

PERFORMANCE AUDIT  
OF  
DRIVER SAFETY PROGRAMS

DEPARTMENT OF EDUCATION AND  
DEPARTMENT OF STATE

August 1999

## EXECUTIVE DIGEST

# DRIVER SAFETY PROGRAMS

---

### INTRODUCTION

This report, issued in August 1999, contains the results of our performance audit\* of Driver Safety Programs, Department of Education and Department of State.

---

### AUDIT PURPOSE

This performance audit was conducted as part of the constitutional responsibility of the Office of the Auditor General. Performance audits are conducted on a priority basis related to the potential for improving effectiveness\* and efficiency\*.

---

### BACKGROUND

The Department of Education developed and administers the State's Driver Education Program\*. As part of its responsibilities, the Department of Education approves new driver education instructors; monitors the continued eligibility of driver education instructors; processes student driver education certificates and parent driving permits; approves requests for driver education programs\* at public\* and private\* driver training schools\*; provides consultant services to students, parents, school officials, legislators, and other traffic safety related agencies; monitors public and private driver training schools for compliance with laws and administrative rules; investigates reported program violations; and secures compliance with program regulations.

\* See glossary at end of report for definition.

The Department of State initiates many of the State's driver improvement actions\*. Using information recorded on the State's master driver records\*, the Department of State monitors the driving performance of Michigan motorists. The Department of State identifies drivers with the greatest likelihood of being in an accident\*; intervenes with information, education, and disciplinary actions to reduce unsafe driving habits; and revokes licenses of drivers who are unable to improve their driving to ensure a reasonable level of safety for others. The courts also initiate driver improvement actions.

---

**AUDIT OBJECTIVES  
AND CONCLUSIONS**

**Audit Objective:** To evaluate the effectiveness of the State's Driver Education Program in educating individuals in the safe operation of motor vehicles.

**Conclusion:** We concluded that the State's Driver Education Program was generally effective in educating individuals in the safe operation of motor vehicles. Also, responses to our surveys of new drivers and parents of driver education students indicated a general level of satisfaction with their driver education programs. However, we noted one material condition\* related to evaluating the effectiveness of the driver education programs:

- The Department of Education had not established a continuous quality improvement process to evaluate and improve the effectiveness of the State's driver education programs (Finding 1).

The Department agreed with the need for a continuous quality improvement process.

\* See glossary at end of report for definition.

**Audit Objective:** To determine if driver improvement actions were effective and efficient in educating problem drivers in the safe operation of motor vehicles and in reducing traffic accidents and related injuries and offenses.

**Conclusion:** We determined that driver improvement actions were generally effective and efficient in educating problem drivers in the safe operation of motor vehicles and in reducing traffic accidents and related injuries and offenses. However, we noted one material condition related to evaluating the effectiveness of driver improvement actions:

- The Department of State had not developed a process to evaluate the extent to which driver improvement actions improved the driving performance of problem drivers (Finding 2).

The Department agreed with the corresponding recommendation.

**Audit Objective:** To determine if the Department of Education and the Department of State were effective and efficient in ensuring compliance with applicable statutes and program requirements related to certifying and monitoring driver training instructors and driver training schools.

**Conclusion:** We concluded that the Department of Education and the Department of State were reasonably effective and efficient in ensuring compliance with applicable statutes and program requirements related to certifying and monitoring driver training instructors and driver training schools. However, we noted reportable

conditions\* related to centralizing driver education administrative activities and monitoring driver training instructors (Findings 3 and 4).

---

AUDIT SCOPE AND  
METHODOLOGY

Our audit scope was to examine selected Department of Education and Department of State records for the purpose of evaluating driver education programs and driver improvement actions. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

Our methodology included interviewing Department of Education and Department of State staff and management. Also, we reviewed applicable State statutes, policies, and procedures to gain an understanding of the driver education programs and the driver improvement actions.

For our first objective, we evaluated the public and private driver training schools' driver education programs that were in place prior to April 1, 1997. We evaluated the performance of each driver training school based on the average number of accidents per student and the average number of convictions\* per student. Our testing was performed to evaluate the effectiveness of driver education programs and to establish benchmarks for a future comparison to the graduated licensing program. In addition, we surveyed new drivers and parents of driver education students to determine their level of satisfaction with the driver education programs.

\* See glossary at end of report for definition.

For our second objective, we selected four samples to test the effectiveness of four types of driver improvement actions.

Our four samples consisted of drivers who were analyzed because during the 25-month period January 1, 1994 through January 31, 1996 their records contained one or more of the following actions: driver improvement correspondence, a re-examination\*, a suspension\*, or a revocation\*. We reviewed the master driver records for each driver in our four test groups and determined the number of accidents and citations resulting in conviction during the 24 months preceding and following the selected driver improvement action. We analyzed the drivers for changes in driving performance as measured by the number of accidents and the number of citations resulting in convictions.

For our third objective, we reviewed the processes of approving driver training schools, approving driver training instructors, and following up on complaints. We also reviewed the Department of Education's and the Department of State's efforts to monitor driver training schools for compliance with statutory requirements.

---

**AGENCY RESPONSES**

Our audit report includes 4 findings and 4 corresponding recommendations. The Department of Education agreed with the findings and recommendations addressed to it. The Department of State agreed with the findings and recommendation addressed to it.

\* See glossary at end of report for definition.

This page left intentionally blank.

Mr. Arthur E. Ellis, Chairman  
State Board of Education  
Hannah Building  
Lansing, Michigan  
and  
The Honorable Candice S. Miller  
Secretary of State  
Treasury Building  
Lansing, Michigan

Dear Mr. Ellis and Secretary Miller:

This is our report on the performance audit of Driver Safety Programs, Department of Education and Department of State.

This report contains our executive digest; description of program; audit objectives, scope, and methodology and agency responses; comments, findings, recommendations, and agency preliminary responses; description of surveys and summaries of survey responses, presented as supplemental information; and a glossary of acronyms and terms.

Our comments, findings, and recommendations are organized by audit objective. The agency preliminary responses were taken from the agencies' responses subsequent to our audit fieldwork. The *Michigan Compiled Laws* and administrative procedures require that the audited agency develop a formal response within 60 days after release of the audit report.

We appreciate the courtesy and cooperation extended to us during this audit.

AUDITOR GENERAL

This page left intentionally blank.

## **TABLE OF CONTENTS**

### **DRIVER SAFETY PROGRAMS DEPARTMENT OF EDUCATION AND DEPARTMENT OF STATE**

#### INTRODUCTION

	<u>Page</u>
Executive Digest	1
Report Letter	7
Description of Program	10
Audit Objectives, Scope, and Methodology and Agency Responses	13

#### COMMENTS, FINDINGS, RECOMMENDATIONS, AND AGENCY PRELIMINARY RESPONSES

Driver Education Program	16
1. Evaluating Driver Education Programs	19
Driver Improvement Actions	26
2. Evaluating the Effectiveness of Driver Improvement Actions	28
Administrative Responsibilities	32
3. Centralizing Driver Education Administrative Activities	33
4. Monitoring Driver Training Instructors	34

#### SUPPLEMENTAL INFORMATION

Description of Surveys	37
Exhibit 1 - Summary of Survey Responses From New Drivers	39
Exhibit 2 - Summary of Survey Responses From Parents of Driver Education Students	43

#### GLOSSARY

Glossary of Acronyms and Terms	46
--------------------------------	----

## Description of Program

The State's driver safety programs include its Driver Education Program and its driver improvement actions. The State's Driver Education Program, administered by the Department of Education, was developed to teach teenage students how to drive. Many of the State's driver improvement actions are initiated by the Department of State.

### Driver Education Programs

The State's Driver Education Program was created by Section 811 of the General School Law and is governed by the law and *Michigan Administrative Code* R 388.301 - R 388.335. The Department of Education developed and administers the State's Driver Education Program. As part of its responsibilities, the Department of Education approves new driver education instructors; monitors the continued eligibility of driver education instructors; processes student driver education certificates and parent driving permits; approves requests for driver education programs at public and private driver training schools; provides consultant services to students, parents, school officials, legislators, and other traffic safety related agencies; monitors public and private driver training schools for compliance with laws and administrative rules; investigates reported program violations; and secures compliance with program regulations. The Driver Education Program is administered by one full-time consultant, one three-quarter time consultant, and one half-time secretary.

