



OFFICE OF RESEARCH AND EDUCATION ACCOUNTABILITY

DRIVER EDUCATION IN TENNESSEE



DECEMBER 2022



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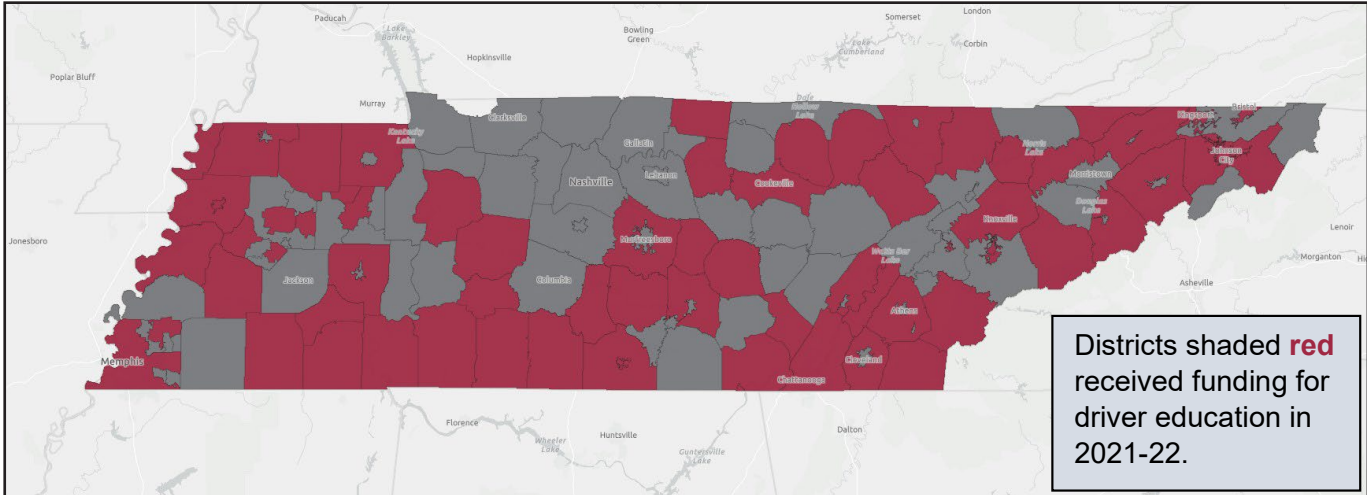
Introduction

In 2022, the 112th General Assembly passed Public Chapter 1090, requiring the Comptroller’s Office of Research and Education Accountability (OREA) to collaborate with multiple state agencies to perform a comprehensive study on the availability and affordability of driver education in Tennessee, including:

- the number of Title I public high schools that offer driver education courses to students, and of that number, the average cost to each Title I public high school to provide a driver education course to students;
- the affordability of driver education provided by private companies;
- the benefits of students receiving driver education courses in high school, including safety benefits and any insurance savings;
- the effectiveness of driver education in reducing automobile accidents involving teen drivers and in reducing teen motor vehicle fatalities;
- the possibility of using a dual enrollment grant to cover all or a portion of the cost of a driver education class for students in Title I public high schools, if community colleges were to offer driver education; and
- sources of funding to provide driver education to students in Title I public high schools at low or no cost.

Driver education in public schools, once a rite of passage for novice drivers preparing for the open road, has diminished in popularity over the past few years. In 2021-22, 60 school districts in Tennessee received state funding for the 12,660 students enrolled in their driver education classes. This is a decline from the 2017-18 enrollment of 15,429 in 65 districts that offered driver education. The decline in offerings and enrollment may be due to a number of factors, including a lack of funding, lack of certified instructors, and competition from private driver education agencies. In spite of these factors, driver education is still offered in many districts across Tennessee.

Exhibit 1: Driver education is offered in many Tennessee school districts



Source: Tennessee Department of Education.

Methodology

PC 1090 asked OREA to collaborate with the Tennessee Department of Education (TDOE), the Tennessee Student Assistance Corporation (TSAC), the Tennessee Department of Labor and Workforce Development (TDLWD), and the Tennessee Department of Human Services (TDHS). Additionally, OREA worked with the Tennessee Department of Safety and Homeland Security (TDSHS) and Tennessee Highway Patrol (THP).

In July of 2022, OREA distributed a survey about driver education to all of the 141 Tennessee school district superintendents. Over three-quarters of district superintendents or their representatives^A (representing 109 districts) responded to the survey.

In September of 2022, OREA distributed a survey to the principals of all 2021-22 Title I schools serving students of driving age (i.e., students in grades 10-12). Over a third of the principals (representing 62 schools) completed the survey.

Safety and financial benefits of driver education

Many factors may keep teenagers from signing up for a driver education course, including busy schedules, financial concerns, or a general lack of interest. Understanding the potential benefits of completing driver education may encourage some teenagers and their parents to dedicate time and resources to driver education either through the school system or a private agency.

Past studies vary in their conclusions about the effectiveness of driver education on the safety of teen drivers

Driver education has been used to train new drivers for decades, giving them a chance to gain valuable on-the-road experience under the direction of an instructor as well as instruction in the basic rules of the road in a classroom setting. While parental training is also a traditional method of teaching teenagers how to drive, it may not be as comprehensive as a full driver education course conducted by a certified instructor.

The effectiveness of driver education, however, has been debated for as long as it has existed, and there is a shortage of thorough studies on the topic. Methodological flaws in early studies resulted in a lack of reliable data, and better-controlled studies yielded conflicting conclusions. A small 1982 study found no significant effect of driver education on crash reduction,¹ and another study of data from the United Kingdom and New Zealand showed an *increase* in crashes for teens who have completed a driver education course.² Teens who take driver education often get their driver licenses earlier than those who do not, and earlier licensure is linked with increased crash risk because of the increased opportunity to drive.

Graduated driver license (GDL) programs, such as the one implemented by Tennessee in 2001, are designed to address the risks that often accompany young drivers. GDL programs are multi-tiered programs designed to ease young novice drivers into full driving privileges as they become more mature and develop their driving skills. A 2007 study concluded that GDL programs have reduced the occurrence of fatal traffic crashes among drivers age 15-17. See Appendix A for more information on the Tennessee GDL program.

More recent studies have linked driver education to fewer traffic crashes. In 2015, researchers at the Nebraska Prevention Center for Alcohol and Drug Abuse analyzed the driving data of 151,880 Nebraska teenagers who received their Provisional Operator's Permit between 2003 and 2010.^B The study compared traffic records of crashes and violations between drivers who had completed a driver education course and those who had completed 50 hours of supervised driving only. While acknowledging data limitations (e.g., the study analyzed drivers in a small, rural state without indicators of the quality of driver education courses), researchers concluded that teens who had completed driver education courses had fewer crashes, including those resulting in injury or fatality, than those who had accrued 50 hours of supervised driving (submitted in a driving log certified by a parent or guardian) without a classroom course. The study results suggest that driver education is a "meaningfully effective approach to reducing traffic crashes and especially injury or fatal crashes among teens."³

^A Superintendents were asked to either respond to the survey themselves or share the survey with the person in the district who knows the most about driver education.

^B The Provisional Operator's Permit is a restricted driver license given to drivers who have had a learner's permit for at least six months and have successfully completed a driver safety course or completed 50 hours of supervised driving, certified by a parent or guardian. The permit is part of Nebraska's graduated driver license program. For information on Tennessee's graduated driver license programs, see Appendix A.

In 2017, two studies examined whether driver education programs approved by the Oregon Department of Education effectively reduced collisions and convictions among teen drivers. The first study sampled a relatively small number of teens via an online survey and found that driver education did not significantly affect driver safety. In a much larger second sample, however, driver education status was associated with a lower incidence of collisions and convictions.⁴

Even though the effectiveness of driver education is disputed, many Americans believe that it is a vital step in a student driver’s path to full licensure. In May 2019, Volvo Car USA administered an online survey of 2,000 adults ages 18 and over who possessed driver licenses. Ninety percent of survey respondents believed that driver education should be a part of public education today. Additionally, nearly half of those participating in the survey expressed belief that a minimum of 50 behind-the-wheel practice hours, either as part of a driver education course or completed with a parent or guardian, should be required before taking a driving test.⁵

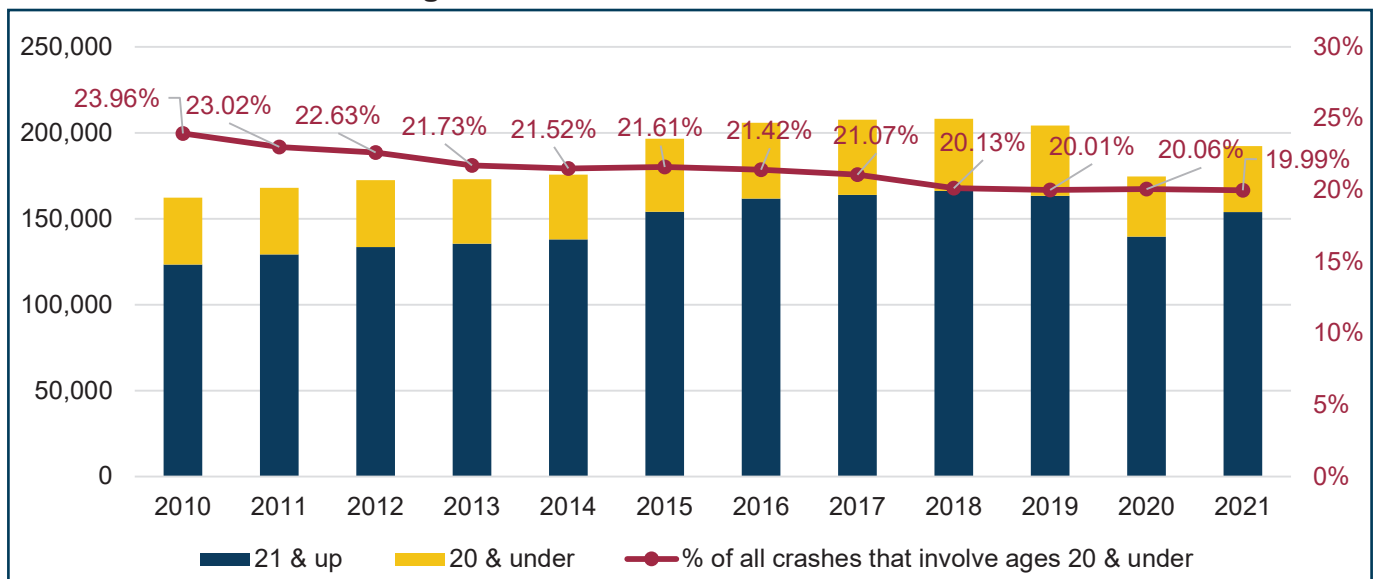
OREA did not identify any existing studies of the effectiveness of driver education programs in Tennessee. A study of effectiveness would require data on the number of teen drivers who have completed a driver education course. Driver license applications in Tennessee do not ask applicants if they have completed a driver education course, and the state does not collect this information in any other way.

Teen drivers are involved in an average of 21 percent of Tennessee traffic crashes each year

The first few years on the road for new drivers tend to be the most dangerous due to inexperience and maturity levels. A 2012 study of teen road safety in North Carolina suggested that certain teen driver behavior associated with crashes (e.g., lack of attention, failure to yield, overcorrection, exceeding the speed limit, etc.) could be due in part to a lack of knowledge on how to handle a full range of driving situations.⁶ Regardless of the cause, state and national data show a correlation between a driver’s age and their likelihood of being involved in an accident.

According to the Tennessee Highway Patrol (THP), an average of 186,721 traffic crashes occurred in Tennessee each year between 2010 and 2021. An average of 21 percent of those crashes involved a driver who was under the age of 21.^c There has been a slight decrease in the percentage of crashes involving young teen drivers, with incidents decreasing gradually from 24 percent in 2010 to 20 percent in 2021.

Exhibit 2: Since 2010, an average of 21 percent of traffic crashes in Tennessee per year involved a driver under the age of 21

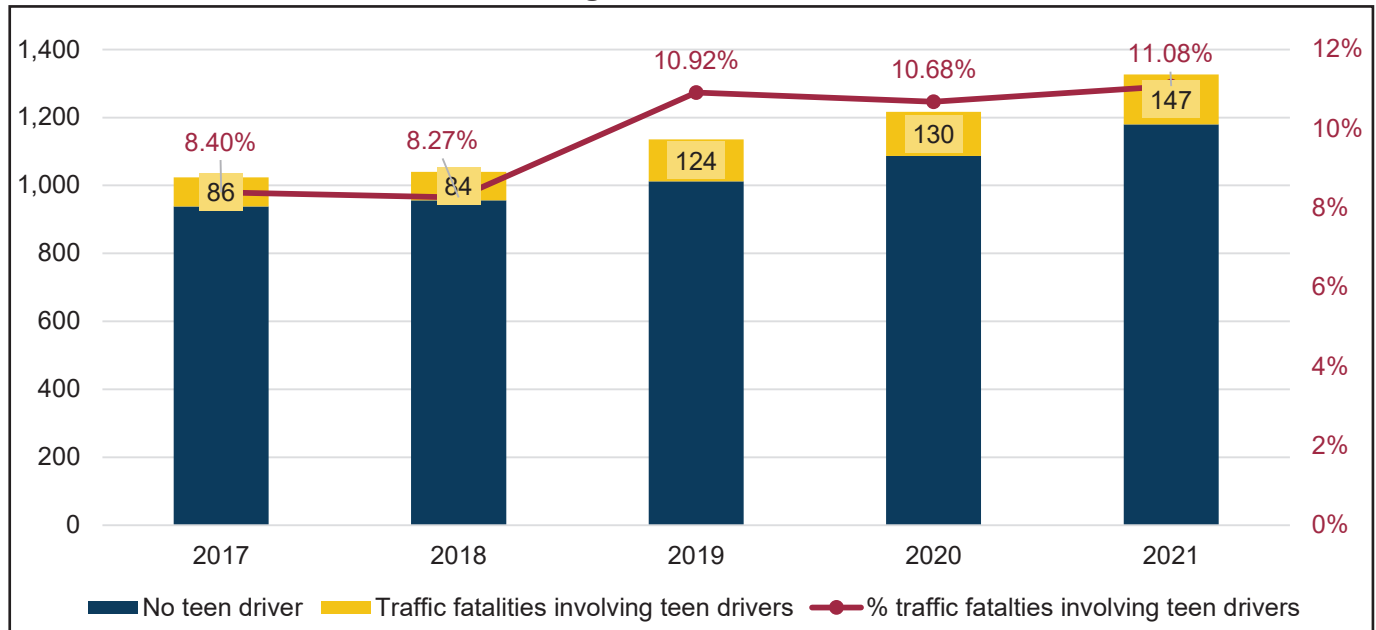


Note: Includes driver-operated vehicles only. Excludes parking lot and private property crashes as well as crashes with less than \$400 damage. Source: Tennessee Highway Patrol.

^c THP uses a category for drivers under 21 when aggregating traffic crash data and a teen driver category for traffic fatalities.

While the percentage of youth-involved crashes has decreased over the past decade, the number of traffic fatalities involving teen drivers has increased in recent years, as well as the overall number of traffic fatalities in Tennessee. There were 1,024 traffic fatalities in the state in 2017, involving 86 teen drivers. In 2021, 1,327 traffic fatalities occurred, with 147 involving teen drivers, increases of nearly 30 and 71 percent, respectively. Eleven percent of all Tennessee traffic fatalities involved teen drivers in 2021, compared to just over 8 percent in 2017.

Exhibit 3: The overall number of traffic fatalities has risen almost every year since 2017, as well as the number of fatalities involving teen drivers



Source: Tennessee Highway Patrol.

Many car insurance companies incentivize driver education by offering discounts to teen drivers who complete a course

Many factors can affect the cost of car insurance, including the driver’s safety history, vehicle type, credit score, and location. Because teen drivers are more likely to be in an accident due to their lack of experience, they are the most expensive group of drivers to insure. The national average car insurance rate for all drivers is \$1,553 per year. As of June 2022, the average annual rate for 17-year-old drivers is \$4,962 for females and \$5,661 for males.⁷

Tennessee does not statutorily require car insurance companies to offer discounts to help offset the cost of insuring teen drivers, but many car insurance providers offer discounts to teens who complete a driver education course. The discount varies by company and the multiple other factors that determine a driver’s rate. For example, State Farm’s Driving Training Discount is for young drivers who have completed an acceptable driver education course, which must be conducted by a licensed or certified instructor and include classroom instruction in basic traffic and safety rules, plus on-the-road driving experience. For unmarried individuals who are 18 years or younger, the Driver Training Discount ranges from 3 to 10 percent on bodily injury and property damage liability, medical payments, and comprehensive and collision coverage premiums.

