed, and agreed upon so that the minutes accurately reflect the sentiment of the committee members and spirit of the meetings. The committee was comprised of the following:

Committee Members

Joseph DeBonis, Principal, Poultney High School; Jason DiGiulio, Director of Career and Technical Education, Lyndon Institute; Jay Hartman, Principal, Missisquoi Valley High School; Lyle Jepson, Director, Career and Technical Education Program, Vermont Technical College; Dana Peterson, Superintendent & Director, Patricia A. Hannaford Career Center; Tammy Pregent, Education Research Information Specialist, VT AOE; Terry Reilly, Pre-service Programs Coordinator for Educator Quality, VT AOE; George Rooney, Driver and Traffic Safety Education Teacher, Middlebury Union High School; Brian Schaffer, Principal, Lamoille Union High School; Leeann Wright, Director, Northwest Technical Center.

The Need

The Vermont Agency of Education and the Vermont Standards Board for Professional Educators (VSBPE) regularly hear concerns from the field regarding the difficulty in hiring licensing teachers with a Driver and Traffic Safety Education endorsement. The issue makes it challenging for administrators to hire driver ed. teachers. This has created circumstances such that the VSBPE has heard requests to waive certain VSBPE licensing rules when possible so that individuals may be hired to teach driver education. Because providing access to driver ed. is a requirement, schools are forced to think creatively in terms of how to provide access to driver education. Some schools have turned to providing fee waivers to students that may be used to pay for a private driver ed. teacher. In the past, some schools were providing fee waivers that did not cover the entire cost of the private course. This created a problem of inequity because not all families are able to cover the cost of the balance. The inequity was sometimes compounded because of the location of the private courses. Not all families are able to provide the transportation required to get to private courses. However, at the time this report was written, all schools who offer fee waivers reported 100% of the cost of the private course as being met. However, this does not address the inequity related to transportation and it is possible, because of budget constraints, that schools may fall back to the practice of offering partial fee waivers. The shortage issue creates difficulties for administrators, demands extra attention from the VSBPE and has created inequities for students. There is a critical need for equity in access to driver education for high school students in Vermont.



Identifying Barriers and Addressing the Need

The shortage of Driver and Traffic Safety Education Teachers employed in Vermont schools requires action. Regardless of the root causes of the issue, the driver ed. teacher pipeline in Vermont needs to be increased. A teacher preparation program located in Vermont is seen as an essential part of the response to the teacher pipeline problem. Currently, there is not a teacher preparation program located in Vermont where individuals can take classes to become driver ed. teachers. This forces people who want to become driver ed. teachers to seek classes out of state. This is seen as a barrier in more than one way. It creates a difficulty for those who desire to become driver ed. teachers. Also, it contributes to the problem facing schools of providing access to driver education.

There are limited pathways to become a driver ed. teacher in Vermont. Currently, the only way one can get one's initial Level I educator's license with a driver ed. endorsement is to go through the Agency of Education's Peer Review program or Transcript Review application process. To reiterate, there is not a traditional teacher preparation program located in Vermont. Again, this means no one can enroll in an institution of higher education to earn a recommendation for licensure to become a driver ed. teacher.

Compounding the problem is the fact that it is rare that one attains one's initial Level I license with the driver ed. endorsement through Transcript Review. This is because it requires submitting transcripts to show competency in the endorsement standards, the Core Teaching Standards, showing proof of student teaching and meeting Vermont's Jurisdictional Requirements for driver education. Again, it is a highly unusual way for one to attain one's initial Level I license with the driver ed. endorsement. In a little over three years, one person has done so through the VT AOE. Transcript Review is more utilized to add the driver ed. endorsement when a person is already a licensed educator. However, in this case, the person is again faced with the barrier mentioned above of taking driver ed. classes located outside of Vermont.

