
MERIT

Minimum European Requirements
for driving Instructor Training

EU MERIT PROJECT CASE STUDIES:

Driving instructor access criteria, training and testing

in

**Finland
Germany
Great Britain
Latvia
Netherlands
Norway**

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EU MERIT Project Case Study: Driving Instructor Training in FINLAND

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1. Background

Training started in the year 1928 with 6 weeks of training and a test. At present the driving instructor training which leads to a driving instructor examination is held in the Driving Instructor Centre of the Vocational Teacher Education College in Hämeenlinna. Today the scope of the driving instructor training is 65 credits and the course lasts about 1,5 years. There are 75 starting places yearly.

2. Driver Instructor Training

The driving instructor training which leads to a driving instructor examination is arranged in the Driving Instructor Centre of the Vocational Teacher Education College.

The training includes basic pedagogical studies, vocational and pedagogical studies and teaching practice.

The educational principles and customs which are applied in the vocational teacher education are also followed in driving instructor training when applicable.

An applicant to the driving instructor training needs to have a vocational or a matricular examination and a driving licence for categories A, B and C. The B-licence has to have been valid for at least 3 years. The health requirements are according to licence category C. There is also an entry test (a driving test and a personal interview). A psychological check up is needed. An applicant cannot have been banned from driving in the previous 3 years.

3. Driver Instructor Testing

At the end of the training they have an examination which includes a driving test, a teaching test in traffic and in classroom, and a written test. During the final exam the applicant has to prove knowledge and skills in the following fields:

- rules for running vehicles and land transport, basic medical care
- interpretation of rules for running vehicles and land transport
- regulations related to rules for running vehicles and land transport and to teaching of these subjects
- handling and maintenance of the vehicle and teaching of these subjects
- teaching and executing practical and theoretical maintenance of the vehicle
- handling the vehicle in B and C categories (driving)

The Ministry of Transport and Communications is responsible for driver instructor testing. The Ministry nominates a commission for a two year period. The Commission consists of five members and five deputy members. The Commission itself takes 12 more members who work as experts from the driver instructor profession through the driver instructor examination. The chairman comes from the Ministry of Education. Other members represent different areas of the driving education branch. There are some members who are owners of a driving school. One member represents the Ministry of Transport and Communication.

4. Ongoing training for instructors

Ongoing training for instructors is not obligatory. The Profession certificate is valid as a driving licence and no prolongation is needed. Instructor can be trained and later will train drivers only according to his own driving licence. In other words the instructor must hold the driving licence of the specific vehicle category which the instructor wants to teach. The Driving School Association in Finland arranges regular ongoing training for instructors every year.

5. Quality control of instructors and driving schools and monitoring

The Vehicle Administration (AKE) monitors the quality of driving instruction in co-operation with driver testing companies.

6. Facts about the market structure and profile of the profession

- about 600 driving schools in Finland
- average amount of pupils is 120/driving school/year
- about 1500 instructors in Finland
- instructors average gross salary per month is about 2000€

7. Analysis of strengths and weaknesses of current system of instructor training and testing

+ it is based on legislation
+ national curriculum

- it is too isolated from other traffic safety work/world
- there is no way to continue the studies (if one wants to) after graduating as an instructor
- Driving school owners are not happy with the competencies of the new instructors. They think the school should teach professional issues more. (But when asked regularly, instructor trainees are quite happy with the training.)

8. Plans for future changes

The problem of how many professional and general topics should be studied will be solved in the near future -> the basic aim of the instructor training must be made clearer.

It may be that the training of the driving examiners is somehow related to the training of the instructors (in the future).

EU MERIT Project Case Study: Driving Instructor Training in GERMANY

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1. Background

The first driving schools in Germany date back to 1904 although the driving licence and test was not introduced by law until 1909. In 1921 a new law required certification of driving schools based not just on competence but also on local economic structure (i.e. demand for driving licences). The driving instructor profession remained unregulated and was performed mostly by mechanics (and sometimes engineers). Between 1933-57 a decree laid down by Hitler abolished the requirement of a licence for driving schools. The driving school licence was reintroduced in 1957, as were new standards for driving schools and higher requirements for driving licence applicants. Minimum requirements were also brought in for driving instructor applicants (minimum age, etc) but there was no mention of obligatory training for driving instructors at this stage.

1.1 The decisive moment

The driving instructor laws of 1976 and 1977 introduced obligatory training for persons wishing to become driving instructors. Applicants must prove that they had completed a professional education and that they had acquired enough driving experience for the vehicle class in question. They also had to complete a 5 month training period in an accredited training school (with an additional month for those wishing to instruct on heavy goods vehicles). The content of the training was also laid down (law, traffic regulations, psychology, vehicle technology, teaching, etc).

1.2 Lay driver training banned

From 1986, lay instruction was abolished and learner drivers have since been obliged to seek training from qualified driving instructors to prepare for the driving test.

1.3 Probationary licence

In the same year, a probationary licence was introduced for novice drivers. Drivers committing specific traffic offences during the probationary period were - and still are - obliged to attend a special driving seminar.

1.4 The driving instructor as a seminar leader

In the late 1970s, some federal States in Germany began to operate trial rehabilitation courses for traffic offenders. The purpose of these seminars were to analyse behavioural faults and to work on positive manners and attitudes. These trials were deemed to be successful and became statutory in 1987. From then on, driving instructors could qualify to lead such courses, as “moderators” by attending a 12-day training programme.

2. Driving instructor training today

2.1. Access to the profession

Since 1999 the driving instructor certification has been issued for categories BE, A, CE and DE. Other changes were made to the 1977 law in terms of access criteria:

- Minimum age 22;
- Licence holder of categories A, BE, CE and DE (where relevant),;
- Driving experience as follows:
 - Category A: 2 years on unlimited power motorbikes;
 - Category BE: 3 years in a passenger car;
 - Category CE: 2 years with HGVs over 7,5 t. in weight;
 - Category DE: 2 years in buses/coaches with more than 16 seats.

Missing driving experience for categories CE or DE could be made up by attending an additional 80 hours of training.

2.2 The training of driving instructors

The training includes:

- For Category BE, 5½ months in a training centre and 4½ months in a driving school (work/teaching experience);
- For Category A, an additional 1 month in the training centre;
- For Categories CE, an additional 2 months in the training centre;
- For Category DE, an additional 2 months in the training centre.

Instructors wishing to extend their CE instructor licence to a DE licence must take a 1 month supplementary course. The same applies the other way around.

All applicants must hold a valid Category BE licence to be able to follow the above training plans.

2.2.1. The work experience

Since 1999 all trainee driving instructors must attend a 4½-month traineeship in a driving school. Here the trainee can be mentored by a specially trained and experienced instructor in order to gain experience with his future practical and theoretical tasks. A temporary driving instructor licence is granted for up to 2 years (more on this point in paragraph 3.2 under driving instructor testing). During the third month of the traineeship, there is a one-week course back at the training centre in order to consolidate, evaluate and discuss the experiences gained so far. This one-week session is repeated after the traineeship in order to prepare the trainees for the forthcoming pedagogical test.

2.2.2 Training content

The training plan is laid down in a legal framework. The following table (excerpt from annex 4 of the Driving Instructor Training Regulation) shows the content and timeframe required for the basic (category BE) driving instructor training:

Section	Time	Theme
1	770	Total hours for Category BE driving instructor licence ** **expressed in academic hours (45 minutes)
1.1	280	Traffic behaviour
1.1.1	80	<i>Driver</i>
1.1.1.1		Abilities and skills, observation skills, visual acuity, viewing techniques (including with novice drivers), psycho-motor skills, reactions, concentration and attention, think processes and automatisations when driving
1.1.1.2		Driving demands, stress, emotions and day dreaming, alcohol and other drugs, medicines.
1.1.1.3		Attitudes when driving, possibilities and difficulties with influencing attitudes
1.1.1.4		Aggression, individualism and violence in traffic
		Ways, means and possibilities to influence learner driver and drivers

1.1.1.5		Self-image and self-worth in relation to driving
1.1.1.6		Self-assessment, driving types, driving styles, motives Different road users Emergency services, children, teenagers, old people, pedestrians, cyclists, HGV drivers
1.1.2 1.1.2.1 1.1.2.2	4	<i>Driving behaviour</i> Respect of traffic rules: Significance of the traffic system and for individuals, acceptance of the system, offences, enforcement, statistics, attitudes of drivers Risks: Objective and subjective safety, risk awareness and risk thresholds, endangerment and danger, driving errors, accident research, accident statistics, specific situation of an accident, driving behaviour and accident trends of young drivers, dangers in traffic, avoiding danger, defensive driving style
1.1.2.3 1.1.2.4		Communication in traffic: Road traffic as a special communication situation; social interaction in traffic, partnership and cooperation, help, care, politeness, composure Responsibility for man and environment: Values, changes in values, conflict of values (life and health, environment, freedom, mobility, property) and norms in road traffic, links between moral standards and actual traffic behaviour, different moral levels of traffic education, guiding behaviour in traffic through norms, motives, laws, insight and reason, ways of influence traffic morals through driving lessons.
1.1.3 1.1.3.1 1.1.3.2	160	<i>Road traffic</i> Traffic rules Licence to drive: people vehicles