Driver education programs in Tennessee public schools

As of March 2020, 32 states required students 18 and younger to complete a driver education program before obtaining a driver license (see Appendix B for the driver education requirements in other states). Driver education programs are less prevalent than they once were in American public schools. According to the American Driver and Traffic Safety Education Association (ADTSEA), 95 percent of students had access to public driver education in the 1970s. At the time, most states had one to five staff members supervising driver education programs.⁸ In 2019, ADTSEA reported that 10 states included driver education in the state's public school curriculum, and most of those 10 states had one person managing the state's driver education program.⁹

We do not have the numbers that we used to have taking the driver ed course, but we are still very happy to offer it to our students.

OREA survey of superintendents, July 2022.

I think it would be extremely beneficial for our students to be able to receive driver education in our schools but at this point we are using our resources to staff our academic programs and do not have extra for a driver education program.

OREA survey of superintendents, July 2022.

Tennessee does not require teenagers to complete a driver education course before obtaining a license, and most driver education programs affiliated with the Tennessee public school system are governed at the local level.^D TDOE does not employ a staff member who oversees these programs and the State Board of Education does not authorize course standards. OREA was unable to verify if education standards have ever existed.

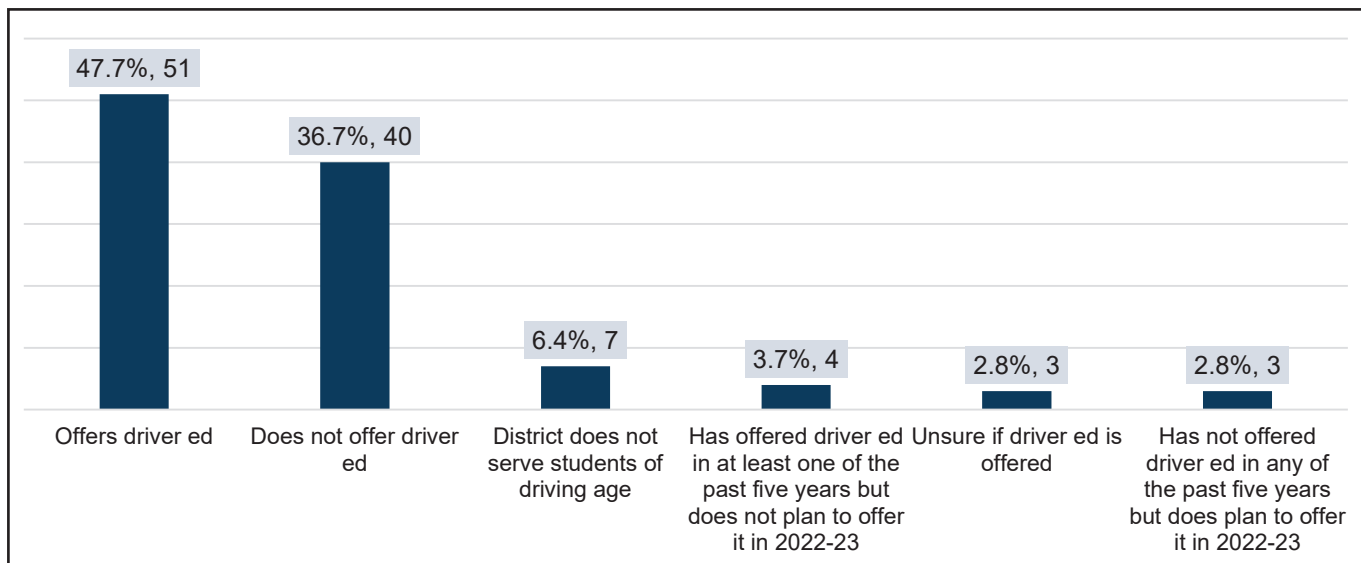
School-based driver education programs are available in many Tennessee school districts across the state, and these programs vary in their implementation from district to district. On OREA's July 2022 survey of Tennessee school district superintendents, nearly half of respondents (47.7 percent or 51 superintendents) stated that their districts have offered driver education in at least one of the past five school years and plan to offer it again in the 2022-23 school year. Around 37 percent of respondents indicated that their districts do *not* offer the course. Four districts have offered driver education in at least one of the past five years but do *not* plan to offer it in 2022-23, while three districts plan to *add* the course after not offering it for at least five years.

[We] used to offer driver ed many years ago; it ceased when the teacher retired and the cost of the vehicle changed. We are offering this course [again] as we believe it will be highly impactful for our students to be taught safe driving by an educator licensed to do so.

OREA survey of superintendents, July 2022.

^D Though Tennessee does not require a driver education course, the state does require 50 hours of behind-the-wheel practice with a parent, guardian, or driving instructor before graduating from a learner's permit to a driver license. See Appendix A for more information on Tennessee's graduated driver license program.

Exhibit 3: Driver education availability (n=108)

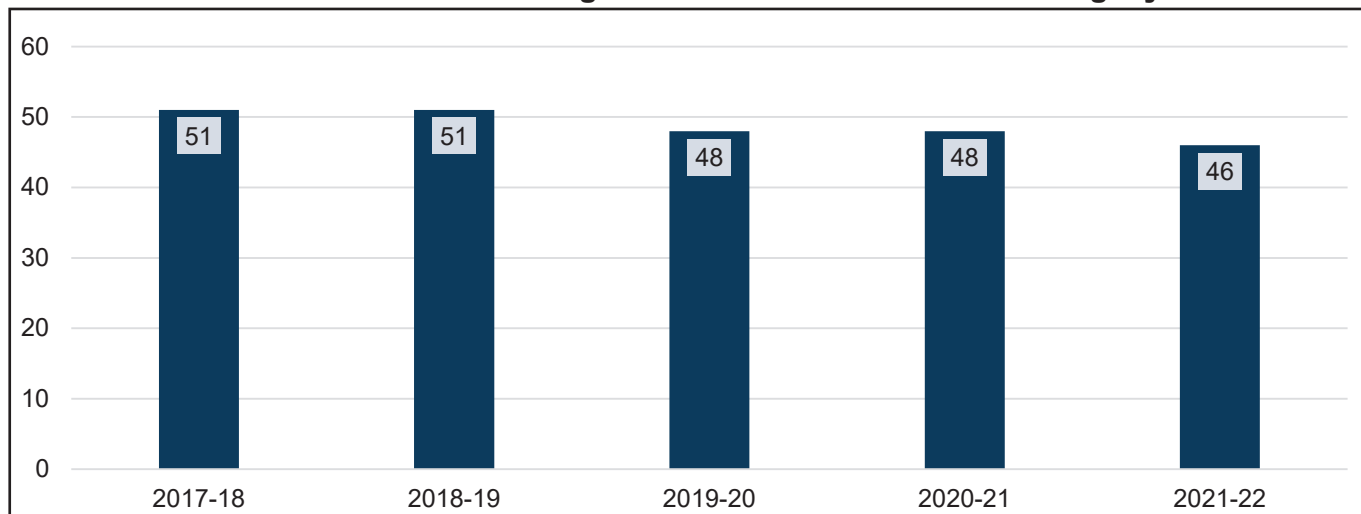


Source: OREA survey of superintendents, July 2022.

The overall number of districts offering driver education courses has decreased slightly over the past few school years

Fifty-one districts offered driver education courses in the 2017-18 and the 2018-19 school years. That number decreased to 48 for the next two school years and decreased again, to 46 districts, in 2021-22. Superintendents cited a lack of qualified teachers, decline in student interest, and effects of the COVID-19 pandemic as reasons for not offering the course in certain years. According to survey responses, the decision of whether to offer driver education is usually made at the district level.

Exhibit 4: The number of districts offering driver education has decreased slightly since 2017-18



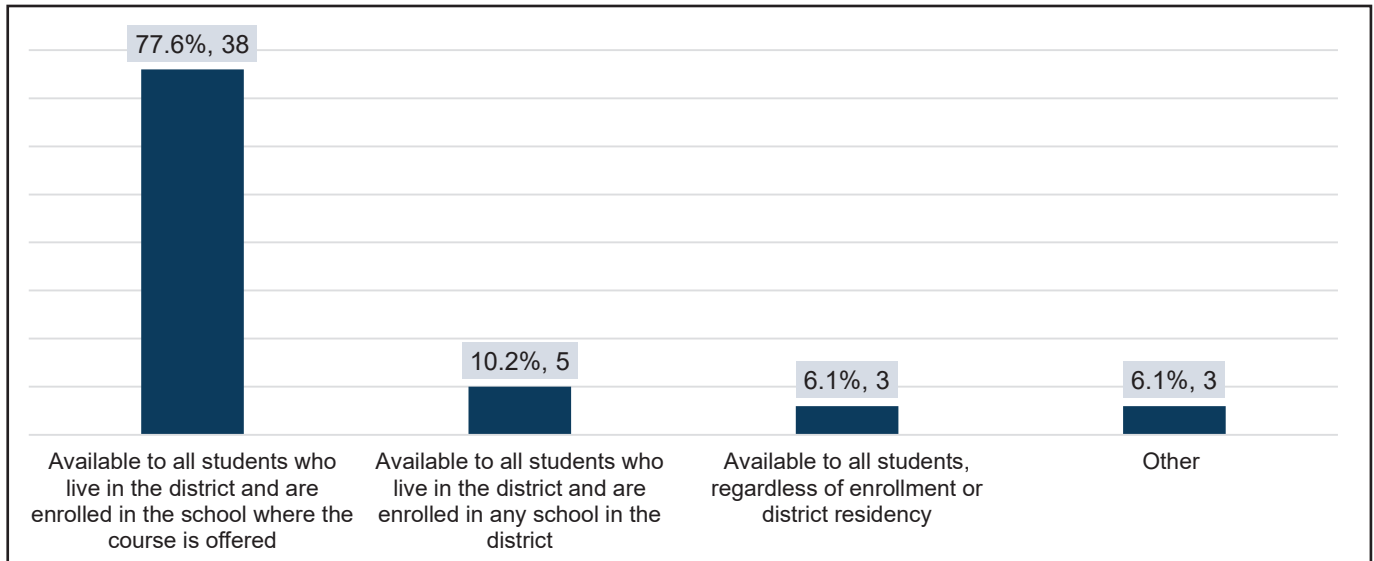
Source: OREA survey of superintendents, July 2022.

In most districts (77.6 percent of survey respondents), driver education courses are available to all students who live in the district and are enrolled in the school where the course is offered. Other districts offer driver education to all students in the district from one central location such as a virtual academy, career and technical center, or a single high school that hosts driver education for the entire district. Most survey respondents (67.9 percent or 36 superintendents) indicated that a driver education course is offered at a single high school in the district. (Several respondents represented districts that have only one high school.)

We are a large district, but we only offer the program at a single location serving multiple schools.

OREA survey of superintendents, July 2022.

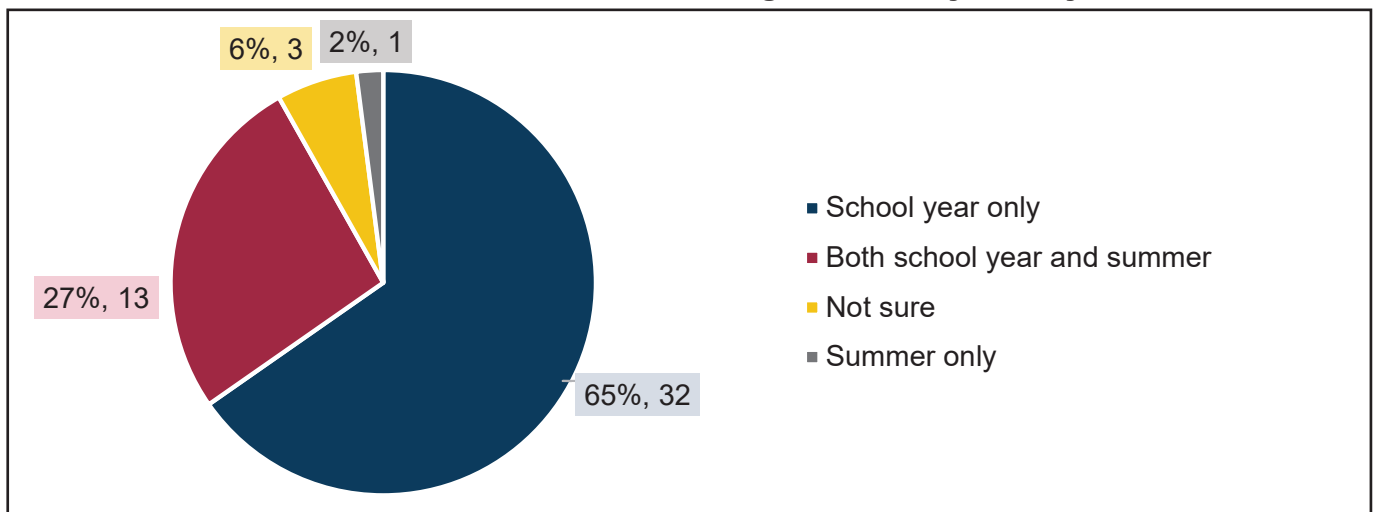
Exhibit 5: Availability of driver education to students



Source: OREA survey of superintendents, July 2022.

Nearly two-thirds of survey respondents whose districts offer driver education (32 superintendents or 65.3 percent) indicated that their districts offer the course during the school year only. The districts of 26.5 percent of respondents (13 superintendents) offer driver education in both the school year and the summer.

Exhibit 6: Most districts offer driver education during the school year only



Source: OREA survey of superintendents, July 2022.

Student participation in driver education varies by district

With [academic] requirements and dual [enrollment] college courses, most students opt not to take [driver education].

OREA survey of superintendents, July 2022.

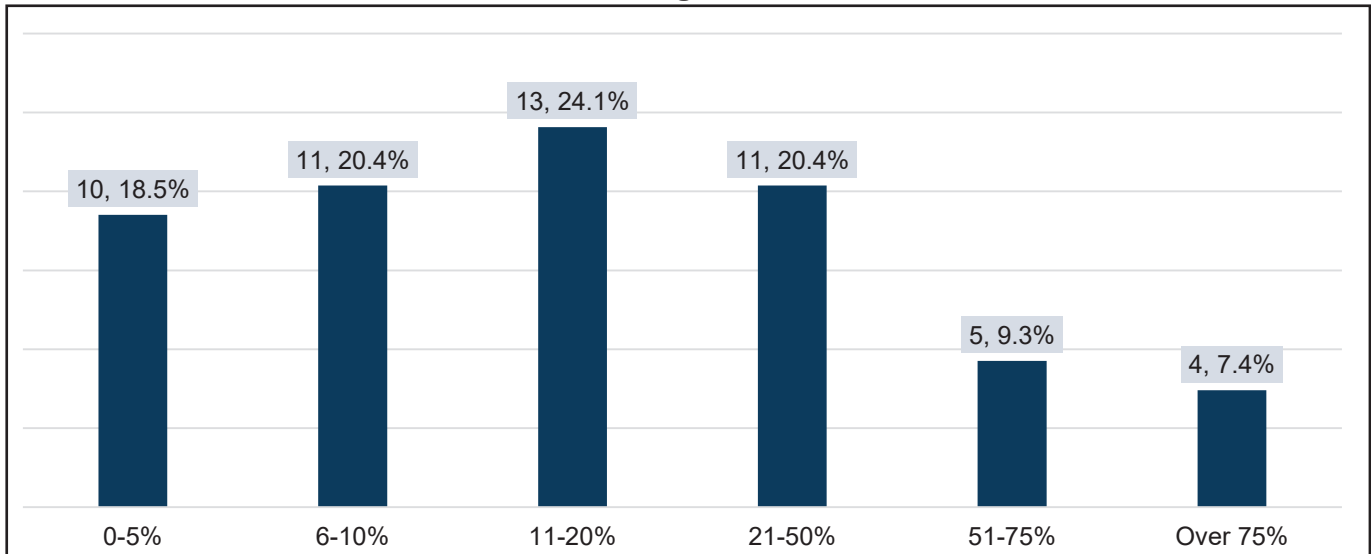
Because driver education is not a required course for high school students in Tennessee, the limited number of students who complete their district’s driver education course do so as an elective or summer school option. The rate of student participation varies from district to district. Almost a quarter of survey respondents (24.1 percent or 13 superintendents) estimated that 11-20 percent of eligible students in their district (i.e., students who are 15-18 years old) participate in driver education offered by schools in the district each year. The majority of respondents indicated that 10 percent or fewer eligible students in their districts elect to participate in the course, with 18.5 percent estimating 0-5 percent participation and 20.4 percent estimating 6-10 percent participation. Two respondents, however, commented that all or almost all students in their district complete a driver education course during their

sophomore year. In one of these districts, driver education is taught as a component of the required wellness and physical education courses. In the other district, students who choose *College and Career Readiness* as their graduation pathway have the option to take driver education to fulfill a required elective credit during their sophomore year.

