INTERIM REPORT OF THE DEPARTMENT OF MOTOR VEHICLES ON

Low Vision Study

TO THE GOVERNOR AND THE GENERAL ASSEMBLY OF VIRGINIA



SENATE DOCUMENT NO. 15

COMMONWEALTH OF VIRGINIA RICHMOND 1993



COMMONWEALTH of VIRGINIA

Department of Motor Vehicles
2300 West Broad Street

MAIL ADDRESS P. O. BOX 27412 RICHMOND, VIRGINIA 23269

INTERIM REPORT on LOW VISION STUDY

December 1992

To the General Assembly:

As required by Senate Joint Resolution 3, I am submitting the attached interim report on the Low Vision Study being conducted by the Department of Motor Vehicles. It includes a basic explanation of terms used to describe various components of vision, as well as information on the process to be used to select a sample of individuals to participate in the study. Also included is an explanation of the methodology that will be used to conduct the study and compile the results. A final report containing the results of this study will be submitted to the 1994 General Assembly.

Sincerely,

DONALD E. WILLIAMS

Donald E. Williams Commissioner

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DEW/reb

Attachment

SENATE JOINT RESOLUTION NO. 3

Requesting the Department of Motor Vehicles to study the licensing of low-vision drivers.

Agreed to by the Senate, February 11, 1992 Agreed to by the House of Delegates, February 21, 1992

WHEREAS, licensing of drivers using bioptic telescopic lenses (BTL) has been proven to be successful; and

WHEREAS, the current vision standards require that individuals with visual acuity of between 20/40 and 20/70 be restricted to daylight driving and

WHEREAS, the vision standard for BTL drivers is up to 20/200 through the carrier lens and is correctable to 20/70 through the bioptic telescopic lens; and

WHEREAS, the Department of Motor Vehicles has had five years of experience in

testing and licensing BTL drivers; and

WHEREAS, the members of the Medical Advisory Board to DMV have been unable to locate substantive documentation for the current vision standard of 20/40 for an unrestricted license using corrective lenses; and

WHEREAS, there is no documentation for the vision standard of 20/40 through 20/70

for a restricted license for daylight driving using corrective lenses; and

WHEREAS, currently, there is no known analysis on vision standards being performed nationwide; and

WHEREAS, the Medical Advisory Board endorses the development and implementation of a pilot program which would test the driving ability of individuals with low vision (20/40 through 20/200); now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That the Department of Motor Vehicles, with the assistance of the DMV staff physician and the Medical Advisory Board, be directed to design, conduct and evaluate a test of low-vision drivers (20/40 through 20/200); and, be it

RESOLVED FURTHER, That the drivers considered for participation in this test be individuals who until recently had been licensed to drive but were denied the privilege

solely due to their visual acuity; and, be it

RESOLVED FURTHER, That DMV seek at least 50 individuals to participate in the test group; the standard for evaluation be the licensing test criteria used for BTL applicants; and testing be conducted by selected license examiners trained or experienced in dealing with low-vision applicants; and, be it

RESOLVED FÜRTHER, That the examiners document each individual's skill and ability in backing, steering, following, paying attention, passing, stopping, heeding traffic signs, negotiating intersections, yielding or executing rights-of-way, making left or right turns, merging, and using corrective lenses; the examiners shall provide their documentation to the Medical Advisory Board for review; and, be it

RESOLVED FURTHER, That an evaluation of the gathered information be conducted by the licensed physicians of the Medical Advisory Board; the results of the evaluation and recommendation of the Board shall then be submitted to DMV management to determine

what action should be taken; and be it

RESOLVED FINALLY, That the Department of Motor Vehicles submit an interim status report to the Governor and the 1993 General Assembly; the Department shall submit a final report of its findings and recommendations to the Governor and the 1994 Session of the General Assembly.

Both the interim and final reports shall be submitted as provided in the procedures of the Division of Legislative Automated Systems for processing legislative documents.

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INTRODUCTION

The purpose of this study is to determine whether visual acuity, visual field, or both should be used as criteria for determining whether an individual has adequate vision to operate a motor vehicle safely.

