No one-size fits all

Driver education in schools

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NZIER was established in 1958.

Authorship

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The assistance of Margaret McNie from the Ministry of Education and the survey, interview and workshop respondents is gratefully acknowledged.

Key points

We reviewed three programmes in the Lower North Island using a document review, survey, interviews and an electronic workshop.

Programmes have common impacts on schools

Impacts on schools include 'administrivia' (time-intensive administrative support), staff time and Secondary Tertiary Alignment Resource (STAR) budget. School are also affected by the tasks of attracting programme funding from multiple sources and deciding which students can or should participate.

Programmes require commitment to work

Although the impact is kept to a minimum, driver education is another task for schools to fit into a busy curriculum. As a result, sustaining driver education programmes requires commitment from school leadership and access to funding and other resources.

We found three different models

Our research focused on three regions and we found three different models. Models varied in:

- Focus: what area of licensing and which students they focus on
- Coverage: what they offer, what costs schools cover
- Funding: how they're funded, how they deliver the programme
- Legal form: whether the provider is for profit or not.

Models face similar risks

Driver education programmes face similar risks: students were not always willing or able to afford to get a licence, funding was unallocated and could always 'dry up', as could volunteers (such as mentors).

These weren't the only models

We know that many more models for driver education are operating across the country – including the simple model of parents giving or paying for students' driver education themselves.

Scaling up needs to build on unity and recognise diversity

The plethora of programmes underway means expanding driver education faces the challenge of building on the unity and recognising diversity. Respondents would welcome support with:

- resourcing and funding
- support, advice, and guidance.

Stakeholders counselled against attempting "a one-size fits all approach" to a national roll-out and recommended that any scaling up needs to "be flexible and understand the needs of communities and schools on an individual level".

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1. In a nutshell

Schools have different models for running driver education programmes. This extensive variation means that schools were concerned about a one-size-fits-all approach to delivering driver education in schools. However, a central organising body can support current programmes by mitigating common risks and ensuring critical success factors.

Driver education is an add-on to some schools' curriculum

Some schools provide driver education. However, with no designated funding stream or official guidance on what to achieve, these programmes have become an add-on and are not usually part of school's core programmes.

Administration is the main impact on schools

We found that all schools participated in the administrative side of the programme, often through organising students to participate in the programme, coordination scheduling between students and instructors or mentors, and even ensuring that students have the necessary identification to sit their licence tests.

Even when community funding offsets some of these administrative costs, schools that provide driver education still 'pay' for some of the staff time involved.

However, most schools contribute or fund all school staff time involved in the programme by designating a person to the task. Often this was the school careers coordinator or the STAR[1] coordinator.

Schools also contribute to reducing the cost of driver education for their students. Many schools use their STAR budget to pay for some or all the cost of driver education for their students.

Schools have developed very different models for driver education

A mix of funding and lack of guidance means that schools or communities have developed programmes to specifically target what they can do to meet their students' needs. School priorities around what these needs are differ, as do school ability to fund programmes. As a result, each model for driver education varies by locus, focus, offering, funding, school contribution, volunteer contribution, and type of provider.

This variation makes driver education models hard to compare as each programme is aimed at and priced for delivering different outcomes.

We found three network models for delivering driver education

In our research we came across three variations of network models (see Figure 1). A network model is where all participants are linked, usually via a central stakeholder.

A key difference in these networks is how stakeholders communicate with one another (see Figure 1). In the Wairarapa the network is tightly linked with all stakeholders – school coordinators, programme coordinators, and mentors regularly communicating with one another. In the Horowhenua, the network is loosely coupled, with schools

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[1] The Secondary Tertiary Alignment Resource (STAR) delivers additional operational grant funding to all State and State-Integrated schools with Year 11-13+ students"(Ministry of Education 2019). STAR funding is for operational expenditure in schools and each school can spend it at their own discretion.

communicating mostly with the provider/driving instructor and informally with one another. In Manawatū, the communication runs top down from the provider to schools.

Figure 1 Different network models

Networks are hard to replicate

Even accounting for their more nuanced variations, network models are notoriously difficult to replicate as their operation is crucially dependent on 'soft' characteristics including trust and relationships. In our workshop with stakeholders, participants identified that a full national rollout wouldn't have the advantages of a community-driven programme that can "force organisations to work together".

Participants also considered the people – engaged teachers, volunteers and community involvement – the hardest to replicate.

As a result, scaling up any of the models we observed face significant challenges to building on the unity of purpose while recognising the diversity of practices.

Other models exist

We know of several other models for driver education. At one end of the spectrum we have voluntary or market models where families provide driver education to their children. This model is common in New Zealand. At the other end, we have strict hierarchical models, such as a school hiring its own driving instructor, which Glenfield College did in the 1990s (Woolley 2000). Networks sit in the middle – they draw contributions from the more hierarchical member organisations but have the flexibility and agility to respond to key issues.

All models solve different problems

Every programme has identified different needs for driver education and deliver a different response. Wairarapa schools are specifically targeting disadvantaged students that they think will benefit most from free driver education. Horowhenua

schools are responding to a business desire for more school leavers with licences by making some steps towards getting a restricted easier.

Within the Manawatū:

- Some schools actively encourage all their students to achieve their driver licence through the programme they offer.
- Some schools have students that get their driving licences themselves and don't use the driver education programme.
- Some schools have the programme in place for any student who wants to participate.

This means that the students that receive driver education and the level of driver education they receive varies from model to model and school to school.

All models have similar vulnerabilities

Students do not always want to get their licence. One interviewee called this 'accepted apathy'. Some students also face financial barriers to getting their licence. All programmes rely on funding streams not designated to driver education specifically. As a result, funders or schools may choose to divert this funding elsewhere. A cut in funding is a critical risk to all three driver education programmes.

Choosing one model means giving up successful programmes

Several of these models are already in place and successfully deliver driver education to youth in New Zealand. The extensive variation in driver education models suggests that no one model can be rolled out nationwide without overriding successful grassroots programmes.

What to do when no 'one-size fits all'

Each programme has its own unique features that make it work. Expanding the current driver education offering will require building on unity and recognising the diversity of programmes. This will involve enabling and empowering schools and providers but not directing or controlling. In the workshop respondents were looking for support with:

- Resourcing and funding
- Support, advice, and guidance

Respondents also wanted to avoid:

- "A one-size fits all approach"
- "Employing people that don't know what they are doing".

2.   Introduction

NZIER reviewed driver education programmes in ten schools across three different regions. The purpose of this project was to investigate how driver education affects schools and the different models used to deliver driver education through schools.

2.1.   What was the task?

The Ministry of Education wanted to know about the impact of driver education on schools. NZIER captured information from the school perspective in a form that can be used to assess investment options for school-based driver education. This report summarises this work.

2.2.   Our focus

We reviewed the operation of the different regional models for driver education in three schools in each of the Manawatū and Horowhenua regions and four schools in the Wairarapa.

The primary research questions focused on the impact on schools rather than the impact on outcomes like employment access or driver safety.

2.3.   Our approach

We adopted a mixed-method approach:

- Conducting a literature scan and project design
- Surveying driving coordinators in ten schools across three territorial authorities to collect base data on costs, resources and student achievement
- Interviewing providers and schools in the three areas to find out about how the different models operate
- Distilling early findings and themes to help shape an electronic workshop involving school and provider representatives in driver education.
- Facilitating an electronic workshop to confirm risks and critical success with those at the 'coal face' of driver education programmes.

Our original research design is available in Appendix B.

2.4.   Focusing on the effect on schools

Our central focus of this project is on the input, process, output and initial impact stages of each programme (see Appendix A). The scope excluded programme final outcomes such as reduced crashes, diversion from the youth justice system or increased employment opportunities.

Figure 2 Project in-scope and out-of-scope features

In scope
- Input, process, output, impact
- Wairarapa, Hororwhenua, Manawatū
- Driver education

Out of scope
- Initial and final outcomes
- Other schools
- the Graduated Driver Licensing System
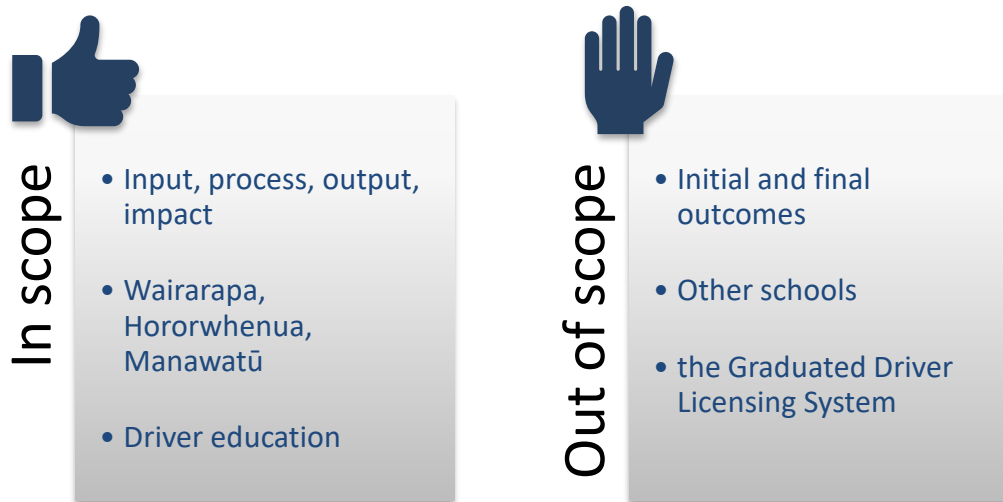
Source: NZIER

With this in mind, we surveyed driving coordinators at ten schools about the impact of driver education. We focused this survey on collecting data for our primary research questions.

Figure 3 Primary research questions

What is the impact on schools?

What costs do schools face?

How is the programme funded?

How do schools choose which students take the course?

What information is collected about impacts?