1.2 1.2.1 1.2.2 1.2.3 1.2.4 1.2.5 1.2.6	70	Law Constitutional and administrative law Statutory system; laws, regulations, administrative statutes, directives, sectoral guidelines (existence, meaning and function); legal protection: citizen's rights; formal and soft legal means, limits of law Penal law including minor offences law Material law, procedural law Withdrawal of driving licence and driving ban Court and local authority measures, reflection on the most frequent reasons and their causes Insurance law Personal and damage insurance; loss of contract, obligatory and voluntary insurance schemes Tax law Competition, work and social law
1.3 1.3.1 1.3.2 1.3.3 1.3.4 1.3.5 1.3.6 1.3.7	90	Vehicle Technology Motors and components Petrol and diesel motors; cooling system; lubrication; fuel system; exhaust system, electrical systems in heavy vehicles Fuel Fuel requirements; environmental tax on fuel; alternative fuels Lubricants Assessing quality and viscosity; eco-tax, treatment/removal Gear shifts Types of gear shift, clutch, gear stick, axel, differentials Undercarriage Wheels and axels, suspensions, tyres, steering Brakes Types of brakes Bodywork and accessories Internal and external safety systems, recycling and treatment; active and passive safety

1.3.8		Electrical and electronic systems Generator, battery and consumer
1.3.9		Driving physics Forces, resistance, lateral forces, braking power
1.3.10		Trailers, driving with trailers, attaching parts
1.3.11		Environmental technology Different technology, enforcement, recycling, maintenance and car.
1.4	10	Environmental protection Influence of road traffic on environmental change, nature (new types of tree diseases) and human health, emissions, ozone build-up, greenhouse effect, environmental responsibility, energy consumption of different traffic means, resources, energy saving methods, avoiding traffic
1.5	15	Driving Test of driving style and skills
1.6	235	Traffic teaching
1.6.1	135	Content, aims and learning processes
1.6.1.1		Content of the driver education Themes for practical and theoretical lessons; links and structuring between lessons, curricular guidelines/ handouts, lesson planning and giving lessons.
1.6.1.2		Aims of driver education
1.6.1.3		Learning types and processes when learning to drive: Prerequisites, obstacles to learning, ongoing learning, adult learning processes
1.6.1.4		Lesson planning: Factors, principles and steps
1.6.1.5		Instructor behaviour Teaching relationship; psychological and social context, teaching styles, learning environment, etc
1.6.1.6		Communication in theory and practical lessons
1.6.1.7		Assessing drivers : performance, weaknesses, fears, etc
1.6.1.8		Advising drivers: methods and typical situations
1.6.2	60	Teaching methods: Pointing out, demonstrating, model behaviour; informing, explaining, lecturing, reporting, giving tasks, instructions, conversing, reinforcement, critique, correction, arranging and moderating practice, repetition, discussion, small group work, role plays and interactive games,
1.6.3		Visual aids: models, print media, audio-visual media, electronic media
1.6.4		Teaching practice Theory and practical; adding extra mirrors and dual pedals
1.6.5	40	Driving School data laws; particularly on training and testing of drivers and instructors
1.6.6		Preparation for practical training (traineeship)
1.6.7		Driving Instructor Profession: development, further qualifications, taxes, work organisation, insurance work
1.6.8		Programmes, safety training, etc
1.7	70	Evaluation of experiences during traineeship

3. The driving test

3.1 The exam committee

The committees are composed of 4 members:

- A lawyer
- An official expert in road traffic,
- An educational specialist with a Category B licence
- An experienced driving instructor with at least 5 years driving instruction experience and holder of the licence for which the candidate instructor is applying.

3.2 Tests and demonstration lesson

The Category BE test for driving instructors consists of

- A 60 minute practical driving component that must have been passed before going to the next phase (see below)
- Theory test which has to be passed before the next phase (see below)
- Demonstration lessons that must take place during the traineeship.

3.3 Components of the tests

3.3.1 In the **practical driving test**, the instructor must show that he can drive the vehicle (for which he intends to instruct) in a legal, safe and environmentally-friendly manner.

3.3.2 The **theory test** for Category BE (the basic test) involves the following over a 5 hour period:

- Two assignments out of the following themes: traffic law, teaching about danger/risk and environmental protection.
- An exercise on traffic instruction and vehicle technology, including driving physics.

The supplementary tests for Categories A, CE or DE involve an additional 2 written assignments within a 2½ hour period.

3.3.2.1 In the **oral test**, the candidate has 30 minutes in which to prove his sectoral knowledge.

3.3.3 Theoretical lesson demonstration

The candidate must prove that he is capable of leading theory lessons in a 45 minute session with real learner drivers.

3.3.4 Practical lesson demonstration

Again, the candidate must prove that he is capable of leading practical, on-road driving lessons with a real learner driver over a 45 minute lesson.

3.4 Evaluation criteria for the test

The grading ranges from 1= „excellent“, until 6 = „insufficient“.

The test is passed if the candidate gets at least grade 4 = „satisfactory“ for each of the component parts. Exceptions to this include the possibility of ‚cancelling out‘ a grade 5= ‚unsatisfactory‘ from the written test with a grade 3= ‚satisfactory‘ in the oral test (and vice versa).

4. Ongoing training

Ongoing training for instructors is laid down by law. Each instructor must:

- participate every 4 years in a minimum of 3 days training

If the driving instructor also holds the seminar licence (see paragraph 1.4) to lead seminars for traffic offenders, he must also

- participate in a 3-day training within 2 years of first gaining the seminar licence, and then have continued training every 4 years after that.

Failure to respect these requirements leads to withdrawal of the licence to instruct.

4.1 Eco-seminars

As a sign of the willingness of driving instructors in Germany to participate in voluntary training, over 6000 instructors have attended a voluntary 3-day eco-training seminar on

environmentally-friendly and energy-saving driving techniques over the last 10 years. Participants then gain a certificate which allows them to official instruct eco-driving lessons.

4.2 “Second Phase” training for novice drivers

A voluntary programme of post-licence training for novice drivers was introduced in most of the German federal states in early 2004. The training consists of 3 group discussions, an on-road feedback drive and a track training session. The group discussions and feedback drive are led by driving instructors who have 1) qualified as seminar leaders (see paragraph 1.4) and 2) attend specific training for this course.

5. Quality control and monitoring

The State is responsible for quality control in Germany. The licensing authority must control driving schools, driver training and facilities every 2 years according to law. For driving schools who have successfully passed two consecutive controls, this frequency can be reduced to every 4 years. Since 1999, driving schools with officially recognised quality control labels are no longer subject to state control.

Work is now underway at the German Driving Instructor Academy and the German Union of Driving School Associations to design internal quality control systems for driving schools (as above). Trials are planned for early 2005, followed by fine-tuning, state accreditation and implementation.

6. Driving School market and economic situation.

According to the latest figures from the national statistical office, there are approximately 13.300 driving schools across Germany. Of those, around 60% are one-man companies. A further 20% employ 1-2 instructors, 15% employ 3-4 instructors and most of the rest employ 5-10 instructors. Schools with over 10 instructors are very rare in Germany. The rationalisation and mergers of smaller driving schools has not taken place to the extent that was expected.

Dividing the companies according to annual turnover, the results are as follows:

	% of companies	Annual turnover bracket			Total annual tumover per bracket	% of total turnover
•	24,3 % between	€ 16.600	and	€ 50.000	= € 113,8 Mn. or	7,4 %,
•	37,4 % between	€ 50.000	and	€ 100.000	= € 364,2 Mn. or	23,7 %,
•	32,0 % between	€ 100.000	and	€ 250.000	= € 640,1 Mn. or	41,7 %,
•	5,1 % between	€ 250.000	and	€ 500.000	= € 221,7 Mn. or	14,4 %,
•	0,9 % between	€ 500.000	and	€ 1 Mn.	= € 79,4 Mn. or	5,2 %,
•	0,2 % between	€ 1 Mn.	and	€ 2 Mn.	= € 33,2 Mn. or	2,2 %,
•	0,1%	€ 2 Mn.	and	higher	= € 83,8 Mn. or	5,5 %.

The driving training market in Germany is suffering from significant over-supply of driving schools, especially as a result of military driving instructors entering the market over the last 40 years. In addition, negative demographics and the recession has led to a considerable drop in prices, especially in the industrial heartlands.

A July 2004 report from a major German banking corporation concluded that „the driving school sector has not seen satisfactory financial results since 1999“ and that „the situation will only improve if further steps are taken to solve the problem of over-capacity in the

market”.

However, a considerable number of driving schools have done admirably well in the circumstances as a result of their exemplary training and quality service.

As a result of the drop in prices, the earning potential of driving instructors has now fallen way behind the earnings of equivalent professions. This and the physical and time demands of the profession (evening classes, night driving and traffic stress) have noticeably reduced the attractiveness of the profession. In many cases, the gross monthly salary of driving instructors barely exceeds 2000EUR. As a result, the sector is not attracting the young, intelligent people it needs.

7. Strengths and weaknesses of the system

On the whole, the system of training and testing for applicant driving instructors in Germany can be considered as moving in the right direction. The changes introduced in 1999, namely an obligatory 4 4½ month internship (see paragraph 2.2.1) and the ensuing ‘staggering’ of the test (over a period of time) have clearly led to an increase in training and testing standards.

Obvious weaknesses are:

- a) the too low academic requirements and consequently the key qualifications of the driving instructor applicant
- b) the continued insufficient attention given to teaching skills’ in training
- c) the lack of professional opportunities offered by the driving instructor qualification, which allows only limited scope for future work (instructor, traffic administrator, traffic teacher in public schools, etc)
- d) the officially recognised driving instructor training schools.