Based upon DMV's experience of licensing drivers who use a Bioptic Telescopic Lens (BTL) device, the Medical Advisory Board feels that visual field may be more critical in driving than visual acuity. The basis for this opinion is that most BTL drivers have a visual acuity within the 20/100 to 20/200 range (without the BTL device). The BTL device can only be used to identify a specific object or to read a sign, and cannot function over a wide field of vision. After careful consideration, the Medical Advisory Board requested that a test sample of drivers with low vision (in the 20/70 to 20/200 range) be studied to determine their ability to safely operate a motor vehicle. Such a study needed a resolution from the General Assembly to authorize the testing of the sample.

The Medical Advisory Board and DMV developed the Vision Resolution (SJR-3) which allows DMV to conduct and evaluate a skills test of drivers with low vision to determine if current vision standards for motorists in the Commonwealth are too stringent. Based on the results of the study, it may be recommended that the current visual acuity standards be altered.

Vision is a complex physical process. Likewise, the terms used to describe vision can be equally complicated. The following descriptions, therefore, are offered to facilitate understanding of the processes detailed in this report.

"20/20"

Most people are familiar with this measurement of vision, but do not know what it means. "20/20" is an arbitrary standard of measurement set up several decades ago, in which persons with "normal" vision were asked to identify objects 20 feet away. Their observations then became the benchmark by which the vision of others was measured.

The first number represents eyesight of the person being tested, and the second number represents "normal" vision. For example, John's vision is being tested, and he can identify an object when it is 20 feet away. A person with "normal" vision, however, can identify the same object when it is 200 feet away. Therefore, John has "20/200" vision.

Visual Acuity

Visual acuity is the component of vision which is measured by the "20/20" comparison described above. Tests for visual acuity (including the ubiquitous eye chart) require a person to use the macula, a tiny portion of the retina which is only millimeters in diameter. The macula of each eye is the "focal point" of a person's vision. Individuals use their maculae to read, or examine details of an object. The rest of the field of vision serves to alert a person to possible items of interest occurring outside the focal point. For example, a person is reading a book when they catch something moving "out of the corner of their eye". Noticing this movement stimulates the person to turn their head and aim the maculae at the source of the movement to obtain further detail.

Visual Field

Visual field refers to the entire range of an individual's vision, and is measured in degrees. It has two dimensions; horizontal and vertical. To understand how a person's visual field is measured, imagine sitting in a chair, facing forward, with your eyes focused on a spot in front of you. There is a person standing behind you to your left, about two feet away, holding a pencil vertically adjacent to the back of your head.

On command, the person begins to slowly move the pencil forward towards the front of your head. You are staring at the spot in front of you, waiting for the pencil to enter the left edge of your field of vision. When it does, you notify the person with the pencil and they stop. This process is repeated on your right side. Your total horizontal visual field will be determined by how much you can see from the edge of your left field of vision to the edge of your right, without moving your eyes away from the spot on which they are focused. A "standard" (such as 20/20) does not exist to describe the visual field of an person with "normal" vision. Individuals have been examined whose horizontal visual fields exceeded 180 degrees; however, at least 100 degrees of horizontal visual field will be required for participation in the study.

Vertical visual field (how much you can see above and below you, without moving your eyes) can be similarly determined. However, as vertical visual field is rarely used in driving, only horizontal visual field will be measured in this study.

BACKGROUND

Approximately two percent of Virginia's driving population have some type of physical condition which may affect their driving performance. These conditions range from mild problems, like nearsightedness, to more complicated ones, such as epilepsy. To be able to fairly assess the driving ability of all individuals with medical conditions, DMV enlists the aid of Dr. Howard McCue, who acts as staff physician. Dr. McCue examines the histories of individuals with medical conditions who have applied for licensure to determine which ones need to be forwarded to the Medical Advisory Board. He also serves as a liaison between DMV and the Medical Advisory Board.