Source: NZIER

This survey showed that all driver education programmes take up staff time and that while some schools pay for none of the driver education programme, other schools pay for all the costs. We discuss our key findings on the research questions in Section 3, the details of the three network models in Sections 4, and briefly touch on the policy implications in the concluding Section 5. A copy of our survey questions is available in Appendix D.

2.5. Delivery of driver education by schools

Understanding how driver education can be delivered in schools requires understanding how schools already provide driver education.

Figure 4 Secondary research questions

What is the model?
What is the difference between Wairarapa, Horowhenua and Manawatū models?
Who is involved in the programme?
Why do schools offer or not?
What are the investment options?

We followed up our survey by interviewing our survey respondents as well as their providers about what they do to deliver driver education. The aim of our interview was to fill in any gaps on our primary research questions and to answer our secondary research questions. A copy of our interview questions is available in Appendix E.

We found that each region used a network to deliver driver education. But each network model was different.

We followed up our interviews with an online workshop with some of the interviewees. This workshop focused on the last of our secondary research questions *What are the investment options?* The workshop was designed to discuss key factors that could affect their programme or any scaling up or rolling out of their programme, including:

- Critical success factors
- Supporting conditions
- Things to avoid
- Key constraints.

We discuss these factors in Section 5 (Directions for the future).

3. What we found

This section has four parts:

1. Primary research questions around how driver education affects schools

2. Secondary research questions around the similarities and difference between how schools provide driver education

3. Lessons learnt about driver education in schools

4. Vulnerabilities and risks current programmes.

3.1. Primary research questions

Our primary research questions focused on how the programme affects schools:

- What was the impact on schools?

- What costs do schools face?

- How is the programme funded?

- How do schools choose which students take the course?

Each of these questions is answered in order below.

What was the impact on schools?

'Administrivia' is the biggest impact on schools.

All schools have a role in coordinating student attendance. Although all schools we interviewed were happy for students to leave class to attend driver education programmes, all schools noted that coordinating students was an additional burden on administrative resources and teacher time.

Some schools also noted that helping students deal with "fish hooks in ID and registration" for learner licences, was an additional administrative burden on their time.

What costs do schools face?

Programmes cost staff time and STAR[2] budget.

Covering administration is the baseload cost all schools face delivering driver education programmes. All schools have at least one staff member, usually a career coordinator, who organises students taking part in driver education. One school hired a part-time staff member to support administering, facilitating, and promoting driver education in their school.

Staff can spend between a few hours a month and, excluding the part-time hire, a day per week on administering and facilitating driver education in their school.

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[2] The Secondary Tertiary Alignment Resource (STAR) delivers additional operational grant funding to all State and State-Integrated schools with Year 11-13+ students"(Ministry of Education 2019). STAR funding is for operational expenditure in schools and each school can spend it at their own discretion.

Some schools receive funding from their programme for the administrative costs involved in running the programme. However, this does not cover the full cost of the staff time involved.

Many schools also use part of their own budget, usually STAR funding, to reduce driver education costs for students.

A full list of programme costs and how they're funded (via the school or otherwise) are available in Appendix C.

How is the programme funded?

Schools and providers obtain funding or in-kind resourcing for driver education programmes in at least ten different ways. These funding sources can be divided into two groups:

1. Funding for the programme as a whole

2. Funding targeted at students who are at-risk or cannot make some of the payments for the programme (e.g. course fees, test fees, costs of getting official identification).

We have categorised these sources of funding in Figure 5.

Figure 5 Driver education funding sources

Local trusts
• 50%-80% of schools
• Subsidising course (part or in whole)

STAR
• 80% of schools
• 30% use STAR to pay for the whole course
• 50% use STAR to subsidise test fees

Parents
• 70% of schools
• Usually half of test fees

Local firms
• 70% of schools
• Vehicles and fuel cards

Local & regional government, NZTA
• 40% of schools
• Vehicles, administration costs, test fees

Provincial Growth Fund
• 30% of schools
• For all students

Gateway
• 40% of schools
• For gateway students

Outside agencies
• About 70% of schools
• For eligible students e.g. Life to the Max in Horowhenua

Principal's "somewhere fund"
• About 20% of schools
• For students in need

Fundraising
• 20% of schools
• For students in need

Main funding

Targeted funding

Source: NZIER

Further detail on funding sources and funding allocation is available in Appendix C.

One programme (Horowhenua) operates solely on school STAR funding, which the three schools in the area have agreed to pool. We note that the Horowhenua programme has minimal scope, offering only 5 driving lessons per student.

All workshop respondents agreed or strongly agreed that community funding and resourcing would be hard to replicate in a regional or national roll-out of the programme.

Schools often tap in to outside funding to cover the cost burden of their programmes. Local community businesses contribute in kind by donating vehicle servicing, fuel cards and sometimes car. NZIER's contacts in the philanthropic sector confirm that extensive private funding sources are available, and a wide range of driver education programmes are in operation across the country.

There are also several public agencies funding aspects of driver education including the Ministry of Social Development (MSD) and the New Zealand Transport Agency (NZTA). At the time the research was conducted Oranga Tamariki was not active to this space, but sources advised that planning is underway for 6,000 young people in the care and protection and youth justice systems to be eligible for funding for driver education.

How do schools choose which students take the course?

Some schools select participants, others let students opt in. In some schools, teachers target students based on inability to get driver education at home. Typically, this would be because there was no adult with a registered warranted vehicle in the household able to provide driving lessons. In contrast, other schools offer the programme to all students. In between, schools offer the programme to all, but teachers encourage some students more (e.g. those wanting to enter the trades sector) to take up the programme.

3.2. Secondary research questions

Our secondary research questions focused on how schools delivered driver education – their differences, and their similarities:

- What is the model?
- What is the difference between Wairarapa, Horowhenua and Manawatū models?
- Who is involved in the programme?
- Why do schools offer the programme or not?

The last question: *What are the investment options?* is addressed in Section 5 Directions for the future.

What is the model?

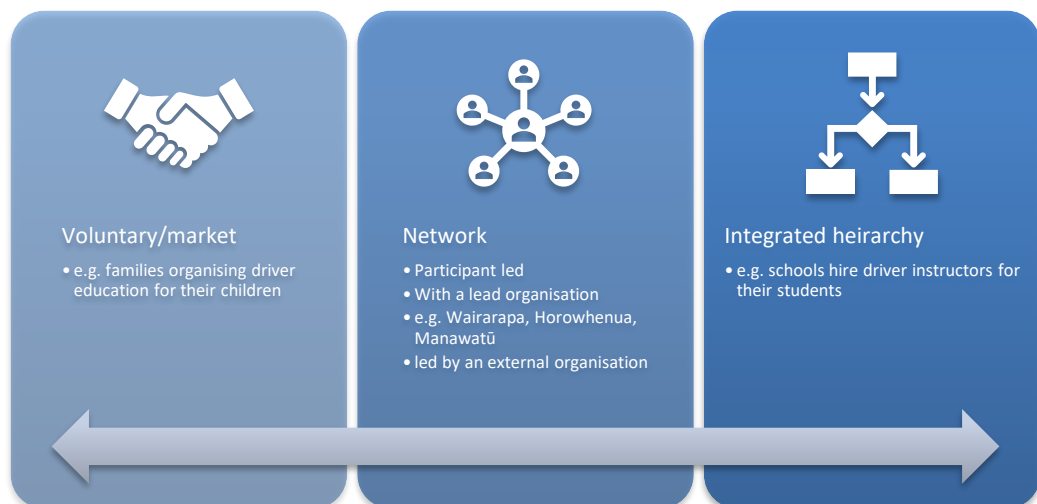We found three different models but know more exist. We reviewed programmes in three different parts of the Lower North Island and found three network models, each with a lead organisation but performing slightly different roles. The lead organisation often provided a wider range of services or served a wider group of clients but wanted to partner with schools to provide driver education to students.

Networks are a distinctive way of coordinating activity which can be contrasted with voluntary markets and hierarchies. Networks are formed when groups of organisations coordinate their activities to focus on a common purpose. In contrast to bureaucratic structures within hierarchies or formal contractual relationships between firms, networks are often informal. They can harness the different strengths of the members while overcoming their weaknesses.

The networks literature (Provan and Kenis 2008) show that three different types of governance models exist as shown in Figure 5. In addition to networks these other governance models include integrated hierarchies and voluntary or market models where families organise driver education themselves. One end of the spectrum is integrated hierarchies in our literature scan (see p.46) where schools hire their own driver education instructor. These models fit on a continuum of governance arrangements.

Figure 6 Driver education models

Voluntary/market
- e.g. families organising driver education for their children

Network
- Participant led
- With a lead organisation
- e.g. Wairarapa, Horowhenua, Manawatū
- led by an external organisation

Integrated heirarchy
- e.g. schools hire driver instructors for their students

Source: NZIER based on (Provan and Kenis 2008)

What is the difference between Wairarapa, Horowhenua and Manawatū models?

We found significant variations between models. Although all the models we came across were networks with a lead organisation each model varied on several fronts including:

- *Focus:* what area of licensing and which students they focus on

- *Coverage*: what they offer, what costs schools cover

- *Funding*: how they're funded, how they deliver the programme

- *Legal form*: whether the provider is for profit or not.

As a result, we have further classified these models based on how stakeholders communicate with each other. In the Wairarapa, stakeholders have close connections with one another – it is a *tightly linked network*. Wairarapa schools have formal

meetings in place between school coordinators, programme coordinators and driving mentors. In Horowhenua, schools mostly communicate with the programme's driving instructor, and informally talked with one another – we've called this a *loosely coupled network*. In Manawatū, schools only talk with the provider. The provider is the only link between schools and this network is a *top-down network integrated by the provider*.

Table 1 illustrates the several ways in which these models differ.