To enlarge on the last issue, there are now about 60 privately run training schools around Germany, although 10 would be enough to meet the demand for new driving instructors. Although efforts have been made to raise standards in these training centres, many of them remain little more than lightly modified driving schools. The economic interests of these centres are such that they will take on any trainee without checking that they possess the right qualifications and abilities for the job (ability to learn, clarity of thought and speech and the ability to encourage others to self-reflect). This often leads the testing committees to fail candidates after a long and expensive training programme. (see 8.2).

8. Future developments

8.1 Broadening and deepening of obligatory driver training

In 1997-8 the German Parliament recognised the need to broaden and deepen driver training to include more focus on a sense of social and environmental responsibility, attitudes and risk awareness. For this to come about, driving instructors will need to possess more knowledge and skills with regard to teaching ability. Standards for training and testing candidate instructors will thus need to be raised. One raise of how to raise standards follows in the next section.

8.2 A professional entrance test

The group of researchers at the German Driving Instructor Academy is developing a professional entrance test in order to assess if a candidate driving instructor has the ability required for the profession. Proposals have already been made on how to put this into

practice. The first step for a driving instructor candidate would be to attend a training-driving school for one month and then to take the entrance test (carried out by an independent organisation). If the test is failed at this point, the candidate will not be allowed to go into the official training phase. The official training phase would then include a 3½ month internship at a driving school (instead of the current 4½ months). The advantage of this system is that it starts immediately with first-hand experience of the daily life of an instructor in a driving school, rather than in a training centre. This system conforms to the current thinking of the great professional academies in Germany on the parallel training of practice and theory.!

Munich / Stuttgart, July 2004

EU MERIT Project Case Study: Driving Instructor Training in GREAT BRITAIN

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1. Background

In GB learner car drivers are not required to take mandatory professional training, but 99% of them have some professional instruction prior to sitting a driving test. Under the Road Traffic Act it is illegal for anyone to charge (either money or monies worth) for instruction in driving a motorcar unless:

- their name is on the Register of Approved Driving Instructors; or
- they hold a trainee's "Licence to give instruction" issued by the Registrar.

The Register of Approved Driving Instructors was set up as a voluntary scheme in the 1960s, becoming mandatory in 1970, in the interests of improving road safety by maintaining and improving the standard of car driving instruction available to the general public. It ensures that the public can rely upon an acceptable minimum standard of tuition from registered driving instructors. The Driving Standards Agency (DSA), an executive agency of the Department for Transport (DfT), administers it. Further details can be found from the DSA website (www.dsa.gov.uk) or the DfT website (www.dft.gov.uk).

Ross Silcock¹ carried out a review of the requirements for training and qualification as an Approved Driving Instructor (ADI), reporting in the year 2000. The final report included 46 recommendations to be considered and work is on hand to evaluate and, where appropriate, implement these in an effort to modernise the current process.

In March 2000, despite GB having one of the best road safety records in Europe, Government Ministers announced a demanding new road casualty reduction target to reduce deaths and serious injury on British roads by 40% by the year 2010. This target was supported by the publication of a detailed strategy document, "Tomorrow's roads – safer for everyone"² which outlined detailed plans by which this target would be achieved. One of the objectives is to raise the standards of car driving instructors.

Minimum Requirements

To apply for entry to the Register applicants must:

- hold a full UK or European Union unrestricted car driving licence;
- have held it for a total of at least 4 out of the past 6 years prior to entering the Register after qualifying, but a foreign driving licence, an automatic car driving licence or a provisional licence held after passing the driving test, all count towards the 4 years;
- not have been disqualified from driving at any time in the 4 years prior to being entered onto the Register;
- be a fit and proper person (all convictions including motoring offences still in force will be taken into account);

¹ Ross Silcock Ltd. (2000) Final Report: [Raising the standards of approved driving instructors \(No.15\)](#)

² Department for Transport (2000): [Tomorrow's roads: safer for everyone](#)

- pass the Register qualifying examination and register within 12 months of having done so; and
- meet current restrictions on accompanying a learner driver (Minimum 21 years old and held a full car licence for 3 years).

Drivers whose driving licence is limited to driving vehicles fitted with automatic transmission because of a disability can qualify to give driving instruction limited to cars fitted with automatic transmission. The ADI qualifying examinations will be exactly the same as that for any other ADI except that the candidate will be able to take the practical parts in a car with automatic transmission.

Candidates who wish to qualify for this category are required to undergo an assessment of their ability to take control of a vehicle in an emergency from the front passenger seat, with any additional controls fitted where necessary. The assessment is carried out at the Department of Transport's MAVIS (Mobility Advice and Vehicle Information Service) at Crowthorne, Berkshire. If this assessment is satisfactory they are issued with an "Emergency Control Certificate" (ECC) which is a pre-condition to qualifying in the new restricted category of ADIs. The certificate will state what additional controls on the front passenger side, if any, will be needed.

Once they have qualified, or if they are issued with a trainee licence, the document will show that they are restricted to giving driving instruction in automatics only and subject to the fitting of such additional controls as may be set out in the ECC. The car provided for the Part three test of instructional ability must be capable of being driven by the examiner. Existing ADIs, whose driving licence becomes restricted to automatics only because of a disability, are able to transfer to the new category without having to re-qualify, provided they have been issued with an ECC.

2. Driving instructor training

Driving instructor training is not obligatory in GB, but in practice instructor-candidates need some form of training in order to pass the test. Any qualified driving instructor can provide training to candidate-instructors.

3. Driving instructor testing

Qualification

The examination for entry onto the Register is composed of three parts:

- test of theoretical knowledge
- test of driving ability
- test of instructional ability

Test of theoretical Knowledge

Applicants can take this test as many times as necessary but once they are successful must pass the tests of driving and instructional ability within two years. A maximum of three attempts are allowed at the test of driving ability and a maximum of three attempts at the test of instructional ability within a two year period. An unsuccessful third attempt at either of these tests would mean that the applicant would have to reapply once the two year period

from passing the theory test had expired. After this two-year period applicants would again have to pass the theory test.

The theory part of the ADI qualifying examination are conducted at 158 locations; these are the same as for the car driving theory test. The test is conducted as an IT based test and is carried out in two parts; a multiple-choice section and a hazard perception test. The theory test calls for a high standard of knowledge. This part of the test lasts 90 minutes. In this part of the test candidates are asked 100 questions split into **four** bands. The purpose of the banding is to ensure candidates have a comprehensive knowledge spread across the whole of the syllabus.

Candidates can work through a practice session lasting up to 15 minutes to get used to the system before starting their actual test. Staff at the test centres are on hand to help candidates with any difficulties in using the system. The screens are easy to read. Only one question appears on the screen at a time, and candidates are able to move backwards and forwards through the questions. Candidates are also able to go back to any questions which they want to look at again, and it is easy to change any answers. The system also alerts candidates if they have not completely answered a question. Candidates answer the questions by touching the computer screen to select the answer from the selections shown. The “touch screen” system has been carefully designed to make sure it is easy to use.

Candidates need to pass both elements of the theory test at the same event to obtain an overall pass result. The overall pass mark for the theory test is 85% (85 questions correctly). However, they must reach a minimum mark of 80% (20 correct questions) in each of the four main bands. It is therefore possible to get an overall mark of 85% or higher but still fail the examination because they have not gained the minimum of 80% in any one or more of the four groups.

Fig 1 Theory test – Multiple Choice Element Bands

Band 1 Road Procedure	25 question
Band 2 Traffic signs and signals	5 questions
Car control	10 questions
Pedestrians	5 questions
Mechanical knowledge	5 questions
Band 3 Driving test	10 questions
Disabilities	5 questions
Law	10 questions
Band 4 Publications	10 questions
Instructional techniques	15 questions
Total	100 questions

Hazard Perception Test

After a break of up to three minutes, the hazard perception part will start. Candidates are shown a tutorial video first. This uses sample footage with a sound track (headphones

supplied), which will explain how to complete this part of the test. The tutorial can be repeated once.

The test consists of 14 video clips, each lasting about one minute. The clips feature various types of hazards, such as vehicles, pedestrians and road conditions. Candidates respond by pressing a mouse button as soon as they see a hazard developing that may result in the driver having to take some action, such as changing speed or direction. The earlier the developing hazard is spotted, and a response made, the higher the score. Candidates can score up to five marks on each hazard and the test contains 15 scoreable hazards.

For the Hazard Perception test the pass mark is 57 out of 75. The results of the theory test are usually given before candidates leave the test centre, along with details about applying for the test of driving ability. They are advised of the bands in which any errors have been made, but are not given details of individual questions.

Test of Driving Ability

The practical test of driving ability consists of tests of both eyesight and driving technique. The test lasts for about one hour and both parts of the test must be passed at the same time.

Candidates must produce proof of identity.

- **The eyesight test**

Candidates must be able to read in good daylight, with the aid of glasses or contact lenses if worn, a motor vehicle registration mark containing letters and figures:

79 millimetres in height and 50 millimetres wide at a distance of 26.5 metres; or
79 millimetres in height and 57 millimetres wide at a distance of 27.5 metres

If they do not pass the eyesight test, they will not be allowed to take the driving ability test.