Another pathway for becoming a driver ed. teacher must be created in Vermont. The apprenticeship license is another pathway that should be made available to address the driver ed. shortage issue. The apprenticeship license model is a process where one can assume the duties of a driver ed. teacher as the candidate works toward attaining the Level I license. This happens while the candidate is supported by professionals and provided with expert guidance. When one holds the apprenticeship license, one can be employed and perform the duties of the Teacher of Record. This bilateral process can expedite the hiring of qualified driver ed. teachers who do not hold the VT Level I educator license. To elaborate, once hired, the apprenticeship license candidate receives training so that the individual eventually attains the same Level I license that is issued with all other endorsements. The bar one must clear to attain the Level I license remains constant regardless of the apprenticeship route or traditional route. The apprenticeship pathway to the Level I license assures the same competencies are met as when one completes a traditional teacher preparation program through an institution of higher education. This includes, of course, the supervised field experience, the Core Teaching Standards, endorsement competencies, testing requirements and Vermont specific jurisdictional requirements.



Recommendations

The committee makes the following recommends:

- The VSBPE act to create a new sub-endorsement for the (17) Career Technical Education endorsement in the area of Driver and Traffic Safety Education
- The VSBPE act to include language in Rule 5340 which states; "Applicants for an Apprenticeship Career Technical endorsement in Driver and Traffic Safety Education must hold appropriate licenses via the Vermont Department of Motor Vehicles"
- The VSBPE act to change authorizing statement of the current CTE endorsement so that the words "in a career and technical center" are deleted and replaced with "in a career and technical center setting"
- The VSBPE act to set the driver ed. CTE sub-endorsement at the 9 12 instructional level
- The VSBPE act to grant an apprenticeship teacher preparation program, that includes offering the course work necessary to add the driver ed. endorsement, in Vermont the authority to recommend for licensure in the area of Driver and Traffic Safety Education upon a successful application for such a program
- The VSBPE act to put forth a formal recommendation that the Agency of Education provide funding to seed an apprenticeship license program for Driver and Traffic Safety Education
- The VSBPE act to advocate through a formal statement for a cooperative relationship between CTE Centers and schools so that both entities may utilize the instruction of a CTE driver ed. apprenticeship licensed teacher
- Driver education curriculum falls within the CTE Transportation career cluster
- The committee recommends that the Agency of Education make a concerted effort to assist the creation of an apprenticeship licensure program for Driver and Traffic Safety education. This recommendation entails the Agency of Education providing financial support in the form of eligible federal funds.

Rationale for Recommendations

Being that the Driver Ed. teacher shortage issue is critical, the committee concluded that the need for a driver ed. teacher preparation program located in Vermont is equally critical. The committee concluded that the apprenticeship license pathway is the best way to address the critical shortage issue. To be clear, this means an approved teacher preparation program that offers all the course work necessary to recommend for licensure in driver and traffic safety education that also runs an apprenticeship component. The committee came to this conclusion because the apprenticeship pathway has the capacity to assess the competency of qualified candidates for licensure in more than one way. Qualified candidates for the apprenticeship license can demonstrate competency using course work and professional experience. This means that eligible, qualified candidates do not need to hold a bachelor's degree. Also, the apprenticeship pathway opens an opportunity for experienced driver education professionals who would otherwise be ineligible to teach in Vermont public schools. The apprenticeship license allows qualified professionals to share their knowledge with students. The committee sees this as a positive, knowing that the apprenticeship model has been a success in Vermont for well over fifteen years.

While the committee understands that the recommendation that the AOE make a concerted effort to assist the creation of an apprenticeship licensure program using allowable federal funds would be an unusual



expenditure in Vermont, the group maintains its recommendation is warranted because of the critical need for driver ed. teachers. Also, the committee finds this recommendation reasonable because of the state statute requiring schools to offer access to driver education. That is, the state requires schools to provide access to driver ed., there is a critical need for equitable access to driver ed., it is therefore reasonable to suggest the state contribute funds to address the inequities relating to driver ed. in Vermont. Further, the committee notes that the current finical climate for higher education is particularly acute in Vermont. The financial reality of higher education in Vermont makes it exceedingly difficult for institutions of higher education to create new programs. While the competitive market in which higher education operates may be an ancillary consideration leading one to possibly suggest that market forces of supply and demand reveal true shortages, the committee makes the point that the demand for education exists independent of market forces. Thus, the argument that a true shortage for driver ed. would create a demand that could be met in the higher ed. market does not apply.