The Medical Advisory Board is composed of seven physicians who meet regularly to discuss DMV medical policy, and to review cases of individuals who have requested a license. The board provided guidance during the establishment of the Bioptic Telescopic Lens (BTL) program at DMV, which allows individuals whose uncorrected visual acuity is between 20/100 and 20/200 to use a BTL.

A bioptic telescopic lens is a small telescope-like device which is affixed to a pair of glasses. It functions like the macula, the tiny portion of the retina used to read or examine detail. The BTL is used by the individual to pinpoint specific objects for identification, or to read a road sign - it does not "read" their entire field of vision. BTL wearers undergo a more lengthy testing process than average drivers, and specially trained DMV examiners conduct the tests.

In the months to come, DMV will administer a skills exam to a test sample of low vision drivers. Results will be reviewed by the Medical Advisory Board, which will determine what measurements of visual acuity, field of vision, or some combination of both should be the criteria used to determine whether or not an individual should be licensed to operate a motor vehicle.

SAMPLE SELECTION

DMV anticipates that the study group will consist of 100 to 150 individuals who will volunteer to participate in the study. DMV will attempt to locate these volunteers through the following methods:

- Distribute a letter (Exhibit A) and a Vision Study Participation Guidelines
 Form (Exhibit B) to customers in branch offices who fail the current vision examination, which is as follows:
 - The licensee must demonstrate visual acuity of 20/40 in one or both eyes with or without corrective lenses; and
 - He must demonstrate a horizontal visual field of at least 100 degrees in one or both eyes;

OR

To receive a restricted license permitting the licensee to drive only one-half hour after sunrise to one-half hour before sunset, the licensee must:

- Demonstrate visual acuity of 20/80 in one or both eyes with or without corrective lenses; and
- Demonstrate a horizontal visual field of at least 70 degrees, unless the licensee has vision in only one eye, in which case he shall demonstrate a temporal horizontal field of vision of at least 40 degrees, and at least 30 degrees of nasal horizontal field of vision.

Vision standards vary for individuals applying for a commercial driver's license (CDL), and for individuals who must use a Bioptic Telescopic Lens (BTL) to drive.

- Mail a letter (Exhibit A) and a Vision Study Participation Guidelines Form (Exhibit B) to individuals denied a license due to low vision; and
- Distribute a letter (Exhibit C) to eye care practitioners asking them to advise appropriate patients of this study.

Each individual who volunteers to participate in the study must meet the following requirements:

1. Visual acuity and horizontal field of vision must be within the following ranges, and must be substantiated by an eye care practitioner:

Uncorrected Visual Acuity	Corrected Visual Acuity	Horizontal Visual Field	
20/80 - 20/200	20/80 - 20/200	100 degrees or better	_

- 2. Each participant must have been previously licensed and know how to drive.
- 3. Each participant must provide a vehicle to be used for testing.
- 4. DMV will use the BTL testing process as a model for this study. Each participant must agree to undergo the same type of skills test currently administered to BTL applicants. No written test will be given. Each applicant will be made aware of the amount of time needed to complete the testing process (up to two hours may be necessary).
- 5. Each participant will be informed that no driver's license or learner's permit will be issued as a result of completion of the test. Participation in the study is dependant upon acceptance of this fact.

METHODOLOGY

In order for a volunteer to take part in this study, they must first have a Vision Study Application Form (Exhibit D) completed by their eye care practitioner. If the volunteer does not wish to see an eye care practitioner, DMV will test their visual acuity and visual field to insure that the person's vision meets the study requirements. Once this is completed, it will be mailed to DMV. The Department will review the information on this form to insure that the individual meets the standards necessary to participate in the study. If the individual does meet the study criteria, an appointment will be scheduled for the volunteer to be tested by one of five DMV Driver License Examiners who have been trained to conduct the exam.

The volunteer will arrive at the DMV branch office at the appointed date and time. The Driver License Examiner will first ask the volunteer a series of questions regarding the individual's vision and it's effect on his driving history. These questions can be found on the Vision Study Participant Questionnaire Form (Exhibit E). Next, the examiner will administer the standard vision exam via use of a Snelling Eye Chart. The examiner will then test the applicant's horizontal field of vision.