- **The test of driving ability**

This test is far more difficult than the L test. It is of an advanced nature and a very high, consistent standard of competence is required. Candidates must show a thorough knowledge of the principles of good driving and road safety and that they can apply them in practice. In particular they must satisfy the examiner on all of the following subjects:

- expert handling of the controls
- use of correct road procedure
- anticipation of the actions of other road users and the taking of appropriate action
- sound judgement of distance, speed and timing
- consideration for the convenience and safety of other road users.

The routes used for the test will cover varying road and traffic conditions and, where possible, include motorways or fast dual carriageways. The routes will cover both urban and rural conditions.

Candidates must display the ability to perform any or all of the following manoeuvres.

- move away straight ahead or at an angle
- overtake, meet or cross the path of other vehicles and take an appropriate course without undue hesitancy

- turn left-hand and right-hand corners correctly without undue hesitancy
- stop the vehicle as in an emergency
- drive the vehicle in reverse gear and, whilst doing so, enter limited opening to the right and to the left with reasonable accuracy and effective all round observation
- reverse park the vehicle into the space behind a parked car, within the space of about two car lengths and close to and parallel with the kerb, with reasonable accuracy and effective all round observation; or reverse park into a parking bay, with due regard for other vehicles or pedestrians, with reasonable accuracy and effective all-round observation
- turn the vehicle to face in the opposite direction by the use of forward and reverse gears with reasonable accuracy and effective all-round observation.

Faults are assessed as:

- Dangerous – involving actual danger;
- Serious – potentially dangerous or serious errors; and
- Driving – a significant error in driving technique or incorrect reaction to a situation not assessed as serious.

One serious or dangerous fault or more than 6 driving faults results in failure.

Candidates are given the result and an oral debrief at the end of the test along with a copy of the examiner's marking sheet. A maximum of three attempts are allowed at the test of driving ability. Once a candidate has passed this test they can apply for a trainee's "Licence to give instruction" provided certain conditions are met. This will be covered later in this paper.

Test of Instructional Ability

The object of this test is to assess the value of instruction candidates give and their ability to pass this knowledge on to pupils. The test is in two parts or phases, each of which lasts about half an hour. Both parts must be passed on the same test. Candidates must demonstrate their knowledge and ability by giving practical driving instruction to the examiner who will first take on the role of a pupil who is a beginner, or a learner driver with limited driving knowledge, and then a different pupil who is at about test standard. The examiner explains everything in full at the time. For each of the two roles the examiner will choose one of the following 12 exercises as the basis for instruction.

- safety precautions on entering the car and explanation of the controls;
- moving off and making normal stops;
- reversing and whilst doing so entering limited openings to the right or left;
- turning the vehicle round in the road to face the opposite direction, using forward and reverse gears;
- parking close to the kerb, using forward and reverse gears;
- explaining how to make an emergency stop and practical instruction in the use of mirrors;
- approaching and turning corners;
- judgement of speed, making progress and general road positioning;
- dealing with road junctions;
- dealing with crossroads;

- dealing with pedestrian crossings and giving correct signals in a clear and unmistakable manner; and
- overtaking, meeting and crossing the path of other road users, allowing adequate clearance.

These 12 exercises are arranged in 10 pre-set tests to ensure each test is of similar difficulty. Examiners choose one of these 10 tests for each candidate at random.

Candidates are assessed on:

- the method clarity adequacy and correctness of instruction given;
- the observation, analysis and correction of faults committed by the 'pupil'; and
- their general manner.

Each of the 12 exercises is divided into individual lesson subjects. A candidate's instruction is assessed against each lesson subject that makes up the chosen exercise in terms of whether the subject is covered, covered satisfactorily or covered unsatisfactorily.

A candidate must achieve a satisfactory assessment during each phase, to be successful, in each of the three core competencies:

- fault identification
- fault analysis
- remedial action

Each candidate is assessed on a range of instructional techniques during each part of the test:

- level of instruction
- planning
- control of the lesson
- communication
- question and answer technique
- feedback and encouragement
- instructor's use of the controls

Throughout each phase an assessment is made of the instructor's attitude and approach to the pupil.

Each of the two parts or phases is assessed separately as described above and a satisfactory performance is required in each at the same attempt to achieve an overall pass. There is also a limit of three attempts at the test of instructional ability.

Once a candidate has passed this test they are eligible to register as an Approved Driving Instructor (ADI).

A Trainee “Licence To Give Instruction”

Once an applicant for entry onto the ADI Register has passed the test of driving ability they can apply for a trainee’s “Licence to give instruction” which will allow them to give instruction for payment although not registered as an ADI. This currently enables practical instructional experience to be gained whilst preparing for the test of instructional ability, though this is being reviewed at the present time.

To apply for a trainee licence an applicant must:

- hold a full UK or European Union unrestricted car driving licence;
- have held it for a total of at least 4 out of the past 6 years prior to entering the Register after qualifying, but a foreign driving licence, an automatic car driving licence or a provisional licence held after passing the driving test, all count towards the 4 years;
- not have been disqualified from driving at any time in the 4 years prior to the date of application;
- be a fit and proper person (all convictions including motoring offences, still in force will be taken into account);
- have passed the theory part of the qualifying examination and the practical test of driving ability;
- be eligible to take the test of ability to instruct; and not have passed the theory test more than two years before the date of application.

There are conditions under which a licence is granted. These are:

- Instruction must only be given for the driving school whose address is shown on the licence
- There must be at least one ADI working at the supervisor’s address for every Trainee Licence holder employed there
- At least 40 hours practical training from a qualified ADI must be received within a period starting not more than 6 months before and be completed by the date of issue of the licence. Training must include every subject listed in the syllabus and a record must be kept.
- Advertising as a fully qualified instructor is not allowed

In addition, each trainee must abide by one of two conditions:

1. Receive supervision from sponsoring ADI for 20% of all lessons given and a record kept; or
2. Receive a minimum additional 20 hours training covering all the subjects listed in the syllabus within 3 months of issue of the licence or before a first attempt at the test of instructional ability. A record of training must be kept. Failure at either the first or second attempt of the instructional test must be followed by a minimum of five hours additional training before making a further attempt at the test.

The Registrar will revoke the trainee licence if the conditions are not met, the licence was issued by mistake or gained by fraud or once three attempts at the instructional test have been taken and failed.

4. Ongoing training / testing for instructors

Currently ongoing training for instructors is not obligatory in Great Britain. Ongoing testing, otherwise known as the Check Test, is obligatory, as described below.

The Check Test

The check test is a test of an instructor's continued ability and fitness to give instruction. An instructor is required to undergo a check test when required to do so by the Registrar.

A specially trained senior examiner, who accompanies the instructor on a normal lesson with a pupil, conducts the check test. The examiner sits in the back of the car and checks that at least the minimum standard of instruction required to remain on the Register is being maintained.

Where an instructor is unable to provide a suitable pupil the examiner may choose to conduct the check test by 'role playing' a pupil as in the test of instructional ability.

The assessment used by the examiner is based on the same criteria used to assess the test of instructional ability.

At the end of the observed lesson instructors are given a debrief and graded, dependent on the assessment of the instruction observed during the check test. Grades 1, 2 and 3 are unsatisfactory and 4, 5 and 6 are satisfactory. This grade will help determine when the next check test will be carried out. Those awarded a grade 4 are normally retested within 2 years and Grade 5 and 6 instructors within 4 years.

Those with an unsatisfactory grade will receive a letter outlining the weaknesses identified during the check test and recommending that retraining be undertaken. Those receiving a grade 1 will be seen within a short time by an Assistant Chief Driving Examiner. Those receiving a grade 2 or 3 are usually required to attend another check test within 8 to 12 weeks.

An Assistant Chief Driving Examiner sees instructors who achieve two consecutive unsatisfactory assessments. An unsatisfactory assessment on this third occasion results in action being started to remove the instructor from the Register.

5. Quality control of instructors and driving schools and monitoring

Once a driving instructor has qualified they are eligible to apply for registration onto the Register of Approved Driving Instructors. Registration currently lasts for a period of four years. A condition of registration is that they are required to undergo a check test when required by the Registrar. (See Check Tests section above for details)

The ORDIT (Official Register for Driving Instructor Training) is a voluntary register which was set up for those involved in training driving instructors in an effort to improve the standard of training available to potential driving instructors. Entry is conditional upon certain criteria being met including an assessment carried out by DSA of the facilities and standard of training offered by each establishment.

6. Facts about the market structure and profile of the profession

In October 1998 Ross Silcock³ commissioned Social Research Associates to carry out a survey of ADIs carrying out L-driver tuition as part of the review of the requirements for training and qualification as an Approved Driving Instructor (ADI) that they carried out for the Department for Transport.

The following is an extract from that report.

“A random sample of 1,997 people was drawn from the ADI Register (there are currently around 34,500 ADIs on the Register) and were contacted by telephone. The great majority (81%) were interviewed on the telephone. The remainder preferred to complete and return a postal questionnaire.

Of the 1,997 persons on the Register who took part in the survey, 325 (16.3%) were no longer working as ADIs. This left a sample of 1,672 who responded to the majority of the questions asked, although some chose not to answer all questions, especially those relating to charges and ADI grade. The survey provided a wide range of information which was used by the research team during the research.

The great majority (84.3%) of ADIs are self-employed and only 2.1% of those surveyed employ other ADIs. Thus L-driver tuition is overwhelmingly provided by one-person bands. Almost a quarter (24.4%) of ADIs only teach L-drivers on a part time basis, with a further 3.4% teaching occasionally or never. Not surprisingly, there is a strong correlation between those teaching full time and those who teach driving as their main job. Of the 12.5% of ADIs where teaching driving is not their main job, three quarters (76.4%) only work part time, as would be expected.

