

Performance Measurement and Monitoring Would Strengthen Accountability of North Carolina's Driver Education Program

A presentation to the
Joint Legislative Program Evaluation Oversight Committee
March 19, 2014

John Turcotte, Director
Program Evaluation Division

Report

Slides

Handout

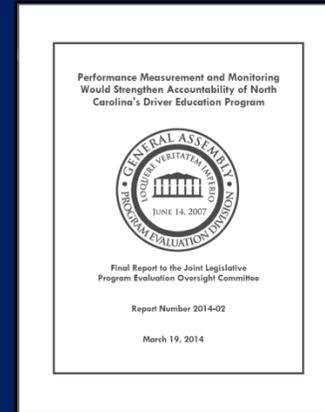


Exhibit 3

Driver Education Subject Area	Implementation
A statewide program organized and administered by DPI	●
A strategic plan for driver education consisting of at minimum information on:	●
<ul style="list-style-type: none"> the implementation of a pre-visit standard curriculum performance indicators the number of participants compared to those projected expenditures for the program 	●
The current role of participants in teaching a driver's license	○
An advisory board of DPI and Division of Motor Vehicle representatives and stakeholders with specific roles	●
A board-determined salary range for instructors who are public school employees and who are not licensed teachers	●
Paying driver education instructors who are public school employees and who are licensed teachers according to the teacher salary schedule	●
State Board of Education rules authorizing USA to contract with public or private entities to provide instruction	●
Establishing requirements for instructors, but not requiring instructors to hold teacher certification	●

● = Fully Implemented, ● = Partially Implemented, ○ = Not Implemented

Note: The State Board of Education is considering requiring a criminal background check for driver education instructors.
Source: Program Evaluation Division based on review of documents from the Department of Public Instruction.

Evaluation Team

John Turcotte, PED Director and Evaluation Lead

Carol Shaw, Principal Evaluator

Pam Taylor, Principal Evaluator

Larry Yates, Principal Evaluator

Josh Love, Publications Coordinator

Agency Response

- **Reginald Flythe, Driver Education Consultant, DPI**
- **Response to PED Report**
- **Summary of *DPI/DMV Knowledge Testing Review*, required by SL 2013-360, Section 34.20.(b)**

Scope



- Issues identified by series of Joint Legislative Program Evaluation Oversight Committee hearings following a 2010 PED review
- Hearings led to 2011 reform law
- Full evaluation directed by committee-approved 2013–15 Work Plan

Presentation Overview

Findings

- 1. While comprehensive and responsive to reform law, DPI strategic plan lacks quantitative performance indicators.**
- 2. DPI has not collected sufficient data to determine efficiency and effectiveness.**
- 3. DPI:**
 - lacks uniform method for delivery of curriculum statewide—LEAs use a variety of methods with no DPI oversight**
 - does not monitor instructors or require in-service training**
 - failed to conduct valid pilot testing of online versus traditional instruction.**
- 4. North Carolina's teen crash rates have declined since the implementation of graduated driver licensing but remain high.**



Presentation Overview

Recommendations



The General Assembly should:

1. Require statewide performance measures to assess Driver Education efficiency and effectiveness.
2. Direct DPI and DMV to jointly develop and implement a system for monitoring citations and crashes of student drivers completing driver education.
3. Direct DOT, in consultation with DPI, to study the feasibility of offering uniform online classroom driver education.
4. Require state agencies initiating pilot projects at the direction of the General Assembly to adhere to standards established by the UNC School of Government.

