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Milwaukee Public Schools Universal Driver Education Pilot Project Evaluation Report

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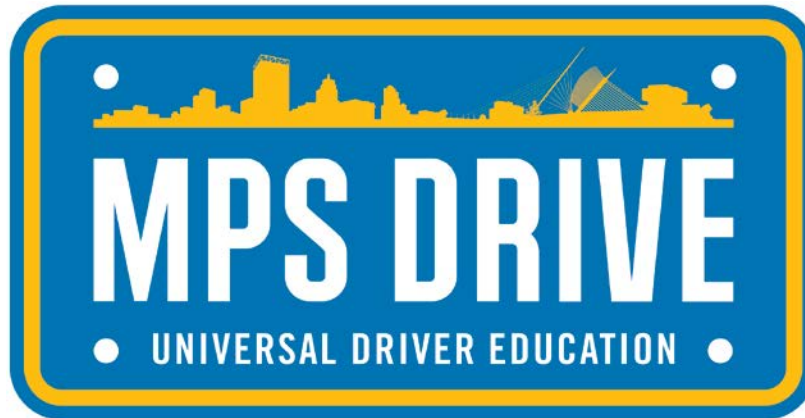
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Going places.

**Milwaukee Public Schools
Universal Driver Education
Pilot Project Evaluation Report**

Prepared by

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January 2017

Research for this report was made possible by funding from United Way of Greater Milwaukee & Waukesha County, the University of Wisconsin-Milwaukee, and the University of Wisconsin-Extension.

The "MPS Drive" logo for the Universal Driver Education program was designed by Ken Hanson of Hanson Dodge Creative.

Executive Summary

The driver's license is a critical asset for youth reaching adulthood. Possession of a valid driver's license helps expand the labor market and increase job opportunities available to labor force entrants. The license is valued by employers as evidence of a prospective worker's soft skills and is required for many jobs in construction, manufacturing, health, business and government. Knowledge of traffic rules and driving procedures can enhance individuals' safety on the road as drivers, passengers, and pedestrians.

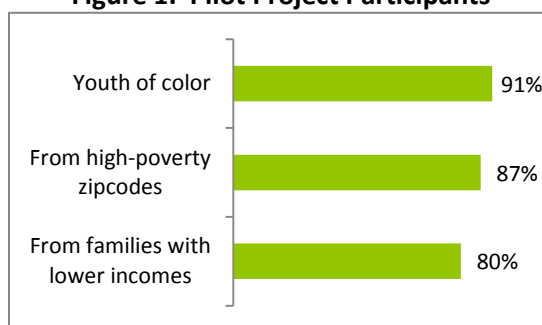
Wisconsin law requires that youth under age eighteen complete a high school or commercial driver education program before obtaining their learner permit and probationary license, yet these programs are often unaffordable for teens from "working poor" families and those living in poverty. The University of Wisconsin-Milwaukee Employment and Training Institute analysis of 2016 Wisconsin driver's license records found that rather than entering the labor force on an even playing field with teens from higher income families, Milwaukee central city youth, and particularly African American and Hispanic teens, too often enter the labor force handicapped by the lack of a driver's license.¹ The records indicated that suburban teens most often obtained their licenses at age sixteen while few central city Milwaukee youth held licenses even by age eighteen.

Under the leadership of Superintendent Darienne Driver, Milwaukee Public Schools introduced a bold initiative to address the driver licensing needs of MPS students through a Universal Driver Education (UDE) program. This report describes the pilot project offering free driver education services at four high schools in Spring and Summer of 2016. The findings are based on outcome data (as of November 26, 2016) and demographic records collected through partnerships between Milwaukee Public Schools and the Arcade Drivers School and the Wisconsin Department of Transportation Division of Motor Vehicles (DMV). The pilot project data are helping inform MPS plans to provide universal driver education to over 10,000 students in the next four years.

Findings

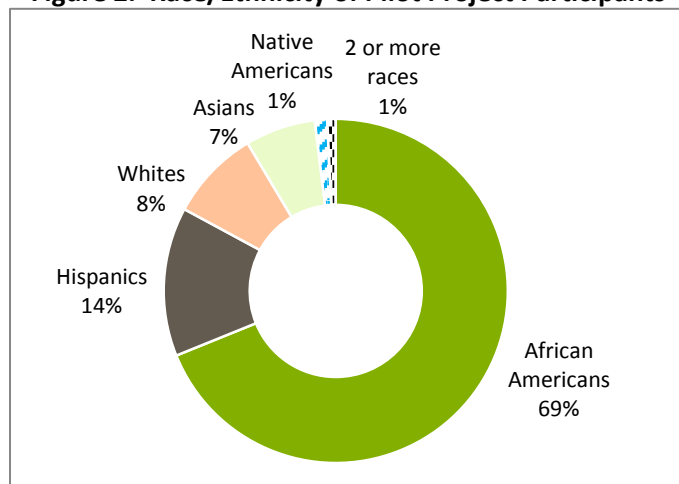
1. The pilot project served 257 students at North Division High School, Obama School of Career and Technical Education, Rufus King International High School, and South Division High School. Two sessions were held immediately after school in Spring of 2016 and one morning session held at each school site in the Summer of 2016. The program was available to students 15½ to 17¾ years of age.
2. The pilot project enrolled an economically diverse population, particularly among those subpopulations most in need of affordable driver education. Most of the pilot participants lived in the poorest neighborhoods in the city, with 87% living in zipcodes where 40% or more of the children (ages 0-18) live in poverty. At least 80% of participants were lower-income as previously certified for free and reduced price meals.

Figure 1. Pilot Project Participants



3. Two-thirds (69%) of the participants were African Americans, 14% Hispanics, 9% Caucasians, 7% Asians, 1% American Indians, and 1% youth of two or more races. This reflects the priorities of need for driver's licenses identified in the ETI benchmarking study of state licensed eighteen-year-olds where African Americans and Hispanics represented the largest populations of unlicensed teens in Milwaukee.

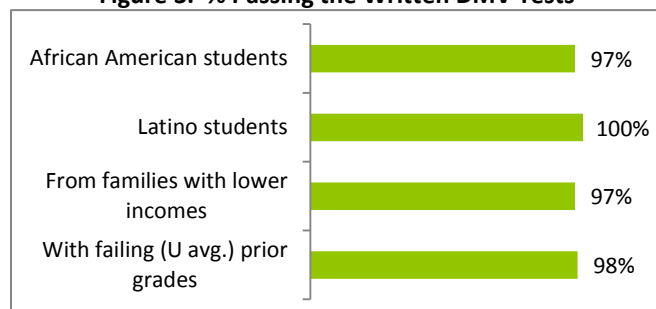
Figure 2. Race/Ethnicity of Pilot Project Participants



4. The pilot project showed a 98% success rate of students attending the classroom instruction and passing the written DMV “rules of the road” knowledge and highway signs tests. 97% of students from families with lower incomes passed the written DMV tests, as did 100% of students from families with middle and higher incomes. 97% of participating African American students and 100% of Latino students passed the written DMV tests.

5. The decision to allow MPS students of all academic achievement levels to participate in driver education proved to be sound. Even students with D and U average grades in the Fall 2015-16 semester (before the pilot began) showed persistence in attending the required classes and nearly all (97-98%) passed the written DMV tests.

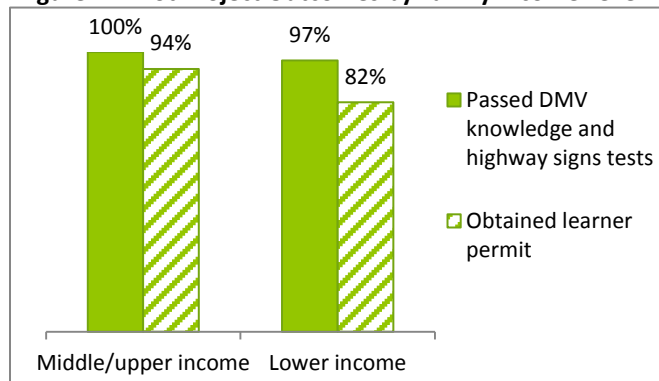
Figure 3. % Passing the Written DMV Tests



6. Once youth pass their written DMV tests, they may obtain their learner permit from a DMV customer service center. 85% of the pilot project participants obtained their learner permits (as of 11/26/2016) and began “practice driving” in preparation for securing a probationary license with the DMV. Youth under age 18 must drive violation-free for six months with a learner permit before qualifying to take their driving skills test and to secure the probationary license.
7. Students from economically disadvantaged families were less likely to obtain learner permits even though they had successfully completed their classroom instruction and passed the written DMV knowledge and highway signs tests. While 97% of students from lower income families passed the written DMV tests, only 82% secured their learner permit. For students from middle and upper income families, 94% secured learner permits.

The pilot project experience suggests that more school-level supports may be needed for students and their parents as they interact with the DMV customer service centers in moving to the on-the-road driving phase of the licensing process.

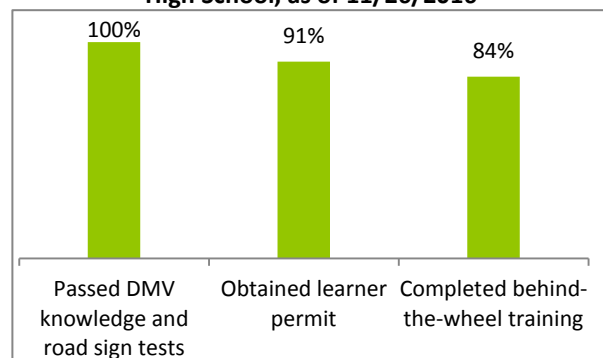
Figure 4. Pilot Project Outcomes by Family Income Level



8. As of November 26, 2016, 63% of the pilot project participants had completed all of their formal driver education training, including six hours of behind-the-wheel instruction and six hours of in-car observation with another student driving. The largest numbers of participants still taking behind-the-wheel lessons are from the summer session although some spring session participants also have not completed their behind-the-wheel lessons. The MPS staff from the recreation department are tracking the progress of these youth and exploring strategies for enlisting the local high school staff in encouraging students to complete this phase of their training. (Under DMV regulations, students have one year to complete their required behind-the-wheel lessons.)
9. The pilot project operated at South Division High School offers a model for high success rates with a diverse population of students. The participant population was 44% Hispanic, 29% African American, 19% Asian, 7% Caucasians, and 1% American Indian and included a number of students whose families (from Latin America, Africa, and the Pacific Islands) spoke a first language other than English. Nearly all (94%) of the participants were low-income. Notably, all of the South Division students in the pilot project passed the written DMV tests after receiving classroom instruction in the “rules of the road,” most (91%) obtained their learner permits, and 84% have completed all of their behind-the-wheel instruction (as of 11/26/2016).

Factors contributing to the program’s success at South Division included: a committed Arcade Drivers School instructor who provided both the classroom instruction and the behind-the-wheel training, encouragement of the students by the “UDE Champion” teacher throughout the process, and support from the MPS driver education coordinator in facilitating the parent orientation and interactions with the school community.

Figure 5. Pilot Project Outcomes at South Division High School, as of 11/26/2016



10. Several features contributed to the successful implementation of the Universal Driver Education pilot project at Milwaukee Public Schools.