The recommendation to change the authorizing statement (sometimes called the holder statement) of the CTE endorsement is made to allow CTE driver ed. teachers to teach in high schools. This action will help enable schools and CTE Centers to collaborate and cooperate to provide equitable access to driver education.

The committee understands that its recommendation that the he VSBPE act to grant an apprenticeship teacher preparation program in Vermont the authority to recommend for licensure in the area of Driver and Traffic Safety Education is contingent upon receipt of a successful application for such a program. Still, the recommendation is made in the event that the Board may see such an application.

The recommendation that driver education curriculum, when taught by a CTE driver ed. teacher out of a CTE Center, fall within the CTE Transportation career cluster is made to facilitate the necessary collaboration between CTE Centers and school with regard to State Board of Education (SBE) rule 2398 *Collaborative Programs*.

The recommendation to change VSBPE rule 5340 is essential in the same way that language in 5340.7 is necessary. In section of 5340, VSBPE rules require that applicants for an apprenticeship Career Technical Education endorsement in human services/personal care must hold appropriate licenses via the Vermont Office of Professional Regulation. The apprenticeship process assesses professional credentials. Holding the VT DMV driver ed. certification necessitates that one meets the VSBPE (30) Driver and Traffic Safety Education endorsement competencies. The VT DMV requirements for the driver education certification are based on the (30) Driver and Traffic Safety Education requirements. Therefore, in order to qualify for the DMV driver ed. certification, one must meet the (30) Driver and Traffic Safety Education endorsement competencies. Put another way, if one has one's DMV driver ed. certification, that person has met same requirements as one who went through the AOE's Transcript Review process to add the driver ed. endorsement.



Linking Schools and CTE Centers

The committee submits that it is feasible to link schools and CTE Centers so that someone holding a CTE driver ed. apprenticeship license may provide Driver and Traffic Safety Education instruction in either location to both CTE students and non-CTE students alike. Thus, the recommendation from the committee that the VSBPE make a formal statement advocating for such cooperation given the need for equitable access to driver education.

There are two options for CTE Centers and schools to cooperate and enhance equitable access to driver education. Both entail the curriculum offered out of the CTE Centers as a pre-tech. offering. However, further exploration is needed at this time to determine if the State Board of Education must make a change to SBE rules to allow for this. If this is required, the committee recommends that the SBE make such necessary changes and the VSBPE advocate for the change.

One option entails one funding structure while the other option entails a different funding structure. See Appendix C for two funding scenarios that could meet one of the options. Please note the technical aspect of Appendix C. Appendix C is included as an appendix to this report because the technical language of it is very specific to CTE funding which may not be easily understood by those not routinely immersed in considering FTE calculations in conjunction with determining countable content-delivered minutes. It's believed Appendix C can and will be very helpful in determining which funding structure to move forward with, when that time comes. The other funding structure could be permitted under SBE rule 2398 *Collaborative Programs*. In this funding structure, it is thought cost sharing could be done in-kind.

The charge from the VSBPE on October 23, 2019 was for the committee to propose a possible CTE endorsement in Driver and Traffic Safety Education. In doing so the committee has determined, as mentioned, that there are two options before CTE Centers and schools to move forward and cooperate in terms of driver education. The committee recommends that its work continues in a second phase that goes beyond the scope of the initial charge. This report can be read as a plan that outlines how to increase the driver ed. teacher pipeline in Vermont while assuring equitable access to driver education. Phase two would be contingent on the Board's response to this report, of course, but can focus on the specific task of determining which of the options is most desirable. Phase two moves toward implementation. Phase two could devise a funding model and assist with local program delivery models. Phase two can also, for example, create a sample memorandum of understanding that could incentivize technical centers and high schools to collaborate. Again, a possible phase two depends on the Boards response to this work.