When asked whether they specialised in any sector of the learner driver market, 87.8% responded 'no'. Of those who do specialise, the largest target markets were: 2.5% nervous drivers; 2.2% women; 2.0% disabled drivers; and 1.7% each for young drivers and older drivers.

ADIs were asked how many hours they spent teaching L-drivers during the previous seven days. The responses show that just over half (50.6%) teach for 25 hours or less with a quarter (26.1%) teaching for 15 hours or less. 84.5% of ADIs said that their answer to this question reflected a typical week. 20% of ADIs reported that they had 10 or fewer pupils, with 42.8% having 21 or more L-drivers on their books. The median value is between 16 and 20 pupils.

ADIs are predominantly male (86%), with an even greater proportion of grade 6 ADIs being male (91%). Grade 6 ADIs are also older, with none of the grade 6 ADIs in our sample being under 30 years of age. These two findings are probably linked, with grade being linked to experience and the more experienced ADIs being male. This is slowly changing, as DSA report a growing number of female applicants to join the Register.

³ Ross Silcock Ltd. (2000) Final Report: [Raising the standards of approved driving instructors \(No.15\)](#)

Training and qualifications are central to the research. ADIs were asked whether they had any other qualification relevant to their job as an ADI. Three quarters have none. A few have a teaching qualification (3.6%); the same proportion (3.6%) hold a DIA diploma and 2.6% have a City and Guilds certificate.

Few ADIs undertake further training, once qualified. Only 6.8% answered 'yes' to the question 'are you currently undertaking further training' and less than a quarter (23.9%) had undertaken further training during the last 5 years. This is disappointing for a profession which wishes to raise its status, and is out of line with the general trend in many professions for increasing requirements for Continuing Professional Development (CPD). This was an issue examined as part of the research.

A profile of the typical ADI on the basis of the survey results suggests: -
A middle-aged male, working by himself, with no other qualification and little inclination to undertake further training. But then he would have a hard time affording more training as he teaches L-drivers for just 25 hours per week and only charges between £14 and £15 for a standard one-hour lesson."

The current average charge for a one hour lesson is around 19.00GBP (~28 EUR).

7. Analysis of strengths and weaknesses of current system of instructor training and testing

ADVANTAGES:

- **Input into road safety** – As a professional driving instructor they have a major influence in the road safety development of new drivers.
- **Minimum standard of competence** – all instructors are required to demonstrate agreed minimum standards (theory, driving, instruction) before qualifying.
- **Quality assurance** – check testing regime encourages and ensures that minimum entry standards are maintained.
- **Training** - those who fail to maintain standards are encouraged to take retraining or are ultimately removed from the Register of Approved Driving Instructors
- **Fit and Proper** – Minimum standards of are set in relation to an ADIs driving record and professional standing. Driving or criminal convictions can result in removal.
- **Consumer protection** – provides a minimum level of consumer protection

DISADVANTAGES:

- **Continuous development** – Many instructors fail to develop their skills beyond those required for initial qualification. The system focuses on maintenance of skill rather than development.
- **Initial expenditure** – can be over £3000 for training and taking the appropriate exams with no guarantee of success.
- **No guarantee of passing the exams** – They can spend a great deal of money up front without a refund system. If they fail all three attempts of the part two Driving Ability test, they will have to wait **two years** from the time they passed the written exam. Then they will be allowed to restart the examination process again.
- **How to select an instructor trainer** – Difficulty in knowing that they are getting value for money despite a voluntary Official Register of Driving Instructor Trainers (ORDIT).

- **Limitations of the current syllabus** – the current syllabus and assessment regime encourages rote learning; therefore many instructors have limited ability.
- **Development Opportunities** – there is currently no incentive for an ADI to develop their skills.

8. Plans for future changes

Recognising the limitations of the current system, the DSA is committed to modernising it.

In March 2000 Ministers and the Government announced a demanding casualty reduction target to be achieved by 2010 underpinned by a strategy outlined in a document called, "Tomorrow's Roads - Safer for Everyone". This document envisaged a new environment for driver training to match the changing needs of the driving instruction profession.

In its Review of the Road Safety Strategy⁴, published this April, Ministers committed to reviewing the regulatory arrangements for driving instructors to ensure that the public can have confidence that the driver training services that they buy are of the highest quality.

DSA plan to develop and implement a range of improvements to raise the quality and expertise of all driving instructors. We have commissioned independent research to help with this.

There are three initial strands to this work. They are:

- Work by Red Scientific Limited to make recommendations to the DSA about a set of competences for ADIs and the training industry generally and other related issues.
- Work by 5S Consulting Limited to develop proposals and make recommendations about the form and technicalities of operating a Continuing Professional Development (CPD) scheme for the industry.
- Work by Dr Elaine Freedman, of Researchers for Education and a visiting Research Fellow of the University of Bath Education Department, to explore the feasibility of alternative methods of delivering CPD, such as using distance learning materials, how this might be assessed, and the role of DSA in such a scheme.

These three elements of research have been grouped together as the Instructor Standards Project to help co-ordinate the work of the contractors and to ensure that the benefits to the instruction industry and DSA are maximised.

Once completed this work will enable DSA and the driving instruction industry to agree a competency framework for a driving instructor. This will enable a review of both the content and provision of learning and resource materials and the effectiveness of current assessment strategies used to measure competency.

The feasibility of developing an attitude and aptitude test to be taken by potential driving instructors is being investigated. Consideration is to be given to the development of training

⁴ Department for Transport (2004): [Tomorrow's roads - safer for everyone: The first three year review](#)

logs based on the competency framework and the introduction of a framework of Continuing Professional Development for instructors.

Work has already started on building on the voluntary register of instructor trainers with a view raising standards and the degree of consumer protection provided.

DSA is committed to working towards a fully consolidated and integrated, mandatory Register for all instructors that is more flexible, better able to match the needs of driving instructors and enables members of the public to make an informed choice of driver trainer in an effort to promote safe driving for life.

Nottingham, December 8 2004

EU MERIT Project Case Study: Driving Instructor Training in LATVIA

Authors: Juris Teteris, Ministry of Transport

1. Background

The history of instructor training in Latvia goes back to the Soviet period. At that time, instructor training was obligatory as it is today, but the content covered mostly the Traffic Code and a little practice. Didactical skills, psychology were not covered at all. Currently instructor training provides deeper knowledge on relevant legislation, and more hours are spent in practical skills training, teaching methods and psychology.

2. Driver Instructor Training

Applicant has to have at least secondary education and to have held a category B driving licence for at least 3 years. Training consists of:

- Road traffic legislation;
- Road traffic safety issues;
- Practical pedagogy;
- Psychology;
- Practical training;
- Basics of vehicle construction and maintenance.

3. Driver Instructor Testing

Testing of instructors is performed by the Road Traffic Safety Directorate, which is also responsible for driver testing. It consists of a theoretical test (legislation and pedagogy) and a practical test where applicant has to demonstrate an ability to train in a closed area and real traffic, as well as ability to assess mistakes made by trainee.

4. Ongoing training for instructors

Regular training every 5 years is obligatory. An instructor's licence is issued for the same period of validity and renewal of licence is subject to this training. Training consists of information on the latest changes in road traffic legislation and the latest developments in training methods. A theoretical test has to be passed too.

5. Quality control of instructors and driving schools and monitoring

First and foremost, the driving schools are responsible for the quality of their instructors. Both direct and indirect methods of monitoring are used. Pass rates of driving schools and particular instructors are calculated on a regular basis and this data is available on the internet.

6. Facts about the market structure and profile of the profession

There are about 160 active driving schools in Latvia and about 2000 instructors working for them. The majority of driving schools (about 80%) are rather small and train no more than 100 people a year. The average salary of instructor is estimated at about 700 EUR a month. About 70 instructors gain access to the profession every year.

7. Analysis of strengths and weaknesses of current system of instructor training and testing

Considerable effort is currently being made to improve the practical part, because newly qualified instructors are often not prepared to train the learner driver on hazard perception issues or to form a traffic safety-oriented attitude.

8. Plans for future changes (if applicable)

To introduce a traineeship period in the training course and to strengthen the pedagogical part.

EU MERIT Project Case Study: Driver Instructor Training in the NETHERLANDS

Jan Vissers, Traffic Test

1. Background

The driving licence

In 1906 the driving licence was introduced in the Netherlands. But there was no driving test. The driving test was introduced in 1927. Until 1934 the driving test took only 15 minutes of driving. In 1934 the driving time was doubled to 30 minutes.

In 1951 a Traffic Law was introduced in the Netherlands as well as a Traffic Code. In 1951 five licence categories were introduced: A (motorcycle), B (passenger car), C (truck), D (coach), E (trailer).

In 1960 the duration of the driving test was extended to 45 minutes.

In 1963 a written theoretical test was introduced. Before this, knowledge of traffic rules was examined in an oral test.

At this moment the duration of the practical driving test is 55 minutes. The theoretical test is an audio-visual exam consisting of 50 questions.

Driving instruction

Examination of driving instructors

In 1974 a law on driving instruction was introduced in the Netherlands. This law described exam requirements for driving instructors. For the B category the exam consisted of two parts: a theoretical (oral) exam (3 hours in total) and a practical exam (also 3 hours in total). A traineeship (a minimum of 50 hours) was obligatory for all driving instructors. In order to get a certificate for the categories A, C, D and E an additional exam (1 hour theoretical (oral) examination and 1 hour practical examination) was necessary.