- MPS Superintendent Darienne Driver provided strong leadership supporting the program, committing funds for implementation, and dedicating MPS staff to design the program operations and to work with four high schools to pilot the program before expanding the initiative system wide. The UDE program furthers the Milwaukee Public Schools' commitments to educating the whole child, closing the gap (i.e., ensuring equitable opportunities for all children to reach their full potential), and redefining the MPS experience.
- The MPS Department of Recreation and Community Services created an effective enrollment process for the program, successfully coordinated efforts with the local high schools and a commercial provider, and established tracking systems to chart the progress of the students.
- The Arcade Drivers School served the diverse populations of Milwaukee student participants under a performance-based payment system supporting student completion of driver education classroom instruction and behind-the-wheel training in Arcade-owned training vehicles.
- Key to assessing student progress was the partnership with the Wisconsin Department of Transportation Division of Motor Vehicles. The DMV provided access to students' driving records, allowing reviews of eligibility of students for the program and long-term tracking of participants' licensing experience. The DMV also provided state driver's licensing data files to the Employment and Training Institute to support the evidence-based evaluation of the pilot project outcomes and a benchmark study on Milwaukee teen licensing needs.
- The four participating high schools each enlisted a "Universal Driver Education Champion" who encouraged students to enroll in the program and assisted parents and school staff in understanding the value of driver education.
- The Greater Milwaukee Foundation provided \$50,000 funding, supporting classroom instruction and behind-the-wheel training for approximately 161 students in the pilot project.
- United Way of Greater Milwaukee & Waukesha County supported a first-year evaluation of the project with a \$25,000 grant to aid MPS in identifying strengths of the pilot project and to help facilitate ongoing improvements as the program expands.
- The Center for Driver's License Recovery & Employability (CDLRE) of Wisconsin Community Services assisted with the planning for the program, facilitated record-sharing arrangements with the DMV, offered assistance to teens with license suspensions, and brought marketing and design services to the project (through its successful entry in the Greater Together Challenge).

Acknowledgments

This report was conducted by the University of Wisconsin-Milwaukee Employment and Training Institute with funding support from United Way of Greater Milwaukee & Waukesha County. The report utilizes data provided by Milwaukee Public Schools on the progress of students in the 2016 Universal Driver Education pilot project and background demographics on the participants. The authors are grateful to the following individuals for providing interviews, data and insights on the pilot project: Annie Kubes (MPS Recreation Coordinator), Jodie Donabar (MPS Recreation Supervisor – Driver Education), Nichole Yunk Todd (Director of Policy and Research, Wisconsin Community Services), Molly Gena (Staff Attorney, Legal Action of Wisconsin), Dorothy Dyer (MPS UDE Champion, North Division High School), Vanessa Goodman (MPS UDE Champion, Rufus King International High School), Teresa Heier, MPS UDE Champion (Barack Obama School of Career and Technical Education), Lori Ramirez (MPS UDE Champion, South Division High School), and Andrew Muriuki (MPS Research Evaluation Analyst).

The opinions expressed herein are those of the authors and do not necessarily reflect the views of Milwaukee Public Schools or the Universal Driver Education program partners.

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I. Introduction

With support from the Milwaukee Board of School Directors, MPS Superintendent Darienne Driver launched a pilot project in spring and summer of 2016 offering free driver education and license restorative services at four high schools. Building on the pilot project experience, the Milwaukee Public Schools expects to offer driver education to over 10,000 MPS students in the next four years. As described by Dr. Driver: “This unprecedented initiative is designed to eliminate potential barriers preventing a young person from obtaining a driver’s license and works to close the gap between Milwaukee youth and their suburban counterparts as it relates to possession of a driver’s license.”² Dr. Driver described the initiative as a “game changer for our community and our students as it promotes increased access to employment and educational opportunities as well as knowledge of safe driving practices.”³

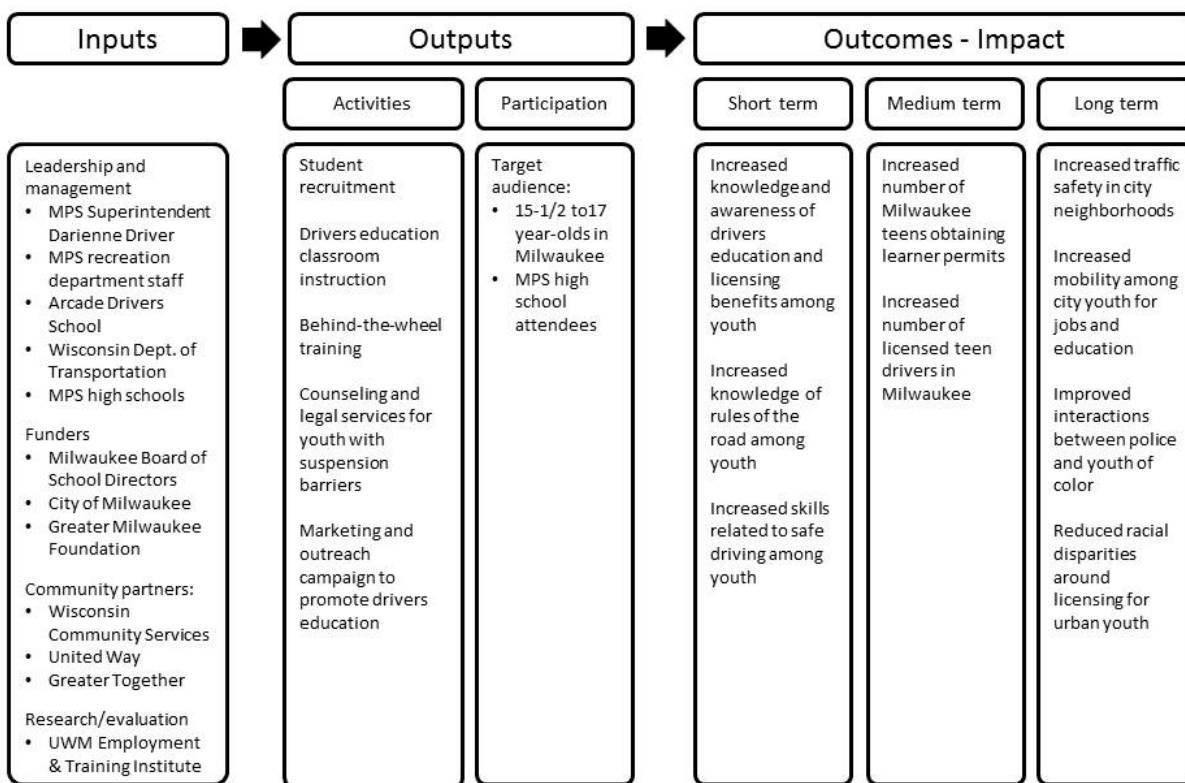
The Universal Driver Education (UDE) pilot project provided an opportunity to establish driver education protocols for the proposed system wide initiative, experiment with recruiting methods at local high schools, introduce the program in various locations, and present instruction to diverse student populations. The pilot offers insights for coordinating with the commercial driver education provider and local high schools and for reaching and serving critical youth populations.

II. Program Design: Anticipated inputs, Outputs and Outcomes

The Universal Driver Education Program is designed to result in several important short term, medium term, and long term outcomes, ranging from the immediate knowledge and skills gained through driver education instruction to changes in broader societal conditions such as reducing racial disparities in licensing and improving relationships between police and youth of color. The program's anticipated inputs, outputs, and outcome impacts are summarized in the logic model below.

Figure 6. Milwaukee Public Schools Universal Driver Education Logic Model

Milwaukee Public Schools Universal Drivers Education



Short Term Outcomes

Upon completion of the Universal Driver Education Program, teen participants are expected to achieve the following:

- Increased knowledge and awareness of driver education and licensing benefits
- Increased knowledge of the rules of the road
- Increased skills related to safe driving

Medium Term Outcomes

After several years of implementation, the Universal Driver Education Program is anticipated to result in the following outcomes:

- Increased number of Milwaukee teens obtaining learner permits
- Increased number of licensed teen drivers in Milwaukee

Long Term Outcomes

Ultimately, the successful implementation of the Universal Driver Education program will help to:

- Increase traffic safety in city neighborhoods
- Increase mobility among city youth for jobs and education
- Improve interactions between police and youth of color
- Reduce racial disparities around licensing for urban youth

This report on the Universal Driver Education pilot project includes descriptions of the program implementation, assessments of the early experience of participating teens, and data on licensing attainment rates for the participants. Outcome data are reported as of 11/26/2016 on:

- Students passing the written DMV tests after receiving instruction in “rules of the road.”
- Students obtaining learner driving permits and beginning behind-the-wheel training.
- Students completing their behind-the-wheel driver training.
- Students obtaining probationary licenses.

The Universal Driver Education initiative was introduced in 2014 by Superintendent Darienne Driver to support the newly adopted MPS “Eight Big Ideas” to improve student success.

Figure 7. Milwaukee Public Schools Eight Big Ideas⁴



Universal Driver Education is a key component for three of the ideas (with definitions from MPS).

- **Closing the Gap.** *“MPS is a national symbol of excellence for educating all students, providing a rigorous academic program that ensures equitable opportunities for all children to reach their full potential.”*
- **Educating the Whole Child.** *“MPS provides a nurturing, consistent and validating experience for every child so that both educational and social-emotional needs are met.”*
- **Redefining the MPS Experience.** *“Every MPS school provides robust co/extracurricular experiences that engage and inspire every child.”⁵*

III. Universal Driver Education Program Partners

The UDE program draws on resources, support, and collaboration from a variety of program partners.

MPS Superintendent Darienne Driver and the Milwaukee Board of School Directors

The lack of driver's licensing among city youth, and particularly among African American and Latino teens, has been identified as a concern in Milwaukee for several decades. In 2014 Superintendent Driver and the Milwaukee Board of School Directors took bold action to reverse this situation by embracing Universal Driver Education for all age-eligible MPS high school students. Dr. Driver has provided strong and consistent leadership in supporting this effort and marshalled cooperation throughout the district in implementing the program and engaging students in driver education. The Milwaukee Public Schools estimates that the Universal Driver Education initiative will require approximately \$4.5 million for the next four years of operation (after the pilot) to support driver education for over 10,000 students. MPS has committed funding from its local operating budget and is seeking long-term financial support from state and local governmental agencies and local and national foundations for the initiative.

Responsibility for implementing the Universal Driver Education program is placed with the MPS Department of Recreation and Community Services, under the supervision of Wendell Willis (MPS Chief Operations Officer) and Lynn Greb (Senior Director of the Department). Day-to-day program supervision is directed by Annie Kubes (Recreation Coordinator – Citywide Programs) and Jodie Donabar (Recreation Supervisor - Driver Education). The recreation department staff works with the high schools in enlisting students, conducts the orientation meetings for parents, handles the enrollment and record keeping for participants, and coordinates driver instruction activities with Arcade Drivers School.

Arcade Drivers School

The Milwaukee Board of School Directors contracted with the Arcade Drivers School for driver education services including thirty hours of classroom instruction, testing for the DMV knowledge and highway signs tests, and six hours of behind-the-wheel instruction in Arcade-owned training vehicles plus six hours of in-car observation. The Arcade Drivers School provides instructors certified by the state Department of Transportation (DOT) and works closely with MPS in arranging sessions in the high schools, providing a representative at the parent orientations at the start of each new session, and maintaining records on each student's progress. Arcade has arrangements with the DOT to administer the written DMV tests (required for obtaining a temporary driving permit) on-site at MPS high schools and to enter students' electronic completion certifications directly into the state computer system.