A portion of each driver license fee collected by the Secretary of State is annually appropriated to the Department of Education for administering the Driver Education Program and for awarding grants to public school districts for use in their driver education programs. During fiscal year 1996-97, there were approximately 98,800 students attending driver education programs in Michigan's public schools. The Department of State transferred \$7.4 million to the Department of Education for driver education programs in fiscal year 1996-97. The school districts' costs for these programs was \$19.5 million. The State reimbursed the school districts \$7.2 million for these expenses. The Department of Education estimated that there were approximately 45,000 additional students attending driving education programs at private driver training schools that were not reimbursed by the State during fiscal year 1996-97.

The State revised its requirements for young drivers. Beginning April 1, 1997, all young drivers are required to complete a graduated licensing program\* before obtaining an unrestricted driver license. Effective April 1, 1998, public school districts are no longer required to provide driver education programs. Public schools that continue to offer driver education programs can now charge students a fee for attending the programs. Private driver training schools have always charged a fee. The private driver training school fees have ranged from \$100 to \$250 per student.

### Driver Improvement Actions

Using information recorded on the State's master driver records, the Department of State monitors the driving performance of Michigan motorists and initiates many of the State's driver improvement actions. The Department of State identifies drivers with the greatest likelihood of being in an accident; intervenes with information, education, and disciplinary actions to reduce unsafe driving habits; and revokes licenses of drivers who are unable to improve their driving to ensure a reasonable level of safety for others. The Department of State's intervention efforts to improve the skills and attitudes of unsafe drivers include warning letters\*; counseling; re-examinations; and restrictions\*, suspensions, and revocations of licenses. The courts also initiate driver improvement actions.

The Department of State records indicate that 270,993 individuals received warning letters from the Department during the period October 1, 1996 through September 30, 1997. During the period September 29, 1995 through September 28, 1996, the Department conducted 50,670 re-examinations. Also, Department statistics indicate that approximately 370,000 problem drivers receive approximately 600,000 license suspensions or revocations each year.

During the period January 1, 1994 through December 31, 1995 (the most recent two-year period for which information was available)<sup>1</sup>, 19.4% of the drivers included in the State's database\* of 7.7 million driver records were convicted of one or more Michigan

\* See glossary at end of report for definition.

<sup>1</sup> The Department of State discontinued summarizing this data in 1996. The Department is updating various reports to reflect changes in the law and how the Department utilizes this information.

Vehicle Code\* vehicle violations, 12.9% of the drivers were involved in one or more accidents, and 5.9% of the drivers were classified as at-fault drivers in the accidents.

### Graduated Licensing Program

The three-tier graduated licensing program that the State adopted on April 1, 1997 involves a step-by-step process for issuing driver licenses to young adults. The program is designed to help young drivers gain the knowledge and skills they need to drive a motor vehicle safely. This is accomplished by gradually increasing driving privileges as the young driver gains experience behind the wheel. Young drivers must demonstrate responsible driving behavior in each stage of licensing before advancing to the next stage. The goal of the graduated licensing program is to reduce crashes, serious injuries, and traffic-related fatalities involving new young drivers.

With the implementation of Michigan's graduated licensing program, the number of hours of classroom instruction and behind-the-wheel instruction changed. Under the graduated licensing program, the student, at age 14 years and 9 months, can receive a Level 1 license after completing a driver education program with 24 hours of classroom instruction and 6 hours of behind-the-wheel (on-the-road) driving instruction. With a Level 1 license, the student can drive with a licensed parent, licensed legal guardian, or licensed driver over age 21 designated by the parent or legal guardian. A student must accumulate 50 hours of driving, including 10 hours of night driving; complete the second part of the driver education program; and pass a performance road test before advancing to Level 2. The student can apply for a Level 2 license after completing at least 6 months of driving at Level 1. The time spent at Level 1 will be extended if the student has any at-fault accidents\*, convictions, or suspensions placed on his/her driver record within the last 90 days. With a Level 2 license, the student has some time restrictions regarding when and with whom he/she can drive. The student must complete at least 6 months of driving with a Level 2 license before applying for a Level 3 license. A student can apply for an unrestricted Level 3 license at age 17 if he/she has completed 12 consecutive months without a traffic accident, conviction, or suspension.

\* See glossary at end of report for definition.

## Audit Objectives, Scope, and Methodology and Agency Responses

### Audit Objectives

Our performance audit of Driver Safety Programs, Department of Education and Department of State, had the following objectives:

1. To evaluate the effectiveness of the State's Driver Education Program in educating individuals in the safe operation of motor vehicles.
2. To determine if driver improvement actions were effective and efficient in educating problem drivers in the safe operation of motor vehicles and in reducing traffic accidents and related injuries and offenses.
3. To determine if the Department of Education and the Department of State were effective and efficient in ensuring compliance with applicable statutes and program requirements related to certifying and monitoring driver training instructors and driver education training schools.

### Audit Scope

Our audit scope was to examine selected Department of Education and Department of State records for the purpose of evaluating driver education programs and driver improvement actions. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances.

### Audit Methodology

Our audit procedures were performed between March 1997 and October 1998. Our methodology included interviewing Department of Education and Department of State staff and management. Also, we reviewed applicable State statutes, policies, and procedures to gain an understanding of the driver education programs and the driver improvement actions.

For our first objective, we evaluated the public and private driver training schools' driver education programs that were in place prior to April 1, 1997 (the implementation of the three-tier graduated licensing program). To evaluate the driving abilities of young drivers, we analyzed a minimum of two years of driving activity for each teenage driver in our population. The three-tier graduated licensing program had not been in existence long enough to evaluate two years of driving activity for all students who had attended a three-tier graduated licensing program. We tested the driver training schools' driver education programs under only the old program requirements.

To assess the effectiveness of the Driver Education Program, we reviewed the master driver records of teenage drivers who completed a Michigan driver education program, received their original driver licenses between January 1, 1994 and December 31, 1995, and were less than 20 years old when they received their original licenses. We excluded other older drivers from our population because drivers who are 18 years old and older are not required to provide proof of successfully completing a driver education program before obtaining their original licenses. We evaluated the performance of each driver training school based on the average number of accidents per student and the average number of convictions per student. We compared individual school averages to the Statewide averages and identified specific schools with significantly better or worse averages. We also compared the averages for the public and private schools and the five types of driver education programs (traditional\*, four-phased\*, range\*, simulator\*, and competency\*) to determine whether any program had significantly better or worse averages than the other programs. Our testing was performed to evaluate the effectiveness of driver education programs and to establish benchmarks for a future comparison to the graduated licensing program.

Also for our first objective, we surveyed new drivers and parents of driver education students to determine their level of satisfaction with the driver education programs. Our survey population was based on students who had attended either a public or private driver training school prior to April 1, 1997. We included summaries of the survey responses as supplemental information in this report.

For our second objective, we selected four samples to test the effectiveness of four types of driver improvement actions. Our four samples consisted of drivers who were

\* See glossary at end of report for definition.

analyzed because during the 25-month period January 1, 1994 through January 31, 1996 their records contained one or more of the following actions: driver improvement correspondence, a re-examination, a suspension, or a revocation. We chose this time period to ensure that we could evaluate 24 months of driving performance following the selected actions. Twenty-four months provided a reasonable time frame for measuring the long-term effectiveness of selected driver improvement actions.

The four actions we selected for our tests were either frequently administered actions or more serious driver improvement actions. We reviewed the master driver records for each driver in our four test groups. To evaluate each driver's driving performance, we determined the number of accidents and citations resulting in conviction during the 24 months preceding and following the selected action. We manually reviewed the master driver records of our test drivers and tabulated the number of accidents, citations resulting in convictions, and additional driver improvement actions during the 24 months preceding and following the driver improvement action. We analyzed the drivers for changes in driving performance as measured by the number of accidents and the number of citations resulting in convictions.

For our third objective, we reviewed the processes of approving driver training schools, approving driver training instructors, and following up on complaints. We tested a sample of driver training instructors for compliance with statutory and program requirements. We also reviewed the Department of Education's and the Department of State's efforts to monitor driver training schools for compliance with statutory requirements.

#### Agency Responses

Our audit report includes 4 findings and 4 corresponding recommendations. The Department of Education agreed with the findings and recommendations addressed to it. The Department of State agreed with the findings and recommendations addressed to it.

The agency preliminary response which follows each recommendation in our report was taken from the agencies' written comments and oral discussion subsequent to our audit fieldwork. Section 18.1462 of the *Michigan Compiled Laws* and Department of Management and Budget Administrative Guide procedure 1280.02 require the Department of Education and the Department of State to develop formal responses to our audit findings and recommendations within 60 days after release of the audit report.