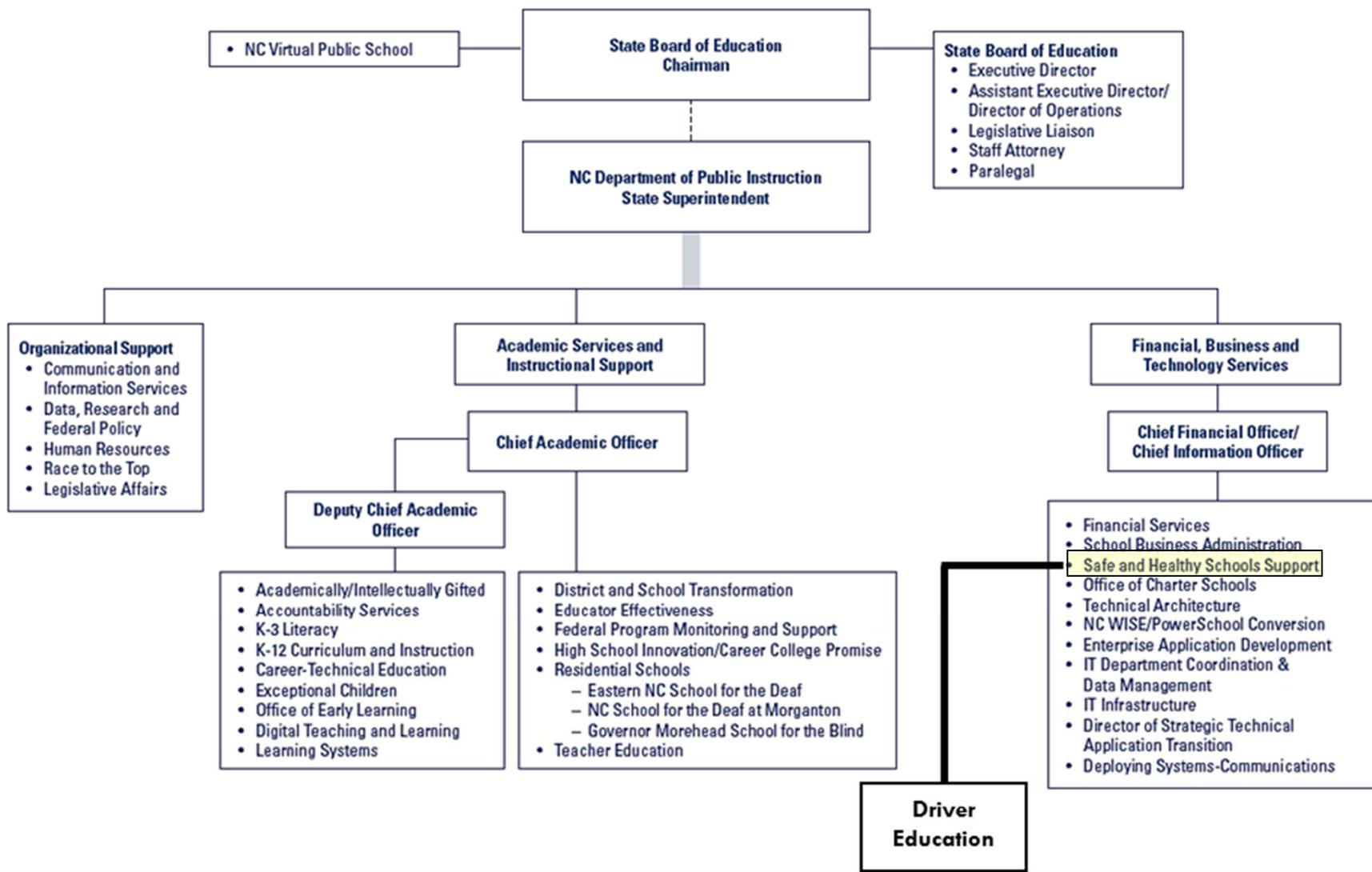


- **Organization**
- **Funding**

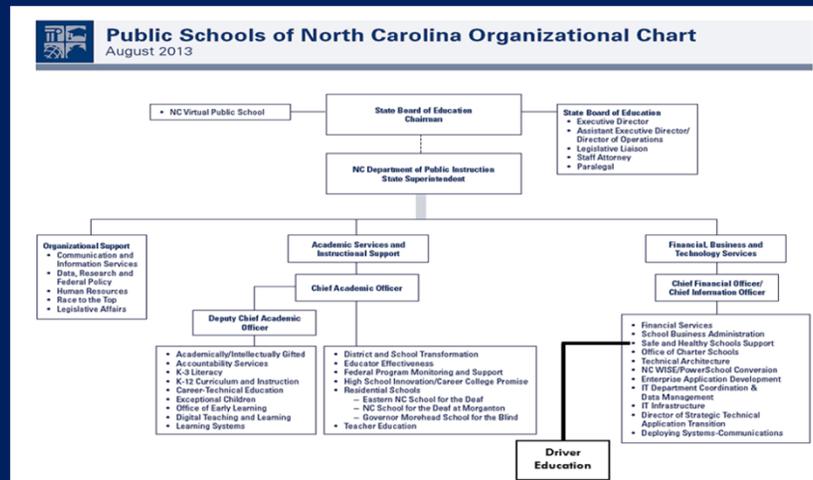


Public Schools of North Carolina Organizational Chart

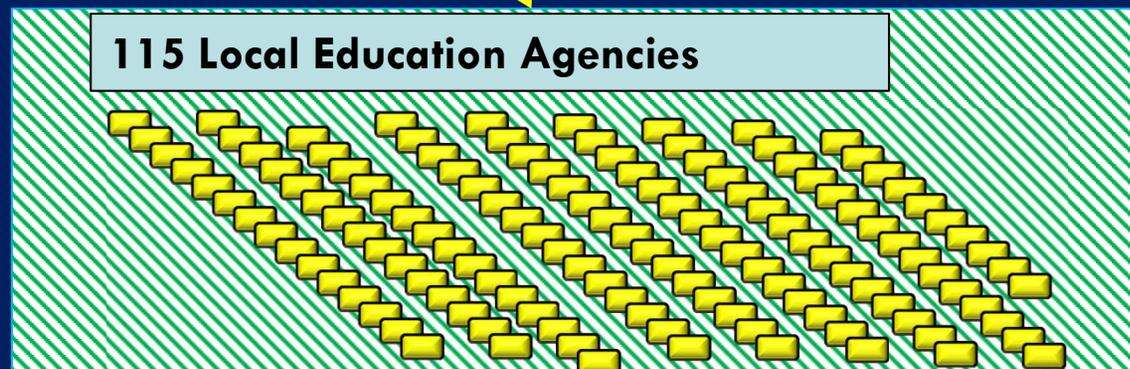
August 2013



Statewide Organization of Driver Education



**98,393 Students
Enrolled in 2012–
2013**



367 High Schools

Funding



- General Assembly appropriated \$26.7 million for FY 2014–15 in state highway funds to DPI for allocation to local driver education programs
- SBE determines “funding factor;” DPI allots each LEA a share of highway funds determined by 9th grade average daily membership (ADM) multiplied by a “funding factor” approved by SBE, which was \$191.09 per ADM in Fiscal Year 2013–14
- Beginning in 2013–14, LEAs may transfer driver education funds to other programs
- General Assembly also reduced appropriations and authorized LEAs to impose per-student fee of up to \$55

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2011 Reform Law

Appropriations Act, SESSION LAW 2011-145, SECTION 28.37.(a)

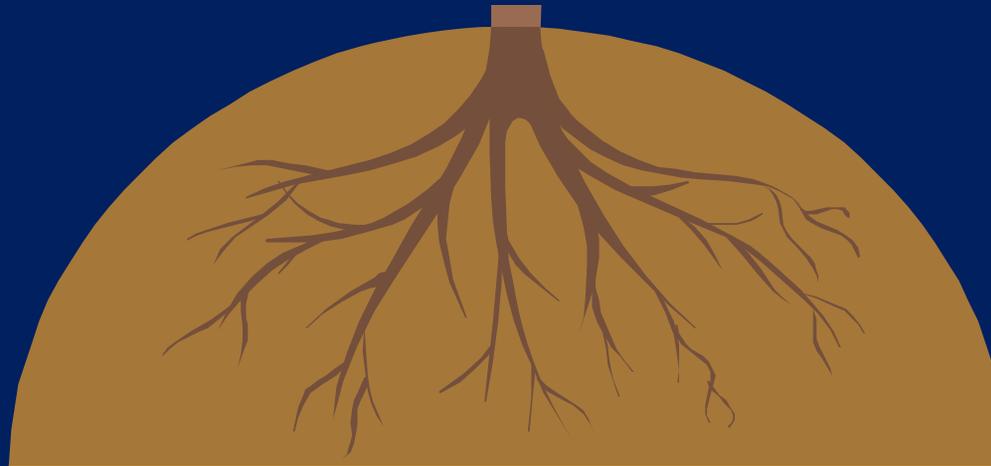
- Reform stemmed from a PED assessment and JLPEOC hearings over three years, which found that the State Board of Education delegated program administration to local education authorities without sufficient DPI oversight
- Reform law affirmed State Board of Education and DPI responsibilities relative to implementing a statewide standardized program
- Reform law forbade using appropriated state highway funds for any program that did not conform to the standard curriculum

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What the reform law required of the State Board of Education and DPI

- Create a strategic plan for Driver Education
- Create a Driver Education Advisory Committee
- Adopt a salary schedule and requirements for commercial or non-certified instructors and certified teachers
- Conduct a pilot program to test instructional delivery by electronic means

Report Findings



Stem from State Board of Education's long-standing delegation of driver education to Local Education Agencies without sufficient DPI Oversight

Finding 1. While comprehensive and responsive to the 2011 reform law, the DPI strategic plan for driver education lacks quantitative performance indicators.