Center for Driver's License Recovery & Employability

The Center for Driver's License Recovery & Employability is a program operated by Wisconsin Community Services that assists low income Milwaukee County residents in restoring their driver's licenses. The CDLRE works collaboratively with Legal Action of Wisconsin attorneys (providing legal services), Milwaukee Area Technical College (where the center is housed), and the City of Milwaukee (a

funding and planning partner). The CDLRE took leadership on teen driver's licensing issues in 2007, establishing a task force to explore options for restoring driver education in Milwaukee Public Schools. (In 2004 Wisconsin discontinued state categorical school aids for driver education.) The CDLRE assisted in planning the Universal Driver Education program, facilitated involvement of the Wisconsin Department of Transportation with the program, and offered counseling and legal services for referred students with license suspensions and legal barriers preventing their participation in the driver education program.

Wisconsin Department of Transportation Division of Motor Vehicles

The Wisconsin Department of Transportation Division of Motor Vehicles (DMV) supports the Universal Driver Education program by developing arrangements to allow MPS staff to access driver's license, suspension and revocation records of juveniles participating in the UDE program; making statewide driver's license data files available for the UDE evaluation; and coordinating with the Arcade Drivers Schools to allow administration of the written DMV tests at MPS high school sites.

City of Milwaukee

The city of Milwaukee is providing \$50,000 for the MPS Universal Driver Education program for the 2016-17 school year and \$50,000 for the 2017-18 school year. The city has identified restoring free driver's education for Milwaukee high school students as a key component of its economic development strategic plan. The plan noted: "Some people lack licenses because they cannot afford to take private driver's training; others lose their licenses for failure to pay municipal fines. In either case, lack of a driver's license and automobile severely limits access to job opportunities throughout the region. Increasing the number of licensed drivers in Milwaukee will remove a significant barrier to employment for thousands of central city residents."⁶

United Way of Greater Milwaukee & Waukesha County

The United Way of Greater Milwaukee & Waukesha County has supported collaborative planning for the universal driver education program, worked with Milwaukee Public Schools and the CDLRE to raise community awareness of the need for driver education for Milwaukee youth, and is encouraging funding support for the initiative. In 2014 United Way organized an information session for local foundations and government agencies highlighting the goals and income needs of the program. In 2015 the United Way Board of Directors provided \$25,000 for an evaluation of the UDE pilot project and the Employment and Training Institute benchmark study of teen licensing needs.

Greater Milwaukee Foundation

The Greater Milwaukee Foundation provided a \$50,000 grant to Milwaukee Public Schools to support the implementation of the pilot project, and these funds covered the classroom instruction and behind the wheel costs for approximately 161 students. The foundation participated in initial discussions with United Way regarding the need for universal driver education in Milwaukee and has been a strong local supporter of the program since its inception.

University of Wisconsin-Milwaukee Employment and Training Institute

The University of Wisconsin-Milwaukee Employment and Training Institute has been conducting research on driver's licensing needs of Milwaukee youth and adults since the early 1990s and developing strategies for addressing driver's license barriers to employment.⁷ The ETI driver's license research served as the basis for establishment of the Center for Driver's License Recovery & Employability and contributed to court reforms reducing use of license suspensions as a "tool" for collecting unpaid court fines. The ETI researchers assisted with planning for the Universal Driver Education program and conducted the **DMV Class of 2016** benchmark study and pilot project evaluation as part of the MPS commitment to evidence-based educational practices.

Greater Together

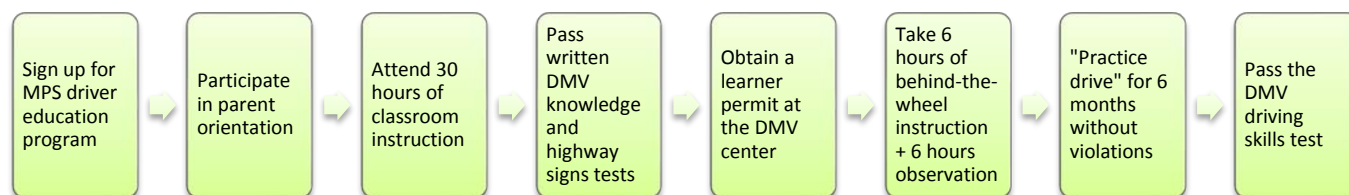
The "Greater Together" initiative was created by a group of marketing professionals, designers, artists and members of the American Institute of Graphic Artists (AIGA) Wisconsin, working in concert with Milwaukee nonprofit organizations, businesses and agencies to inspire ideas for tackling racial segregation and income inequality in Milwaukee. In 2014 Greater Together sponsored a "Challenge" which received over 120 proposals for utilizing design work and creative services in addressing racial issues. The winning entry (selected at an open community meeting) was the proposal for Universal Driver Education submitted by Nichole Yunk Todd of the CDLRE. Greater Together has committed approximately \$50,000 of in-kind design and marketing work for the UDE program. The new logo for the program (shown below) was designed by Ken Hanson of Hanson Dodge Creative and launched in September 2016.



IV. Universal Driver Education Program Design

The Universal Driver Education program brings together Milwaukee Public Schools and community resources to effect positive change among Milwaukee youth in their acquisition of driver's licenses and understanding of the rules and responsibilities governing vehicle driving.⁸ The program offers driver education to MPS students after school and during the summer. Unlike commercial driver education programs which typically charge from \$350 to \$400 per student, the MPS program requires only a \$35 voucher payment (later applied to meet the student's DMV learner permit application fee). The program was aimed at serving approximately 300 students in the pilot project, 1,400 students in the first full year of operation, 2,500 students in the next year, and 3,700 students in following year.

Figure 8. Steps for Obtaining a Wisconsin Probationary License through the MPS Universal Driver Education Program



Enrollment Process

The MPS Universal Driver Education program is aimed at youth who are age-eligible to obtain a DMV Wisconsin learner's permit, that is, at least fifteen years six months of age on the first day of class and younger than age eighteen as of the expected last day of instruction, or approximately age 17½. (In Wisconsin driver's license applicants age eighteen and older are not required to take a high school or commercial driver program before qualifying for their learner permit or probationary license. License applicants aged eighteen and older must wait only seven days -- rather than six months -- after obtaining a learner permit before taking the driving skills test for their probationary license.)

Parents of students enrolling in the program are expected to attend an orientation meeting with MPS staff and Arcade Drivers School staff prior to the start of classroom instruction, to sign a permission form for their teen's participation in the program, and to complete the DMV application for their teen's temporary learner permit (notarized at the meeting). The only MPS program charge is the \$35 voucher payment used for the student's learner permit application.

Classroom Instruction on "Rules of the Road"

Each student in the school-based driver education program must complete at least thirty hours of classroom instruction with a Department of Transportation-certified instructor from the commercial driver school. The subjects covered in the classes are prescribed by state statute and DMV rules, and students are required to make up any classes they miss.⁹ Arcade Drivers School has arrangements with the state Department of Transportation allowing it to administer the DMV knowledge and highway signs tests at the school site and to certify the results with DOT. The students may also take the written tests

at a DMV customer service center. The Arcade-administered tests are given only in English, while Spanish and Hmong versions of the tests are available at the DMV.

Obtaining a Learner Permit

Student completing their classroom instruction and passing the DMV knowledge are eligible to apply for their learner permit (“temps”) from a DMV customer service center. At the DMV license applicants need to pass vision tests, present a certified copy of their birth certificate or U.S. passport and provide their social security number. In Wisconsin youth under age 18 may only receive a learner permit if they are participating in and complete a DMV-approved commercial driver education program or a high school program with a teacher licensed by the Department of Public Instruction (DPI). The youth must also be enrolled in school or have graduated from high school or earned a GED/HSED credential.¹⁰

Behind-the-Wheel Instruction

Those students obtaining their learner permit enter the second phase of the driver education program, that is, behind-the-wheel driving training. In accordance with Wisconsin statutes governing licensing of youth, students are required to receive six hours of behind-the-wheel driving instruction and another six hours of in-car observations of others driving from a DOT-certified or DPI-licensed instructor.¹¹

Six Months of “Practice Driving”

After completing behind-the-wheel instruction, students with learner permits (and under age eighteen) are expected to continue “practice driving” for six months accompanied by a parent, guardian, spouse, or licensed person aged 21 or older with written authorization from the minor’s parent or guardian. The accompanying driver must hold a valid regular (not probationary or occupational) license. The youth must wear a seat belt and maintain absolute sobriety at all times while driving and receive NO traffic violations for at least six months. (Youth receiving multiple traffic tickets may have their instruction license suspended for six months to a year.) In order to obtain their probationary license, applicants must pass a driving skills test (“road test”) where they demonstrate their mastery of driving through a series of actual traffic situations in the presence of a DMV examiner.

Addressing Court-Ordered License Suspensions

In addition to providing driver education, the MPS Universal Driver Education program makes assistance available to teens who have received court-ordered driver’s license suspensions that prevent them from legally driving or obtaining their license.¹² Wisconsin allows the courts to issue license suspensions for up to two years for a juvenile’s failure to pay municipal court fines and forfeitures – even when the citation is unrelated to driving and regardless of whether the juvenile holds a license or a job.¹³ For the pilot project the Center for Driver’s License Recovery & Employability agreed to assist MPS teens with suspended licenses keeping them from enrolling in the UDE program on a pro bono basis. The CDLRE provides an attorney from Legal Action of Wisconsin, part of the CDLRE staff team, to help teens with legal impediments to driving clear up their suspensions and to work out community service alternatives to fine payments.

V. Description of the 2016 Universal Driver Education Pilot Project

The pilot project was launched in the spring and summer of 2016 to offer free driver education and license restorative services to up to 300 students at four high schools. The program was administered by the MPS Department of Recreation and Community Services with driving instruction provided under contract with the Arcade Drivers School. Restorative licensing services were available from the Center for Driver's License Recovery & Employability.

The UDE program was piloted in schools with diverse student populations and different educational emphasis.

- **North Division High School** is a neighborhood high school in the ZIP code with the lowest driver's licensing rate in the county for 18-year-olds (ZIP Code 53206).
- **Barack Obama School of Career and Technical Education** is a K-12 neighborhood school offering project-based, career-centered and partner-supported high school education.
- **Rufus King International High School** is a citywide International Baccalaureate school with a student body that is 80 percent youth of color and is ranked as one of the top performing high schools in the state.¹⁴
- **South Division High School** is the largest bilingual high school in the state and located in the zipcode with the third lowest driver's license rate in the county for 18-year-olds (ZIP Code 53204).

Three 6-week sessions were held at each school, with a maximum of 25 students in each class.

Figure 9. Number of UDE Pilot Participants by School

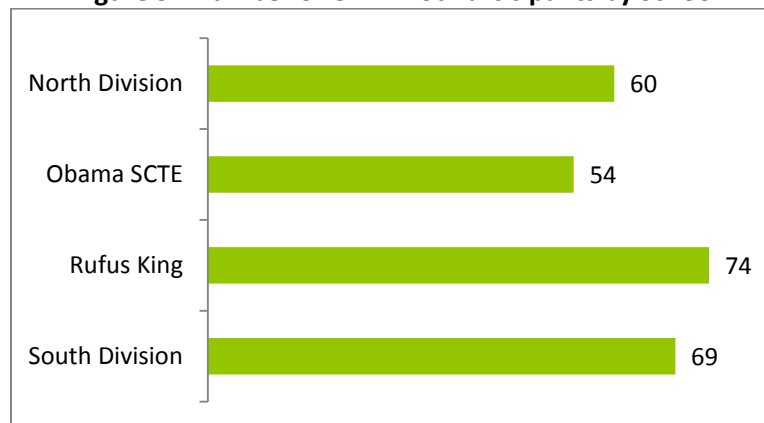


Table 1. UDE Pilot Schedule for Classroom Instruction

Session 1	Spring 2016	February 3-March 9*	4:15 to 6:15 p.m.**
Session 2	Spring 2016	April 4 – May 4	4:15 to 6:15 p.m.**
Session 3	Summer 2016	June 20 – July 27	9:00 to 11:00 a.m.