Two examiners will be necessary for the first phase of the skills portion of the test. In the pre-skills portion of the test, one examiner will drive a DMV vehicle, and the volunteer will sit in the front seat on the passenger side of the vehicle. The second examiner will sit in the back seat and observe. Examiner #1 will drive the vehicle along a predetermined route while the volunteer identifies as many items along the route as possible. Items to be identified include street signs; pedestrians; moving vehicles; parked vehicles; etc. Examiner #2 will record observations during this portion of the test on the Vision Study Screening Evaluation Form (Exhibit F). If Examiner #2 is satisfied that the volunteer's vision is sufficient to allow them to operate the vehicle, the next phase of the test will begin. If not, the examination will be terminated.

In phase two, the volunteer will operate their vehicle (not the DMV vehicle) in a prescribed off-road area, such as a driving range or parking lot. The DMV examiner will sit in the passenger seat. The volunteer will be asked to perform specific driving maneuvers, such as right turns; left turns; U-turns; stopping, backing up; and parking. The examiner will note observations on the Vision Study Pre-Road Skills Test Check List (Exhibit G). If the examiner is satisfied with the volunteer's performance on the second phase of the test, the third phase of the test will begin. If not, the examination will be terminated.

In phase three, the final portion of the test is administered. The volunteer and the examiner remain in the same positions they occupied during phase two, and the volunteer operates their vehicle on the road along the same route which was used in phase one (the pre-skills portion) of the test. The examiner records observations on the Vision Study On-Road Skills Test Checklist (Exhibit H). If the volunteer's performance is not satisfactory, this portion of the test can be terminated at any time.

At whatever point the test is concluded, the volunteer will be able to receive an oral summation of his performance on each portion of the test. The examiner will also answer any questions the volunteer might have regarding this study. Last, the examiner will express appreciation for the volunteer's willingness to participate in the study.

Once the examiner has completed all forms pertinent to the testing of a particular volunteer, the forms will be sent to the Medical Control Unit at DMV. The results from each test will be entered into a computerized database program that will generate the test results. For purposes of comparison, the results of these tests will be compared with results of BTL examinations. The Vision Study results, BTL comparison results, and the forms from each test will be submitted to the Medical Advisory Board for review. The Board will make recommendations regarding vision testing in the Commonwealth. These recommendations, along with test results and other pertinent data, will be contained in the final report to the 1994 General Assembly Session.

EXHIBITS

NOTE:

None of the forms in this section are shown at their actual size - they have been reduced to allow ample margins within an 8 1/2" x 11" format.

Richmond, Virginia

October 8, 1992

Dear

The Virginia Department of Motor Vehicles constantly strives to provide all Virginians with an equal opportunity for driving privileges, provided they demonstrate that they can drive safely and responsibly. DMV is about to embark on a Vision Study that may change the vision requirements for a driver's license and make you eligible to be tested for a driver's license in the future.

Our records indicate that you may be a candidate for the Vision Study. Beginning October 1, 1992, DMV will begin a study of persons with a visual acuity of between 20/80 and 20/200 and a horizontal field of vision of at least 100 degrees. The Vision Study will evaluate the role of visual acuity in the safe operation of a motor vehicle.

Enclosed is an information package which consists of: Vision Study Participation Guidelines; Vision Study Application; and a copy of Senate Joint Resolution #3, authorizing DMV to conduct the study.

We encourage you to participate in the Vision Study. To do so, please fill out Sections A and B of the Vision Study Application and have your eye care practitioner fill out Section C and return it to DMV. We will schedule an appointment with you at your convenience.

The results of this study will be presented to the Virginia General Assembly and may result in DMV revising current vision standards. Your test results will be kept confidential and your performance on the exam can in no way be held against you. Your participation in DMV's Vision Study is very important to DMV in accurately measuring vision for safe driving.

Please give us your support in this endeavor.