In 1996 a new law on driving instruction was introduced. New exam requirements were formulated. More emphasis was put on didactical skills of driving instructors. Oral examination was replaced by written tests. A new access criterion was formulated: previous education had to be on a level of at least four years of secondary school education. Due to the fact that effective control of the quality of the traineeship wasn't possible, the practical training period was abolished.

In 2003 the new law on driving instruction was evaluated. As a result of this evaluation new educational goals were formulated. At this time a new exam system is in preparation. Examination will focus more on the practical competencies that are necessary for good driving instruction. The traineeship will be re-introduced and examination of theoretical (classroom) and practical (on-road driving) lessons will take place in real conditions with real learner drivers.

Training of driving instructors

Training is not obligatory for driving instructors. Nevertheless, in practice almost all trainee driving instructors follow a training programme, because otherwise it is not possible to pass the exam.

2. Driving instructor training

As already mentioned in paragraph 1 training is not obligatory for driving instructors. So there are no requirements on contents and duration of driving instructor training. Nevertheless in practice almost all trainee driving instructors follow a training programme, because otherwise it is not possible to pass the exam. For most driving instructors the learning period varies from six months until a year.

There exists no official training curriculum for driving instructors. On the basis of the educational goals (see paragraph 2.3) each training institute develops its own curriculum and training programme. About 40 training institutes are involved in driving instructor training in the Netherlands. Most of them are quite small and in a lot of cases they are in fact driving schools that combine the training of regular learner drivers with the training of driving instructors. About 10 institutes operate on a more professional basis. These institutes train about 80 to 90% of all driving instructors.

The costs of the training range between 3,500 and 5,000 Euro (examination costs not included, see paragraph 2.4).

There are no requirements formulated for the institutes that train driving instructors. Quality is only monitored at the exam. The idea is that trainees with poor training will not pass the exam.

3. Driving instructor examination

Access to the profession

The following access criteria exist:

- Licence holder for relevant driving instructor category.
- Previous education on a level of at least four years of secondary school education (in other cases an entrance test is obligatory).

There are no requirements on age and experience.

Driving instructor categories

The following driving instructor categories are distinguished:

- Category A (motorcycle).
- Category B (passenger car).
- Category C (truck).
- Category D (coach).
- Category E (trailer).
- Category BRF (moped).

Categories A, B and BRF are independent driving instructor categories. In order to become a category C, D or E driving instructor, a person will first have to pass for the exam for category B driving instructor.

Educational goals

For each instruction category educational goals are laid down in a special document. The following documents exist:

- Document for the A driving instructor.
- Document for the B driving instructor.
- Combined document for the C, D and E driving instructor.
- Document for the BRF driving instructor.

For each examination topic (see table in next paragraph) a range of educational goals have been developed. These educational goals serve three main purposes:

- They describe on which aspects (knowledge, skills etc.) the driving instructor candidates must be tested. So for the exam institute they describe what will have to be tested at the examination.
- They describe in which aspects the trainee driving instructor must be trained (in order to pass the exam). So for the training institutes they describe what should be part of the training curriculum.
- For the developers of teaching materials (e.g. textbooks) the educational goals describe what materials should be developed and what the content of the textbooks should be.

Components of the test

In the driving instructor exam two parts can be distinguished. The first part focuses on the knowledge of various topics in the field of road safety, road design, driving behaviour, traffic law, traffic regulations etc. The candidates also have to do a practical on-road test: the instructor-candidate must show that he can drive the vehicle in a legal, safe and ECO friendly manner. The test is similar to the official driving test. Having passed the tests of the first part, the candidates get a temporary permit to give driving instruction (duration 18 months). This permit allows them to acquire experience with giving theoretical and practical lessons to learner drivers. The second part of the examination focuses on the skills that are important to give instruction to learner drivers in classroom situations as well as in on-road situations in the car.

For the practical parts of the examination (topic 11 of part I and topics 5 and 6 of part II) special assessment protocols have been developed. In the classroom lesson candidates are given grades for 31 assessment criteria, in the practical lesson candidates are scored on 29 criteria.

The costs of the examination for driving instructor category B are about 1,400 Euro.

Examination topics driving instructor category B

<i>Examination topic</i>	<i>Test method</i>	<i>Duration of the test</i>
<i>Part I: Contents expertise</i>		
1. Traffic law (general principles)	Written test	45 minutes (combined with topic 2 Highway Code)
2. Highway Code (traffic rules)	Written test	See topic 1
3. Theory of car driving task and traffic behaviour	Written test	30 minutes
4. Road safety	Written test	30 minutes
5. Other traffic participants (communication in traffic)	Written test	30 minutes
6. Mobility and traffic flow	Written test	15 minutes (combined with topic 7)
7. Environment	Written test	See topic 6
8. Vehicle technique	Written test	30 minutes
9. First aid	Official certificate	---
10. Emergency situations	Special training course of one day	---
11. Vehicle control and mastering of traffic situations	On-road test (comparable to the driving test)	60 minutes
		Total duration examination part I: 6 hours and 30 minutes
<i>Part II: Didactical skills</i>		
1. Instruction and feedback techniques (teaching methods)	Written test	30 minutes
2. Characteristics of learner drivers	Written test	30 minutes
3. Assessment techniques	Written test	30 minutes
4. Didactical methods	Written test	30 minutes
5. Classroom lesson (theoretical lesson)	Demonstration of a lesson on traffic regulations, in which the class exist of colleague trainee driving instructors	90 minutes
6. Practical lesson	Demonstration of practical lesson in the car with a colleague trainee driving instructor playing the role of the learner driver	60 minutes
		Total duration examination part II: 4 hours and 30 minutes

Traineeship

After having passed part I of the examination the trainee driving instructor gets a temporary permit to give driving instruction. A lot of institutes do oblige trainees to acquire practical experience, but there are no legal obligations to do so. So there is no obligatory traineeship.

4. Ongoing testing

Once each five years all driving instructors have to do an exam to test if their knowledge and their instruction skills are up-to-date. If they don't pass the exam, their driving instructor certificate is invalidated.

For the ongoing examination special educational goals have been developed. So in addition to the four documents with educational goals for the several driving instructor categories (see paragraph 2.3) there is a fifth document with educational goals for the ongoing examination.

5. Ongoing training

Preparation for ongoing testing

As well as for initial driving instructor training there is no obligation to follow a training programme in preparation for the ongoing examination. But also here most of the driving instructors do take additional training in order to pass the ongoing examination. Special refresher courses have been developed as preparation for the ongoing examination. Refresher courses are carried out by the training institutes mentioned in paragraph 3.

ECO-driving seminars

On a voluntary basis almost all driving instructors in the Netherlands have been trained in the principles of ECO-driving. The training consisted of 2 hours theoretical backgrounds of ECO-driving and two hours on-road training.

Driver training stepwise

Recently a new driver training programme called “Driver Training Stepwise” was introduced in the Netherlands. Until now about 1,250 driving instructors have followed a training programme consisting of 5 days theoretical and practical training and of several hours on-road coaching.

6. Quality control and monitoring

There is no control of the quality of the training of driving instructors. The only way the quality of the training institutes is controlled is by the examination.

7. Driving school market

In the Netherlands between 5,000 and 6,000 driving instructors are involved in driver training. A lot of them are “one man” companies and a lot of them give driver training on a part time basis. For instance driving instructors who are working for the Ministry of Defence give driver training in their spare time (in the evening/ in weekends).

About 55% of all driving schools in the Netherlands are “one man” companies. About 30% are driving schools that employ 2 to 5 driving instructors. And about 15% are driving schools that employ more than 5 driving instructors.

Each year the Dutch driving test organisation CBR has about 400,000 candidates for theoretical exam category B and about 200,000 for the practical exam.

The pass rate for the practical test category B is about 45% (only first attempts). Learner drivers need on average between 40 and 50 driving lessons (duration 1 hour) to get their driving licence. The average costs of one driving lesson of one hour are 35 Euro.

8. Strengths and weaknesses of the Dutch system

A strong point of the Dutch system is that exam requirements are described in a detailed way by formulating educational goals for each driving instructor category. The changes that were

implemented by the new law on driving instruction in 1996, aimed at focusing more on practical didactical skills of driving instructors. An evaluation of this new law pointed out that the new law was not fully successful in all respects. Although there was a shift in driver training towards topics that are relevant for safe driving behaviour, a lot of the driving instructors still lack the practical didactical skills to put their knowledge into practice. The reason for this is that in the examination a strong emphasis is laid on knowledge of content matter and that practical skills are not tested in real teaching situations. Therefore a new examination system is in preparation (see next paragraph).

Other weaknesses are:

- There is no obligatory traineeship.
- Driving instructor applicants in general have too low key qualifications. For a lot of driving instructor-candidates the job of driving instructor is a “last chance” job. In the Netherlands quite a few people get their driving instructor training paid for in order to get them re-integrated into a working environment.
- The status of the profession is quite low and there are not many possibilities to get more specialized qualifications such as road safety educator in schools. Beside this salary of driving instructors is quite low too.
- There is no good curriculum for driving instructor training and the quality of training institutes is not controlled.