[Enrollment in my district's driver education course is fully maxed out in our school year option (paired with Personal Fitness) and our summer offering. We have added an additional teacher this year who is certified and will double our summer enrollment next year.

OREA survey of superintendents, July 2022.

Exhibit 6: Almost a quarter of survey respondents estimated that 11-20 percent of their district's students take driver education through the district



Source: OREA survey of superintendents, July 2022.

Most driver education courses in Tennessee provide 30 hours of classroom instruction and six hours of behind-the-wheel training

Currently, there are few specific requirements for driver education courses specified in state law or rule.¹⁰ *TCA* 49-1-204, last amended in 1985, directs TDOE to promote and expand driver education and training courses throughout state public schools. The law specifies only that these courses include instruction dealing with the effects of the consumption of alcoholic beverages on driving abilities. The law also mandates an annual appropriation of state funds for the driver education program, in addition to earmarking funds to TDOE and TDSHS from litigation privilege taxes for the purpose of expanding driver education and promoting highway safety.¹¹ (See p. 16 for more information on litigation privilege taxes.)

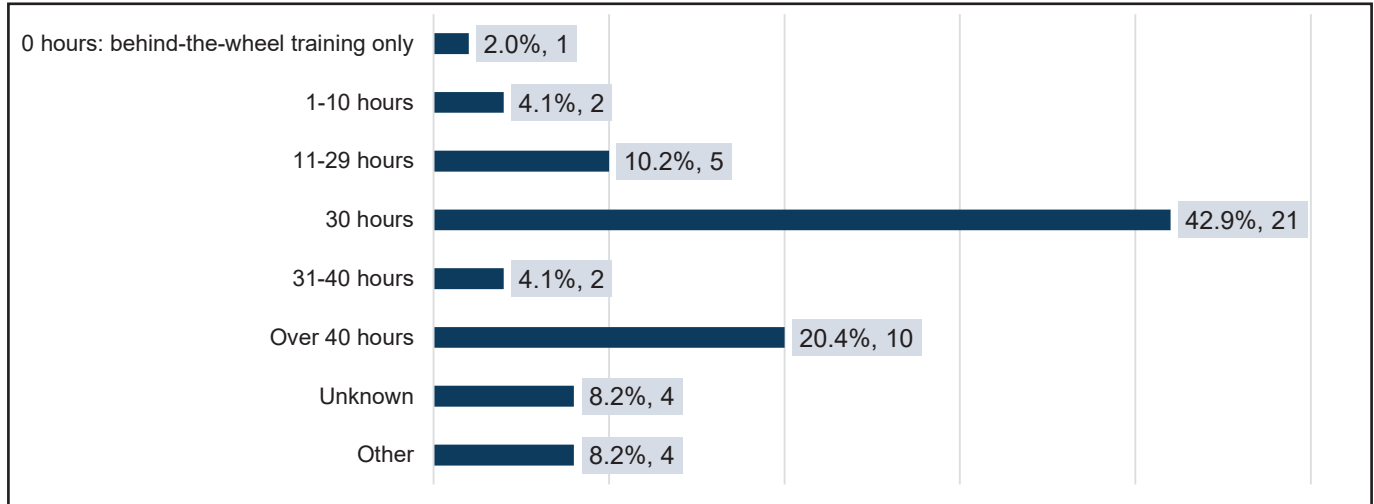
TCA 55-19-101 authorizes TDSHS to issue licenses for commercial driver training schools and licenses for instructors in the schools. Under this authority, TDSHS operates the Driver Training and Testing Program (DTTP), through which it establishes the terms and conditions required of driving schools and certified instructors. In order for instructors that are certified under DTTP to administer the Tennessee road skills test, the DTTP student must complete 30 hours of classroom instruction utilizing the current Tennessee Driver License Manual and six hours of behind-the-wheel training (two hours may be completed using a simulator).^E Public schools and instructors that are certified under DTTP are regulated by TDSHS for their driver education courses.

^E Behind-the-wheel training involves a student driver practicing skills on the road with a supervised instructor in the passenger seat.

Most courses in Tennessee offer a combination of classroom instruction and behind-the-wheel training as part of their driver education curriculum. The majority of private driver education agencies in Tennessee offer courses that include 30 hours of classroom instruction combined with six hours of behind-the-wheel training, in addition to a variety of other combinations.^{F,12}

According to the OREA survey of superintendents, most driver education courses offered by Tennessee school districts (42.9 percent) include 30 hours of classroom instruction. Twenty percent of districts provide over 40 hours of classroom instruction. More classroom instruction may occur in districts where driver education courses are taught during the school year over the course of a full semester as opposed to more condensed summer courses.

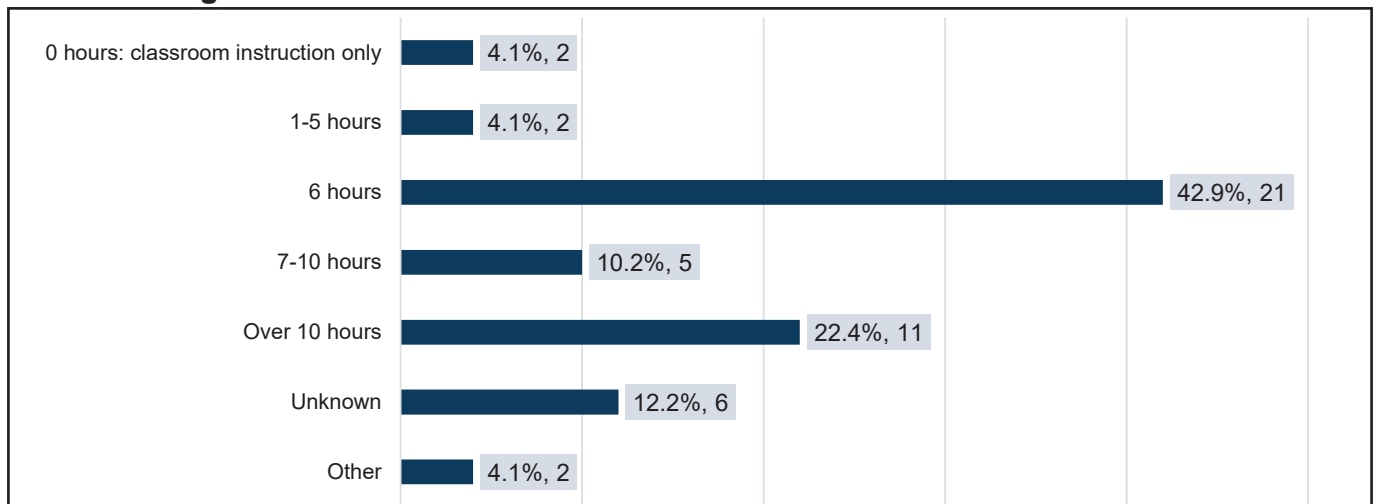
Exhibit 7: Most school-based driver education courses consist of 30 hours of classroom instruction



Source: OREA survey of superintendents, July 2022.

Most districts (43 percent) include six hours of behind-the-wheel training in their driver education courses. Some districts (according to 22.4 percent of respondents) include over 10 hours of behind-the-wheel training in their driver education courses.

Exhibit 8: Most school-based driver education courses consist of six hours of behind-the-wheel training

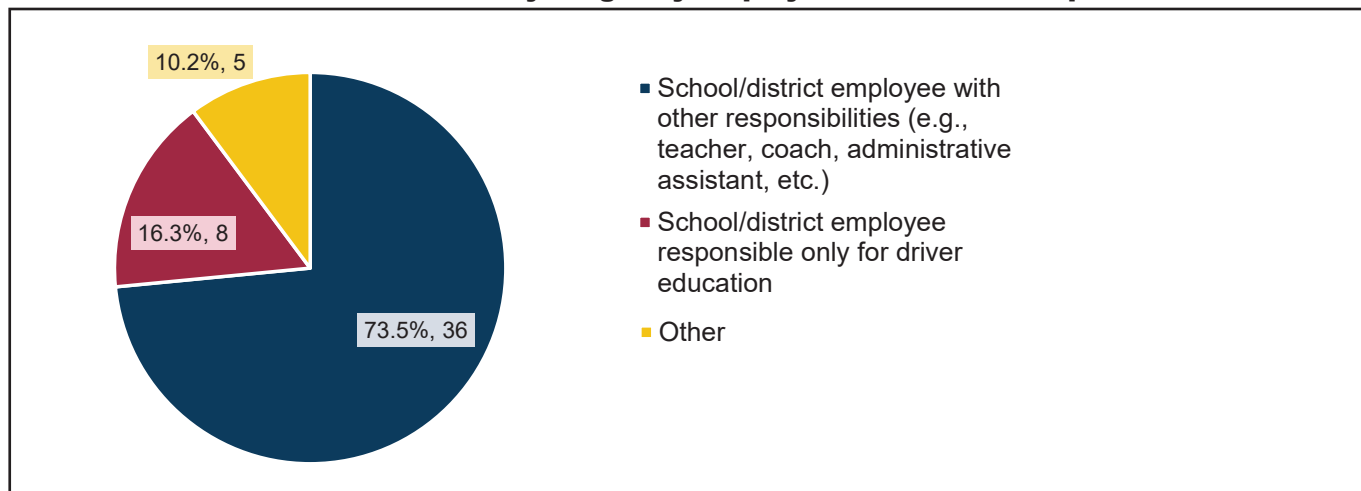


Source: OREA survey of superintendents, July 2022.

^F TDSHS has jurisdiction over any entity that charges a fee for driver training. TDSHS Rules, Chapter 1340-03-07-.02(3) states that a driver education course shall include classroom or online driver safety training of no less than four hours, which has been determined to meet or exceed the standards of the AAA, National Safety Council, or other such nationally recognized curriculum approved by TDSHS. The American Driver and Traffic Safety Education Association (ADTSEA) increased the requirements for its driver education curriculum in 2017 to include 45 hours of classroom instruction and 10 hours of behind-the-wheel training, along with 12 hours of observation time. ADTSEA defines observation time as instructional time during which teen drivers observe a behind-the-wheel lesson and receive perceptual practice in how to manage time and space for risk-reduction outcomes.

In nearly three-quarters of districts with driver education (73.5 percent or 36 survey respondents), the course is taught by a district employee who also has additional responsibilities, such as teaching other classes, coaching sports, or working in an administrative role. Eight superintendents (16.3 percent of respondents) indicated that their districts employ teachers who are responsible for driver education only. In most districts, driver education teachers use a curriculum provided by the district.

Exhibit 9: Driver education is usually taught by employees with other responsibilities



Source: OREA survey of superintendents, July 2022.

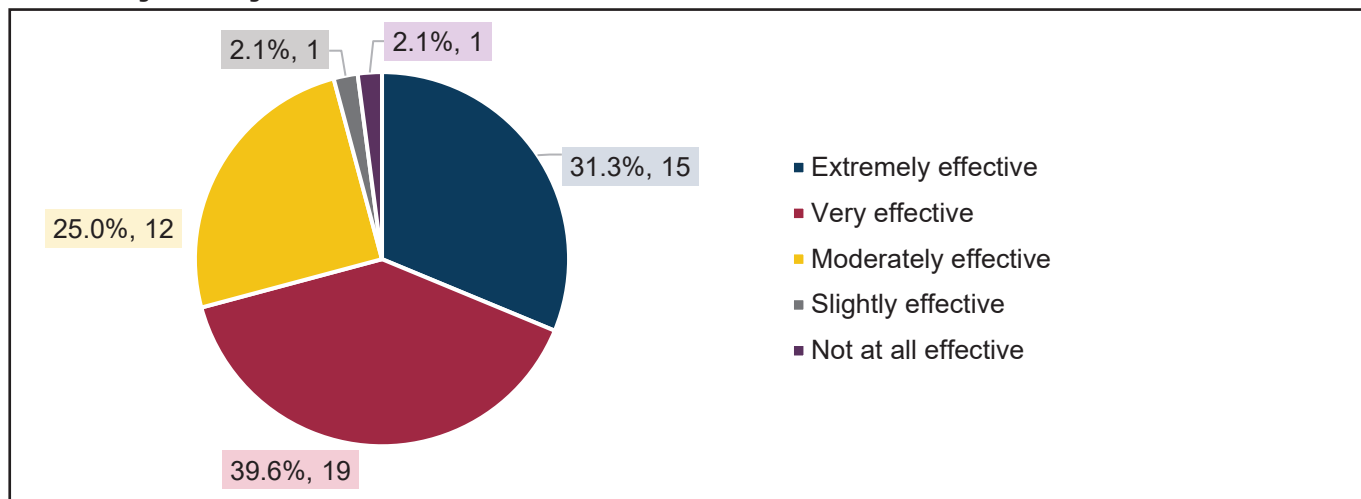
Most district superintendents think that their driver education programs are effective

We have seen a decrease in accidents by our students, and we hope to continue this trend by educating students to be safe, attentive, defensive drivers.

OREA survey of superintendents, July 2022.

The majority of superintendent survey respondents (nearly 40 percent) felt that their district’s driver education program is very effective at reducing traffic accidents and fatalities involving teen drivers, based on their observations. Another 31 percent rated their programs as *extremely* effective at doing so. Superintendents referenced positive feedback from parents, the ability of instructors to prepare students for the road, and a perceived decrease in accidents among students as reasons for their positive ratings.

Exhibit 10: Most survey respondents rated their district’s driver education programs as extremely or very effective



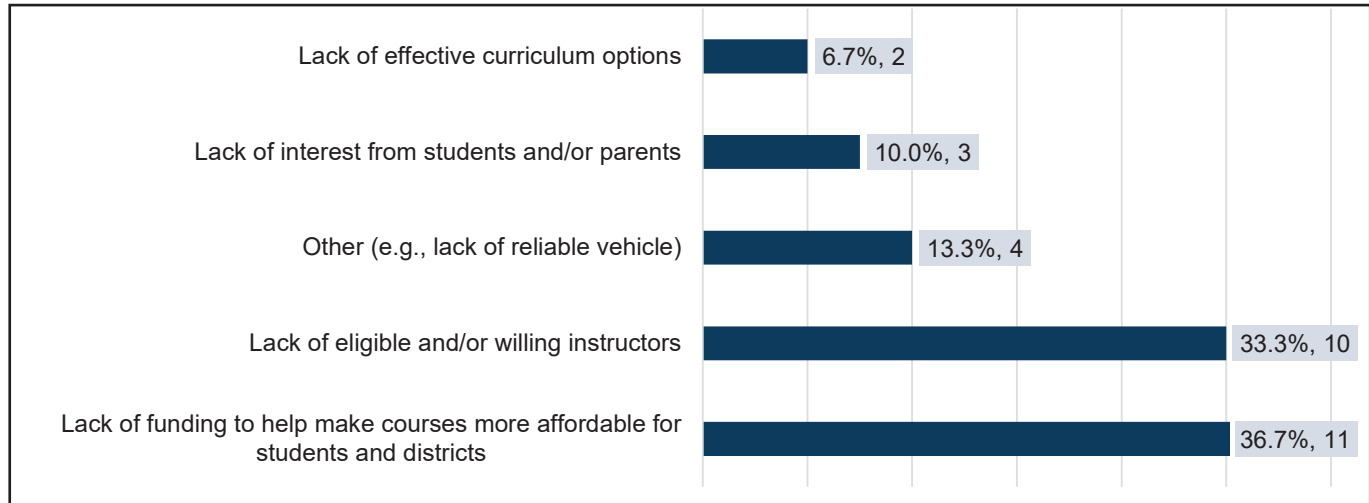
Source: OREA survey of superintendents, July 2022.

While most survey respondents felt confident in their program's effectiveness, not all students may have access to driver education due to certain barriers. Almost 37 percent of respondents cited a lack of funding and 33 percent cited a lack of eligible or willing instructors as barriers in their districts. Others cited barriers such as a lack of interest from students and/or parents, a lack of effective curriculum options, or a lack of a reliable vehicle.

Additional vehicles are needed along with another instructor to serve the number of requests from students for this course.

OREA survey of superintendents, July 2022.

Exhibit 11: Superintendents cited a lack of funding and lack of instructors as their main barriers to providing adequate driver education



Source: OREA survey of superintendents, July 2022.