*At North Division High School the first session was held from Feb. 8 to March 16.

**At Rufus King International High School, an early dismissal school, the spring classroom sessions were held from 3:00 to 5:00 p.m.

The MPS recreation department staff prepared flyers and promotional materials (in English, Spanish and Hmong) describing the program, coordinated parent orientation meetings, arranged for appropriate classroom space in the schools with SmartBoard and computer access, coordinated instructional activities with Arcade Drivers School, facilitated licensing recordkeeping with the Wisconsin Department of Transportation, and maintained progress records on each student enrolled in the program.

A “Universal Driver Education Champion” was identified in each school to assist with recruitment of students for the pilot. These UDE Champions took on promotion of the program and outreach to students as an added responsibility within their schools. The UDE Champions used a variety of student recruitment outreach efforts, including emails, blast-outs and listserv notifications to parents; school intercom announcements; posters and information tables in the hallways and cafeteria; presentations to classes and vocational education teachers; and direct outreach to individual students. In each school enrollment in the pilot sessions was on a “first come, first serve” basis, and schools were encouraged to enroll all interested students regardless of prior academic history. The enrollees included students with special needs, from non-English-speaking families, and with a wide range of grade point averages and school attendance patterns.

Table 2. UDE Champions for the 2016 Pilot Project

<u>School</u>	<u>UDE Champion</u>	<u>MPS position</u>
North Division	Dorothy Dyer	parent coordinator
Obama SCTE	Teresa Heier	school support teacher
Rufus King	Vanessa Goodman	parent coordinator
South Division	Lori Ramirez	special education teacher

At South Division and Rufus King high schools, the families’ interest in the UDE program was very high from the first announcement of the initiative. The first driver education classroom session at South filled up in less than a week. Enrollment in the first session at Rufus King was particularly strong among the teens of parents most involved in the school with a sizeable population of 15-year-olds enrolled. By the second session more students and families had become aware of the program and an opening date and time for enrollment was announced in advance so that all families would have an equal chance at enrolling. Enrollment for the summer session at Rufus King filled up in two days. Recruitment was more challenging at North Division and Obama SCTE, the smaller high schools participating in the pilot project, and in order to fill up the summer session classes enrollments were opened up to students from Washington High School.

For some students at all schools conflicts with extracurricular activities (sports, theatre, clubs, etc.) were an issue. At North Division the first session worked around the end of the basketball team’s schedule as several team members sought out the driver education program. At Obama SCTE basketball players enrolled in the second session after the end of the basketball season. Recruitment for summer school was challenged by students holding summer jobs. The MPS pilot offered students assistance if they had been issued suspensions or revocations preventing them from securing a driver’s license and referred

the students to the Center for Driver's License Recovery & Employability for these services, making available a staff attorney from Legal Action of Wisconsin on a pro bono basis for the pilot project.

Most students enrolling in the pilot project were expected to provide their own transportation home after driver education classes and driving lessons – or to use their Milwaukee County Transit System bus pass if that is how they come to and from school. At South Division where students living a distance from the high school are transported by school buses, students were given MCTS bus passes when families were unable to provide transportation home. For the summer session and at other schools where students needed transportation assistance, bus passes were provided.

A parent orientation meeting was held at each school prior to the start of classroom instruction to explain the program expectations, and notaries were on hand to certify parent signatures on DMV learner permit registration forms. A \$35 voucher payment was required from students to be used for the students' temporary driving permit fee at the Department of Transportation (if and when students apply for their DMV learner permits). Scholarships were made available from the MPS Foundation for students unable to pay this cost.

The Arcade Drivers School conducted the thirty hours of classroom instruction at each of the high school sites in fifteen two-hour classes. For the pilot spring sessions students were expected to remain after school for driver education classes, with a brief break before the classes began. (Students missing a two-hour class were required to make up that class module at an Arcade training site.) As part of the classroom instruction, Arcade administered the written DMV "rules of the road" knowledge and highway signs tests at the high school site (under contractual arrangements made by Arcade with the DMV). Students passing the written DMV tests were given a packet of materials to take to a state DMV center when applying for their learner permit, including a voucher certifying the student had passed the written DMV tests, their parent-signed notarized MV3001 license application form, and a record of receipt of their \$35 DMV driving permit voucher. Students also needed to take a vision test at the DMV and to present a certified copy of their birth certificate or U.S. passport and their social security number.

Those students obtaining their learner permit entered the second phase of the UDE program – behind the wheel driving instruction. In accordance with Wisconsin statutes governing licensing of youth, students were provided six hours of behind-the-wheel driving instruction and another six hours of in-car observations of a partner student driving. For the UDE program behind-the-wheel instruction is provided in Arcade-owned training vehicles and expected to be initiated within 30 days of the student's receipt of the temporary driving permit. The in-vehicle instruction begins and ends at the high school location where classroom instruction was held. The Arcade Drivers School provides MPS with written records of each student's behind-the-wheel progress, enters electronic completion certifications into the DMV computer system, and works with MPS staff to maintain participant enrollment and participation data.

Arcade schedules the behind-the-wheel sessions directly with the students, and students are expected to notify Arcade at least 24 hours before the session if they are unable to attend. MPS is using a performance-based approach in paying for Arcade services, paying \$155 per student for those attending classroom instruction (with half paid for students after their third class and the remainder for students completing all 30 hours of instruction) and paying \$155 per student for those receiving behind-the-wheel instruction (with half paid for students completing three behind-the-wheel lessons and the remainder paid when students complete all six hours of behind-the-wheel instruction).

Students completing their behind-the-wheel training are expected to continue practicing their driving skills with a parent or other licensed adult and must remain free of traffic violations for six months. Upon completion of this time period, students may apply at the DMV to take their driving skills test ("road test") and obtain a probationary license. While all of the students in the pilot project had time (as of 11/26/2016 when the evaluation outcome data were collected) to pass their written DMV knowledge and highway signs tests and to obtain their learner's permit, only students from the first and second Spring 2016 pilot sessions had held their learner permits long enough (i.e., six months) to qualify for the DMV probationary license.

VI. Demographics of the Students in the UDE Pilot Project

A total of 257 students participated in the twelve sessions of the Universal Driver Education pilot project held in spring and summer of 2016. This analysis examines the demographics and outcomes for this population (as of November 26, 2016). Not included are 27 students who signed up for driver education but did not attend the orientation session or begin classes.

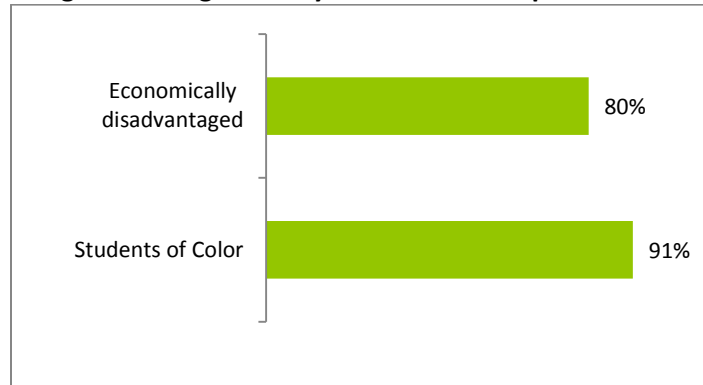
Demographic information was collected from the Milwaukee Public Schools student records files on the UDE participants.

Table 3. Profile of the Pilot Project Participants			
Prepared for United Way of Greater Milwaukee & Waukesha County			
TOTAL POPULATION	257	ZIPCODE OF RESIDENCE	
		53172	1
GENDER		53202	2
Females	132	53204	25
Males	125	53205	14
		53206	26
RACE/ETHNICITY		53207	4
African American	177	53208	18
Hispanic, any race	36	53209	31
White, non-Hispanic	22	53210	22
Asian	17	53211	1
American Indian	2	53212	17
2 or more races	3	53213	1
		53215	17
AGE		53216	16
Fifteen	49	53218	29
Sixteen	118	53219	3
Seventeen	90	53220	1
		53221	4
INCOME STATUS		53222	5
Estimated lower-income	204	53223	4
Other	53	53224	6
		53225	9
		53227	1

The pilot project was successful in serving students identified as high priority for licensing.

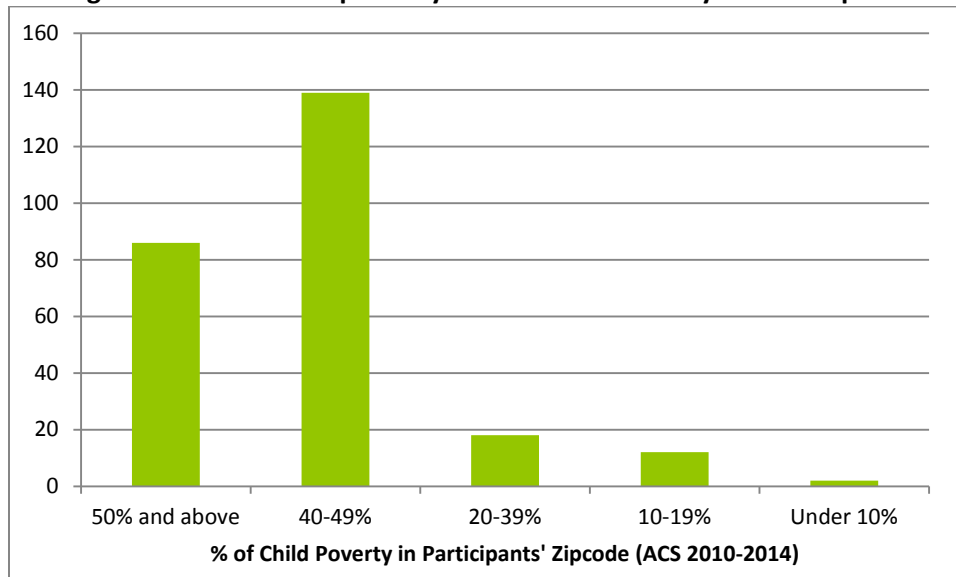
- 91% of the participants were youth of color, including 69% African Americans.
- 80% of the participants were economically disadvantaged, as measured by prior eligibility for free or reduced price meals at MPS.
- 87% of the participants lived in ZIP codes where 40% or more of the children (ages 0-18) live in poverty, according to American Community Survey (2010-2014) estimates.

Figure 10. High Priority UDE Pilot Participants Served



A majority of the pilot participants lived in the poorest zipcode neighborhoods of Milwaukee County, with 87% living in zipcodes where 40% or more of the children (ages 0-18) live in poverty. (A third of participants lived in zipcodes where half or more of the children live in poverty).