9. Future developments

Based on the evaluation of the new law on driving instruction that was introduced in 1996 the following changes are proposed for the new exam system:

- The educational goals will be reformulated in order to make them more relevant for the profession of the driving instructor. Educational goals will be more focused on the practical competencies that are necessary in order to be a good driving instructor (more emphasis on knowledge and skills with regard to teaching ability). In fact this first step, the reformulation of the educational goals, has already been made. There is a whole new set of educational goals available.
- As a second step the new educational goals will have to be translated in exams that are also more competency oriented. This means standards of testing will be raised and the theoretical as well as the practical test will be carried out in real teaching situations with real learner drivers.
- Therefore the traineeship will become obligatory again.
- A professional entrance test will be introduced. At this moment the Dutch Ministry of Transport is thinking of an entrance test, which applicant driving instructors can do (on a voluntary basis) when they want to start their training.
- The obligation of ongoing examination will be replaced by the obligation of ongoing training. At this moment the ministry is thinking of introducing an obligatory refresher course for driving instructors of one day each year.

EU MERIT Project Case Study: Driving Instructor Training in NORWAY

"From a one-year course at upper secondary level in 1973 to a two-year college programme in 2003"

Author: Kjell Torsmyr, Dean, Nord-Trøndelag University College
Faculty of Education of Driving Instructors, Stjørdal.

1. Background

In order to get a better perspective of driving instructor training and testing in Norway, historical trends and recent changes will briefly be described in the section below.

1.1 Historical trends

Driver training in Norway started back in 1908 when the first driving schools were established in Oslo. In 1913 the Authorities stated that the driving test applicant had to testify having attended driver training conducted by a driving instructor authorized by the police.

This was the first important step towards professional driver training in Norway. The driving instructors were often technical experts educated in Germany, England and USA, and they were usually employed at garages located in the cities spread around the country. Driver training, of course, was a part-time job.

With The Motor Traffic Act from 1926, the regulations for obligatory driving training by an authorized driving instructor were abolished. Driver training from persons holding a normal driving licence was now permitted, in order to prevent the driving licence becoming too complicated and expensive.

In the 1960s mass motorization began to develop rapidly. Within the framework of The Road Traffic Act passed by the Government in 1965, the authorities established a system of regulations in order to enhance safety on the roads.

Important measures were professional driving instructor training according to decisions taken by the Ministry of Transport and Communications in 1969, driver training based on a curriculum approved by the Public Roads Administration in 1970, and authorization of driving schools.

1.2 The first milestone

The National Training School for Driving Instructors was established in 1970 by Stortinget (The Norwegian Parliament). The training school was organized as an upper secondary school subsidiary to the Ministry of Education, Research and Church Affairs, and financed by government funds. The first class for driving instructors according to the new one-year programme was launched in 1973. Driving instructors and driving examiners were educated at the same time.

1.3 A time for renewal

Establishing the National Training School brought about two groups of driving instructors: The existing group of driving instructors that historically were trained more or less at the private driving schools by attending short courses, and the new group of driving instructors

(“Traffic teachers”) of the future, comprising those who obtained public competence by attending the one-year course at the National Training School.

The 1970s thus became a transitional phase, partly due to the fact that the National Training School was not initially able to fully meet the demands for driving instructors. Consequently the driving schools themselves were still permitted to recruit and train driving instructors at a lower level in order to avoid long waiting lists of learner drivers.

Another aspect of this transitional phase was that all driving instructors who had been engaged on a private basis by driving schools in the years before 1970 now had to pass an examination before a committee approved by the Public Roads Administration.

For the most part, these driving instructors have by now participated in the one year programme at the National Training School for Driving Instructors in order to obtain driving instructor approval at the highest level (“Traffic teachers”).

From approximately 1980, when the National Training School was able to meet the nationwide needs for driving instructors, the one-year training programme became compulsory for all driving instructors to be.

1.4 The second milestone

In 2001 the Government agreed upon a recommendation to upgrade the driving instructor training to college level. From January 1 2004 the National Training School was thus transferred to the local state-run University College which is also a subsidiary of the Ministry of Education and Research, and financed by government funds.

Upgrading the driving instructor training to college level was one of the steps taken to meet the raised requirements for the competencies of driving instructors and examiners. This is also a part of government policy to improve road safety and limit environmental problems coherent to Norwegian authorities’ strategy of no deaths or serious injuries in traffic (“vision zero”).

As a consequence of this strategy, the driving instructor training from August 1 2003 was expanded from a one-year course at upper secondary level to a two-year programme at college level.

1.5 Recent changes

Because the authorities have adopted new traffic regulations and implementation of new curricula for driver training for all licence categories from January 1 2005, the training of driving instructors and examiners will have to be adjusted accordingly.

2. Driving Instructor Training

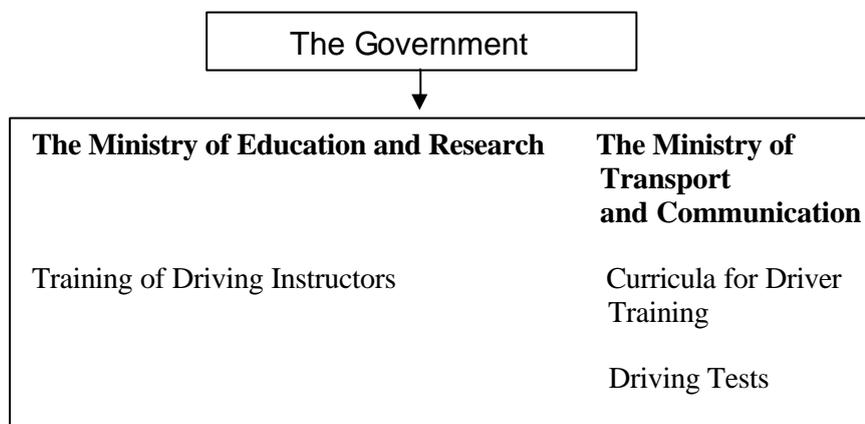
This paragraph gives a short description of the objectives, contents and structures of the driving instructor training in Norway.

2.1 Access to the profession

The one and only access to the profession of driving instructors in Norway from 2003 on is by means of the basic two-year college programme at Nord-Trondelag University College, Faculty of Education of Driving Instructors, Stjordal.

The University College, therefore, has a nationwide responsibility for the training of driving instructors. This goes for the basic training as well as for advanced training of driving instructors for all driver licence categories.

2.2 Outline of the Norwegian Driving licensing System



The Authorities take full responsibility for the professional training of driving instructors as well as for examiners.

The training of examiners and certification of driving instructors are the responsibilities of the public Roads Administration on behalf of the Ministry of Transport and Communication. The Nord-Trondelag University College is responsible for the training of driving instructors on behalf of the Ministry of Education and Research.

2.3 Entry Requirements

The admission regulations state that applicants must:

- meet the general matriculation standard (school-leaving certificate) or have equivalent professional experience
- have had a valid class B (car) driver's licence for the last three years continuously, as of 1 August of the year of admission

The course itself is free, but the students have to pay for travel, board and lodging. Loans may be obtained from the Norwegian State Educational Loan Fund.

2.4 Training Programmes for Driving Instructors

The programmes are based on a system-analytic perspective where training, vehicle, road and road environment are considered as an integrated whole within which the different units interact. By applying the principle of a systems-approach, the students are trained to plan, implement and evaluate the driver training consistent with the national curriculum prescribed by the authorities.

Cognitive-, affective- and psychomotor objectives together with the GADGET-model (now GDE matrix= Goals for Driver Education model) define the content and prescribe the methods and the material that are necessary prerequisites for the driver training.

Basic training programme:

- 2 years course for Driving Instructors for Light Vehicles, class B, A and T, 120 credits

Advanced training programmes:

- 16 weeks course for Driving Instructors for HGV, 24 credits
- 2 weeks course for Driving Instructors for Securing of Cargo on HGV, 6 credits
- 1 weeks course for Driving Instructors for HGV on slippery roads
- 1 and 2 weeks course for Driving Instructors for Transportation of Dangerous Goods (ADR)
- Part-time course for Management of Driving Schools, 30 credits
- 2 weeks course of Intercultural Communication, 15 credits

Refresher courses lasting for approximately 1 week are also offered.

2.5 Contents of the 2 years Basic Training Programme class B

The content and structure of the driving instructor programme:

1. year		2. year	
Traffic in Society 12 credits		Traffic in Society 16 credits	
Educational Theory/Vocational Didactics 14 credits		Educational Theory/ Vocational Didactics 12 credits	
Practice 16 credits - Driving Skills	-Educational Practice	Practice 14 credits -Educational Practice - In-School Practice	- Educational Practice
Technical Subjects 10 credits			Candidate Thesis 12 credits
ICT in Teaching 6 credits	Compulsory Course I 2 credits	Compulsory Course II 6 credits	

The programme comprises 120 ECTS credits over the duration of two full academic years:

1) Traffic in society (28 credits)

Main units:

1.1 Traffic and psychology

The course unit contains the following main topics:

- ❑ Traffic psychology, society and safety
- ❑ Cognitive psychology, including perception psychology
- ❑ Personality and social environment
- ❑ Humans, risk and driving
- ❑ Driving skills

1.2 Traffic and law

The course unit contains the following main topics:

- ❑ General law
- ❑ Road traffic law
- ❑ Specific rules and regulations
- ❑ Insurance and damages

1.3 Traffic and environment

The course unit contains the following main topics:

- ❑ Road development and land use
- ❑ Noise pollution and different solutions
- ❑ The environmental consequences of different fuels
- ❑ The health challenge of driving
- ❑ Energy accounts for different options of transport