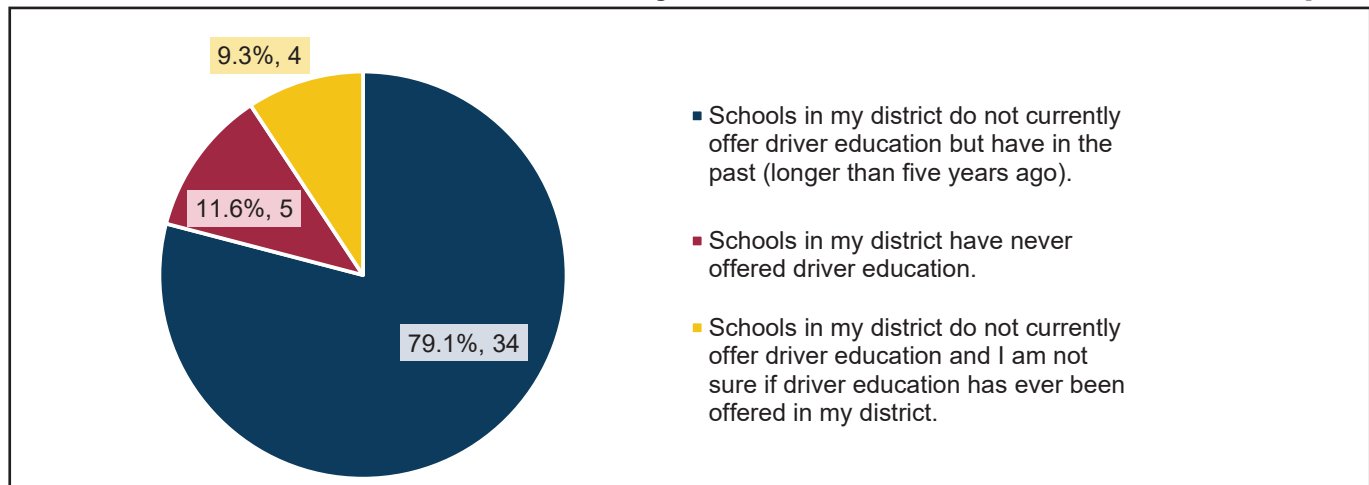
Most districts that do not offer driver education cite a lack of funding as the main impediment

Nearly 40 percent of survey respondents (43 superintendents) stated on the OREA survey that their districts have not offered driver education in any of the past five school years. Three of those districts indicated that their districts *do* plan to offer the course during the 2022-23 school year. Over 79 percent of the districts that did not offer driver education at the time of the survey have offered it at some point in the past, but it was longer than five years ago.

If the state wants to fully fund a position for [driver education], we will be more than happy to add it.

OREA survey of superintendents, July 2022.

Exhibit 12: Most districts that do not currently offer driver education have offered it in the past



Source: OREA survey of superintendents, July 2022.

Funding concerns was the most common reason cited by survey respondents (29 of 43 superintendents) for why their districts do not offer driver education (e.g., costs of paying an instructor, insurance, vehicle maintenance, etc.). Some said that they have chosen to prioritize their funding for areas they view as of greater importance, particularly those related to academics and graduation requirements.

The already mandated requirements for coursework in high school are priority areas. Recurring cost is also a consideration.

OREA survey of superintendents, July 2022.

We lost our teacher for driver education and couldn't get a certified teacher, so we had to stop the program.

OREA survey of superintendents, July 2022.

Fourteen survey respondents cited a lack of certified staff as the reason driver education courses are not offered by their districts. Two respondents commented that their districts stopped offering the course after the teacher in their district certified to teach driver education retired and there was no one else available. Some commented that it is difficult to find teachers certified to teach it, and one mentioned that the certification process is costly and extensive. SBE policy 5.502

requires driver education teachers to hold a valid Tennessee educator license and complete at least 10 semester hours of driver and traffic safety education that includes basic and advanced driver and traffic safety education and first aid and emergency medical service.

Other reasons mentioned by survey respondents included a lack of student interest, issues with insurance liability on districts and schools, logistical problems (e.g., scheduling, no one to monitor students in the classroom while others are doing on-the-road training, etc.), academic priorities (e.g., no room in schedule for driver education due to other required courses), and the availability of courses from external private agencies.

[Reasons for not offering driver education include] cost of vehicles, cost of insurance, [and the] complexity of the structure of class.

OREA survey of superintendents, July 2022.

Exhibit 13: Superintendents cited a number of reasons for not offering driver education in their districts



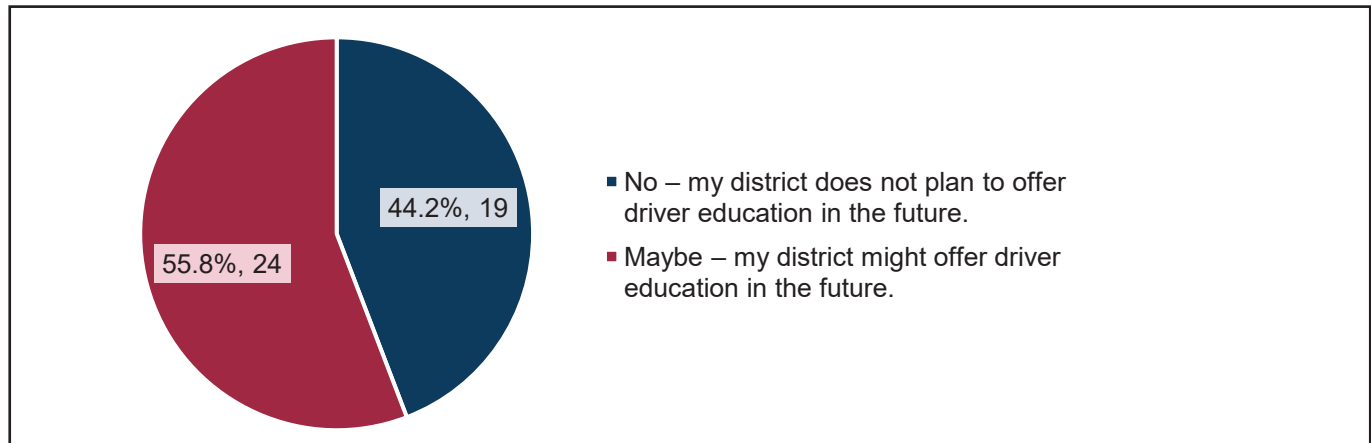
Source: OREA survey of superintendents, July 2022.

We pursued a lot of options, but the challenges we met did not seem to be worth the process [of offering a driver education program].

OREA survey of superintendents, July 2022.

When asked if their districts had plans to offer driver education in the future, over half of survey respondents (24 of 43 superintendents) answered that their districts *might* offer it. The remaining respondents indicated their districts do not plan to offer driver education in the future. Ten superintendents commented that they would consider adding the course if adequate funding were made available.

Exhibit 14: Over half of districts that do not currently offer driver education indicated that they may do so in the future



Source: OREA survey of superintendents, July 2022.

District funding for driver education

Several factors feed into how much a driver education course may cost a district to offer, including the costs of paying an instructor, insurance, vehicle maintenance, and more. OREA asked superintendents to estimate the total costs to their district per year for driver education courses. Thirty-eight survey respondents provided a broad range of estimates from \$0 to \$453,807 in annual costs. Eleven superintendents were unsure about costs.

We only subsidize the program through local revenue. Students have an opportunity to participate in the program during the school year free of charge.

OREA survey of superintendents, July 2022.

Survey respondents were also asked to estimate the cost of driver education for their district *per student*. Thirty-three superintendents estimated that it costs their districts anywhere from \$0 to \$2,000 per student to provide driver education. Sixteen superintendents were not sure how much driver education costs per student.

Because the range of estimates provided on the superintendent survey was so broad, it is possible that the respondents were unclear about how much driver education costs their districts.

Most districts with driver education offer courses to students free of charge

The course is offered as an elective within the available courses at the high school. There are no fees associated with this class and the instructor is a licensed teacher with the driver education endorsement.

OREA survey of superintendents, July 2022.

Over three-quarters of survey respondents from districts that offer driver education (38 of 49 superintendents) reported that their districts offer the course free of charge to all students. In these cases, any costs associated with the course are likely covered by the district through its state or local funding. Five respondents' districts charge students \$1-100, and two districts charge students \$201-300.

Three respondents stated that driver education is offered as a free elective during the regular school year, but students are charged a fee (ranging from \$50-\$150) for summer courses to help offset the cost of teachers. One superintendent shared that while the district charges a fee for driver education, no one is *required* to pay, which is the policy for all student fees in the district.^G

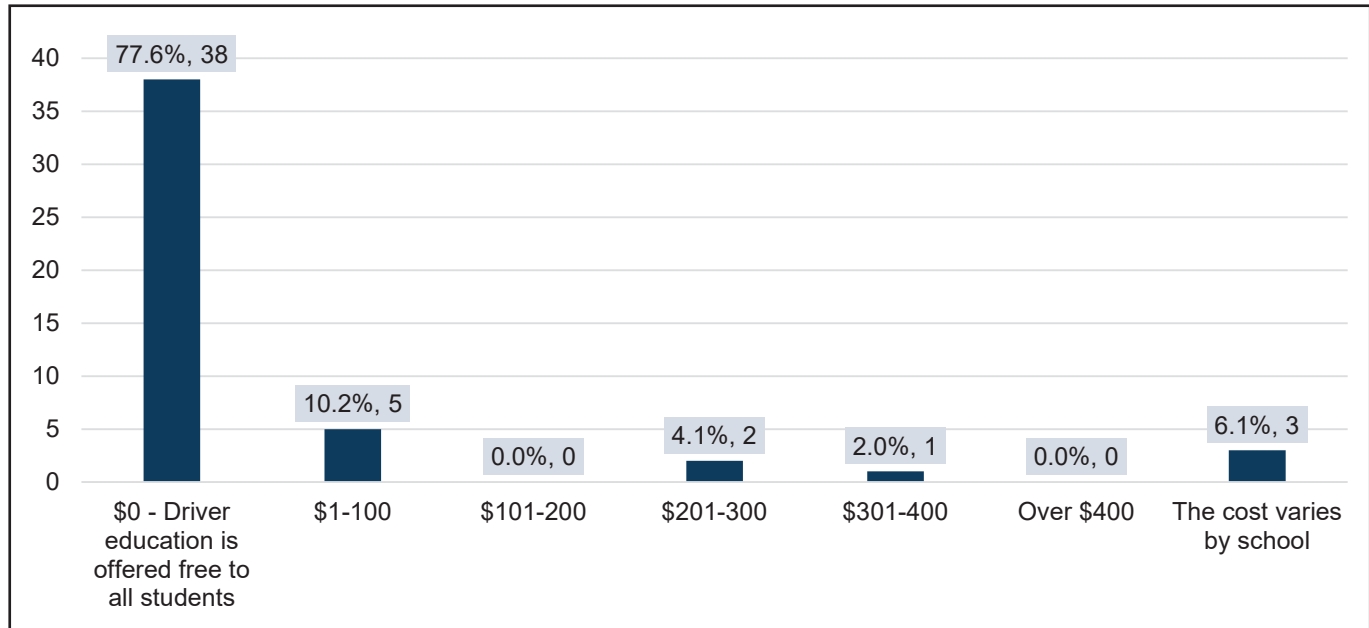
^G State Board of Education Rule 0520-01-02-.16 (a) prohibits requiring students to pay fees “as a condition of attending a public school or using its equipment while receiving educational training.”

According to State Board of Education Rules, Chapter 0520-01-02-.16, districts may adopt a policy requesting, but not requiring, certain school fees of students for activities that occur during regular school days or in the summer.¹³ Based on this rule, districts cannot require students to pay a fee for driver education. In two districts, an optional fee is assessed (\$5 in one district and \$20 in another), but since few students pay the fee, the course is free to the majority of students.

During the school year, the fees are minimal; however, when driver ed is taken during the summer, a fee of \$150 is assessed.

OREA survey of superintendents, July 2022.

Exhibit 15: Most districts with driver education offer courses to students free of charge (n=49)



Source: OREA survey of superintendents, July 2022.

A portion of litigation privilege tax revenue is earmarked for driver education

Driver education is not specifically mentioned in Tennessee’s current BEP funding formula or the recently passed TISA plan, but districts may choose to allocate K-12 funding formula resources toward driver education. Additionally, a portion of litigation privilege tax revenue is earmarked for driver education. Tennessee imposes privilege taxes on litigation instituted in all criminal and civil cases in the state, with the amount dependent on the court and type of case.¹⁴ See Appendix C for details on what courts and cases are subject to litigation privilege taxes.

Tennessee state law allocates a percentage of litigation privilege tax revenue to 14 different funds, grants, and programs.¹¹ The dedication of a portion of such revenues toward driver education was first established in 1981 with the passage of Public Chapter 488. At that time, 11.31 percent of litigation privilege tax revenues were allocated to driver education, with 75 percent of the amount allocated to TDOE and the remaining 25 percent allocated to TDSHS.¹⁵ The General Assembly reduced the percentage of litigation privilege tax revenues earmarked for driver education through subsequent amendments to the law before the current percentage allocation was set in 2005.¹⁶

Current law mandates that 4.4430 percent of litigation privilege tax revenue be credited to a separate reserve account to be split between TDOE (75 percent) and TDSHS (25 percent) to promote and expand driver education through Tennessee public schools and to promote safety on the highways.¹⁷ Additionally, 2.7747

¹¹ See Appendix D for a breakdown of all litigation privilege tax allocations.

percent of the litigation privilege tax proceeds are credited to a separate general fund reserved for use only by TDOE to promote and expand driver education.¹⁸

In FY 2022, TDOE received an average of \$87,511.34 per month through litigation privilege taxes for an annual total of \$1,050,136.10. TDSHS received an average of \$15,916.82 per month for a total of \$191,001.84.

Exhibit 16: Distribution of litigation privilege tax proceeds designated to promote and expand driver education and/or to promote highway safety | FY 2022

Collection month	TDOE		TDSHS
	<u>67-4-606(a)(14)</u> 100% of the 2.7747% of privilege tax proceeds credited to separate general fund reserve to be used only by TDOE to promote and expand driver education	<u>67-4-606(a)(2)(A)</u> 75% of the 4.4430% of privilege tax proceeds designated to promote and expand driver education and highway safety	<u>67-4-606(a)(2)(B)</u> 25% of the 4.4430% of privilege tax proceeds designated to promote and expand driver education and highway safety
July 2021	\$43,936.56	\$52,765.20	\$17,588.40
August 2021	\$39,710.77	\$47,690.27	\$15,896.76
September 2021	\$41,951.34	\$50,381.07	\$16,793.69
October 2021	\$39,018.59	\$46,859.01	\$15,619.67
November 2021	\$39,335.81	\$47,239.98	\$15,746.66
December 2021	\$40,378.45	\$48,492.12	\$16,164.04
January 2022	\$33,572.28	\$40,318.32	\$13,439.44
February 2022	\$35,154.09	\$42,217.98	\$14,072.66
March 2022	\$39,096.61	\$46,952.71	\$15,650.90
April 2022	\$48,530.61	\$58,282.38	\$19,427.46
May 2022	\$35,261.80	\$42,347.32	\$14,115.77
June 2022	\$41,183.68	\$49,459.15	\$16,486.38
	\$477,130.59	\$573,005.51	
FY 2022 total	\$1,050,136.10		\$191,001.84

Source: Tennessee Department of Revenue.

The law does not specify how these funds must be used to promote and expand driver education and promote highway safety. TDSHS uses its allocated funds to promote safety education in schools and promote highway safety by purchasing promotional materials and paying for salaries and benefits of employees that assist in these areas.

TDOE distributes litigation privilege tax revenue to districts that offer driver education to use at their discretion. To determine how funds will be dispersed, TDOE divides the total amount of revenue the department receives (\$1,050,136.10 in FY 2022) by the total number of students enrolled in driver education courses across the state, as reported by districts through the department’s Education Information System (EIS). The resulting amount is used to distribute funding to districts based on the number of students enrolled in the districts’ driver education courses.

For example, the per-student allocation for all students enrolled in driver education in Tennessee during the 2021-22 school year was \$86.89. Four students were enrolled in Union County driver education in 2021-22, so the district received a total of \$347.56 from the state. In Rutherford County that year, 3,141 students were enrolled in driver education, resulting in \$272,921.49 for the district. See Appendix E for a complete list of districts receiving funding from litigation privilege taxes for driver education.

Exhibit 17: Ten districts with highest number of students participating in driver education | 2021-22

District	Student count	Allocation
Rutherford County	3,141	\$272,921.49
Knox County	858	\$74,551.62
Sevier County	571	\$49,614.19
Washington County	438	\$38,057.82
Bradley County	370	\$32,149.30
Cocke County	317	\$27,544.13
Greene County	281	\$24,416.09
Bristol City	279	\$24,242.31
Bedford County	277	\$24,068.53
Dyer County	266	\$23,112.74

Source: Tennessee Department of Education.