Figure 11. Pilot Participants by Level of Child Poverty in Their Zipcode

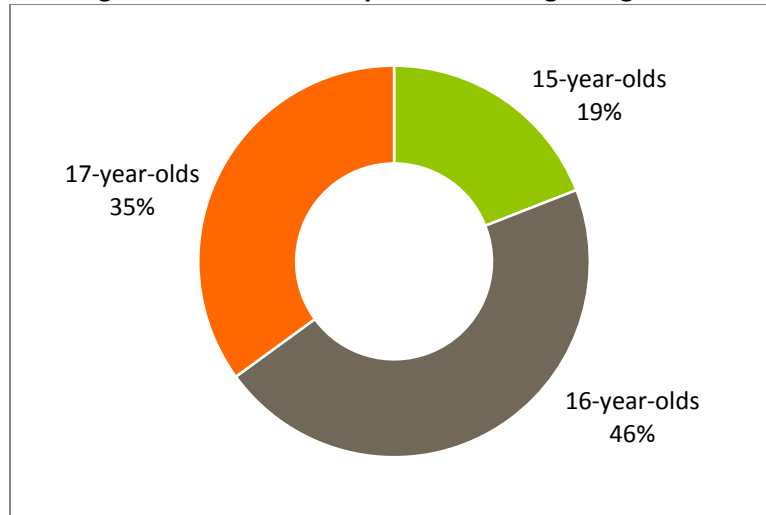


The UDE pilot project focus on families with economic needs is consistent with the Employment and Training Institute's research on driver's licensing records for Wisconsin eighteen-year-olds which has found that Milwaukee County zipcodes with the highest levels of child poverty had far lower rates of driver's licensing for their eighteen-year-olds than the zipcodes with relatively low levels of child poverty. The ETI studies of historic teen licensing patterns in Wisconsin have raised concerns that the Wisconsin driver's license has become an employment asset for the middle class and the well-to-do, while unaffordable for families living in poverty.

Age of Participants

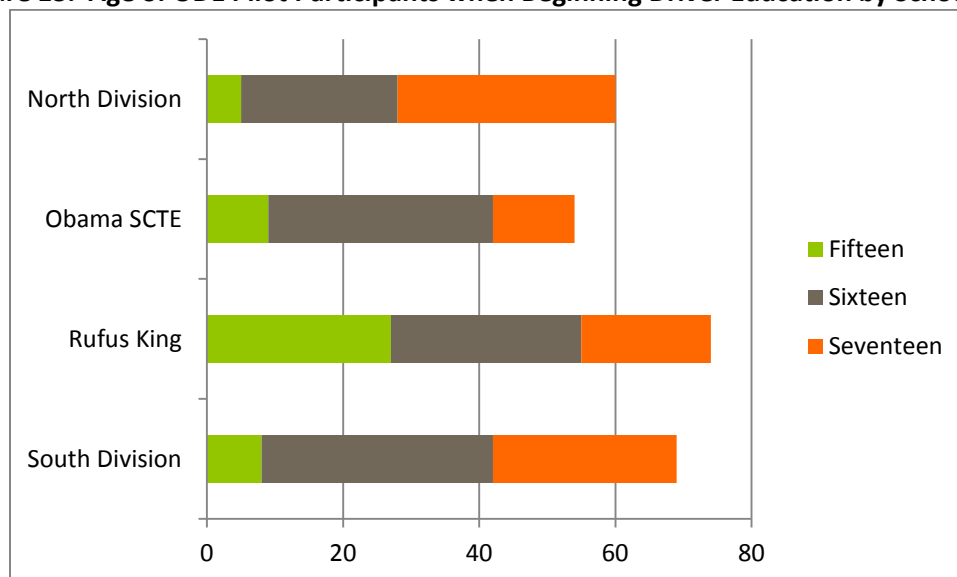
The MPS Universal Driver Education program is aimed at youth who are age-eligible to obtain a DMV Wisconsin learner's permit, that is, at least fifteen years six months of age on the first day of class and younger than age eighteen as of the expected last day of instruction (or approximately age 17½ - 17¾). Nearly half of the students were age sixteen at the time they started the program, about a fifth were fifteen-year-olds, and a third were seventeen-year-olds.

Figure 12. Age of UDE Pilot Participants when Beginning Driver Education



The largest number of fifteen-year-olds was enrolled at Rufus King, the largest numbers of sixteen-year-olds were enrolled at Obama SCTE and South Division, and the largest number of seventeen-year-olds was enrolled at North Division.

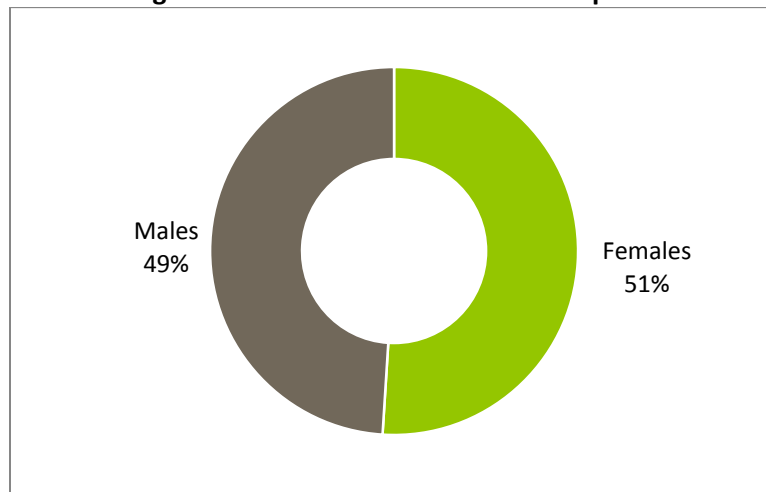
Figure 13. Age of UDE Pilot Participants when Beginning Driver Education by School Site



Gender

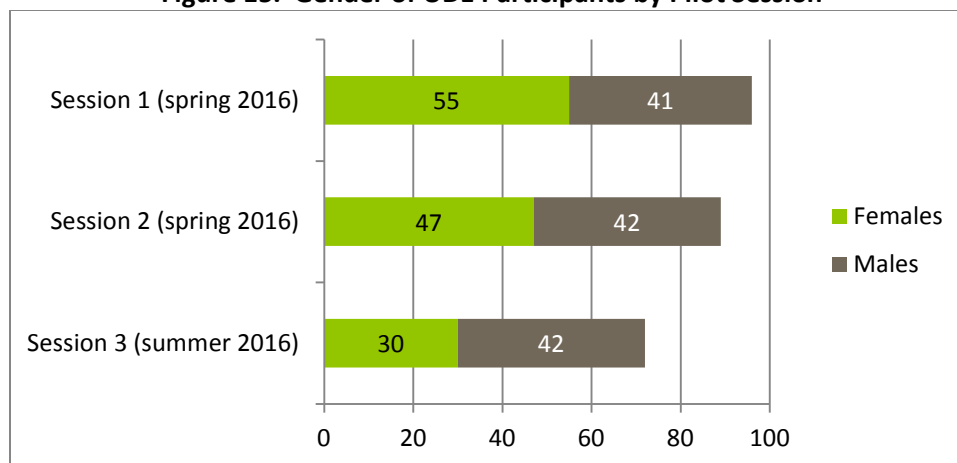
Milwaukee Public Schools enrolled slightly more females (N=132) in the pilot driver education programs than males (N=125).

Figure 14. Gender of UDE Pilot Participants



More females than males were enrolled in the spring driver education sessions, while more males enrolled in the summer session.

Figure 15. Gender of UDE Participants by Pilot Session

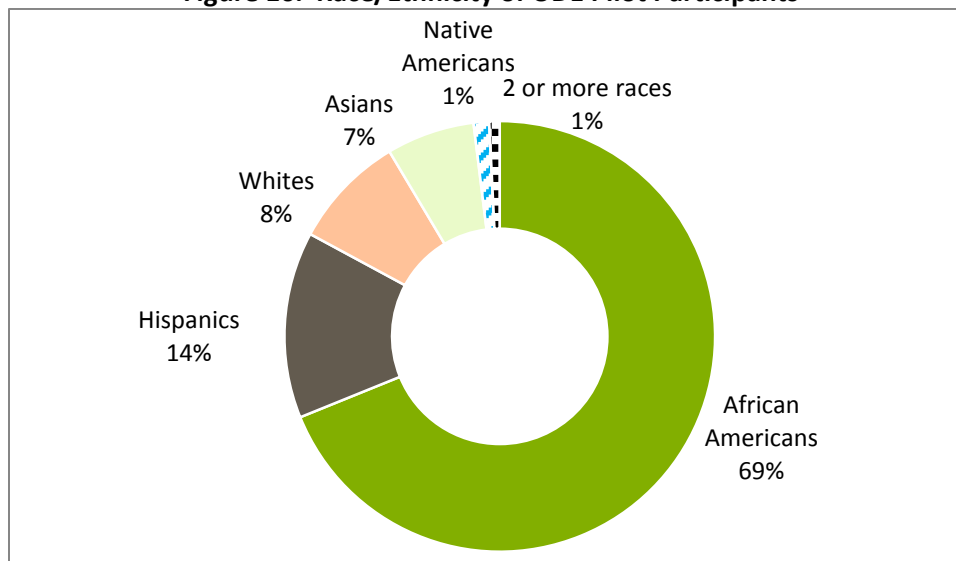


Race/Ethnicity

The enrollment in the pilot project was highly diverse, with 91% of the participants youth of color. Participants included 177 African Americans, 36 Hispanics, 22 Caucasians, 17 Asians, 2 Native Americans, and 3 students identifying more than one race. This reflects the priorities of need for driver's licenses identified in the ETI benchmarking study of state licensed eighteen-year-olds where African Americans and Hispanics represented the largest populations of unlicensed teens in Milwaukee. The ETI study

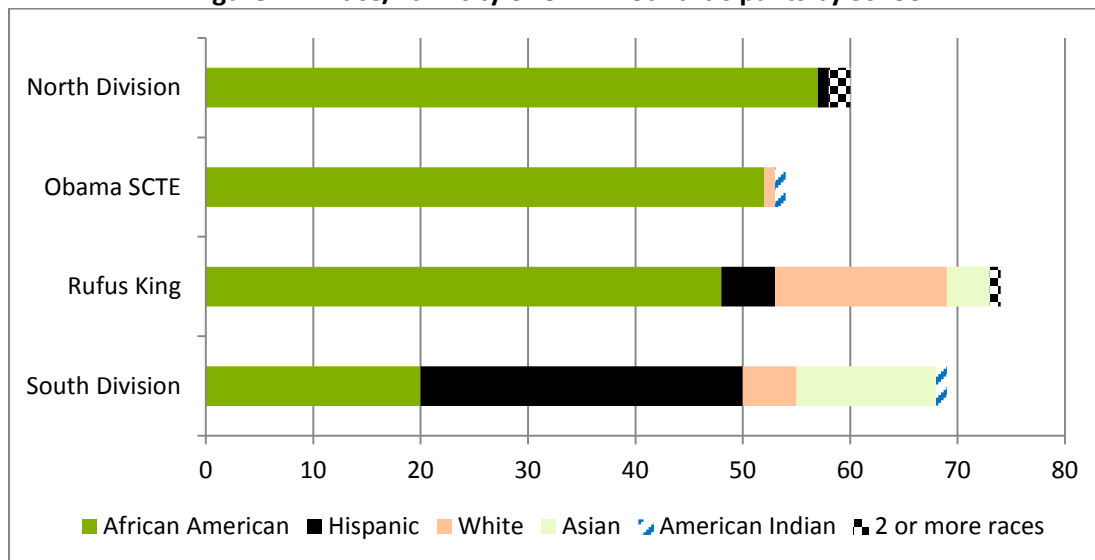
found that African American and Hispanic youth were far less likely to have driver's licenses than Caucasian youth in the state and in the city of Milwaukee as well.