Sincerely,

Dar Byers

Driver Services Administration

DB/dbm

Vision Study Participation Guidelines



Effective October 1, 1992, the Virginia Department of Motor Vehicles will begin conducting a study of persons with a visual acuity of between 20/80 and 20/200 and a field of vision of at least 100 degrees. The purpose of the Vision Study is to evaluate the role that visual acuity plays in the safe operation of a motor vehicle. DMV is seeking individuals who meet the following criteria to participate in the study:

Screening Criteria

In order to accurately assess the impact of visual acuity on driving performance, study participants will need to meet the following screening criteria:

- 1) The participant must have been previously licensed and must provide the date and state in which the license was issued.
- 2) The participant must provide the results of their most recent eye examination on the enclosed Vision Study Application form and meet the vision criteria outlined below.

Vision Requirements

VISUAL ACUITY

must have 20/80 to 20/200 vision in one or

both eyes, corrected or uncorrected.

HORIZONTAL VISION

must be 100 degrees or better.

Vision Study

The Vision Study consists of a three-part test. Participants must successfully complete each part before advancing to the next part. The entire test will take approximately two hours to complete.

- 1) Vision Screening- a vision screening examination will be administered to substantiate visual acuity.
- 2) Screening Evaluation- as a passenger in a DMV vehicle, the participant will be asked by the license examiner to identify objects.
- 3) Skills Test- the participant must provide a vehicle for the on-street skills test.

 The license examiner will ride as a passenger and instruct the participant on where to drive and what maneuvers to perform.

Results of Study

A summary of the study findings will be presented to DMV's Medical Advisory Board. The Medical Advisory Board will review the report and make recommendations to the 1993 session of the Virginia General Assembly regarding the re-evaluation of vision standards.

For additional information or assistance, please call DMV's Medical Control Unit at (804) 367-6203.



COMMONWEALTH of VIRGINIA

Department of Motor Vehicles
2300 West Broad Street

MAIL ADDRESS F. O. BOX 27412 RICHMOND, VIRGINIA 23269

DONALD E. WILLIAMS

October 14, 1992

Dear Dr.

The Department of Motor Vehicles began conducting a study of previously licensed drivers with a specific visual acuity on October 1, 1992. The purpose of the study is to determine if DMV should revise the visual acuity test portion of the driver's license exam.

The Vision Study will evaluate the role that visual acuity plays in the safe operation of a motor vehicle. We are asking for your help in locating persons who meet the following criteria: 20/80 to 20/200 vision in one or both eyes, corrected or uncorrected; a horizontal field of vision of at least 100 degrees; must have held a valid driver's license in the past.

Please review your patient files and the enclosed package of material. We realize the importance of the confidentiality of your patient files- that is why we're asking you to contact your patients on our behalf. Please forward a copy of one of the enclosed information packets to those patients who meet the above criteria.

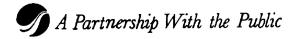
The DMV Medical Advisory Board hopes to present the results of the Vision Study to the 1993 General Assembly. The study may change the way DMV measures vision and may allow some of your patients to obtain a driver's license in the future.

Thank you for your assistance with this important study.

Sincerely,

Howard M. McCue, M.D. Staff Physician

HMM: bbg





VISION STUDY APPLICATION

A. PERSON	IAL INFORMATION:	Please print the	following information.
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Social Security #	Date of Birth					
Street Address		Sex	Daytim	Daytime Telephone		
		L				
City	State	Zip Code				
DRIVING HISTORY:	Please answer the ques	stions below.				
		If so, in what	State?			
	every been suspended or					
EYE EXAMINATION I		e your eye care practitioner		ults of your		
VISUAL ACUITY	20	20	20.			
WITHOUT CORRECTION						
VISUAL ACUITY	20	20	20			
WITH CORRECTION						
WITH				<u></u> .		
WITH CORRECTION HORIZONTAL VISION FIELD	efects that would affect you	ur ability to operate a motor v	enicle?			
WITH CORRECTION HORIZONTAL VISION FIELD O you have any visual de		ur ability to operate a motor v	ehicle?			
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WITH CORRECTION HORIZONTAL VISION FIELD To you have any visual defined by the second						
WITH CORRECTION HORIZONTAL VISION FIELD To you have any visual de yes, please explain						

Please return this application to DMV-Medical Control, P. O. Box 27412, Richmond, VA 23269.