# COMMENTS, FINDINGS, RECOMMENDATIONS, AND AGENCY PRELIMINARY RESPONSES

## DRIVER EDUCATION PROGRAM

### COMMENT

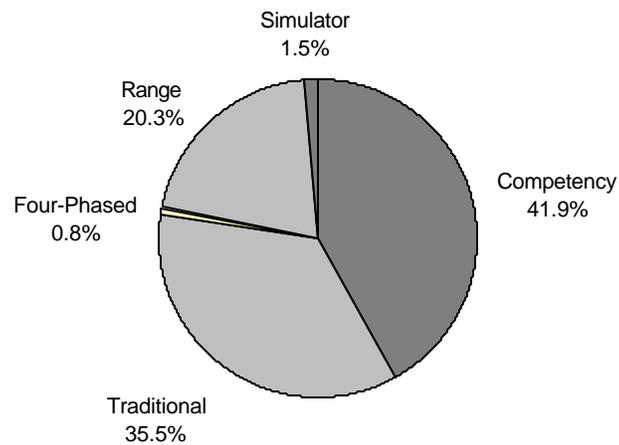
**Background:** We analyzed the master driver records (through February 28, 1998) of 216,213 drivers who had received their original driver licenses between January 1, 1994 and December 31, 1995 and were less than 20 years old as of December 31, 1995. Each of the drivers in our population had attended one of the 569 public or 72 private driver training schools in Michigan. Approximately 70% of the young drivers attended public driver training schools and 30% attended private driver training schools.

The Department of Education had approved the following five types of driver education programs:

1. Traditional (30 hours of classroom instruction and 6 hours of behind-the-wheel instruction on public roads).
2. Four-Phased (30 hours of classroom instruction and 6 hours of behind-the-wheel instruction on public roads, a driving range, and a simulator).
3. Range (30 hours of classroom instruction and 6 hours of behind-the-wheel instruction on a driving range).
4. Simulator (30 hours of classroom instruction and 6 hours of behind-the-wheel instruction using a computerized reactive video and a steering wheel).
5. Competency (a minimum of 22 hours of classroom instruction and 4 hours of behind-the-wheel instruction, up to a maximum of 30 hours of classroom instruction and 6 hours of behind-the-wheel instruction. The competency program was discontinued with the implementation of the graduated licensing program.)

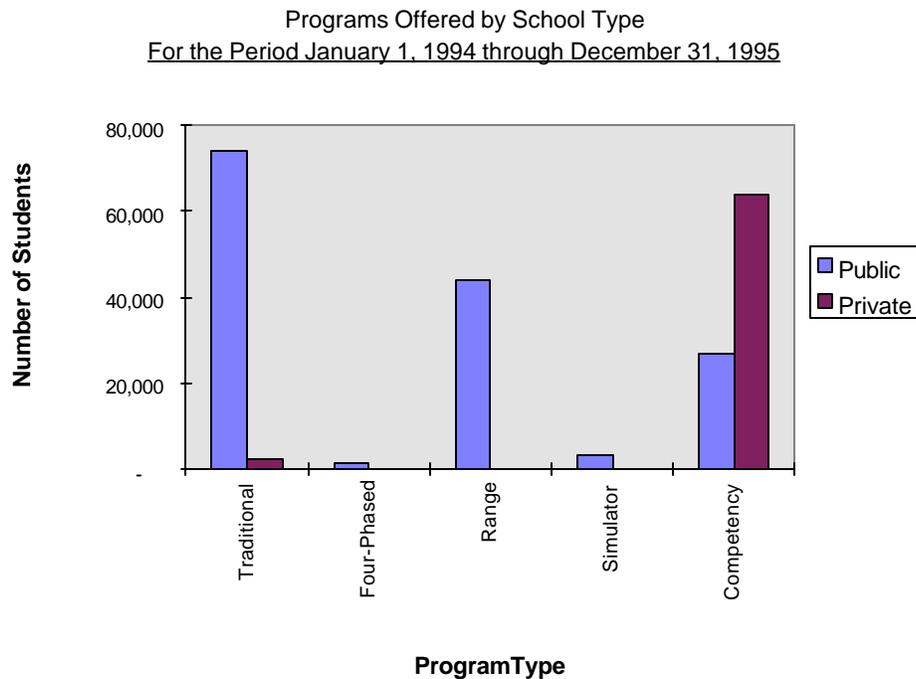
The following chart indicates the distribution of students attending the five types of driver education programs:

Distribution of Students by Type of Program  
For the Period January 1, 1994 through December 31, 1995



The majority of public school students were enrolled in either a traditional or a range program, and the majority of private school students were enrolled in a competency

program. The following chart indicates the distribution of the public and private school students attending the five types of programs:



The Department of State statistics show that young drivers are involved in a disproportionate number of traffic accidents and receive a disproportionate number of Michigan Vehicle Code violation convictions. Various studies indicate that a lack of adequate driving skills, excessive speed, excessive driving during high risk (nighttime) hours, inattentiveness, risk taking, poor driving judgment, and alcohol are often contributing factors in accidents involving young drivers.

The Department of State's 7.7 million master driver records indicate that there were 1.6 million drivers age 25 or under as of December 31, 1995. The Department's records also provide other quantifiable information regarding the State's drivers. The

following table summarizes statistical information related to the population of drivers age 25 or under:

General Statistics on Young Drivers  
For the Two-Year Period January 1, 1994 through December 31, 1995

	Population of Drivers Age 25 or Under	Statewide Population of All Drivers
Drivers	1,595,034 (21%)	7,733,398
Drivers with 1 or more accidents	292,882 (29%)	997,210
Drivers with 1 or more convictions	516,423 (34%)	1,501,389
Drivers with 1 or more alcohol or drug convictions	29,578 (26%)	114,704
Drivers driving with a suspended or revoked license*	61,244 (41%)	149,382

\* Based on a subsequent conviction during the period of suspension or revocation.

**Audit Objective:** To evaluate the effectiveness of the State's Driver Education Program in educating individuals in the safe operation of motor vehicles.

**Conclusion:** We concluded that the State's Driver Education Program was generally effective in educating individuals in the safe operation of motor vehicles. Also, responses to our surveys of new drivers and parents of driver education students indicated a general level of satisfaction with their driver education programs. However, we noted one material condition related to evaluating the effectiveness of the driver education programs. The Department of Education had not established a continuous quality improvement process to evaluate and improve the effectiveness of the State's driver education programs.

**FINDING**

1. **Evaluating Driver Education Programs**

The Department of Education had not established a continuous quality improvement process to evaluate and improve the effectiveness of the State's driver education programs.

Developing a continuous quality improvement process for evaluating program effectiveness is widely recognized as a valuable tool in managing programs. Without such a process, the Department of Education has limited ability to objectively assess the effectiveness of the driver education programs. A process of evaluating and improving the effectiveness of the driver education programs should include:

- a. Quantifiable goals\* and objectives\* for the driver education programs.
- b. Outcome\*-related performance measures\* to evaluate the overall effectiveness of the driver education programs.
- c. Relevant data to measure performance.
- d. A management information system for monitoring the driver education programs and driver training schools.

Using the State's master driver records, we developed two performance measures to evaluate the performance of the driver education programs. We analyzed the number of accidents and convictions of Michigan Vehicle Code violations for the 216,213 young drivers from 569 public and 72 private driver training schools. Each of these drivers had had their original driver license for a minimum of 25 and a maximum of 49 months.

\* See glossary at end of report for definition.

The following two tables cross-tabulate students by their driver training schools and their driver education program with their corresponding number of accidents (first table) and with their corresponding number of convictions (second table):

Distribution of Number of Accidents per Student  
For Driver Education Programs at Public and Private Driver Training Schools  
For Students Receiving Original Licenses in 1994 or 1995

Number of Accidents	Public Traditional	Private Traditional	Public Four-Phased	Public Range	Public Simulator	Public Competency	Private Competency	Totals
0	43,912 59.15%	1,297 53.75%	971 58.21%	25,088 57.13%	1,838 56.09%	15,342 57.24%	34,664 54.25%	123,112 56.94%
1	21,629 29.14%	770 31.91%	507 30.40%	13,288 30.26%	999 30.49%	8,082 30.16%	19,916 31.17%	65,191 30.15%
2	6,589 8.88%	269 11.15%	145 8.69%	4,220 9.61%	334 10.19%	2,523 9.41%	7,000 10.96%	21,080 9.75%
3	1,621 2.18%	59 2.45%	37 2.22%	1,038 2.36%	85 2.59%	652 2.43%	1,787 2.80%	5,279 2.44%
4	371 0.50%	11 0.46%	7 0.42%	222 0.51%	19 0.58%	158 0.59%	426 0.67%	1,214 0.56%
5 - 6	108 0.15%	7 0.29%	1 0.06%	59 0.13%	2 0.06%	39 0.15%	96 0.15%	312 0.14%
7 - 10	7 0.01%	0 0.00%	0 0.00%	1 0.00%	0 0.00%	5 0.02%	7 0.01%	20 0.01%
Totals	74,237 100.00%	2,413 100.00%	1,668 100.00%	43,916 100.00%	3,277 100.00%	26,801 100.00%	63,896 100.00%	216,208 100.00%

Note: We excluded 5 students from our population of 216,213 students because their records did not indicate course type.