Figure 16. Race/Ethnicity of UDE Pilot Participants



The largest numbers of African Americans were enrolled at North Division and Obama SCTE, the largest numbers of Hispanics and Asians at South Division, and the largest number of Caucasians at Rufus King.

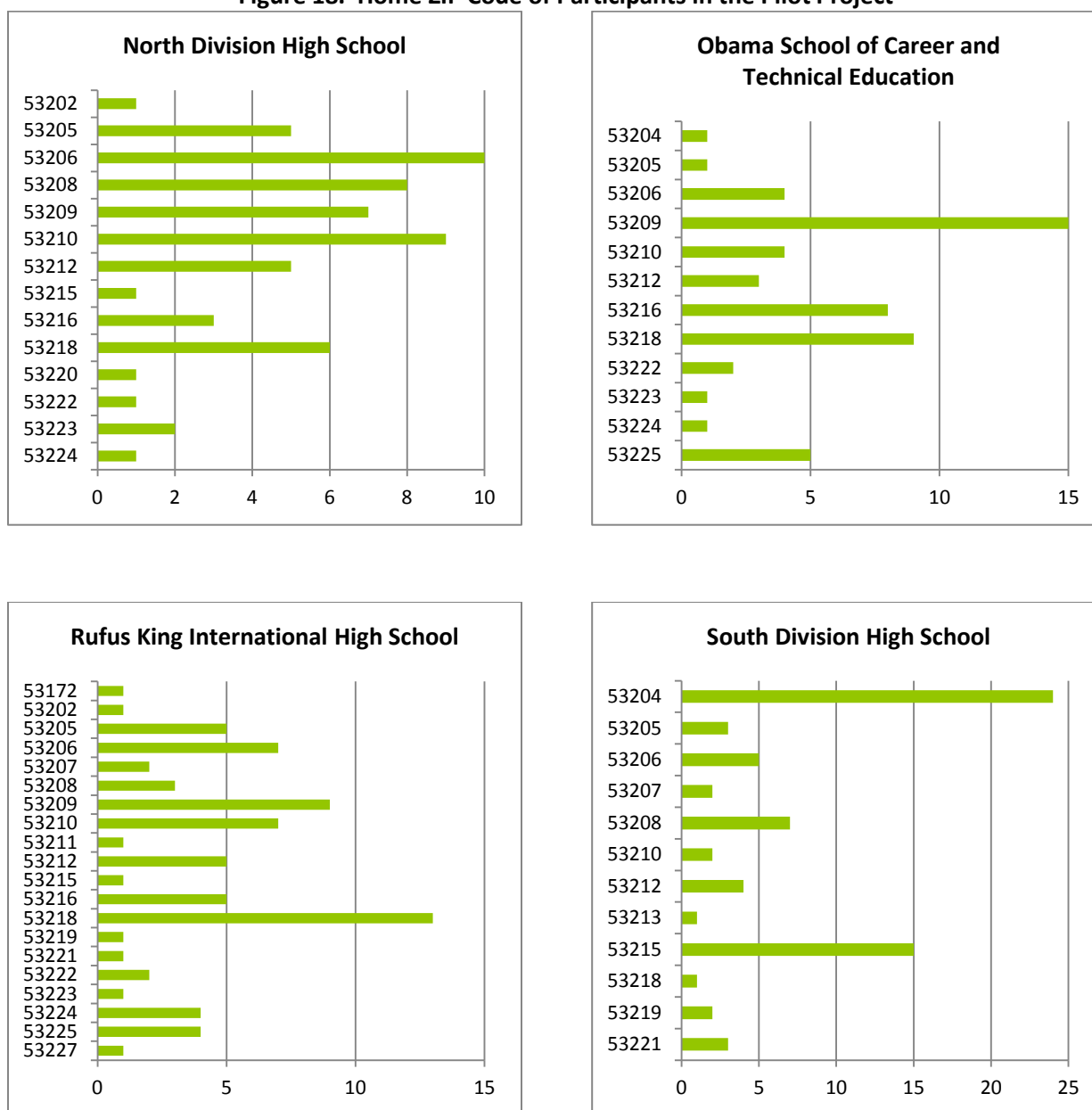
Figure 17. Race/Ethnicity of UDE Pilot Participants by School



Residence ZIP Code

The pilot programs served students from throughout the city, reflecting the transportation patterns of students to the MPS high schools. (One participant, enrolled at Rufus King, was from the suburbs.) The broadest reach of students was at Rufus King, which is a citywide specialty school.

Figure 18. Home ZIP Code of Participants in the Pilot Project

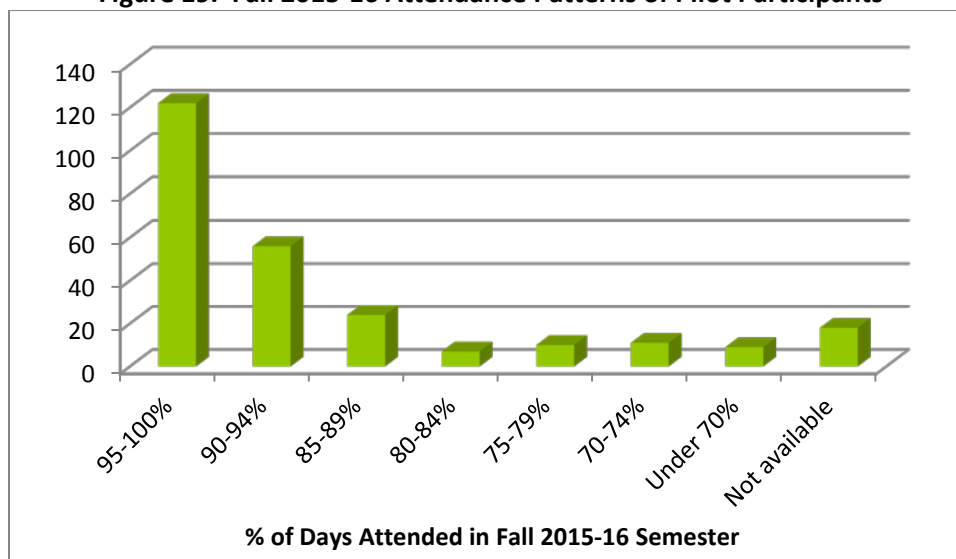


Participants' Prior Attendance Records and Grades

The UDE program is open to all age-eligible students, unlike some other subsidized MPS driver education programs where enrollments were conditioned as incentives or rewards for higher grades or better

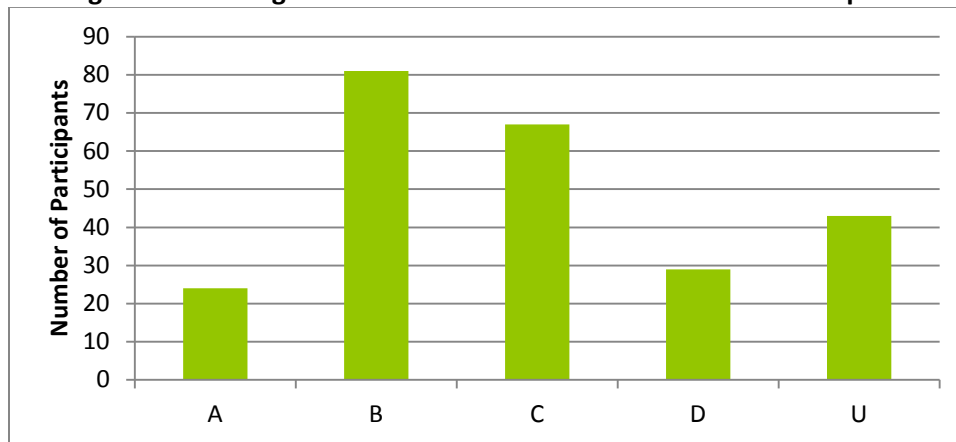
attendance. The pilot population included students with a wide range of attendance and academic achievement patterns. An examination of students' attendance records for the 2015-16 Fall Semester (the semester before the pilot project began) showed that about half (47%) of the UDE pilot participants had daily attendance of 95% or better – that is typically showing fewer than 5 days absences (including for illnesses) out of the 85 to 90 days of the schools' Fall 2015 semester. Another fifth had attendance rates of 90-94%, with the remainder having more frequent absences or very poor attendance.

Figure 19. Fall 2015-16 Attendance Patterns of Pilot Participants



Likewise, students' grades were not used as a basis for excluding MPS students from the driver education program. An examination of the Fall 2015-16 semester grades of the UDE pilot participants showed 10% with A averages, 33% with B averages, and 27% with C averages. Thirty percent showed D and U grade averages. Less than half (45%) of the students had GPAs of 2.3 or above, a previous cutoff for participation in MPS' incentive-based driver education programs. [Not included in this analysis are 13 students whose grades were not available.]

Figure 20. Average Fall 2015-16 Semester Grades of Pilot Participants



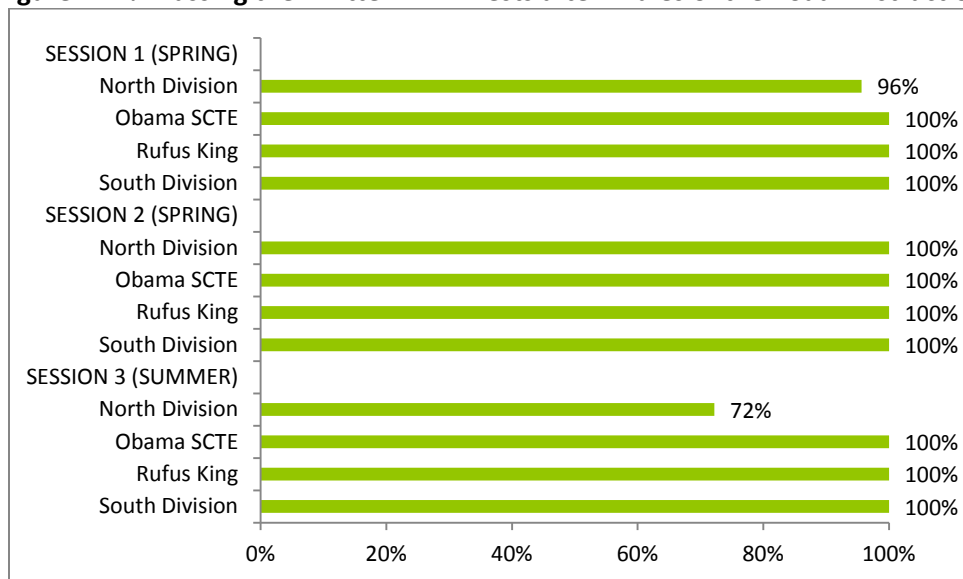
VII. Pilot Project: Key Outcomes

The following four measures were used to gauge the progress of students through the pilot project: participants passing the written DMV knowledge and highway signs tests after receiving classroom instruction, participants securing learner permits, participants completing the state-required 6 hours of behind-the-wheel driving lessons, and participants obtaining probationary licenses after six months of “practice driving.”

Learning the “Rules of the Road”

The first phase of the MPS driver education program involved student attending thirty hours of classroom instruction conducted by the Arcade Drivers School and taking the written Wisconsin “rules of the road” knowledge and highway signs tests given to all driver’s license applicants. The pilot project showed a very high success rate (98%) of students receiving classroom instruction and passing the written DMV tests. At three of the high schools (Obama SCTE, Rufus King, and South Division) **all** participating students passed the tests. At North Division 90% of the students in the pilot project passed the written DMV tests, with 96% passing in the first Spring session, all passing in the second Spring session, but only 72% passing in summer school (when attendance was poorer).