Exhibit E ***PARTICIPANT QUESTIONNAIRE*** **VISION STUDY**

How long were you driving before the loss of your driver's license?

Have you had the opportunity to do any driving since the loss of your license?
What was your driving history like before you lost your license?
What impact did your vision have on your driving?
If you were to get your license back, what type of driving (store, church, try to determine distance) would you use your license for?
Under what circumstances would you be comfortable driving at night?
Under what circumstances would you not be comfortable driving at night?
Under what circumstances would you be comfortable driving on the interstate?
Under what circumstances would you not be comfortable driving on the interstate?
Were you referred from an agency? If so, which one?
How did you hear about the study?
What are your thoughts about DMV conducting a study like this?

VISION STUDY - SCREENING EVALUATION

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GENERAL COMMEN	TS AND OB	SERVATIO	NS									
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VISION STUDY/ON-ROAD SKILLS TEST CHECK LIST

PARTICIPANTS NAME	SOCIAL SECURITY NUMBER
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	i i

ON-ROAD TEST RESULTS

		SKI	LLS	VIS	ON			\$KIL	LS	VISIO	ИС
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	Checks clearance					IŽ	Uses mirrors, checks blind				
	Looks over shoulder					띮	spots Signals Intentions				
	Backs smoothly, in stright line					Õ	Makes sure vehicle is clear				
	Speed control			 	<u> </u>	Ď	Cuts back in smoothly, safely				
· 60	Direction control		l			ASSING/OVERTA	Speed control	 			
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'	Does not impede traffic			-			Obeys Signs/Signals		Ĭ	T T	
Ω	Speed control		İ		İ	9	Stops behind crosswalks				
FOLLOWING	Direction control		1	† · · · ·		υŽ	Smooth stop and start			† —	
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1		6000	POOR	COOD	POOR			GOOD	POOR	6000	POOR
	Maintains proper position in iane						Stops where required (Signs/Signals)				
0	Does not lane hop						Stops before entering street	ŀ			,
STEERING	Does not straddle line					Ž	Stops for pedestrians/school bus				
	Does not get too close to shoulder					STOPPING	Stops behind crosswalk				
	Speed control					S	Stops smoothly, safely				
	Direction control						Speed control				
	COMMENTS						Direction control				
						ĺ	COMMENTS				
AWARENESS/ATTENTION	Observes traffic/allows enough time to react Follows Instructions Keeps eyes, attention on road and traffic Maintains awareness of traffic conditions Observes pedestrians, animals surroundings Anticipates changes in traffic patierns Speed control Direction control					RIGHT-OF-WAY	Yields to pedestrians Obeys signs, signals Stops behind crosswalks Yields when necessary Takes right-of-way yielded by others Speed control Direction control COMMENTS				

ON-ROAD TEST RESULTS

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	Yields right-of-way when necessary						Walts for traffic to clear				
Ż	Stops behind crosswalks					NS	Yields to oncoming traffic. pedestrians				
NTERSECTIONS	Reduces speed on approaching					RIGHT TURNS	Makes turn from proper lane				
SE	Looks both ways before proceeding					도	Reduces speed when making turn	<u> </u>			
TER	Speed control			<u> </u>		<u> </u>	Does not make turn too wide				
<u>=</u>	Direction control			l	<u> </u>		Does not make turn too short				
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							COMMENIS				
	Signals intent to turn		<u> </u>		1	1					
	Walts for traffic to clear		<u> </u>	 							
	Yields to oncoming traffic.		 			OVE	RALL COMMENTS AND OBSERVA	ATIONS			
SZ	pedestrians Makes turn from proper lane		 	 	_						
TURNS	Reduces speed when making turn				 	İ					
LEFT	making turn Does not make turn too wide				-	ĺ					
=	Does not make turn too short			 	 						
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	Direction control			 			•				
	COMMENTS			L	i						
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	Slows for merge										
	Checks oncoming traffic										
	Matches speed to traffic										
	Accelerates smoothly										
- 1	Enters proper lane					*					
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