**Report pages 8-11
and Exhibit 4, Suggested Measures**

Handout

Exhibit 3

Driver Education Reform Has Been Partially Implemented

Driver Education Reform Law Mandate	Implementation
A statewide program organized and administered by DPI	●
A strategic plan for driver education consisting of at minimum information on	●
<ul style="list-style-type: none"> the implementation of a statewide standard curriculum, 	●
<ul style="list-style-type: none"> performance indicators 	○
<ul style="list-style-type: none"> the number of participants compared to those projected 	◐
<ul style="list-style-type: none"> expenditures for the program 	◐
<ul style="list-style-type: none"> the success rate of participants in receiving a driver's license 	○
An advisory board of DPI and Division of Motor Vehicle representatives and stakeholders with specific roles	●
A board-adopted salary range for instructors who are public school employees and who are not licensed teachers	●
Paying driver education instructors who are public school employees and who are licensed teachers according to the teacher salary schedule	●
State Board of Education rules authorizing LEAs to contract with public or private entities to provide instruction	●
Establishing requirements for instructors, but not requiring instructors to hold teacher certificates	◐
● = Fully implemented; ◐ = Partially Implemented; ○ = Not implemented	

Notes: The State Board of Education is considering requiring a criminal background check for driver education instructors.

Source: Program Evaluation Division based on review of documents from the Department of Public Instruction.

Appropriations Act, SESSION LAW 2011-145, SECTION 28.37.(a)

Finding 2. The Department of Public Instruction has not collected sufficient and reliable data to determine the efficiency and effectiveness of driver education.

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No Data to Measure Efficiency and Effectiveness of Driver Education

- **DPI has relied on surveys of LEAs**
- **Responding to surveys is voluntary**
 - **21 LEAs did not respond to DPI request for data for review by PED**
 - **No penalty for non-response**

Data Needed

- **LEA collections and expenditures from local funds and student fees**
- **Driver education fund transfers to other programs**
- **Enrollment, class participation, and completions**
- **Existing DMV teen driver data**
- **Student passage of DMV licensure test**

High Failure Rates by Students on DMV Test Including those Making Multiple Attempts

Testing Period	Tests Administered	Failed	Failure Rate
2007-08	137,506	81,249	59% 
2008-09	169,589	82,755	49% 
2009-10	186,193	82,149	44% 
2010-11	190,544	83,524	44% 
2011-12	190,929	83,567	44% 
2012-13	126,217	42,242	33% 
Six Years	1,000,978	455,486	46% 

Finding 3. The Department of Public Instruction:

- **lacks a uniform method for delivery of driver education curriculum statewide—LEAs use a variety of methods**
- **does not monitor instructors or require in-service training**
- **failed to conduct valid pilot testing of online versus traditional instruction**

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DPI does not know if LEAs are using the most cost-effective method of delivering the driver education curriculum

- **Cost per student varies widely among LEAs (See Appendix, pp. 35-46)**
- **DPI does not maintain data on contractors and has no contract management standards**
- **No monitoring of instructors, no in-service training required**

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The Four Methods of Delivering Driver Education Differ in Cost

Driver Education Delivery Method	Number of LEAs	Percentage of LEAs	Number of LEAs Reporting Cost Per Student	Delivery Method Cost Per Student
In-house	59	51%	50	\$298.44
Contractor	15	13%	10	\$256.35
Contractor with LEA-furnished vehicles and supplies	25	22%	21	\$255.16
Combination	16	14%	13	\$309.41
Statewide	115	100%	94	\$292.24

Poor DPI Execution of Pilot Project to Test Cost-Effectiveness of Online Instruction

- **Timeline in Exhibit 8, page 21**
- **No research design, used 5 volunteer districts**
- **Did not collect uniform cost data**
- **School of Government conducted a separate study of online versus other approaches but could not determine relative cost-effectiveness because DPI had no valid per-student cost data**
- **Cost-effectiveness of online instruction still unknown**

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Finding 4. North Carolina's teen accident and fatality rates have declined since the implementation of graduated driver licensing but remain high.