Districts that do not offer driver education do not receive such revenues. Most of the survey respondents whose districts do not offer driver education indicated that they do not receive dedicated state funding for it.¹ Because the driver education funds allocated through litigation privilege taxes are dependent on student enrollment, these districts would not receive funding without offering the course.

Two respondents to the superintendent survey indicated that their districts offer driver education, but they were not on the list of districts receiving funding from litigation privilege taxes. According to TDOE, if a district uses an incorrect course code for driver education in the EIS (e.g., using the course code for study hall instead), their students would not be counted for funding. It is not clear if this error applies to these two survey respondents.

Because these funds are dependent on litigation privilege tax revenue (which changes from year to year) and are allocated on a per student basis among all districts offering driver education, district allocations fluctuate.¹ An increase in the number of students enrolled in driver education in a year when litigation privilege tax revenues remained the same or decreased would lower the amount of funding received by districts.

Districts also use other funding sources to offset the cost of driver education

Our district receives a car for temporary use during the driver education course. The vehicle is donated by a local dealership. The district supplies the gasoline and oil change.

OREA survey of superintendents, July 2022.

In districts where the allocations received from litigation privilege taxes do not fully fund the driver education program, other funding sources must be utilized. As with other programs, districts may allocate local funding such as local tax revenue or city or county allocations to cover any additional costs of driver education. In some cases, the cost of driver education may be supplemented in other ways, such as charging fees to students or acquiring a donated vehicle through a local dealership.

Additional funding may also be available to students or districts in the form of private grants. For example, the Hagerty Drivers Foundation, launched by the Hagerty Insurance Agency and Drivers Club in 2021, provides programs and financial support in car culture, education, and innovation. The foundation’s *License to the Future* program offers grants of up to \$500 to young drivers to cover the cost of driver education. The grant is

¹ Seven superintendents indicated that they were unsure if their districts received state funding earmarked for driver education. None of the seven districts appeared on the list of districts that received a portion of the litigation privilege tax revenue.

¹ See Appendix F for the estimated annual litigation privilege tax revenue for each year since 2017, as projected in Tennessee state budget documents.

open to students ages 14-18 who apply through an online form in which they submit either a 300-word essay or a one-minute video answering the question, “Why are you excited to drive?” The program provided 175 grants in 2020 and approximately 200 grants in 2021 to students across the United States and Canada.

Other potential funding sources for driver education

Title I

One alternative source of funding that has been proposed by lawmakers to help cover or offset the cost of driver education is Title I funds. Title I was originally passed as part of the Elementary and Secondary Education Act of 1965, last reauthorized as the Every Student Succeeds Act (ESSA) of 2015. The program provides financial assistance to districts for children from low-income households to help ensure that all children meet challenging state academic standards and receive fair, equitable, high-quality education. Title I allocations are determined by combining four formulas to allocate funds to districts with more significant numbers and higher concentrations of students in poverty.

All school districts in Tennessee receive Title I funding. In FY 2021, the state’s school districts were allocated \$304 million from Title I. School districts have some discretion in how their Title I funds are distributed, operating either as targeted assistance or schoolwide programs. Targeted assistance schools identify students who are at risk of not meeting the state’s content and performance standards and provide individualized instructional programs to the identified students to assist them in meeting the state’s standards. In a Title I Targeted Assistance Program, funds may be spent on allowable Title I activities for participating, targeted Title I students, their teachers, and families. Activities and interventions must be aligned with the program plan for providing services to eligible students based on educational needs.

Schools in which children from low-income families make up at least 40 percent of enrollment are eligible to use Title I funds to operate schoolwide programs that serve all children in the school to raise the achievement of the lowest-achieving students. In a Title I Schoolwide Program, funds may be spent on allowable Title I activities for any student, teacher, and family of students enrolled in the school. Activities and interventions must be aligned with the schoolwide plan, strategies, and interventions based on a comprehensive needs assessment.

Driver education availability and participation in Tennessee Title I schools

As of July 2022, there were 183 designated Title I schools serving students of driving age (i.e., students in grades 10-12) in 67 Tennessee school districts.^k TDOE does not collect data on which schools offer driver education, only districts, so an accurate number of Title I schools that offer driver education is unavailable. On the OREA survey of superintendents, 26.5 percent of respondents stated that driver education is offered in Title I schools in their districts.

On OREA’s survey of Title I school principals, 41 percent of respondents (representing 25 schools) indicated that their schools have offered driver education in at least one of the past five school years and are offering it in the 2022-23 school year.^l All but one of those principals stated that their school offers the course during the school year only, not in the summer. Just over half of respondents (55.7 percent or 34 schools) shared that their schools have not offered driver education in any of the past five school years and they are not offering it in 2022-23.

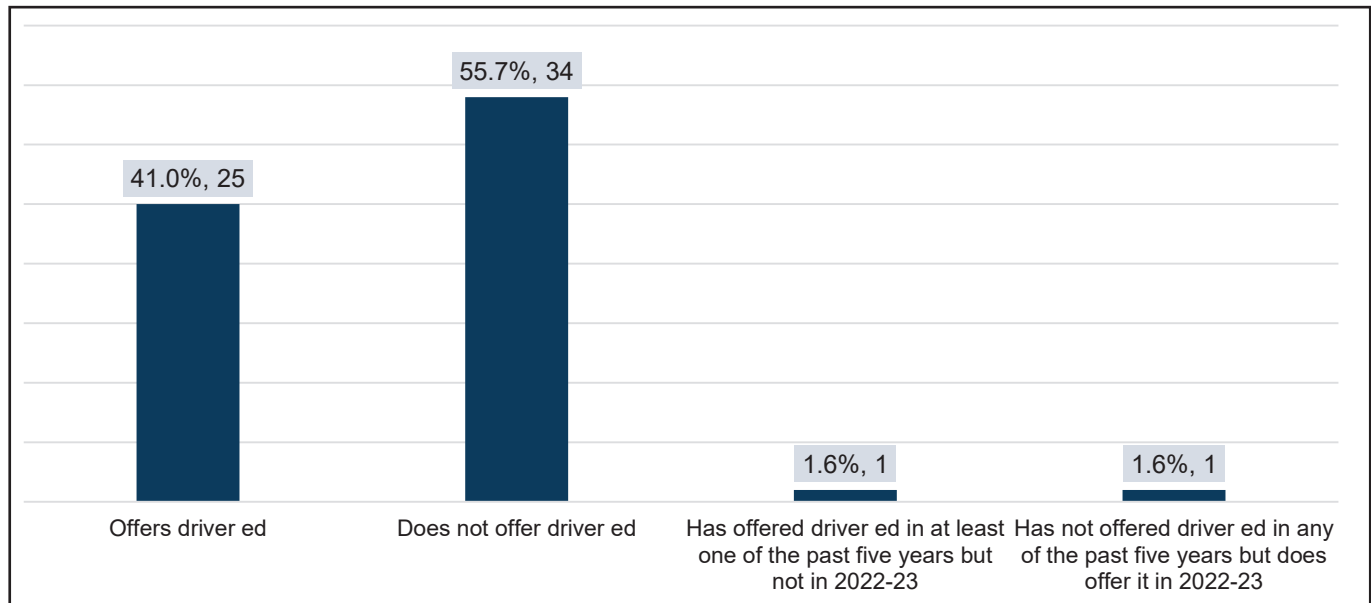
Although we have a driver education program in our school, the school system does not offer it. We partner with a local program and allow them to use our facility to hold classes.

OREA survey of Title I principals, September 2022.

^k See Appendix G for a list of all Title I schools in Tennessee that serve students of driving age (i.e., students in grades 10-12).

^l OREA distributed the survey to principals of Title I schools that serve students of driving age (i.e., grades 10-12).

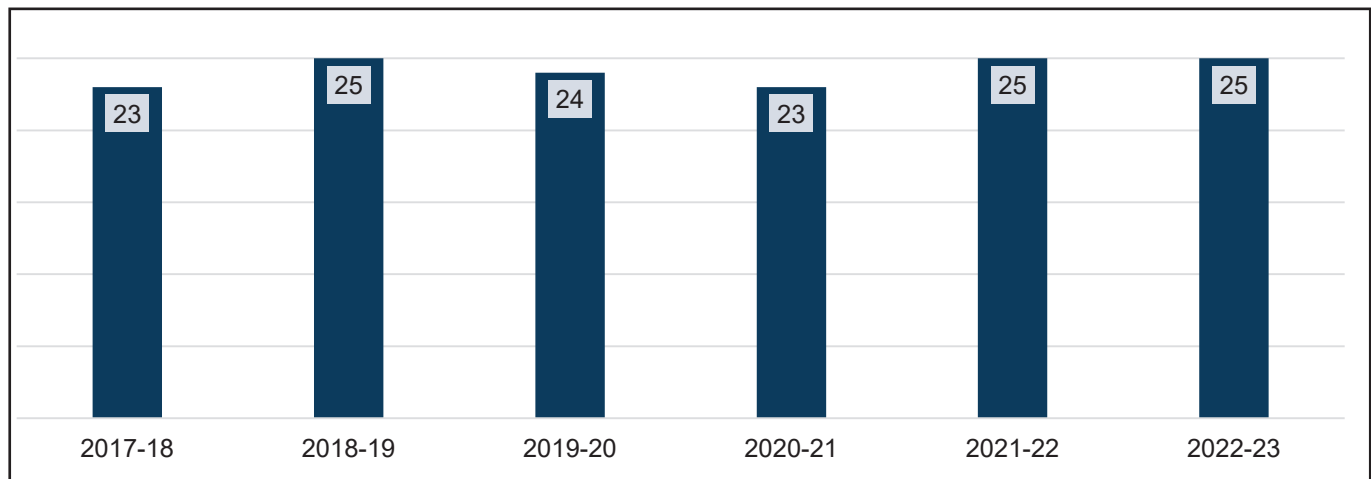
Exhibit 18: Over half of the Title I schools represented by respondents on the OREA survey do not offer driver education



Source: OREA survey of Title I principals, September 2022.

The number of Title I schools that offer driver education has remained steady since 2017-18, when 23 of the survey respondents said their schools offered the program. Twenty-five Title I schools are offering driver education during the 2022-23 school year. Two principals shared that their schools did not offer the course during one or both of the 2019-20 or 2020-21 school years due to the COVID-19 pandemic.

Exhibit 19: Driver education availability has remained steady in Title I schools since 2017-18



Source: OREA survey of Title I principals, September 2022.

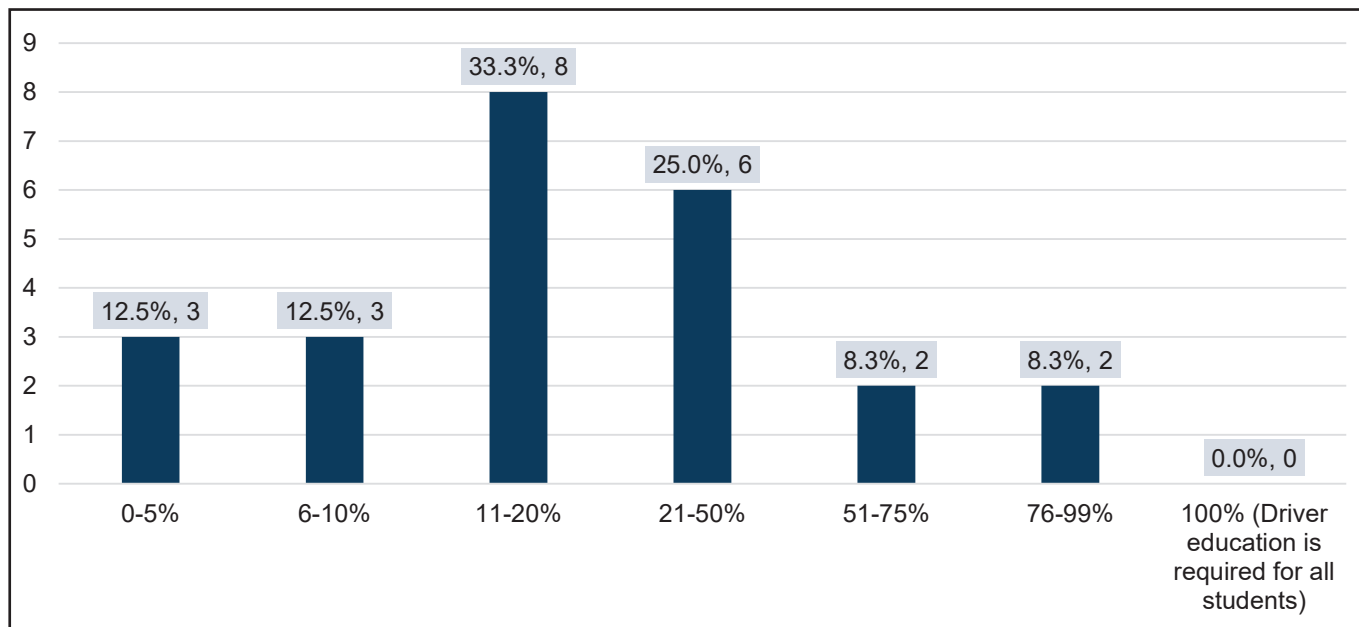
Nearly one-third of the principals whose schools offer driver education indicated that 11-20 percent of their eligible students (i.e., students age 15-18) participate. Almost a quarter of respondents (six principals or 24 percent) stated that 21-50 percent of their students participate in driver education. Two principals shared that driver education is a requirement at their schools, so their participation rate is high. Several respondents stated that their participation rate would likely be higher, but availability is limited due to lack of staff or schedule conflicts.

We are a small school whose primary mission is to graduate students on time, and they may not be able to fit [driver education] into their schedules.

OREA survey of Title I principals, September 2022.

Two principals shared that driver education is a requirement at their schools, so their participation rate is high. Several respondents stated that their participation rate would likely be higher, but availability is limited due to lack of staff or schedule conflicts.

Exhibit 20: Most Title I principals estimated an 11-20 percent participation rate for driver education at their schools



Source: OREA survey of Title I principals, September 2022.

Six principals whose Title I schools offer driver education shared that they have encountered some barriers to providing adequate driver education to students. Four of these respondents cited a lack of eligible and/or willing instructors as a barrier, with one echoing the thoughts of a superintendent who described the certification process for driver education as costly and extensive.

The teacher who teaches driver education is also the P.E. teacher. We cannot provide adequate sections of driver education due to the teacher also teaching other classes. The solution would be for the [state] to fund a position for driver education.

OREA survey of Title I principals, September 2022.

Possibility of using Title I funds for driver education

According to TDOE, a school may use Title I “to support any reasonable activity designed to improve its educational program as long as it is consistent with the school’s needs and plan.” A school’s planning team prioritizes identified needs and determines where funds are best utilized. A TDOE representative stated that if driver education is identified as a priority need, it is allowable to file that expense under Title I. The department does not recommend, however, referring to an automobile used for driver education as education materials, instead recommending budgeting the expense in the same way it does for other regular instructional equipment.

On the OREA survey of superintendents, nearly 94 percent of respondents (46 superintendents) whose

Our schools are providing every other service (counseling, enrichment, remediation, care closets, food pantries, etc.). [Driver education] is a liability that should be addressed in the community, not the school.

OREA survey of Title I principals, September 2022.

districts offer driver education said that their districts do not currently use Title I funds to cover or offset the cost of the course. The remaining three respondents were not sure if their district used these funds. On the survey of Title I principals, nearly 57 percent of respondents whose schools offer driver education (13 principals) stated that their schools do not use federal

Title I funds to cover or offset the cost of driver education for their students. The remaining respondents (43.5 percent or 10 principals) were unsure if their schools did.

Several respondents on the Title I principals survey were unsure of the cost of driver education for their school, likely because the funding is allocated from multiple funding sources at the district level. Eighteen principals said that they paid for the program using funding allocated by the district that is earmarked specifically for driver education. Another four said that they use local donations or resources such as cars donated by a local dealership or oil changes performed by a CTE class.

Regardless of what funding is being used, the Title I principals survey echoed the responses on the survey of superintendents regarding the cost of driver education to their students. Most Title I school principals whose schools offer driver education (87 percent or 20 respondents) shared on the survey that their schools do not charge students to take the course. Three principals indicated that their school charges a \$1-100 fee for the course, which two said was \$5 at their schools.^M

Driver education is needed at our school. We are in a very low socio-economic area and some of the parents do not provide training for their kids. In order for these kids to become a success in life, they need to know how to drive and we are glad to provide the training for them.

OREA survey of Title I principals, September 2022.