Table 1 How the observed network models vary

Variable	Wairarapa	Horowhenua	Manawatū
Network type	*Tightly linked*	*Loosely coupled*	*Top-down provider integrator*
Locus	Restricted licence	Restricted licence	Learner's and restricted licences
Focus	Targeted at at-risk students	Universal	Universal
Offering	Weekly driving mentoring sessions Minimum of three lessons with a driving instructor Transport to and from testing and formal driving lessons	5 lessons per student with a driving instructor	1-day learner licence courses (includes learner's test and travel to/from the testing centre) 10 mentoring sessions per student Transport to and from testing and formal driving lessons
Volunteers	Volunteer mentors	No volunteers	Volunteer mentors available to some schools
Test fee coverage	100% of restricted licence test fees	50% of learner licence fees	50% of learner licence fees Some funding options
Action if students face financial barrier licence testing	Programme funding directed to students who lack financial access to restricted driver testing Some schools use STAR funding to offset learner's licence test fees when students cannot pay	Financially constrained students often referred to the Life to the Max programme[3] Some schools offset costs with principal's discretionary fund. Some school coordinators help students get job to earn enough money to pay for test fees.	Some schools use existing school fundraising mechanisms to support students in need Some schools do not take action
Funding sources	Public sector Private sector Philanthropic	Public sector	Public sector Private sector Philanthropic

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[3] Life to the Max is a Youth Support services programme (Life to the Max Horowhenua 2017)

Variable	Wairarapa	Horowhenua	Manawatū
Driving trainer(s)	Mostly mentors Professional driving instructor	Professional driving instructor	Professional driving instructors Some mentors
Provider type	Not for profit	Not for profit	For profit

Source: NZIER

Who is involved in the programme?

We found that how tasks were assigned varied from place to place.

Several tasks are common across all the model variations we observed. However different people did these tasks. Table 2 illustrates how different tasks are assigned between schools, students, and the driver education provider.

Table 2 Key tasks in each model variant

And who performs them

Variable	Wairarapa	Horowhenua	Manawatū
Student selection	School coordinator	Student or school coordinator	Student or school coordinator
Oversight of individual student study programmes	School coordinator	School coordinator	School coordinator
Booking student licence tests	School coordinator or school administration	Student or school coordinator	Provider
Coordinating with lead organisation administrator	School coordinator	School coordinator	School coordinator
Coordinating with mentor	School coordinator	n/a	Provider
Coordinating with driving instructor	School coordinator	Student or school coordinator	Provider

Source: NZIER

Why do schools offer the programme or not?

We found that schools offer driver education in response to community demand. Schools suggested that the decision to offer driver education rests with school priorities which partly reflect local community needs. Driver education programmes appear to only operate in schools when schools think it's as important as school. One interviewee pointed out that "if driver education is a 'nice to have' there's always barriers". One school turned down a driver education programme because it wouldn't fit in with their school curriculum and sports timetable. In contrast, all the schools we interviewed had flexible timetables and could accommodate driver education – often allowing students to take time out of class to attend lessons.

Several interviewees noted that they provide driver education in direct response to a community need. One programme called their offering "a community solution to a community problem". This sentiment was further confirmed during our workshop

where all respondents strongly agreed that it would take a community need to get schools to buy in.

School priorities for providing driver education are affected by what their students need. In the schools we interviewed, the schools that really promoted the programme often discussed key problems that their students can overcome by having a licence, such as:

- Access to work and activities (e.g. sport)
- Eligibility for some jobs (e.g. trades)
- Unsafe driving
- Unlicensed driving and associated fines.

Rurality and its associated access problems were often raised by the schools we interviewed. Our literature scan highlighted that licences are valued more by the young, rural, and those who have lost their licence. Further work could include gathering information from more urban schools to see how the impacts of driver education programmes vary.

However, several interviewees noted that driver education might not suit every school. Some schools are not interested in the programme because "families just get it sorted". This highlights that school-run driver education programmes are not the only model out there for delivering driver education. Families organising driver education either through providing or paying for it themselves without school involvement (the voluntary/market model) may suit most of the families in some schools better.

3.3. Lessons learnt

We discussed the key findings in our workshop with stakeholders and found six key take-home points about driver education in schools.

Schools are well-placed, but driver education is not their core business

Schools recognise that they are in a good position to offer driver education because they're where licence-aged young adults congregate.

However, driver education is not schools' core business. As a result, schools cannot provide driver education without drawing from school resources that can otherwise be allocated to other programmes or school needs, e.g. STAR funding, teacher time, administrator time, and principal's discretionary fund.

All schools need resourcing to provide driver education

All schools need resourcing for the administration involved in facilitating these programmes. Although many schools minimise this cost and one programme generates outside funding to offset some of the additional costs, schools always have a role in scheduling and organising students to fit driver education in with their coursework.

Schools see licence fees as a barrier to driver education

Schools have identified that licence fees remain a barrier to some students attaining their driver licence. Not all student families have the spare income to pay for driver licence test fees and schools address this problem in various ad-hoc ways including setting up their own fundraising systems, using the principal's discretionary fund, or accessing STAR funding (see Table 1).

Schools and providers have developed ways to lower the cost to students

However, all programmes have developed ways to deliver driver education at a lower cost to students. In the Wairarapa, the Community Driving Mentoring Programme (CDMP) provides driver mentoring, formal driver instruction, and testing at no cost to students (who already have their learner's licence). In Horowhenua, schools contribute 10% of their STAR funding to provide 5 driver lessons to students for free. In Manawatū, the National Driver Training Centre (NDTC) sources philanthropic funding to reduce course costs for participating schools. Both the CDMP and the NDTC have volunteers who provide driving mentoring for free to participating students, even further lowering the costs to students and their families for driver education.

Community buy-in reduces the financial burden on schools

Community buy-in helps a lot to reduce the resourcing and financial burden on schools for delivering driver education programmes. In Horowhenua, community buy-in to the school driver education programme is limited with schools paying the full cost and with no volunteers involved in the programme. In contrast, Wairarapa schools are given money from the local community (via the CDMP) to offset some of their costs for running the programme, making offering the programme a "no brainer".

Driver education is an add-on with ad-hoc resourcing

Without an official funding stream, driver education is an add-on to other school functions. Schools that want to provide driver education do so out of their own pocket or with serious financial and in-kind support from the local community.

3.4.   Vulnerabilities and risks in current programmes

We discussed the key risks to the current programmes in our workshop with stakeholders and found three main risk areas.

Student apathy or cost barriers

Participants found that some students were apathetic to getting a licence, afraid of testing, or faced financial barriers to getting a licence.

To tackle student apathy, several schools' staff spend additional time encouraging students to get their licence.

Almost all workshop respondents agreed that raising test or driving instructor fees – pricing students out from engaging with their programme – could destroy their programme.

Supporting resources drying up

Another main risk area was constraints on schools' ability to provide driver education either through the mentor supply 'drying up', support systems such as the provider disappearing, or a loss of funding.

All workshop respondents voted that funding losses could destroy their programme. Resourcing and funding for driver education programmes is unprotected. These inputs come from either discretionary school budgets or from external sources. As a result, schools or external sources can re-prioritise funding and resourcing away from driver education at any point – this poses a constant threat to the ongoing success of any driver education programme.

Volunteer-based programmes also face a high risk of failure if volunteers choose to leave. Some programmes, such as the CDMP in Wairarapa and the mentoring part of the NDTP in Manawatū, are heavily dependent on volunteers contributing their time. In Wairarapa, programme organisers face a constant risk of volunteers leaving, or just wanting to spend more of their time elsewhere and work hard to make volunteers feel valued and to keep them engaged.

Missing network roles

New Zealand research found that key enacted roles were crucial to the operation of networks: champions, guardian angels and fellow travellers (Eppel et al. 2008). We found that some of these roles were key to the success of the driver education programmes reviewed. We also noticed that programmes without a champion or guardian angel ran into trouble and were more at risk of failing. One interviewee noted that you "need a champion in the school who is prepared to take it on – if not, you're struggling". We have defined these key roles in Figure 7.

We found several examples where these key players ensured the success of the programme.

In the Wairarapa these key people are the leadership team at the CDMP who provide guidance and check in on any new staff engaging with their programme. As a result, when Chanel College had a staff changeover, the programme continued at that school without slowing down.

In Horowhenua, many schools named their driving instructor as the magic in their programme. Initially, Horowhenua had a driving instructor that was not up to standard for delivering driver education to school students. This caused many schools to pull away from the programme. Since the Horowhenua Learning Centre (HLC) replaced the initial driving instructor, schools have been more engaged in the programme. The new/current driving instructor is rated highly by all participating students and schools. Schools say that this new driving instructor engages with the students and really cares about their achievement.

Figure 7 Key people that support programmes

A champion
- To drive the initiative
- e.g. the school coordinator

A guardian angel
- To open doors, but not get in the way
- e.g. the school principal or the lead organisation

Fellow travellers
- To actively row in the same direction
- e.g. mentors, the driving instructor

Source: Based on Eppel et al. 2008

In Manawatū, many schools identified the i-how providers (contractors to the NDTP) who run the learner's licence programme as a strong attribute in their driver education programme. This may be part of the reason why many schools focus on the learner's licence part of driver education.

One school in Manawatū also has an additional part-time staff member tasked with engaging students in the driver education programme. This staff member ensures that close to 100% of students begin the driver education programme once they turn 16.

A common theme across these people is that each are champions, guardian angels, or fellow travellers (or a combination thereof) of their respective programmes. Without these individuals, the programmes will not be as successful or may not exist.

4. Three network models

When we analysed driver education programmes in ten different schools across three regions in the lower North Island, we found three different models. We found that all these models were different kinds of networks with a lead organisation. In this chapter we discuss each of the networks we found, their original aims, their process, their funding, who runs what, stakeholder communication, the students they target, and their potential for growth.

4.1. Wairarapa model

Wairarapa: A tightly-linked network

A not-for-profit network of schools and mentors who **deliver in-car mentoring** to prepare some **at-risk students** for the workplace and improve their road safety skills. This programme only has capacity for five students per school at any one time.