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North Carolina Teen Traffic Fatality Rates

- **State rankings may be misleading**
- **Higher rates affected by factors beyond the control of drivers (population density, use of mass transit, terrain, etc.)**
- **NC ranks 32nd in the nation**
- **NC rates have not declined as sharply as other states**

Exhibit 10: North Carolina Had Higher Teen Traffic Fatality Rates than Other States for the 1999-2010 Period

1999–2010 Unintentional Traffic Fatality Rates Age 15-18

State	Rate	State Rank	State	Rate	State Rank
New Jersey	9.95	1	Iowa	22.49	26
New York	10.32	2	Arizona	22.76	27
Massachusetts	11.02	3	Maine	22.82	28
Rhode Island	12.48	4	Indiana	23.02	29
Connecticut	12.72	5	Georgia	23.08	30
California	13.22	6	Delaware	23.28	31
New Hampshire	14.43	7	North Carolina	26.11	32
Hawaii	14.50	8	Louisiana	26.20	33
Illinois	15.24	9	New Mexico	27.12	34
Washington	15.51	10	Idaho	27.48	35
Maryland	16.62	11	Kansas	28.71	36
Utah	17.06	12	Nebraska	28.95	37
Alaska	17.20	13	Kentucky	30.01	38
Minnesota	17.35	14	North Dakota	30.32	39
Ohio	17.53	15	Oklahoma	30.92	40
Michigan	17.54	16	West Virginia	31.21	41
Oregon	17.98	17	Missouri	31.57	42
Pennsylvania	18.05	18	Tennessee	31.73	43
Virginia	18.85	19	South Carolina	33.03	44
Nevada	19.31	20	Wyoming	33.71	45
Colorado	20.73	21	Alabama	33.95	46
Wisconsin	21.15	22	South Dakota	35.18	47
Texas	21.39	23	Montana	35.71	48
Vermont	21.91	24	Arkansas	35.86	49
Florida	22.14	25	Mississippi	39.70	50

National Average = 19.87 →

NC Graduated Licensing Program

(See Handout)