Title I schools without driver education

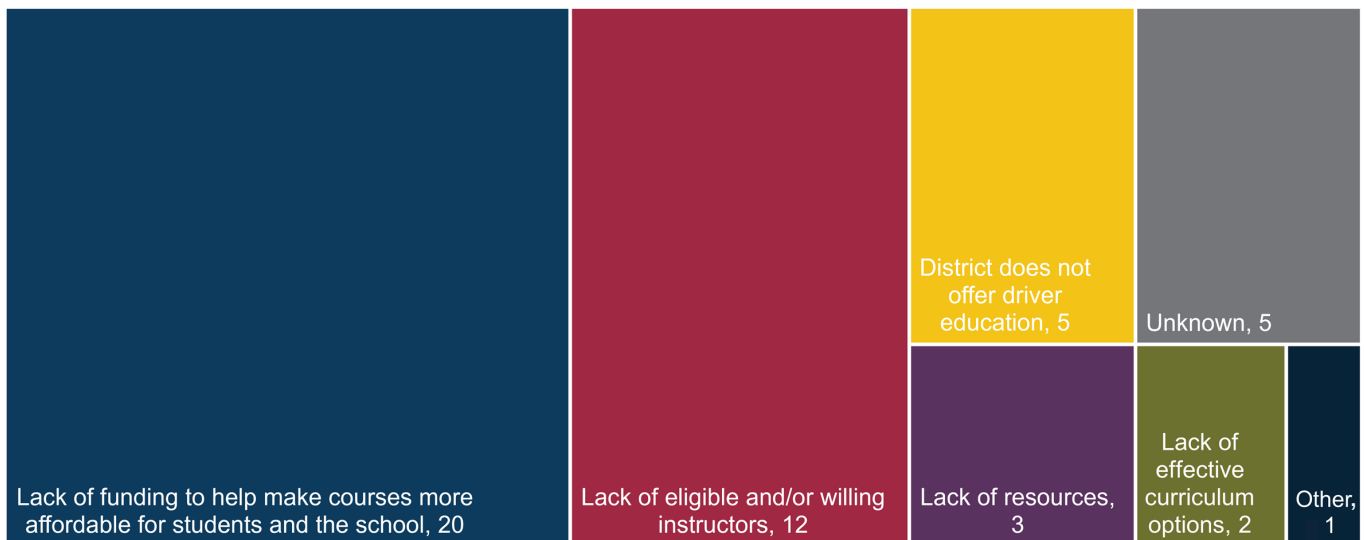
Thirty-four Title I school principals shared on the survey that their school does not currently offer driver education and has not offered it in any of the past five school years. Of those respondents, 14 of their schools (41.2 percent) have offered the course in the past, but longer than five years ago. Eleven principals (32.4 percent) stated that their schools have never offered driver education.

We would love to offer driver education and other services like this. Funding is an issue, but if we can overcome this hurdle we would offer it in a heartbeat.

OREA survey of Title I principals, September 2022.

Similar to responses on the survey of district superintendents, most principals whose Title I schools do not offer driver education cited a lack of funding as a reason for not offering the course. Twelve respondents stated that they do not have enough eligible and/or willing instructors to staff the program, and five said that their district as a whole does not offer driver education.

Exhibit 21: Lack of funding was the top reason cited by Title I principals for not offering driver education at their schools

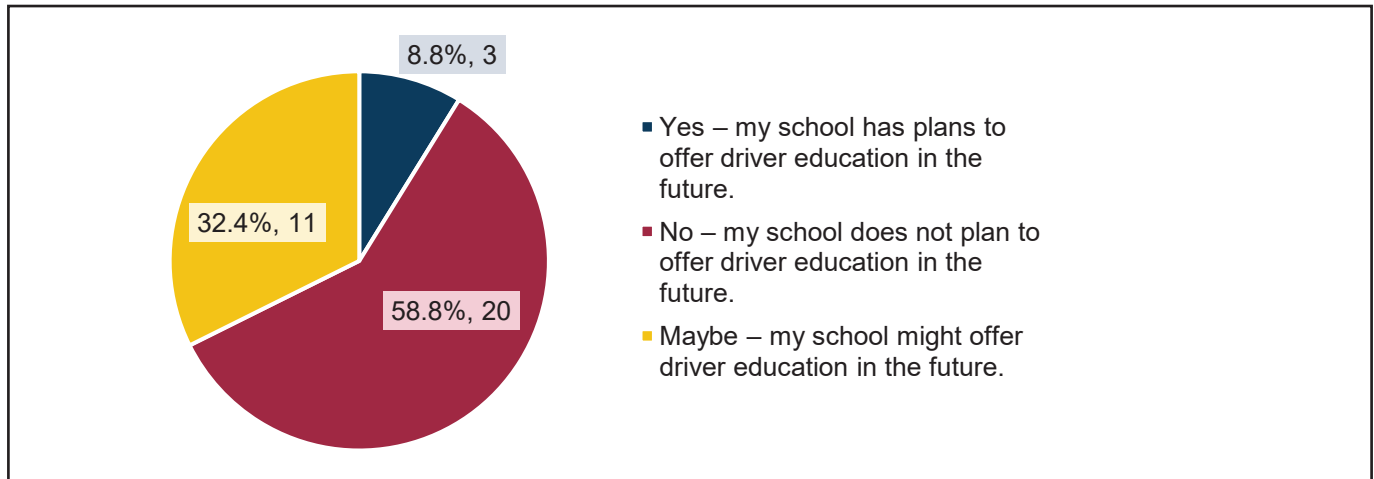


Source: OREA survey of Title I principals, September 2022.

^M No respondents indicated that their schools charge higher fees. Respondents could have also selected \$101-200, \$201-300, \$301-400, \$401-500, and over \$500 from the list of answer choices. No respondents indicated that their schools charge over \$100.

Most principals whose schools do not currently offer driver education (20 respondents or 58.8 percent) indicated that their schools do not plan to offer driver education in the future. Almost a third of respondents (11 principals) stated that their schools *might* offer the course someday.

Exhibit 22: Most Title I schools that do not currently offer driver education do not plan to offer it in the future



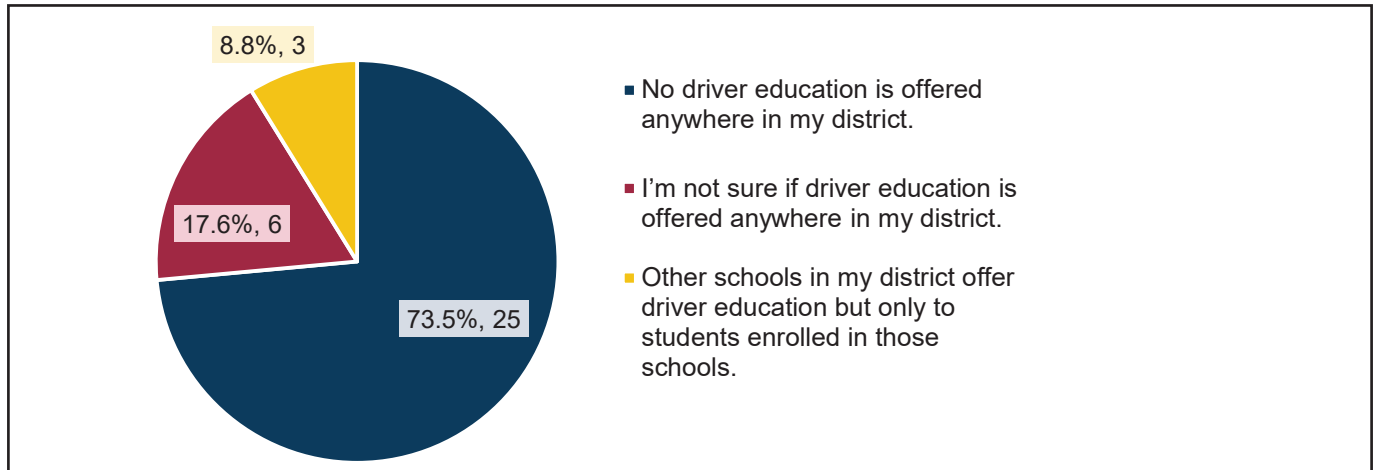
Source: OREA survey of Title I principals, September 2022.

Nearly three-quarters of survey respondents (73.5 percent or 25 principals) whose Title I schools do not offer driver education stated that the course is not offered anywhere in their districts. Six principals were not sure if it was offered anywhere in the district, and three indicated that other schools in their districts offer driver education but only to students enrolled in those schools.

We would not use any of our current staff or resources [for driver education]. If the state wanted to fund the equipment and staffing, we'd be willing to offer it.

OREA survey of Title I principals, September 2022.

Exhibit 23: Most Title I schools that do not offer driver education are in districts that do not offer the course



Source: OREA survey of Title I principals, September 2022.

Dual enrollment grants

OREA was also asked to explore the possibility of using dual enrollment grants to cover the cost of driver education courses if offered by postsecondary institutions. Dual enrollment courses are postsecondary courses open to high school students who may enroll and earn college-level credits while still in high school. Dual enrollment courses are either offered at a college or university or taught by a member of a college faculty at a high school or online. Upon completion of a dual enrollment course, students can earn college credits that can be used toward a postsecondary credential. High school credit is awarded based on local policy. However, districts must accept dual enrollment courses aligned with high school graduation requirements according to SBE's high school policy.

The dual enrollment grant is one of the Tennessee Education Lottery Scholarships, and the grant provides funding for dual enrollment tuition and fees. Students receive funding for one dual enrollment course per semester, with funding for an additional course per semester if they meet the minimum HOPE Scholarship academic requirements at the time of dual enrollment.

TDOE is unaware of any dual enrollment driver education programs being offered at Tennessee postsecondary institutions, and TBR is unaware of any institutions offering driver education courses. If a postsecondary institution were to begin offering driver education courses eligible for dual enrollment grants, then students could choose driver education within their limit of 10 dual enrollment courses. Students would also have to meet certain academic requirements to use dual enrollment grant funding for a driver education course.

In the fall semester of 2021, the most common dual enrollment courses included English, communication, math, history, and other general education or non-general education academic courses, all of which align with postsecondary degree requirements. Driver education courses do not align with any postsecondary degree requirement, and representatives from TDOE do not believe dual enrollment grants can currently be applied toward the cost of a driver education course, should one be offered through a postsecondary institution in the future. A representative from TBR stated that if an institution were to offer driver education, it would be possible to pay for it with dual enrollment grants, but community colleges are unlikely to offer driver education courses because the course does not currently meet the requirements of any postsecondary degree program.

According to the OREA survey of superintendents, there have been no known instances to date of a school district working with a local college or university for driver education. Three respondents indicated that they have plans to consider such a partnership in the future.

Private driver education companies are popular alternatives to public school programs

TDSHS operates the Driver Training and Testing Program (DTTP), through which it establishes the terms and conditions required to operate as a licensed driver training enterprise or driver testing program and/or a driving instructor's certification.^N As of May 2022, there were 18 approved driver training and testing programs operating in 10 Tennessee counties. These programs provide classroom instruction and behind-the-wheel training for students of all ages, but they predominantly serve teenage drivers preparing to test for their driver license. State law¹⁹ specifies requirements for the operation of commercial driver training schools and licenses for instructors in these schools.^O See Appendix H for more information on these requirements.

Students in this area receive driver education with private companies. We do not have the staffing at this time to be able to support this initiative.

OREA survey of Title I principals, September 2022.

^N For more information on the DTTP, see p.10.

^O According to TCA 55-19-109, commercial driver training schools do not include any person giving driving lessons free of charge, employers maintaining driver training courses for their employees only, or to schools or classes conducted by colleges, universities, or high schools for regularly enrolled full-time students as part of the normal program of those institutions.

The average minimum fee for these programs (typically including 30 hours of classroom instructional time and six hours of behind-the-wheel training) is \$462.67.

Exhibit 24: TDSHS-approved driver training and testing programs

School name	County	Student fees*
A.B. Driving School	Shelby	\$650
Behind the Wheel Driving Academy	Hamilton	\$420-620
Brentwood Driving Training	Wilson & Davidson	\$525
Caswell Group Driving School	Shelby	\$525-625
Drive 4 Life Academy, Inc.	Knox	\$455-2,000
Drive-Rite Driving School	Knox	\$374
Expert Driving School	Davidson	\$500
Go Driving Academy	Montgomery	\$300-450
Haman’s New Drivers	Hamilton	\$439-639
Maxwell Motorsport & Driving School	Shelby	\$625-825
Pitner Driving School	Shelby	\$595-725
Ready 2 Drive LLC	Sumner & Wilson	\$495-695
Safe Driving, Inc.	Anderson	\$375
Spanky’s Driving Academy	Wilson	\$550
Teen Driver Academy	Madison	\$450
The Driving Center	Anderson	\$375
Upper Cumberland Human Resource Agency	Putnam	\$300
Workforce Essentials, Inc.	Montgomery	\$375

Notes: *Students from other counties may attend these programs. ^Additional fees may apply.
 Source: Tennessee Department of Safety and Homeland Security.

Most respondents to the OREA superintendent survey stated that their districts have never partnered with a private driver education company and do not plan to in the future. The district of one respondent has worked with a private company in the past but does not currently work with one.

Policy options

The General Assembly may wish to consider asking TDSHS to add a question to first-time driver license applications asking if the applicant had completed a voluntary driver education program.

OREA did not identify any existing studies of the effectiveness of driver education programs in Tennessee. A study of effectiveness would require data on the number of teen drivers who have completed a driver education course. Driver license applications do not ask applicants if they have completed a driver education course, and the state does not collect this information in any other way. If the department added a question to applications to gather this information, it would enable the state to track the percentage of teen drivers who are participating in these programs and give a better idea of the correlation between driver education and improved driver safety.

The General Assembly may wish to consider increasing the percentage of litigation privilege tax revenue that goes toward driver education in order to increase access and improve affordability for all students and school districts.

Tennessee state law allocates a percentage of litigation privilege tax revenue to 14 different funds, grants, and programs.^P Current law²⁰ mandates that 4.4430 percent of revenue collected from litigation privilege tax revenue be credited to a reserve account to be split between TDOE (75 percent) and TDSHS (25 percent) to promote and expand driver education through Tennessee public schools and to promote safety on the highways.^Q

Prior to 2005, the percentage of litigation privilege tax revenues earmarked for such purposes was higher. In 1981, when a portion of the revenues was first earmarked for such purposes, the General Assembly set the percentage at 11.31 percent. The General Assembly reduced the percentage through subsequent amendments to the law before the current percentage allocation was set in 2005.²¹

If the percentage were increased, more funding would become available for school districts to use for driver education. However, assuming no change to the litigation privilege tax, increasing the percentage directed to TDOE for driver education would mean a reduction in funding available for the other funds, grants, and programs that receive a portion of litigation privilege tax revenues.

TDOE may wish to gather more information regarding driver education, including availability and cost of courses at individual high schools.

TDOE collects the number of students enrolled in driver education in each district so that it can distribute funds from litigation privilege taxes as required by law.^R The department does not collect information regarding the cost of driver education for students or the district nor does it track the individual high schools that offer it. Increased data collection would provide a greater ability to track the availability and affordability to all students, including those enrolled in Title I schools.

TDOE may wish to consider giving districts the chance to review driver education numbers before distributing funds.

On the OREA survey of superintendents, two respondents indicated that their districts offer driver education, but the districts were not on the list of those that received funding from the state's allocation of litigation privilege tax revenue. TDOE pulls the number of students enrolled in driver education in each district by the course code specific to driver education in EIS, the department's student system of record. If a district uses a different code (e.g., study hall), students are not recorded as enrolled in driver education and thus the district does not receive funding. TDOE might consider sending a list of driver education student counts to the districts for their review prior to allocating funding each year. Districts would have the opportunity to make corrections and receive any funding that might otherwise be missed.

^P See Appendix D for a full breakdown of litigation privilege tax allocations.

^Q Additionally, state law at *TCA 67-4-606(a)(14)* mandates that 2.7747 percent of revenue collected from litigation privilege tax proceeds is reserved in the general fund for use only by TDOE to promote and expand driver education.

^R See p. 16 for more information on litigation privilege taxes.

Appendix A: Tennessee graduated driver license program

Since 2001, the state has implemented the graduated driver license (GDL) program, a multi-tiered program designed to ease young novice drivers into full driving privileges as they become more mature and develop their driving skills. GDL programs first became popular across the United States in the 1990s. Under Tennessee's GDL program, drivers must be at least 15 years old and pass a written examination on basic driving laws in order to receive a learner permit. Those with a learner permit may drive with a licensed driver over the age of 21 in the front seat and may not drive between the hours of 10 p.m. and 6 a.m.