Source: State's master driver records through February 28, 1998.

Distribution of Number of Convictions per Student  
 For Driver Education Programs at Public and Private Driver Training Schools  
For Students Receiving Original Licenses in 1994 or 1995

Number of Convictions	Public			Private			Totals	
	Traditional	Traditional	Four-Phased	Range	Simulator	Competency		Competency
0	36,176 48.73%	972 40.28%	761 45.62%	21,010 47.84%	1,424 43.45%	13,000 48.51%	27,433 42.93%	100,776 46.61%
1	18,305 24.66%	636 26.36%	391 23.44%	10,920 24.87%	889 27.13%	6,450 24.07%	14,720 23.04%	52,311 24.19%
2	9,435 12.71%	336 13.92%	222 13.31%	5,708 13.00%	470 14.34%	3,539 13.20%	8,713 13.64%	28,423 13.15%
3 - 4	7,181 9.67%	302 12.52%	203 12.17%	4,376 9.96%	334 10.19%	2,700 10.07%	7,846 12.28%	22,942 10.61%
5 - 7	2,467 3.32%	120 4.97%	67 4.02%	1,541 3.51%	115 3.51%	881 3.29%	3,712 5.81%	8,903 4.12%
8 - 10	497 0.67%	31 1.28%	19 1.14%	288 0.66%	32 0.98%	186 0.69%	998 1.56%	2,051 0.95%
11 - 15	157 0.21%	16 0.66%	3 0.18%	69 0.16%	9 0.27%	39 0.15%	405 0.63%	698 0.32%
16 - 26	19 0.03%	0 0.00%	2 0.12%	4 0.01%	4 0.12%	6 0.02%	69 0.11%	104 0.05%
Totals	74,237 100.00%	2,413 100.00%	1,668 100.00%	43,916 100.00%	3,277 100.00%	26,801 100.00%	63,896 100.00%	216,208 100.00%

Note: We excluded 5 students from our population of 216,213 students because their records did not indicate course type.

Source: State's master driver records through February 28, 1998.

Our analysis identified moderate but notable differences between the driving histories of public school students and private school students. Private school students had a notably higher incidence rate of both accidents and convictions for two types of driver training school programs offered in private schools. The most significant differences appear in those portions of the student population that either had not been involved in an accident or did not have a conviction. The public school traditional program had 10.0% fewer students involved in accidents and 21.0% fewer students receiving convictions than the private school traditional program. The public school competency program had 5.5% fewer students

involved in accidents and 13.0% fewer students receiving convictions than the private competency program. This may represent real differences between outcomes of public driver training schools and private driver training schools or the differences may be caused by unidentified factors.

We also compared each school's students' average accidents and convictions with the Statewide average. We identified a range\* of normally expected averages and those averages that were either significantly better or significantly worse than the corresponding Statewide average. When the average number of accidents per student or average number of convictions per student for a specific school was either significantly better or significantly worse than the Statewide average, it was referred to as an outlier\*. In a statistical comparison of the averages, negative outliers\* represent the worst averages and positive outliers\* represent the best averages.

We identified 105 driver training schools as negative outliers and 236 as positive outliers. The following table summarizes the number of significant outlier driver

\* See glossary at end of report for definition.

training schools by type of driver education program at public and private driver training schools:

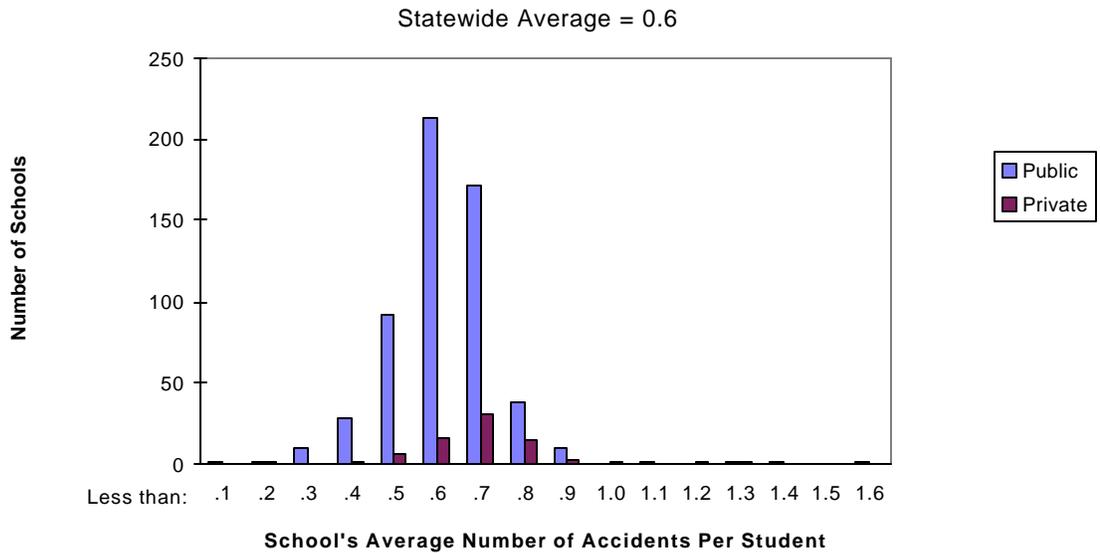
Summary of Significant Outlier Driver Training Schools  
For Students Receiving Original Licenses in 1994 or 1995

	Number of Schools	Total Population for School	Schools With Either Accidents or Convictions			
			Positive Outliers	Population for Positive Outliers	Negative Outliers	Population for Negative Outliers
<u>Public Schools</u>						
Traditional Programs	335	74,225	130	36,708	33	7,336
Four-Phased Programs	5	1,668	2	553	1	776
Range Programs	118	43,912	48	18,490	17	7,196
Simulator Programs	11	3,275	4	1,276	4	1,256
Competency Programs	<u>100</u>	<u>26,795</u>	<u>45</u>	<u>12,505</u>	<u>16</u>	<u>5,805</u>
Total for Public Schools	<u>569</u>	<u>149,875</u>	<u>229</u>	<u>69,532</u>	<u>71</u>	<u>22,369</u>
Percent of Public Schools			40%	46%	12%	15%
<u>Private Schools</u>						
Traditional Programs	11	2,413	1	635	4	1,166
Competency Programs	<u>61</u>	<u>63,895</u>	<u>6</u>	<u>6,668</u>	<u>30</u>	<u>46,557</u>
Total for Private Schools	<u>72</u>	<u>66,308</u>	<u>7</u>	<u>7,303</u>	<u>34</u>	<u>47,723</u>
Percent of Private Schools			10%	11%	47%	72%
Grand Total All Schools	<u>641</u>	<u>216,183</u>	<u>236</u>	<u>76,835</u>	<u>105</u>	<u>70,092</u>
Percent of All Schools			37%	36%	16%	32%