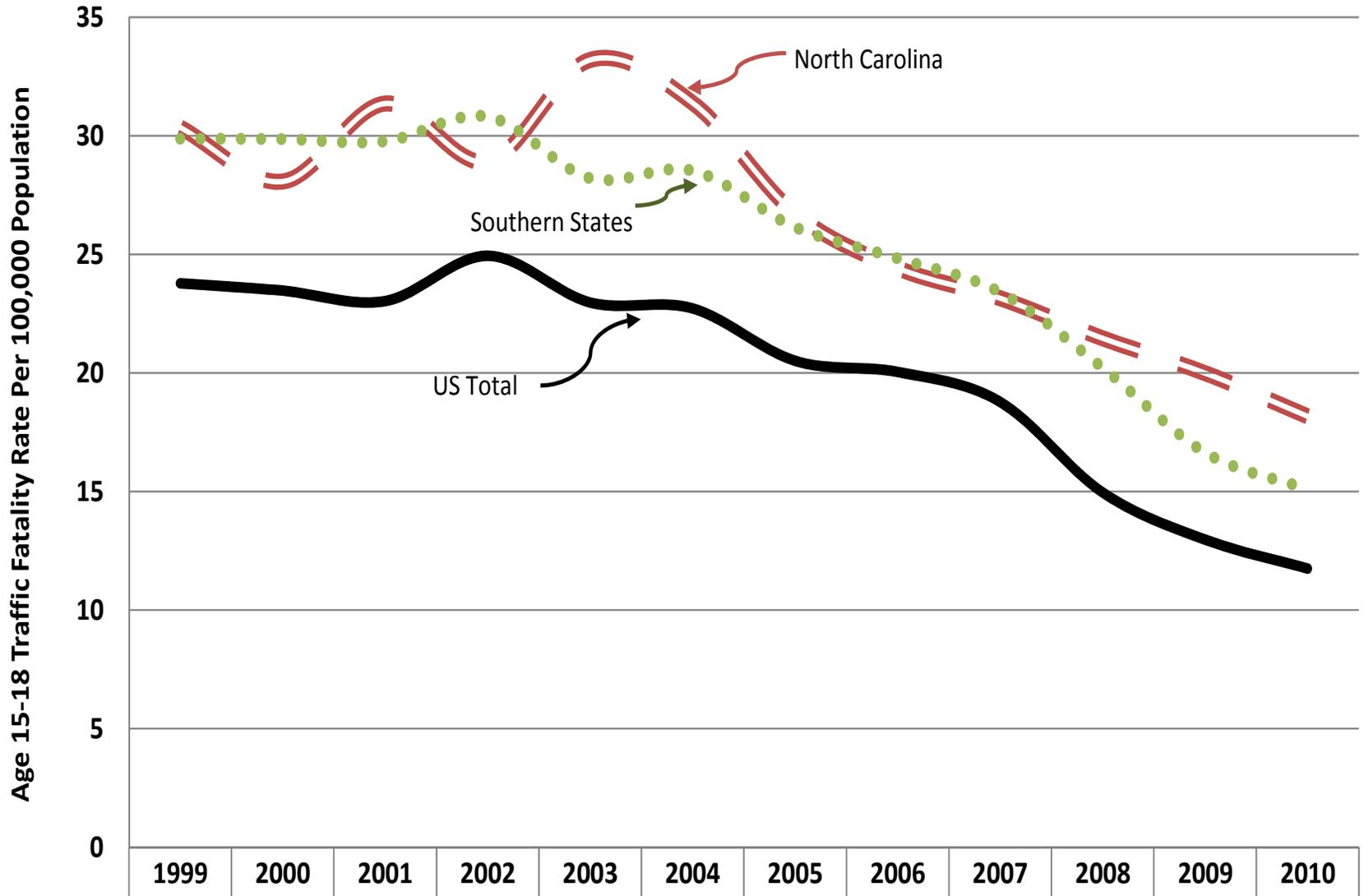
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Exhibit 9: North Carolina's Graduated Licensing Requirements for Drivers 15-18

	Level One Limited Learner Permit	Level Two Limited Provisional License	Level Three Full Provisional License
Age minimum	<ul style="list-style-type: none"> At least 15 years old but less than 16 years old 	<ul style="list-style-type: none"> At least 16 years old but less than 18 years old 	<ul style="list-style-type: none"> At least 16 ½ years old
Proof of eligibility	<ul style="list-style-type: none"> Driver Education Certificate Driving Eligibility Certificate or high school diploma or its equivalent 	<ul style="list-style-type: none"> Must hold the Level One Limited Learner Permit for at least 12 months prior to applying for Limited Provisional License Drivers log signed by the supervising driver 	<ul style="list-style-type: none"> Must hold the Level Two Limited Provisional License for at least six months prior to applying for Full Provisional License Drivers log signed by the supervising driver
Driving time restrictions	<ul style="list-style-type: none"> Between the hours of 5 a.m. and 9 p.m. for first six months with supervising driver After six months, no driving time restrictions with supervised driver 	<ul style="list-style-type: none"> Can drive without supervision between the hours of 5 a.m. and 9 p.m. and any time when driving directly to or from work 	<ul style="list-style-type: none"> None
Driving log	<ul style="list-style-type: none"> Minimum of 40 hours of operations, including at least 10 hours of driving during nighttime hours No more than 10 hours of operations per week 	<ul style="list-style-type: none"> Minimum of 12 hours of operations, including at least six hours of driving during nighttime hours 	<ul style="list-style-type: none"> None
Passenger restrictions	<ul style="list-style-type: none"> Only supervising driver allowed in the front seat All passengers restrained by seat belt or child safety seat 	<ul style="list-style-type: none"> Supervising driver must be seated beside the driver All passengers restrained by seat belt or child safety seat Only one other passenger under the age of 21, unless all passengers under 21 are immediate family or live in the same household 	<ul style="list-style-type: none"> None
Supervising driver	<ul style="list-style-type: none"> Parent, grandparent or guardian of the permit/license holder or a responsible person approved by the parent or guardian Supervising drivers must hold a valid driver license and be licensed for at least five years 	<ul style="list-style-type: none"> Parent, grandparent or guardian of the permit/license holder or a responsible person approved by the parent or guardian Supervising drivers must hold a valid driver license and be licensed for at least five years 	<ul style="list-style-type: none"> None
Other restrictions	<ul style="list-style-type: none"> No use of mobile telephones or additional technology while operating a motor vehicle 	<ul style="list-style-type: none"> No use of mobile telephones or additional technology while operating a motor vehicle 	<ul style="list-style-type: none"> No use of mobile telephones or additional technology while operating a motor vehicle
Driving record	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> No convictions of motor vehicle moving violations or seat belt/mobile telephone infractions in the previous six months 	<ul style="list-style-type: none"> No convictions of motor vehicle moving violations or seat belt/mobile telephone infractions in the previous six months