In order to receive an intermediate restricted license, young drivers:

- must be 16 years old;
- must pass a driving test at a driver testing center run by TDSHS or through an approved driver education program;
- cannot have more than six points on their driving record during the immediate 180 days preceding their application; and
- must have verification from a parent, legal guardian, or driving instructor stating that they have at least 50 hours of driving experience, including 10 hours acquired driving at night.

Those with an intermediate restricted license may have one passenger in the car only and may not drive between the hours of 11 p.m. and 6 a.m.

Once drivers have turned 17 years old and have held an intermediate restricted license for one year, they are eligible for an intermediate unrestricted license. No additional tests are required, but drivers cannot have accumulated more than six points on their driving record or have two seatbelt violations.

Tennessee's age requirements for driver licenses and privileges are comparable to most states. The average minimum age requirement for learner permits in the United States is 15. The average minimum age for a restricted driver license is 16, and most states lift restrictions once a driver turns 17 years old.

Effectiveness of graduated driver license programs

A 2001 Connecticut study found that the occurrence of fatal/injury crashes involving 16-18-year-old drivers declined by 22 percent during the first year after the state's GDL program was implemented in 1997.²² A 2007 study concluded that GDL programs have reduced the occurrence of fatal traffic crashes among drivers age 15-17.²³

Appendix B: State requirements for driver education

State	Requirements
California	Students under age 17.5 must complete 30-hour course approved by DMV
Colorado	Students age 15-21 must complete driver education course
Connecticut	Eight-hour safe driving course required for all drivers
Delaware	Students under 18 must complete driver education course to get a Level 1 learner's permit
Florida	Traffic Law and Substance Abuse Education course must be completed before receiving learner's license
Hawaii	Students under 18 must finish state-approved course and behind-the-wheel training
Idaho	Driver education course required for age 17 and under
Illinois	High school driver education course required for drivers under age 18
Indiana	All minors required to complete course approved by the IN Bureau of Motor Vehicles
Iowa	All underage drivers required to complete 30-hour course and six hours of in-car instruction
Kansas	Students age 15 must complete course to get a learner's permit
Louisiana	Students age 15-17 must complete 30-hour course and eight hours behind-the-wheel training
Maine	Students under 18 must have driver education completion certificate to get a license
Maryland	All new drivers of any age must complete 30-hour course and six hours behind-the-wheel training
Massachusetts	Students under 18 must complete driver education program before scheduling road test
Michigan	Students under 18 must complete 24 hours of instruction, six hours behind-the-wheel training, and four hours of instruction in a training vehicle
Minnesota	Students under 18 must complete DPS-approved 30-hour course and six hours behind-the-wheel training
Mississippi	Students must prove enrollment in school driver education program to get learner's permit at age 14
Montana	Students must complete state-approved traffic education program to get learner's permit at age 14.5
Nebraska	Students must take DMV-approved course to get provisional operator's permit or school permit at age 16
Nevada	Most students under 18 must pass driver education course to get instruction permit
New Hampshire	Students under 18 must complete 30-hour course and 40 hours of practice driving to get license
New Jersey	Must be enrolled in driver education to get learner's permit at age 16
New Mexico	Students under 18 must complete 30-hour course; new drivers age 18-24 must take a DWI awareness course
New York	Must complete five-hour pre-licensing course before scheduling road test
North Carolina	Students age 14.5 can enroll in driver education to be eligible for learner's permit
North Dakota	Students age 14-15 must complete approved driver training program
Ohio	Students under 18 must complete 24-hour course and eight hours of driving instruction
Oklahoma	Driver education only required to get a learner's permit under the age of 15.5
Pennsylvania	Driver education required to move from junior to senior license before the age of 18
Rhode Island	Students under 18 must complete 33-hour course to get limited instruction permit
South Carolina	Students age 15-16 must complete driver education course to get license
Tennessee	Students under 18 must complete 50 hours of behind-the-wheel training

State	Requirements
Texas	Students age 14-17 must complete 32-hour course; applicants age 18-25 must complete six-hour adult driver education course
Utah	Students under 18 must complete course consisting of 18-30 hours of instruction, six hours of behind-the-wheel training, and six hours of supervised driving
Vermont	Teen drivers must complete 30 hours of instruction, six hours of behind-the-wheel training, and six hours of supervised driving
Virginia	Students under 18 must complete state-approved driver education course to receive a license
Washington	Students under 18 must complete 30-hour course to get a license

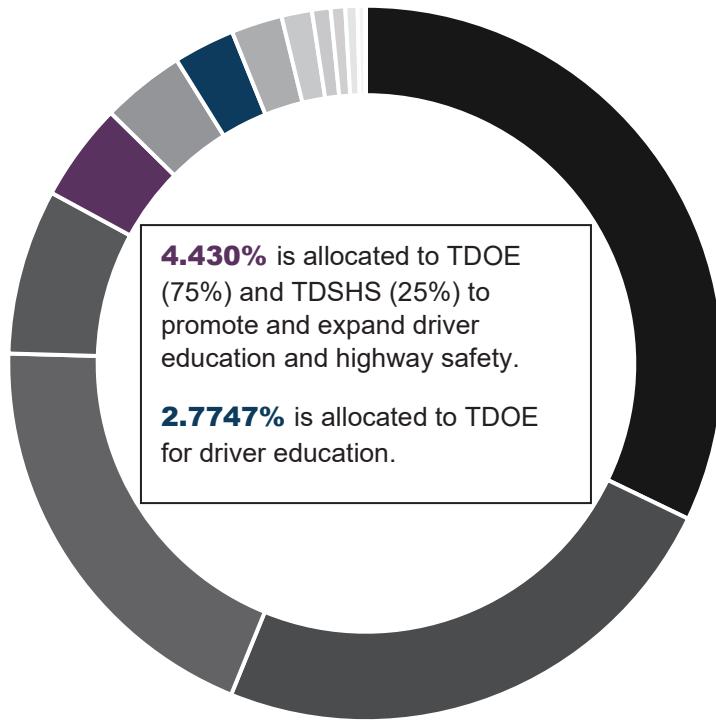
Source: DriversEd.com

Appendix C: Litigation privilege taxes that are partly allocated to promoting driver education and expanding highway safety

TCA statute	Criminal or civil?	Purpose	Collecting court	Rates
16-18-305(a)	Both	Municipal court cases	Municipal courts	\$13.75
16-18-305(b)	Criminal	Municipal parking violation	Municipal courts	\$1.00
39-13-708(b)	Criminal	Sex offense conviction	Not specified	Up to \$3,000
40-24-107(a)(1)(A)	Criminal	Conviction except those for which the maximum possible punishment is fine of less than \$500 and no imprisonment	Circuit courts or any court of record	\$26.50 (crimes for which the law imposes a maximum possible fine of less than \$500.00 and no imprisonment) or \$50.00 (crimes against person)
40-24-107(a)(1)(B)	Criminal	Crime against a minor conviction	Circuit courts or any court of record	\$500.00
40-24-107(a)(2)	Criminal	Criminal conviction	General sessions or comparable court with jurisdiction over criminal matters	\$26.50 (crimes for which the law imposes a maximum possible fine of less than \$500.00 and no imprisonment) or \$50.00 (crimes against person)
67-4-602(a)	Criminal	Criminal conviction or order	Not specified	\$29.50
67-4-602(b)	Civil	Civil case	Chancery, circuit, probate, general sessions when exercising state court jurisdiction, or any other court exercising state court jurisdiction, except Supreme Court and courts of appeals	\$23.75 and an additional tax of \$1.00 on general sessions court cases exercising state court jurisdiction, except juvenile
67-4-602(c)	Civil	Civil case	General sessions courts when not exercising state court jurisdiction	\$17.75
67-4-602(d)	Civil	Civil case	Supreme Court and courts of appeals	\$13.75
67-4-602(g)	Criminal	Criminal conviction or order in a traffic or parking violation case	State and county courts	\$1.00

Source: Tennessee Code Annotated; Tennessee's Court Fees and Taxes: Funding the Courts Fairly, Tennessee Advisory Commission on Intergovernmental Relations, June 2017.

Appendix D: Full distribution of litigation privilege tax revenue



Other litigation privilege tax distributions

- 32.1502% General Fund
- 24.0020% Criminal Injuries Compensation Fund
- 19.2902% Public Defender Program
- 7.4701% Civil Legal Representation of Indigents Fun
- 3.7653% Indigent Defendants Services
- 2.3056% Grants for Electronic Fingerprint Imaging Systems
- 1.3755% Victims of Drunk Drivers Compensation Fund
- 0.8406% Crime Victims Assistance Fund
- 0.6553% State Court Clerks' Conference
- 0.5529% General Sessions Courts & Judges' Conference
- 0.3426% Sex Offender Treatment Fund
- 0.0320% Tennessee Corrections Institute Fund

Source: TCA 67-4-606.

Appendix E: Driver education student count and allocation per district

School District	2017-18		2018-19		2019-20		2020-21		2021-22	
	Count	Allocation	Count	Allocation	Count	Allocation	Count	Allocation	Count	Allocation
		\$71.29 per student		\$95.92 per student		\$98.28 per student		\$72.51 per student		\$86.89 per student
Alcoa	59	\$ 4,206.36	57	\$ 5,467.63	54	\$ 5,307.33	56	\$ 4,060.39	49	\$ 4,257.61
Bedford County	323	\$ 23,028.06	363	\$ 34,820.14	373	\$ 36,659.86	306	\$ 22,187.15	277	\$ 24,068.53
Bradley County	461	\$ 32,866.68	447	\$ 42,877.70	429	\$ 42,163.76	365	\$ 26,465.07	370	\$ 32,149.30
Bristol	358	\$ 25,523.37	304	\$ 29,160.67	252	\$ 24,767.52	270	\$ 19,576.90	279	\$ 24,242.31
Campbell County	207	\$ 14,757.92	189	\$ 18,129.50	121	\$ 11,892.34	110	\$ 7,975.77	129	\$ 11,208.81
Cannon County	-	-	29	\$ 2,781.77	46	\$ 4,521.06	84	\$ 6,090.59	111	\$ 9,644.79
Carter County	32	\$ 2,281.42	174	\$ 16,690.65	158	\$ 15,528.84	94	\$ 6,815.66	39	\$ 3,388.71
Chester County	237	\$ 16,896.75	172	\$ 16,498.80	142	\$ 13,956.30	118	\$ 8,555.83	130	\$ 11,295.70
Cocke County	337	\$ 24,026.18	319	\$ 30,599.52	323	\$ 31,745.67	244	\$ 17,691.72	317	\$ 27,544.13
Coffee County	191	\$ 13,617.21	233	\$ 22,350.12	228	\$ 22,408.71	232	\$ 16,821.63	253	\$ 21,983.17
Crockett County	180	\$ 12,832.98	227	\$ 21,774.58	194	\$ 19,067.06	176	\$ 12,761.24	195	\$ 16,943.55
Dyer County	172	\$ 12,262.62	194	\$ 18,609.11	204	\$ 20,049.90	196	\$ 14,211.38	266	\$ 23,112.74
Dyersburg	142	\$ 10,123.79	62	\$ 5,947.24	62	\$ 6,093.60	77	\$ 5,583.04	76	\$ 6,603.64
Elizabethton	115	\$ 8,198.85	149	\$ 14,292.57	123	\$ 12,088.91	100	\$ 7,250.70	108	\$ 9,384.12
Fayetteville	76	\$ 5,418.37	83	\$ 7,961.63	73	\$ 7,174.72	62	\$ 4,495.44	75	\$ 6,516.75
Fentress County	26	\$ 1,853.65	25	\$ 2,398.08	29	\$ 2,850.23	-	-	-	-
Giles County	238	\$ 16,968.05	224	\$ 21,486.81	244	\$ 23,981.25	231	\$ 16,749.13	219	\$ 19,028.91
Grainger County	158	\$ 11,264.50	127	\$ 12,182.25	133	\$ 13,071.75	110	\$ 7,975.77	146	\$ 12,685.94
Greene County	367	\$ 26,165.01	367	\$ 35,203.84	370	\$ 36,365.01	278	\$ 20,156.96	281	\$ 24,416.09
Hamilton County	56	\$ 3,992.48	-	-	-	-	79	\$ 5,728.05	79	\$ 6,864.31
Hancock County	22	\$ 1,568.47	48	\$ 4,604.32	-	-	-	-	-	-
Hardeman County Schools	161	\$ 11,478.38	137	\$ 13,141.49	139	\$ 13,661.45	-	-	105	\$ 9,123.45
Hardin County	204	\$ 14,544.04	247	\$ 23,693.05	221	\$ 21,720.72	139	\$ 10,078.48	188	\$ 16,335.32
Hawkins County	146	\$ 10,408.97	181	\$ 17,362.11	187	\$ 18,379.07	146	\$ 10,586.03	207	\$ 17,986.23
Haywood County	65	\$ 4,634.13	37	\$ 3,549.16	-	-	-	-	-	-
Henderson County	255	\$ 18,180.05	227	\$ 21,774.58	79	\$ 7,764.42	53	\$ 3,842.87	59	\$ 5,126.51
Henry County	150	\$ 10,694.15	146	\$ 14,004.80	146	\$ 14,349.44	134	\$ 9,715.94	124	\$ 10,774.36
Hickman County	84	\$ 5,988.72	86	\$ 8,249.40	50	\$ 4,914.19	28	\$ 2,030.20	5	\$ 434.45
Humphreys County	68	\$ 4,848.01	69	\$ 6,618.71	49	\$ 4,815.91	51	\$ 3,697.86	66	\$ 5,734.74
Huntingdon Special School District	54	\$ 3,849.89	56	\$ 5,371.70	75	\$ 7,371.29	69	\$ 5,002.99	83	\$ 7,211.87
Johnson City	52	\$ 3,707.30	85	\$ 8,153.48	86	\$ 8,452.41	72	\$ 5,220.50	117	\$ 10,166.13
Kingsport	467	\$ 33,294.45	-	-	-	-	-	-	-	-
Knox County	1405	\$ 100,168.51	1183	\$ 113,477.22	958	\$ 94,155.89	673	\$ 48,797.24	858	\$ 74,551.62
Lake County	26	\$ 1,853.65	7	\$ 671.46	7	\$ 687.99	8	\$ 580.06	10	\$ 868.90
Lauderdale County	94	\$ 6,701.67	-	-	-	-	-	-	-	-
Lawrence County	351	\$ 25,024.30	275	\$ 26,378.90	254	\$ 24,964.09	212	\$ 15,371.49	231	\$ 20,071.59
Lenoir City	47	\$ 3,350.83	43	\$ 4,124.70	47	\$ 4,619.34	-	-	39	\$ 3,388.71
Lewis County	59	\$ 4,206.36	40	\$ 3,836.93	49	\$ 4,815.91	25	\$ 1,812.68	56	\$ 4,865.84
Lincoln County	199	\$ 14,187.57	224	\$ 21,486.81	194	\$ 19,067.06	222	\$ 16,096.56	190	\$ 16,509.10
Macon County	159	\$ 11,335.80	146	\$ 14,004.80	127	\$ 12,482.04	103	\$ 7,468.22	117	\$ 10,166.13
Marion County	120	\$ 8,555.32	127	\$ 12,182.25	38	\$ 3,734.78	55	\$ 3,987.89	39	\$ 3,388.71
Marshall County	207	\$ 14,757.92	187	\$ 17,937.65	156	\$ 15,332.27	216	\$ 15,661.52	256	\$ 22,243.84
Maryville	280	\$ 19,962.41	220	\$ 21,103.12	221	\$ 21,720.72	207	\$ 15,008.96	238	\$ 20,679.82
McKenzie	73	\$ 5,204.49	69	\$ 6,618.71	46	\$ 4,521.06	70	\$ 5,075.49	54	\$ 4,692.06
McMinn County	182	\$ 12,975.57	236	\$ 22,637.89	221	\$ 21,720.72	195	\$ 14,138.87	214	\$ 18,594.46
McNairy County	182	\$ 12,975.57	194	\$ 18,609.11	195	\$ 19,165.34	151	\$ 10,948.56	149	\$ 12,946.61
Meigs County	123	\$ 8,769.20	125	\$ 11,990.41	117	\$ 11,499.21	91	\$ 6,598.14	103	\$ 8,949.67
Milan	125	\$ 8,911.79	89	\$ 8,537.17	91	\$ 8,943.83	62	\$ 4,495.44	58	\$ 5,039.62
Monroe County	185	\$ 13,189.45	188	\$ 18,033.57	-	-	-	-	-	-
Morgan County	94	\$ 6,701.67	71	\$ 6,810.55	33	\$ 3,243.37	19	\$ 1,377.63	26	\$ 2,259.14
Obion County	118	\$ 8,412.73	157	\$ 15,059.95	140	\$ 13,759.73	142	\$ 10,296.00	138	\$ 11,990.82
Overton County	158	\$ 11,264.50	182	\$ 17,458.03	173	\$ 17,003.10	150	\$ 10,876.06	130	\$ 11,295.70
Polk County	121	\$ 8,626.61	120	\$ 11,510.79	105	\$ 10,319.80	75	\$ 5,438.03	93	\$ 8,080.77
Putnam County	-	-	-	-	-	-	-	-	12	\$ 1,042.68
Rhea County	134	\$ 9,553.44	229	\$ 21,966.43	206	\$ 20,246.47	216	\$ 15,661.52	-	-
Richard City	51	\$ 3,636.01	17	\$ 1,630.70	20	\$ 1,965.68	-	-	-	-
Rutherford County	3246	\$ 231,421.35	3214	\$ 308,297.36	3229	\$ 317,358.43	3287	\$ 238,330.63	3141	\$ 272,921.49
Scott County	189	\$ 13,474.63	202	\$ 19,376.50	195	\$ 19,165.34	163	\$ 11,818.65	179	\$ 15,553.31
Sequatchie County	49	\$ 3,493.42	50	\$ 4,796.16	28	\$ 2,751.95	32	\$ 2,320.23	45	\$ 3,910.05
Sevier County	605	\$ 43,133.06	642	\$ 61,582.73	601	\$ 59,068.57	475	\$ 34,440.84	571	\$ 49,614.19
Shelby County	-	-	57	\$ 5,467.63	55	\$ 5,405.61	1	\$ 72.51	23	\$ 1,998.47
Smith County	149	\$ 10,622.85	189	\$ 18,129.50	148	\$ 14,546.00	112	\$ 8,120.79	150	\$ 13,033.50
Trenton	95	\$ 6,772.96	-	-	-	-	29	\$ 2,102.70	-	-
Union County	100	\$ 7,129.43	130	\$ 12,470.02	72	\$ 7,076.43	53	\$ 3,842.87	4	\$ 347.56
Warren County	291	\$ 20,746.65	276	\$ 26,474.82	185	\$ 18,182.51	185	\$ 13,413.80	229	\$ 19,897.81
Washington County	437	\$ 31,155.62	447	\$ 42,877.70	418	\$ 41,082.63	420	\$ 30,452.96	438	\$ 38,057.82
Wayne County	169	\$ 12,048.74	183	\$ 17,553.96	148	\$ 14,546.00	69	\$ 5,002.99	161	\$ 13,989.29
Weakley County	143	\$ 10,195.09	12	\$ 1,151.08	160	\$ 15,725.41	125	\$ 9,063.38	141	\$ 12,251.49