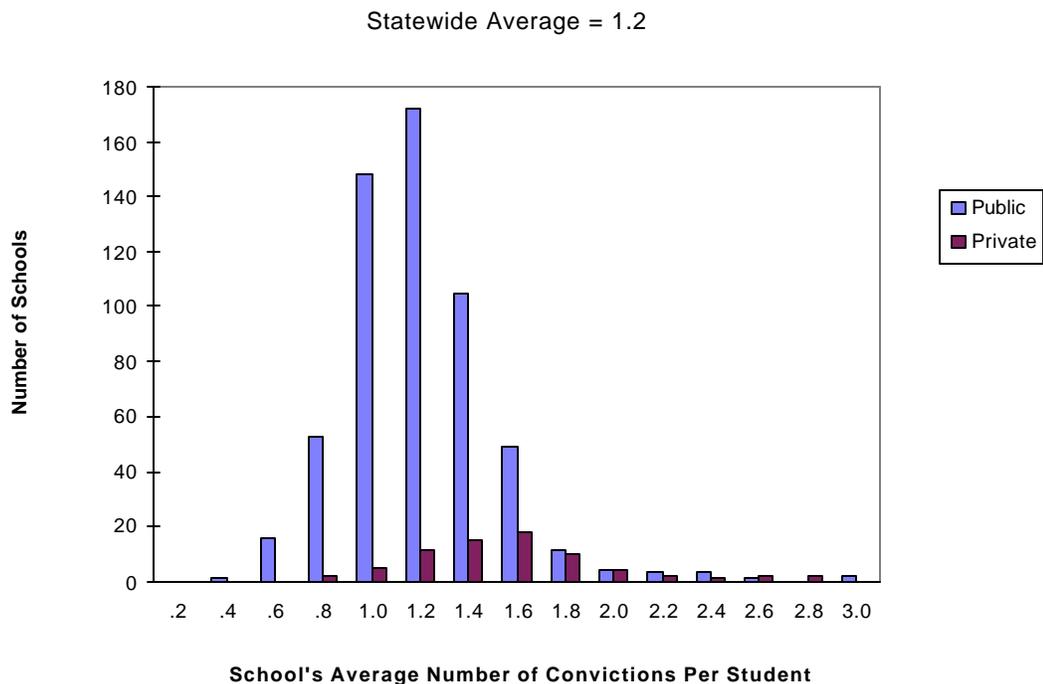
Note: We excluded 30 students from our total population of 216,213 students. These students attended schools that did not meet the statistical threshold for inclusion in this analysis.

We also analyzed the distribution of schools' average number of accidents (first graph) and average number of convictions (second graph) per student to assess the extent of extreme outliers:

**Distribution of Schools' Average Number of Accidents Per Student  
For Students Receiving Original Licenses in 1994 or 1995**



**Distribution of Schools' Average Number of Convictions Per Student  
For Students Receiving Original Licenses in 1994 or 1995**



Overall, we found relatively few extreme outlier schools and correspondingly few students from those schools.

Performance measures and relevant data, such as that described in this finding, can be used by the Department of Education to focus its limited resources to more effectively monitor the driver education programs.

### **RECOMMENDATION**

We recommend that the Department of Education establish a continuous quality improvement process to evaluate and improve the effectiveness of the State's driver education programs.

### **AGENCY PRELIMINARY RESPONSE**

The Department of Education agreed with the need for a continuous quality improvement process. However, the Department believes that the current practice of splitting the administrative duties for the program between two State agencies makes the recommendation impractical and unrealistic. The Department of Education has no access to individual driver records as those records are maintained by the Department of State. Implementing such an evaluation system is costly. Current funding is insufficient to cover the actual cost of providing driver education programs in public school systems.

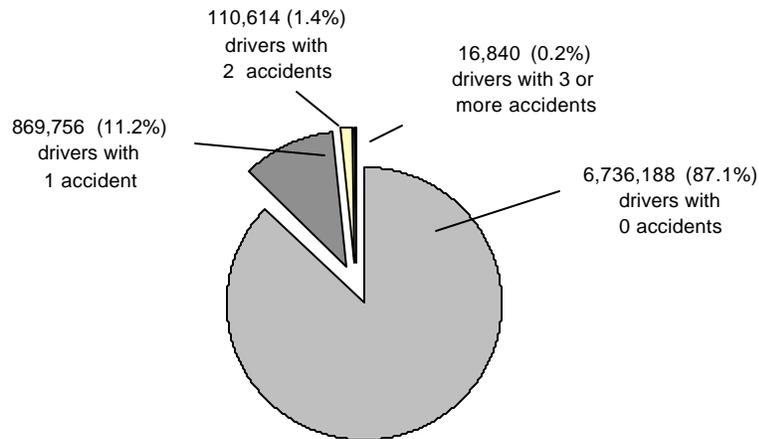
## **DRIVER IMPROVEMENT ACTIONS**

### **COMMENT**

**Background:** Driver improvement actions are directed at Michigan's problem drivers. During calendar year 1994, the Department of State and the courts initiated approximately 400,000 driver improvement actions. These ranged from warning letters to re-examinations, restrictions, suspensions, and revocations.

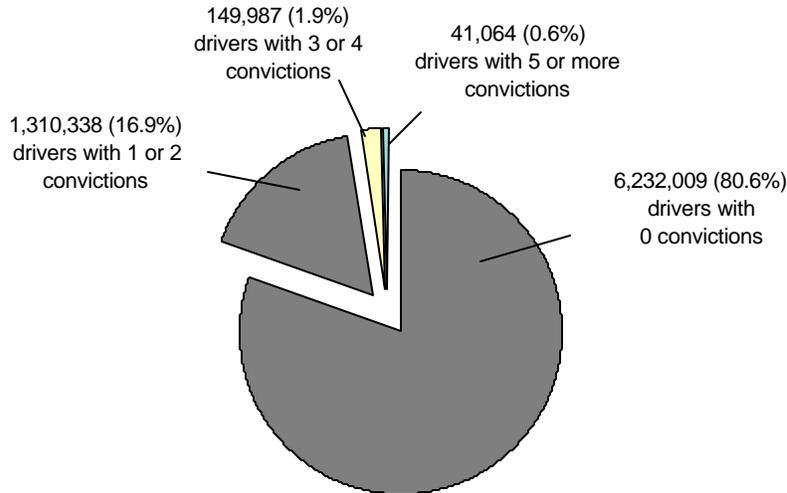
During the period January 1, 1994 through December 31, 1995 (the most recent two-year period for which information was available)<sup>1</sup>, 19.4% of the drivers included in the State's database of 7.7 million driver records were convicted of one or more Michigan Vehicle Code vehicle violations, 12.9% of the drivers were involved in one or more accidents, and 5.9% of the drivers were classified as at-fault drivers in the accidents. The Department of State's DR9090 report for the period January 1, 1994 through December 31, 1995 disclosed that 1.6% (approximately 127,000) drivers had been in 2 or more accidents. Also, 2.5% (approximately 191,000) of the State's drivers had 3 or more convictions of Michigan Vehicle Code violations during the same period. This information is presented in the following charts:

Distribution of Drivers by Number of Accidents  
For the Period January 1, 1994 through December 31, 1995



<sup>1</sup> The Department of State discontinued summarizing this data in 1996. The Department is updating various reports to reflect changes in the law and how the Department utilizes this information.

Distribution of Drivers by Number of Convictions  
For the Period January 1, 1994 through December 31, 1995



**Audit Objective:** To determine if driver improvement actions were effective and efficient in educating problem drivers in the safe operation of motor vehicles and in reducing traffic accidents and related injuries and offenses.

**Conclusion:** We determined that driver improvement actions were generally effective and efficient in educating problem drivers in the safe operation of motor vehicles and in reducing traffic accidents and related injuries and offenses. However, we noted one material condition related to evaluating the effectiveness of driver improvement actions. The Department of State had not developed a process to evaluate the extent to which driver improvement actions improved the driving performance of problem drivers.

**FINDING**

2. Evaluating the Effectiveness of Driver Improvement Actions

The Department of State had not developed a process to evaluate the extent to which driver improvement actions improved the driving performance of problem drivers.

The Department of State initiates 15 different types of driver improvement actions. These actions are intended to inform problem drivers of the severity of their problem behavior, to recommend improvement, and to identify consequences if the

behavior is not improved. The Department of State had established criteria for when it would initiate the different driver improvement actions. For example, probationary drivers\* receive a warning letter after their first conviction. If the probationary drivers accumulate more convictions, the Department of State takes progressive action beginning with re-examination followed by driving-related restrictions and, finally, suspension of the driver licenses. Nonprobationary drivers receive warning letters after accumulating between 4 and 11 points on their driver records. If the nonprobationary drivers accumulate more points, the progressive action begins with warning letters followed by re-examination, driving-related restrictions, suspensions, and, ultimately, revocation of the driver licenses.

The Department of State had not established quantifiable goals and objectives for evaluating the effectiveness of driver improvement actions. The goals and objectives should be based on the Department's expected level of improvement after a driver receives a specific driver improvement action. This expected level of improvement in driving skills may be marginal, but quantifiable, for drivers receiving some of the more serious driver improvement actions, including suspensions and revocations. The purpose of developing goals and objectives with quantifiable outcomes is to establish a means for evaluating the effectiveness and/or efficiency of a program's performance. Quantified outcomes would aid the Department of State in measuring the impact of various driver improvement actions on the problem drivers' performance.