Funding comes from the wider community. This pays for vehicles, insurance, and fuel, as well as $5,377 for each school each year to cover administration costs and licence fees.

Mentor availability is the key barrier to growth

A community solution to a community problem

This model came from a community desire to reduce unsafe and illegal driving as well as improve school leavers' ability to get jobs. The aim of the programme was to get students "road ready and work ready".

To do this, the programme targets at-risk students in Wairarapa schools, providing them with intensive mentoring and driver training to help them get their restricted licence.

Figure 8 Programme locus

The programme is targeted at students training for their restricted licence

Learners → Restricted → Defensive driving → Full

Source: NZIER

A well-resourced initiative

Several groups are involved in the programme, each contributing time and often also significant funding.

Funding comes from local trusts, local councils, Wellington Regional Council, and NZTA. In addition, local businesses provide vehicles on loan, signage, and fuel cards.

Mentors are volunteers from the local community, often retired school teachers or service club members e.g. Rotary, Lions, Probus.

Driving instructors are also employed to take students for pre-mentoring, mid-mentoring, and pre-test sessions.

The Wairarapa CDMP team facilitates all the above. Some of the funding pool partially compensates the team for doing this task.

Schools organise scheduling and often take students to licence tests and formal driving instruction (provided in Masterton). Each school receives $5,377 of the total funding pool each year to cover administration/coordination costs, and test fees. Schools often ask students to pay 50% of their test fees so that the student has "skin in the game".

Figure 9 Programme resourcing
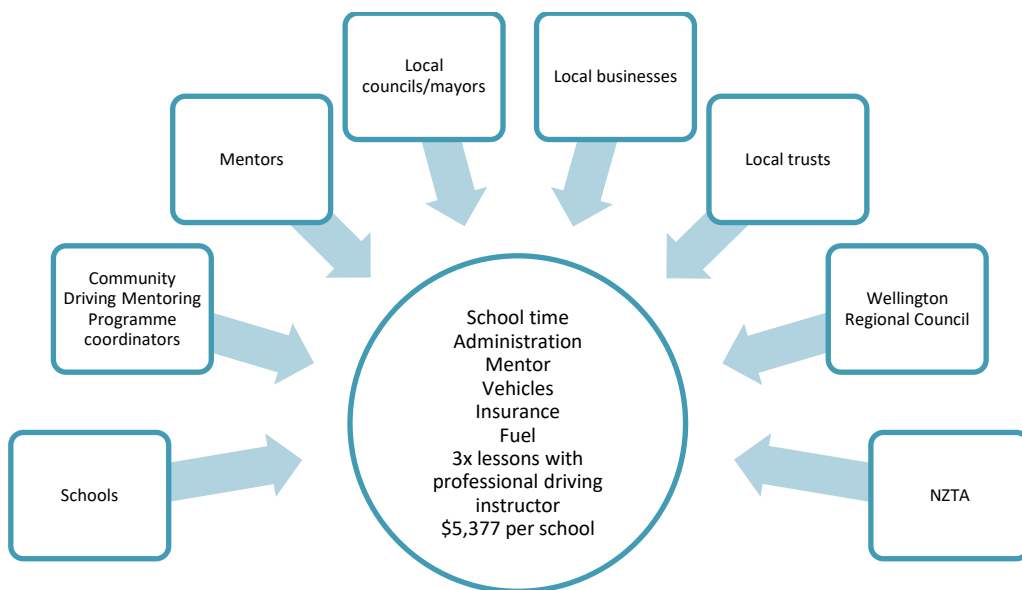
Run by a network of school and programme coordinators

The programme is lead in schools by a coordinator in the careers/transition teams, with a supporting network of other coordinators from other schools and the CDMP leadership team. Coordinators are responsible for student selection, oversight of individual student programmes, booking of student licences, coordination with mentors and the driver licence instructors and liaison with the CDMP administrator.

A learning community of practice

The CDMP, the school careers coordinator, and mentors regularly get together. As a result, participants communicate and learn from one another.

Regular contact between participants has enabled schools and coordinators to identify and resolve problems quickly. Some of these problems include switching mentor and mentee partnerships for a better fit and/or more efficient learning. Others involve speeding up the driver training process for students who require a licence to attend late shifts at their part-time job or to attain an apprenticeship or job.

A targeted and intensive programme

The programme is targeted. The students involved often face high barriers to achieving their restricted licence. Others may be driving already, but without a licence.

More formally, eligible students meet one or more of the following:

a)   Are 'at-risk'

b)   Face significant challenges to funding, or getting driver training themselves in a vehicle that is legal

c)   Have a cognitive need for additional help.

Different schools operationalise these criteria in different ways in order to select students to participate in the programme.

The programme is time intensive. First the school organises for students to get their learner's licence. Once a student has their learner's licence, they are matched with a mentor for weekly lessons. The mentor training is interspersed with assessments with a driving instructor. The instructor takes students for a final assessment before they sit their restricted licence test.

Figure 10 Pipeline of students

In Wairarapa school driver mentoring programmes

| All students | Students with learners | 5 selected for mentoring | 5 pass restricted | Sit defensive driving | Trainings for full licence | Pass full licence |
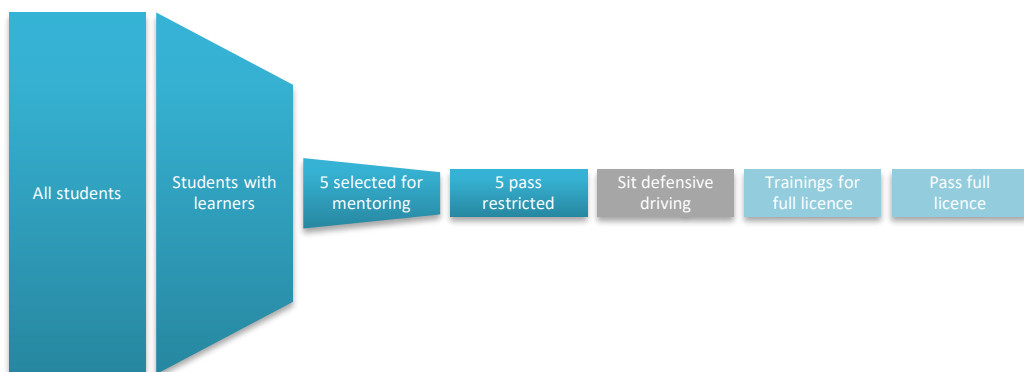
Source: NZIER

With limited capacity to grow

The current programme only reaches 5 students from each school at any one time.

The main constraint is mentor availability. "We couldn't do it without them", said one interviewee. The CDMP spends a lot of time and effort on finding mentors and coordinating mentor availability. As mentors are often retired, their holiday plans and other commitments mean that they can't be available in the way that a full-time employee can.

Interviewees also noted that mentors are often well-placed for teaching driving skills to secondary-school students. The students in the programme often begin with low self-confidence, are anxious, or have learning difficulties. As a result, mentor ability to communicate with secondary school students is crucial to the programme. The mentors currently in the programme are often retired teachers or have a natural aptitude with this age group.

Several other organisations want to take part of the programme but have largely been turned away due to a lack of key resources – particularly mentors. The CDMP has received inquiries from e.g. Oranga Tamariki, Iwi Justice Panel, new immigrants and refugee organisations, Literacy Aotearoa, various driver licensing and youth groups, youth in employment, training and education.

NZIER's take

A tightly targeted programme for disadvantaged students enabling students to get licences who would otherwise miss out (crowding in). Mentors are critical to the success of this programme. This dependency is a critical vulnerability for the scale up of the programme. Although the CDMP runs police checks on all mentors, the bigger the programme becomes, the higher the chance the programme will involve unsuitable mentors. Other programmes have already had to remove mentors or instructors due to improper conduct. This is a key risk to scaling up or rolling out this programme nationwide.

4.2.   Horowhenua model

Horowhenua: A loosely-coupled network
A not-for-profit network of schools who **deliver five driving lessons** with a professional instructor to set up **any student** with a restricted licence before they leave school. **Funding comes from schools,** who pay 10% of their STAR funding to the provider, who is not for profit. **Student apathy to getting a licence is the key barrier to growth**

A community response to local business needs

This model was prompted by a business desire to have more school leavers equipped with a licence. Schools were initially unsure about delivering the programme, until the HLC, a private training establishment in Levin, offered to provide driver instructors, vehicles, and other systems required.

The programme aims to have more students leaving school with a minimum of a restricted driver's licence.

To do this, the programme is open to all students at all schools and provides an average of five lessons with a driving instructor to each student.

Figure 11 Programme locus

The programme is targeted at students training for their restricted licence

Learners → **Restricted** → Defensive driving → Full

A tightly resourced initiative

Few groups are involved in funding and delivering the programme.

Schools in the area facilitate scheduling with the driving instructor and contribute 10% of their STAR funding to the provider (HLC). Schools also allow students to practice for or sit their licence tests during class time.

The HLC volunteered to deliver the programme because it already provided driver training to its MSD clients mainly through the Life to the Max programme.

Despite initial enthusiasm from the business community, no other local organisations have provided funding or resources for the programme.

Some local community members have offered to become mentors. However, the programme has not extended to involve mentors within the core programme.