Figure 21. % Passing the Written DMV Tests after “Rules of the Road” Instruction



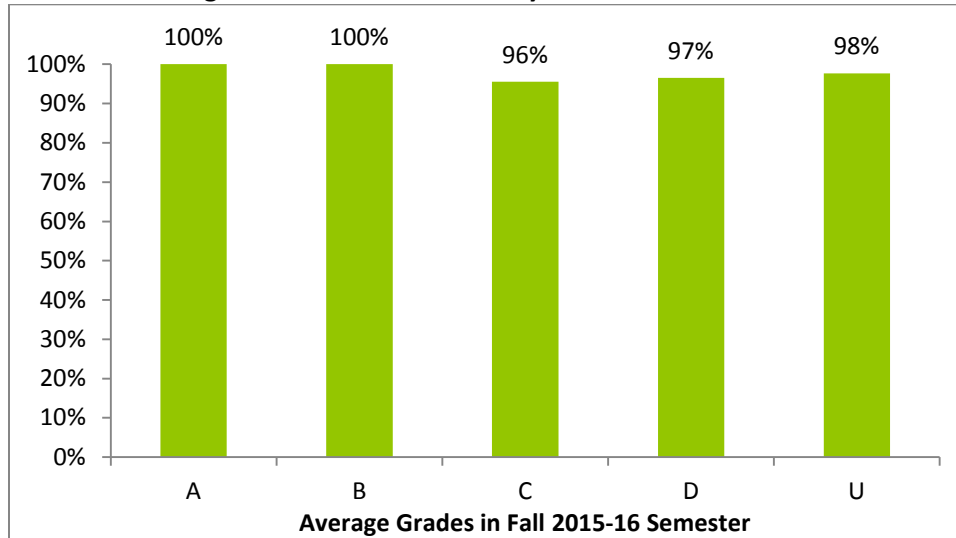
The pilot project demonstrated that high numbers of MPS students could achieve success learning the “rules of the road,” including those from key historically underserved populations.

- 97% of students from families with lower incomes (as measured by prior eligibility for free and reduced meal programs) mastered the “rules of the road” classroom instruction and passed the written DMV tests.
- 97% of African American students passed the written DMV tests after receiving “rules of the road” classroom instruction.

- 97% of the sixteen-year-olds and all of the fifteen-year-olds participating in the program passed the written DMV tests after taking the classroom instruction.

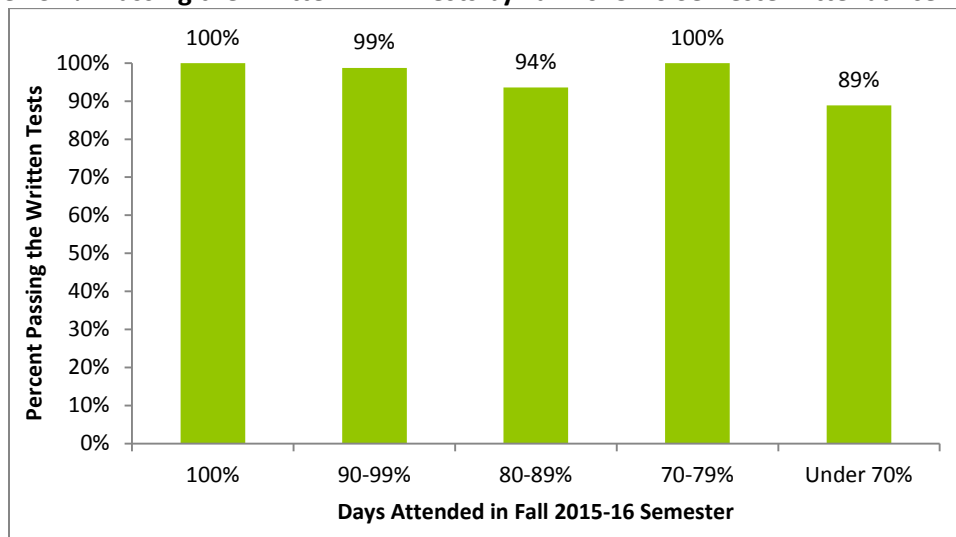
Students with a prior history of poor grades showed persistence in attending classes and mastering the “rules of the road” instruction. 97% of students with D average grades in the Fall 2015-16 semester passed the written DMV tests as did 98% of the students with U average grades in Fall 2015-16.

Figure 22. % Passing the Written DMV Tests by Fall 2015-16 Semester Grade Averages



Likewise, nearly all of the students with poor prior attendance records were persistent in attending the classroom driver education classes and successfully passing the written DMV tests. Even students with attendance rates of less than 70% (that is, missing 25 days or more of school in the Fall 2015-16 semester) still showed 89% passing the written tests after receiving classroom instruction in the “rules of the road.”

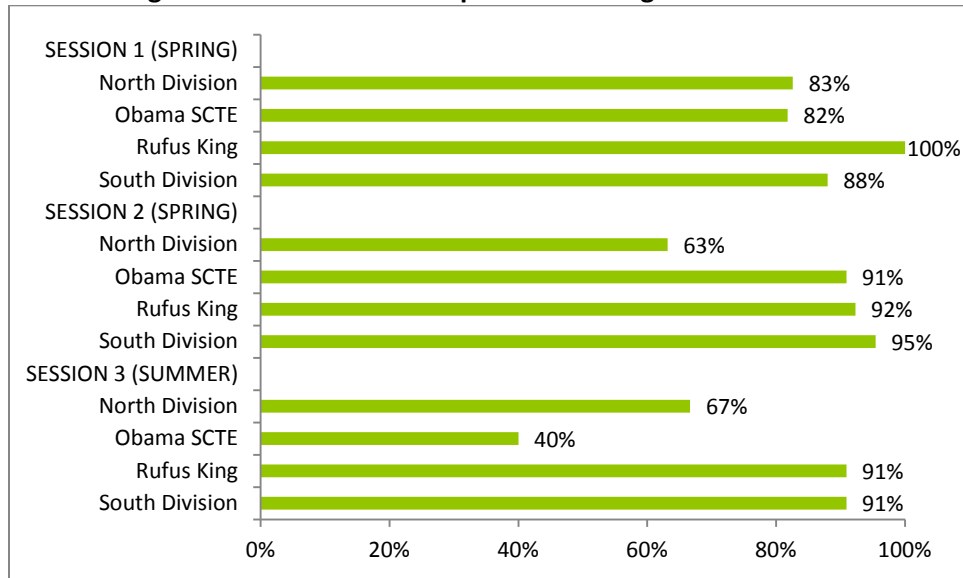
Figure 23. % Passing the Written DMV Tests by Fall 2015-16 Semester Attendance Records



Hitting the Pavement: Obtaining a Learner Permit

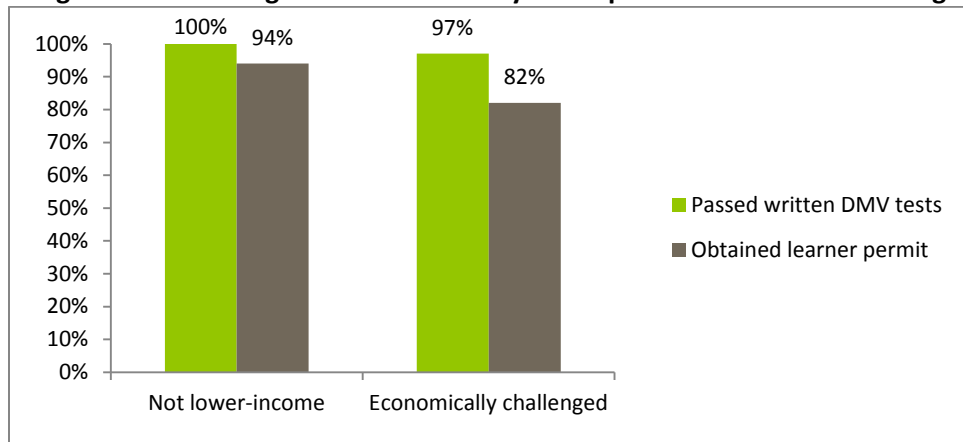
Once students in the pilot project completed their classroom instruction and passed the written DMV tests, they were encouraged to apply at a DMV customer service center for a learner permit allowing them to begin driving. In all, 85% of MPS students participating in the pilot project obtained their learner permits (as of 11/26/2016), moving them to the next phase of driver instruction.

Figure 24. % of Pilot Participants Obtaining Learner Permits



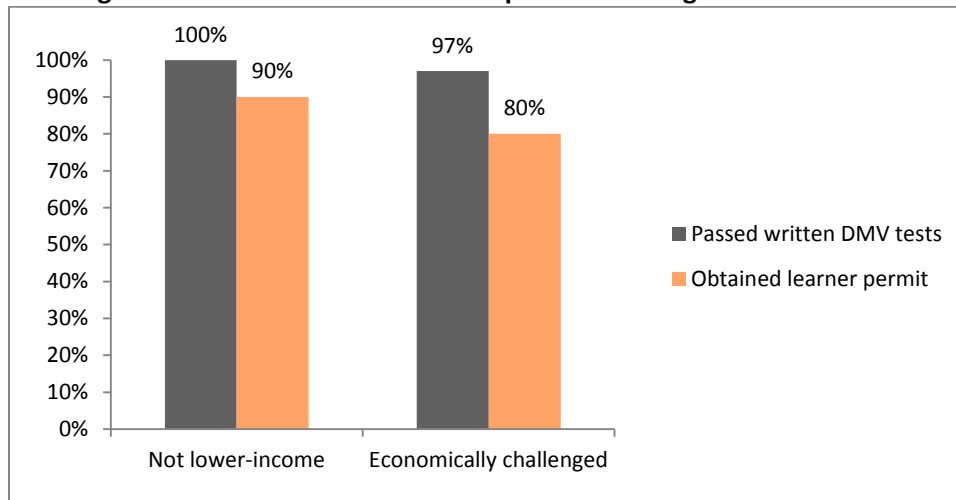
While success rates for passing the written DMV tests were similar for MPS students of various demographics, such was not the case with the rates for students obtaining their learner permits. Students from economically disadvantaged families were less likely to obtain learner permits even though they had successfully passed the written DMV tests.

Figure 25. Licensing Rate Differences by Participants' Economic Well-Being



The differences in permit licensing rates by economic levels are particularly striking for African Americans, the largest population participating in the pilot project. Of the 177 African American students served, 97% mastered the “rules of the road” classroom instruction and passed the written DMV tests, yet only 82% obtained a learner permit. For economically disadvantaged African American youths, the pass rate on the written DMV tests was 97% but only 80% of the youth went on to get their learner permit. Meanwhile 90% of non-economically disadvantaged African American youth obtained learner permits.