We obtained a download of driver improvement actions occurring on or after January 1, 1994. From these records, we selected a random sample of 1,000 records and computed the total number of occurrences for the various driver improvement actions. After reviewing our summary of the 1,000 records, we judgmentally selected four different driver improvement actions to review: warning letters, re-examination of driving-related skills, driver license suspensions, and driver license revocations. From the sample of 1,000 drivers, we selected 140 drivers with at least one of the four driver improvement actions. We obtained and reviewed the master driver records of these drivers to evaluate the long-term effect that the four actions had had on driving performance. We manually reviewed and tabulated the number of accidents, citations resulting in convictions, and additional

\* See glossary at end of report for definition.

driver improvement actions during the two years preceding and following each test action because the Department of State's management information system could not electronically perform this analysis for us. Our test groups included 39 drivers with warning letters, 38 drivers who required re-examination, 53 drivers who received driver license suspensions, and 26 drivers who had their driver licenses revoked during the period January 1, 1994 through January 31, 1996.

We assessed the effects of driver improvement actions on our test drivers by comparing the total number of accidents and the total number of citations resulting in convictions during the two years preceding the driver improvement action to the total number of accidents and the total number of citations following the driver improvement action. The results of our testing are presented in the following tables:

Follow-Up of Driver Improvement Actions  
Audit Sample Results

	Driver Records Tested	Number of Accidents After Driver Improvement Action			Number of Convictions * After Driver Improvement Action		
		Remained			Remained		
		Increased	the Same **	Decreased	Increased	the Same	Decreased
Warning letters	39	8 (21%)	22 (56%)	9 (23%)	8 (21%)	9 (23%)	22 (56%)
Re-examinations	38	6 (16%)	20 (53%)	12 (32%)	4 (11%)	4 (11%)	30 (79%)
Suspensions	53	7 (13%)	27 (51%)	19 (36%)	12 (23%)	5 (9%)	36 (68%)
Revocations	26	1 (4%)	19 (73%)	6 (23%)	3 (12%)	3 (12%)	20 (77%)

\* We used the date of the original citation to classify convictions as either before or after the driver improvement action.

\*\* Of the 88 problem drivers whose number of accidents remained the same, 74 had not had any accidents before or after our selected driver improvement action.

Pre-Action and Post-Action Driving Performance  
Audit Sample Results

	Driver Records Tested	Average Number of Accidents in Previous <u>Two Years</u>	Average Number of Accidents in Subsequent <u>Two Years</u>	Number of Drivers With No Accidents in Previous and Subsequent <u>Two Years</u>	Average Number of Convictions * in Previous <u>Two Years</u>	Average Number of Convictions * in Subsequent <u>Two Years</u>
Warning letters	39	.5	.4	15	1.8	1.5
Re-examinations	38	.6	.5	14	4.7	2.3
Suspensions	53	.5	.3	26	3.0	2.0
Revocations	26	.3	.0	19	3.1	1.0

\* We used the date of the original citation to classify convictions as either before or after the driver improvement action.

Our analysis indicates improvement in both the total number of accidents and the total number of citations resulting in convictions for each of the four test populations. However, we did note wide ranges in our comparison of pre-action and post-action driving skills. For example, two drivers who received warning letters went from 1 and 3 convictions during the previous two years to 8 and 18 convictions, respectively, during the subsequent two years. Two drivers who received re-examinations went from 12 and 10 convictions during the previous two years to 1 and 15 convictions, respectively, during the subsequent two years. One driver who received a suspension went from 8 convictions during the previous two years to 15 convictions during the subsequent two years. Each of the 15 convictions occurred while the driver was driving with a suspended license.

We also determined that 15%, 58%, 43%, and 88% of the drivers in our four driver improvement test groups (warning letters, re-examinations, suspensions, and revocations, respectively) later had an accident or received a traffic citation while driving with a suspended or revoked license.

Our analysis supports the need for the Department to establish a means of evaluating the outcome of the Department's driver improvement actions.

## **RECOMMENDATION**

We recommend that the Department of State develop a process to evaluate the extent to which driver improvement actions improve the driving performance of problem drivers.

## **AGENCY PRELIMINARY RESPONSE**

The Department of State agreed with the recommendation and will comply. However, the Department, realizing the potential benefits of an evaluation, stated that it also has to determine methods to overcome some of the multiple constraints in an evaluation methodology, including prohibition of the use of control groups, data complexity, and the determination of cause and effect in a dynamic environment. The Department also stated that it is committed to the development of new evaluation standards. The University of Michigan Transportation Research Institute (UMTRI) is conducting a three-year study of the graduated driver licensing program, and repeat offender legislation also requires evaluation by UMTRI. The Department will review the design and results of both studies to determine new evaluation standards to improve intervention with problem drivers.

## **ADMINISTRATIVE RESPONSIBILITIES**

### **COMMENT**

**Audit Objective:** To determine if the Department of Education and the Department of State were effective and efficient in ensuring compliance with applicable statutes and program requirements related to certifying and monitoring driver training instructors and driver training schools.

**Conclusion:** We concluded that the Department of Education and the Department of State were reasonably effective and efficient in ensuring compliance with applicable statutes and program requirements related to certifying and monitoring driver training instructors and driver training schools. However, we noted reportable conditions related to centralizing driver education administrative activities and monitoring driver training instructors.

## **FINDING**

### **3. Centralizing Driver Education Administrative Activities**

The Department of Education and the Department of State have not taken steps to combine many similar driver education administrative responsibilities that could be more efficiently managed within one department.

Both the Department of Education and the Department of State are required by statute to perform background checks on public and private driver training school instructors effective June 1, 1998. The Department of Education approves the curriculum of and monitors driver education programs for all unlicensed teenage drivers, which include programs at both public schools and private schools that teach teenage drivers. The Department of Education also approves public school programs, approves public school instructors, monitors the public schools for compliance, and monitors those private schools that teach teenage drivers. The Department of State licenses the private school programs, licenses private school instructors, and monitors the private schools for compliance with the Private Driver Training School Law and Department of State administrative rules. Different statutes and different administrative rules govern the public and private programs, resulting in some differences in standards and some duplication of effort.

The administration of driver training schools' driver education programs might be more efficiently managed by one department. Administration of similar program requirements by one department should result in a more efficient use of staffing and other resources.

## **RECOMMENDATION**

We recommend that the Department of Education and the Department of State take steps to combine their similar driver education administrative responsibilities.

## **AGENCY PRELIMINARY RESPONSE**

The Department of Education agreed with this recommendation and stated that, as a result of the split responsibilities, neither it nor the Department of State has sufficient staff to do a quality job of administering driver education programs. The Department of Education also stated that staff is needed to monitor and evaluate driving schools to ensure consistency in meeting standards and preferred

outcomes. Combining resources into a single agency would better ensure that these needs are met without duplicating administrative costs.

Driver training and performance is a lifelong process of skill development and positive habits that do not end once a license is issued. Effective driver improvement programs make use of driver records and research to reduce unsafe driving habits, revoke and/or restrict licenses of drivers who are unable to improve driving performance to ensure reasonable safety for others. The Department of Education stated that, with the exception of the teen driver education program, all other responsibilities already reside with the Department of State. It is the Department of Education's recommendation that all driver education and subsequent licensing and driver improvement programs be administered by the Department of State.

The Department of State agreed that certain efficiencies and effectiveness might result from combining functions. The Department of State agreed to meet with the Department of Education to discuss this possibility.

## **FINDING**

### **4. Monitoring Driver Training Instructors**

The Department of Education often did not verify that driver training instructors met statutory requirements.

To obtain licensure as driver training instructors, applicants must meet minimum requirements identified in the *Michigan Administrative Code*. Driver training instructors must possess valid driver licenses and, during the prior two years, have no more than 6 points for moving traffic convictions on their driver records. The Department of Education shall withdraw the approval of any driver training instructor who is convicted of impaired driving or certain 6-point moving violation offenses, including operating under the influence of intoxicating liquor or controlled substance, reckless driving, and fleeing or eluding an officer. The Department of Education must verify that each applicant has met the statutory requirements prior to approving the applicant's license. Also, the Department of Education coordinates with the Department of State to periodically verify that licensed driver training instructors continue to meet the statutory requirements.

To carry out this verification of licensed driver training instructors, the Department of Education notifies the Department of State of each newly licensed driver training instructor. The Department of State then places a flag on the master driver record of each licensed driver training instructor and provides a description of violations to the Department of Education for review. The Department of Education performs a weekly review of the flagged master driver records to determine if any driver training instructors are not in compliance with the statutory requirements.

We tested the master driver records of a sample of 231 driver training instructors. We noted:

- a. Forty-nine (21%) of the approved driver training instructors did not have their driver records flagged.
- b. Three (1.3%) of the approved driver training instructors did not have valid driver licenses.