Figure 12 Programme resourcing

Schools
10% STAR funding

→

School time
Vehicles
Insurance
Fuel
5x lessons with professional driving instructor
Programme coordination
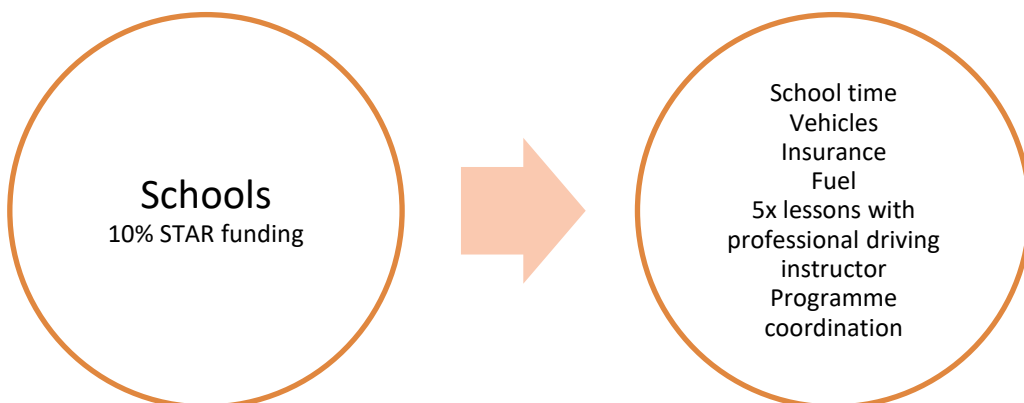
Principals lead engagement, careers advisors coordinate

In this model, principals are responsible for championing the programme. Coordinators facilitate by encouraging and preparing students to participate.

Students self-select to participate in the programme. Sometimes school coordinators shoulder-tap students and encourage them to take part.

Coordinators are responsible for oversight of individual student programmes, booking of student licences, coordination with the driver licence instructor and liaison with the HLC administrator. One school found that students were more likely to show up to driving lessons if the students scheduled their lessons themselves.

School participants keep in touch, informally

Careers advisors keep in touch with one another about the programme. This communication is usually informal and irregular.

NZIER's take

Schools do not always know how the problems they face have already been addressed at another school – there isn't shared learning through a community of practice.

Open to all but low uptake

The programme is open to all students who have their learner's licence.

Schools in the area find that several students are disinterested in the idea of getting a licence. Some schools offered that students currently taking up the programme were 'self-starters' that probably would have achieved their licences anyway.

Schools also acknowledge that the programme may exclude students who lack access to driving practice at home. However, schools can and do refer at-risk students to the Life to the Max programme – also provided by HLC – which offers driver mentoring and additional training.

Figure 13 Pipeline of students

In Horowhenua school driver mentoring programmes

| All students | Students with learners | Students self-selecting for driving instruction | Students pass restricted licence test | Sit defensive driving | Training for full licence | Pass full licence |
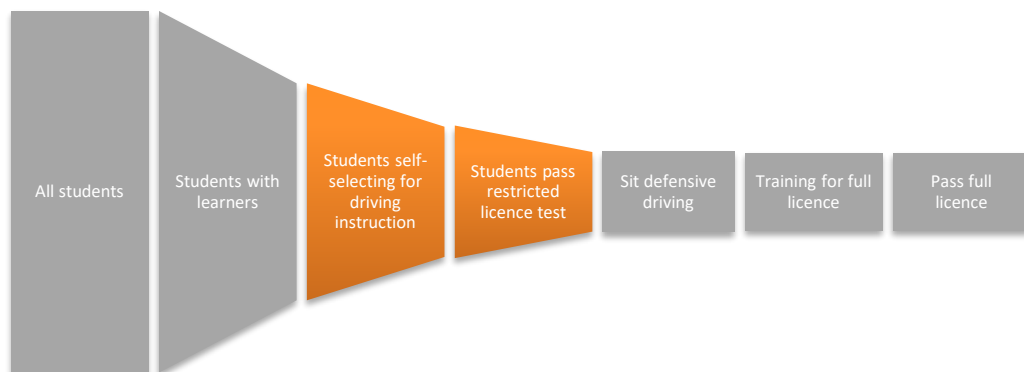
Source: NZIER

Room to expand, but relies on student drive

The programme can reach high volumes with 220 students participating in driver training last year.

The main constraint of the programme is student apathy. Schools noted that students often do not recognise the value of achieving a licence, or don't recognise this until they are just about finished with school.

NZIER's take

We are unsure about how many of these students would have otherwise received their restricted licences through training at home. Those that took part in the programme may be students that would have achieved their licence anyway. The lack of targeting means there is a high risk of crowding out of voluntary provision. Opting in will tend to occur by more advantaged students unless the school actively recruits disadvantaged students.

4.3.   Manawatū model

Manawatū: A one integrated provider network
A for-profit network of schools **delivering structured learner, restricted, and full licence courses** to schools to equip **any student** with a licence before they leave school. **Funding comes from parents**, school STAR funding, local trusts and businesses. The Provincial Growth Fund has recently contributed funding for programme development and capital investment in the provider (The New Zealand Government 2018). **Student apathy and licence cost are the key barriers to growth**, but prioritisation of driver education by schools is also a constraint.

A taskforce's drive to get talented youth into jobs in the Manawatū

This model came from the mayor's taskforce for jobs' objective to have every student leaver to leave with a driver's licence.

To do this Talent Central – a taskforce initiative to keep and upskill youth in the Manawatū area – contacted the Manfeild driver training facility about providing driver training courses to schools. School uptake of the programme varies, with some schools facilitating learner licence training via the programme and others actively encouraging all students to participate in learner and restricted driver licence training.

Figure 14 Programme locus

The programme is targeted at students training for their learners and/or restricted licences

Learners → Restricted → Defensive driving → Full

Well-resourced, but not all schools have accessed funding options

Few groups are involved in funding and delivering this programme.

The provider is the NDTC based at Manfeild. The NDTC is well resourced with several vehicles and classroom facilities, as well as busses to transport students to and from the venue or testing sites.

NDTC coordinates funding and sponsorship from local trusts – this reduces course costs to students. The programme's vehicles are sponsored by Toyota.

NDTC has also coordinated funding for students who schools have identified as otherwise being unable to pay for the training and test fees. Some schools have accessed this funding, others have only recently become aware of this option.

Figure 15 Programme resourcing

Parents pay fees
STAR
Fundraising
Local trusts

Learner lessons
Vehicles
Insurance
Fuel
5x lessons with professional driving instructor
Mentor (optional)
Programme coordination

Touchpoints at schools vary

Schools engage with the programme at different levels with different people. Some school principals engage directly with NDTC and have hired additional part-time staff to coordinate students. In other schools, the careers/transition team is the main touchpoint and acts as coordinator.

Coordinators or students themselves are responsible for student selection, depending on the school.

Coordinators are also responsible for oversight of individual student programmes, and liaison with the NDTC. NDTC coordinates with the driver licence instructors and arranges student licence bookings.

There was no formal engagement between the schools involved in the programme

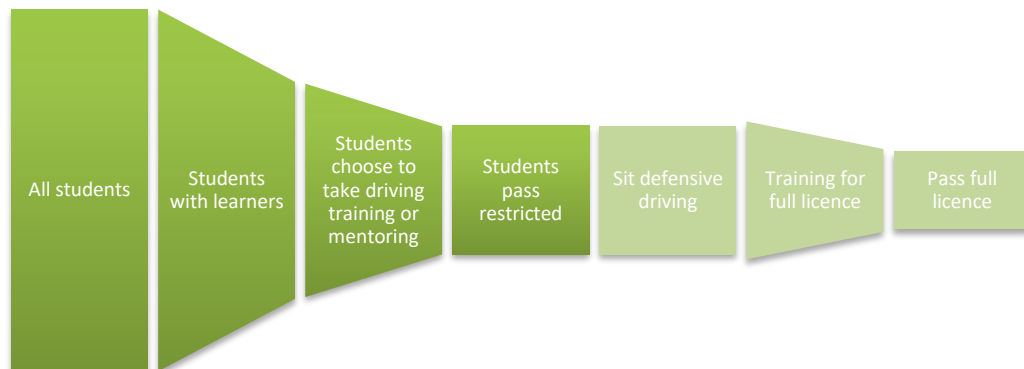## School drives programme targeting and intensity

Some schools take a proactive role in encouraging students to go through the programme. Other schools give students the option to take up the programme but find that students may prioritise their core learning programme or sports.

Some schools focus on the learner's component of the course while others focus on both learner's and restricted training. At the same time, other schools offer the NDTC programme alongside their own driving education classes.

As a result, the programmes coverage in each school ranges from all students and both learner and restricted licence programmes, to some students and only learners' licence programmes.

Figure 16 Pipeline of students

In Manawatū school driver mentoring programmes

All students · Students with learners · Students choose to take driving training or mentoring · Students pass restricted · Sit defensive driving · Training for full licence · Pass full licence

Source: NZIER

The village is opting out, leaving the school to pick up the slack

The programme is far from reaching capacity for its core services. The NDTC offering can expand to accommodate all students for their learner licences and training with a driver instructor for a restricted licence – assuming parents continue to provide driver mentorship and training.

Schools found that fewer parents and students prioritised driver education at home. This was either because parents didn't have the time or ability to teach their children to drive (e.g. due to only having a restricted licence themselves), because families didn't value having a licence, or because getting a licence was cost prohibitive.

In addition, organising driver education requires redirecting administrative and coordinating effort from other areas in the school. This trade-off is valued differently by different schools.

NZIER's take

The key constraint to growth is the schools and students themselves. Some schools question whether it is the school's role to champion driver education programmes and others are unwilling to contribute much staff time to the programme. All schools noted that not all students were motivated to get their licence and one school found that their students prioritised classwork over attending driver training. The lack of targeting means there is a high risk of crowding out of voluntary provision. However, one the schools actively recruits disadvantaged students, crowding in rather than crowding out voluntary provision.

5. Directions for the future

The government is considering how to roll-out driver education for all school students. This research has explored how driver education impacts on schools. Detailed policy analysis, intervention design and development of investment options was out of scope for this review. This concluding section briefly highlights several issues that emerged from the research that will be important in any policy development phase.

5.1. Problem definition and clarification of objectives

Underpinning the differences in the three regional models reviewed were differences in the students targeted and the mix of objectives being pursued:

- The Wairarapa model is focused on transport disadvantaged and targets at-risk students who are unlikely to get their licence otherwise. The programme only takes in five students from each school at a time but coaches these students all the way through to receiving their restricted licence (including testing and any re-sits).