Conclusion

Driver and Traffic Safety Education is immensely important to the development and wellbeing of Vermont students, public health and safety, and economic prosperity. The committee approached it's work with the welfare of students in mind along with Vermont schools and CTE Centers and Driver and Traffic Safety Education Teachers in mind. A great deal of effort was put into this report over the course of several months. As such, it is the committee's hope and intention that all the recommendations put forth in this report are considered with care and detail. Lastly, it should be noted that most of the committee's work that went into compiling this report occurred before the outbreak of the COVID 19 pandemic. Since the outbreak and the subsequent social distancing measures that went into place, the educational landscape may have changed in ways that this report does not consider.



LIST OF APPENDICIES

| VSBPE Minutes, October 23, 2019 | А |
|---|-----|
| Letter of Support; Nathan Demar, President, | |
| Vermont Association of Career and Technical Education Directors | В |
| Funding Driver and Traffic Safety Education in CTEs | С |
| Driver Education Committee Meeting Minutes November 18, 2019 | D |
| Driver Education Committee Meeting Minutes January 8, 2020 | E |
| Driver Education Committee Meeting Minutes January 22, 2020 | . F |
| Driver Education Committee Meeting Minutes February 12, 2020 | . G |





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Vermont Standards Board for Professional Educators

VSBPE: Ensuring a Caring, Competent, Highly Effective Educator in Every Vermont Classroom to Improve Student Learning

Meeting Minutes

Meeting Place: Agency of Education Address: 219 North Main Street, Barre, VT, 05641 Date: October 23, 2019

Members Present:

Erik Remmers; Jennifer Fribush; Thomas Young; Christine Latulippe; Ric Reardon; Cynthia Cole; Shelby Quinn; Bernadette Cleland

Members Absent:

David Younce, Amy McMullen

Staff Present:

Patrick Halladay, Ron Ryan, Terry Reilly, Amy Scalabrini, Deb Giles, Ellen Caims, Meg Porcella, Wendy Scott, Catherine Wilkins, Tammy Pregent

Members of the Public:

Lyle Jepson, VTC

Call to Order:

E. Remmers called the meeting to order at 9:03am.

Approval of Agenda:

J. Fribush moved to approve the agenda with the addition of two waiver requests. Seconded by C. Cole. Motion approved.



Driver and Traffic Safety Education:

The Board has directed T. Reilly to organize a committee to include at minimum, Career and Technical Education Directors and High School Administrators to propose a possible CTE endorsement for Driver and Traffic Safety Education.

Draft November Agenda Items

Criminal Record Checks for Temporary Licenses Driver and Traffic Safety Education PAC: Undergraduate ROPA Review Procedures for Peer Review Act 1 update 2020 Renewals Board Member Orientation

Adjourned by consensus at 1:38pm.



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February 14, 2020

Dear VSBPE,

It is with great passion that the Vermont Association of Career and Technical Education Directors (VACTED) support the idea of creating a Career and Technical Education sub-endorsement in the area of Driver and Traffic Education. We see this as an extremely necessary step in creating equity among our students. All students should have access to drivers education and that is not always the case in our schools, as one reason is the scarcity of licensed teachers in the area across our state. Often times it is our most at-risk and disadvantages students that cannot access Driver Education due to this limited access and this creates an additional barrier for them to become employed and begin a career. We know transportation has always been a barrier, we are hoping at least having the ability to earn a driver's license while is school helps reduce those barriers.

We support the apprenticeship model which allows one to attain the Level I without having a bachelor's degree because work experience is used to assess competency in lieu of the bachelor's degree. It is a different pathway to the same license that could address a driver ed. teacher shortage issue.

Thank you and if you have any additional questions or concerns please feel free to reach me at 933-4003 ext 3002.

Sincerely

Nathan Demar Director Cold Hollow Career Center President of VACTED

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Career Technical Education Centers, Driver & Traffic Safety Education, and Funding

Funding considerations are based on the current FTE model for supporting Career and Technical Education.

The following breakdown is based on the average minimum number of minutes per day that could qualify for funding as a pre-tech offering. That average is 40 minutes per day over the course of a semester. Using approximately 85 days in a semester, the total contact time would be 3,400 minutes (85 X 40 = 3,400).