The Department of Education informed us it had not notified the Department of State of the newly licensed driver training instructors in over a year. As a result, the Department of State did not include newly licensed instructors in its monthly review. The Department of Education's failure to regularly inform the Department of State of newly licensed instructors has reduced the Department of Education's ability to effectively monitor driver training instructors for compliance with statutory requirements.

### **RECOMMENDATION**

We recommend that the Department of Education verify that driver training instructors meet statutory responsibilities.

### **AGENCY PRELIMINARY RESPONSE**

The Department of Education agreed with this recommendation. The Department has procedures in place to review and notify driver training instructors when their personal driving records exceed established standards. Information regarding instructor driver records is obtained in collaboration with the Department of State. Compliance and revocation hearings are used as needed to ensure due process. Since fall 1998, the Department has revoked the approval of two driver training instructors and is in the second step phase for revocation of a third instructor.

# SUPPLEMENTAL INFORMATION

## Description of Surveys

We developed two surveys requesting feedback from new drivers and parents of driver education students who had attended a driver education program at either a public or a private driver training school in calendar year 1996. The survey results are presented in Exhibits 1 and 2 as follows:

1. Summary of Survey Responses From New Drivers (Exhibit 1)

We sent surveys to 289 new drivers who were recent students of a driver education program at either a public or a private driver training school. We received responses from 89 students, for a response rate of 31%. Responses were received from 60 public school students and 29 private school students.

2. Summary of Survey Responses From Parents of Driver Education Students (Exhibit 2)

We sent surveys to 239 parents of new drivers who were recent students of a driver education program at either a public or a private driver training school. We received responses from 93 parents, for a response rate of 39%. Responses were received from 61 parents of students who attended a public driver training school program and 32 parents of students who attended a private driver training school program.

Following is a summary of the results of each survey, including the number of responses for each item. The total number of responses for each item may not agree with the total number of responses received. This is because respondents did not always answer all questions and some questions allowed for more than one response.

We evaluated our survey responses to determine if there were differing opinions between the new drivers attending public versus private driver training school programs and between the parents of driver education students attending public versus private driver training school programs. The survey responses indicated that there was no significant difference between public and private driver training schools for the following:

- a. The number of hours of classroom instruction. On the average, all schools provided between 21 and 30 hours of classroom instruction.

- b. The number of hours of behind-the-wheel driving instruction. On the average, all schools provided between 6 and 7 hours of behind-the-wheel driving instruction.
- c. The number of accidents that the new driver was involved in.
- d. The number of traffic tickets that the new driver received.
- e. The parents' perception of their child's driving skills. Parents perceived their child's driving skills to be either better or equal to other drivers with the same level of experience.
- f. The students' level of satisfaction with the classroom instructor, the classroom material, and the driving instructor. Students were either very satisfied or somewhat satisfied with the classroom instructor, the classroom material, and the driving instructor.
- g. The parents' level of satisfaction with the number of hours of classroom instruction, the number of hours of behind-the-wheel driving instruction, and the types of driving techniques used. Parents were somewhat satisfied with the number of hours of classroom instruction, the number of hours of behind-the-wheel driving instruction, and the types of driving techniques used.

Our survey responses also indicated:

- (a) Students who attended private schools were more likely to have been told how to respond to a survey than students who attended public schools.
- (b) Students who attended public schools were more satisfied with the number of hours of behind-the-wheel driving instruction received than students who attended private schools.



6. How satisfied were you with the number of hours of behind-the-wheel driving instruction you received?

42 a. VERY SATISFIED

14 c. SOMEWHAT DISSATISFIED

23 b. SOMEWHAT SATISFIED

10 d. VERY DISSATISFIED

7. Did your behind-the-wheel driving instruction include any of the following techniques? (Check as many as apply):

56 a. DRIVING RANGE (instruction on nonpublic roadways, such as a parking lot, an off-the-road course or track, etc.)

7 b. SIMULATOR (instruction involving a computerized driving experience to simulate actual driving conditions, usually taught indoors)

89 c. ON-THE-ROAD DRIVING (instruction on public roadways, highways, and/or freeways)

0 d. OTHER (PLEASE EXPLAIN)

8. Did your driver training course cover skills needed to safely share the road with large trucks?

61 a. YES

18 b. NO

9 c. I DO NOT REMEMBER.

9. Did your driver training course cover the special driving needs of large trucks, such as stopping distance and blind spots?

74 a. YES

12 b. NO

3 c. I DO NOT REMEMBER.

10. How would you describe your driving skills as compared to other drivers with the same years of experience (0 - 3 years)?

38 a. BETTER THAN OTHER DRIVERS WITH MY YEARS OF EXPERIENCE

47 b. EQUAL TO OTHER DRIVERS WITH MY YEARS OF EXPERIENCE

4 c. WORSE THAN OTHER DRIVERS WITH MY YEARS OF EXPERIENCE

11. Have you been the driver in a traffic accident since completing your driver training program?

18 a. YES

71 b. NO

12. Have you received any of the following since completing your driver training program? (SOS refers to the Secretary of State branch office.)

	YES	NO
a. A traffic ticket	16	73
b. A warning letter from SOS	4	85
c. A self-help study guide from SOS	7	82
d. A re-examination meeting with SOS	1	88
e. A restricted driver license	1	88
f. A suspended driver license	0	89

13. If you responded YES to question 11 or to any items in question 12, did the traffic accident, traffic ticket, warning letter, self-help study guide, re-examination meeting, restricted driver license, or suspended driver license have any positive impact on your driving behavior? (YES means your behavior improved; NO means your behavior did not change.)

	YES	NO	DOES NOT APPLY
a. A traffic accident	13	3	2
b. A traffic ticket	10	4	2
c. A warning letter from the SOS	3	1	0
d. A self-help study guide from the SOS	5	1	1
e. A re-examination meeting with the SOS	1	0	0
f. A restricted driver license	1	0	0
g. A suspended driver license	0	0	0

14. Did you attend a public or a private driver training school program?

60 a. PUBLIC (a high school or parochial school program)

29 b. PRIVATE (a commercial driver training school, such as XYZ Driving School)

15. If you selected response 14b, what was the cost of the private driver training course that you attended?

28 a. BETWEEN \$100 and \$400

0 b. I DO NOT KNOW THE COST.

16. Did you successfully complete the driver training school program?

88 a. YES

1 b. NO

17. Did you receive a certificate to obtain your driver permit at the end of the driver training program?

86 a. YES

3 b. NO

18. Were you ever told how to respond to questions about your driver training school program?

10 a. YES

77 b. NO

If YES, who gave you this advice?

5 a. PARENT

4 c. FRIEND

5 e. COURSE INSTRUCTOR

0 b. OTHER FAMILY MEMBER

0 d. SOMEONE ELSE

DRIVER SAFETY PROGRAMS

Department of Education and Department of State

Summary of Survey Responses From Parents of Driver Education Students

1. Did your child attend a public or private driver training school program?
  - 61 a. PUBLIC (a high school or parochial school)
  - 32 b. PRIVATE (a commercial driver training school program, such as XYZ Driving School)
  
2. If you selected response 1b, what was the cost of the private driver training program?
  - 25 a. BETWEEN \$100 and \$250
  - 3 b. I DO NOT KNOW THE COST.
  
3. How satisfied were you with the number of hours of classroom instruction your child received?
  - 40 a. VERY SATISFIED
  - 4 c. SOMEWHAT DISSATISFIED
  - 3 e. NO OPINION
  - 38 b. SOMEWHAT SATISFIED
  - 7 d. VERY DISSATISFIED
  
4. How satisfied were you with the number of hours of behind-the-wheel driving instruction your child received?
  - 30 a. VERY SATISFIED
  - 21 c. SOMEWHAT DISSATISFIED
  - 2 e. NO OPINION
  - 28 b. SOMEWHAT SATISFIED
  - 12 d. VERY DISSATISFIED
  
5. Do you feel that your child was prepared to drive after completing his/her driver education program?
  - 58 a. YES
  - 35 b. NO

If NO, in which areas do you think your child needed more instruction? (Check as many as apply.)

- |                                                |                                     |
|------------------------------------------------|-------------------------------------|
| <u>9</u> a. MORE CLASSROOM INSTRUCTION         | <u>25</u> d. MORE EXPERIENCE        |
| <u>31</u> b. MORE BEHIND-THE-WHEEL INSTRUCTION | <u>3</u> e. OTHER (PLEASE IDENTIFY) |
| <u>10</u> c. MORE MATURITY                     |                                     |

(Both YES and NO responses selected areas where their child needed more instruction.)