- The Horowhenua programme is open to all students. This programme only offers five lessons per student and is often a top-up of at-home driving practice or a way for students to refine their driving skills before sitting their test.

- The Manawatū programme is open to all participating schools and is aimed at a range of objectives including improved road safety. This programme offers the full suite of driver licence training and testing, but many schools focus on the learner licence offering.

Driver education in schools can be used to achieve range of objectives including improving road safety, access to employment, and reducing the flow into the youth justice system. In the case of Manawatū, each school emphasised different objectives, with very different student selection processes creating further variation in how they deliver driver education. Within one programme:

- Some schools actively encourage all their students to achieve their driver licence through the programme they offer

- Some schools have students that get their driving licences themselves and don't participate in the driver education programme

- Some schools have the programme in place for any student who wants to participate as part of vocational training.

Lessons from the literature

The literature scan (In Appendix F) drew out the lessons from the evaluations of (mainly overseas) school-based driver education programmes. The themes that emerged from the literature were:

- Driver education in schools can be effective in improving access and reducing transport disadvantage, but the benefits for improving safety are not clearly demonstrated

- The contribution of school-based driver education to road safety is mixed and overall unclear and it should not the main motivation for policy change

- Isolating the road safety effect is difficult and the source of much ongoing debate

- Driver education could be targeted to support the transport disadvantaged

- Transport disadvantage due to barriers to licence acquisition can limit short and long term economic and social outcomes

- Information gathering during the programmes is crucial for evaluation of the effects, but at risk if schools are under-resourced.

5.2. Intervention design and development of investment options

Developing the investment options requires design of a coherent programme drawing on a range of interventions. Some commentators use the term strategic commissioning to describe the mix of skills and techniques required to get effective social programmes. The New Zealand Productivity Commission (NZPC) 2015 inquiry 'More effective social services' commented that:

> *"Commissioning is a set of inter-related tasks that need to be undertaken to turn policy objectives into effective social services. This report emphasises that a wider range of skills and capabilities are required for commissioning than suggested by the more commonly used term procurement…. A key commissioning task is choosing an appropriate service model. The model should be chosen to match policy objectives, and the characteristics of the service, and its intended clients. Considering a wide range of models increases the likelihood of a better match, and better service outcomes as a consequence."* (NZPC 2015 p11)

Choosing the appropriate service model includes considering a range of policy levers:

- Regulation:
  - Removing barriers, e.g. the cost of licence testing
  - The AA 30 mins time delay between learner licence tests – a barrier for out of town students

- Subsidy (funding and resourcing including any concessionary tax treatment)

- Purchase (procuring specified services such as driving lessons)

- Provide/Own:
  - Hire a driving instructor as staff member in each school

- Leadership:
  - Vision, clarify objective, set targets and strategy

o   Support, advice, and guidance.

Strategic commissioning also focuses on how the government should apply the policy levers. Programmes often succeed or fail based on 'soft' factors such as how the programme is administered which are the often the hard factors to get right. We used the electronic workshop to explore the critical success factors and detailers for any attempt to scale up existing models and roll them out nationally. Respondents agreed that once resourcing requirements were met if you have the right leadership many schools considered their whole programme as easy to replicate.

The components that are hard to replicate included:

- A driving instructor that has a great affinity with the students
- Flexibility
- Generosity
- Teachers and administrators putting in time and effort
- Mentors.

The following quote from an interview was typical of the material we collected

> *''What supported success was school support (financial, pastoral), support from the provider show real interest in kids succeeding, mentor-driving for the restricted, and the community feel.''*

In the workshop were asked to articulate for a national roll-out to succeed *"What could an organising body (smart centre) help with? What should an organising body (smart centre) avoid?"*

A smart centre **can help with:**

- Resourcing and funding
- Support, advice, and guidance

A smart centre should **steer clear of:**

- Implementing a 'one-size fits all' approach
- "Employing people that don't know what they are doing"

NZIER's take

Expanding driver education in schools is a brownfield problem not a greenfield problem. There is a plethora of programmes already being operating by networks some of which focus on schools. This will require building on the unity purpose while recognising the diversity in practices. It will require a centre that enables and empowers but doesn't direct or control. In short it requires the centre to act as a guardian angel: helping when required and then getting out of the way. This will enable the local champions and fellow travellers to focus on getting the job done.
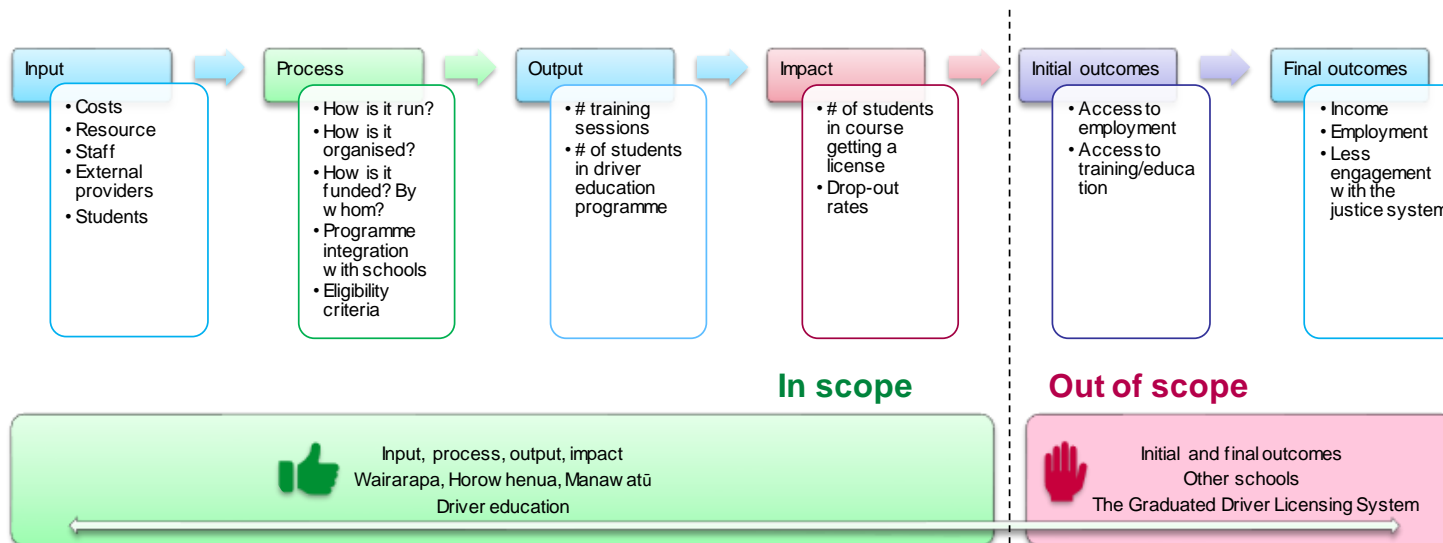
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Appendix A Intervention logic

Figure 17 Intervention logic

Input	Process	Output	Impact	Initial outcomes	Final outcomes
• Costs • Resource • Staff • External providers • Students	• How is it run? • How is it organised? • How is it funded? By whom? • Programme integration with schools • Eligibility criteria	• # training sessions • # of students in driver education programme	• # of students in course getting a license • Drop-out rates	• Access to employment • Access to training/education	• Income • Employment • Less engagement with the justice system

In scope

Input, process, output, impact
Wairarapa, Horowhenua, Manawatū
Driver education

Out of scope

Initial and final outcomes
Other schools
The Graduated Driver Licensing System

Research questions

Primary research questions	• What is the impact on schools? • What costs do schools face? • How is the programme funded? • How do schools choose which students take in the course? • What information is collected about impacts?
Secondary research questions	• What is the model? • What is the difference between Wairarapa, Horowhenua and Manawatū models? • Who is involved in the programme? • Why do schools offer or not? • What are the investment options?

Source: NZIER

Appendix B Research Design by stages

Table 3 shows the proposed phases for this project in the in initial research design. Part way through the project design stage, NZIER added an electronic workshop stage to the project to confirm our conclusions with those at the 'coal face'.

Table 3 Project stages

Stages	Description
Stage 1: Inception	Agree on the project objectives. Introduce the team.
Stage 2: Design	The design stage considered the following: - Policy framework. - Complete a literature scan. - Identify audience and stakeholders. - Identify information needs - The method of information collection (e.g. interviews, surveys). - The costs and benefits to be measured. - Determine the data-gathering needs.
Stage 3: Gather	This stage focused on gathering the information needs identified in the design stage through a survey of driver coordinators in schools and semi-structured interviews.
Stage 4: Distil	Distilled the responses and results from the information gathering. Identify information gaps. Reflect on whether the information needs to be addressed within the project or in future research.
Stage 5: Decide	At this point, in the project we refined what type of analysis would be most useful for the Ministry. We focused on financial analysis of the survey results and qualitative analysis of the interviews to draw out themes
Stage 6: Analyse	Identify the costs of schools' involvement and investment in terms of: staff involvement, staff logistics, budgetary impacts, fixed costs and cost per student. Identify the benefits for students and the community. Identify the break-even level of benefits required to offset the costs and test the break-even level of benefits with experts in the field. Map who bears the costs and the benefits. Consider the socio-economic impacts and whether the programmes address financial barriers. Compare the costs per student to private training in the local market to explore the potential for the programme crowding out the market.
Stage 7: Draft report	The draft will communicate the findings using a concise plain English approach. We will focus on the implications for students, schools, teachers, the community and government.