1.4 Traffic and road design

The course unit contains the following main topics:

- ❑ Traffic control as a measure in city policies
- ❑ Road safety, design and control
- ❑ Adaptation for transport of people and goods
- ❑ Influencing behaviour through design of roads and intersections
- ❑ Signal and area control
- ❑ Prioritising public transport
- ❑ Control and design aimed to help pedestrians and cyclists
- ❑ Use of transport informatics
- ❑ traffic and social development

1.5 Traffic and social development

The course unit contains the following main topics:

- ❑ Transport and communication in Norway
- ❑ Social measures aimed at influencing traffic development
- ❑ Communication costs, investments and evaluations
- ❑ Motor traffic and different interest groups (motor industry, fuel industry, other road users etc.)
- ❑ Traffic as a work place
- ❑ An international perspective on social and traffic patterns

2) Educational theory / Vocational Didactics (26 credits)

The course unit contains the following main topics:

- ❑ General and vocational didactics

- ❑ Instructing and guiding
- ❑ Observation in the learning situation
- ❑ Learning theory, cognitive theory in particular
- ❑ Motivation
- ❑ Communication
- ❑ Multicultural perspectives
- ❑ Curricula for driver training
- ❑ Driver training proficiency

3) Practice (30 credits)

3.1 Driving proficiency

The driving skills training contain the following main topics:

- ❑ Basic driving skills and technical knowledge
- ❑ Understanding of rules and risks
- ❑ Understanding of communication, interaction and flow in traffic
- ❑ Ethical understanding based on traffic safety, human worth and environment
- ❑ Social understanding
- ❑ *Behind - the – wheel skills:*
- ❑ Advanced Driver Training
- ❑ On-Street Commentary Driving
- ❑ On-Range Emergency Manoeuvres

3.2 Educational Practice (driving instructor proficiency)

- ❑ In-car instruction
- ❑ Class-room instruction
- ❑ Special exercises (on-range slippery driving and driving in darkness)

4) Technical Subjects (10 credits)

4.1 Automobile engineering

Main contents:

- ❑ Automobile history and the construction and operation of today's cars
- ❑ Modern vehicles' systems for improved safety and environmental protection

4.2 Physics

Main contents:

- ❑ The physical laws applying to traffic and driving
- ❑ Environmental aspects and physical laws

5) Information and communication technology (ICT) in Teaching (6 credits)

Main contents:

- ❑ Writing and editing documents and slide presentations
- ❑ E-mail communication
- ❑ Using ICT in teaching and choosing suited presentation media for the course's assignments and participants

6) Compulsory Courses I and II (8 credits)

6.1 Compulsory course I: First aid and Health, Environment and Safety

6.2 Compulsory course II: Road user training with other vehicles

7) Candidate Thesis (12 credits)

3. Driving instructor testing

In *Driving Skills* there is a 45 minutes practical on-road commentary performance test during the first year which has to be passed in order to continue into the second year.

At the *formal assessment* students will document their qualifications in the fields comprised by the programme. Two grading scales are applied – a six-grade scale (A-B-C-D-E-F) and a two-grade scale (Pass/Fail). The assessments are made by course teachers and an external examiner. At assessments which include the use of an external examiner (1, 2, 3 and 5 below), the external examiner grades 50 per cent of the papers and also gives advice on teaching and assessment arrangements.

Final assessment/examination

The following courses are included in the final assessment:

- 1 **Technical subjects. Automobile engineering and physics.** Six-hour written examination at the end of *the first year*.
Assessed using the six-grade scale.
- 2 **Traffic in society.**
Open-book examination with one week's preparation.
Oral presentation before final assessment.
Assessed using the six-grade scale.
- 3 **Candidate thesis.** Individual or group paper to be handed in during the *second year*.
Assessed on a pass/fail basis.
- 4 **Practical teaching skills.** Assessment of the students' ability to teach in class-room and in-car settings made by the *school's supervising teachers* during the *second year*.
Assessed on a pass/fail basis. Both parts must be passed.
- 5 **Educational theory and vocational didactics.** Four-week project assignment to be handed in at the end of the second year. An individual discussion takes place before the final assessment. Assessed using the six-grade scale.

In order to get the Driving Instructor certificate, students must have:

- Passed the practical driving test
- Completed and passed all compulsory courses
- Passed all examinations described in 1-5 above

4 Ongoing training for instructors

The qualification demands for the approval of driving instructors are specified within the framework of the Road Traffic Act. The University College takes these demands into consideration when developing programmes for driving instructors for basic training as well as for ongoing training.

Ongoing training for instructors can be imposed by laws and regulations. However, the driver training schools together with the driving instructors themselves normally take responsibility for the necessary ongoing training. The University College has developed a package of courses responding to the needs for ongoing training for the driving instructors.

5 Quality control of instructors and driving schools

The quality control of driving instructors and driving schools comprises formal control executed by the authorities, and informal control carried out by the driving schools themselves.

5.1 Formal control

The formal control is regulated by law, and is conducted by officers at the local offices of the Public Roads Administration. The officers mainly control the documents for management of driving school, programmes for driver training together with observations of in-car instruction and classroom lessons, approval and competence of driving instructors and driver trainers' documents. Yearly, the driving schools have to make a report to the authorities concerning the management and operation of the driving school.

5.2 Informal control

Work is progressing towards a system of informal control on behalf of the driving schools themselves, comprising management of the driving school as well as the professional field of the driving schools' services.

In addition complaints from the public act as supplemental quality control.

6 Facts about the market structure and profile of the profession

The private driving schools account for the major part of driver training for all categories of driver licences in Norway. For this purpose an extensive tailor-made delivery system has been developed, including 25 training fields equipped for emergency manoeuvres.

In 2003 79 029 practical driving tests were conducted, Class B, of which 22 010 failed. The private driving schools also have the responsibility for as much as 90 % of the driver training for heavy goods vehicles.

According to the latest data from the Public Roads Administration, there are 597 private driving schools in Norway, and a total of 1 433 driving instructors. There are 218 driving schools with less than 2 driving instructors, and the rest of the driving schools have more than 2 driving instructors.

The average age of the driving instructors is approximately 45-50 years. The number of employed driving instructors fell by about 15 % between 1990 and 2000, due to a necessary adjustment to the prevailing market situation. By now the situation seems to have settled down, and reports from the driving schools indicate that there is a good balance between the market's demand and supply for driver training and the driving schools' capacity.

There are two unions of driving schools, and the dominant one has 450 members. There are no legal development restrictions, and the driving schools therefore operate on a commercial basis in a free market for driver training.

The annual wages for driving instructors is approximately 250000 NKR, which amounts to about 28000 EURO. Compared to the average wages for teachers in the State school system, the driving instructors employed at the private driving schools are not well paid.

The upgrading of the driving instructor training to college level will probably have short-term and long-term effects on the market structure for driver training. This resembles the situation in 1970 when driving instructor training was upgraded to a one-year course, in the sense that this again will bring about two groups of driving instructors on two levels of education. This in turn will be a challenge to the driving instructor profession, the driving schools' unions as well as for the authorities.

7 Analysis of strengths and weaknesses of current system of instructor training and testing

The current system of instructor training and testing has strengths and weaknesses, depending on one's point of view.

7.1 Strengths

The fact that the authorities have taken responsibility for establishing a national training school for driving instructors is a guarantee for the quality of the educational programme.

This in turn provides the driving instructor with status and authority which is necessary for public recognition. This again will support the efforts to secure a proper standard for driver training in the country.

Because the teaching itself is free and financed by Government funds, this gives an opportunity for all qualified persons to be recruited to the profession of driving instructors.

Driving instructor training at one single national institution since 1970 has made it possible to build a professional milieu with a distinct interdisciplinary character, a close link between theory and practice and training at the school's own facilities.

Upgrading the driving instructor training to college level means that the students are awarded the degree of College Candidate. In the academic degree system, this provides a foundation for several options of further study leading to a bachelor or master's degree.

The driving instructor programme also provides students with the level of competence in traffic and education required to take up positions in the public administration, school administration, organisations and transport businesses.

Advanced training for driving instructors is offered at sites around the country, and by use of electronic communication it is possible for the professional driving instructors to take part in advanced training in combination with their daily job.

7.2 Weaknesses

In the prevailing situation one single Faculty within the University College system has national responsibility for the education of driving instructors. This might seem to be a problem because the 72 students comprising the yearly quota being recruited to the profession of driving instructors have to travel from all over the country to stay at the University College for two years of *basic training*.

This weakness is compensated, however, by the fact that staying together during the training programme results in a comradeship lasting for a lifetime in many cases, and likewise develops the "esprit de corps" that will be of great importance to the profession as a whole.

One obvious objection to the current situation would be that monopolising the driving instructor training at one and only campus in the country is rather unsound. This weakness has to be compensated by extensive co-operation with other institutions, and at the same time being very aware of this potential pitfall.

8 Plans for future changes

In co-operation with The Public Roads Administration, educational programmes for examiners will be developed matching the new basic two-year training for driving instructors at college level.

Having recently introduced the basic two-year college training for driving instructors, there are no immediate plans for changing the principles of the course outline itself, except for improvements due to continuous evaluation of the quality of the training programme's contents and structure. Advanced training programmes will be adapted to this basic course outline, together with modules for ongoing training for employed driving instructors and examiners.

The results of this process will make it possible to strengthen the competence of the driving instructors and examiners to meet the demands for future professional driver training.

11.10.2004