Note: In FY 2022, TDOE distributed about \$50,000 more to districts for driver education than was allocated to them from litigation privilege tax revenue. Because notification of the revenue lags several months each year, the department estimates how much will be available when determining the amount to distribute to each district and keeps a reserve of funds to guard against unforeseen shortfalls in revenue.

Source: Tennessee Department of Education.

Appendix F: Litigation privilege tax allocations for driver education | 2017-2022

Fiscal Year	TDOE	TDSHS
2016-17	\$1,440,600	\$261,300
2017-18	\$1,090,800	\$272,300
2018-19	\$1,400,000	\$168,200
2019-20	\$1,300,000	\$152,900
2020-21	\$850,000	\$162,200
2021-22*	\$1,050,136.10	\$191,001.84

*Note: The litigation privilege tax allocations for 2021-22 are the exact totals distributed to TDOE and TDSHS; all other figures are rounded numbers from Tennessee state budget documents.

Source: Tennessee State Budgets.

Appendix G: Tennessee Title I schools serving students of driving age

District	School	Grades served
Achievement School District	Fairley HS	9-12
Achievement School District	Hillcrest HS	9-12
Achievement School District	Martin Luther King Preparatory HS	9-12
Achievement School District	Pathways in Education – Frayser	9-12
Achievement School District	Pathways in Education – Whitehaven	9-12
Alvin C. York Institute	Alvin C. York Institute	9-12
Arlington	Arlington HS	9-12
Benton County	Big Sandy School	K-12
Bradford Special	Bradford HS	7-12
Campbell County	Campbell County Comprehensive HS	9-12
Campbell County	Jellico HS	9-12
Carter County	Cloudland HS	7-12
Carter County	Hampton HS	9-12
Carter County	Happy Valley HS	9-12
Carter County	Unaka HS	9-12
Cheatham County	Cheatham County Central HS	9-12
Chester County	Chester County HS	9-12
Claiborne County	Claiborne HS	9-12
Cocke County	Cocke County HS	9-12
Cocke County	Cosby HS	9-12
Collierville	Collierville HS	9-12
Cumberland County	The Phoenix School	9-12
Davidson County	Antioch HS	9-12
Davidson County	Cane Ridge HS	9-12
Davidson County	Cora Howe School	K-12
Davidson County	East Nashville Magnet HS	9-12
Davidson County	Glenclyff HS	9-12
Davidson County	Harris-Hillman Special Education	K-12
Davidson County	Hillsboro HS	9-12
Davidson County	Hillwood HS	9-12
Davidson County	Hunters Lane HS	9-12
Davidson County	John Overton HS	9-12
Davidson County	Johnson Alternative Learning Center	5-12
Davidson County	KIPP Nashville Collegiate HS	9-12
Davidson County	Knowledge Academies HS	9-12
Davidson County	Lead Academy	9-12
Davidson County	Maplewood HS	9-12
Davidson County	McGavock HS	9-12
Davidson County	Middle College HS	9-12
Davidson County	Nashville Big Picture HS	9-12
Davidson County	Pearl-Cohn HS	9-12
Davidson County	RePublic HS	9-12

District	School	Grades served
Davidson County	STEM Prep HS	9-12
Davidson County	Stratford STEM Magnet	5-12
Davidson County	The Academy at Hickory Hollow	11-12
Davidson County	The Academy at Old Cockrill	9-12
Davidson County	The Academy at Opry Mills	9-12
Davidson County	Transitions at Bass	9-12
Davidson County	W.A. Bass Alternative Learning Center	9-12
Davidson County	Whites Creek HS	9-12
Decatur County	Riverside HS	9-12
DeKalb County	DeKalb County HS	9-12
Dyersburg	Dyersburg HS	9-12
Fayette County	Fayette Ware Comprehensive HS	9-12
Fentress County	Clarkrange HS	9-12
Germantown	Houston HS	9-12
Grainger County	Washburn School	PreK-12
Greene County	Chuckey Doak HS	9-12
Greene County	North Greene HS	9-12
Greene County	South Greene HS	9-12
Greene County	West Greene HS	9-12
Greeneville	Greeneville HS	9-12
Hamilton County	Brainerd HS	9-12
Hamilton County	Central HS	9-12
Hamilton County	Chattanooga Girls Leadership Academy	6-12
Hamilton County	Chattanooga Preparatory School	6-12
Hamilton County	East Ridge HS	9-12
Hamilton County	Red Bank HS	9-12
Hamilton County	Sequoyah HS	9-12
Hamilton County	The Howard School	9-12
Hamilton County	Tyner Academy	9-12
Hancock County	Hancock HS	6-12
Hardeman County	Central HS	9-12
Hawkins County	Clinch School	K-12
Haywood County	Haywood HS	9-12
Henry County	Henry County Virtual Academy	K-12
Hollow Rock-Bruceton	Central HS	6-12
Houston County	Houston County HS	9-12
Humboldt City	Humboldt Jr/Sr HS	7-12
Jackson County	Jackson County HS	9-12
Knox County	Austin East High/Magnet	9-12
Knox County	Dr. Paul L. Kelley Volunteer Academy	9-12
Knox County	Fulton HS	9-12
Knox County	Richard Yoakley School	6-12
Knox County	Ridgedale Alternative	6-12
Knox County	South Doyle HS	9-12
Lake County	Lake County HS	9-12

District	School	Grades served
Lauderdale County	Ripley HS	9-12
Lawrence County	Lawrence County HS	9-12
Lawrence County	Loretto HS	9-12
Lawrence County	Summertown HS	7-12
Loudon County	Greenback School	PreK-12
Madison County	Jackson Academic Success Academy	K-12
Madison County	Jackson Central-Merry HS	9-12
Madison County	Jackson Central-Merry Early College	9-12
Madison County	Liberty Technology Magnet HS	9-12
Madison County	North Side HS	9-12
Madison County	South Side HS	9-12
McKenzie	McKenzie HS	9-12
Millington Municipal	Millington Central Middle and HS	7-12
Montgomery County	Kenwood High	9-12
Montgomery County	Montgomery Central HS	9-12
Montgomery County	Northeast HS	9-12
Montgomery County	Northwest HS	9-12
Montgomery County	West Creek HS	9-12
Morgan County	Coalfield School	PreK-12
Morgan County	Oakdale School	PreK-12
Morgan County	Sunbright School	PreK-12
Obion County	Obion County Central HS	9-12
Oneida	Oneida HS	9-12
Overton County	Livingston Academy	9-12
Pickett County	Pickett County HS	9-12
Polk County	Copper Basin HS	7-12
Polk County	Polk County HS	9-12
Putnam County	White Plains Academy	K-12
Richard City	Richard Hardy Memorial School	PreK-12
Rutherford County	Holloway HS	9-12
Rutherford County	Lavergne HS	9-12
Scott County	Scott HS	9-12
Sequatchie County	Sequatchie Co. HS	9-12
Shelby County	B. T. Washington HS	6-12
Shelby County	Bolton HS	9-12
Shelby County	Central HS	9-12
Shelby County	City University School of Independence	9-12
Shelby County	City University School of Liberal Arts	9-12
Shelby County	Compass Community School – Midtown	7-12
Shelby County	Cordova HS	9-12
Shelby County	Craigmont HS	9-12
Shelby County	Crosstown HS	9-12
Shelby County	Douglass HS	9-12
Shelby County	East HS	9-12
Shelby County	Freedom Preparatory Academy	6-12

District	School	Grades served
Shelby County	Freedom Preparatory Academy Charter Schools	6-12
Shelby County	Germantown HS	9-12
Shelby County	Hamilton HS	9-12
Shelby County	Hollis F. Price Middle College	9-12
Shelby County	Kingsbury HS	9-12
Shelby County	KIPP Memphis Collegiate HS	9-12
Shelby County	Kirby HS	9-12
Shelby County	Manassas HS	9-12
Shelby County	Melrose HS	9-12
Shelby County	Memphis Academy of Health Sciences	9-12
Shelby County	Memphis Academy of Science Engineering	6-12
Shelby County	Memphis Business Academy HS	9-12
Shelby County	Memphis Rise Academy	6-12
Shelby County	Memphis School of Excellence	6-12
Shelby County	Memphis Virtual School	9-12
Shelby County	Middle College HS	9-12
Shelby County	Mitchell HS	9-12
Shelby County	Northwest Prep Academy	8-12
Shelby County	Oakhaven HS	9-12
Shelby County	Overton HS	9-12
Shelby County	Power Center Academy HS	9-12
Shelby County	Raleigh-Egypt HS	6-12
Shelby County	Ridgeway HS	9-12
Shelby County	Sheffield HS	9-12
Shelby County	Soulsville Charter	6-12
Shelby County	Southwind HS	9-12
Shelby County	Trezevant HS	9-12
Shelby County	Westwood HS	9-12
Shelby County	White Station HS	9-12
Shelby County	Whitehaven HS	9-12
Shelby County	Wooddale HS	9-12
South Carroll	Clarksburg School	PreK-12
Sullivan County	Sullivan East HS	9-12
Tennessee Public Charter School Commission	Bluff City HS	9-12
Tennessee School for the Blind	TN School for Blind	PreK-12
Tennessee School for the Deaf	TN School for Deaf – Upper School	7-12
Tipton County	Covington HS	9-12
Trenton	Peabody HS	9-12
Union County	Union County HS	9-12
Washington County	David Crockett HS	9-12
Wayne County	Frank Hughes School	PreK-12
Weakley County	Dresden HS	9-12
Weakley County	Gleason School	PreK-12
Weakley County	Greenfield School	PreK-12

District	School	Grades served
Weakley County	Westview HS	9-12
West Carroll	West Carroll Jr/Sr HS	7-12
Williamson County	Fairview HS	9-12

Source: Tennessee Department of Education.

Appendix H: Requirements for commercial driver training schools and instructor licenses

State law directs the commissioner of safety to issue licenses for the operation of commercial driver training schools and licenses for instructors in these schools.²⁴ TDSHS rules regulate private commercial driver training agencies, which apply to any person, firm, partnership, association, or corporation which offers a course of driver training for which a fee or tuition is charged.⁵ Any entity wishing to offer a driver education course must submit an application and \$150 fee to the department's safety education unit of the Tennessee Highway Patrol.²⁵

Rules cover many aspects of business operation, including:

- application requirements for agencies (e.g., evidence of insurance coverage);
- requirements for liability insurance;
- requirements for course instructors (e.g., must be age 21 or over, a high school graduate, have good driving habits, etc.);
- advertising regulations (e.g., shall not imply that it is recommended by TDSHS);
- annual inspection requirements for vehicles used for instruction (e.g., vehicles must have a dual brake pedal and "Student Driver" signage);
- instructions for keeping permanent student records; and
- offenses that would result in revocation of the agency's operational licenses.²⁶

⁵ According to *TCA 55-19-109*, commercial driver training schools do not include any person giving driving lessons free of charge, employers maintaining driver training courses for their employees only, or schools or classes conducted by colleges, universities, or high schools for regularly enrolled full-time students as part of the normal program of those institutions.

Endnotes

- ¹ Lawrence Lonero and Dan Mayhew, *Teen Driver Safety: Large-Scale Evaluation of Driver Education Review of the Literature on Driver Education Evaluation*, AAA Foundation for Traffic Safety, 2010, p. 13, www.nhtsa.gov/sites/nhtsa.gov/files/reviewoflitdrivereduval2010.pdf.
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- ³ Duane F. Shell, Ian M. Newman, Ana Lucía Córdova-Cazar, and Jill M. Heese, "Driver education and teen crashes and traffic violations in the first two years of driving in a graduated licensing system," *Accident Analysis & Prevention*, Volume 82, September 2015, pp. 45-52, <https://www.sciencedirect.com/science/article/pii/S0001457515001943>.
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- ⁵ Volvo Car USA, *Volvo Reports: The State of Driver Education*, 2019, p. 3, <https://www.media.volvocars.com/us/en-us/media/documentfile/255013/volvo-reports-the-state-of-driver-education>.
- ⁶ North Carolina Child Fatality Task Force, *Teen Road Safety in North Carolina: Putting Best Practice into Action*, 2012, p. 4, <https://digital.ncdcr.gov/digital/collection/p249901coll22/id/700612>.
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- ⁸ American Driver and Traffic Safety Education Association, *National Overview of Driver Education*, 2008, p. 1, www.anstse.info/Resources%20PDF's/Document%20reloads/11%20-%20NHTSA%20-%20National%20Overview%20of%20Driver%20Education.pdf.
- ⁹ Volvo Car USA, *Volvo Reports: The State of Driver Education*, p. 3.
- ¹⁰ Public Chapter 248, 2019.
- ¹¹ TCA 49-1-204(a-b).
- ¹² American Driver and Traffic Education Association, *Novice Driver Education Curriculum Standards*, 2017, pp. 7-10, <http://www.anstse.info/Resources%20PDF's/Feb%202017/002%20Attachment%20A%20ADTSEA%20Standards.pdf>.
- ¹³ Tennessee Board of Education Rule 0520-01-02-.16 (b).
- ¹⁴ TCA 67-4-602(a-d).
- ¹⁵ Public Chapter 488, 1981.
- ¹⁶ Public Chapter 429, 2005.
- ¹⁷ TCA 67-4-606(a)(2)(A-B).
- ¹⁸ TCA 67-4-606(a)(14).
- ¹⁹ TCA 55-19-109.
- ²⁰ TCA 67-4-606(a)(2)(A-B).
- ²¹ Public Chapter 429, 2005.
- ²² Robert G. Ulmer, Susan A. Ferguson, Allan F. Williams, and David F. Preusser, "Teenage crash reduction associated with delayed licensure in Connecticut," *Journal of Safety Research*, Volume 32, March 2001, pp. 31-41, <https://www.sciencedirect.com/science/article/abs/pii/S0022437500000499?via%3Dihub>.
- ²³ Shell et al., p. 2.
- ²⁴ TCA 55-19-101.
- ²⁵ TDSHS Rules Chapter 1340-03-07-.03 (1).
- ²⁶ TDSHS Rules Chapter 1340-01-06.

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