Stages	Description
Stage 8: Final report and presentation	A polished independent report about the costs and benefits of driver education based on real-life case studies.
	A presentation designed to disseminate the findings to the Ministry's chosen audience

Appendix C Costs and funding

Table 4 Costs and how they are funded

Variable	Wairarapa	Horowhenua	Manawatū
Programme coordination, appointment scheduling and administration	2017 combined funding*	School coordinator time	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Vehicle(s)	2017 combined funding*	n/a	Sponsored by Toyota
Dual control fitted vehicle(s)	2017 combined funding* 2018 NZTA funding**	10% STAR funding	Sponsored by Toyota
Vehicle insurance	2017 combined funding*	10% STAR funding	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Vehicle maintenance	2017 combined funding* 2018 NZTA funding** Interviews highlighted in kind community resourcing	10% STAR funding	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Fuel	2017 combined funding* 2018 NZTA funding** Interviews highlighted in kind community resourcing	10% STAR funding	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Instructor time	2017 combined funding* 2018 NZTA funding**	10% STAR funding	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Mentor time	Volunteered Annual thank-you gathering paid for out of 2017 combined funding* and 2018 NZTA funding**	n/a	Volunteered
ID fees	Part of $5,377 for each school allocated from 2017 combined funding* and 2018 NZTA funding**	Parents	Parents
Transport to testing	School coordinator time	Parents	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)

Variable	Wairarapa	Horowhenua	Manawatū
Learner's licence fees	50% Parents 50% from part of $5,377 for each school allocated from 2017 combined funding* and 2018 NZTA funding**	Parents Sometimes the school will pay 50% of test fees	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
Restricted licence fees	50% Parents 50% from part of $5,377 for each school allocated from 2017 combined funding* and 2018 NZTA funding**	Parents	100% parents or 50% parents + 50% school (using STAR funding or from fundraising)
* includes contributions from the local Trusthouse Foundation ($17k), 3 x local councils' contributions ($19k) and Greater Wellington Regional Council ($10k)			
**$30k			

Each model requires the same tasks/responsibilities, but these are often performed by different people/stakeholders.

Looking at direct out of pocket costs alone the average cost per student varied from $1,460 (Wairarapa, restricted licence only), $100 to $500 (Manawatū, learner to restricted licence respectively) and $375 (Horowhenua, 5 in-car lessons only).

Appendix D Email Survey of selected schools

Question	Option	Sub-option
How many students are enrolled in the latest learner and restricted licence courses?	Latest learner course	
	Latest restricted course	
How many students from each year level are enrolled in the latest learner and restricted licence courses? Please write in the number of students at each level.	Year 11	
	Year 12	
	Year 13	
	Other (please specify)	
What are students enrolled in these courses studying towards? Please write in the number of students studying towards each licence type.	Learner licence	
	Restricted licence	
	Full licence	
	Other (please specify)	
What are the pathways for most students to participate in these driver education courses? Please select all relevant options.	Student is in a Gateway programme	
	Student is in other secondary/tertiary programmes	
	Student was recommended by school career advisor	
	Student is at-risk of disengaging	
	Student or student's family requested it	
	Programme is open to all students	
	Other (please specify)	
How many courses do you run on a regular basis?	Response	
If your school offers advanced driver education courses, what are the pathways for most of these students? Please select all relevant options.	We don't offer advanced driver education courses	
	Student is in a Gateway programme	
	Student is in other secondary/tertiary programmes	
	Student was recommended by school career advisor	
	Student is at-risk of disengaging	
	Student or student's family requested it	
	Programme is open to all students	
	Other (please specify)	

Question	Option	Sub-option
How many sessions does each student have in the current course?	Open-Ended Response	
Do students get NCEA credits from successfully achieving the stages of their graduated driver licence? Please select all relevant options.	29363 – Learn to drive a vehicle within the conditions of a Class 1 New Zealand learner driver licence (2 credits, level 2)	
	29364 – Drive a vehicle within the conditions of a Class 1 New Zealand restricted driver licence (4 credits, level 2)	
	29365 – Drive a vehicle within the conditions of a Class 1 New Zealand full driver licence (2 credits, level 2)	
	Students don't get NCEA credits	
Do students gain other NCEA credits from participating in the current programme? If yes, please specify	No	
	Yes (please specify)	
Do students get driver education credits in recognition of prior learning? If yes, please select all relevant options.	29363 – Learn to drive a vehicle within the conditions of a Class 1 New Zealand learner driver licence (2 credits, level 2)	
	29364 – Drive a vehicle within the conditions of a Class 1 New Zealand restricted driver licence (4 credits, level 2)	
	29365 – Drive a vehicle within the conditions of a Class 1 New Zealand full driver licence (2 credits, level 2)	
	Students do not get driver education credits in recognition of prior learning	
Looking at the last course the school ran, how many students achieved the following outcomes? Please indicate the number of students for each licence type.	Did not qualify	
	Gained a learner licence	
	Gained a restricted licence	
	Other (please specify)	
Do you collect any information on whether students who participated in previous courses achieve licences after they've left school?	No	
	Yes - please specify what information you collect.	
What funding sources do schools use to support students to participate in the course? Please select all the relevant funding sources.	STAR	
	Parents	
	Gateway	
	Careers allowance	

Question	Option	Sub-option
	Fundraising	
	Outside agencies (e.g. Oranga Tamariki)	
	Other (please specify the other sources of funding)	
How much course funding (in $) do you get from these sources? Please leave empty if not applicable.	STAR	
	Parents	
	Gateway	
	Careers allowance	
	Fundraising	
	Outside agencies (e.g. Oranga Tamariki)	
	Other (please specify other funding sources and amounts)	
What school staff are involved in the current course? Please select those staff types that apply.	Principal	
	Dean	
	Career Advisor	
	Other career-related staff (e.g. Gateway or STAR coordinator)	
	Other teachers	
	Administration staff	
	Other (please specify)	
Approximately, how much time will each of these staff members spend on the current course? Please leave empty if not applicable.	Principal	
	Dean	
	Career Advisor	
	Other career-related staff (e.g. Gateway or STAR coordinator)	
	Other teachers	
	Administration staff	
	Other (please specify role and how much time they will spend on the current course)	
What resources does the school provide to the current programme? Please select all relevant options.	Classrooms	
	Learning materials	
	Computers	
	Transport to driver training venue	
	Vehicles	
	Other (please specify)	
Does your school provide any funding for the direct costs of	No	
	Yes	

Question	Option	Sub-option
the current programme for students?		
To what extent does the school fund the direct costs of the current programme for students?	Learner licence fees	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable
	Restricted licence fees	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable
	Full licence fees	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable
	Driving lessons	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable
	Defensive driving lessons	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable
	Re-sits	We cover this cost for all students
		We cover this cost some students
		We cover this cost for no students
		Not applicable

Question	Option	Sub-option
	Other (please specify)	
Please indicate the level of funding you provide per student in the current programme Please leave blank if not applicable.	Learner licence fees	
	Restricted licence fees	
	Full licence fees	
	Driving lessons	
	Defensive driving lessons	
	Re-sits	
	Other (please specify)	
Please indicate the total level of funding you provide for the current programme Please leave blank if not applicable.	Learner licence fees	
	Restricted licence fees	
	Full licence fees	
	Driving lessons	
	Defensive driving lessons	
	Re-sits	
	Other (please specify)	
Who partners with your school? E.g. parent mentors, local driving instructors	Open-Ended Response	
What resources does the partner(s) contribute to this programme? Please select all the relevant options.	Vehicles	
	Fuel	
	Vehicle insurance	
	Driving instructor	
	Mentors	
	Other staff (e.g. administrator, facilitator, driving assessor)	
	Other (please specify)	
Does your school have a role in providing driving practice in a vehicle?	No	
	Yes	
Lastly, we'd like to invite you to comment on the programme. Do you have any specific comments about the operation of the programme or how the driver education programme impacts on your school?	Open-Ended Response	

Appendix E Interview format and people interviewed

People interviewed

In late May and early June 2019, we conducted structured interviews with providers and schools in three regions:

Horowhenua – Horowhenua Learning Centre (Patrick Rennell, Barry Judd), Horowhenua College (Anthea Hale, Grant Congdon), Waiopehu College (Mark Robinson, Jo Holland), Manawatu College (Bruce McIntyre)

Manawatū - National Driver Training Centre (Michael Barbour), Feilding High School (Owen Viles), Palmerston North Boys High School (John Adams), Queen Elizabeth College (Chris Moller, Sandy Clayton)

Wairarapa - Wairarapa Road Safety Council (Bruce Pauling, Julia London), Kuranui College (Di Banks), Chanel College (Tara Quinney), Wairarapa College (Beth Pottinger, Nadine Herrick), Makoura College (Paul Green and Therese King)

The interview format used for schools and providers was slightly different. Examples of each are set out in the next section.

Structured interview questions for schools

The government is considering how to roll-out driver education for all school students. The Ministry of Education have commissioned the New Zealand Institute of Economic Research (NZIER) to find out more about how driver education impacts on schools.

Three programmes operating in the lower North Island have agreed to take part in the review. We have gathered information about the number of students and the how many obtain licences at your school. We'd like to know more about how the programme operates and how it impacts the rest of the school.

Background

First, we'd like to ask you a bit about the background of the programme at your school.

1. Tell us a bit about the history of your school and its involvement with the programme

Model

Next, we want to know about how the programme is currently organised and how this fits in with school.

2. Who is involved in organising the programme?

3. What are their roles?

4. How do the courses fit in with the school timetable?

5. Who organises this?

6. How does the programme affect the student's study programme/programme of learning:
    a. Timetabling
    b. Classes
    c. Make-up lessons
    d. Assessment

Clarifying survey responses

We'd also like to ask you for more detail around the responses to our email questions.

Students

7. How do you decide which students take part in the programme?

8. What does passing entail for the current programme?

9. Do students get credits for licences that they didn't get through the driver training programme (i.e. they got their licence independently from school)?

10. Do students achieve any other awards or qualifications in the current programme? (if yes, please state which awards and qualifications)

11. What other subjects do students also take alongside these driving courses?

Funding

12. What are the funding options for driver training programmes?

13. How do you decide what the funding gets used for?

14. Follow upon Q. 18 of survey – To what extent does the school fund the direct costs of the current programme for students?