Current driver ed. instructional time requires a minimum of 30 hours of class time and a minimum of six hours of driving time. 30 X 60 = 1,800, plus 6 X 60 = 360, for a total of 2,160 minutes.

In the case of a driver ed. teacher who has 42 days of 83-minute blocks for classroom and driving experience this equals 3,486 (42 X 83 = 3,486) minutes of instruction. This number corresponds with the minimum amount of time for a semester of pre-tech programming (approximately 3,400 minutes).

For funding purposes, 40 minutes of instructional time is equivalent to 1/6 FTE or 0.167 FTE. Consequently, six students would make up one (1) FTE.

Based on these calculations, CTE centers could assume responsibility for implementing driver ed. a funding perspective based on the same mechanism for funding other pre-tech programs.

If a driver's license could be identified as an IRC, or an IRC prerequisite, then 10th graders could earn it as part of a pre-tech program within the transportation cluster.

In another funding scenario, 4 sessions are run during one schoolyear. Each session is 8 weeks. Each session has approximately 25 students. In this case, per SBE rules, there is a minimum of 30 classroom hours along with 6 driving hours (2,160 minutes). This assumes 5 days multiplied by 8 weeks yielding 40 days multiplied by 60 minutes or 2,400 minutes. If it were 80 minutes each time, the total would be 3,200 minutes.





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-State of Agency of Education

VSBPE Driver Ed. Work Group Minutes for November 18, 2019

Present: Jay Hartman, Leanne Wright, George Rooney, Joseph <u>Debonis</u>, Jason <u>Digiulio</u>, Tammy Pregent, Terry Reilly, Lyle Jepson

The group went around and introduced themselves

The group reviewed its purpose of exploring the idea of a CTE Driver and Traffic Safety Education (Driver Ed.) sub-endorsement.

The group came to the unanimous conclusion that a CTE sub-endorsement in Driver Ed. makes sense/is a good idea and is worth pursuing.

This led the group to the question; is there anything preventing a CTE Driver Ed. teacher from teaching in a high school. Jason stated there is nothing preventing that prevents a CTE teacher from teaching in a high school. Terry said he will investigate the issue and try to provide clarity on it for next meeting.

The group then discussed the issue of having a CTE (17) sub-endorsement in Driver Ed. versus a Driver Ed. (30) endorsement. This led Terry point out that similarly there is a CTE (17-D) in Business and also a Business Education (03) endorsement. Terry said he will present a cross walk at the next meeting that examines the two business ed. endorsements.

The group then discussed the requirement of a bachelor's degree. Part of the bachelor's degree discussion included asking what else is needed in place of a bachelor's degree.

The group suggested flow charts might be informative to help visualize the path one might take as individuals with different levels of driver ed. knowledge enter and go through a CTE Driver Ed., apprentice license pathway. Terry said present a first draft flow chart at the next meeting.

Another topic of discussion was whether a high school could utilize the apprentice license option. Terry pointed out that current Rule states that an apprentice license is available to someone employed at a CTE Center.

The group then discussed what the State Board of Ed. may do, if anything, regarding Driver Ed. in the near future.

The group set dates and times for next meetings: Jan. 8, 1:00 - 3:00; Jan. 21, 9:00 - 11:00; Feb. 12, 1:00 - 3:00.





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VSBPE Driver Ed. Work Group Minutes for January 8, 2020

Present: Jason DiGulio, Dana Peterson, Lyle Jepson, George Rooney, Brian Schaffer, Joseph DeBonis, Terry Reilly, Tammy Pregent

1:00 p.m. The group went around and introduced themselves.

Minutes from the previous meeting were review. No revisions were made.

Terry initiated a brief conversation about how creating a new CTE sub-endorsement in Driver Ed. can, and hopefully will, lead to creating more Driver Ed. teachers in Vermont. During this conversation sentiment was reiterated that the Driver Ed. teacher shortage issue is paramount.