Source: Program Evaluation Division based on the North Carolina Driver's Handbook.

Exhibit 11: North Carolina Teen Traffic Fatality Rates Have Declined, But Not As Rapidly as in Other States



Support for Parental Supervision

- UNC Highway Safety Research Center *Time to Drive* smartphone application available to support parents



Download App Here! **Time to Drive** *A research-based app for parents of teen drivers.*

An iPhone App for Parents of Teen Drivers

Motor vehicle crashes are the leading cause of death for teenagers in the United States. One of the reasons: teens often don't get enough driving practice, especially in situations such as darkness, bad weather, heavy traffic, interstates, and curvy rural roads.

A critically important piece of the driver's licensing process is the learner stage. During this period new drivers are required to spend 6-12 months and a certain number of hours practicing under the supervision of an adult.

To assist in this process, researchers at the **UNC Highway Safety Research Center**, in collaboration with **Sky Highways**, developed the **Time to Drive** iPhone App to support supervisors of teen drivers during the practice period.

Time to Drive will:

- Record amount of driving and conditions (and generates a log which you can provide to the DMV)
- Keep track of hard stops
- Provide tips for parents
- Encourage the parent-teen team to meet driving goals
- Show a map of past trips

Time to Drive will help you make sure your teen gets lots of practice, so he or she can become a safe driver.

About Us
In 2006 the UNC Highway Safety Research Center established the **Center for the Study of Young Drivers (CSYD)** with the goal of improving young driver safety. The Center also develops programs and policies to reduce crashes and deaths by studying the factors that contribute to the high crash rate.

UNC App Helps Keep Teen Drivers Safe

Home FAQs Tips for Parents Contact

Recommendations

The General Assembly should:

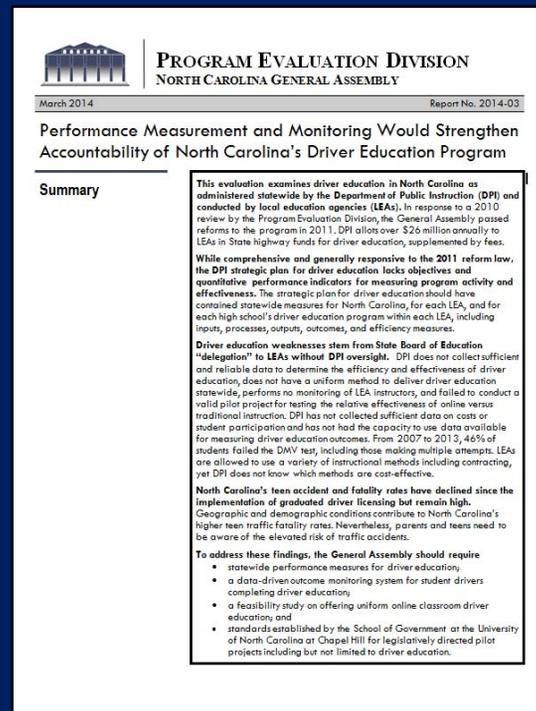
1. Require statewide performance measures to assess driver education efficiency and effectiveness.
2. Direct DPI and DMV to jointly develop and implement a system for monitoring citations and crashes of student drivers completing driver education.
3. Direct DOT, in consultation with DPI, to study the feasibility of offering uniform online classroom driver education.
4. Require state agencies initiating pilot projects at the direction of the General Assembly to adhere to standards established by the UNC School of Government.

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Legislative Options

- **Accept the report**
- **Refer it to any appropriate committees**
- **Instruct staff to draft legislation based on any of the report's recommendations**

Report available online at www.ncleg.net/PED/Reports/reports.html



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