6. What type of behind-the-wheel driving instruction did your child receive? (Check as many as apply.)

- 37 a. DRIVING RANGE (instruction on nonpublic roadways, such as a parking lot, an off-the-road course or track, etc.)
- 1 b. SIMULATOR (instruction involving a computerized driving experience to simulate actual driving conditions, usually taught indoors)
- 93 c. ON-THE-ROAD DRIVING (instruction on public roadways, highways, and/or freeways)
- 1 d. UNKNOWN
- 1 e. OTHER

7. Were you satisfied with the type of behind-the-wheel driving instruction your child received?

- 35 a. VERY SATISFIED      11 c. SOMEWHAT DISSATISFIED      3 e. NO OPINION
- 40 b. SOMEWHAT SATISFIED      2 d. VERY DISSATISFIED

8. Did your child successfully complete his/her driver training program?

- 92 a. YES      1 b. NO      0 c. I DO NOT KNOW.

9. To the best of your knowledge, has your child been the driver in a traffic accident since completing his/her driver training program?

- 21 a. YES      72 b. NO      0 c. I DO NOT KNOW.

10. To the best of your knowledge, has your child received any of the following since completing his/her driver training program? (SOS refers to the Secretary of State branch office.)

	YES	NO	DOES NOT APPLY
a. A traffic ticket	18	72	3
b. A warning letter from SOS	5	87	1
c. A self-help study guide from SOS	7	84	2
d. A re-examination meeting with SOS	2	90	1
e. A restricted driver license	2	89	2
f. A suspended driver license	2	90	1

11. If you responded YES to question 9 or to any items in question 10, did the traffic accident, traffic ticket, warning letter, self-help study guide, re-examination meeting, restricted driver license, or suspended driver license have any positive impact on your child's driving behavior? (YES means his/her behavior improved; NO means his/her behavior did not change.)

	YES	NO	DOES NOT APPLY
a. A traffic accident	15	2	4
b. A traffic ticket	14	3	11
c. A warning letter from SOS	4	11	0
d. A self-help study guide from SOS	3	3	1
e. A re-examination meeting with SOS	2	0	0
f. A restricted driver license	1	0	0
g. A suspended driver license	2	0	0

12. Do you feel your child's driving skills are:

37 a. BETTER THAN OTHER DRIVERS WITH HIS/HER YEARS OF EXPERIENCE

54 b. EQUAL TO OTHER DRIVERS WITH HIS/HER YEARS OF EXPERIENCE

1 c. WORSE THAN OTHER DRIVERS WITH HIS/HER YEARS OF EXPERIENCE

## Glossary of Acronyms and Terms

accident	A motor vehicle crash.
at-fault accident	An accident for which the driver has been identified as responsible on a traffic citation.
competency program	An accelerated driver education program. Instead of the traditional number of classroom hours (30) and behind-the-wheel instruction hours (6), this program permitted the student to obtain a license after 22 hours and 4 hours, respectively, if the student passed the written examination. If the student did not pass the written examination, additional hours of instruction were provided and the student was re-tested. This program was discontinued as of April 1, 1997.
conviction	A plea of guilty or a finding of guilty in a court of law for a Michigan Vehicle Code violation.
database	Master driver records of licensed drivers, invalid out-of-State drivers with violations, unlicensed in-State drivers with violations, deceased drivers, and drivers whose licenses have been expired less than four years.
Driver Education Program	The driver program developed by the Department of Education to teach teenagers the knowledge and skills necessary to be good drivers.
driver education programs	The five approved types of classroom and behind-the-wheel instruction in driver education for teenage drivers. These programs, which include traditional, four-phased, range, simulator, and competency, are taught in both public and private schools.

driver improvement action	Any action (e.g., warning letter, counseling, re-examination, or licensing sanction) conducted for the purpose of improving the skills and attitudes of unsafe drivers.
driver training school	Any of the State's 641 approved public and private schools providing a driver education program.
effectiveness	Program success in achieving mission and goals.
efficiency	Achieving the most outputs and outcomes practical for the amount of resources applied or minimizing the amount of resources required to attain a certain level of outputs or outcomes.
four-phased program	A driver education program consisting of 30 hours of classroom instruction and 6 hours of behind-the-wheel instruction. The behind-the-wheel instruction is taught on public roads, a driving range, and a simulator.
goals	The agency's intended outcomes or impacts for a program to accomplish its mission.
graduated licensing program	A three-tier program, effective April 1, 1997, for issuing licenses to drivers under age 18.
inputs	Resources (e.g., staff hours or expenditures) that a program consumes in producing outputs.
licensing sanctions	Intervention actions imposed on a driver for the purpose of reducing unsafe driving habits and improving the driver's skills and attitudes. These actions include restricting, suspending, or revoking driver licenses.
master driver records	Department of State computerized records of Michigan licensed drivers, nonlicensed Michigan residents involved in accidents or traffic violation convictions, and out-of-State

drivers with selected actions. The records include: current license application information, convictions for traffic violations, civil infraction determinations, failure to answer court judgments, accidents, and license withdrawal actions or restrictions on driving privileges.

material condition	A serious reportable condition which could impair the ability of management to operate a program in an effective and efficient manner and/or could adversely affect the opinion of an interested person concerning the effectiveness and efficiency of the program.
mean	The arithmetic average of a group of numbers.
Michigan Vehicle Code	Sections 257.1 - 257.923 of the <i>Michigan Compiled Laws</i> . The Code identifies statutory requirements related to driving motor vehicles, violations of those requirements, and the corresponding points when convicted of a violation.
negative outlier	Those schools whose mean for the variable(s) tested is statistically different and worse than the mean of the population or the means of the majority of schools for the purposes of this audit. These schools would have worse (or higher) average means than the majority of the other schools in the testing for the number of accidents per student or the number of convictions per student.
objectives	Specific outputs a program seeks to perform and/or inputs a program seeks to apply in its efforts to achieve its goals.
outcomes	The actual impacts of the program. Outcomes should positively impact the purpose for which the program was established.

outlier	Those schools whose statistical means were more than two standard deviations from the true mean of the population for variables tested. An outlier can be negative or positive.
outputs	The products or services produced by the program. The program assumes that producing its outputs will result in favorable program outcomes.
performance audit	An economy and efficiency audit or a program audit that is designed to provide an independent assessment of the performance of a governmental entity, program, activity, or function to improve public accountability and to facilitate decision making by parties responsible for overseeing or initiating corrective action.
performance measures	Information of a quantitative or qualitative nature indicating program outcomes, outputs, or inputs. Performance measures are typically used to assess achievement of goals and/or objectives.
positive outlier	Those schools whose mean for the variable(s) tested is statistically different and better than the mean of the population or the means of the majority of schools for the purposes of this audit. These schools would have better (or lower) average means than the majority of the other schools in the testing for the number of accidents per student or the number of convictions per student.
private (driver training school)	A for-profit driver training school usually administered by a commercial establishment.
probationary drivers	New, previously unlicensed drivers.
public (driver training school)	A driver training school run through the local public (or parochial) school system.

range	The dispersion of all values identified by the smallest and the largest of the values.
range program	A driver education program consisting of 30 hours of classroom instruction and 6 hours of behind-the-wheel instruction. The behind-the-wheel instruction is taught on a limited access driving course (i.e., a driving range) instead of on public roads.
re-examination	An interview with a driver to obtain information and administer appropriate tests to determine whether licensing sanctions or license restrictions are warranted.
reportable condition	A matter coming to the auditor's attention that, in his/her judgment, should be communicated because it represents either an opportunity for improvement or a significant deficiency in management's ability to operate a program in an effective and efficient manner.
restriction	Limits on when and/or where a driver can drive.
revocation	The indefinite termination of all driving privileges for a driver.
simulator	A driver education program consisting of 30 hours of classroom instruction and 6 hours of behind-the-wheel instruction. The behind-the-wheel instruction is taught using a computerized reactive video and a steering wheel.
SOS	Secretary of State branch office.
standard deviation	A statistic used to measure the dispersion in a distribution.
suspension	A termination of all driving privileges for a driver for a fixed period of time.

traditional program	A driver education program consisting of 30 hours of classroom instruction and 6 hours of behind-the-wheel instruction. The behind-the-wheel instruction is taught primarily on public roads.
UMTRI	University of Michigan Transportation Research Institute.
warning letter	One of the several types of correspondence from the Department of State to selected problem drivers used to inform the drivers that they must improve their driving skills or suffer various consequences, including other driver improvement actions.