Lyle initiated a brief conversation reviewing different types of potential candidates for a CTE Driver Ed. apprenticeship program. Someone with Driver Ed. credentials, years of professional driver ed. teaching experience but no educator license; someone currently licensed as an educator who wants to take classes in Driver Ed. to add the Driver Ed. endorsement; someone who, for example, may be a car and driver enthusiast, seeking an initial license in Driver Ed.

Jason shared his perspective on the credentials one must have to be hired at a CTEC with the intent of seeking an apprenticeship license. George provided his insight on what those credentials must be. The group came to an agreement that the person must have the comparable level of professional competency as other apprenticeship candidates hired at CTECs. George and Terry agreed to identify the endorsement competencies that will highlight the professional credentials that must be met when a CTEC Director seeks to hire a potential Driver Ed. CTE apprenticeship candidate. It was discussed that these credentials will essentially be the same as those needed to qualify for the DMV Driver Ed. instructional license. George and Terry will present this information to the group at the next meeting. It was discussed that these requirements could be included in licensing rules section 5340 by adding a 5340.8 section.

Terry then suggested the group focus its work on creating a list of proposed rule changes for the VSBPE to consider.

- The group agreed to recommend that the VSBPE act to create a new sub-endorsement for the (17) <u>Career</u> Technical Education endorsement in the area of Driver and Traffic Safety Education
- The group discussed creating another sub-section to section 5340 of the licensing rules that would
 outline competencies needed before becoming a CTE apprentice in Driver Ed.



- The group discussed making a recommendation to change the authorizing statement of the current CTE endorsement so that the words "in a career and technical center" are deleted and something like "career and technical center setting" be included.
- The group agreed that licensing rules should state that the Driver Ed. CTE sub-endorsement be limited to the 9 – 12 instructional level.

The group then focused its attention to other things the eventual report must include

- The group agreed the phrase "critical need" is appropriate when considering the Driver Ed. teacher shortage issue.
- The group determined that part of the rationale for the report's recommendations will include
 mentioning the issue of equity. For example, more affluent families may be better positioned to pay for
 driver ed. when schools are struggling to offer it. Access to driver ed. can be a family income issue
 when teens in rural areas need to drive to work to contribute to the family income.
- The group agreed that he report will include a recommendation that a CTE apprenticeship program in Driver Ed. be created in Vermont to address the Driver Ed. teacher shortage issue.
- The group agreed the report should include a recommendation that the AOE provide funding to seed an apprenticeship license program for Driver Ed.
- The group agreed the report would be enhanced if it included a letter of support from the VT Driver and Traffic Safety Education Association.
- The group agreed the report should mention that the driver education curriculum falls within the Transportation career cluster.

The group then discussed the next meeting's agenda

Adjourn - 3:00 p.m.





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VSBPE Driver Ed. Work Group Minutes for January 22, 2019

Present: Leanne Wright, George Rooney, Dana Peterson, Tammy Pregent, Terry Reilly, Lyle Jepson

The group reviewed minutes from last meeting.

Terry and George presented the work they did via email since the last meeting. Terry and George explained they had reviewed the Driver Ed. endorsement to make a preliminary determination of which endorsement competencies must be met as hiring criterion for a CTE Driver Ed. teacher seeking to attain an apprenticeship license.

The group went into a discussion about the work Terry and George presented. The group determined that the report will include the recommendation that one must hold the DMV Driver Ed. certification needed to teacher at a private Driver Ed. school in VT in order to be eligible for the apprenticeship license.

The group then <u>entered into</u> the conversation of funding Driver Education at a CTE Center. The conversation entailed the per-student funding structure which involves minutes of service provided to students at CTE Centers. The funding conversation also included the in-classroom time requirement for Driver Ed. The group agreed that it is plausible to fund Driver Ed. at CTE Centers. Dana said he will email Terry before the next meeting outlining, basically, how this could be done.

The conversation then turned to the issue of implementing the new concept of a high school/s and a CTE Center utilizing the same Driver Ed. teacher. This included a discussion pertaining to cost sharing. This in turn moved the conversation to the role of someone acting as a point-person to help bring this new idea to fruition ultimately implanting the change. Lyle said he would email Terry before the next meeting with a brief outline of what that responsibility might look like including costs.