15. How are you doing it?

16. Where is the funding coming from?

17. Who are you funding?

Student achievement

18. Do you track the quality/success of the programme?

19. How?

Programme partners

20. Follow up on Q.19 of survey: What resources does the external provider contribute to this programme?

21. Follow up on Q.20 of survey: Do you have a role in facilitating practice driving?

22. Do you track the quality/success of the mentors?
    a. How?

23. Do you track the quality/success of the driving instructors?
    a. How?

Finally, what is the main impact of the programme on schools?

Structured interview questions for providers

The government is considering how to roll-out driver education for all school students. The Ministry of Education have commissioned the New Zealand Institute of Economic Research (NZIER) to find out more about how driver education impacts on schools.

Three programmes operating in the lower North Island have agreed to take part in the review. We have gathered information about the number of students participating in the programme and the licences they achieve. We'd like to know more about **how** the programme operates and **how** it impacts the rest of the school.

 [These questions will be refined in light of email responses]

Background

First, we'd like to ask you a bit about the background of your relationship with the programme.

1. Where did the idea for the programme come from?

2. What aims did you have for the programme initially?/what were you aiming to achieve?

3. Have your aims changed since and if so, how?

4. Which school(s) do you currently work with?

Model

5. Next, we want to know about how the programme is currently organized and how this fits in with your other operations.

6. What are the main touch points where you interface with the schools?

7. Who is involved in organising the programme?

    a. What are their roles?

8. Do you have mentors involved in your programme? If so, who are they?

    a. Parents

    b. Other (please specify)

9. Where do you run the course?

10. What resources do you provide?

    a. Vehicles

    b. Fuel

    c. Vehicle insurance

    d. Other (please specify)

11. What apps/online materials do you use to teach students about practical and theory? (e.g. drive, AA, programme they've developed themselves)

12. Do you use physical materials? (e.g. workbooks?)

13. How does providing the programme affect your workflows?

14. How does providing the programmes impact on your other non-school work?

15. How are school-based driver education programmes different to your other offerings?

Self-assessment

16. We want to know your thoughts on the quality for the school programme compared to other driver education avenues.

17. Do students in the school programme have a different learning experience to others who attend driver training not through the school programme?

18. Do you track the quality of your contribution to the programme

19. How do you track the quality/success of:

    a. Driving instructors?

    b. Mentors (if any)?

Your thoughts

Lastly, we'd like to invite you to comment on the programme. Do you have any specific comments about the operation of the programme or how it affects your organisation?

Appendix F Literature scan

Key findings
The contribution of school-based driver education to road safety is mixed and it should not be the main motivation for policy change.
Isolating the road safety effect is difficult and the source of much ongoing debate.
Driver education could be targeted to support the transport disadvantaged.
Transport disadvantage due to barriers to licence acquisition can limit short and long term economic and social outcomes.
Information gathering during the programmes is crucial for evaluation of the effects, but at risk if schools are under-resourced.

F.1   Background

Driver education in schools has been in place overseas for decades. For example, driver training in schools has been a feature in the US since the 1950s (Engström et al. 2003).

The purpose of the literature scan was to draw on the lessons from the evaluation of international programmes to set the scene for investing in driver education in New Zealand's schools. A comprehensive literature review was unnecessary for our purposes and literature reviews of the international experience had already been completed by Engström et al. (2003) and Woolley (2000).

Three broad themes: safety, opportunity and administrative monitoring

The literature on driver training in schools covers three board themes:

- The contribution of education to road safety is mixed and overall unclear
- Driver licensing as a pathway to employment, advancement and participation in society
- Administrative evaluations of programmes.

The first of these themes dominates the literature. The effects on road safety are outside the scope of this report. There is extensive discussion on whether or not driver training in schools improves road safety. This literature has quite a bit to say about the difficulties of measuring the effects, including the lack of sufficient information gathering to analyse the impact. This finding is a key lesson for New Zealand. Collecting the right information is important for future evaluation, which can greatly assist with the design and delivery.

The second theme seems to have its roots in driver training as a pathway to employment opportunities. This leads into research about transport disadvantage and whether obtaining a driver licence is a pathway to social and economic mobility. That is driver licensing as a mechanism to overcoming disparity across the population. Rurality is an important sub theme that emerges in this literature.

The third theme is the least common in the literature. It covers studies that primarily aim to take stock of the operation of the various programmes in an administrative way rather than an evaluative way. Those reviewed went into a lot detail about the structure of operation (frequency, staff, and management), but were silent on evaluating the outcomes. Thus, this literature has limited value for this research. It tells about the structuring and resourcing of programs overseas, not whether they achieved their aim.

Theme #1: the impact on young driver road safety is mixed

Engström et al. (2003) completed a literature review of evaluations of driver education and training in schools. All of the studies reviewed were interested in whether high school training programmes could have a positive effect on road safety among young and novice drivers. The combined results revealed that it is difficult to find programmes that clearly lead to an identifiable reduction in the risk of accidents. In part, methodological issues limited the ability of the evaluations to identify results due to the influence of cofounding factors. For example, earlier exposure to the risk of an accident is correlated with earlier accidents. The extent of the discussion on methodological issues relative to the length on the overall review of training in schools shows that it was a significant issue.

One evaluation of a Swedish programme showed positive impacts on the ability to recognise road safety risks.

Raftery & Wundersitz (2011) reviewed driver education in schools in Australia and overseas. They found the following:

- programmes that promote early licensure may negate gains in knowledge by increasing driving risk exposure
- programmes targeting causal factors of risk-taking behaviour show promise for reducing crashes amongst young drivers
- programmes implemented by schools vary according to their needs
- translating knowledge gains into behaviour is challenging.

Raftery & Wundersitz (2011) identified a lack of data and consistency as a challenge for completing a robust evaluation of education programmes.

In a review for in-car training programs in high school, Woolley (2000) found that school-based training was not a silver bullet for road safety for youth. Instead, high schools' programmes were part of a mix that could include paternal and private lessons. Where the aim is to improve safety through greater experience, Woolley suggested that role of in-car training in schools to improve safety should be downplayed.

Unclear findings on young driver safety outcomes suggests that the focus for driver education should instead be on:

- opportunities for social inclusion created from licence acquisition
- whether targeted interventions could be used to support the transport disadvantaged.

Theme #2: Opportunity, employment and participation

Another motivation for supporting students to obtain a driver licence is the extent to which mobility contributes to economic and social opportunities, such as employment opportunities. Research into transport disadvantage is a small but growing field.

The spatial mismatch between home neighbourhoods and employment opportunity is one motivating factor for supporting young people to obtain a driver licence. In the US, Pawasarat & Quinn (2017) found that:

- low incomes can be a barrier to obtaining a licence
- infringements for driving without a licence among youth from low income neighbourhoods reduced the odds of those youth finding employment as an adult.

Transport disadvantage can be thought as a form of exclusion from society. Table 5 describes five forms of social exclusion that arise from transport disadvantage. All of these forms of social exclusion could be overcome by the ability to drive and access to a suitable and road-legal vehicle.

Table 5 Forms of social exclusion due to transport disadvantage

Form	Description
Physical exclusion	Transport access is physically limited because of physical impairment or disability.
Geographic exclusion	The distance of travel requires transport.
Exclusion from facilities	Transport is required to access facilities such as cheaper supermarkets, affordable medical services and budgeting advice.
Economic exclusion	When mobility or the cost of transport limits the ability to search for jobs or take advantage of employment opportunities.
Time-based exclusion	When time constraints exclude participation, which a private vehicle could allow, because active travel or public transport is not realistic in the time available.

Source: NZIER adapted from Church, Frost, and Sullivan (2000)

Closer to home, Rose, Witten, and McCreanor (2009) investigated transport disadvantage in New Zealand and found that:

- being transport disadvantaged in New Zealand is closely associated with a lack of access to and the ability to drive a private vehicle, including for the purpose of learning to drive
- New Zealand's public transport network is limited to corridors within our main cities
- public transport options may not be feasible if the origin and destination are not located on a public transport corridor
- public transport is costly for some young people and households on a low income.

Analysis of the 2013 Census patterns for commuting to work in Auckland showed that those living in South Auckland travel further to work than most other areas in Auckland (Paling 2014).

Transport disadvantage is not limited to individuals. It is also a factor that has effects on the whole household. According to Statistics New Zealand (2012) 8% of children in New Zealand under the age of 18 live in a house with limited access to facilities such as shops, schools, post shops, libraries, and medical services.

Bealing (2016) estimated that the number of young people facing barriers to completing the graduated driver licensing system (GDLS) in the most deprived areas in New Zealand is between 70,000 and 90,000.

The review completed by Engström et al. (2003) showed that some programmes supported the acceleration of the completion of various licensing stages, even when there was no identifiable effect on safety outcomes. This supports a view that the driver education training has the potential to be applied in a targeted fashion to combat transport disadvantage.

Cullen et al. (2016) conducted a systematic review of studies into barriers to licensing, which the author defines as licensing adversity, among Aboriginal and Torres Strait Islanders. Cullen found that there was an endemic lack of licensing access for Aboriginal people that was related to financial and proof of identity constraints. The review concluded that a targeted approach should be considered to address inequitable barriers to licensing.

When considering targeted approaches, it is crucial to understand the multiple factors influence the declining licensing rates among young people. While Delbosc & Currie (2013) found that affordability was a factor, other factors such as changing life stage patterns were important too.

More evidence would be needed consider whether a universal approach is warranted, given the existing options of parental or private training. The consideration of which is out of scope.

The value of a licence varies

Angell et al. (2018) conducted a willingness to pay (WTP) survey into the value of a driver licence in Australia. The found that the mean WTP to avoid losing a driver's licence was AU$2,290 per year (95% CI[4] $2,156–$2,431). They found that people living in an urban environment value it much less than those living in rural areas. The was no identifiable difference for indigenous people compared to non-indigenous people. The value of a licence decreased with age. Those who has lost their licence, or incurred an infringement valued it more than those who had not.

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[4]   Confidence interval (CI)