Figure 26. African American Participants' Licensing Rate Differences



Under the pilot project model, MPS students were expected to go to a local DMV center on their own to apply for their permit (bringing along the packet of materials provided by Arcade and MPS certifying that they had passed the written DMV tests and including the previously notarized application form from their parent/guardian). Youth seeking Wisconsin learner permits must also present original documentation of their citizenship (e.g., an original birth certificate, their naturalization papers, or a U.S. passport) and provide their social security number. At the state DMV centers license applicants typically confront a bureaucratic setting where waits of an hour or more are not uncommon. Milwaukee Public Schools staff are currently reviewing additional supports they might provide to assist this process, particularly for families unfamiliar with or intimidated by the DMV bureaucracy. Other factors may also be impacting learner permit rates for youth from families with limited financial resources. The cost of adding a teen to the household’s vehicle insurance policy may be prohibitive (particularly in central city neighborhoods where auto insurance rates are highest). The family may not have a working vehicle for the teen to use in learning to drive or a licensed adult available in the household to accompany the teen “practice driver.”

Where the “Rubber Meets the Road”: Behind-the-Wheel Instruction

As the second phase of its instructional program, Arcade Drivers School provided MPS students with six hours of behind-the-wheel driving instruction and six hours of in-car observation with a partner student. In all, 84% of pilot participants began their behind-the-wheels lessons and 63% have completed all six lessons (as of 11/26/2016). Many of those not yet completing the lessons are from the summer session.

Figure 27. % of Students Engaged in Behind-the-Wheel Instruction

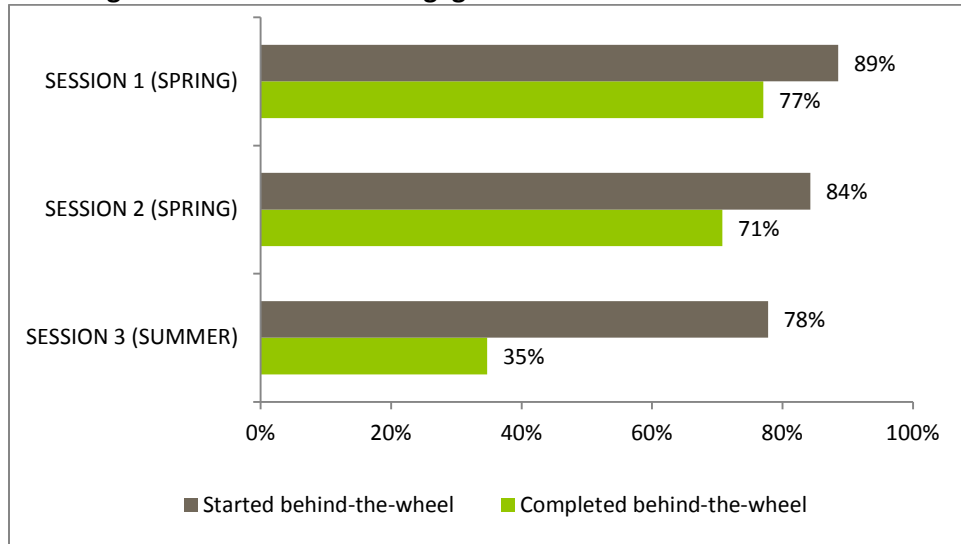
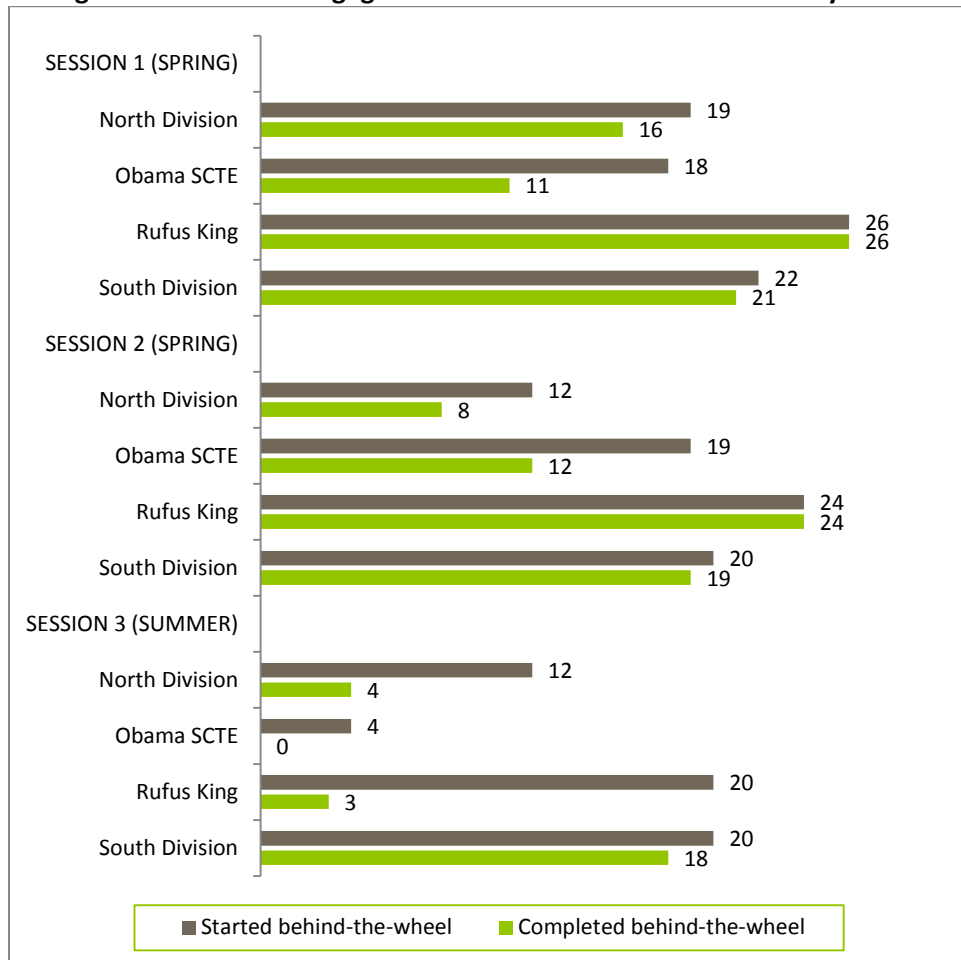


Figure 28. Students Engaged in Behind-the-Wheel Instruction by School



The challenges of scheduling and tracking the behind-the-wheel lessons are growing more complex as the MPS program expands. For example, at North Division 16 of 19 students beginning behind-the-wheel lessons in the first session have completed these lessons. Of the remainder, 2 moved out of state and the third has turned age 18 (and no longer needs behind-the-wheel lessons as a condition for obtaining his driver's license). At Obama SCTE, 11 of 17 students beginning behind-the-wheel lessons in the first session completed their 6 lessons. Of the remainder, 1 has turned 18 and 5 appear to have dropped out of the program. At Rufus King 17 students from the summer session had not completed their behind-the-wheel lessons (as of 11/26/2016), including 12 who have taken 5 of the required 6 lessons and 4 who have taken 4 of their lessons.

The complexities of administering the behind-the-wheel phase of the MPS driver education program will likely multiply as the number of high school sites expand and the volume of participation is dramatically increased. An online student tracking system ("dashboard") could help MPS staff more effectively monitor weekly student progress at the school sites and assist local high schools in tracking the progress of their students and encouraging participants to complete their behind-the-wheel driving appointments in a timely fashion. During the pilot project the onus for re-engaging students missing behind-the-wheel appointments, becoming discouraged with their driving experience, or facing challenges from home was placed on the student and the Arcade Drivers School. Increased support from the local high schools appears needed for those students moving through the program at a slower pace. State regulations allow youth with DMV learner permits up to a year to complete their behind-the-wheel instruction.

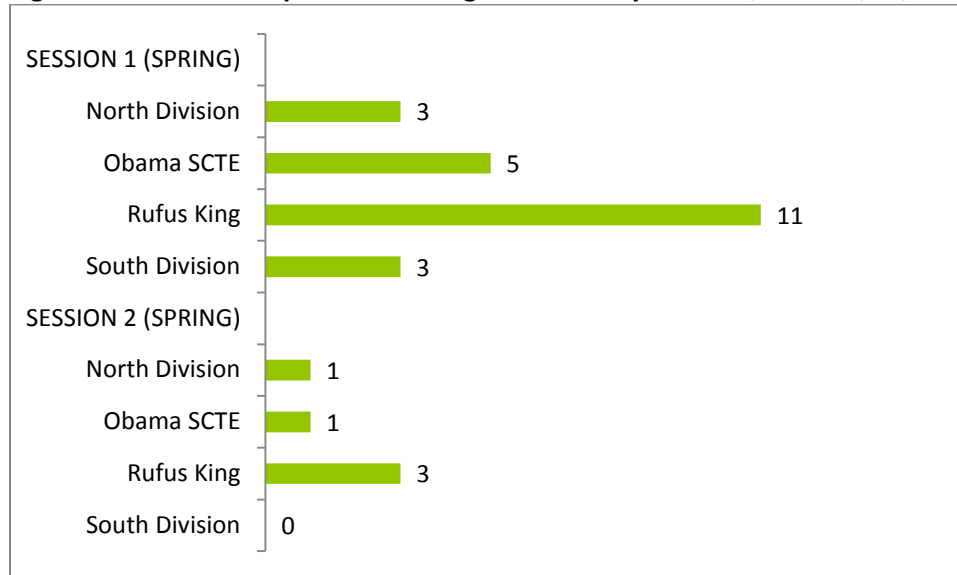
During the pilot the Arcade Drivers School introduced a provision to encourage responsible student behavior in scheduling their six behind-the-wheel lessons by charging students a "no-show fee" of \$55 if they missed a behind-the-wheel lesson without giving Arcade at least 24 hours notification before the scheduled time. Students are usually not allowed to take their sixth behind-the-wheel lesson until they pay these outstanding "charges." The evaluators recommend that this policy, which appears inconsistent with the philosophy of the MPS Universal Driver Education program, be discontinued and other non-monetary strategies introduced to reach students lagging behind in their driving lessons or missing appointments.

Students Obtaining Probationary Licenses

Youth under age eighteen must hold their learner permit for at least six months before applying for a probationary license and taking their DMV driving skills test. During that period they may receive NO traffic citations and must be accompanied by a licensed adult driver with at least two years of licensed driving experience and who holds a valid regular (not probationary or occupational) license.

Twenty-seven pilot participants had acquired their probationary license as of 11/26/2016. Most of the pilot participants obtaining their probationary licenses (i.e., 22 out of the 27) were enrolled in the first pilot session beginning in February of 2016. None of those enrolled in the summer session, beginning in June of 2016 had the necessary six months of driving time (as of 11/26/2016) required before taking their driving skills test for the probationary license.

Figure 29. Pilot Participants Obtaining Probationary Licenses, as of 11/26/2016



Tracking of student progress toward obtaining their probationary license (after they have completed their behind-the-wheel lessons) will be an added administrative responsibility of the program as more students pass the six-month time period of “practice driving.” Again, an online tracking system would be of value for program administrators and for the local high school staff continuing to support their students throughout their licensing efforts.

The number of students obtaining probationary licenses is expected to grow once students have met the required six month time period after securing a learner permit. In some cases youth have turned age eighteen and are no longer required to take behind-the-wheel lessons (from DOT-certified instructors or DPI-certified teachers) as a condition for obtaining their probationary license.

VIII. Supporting MPS Student Success in Driving

The MPS Universal Driver Education program aims at changing the learning experience for Milwaukee students nearing adulthood by helping them to prepare for employment, further education, and the responsibilities of citizenship. Consistent with the district's commitment to closing achievement gaps and redefining the MPS experience, the UDE program allows youth to access affordable driver education in a supportive school environment. The tables below provide "snapshot" drilldowns of the outcomes of the pilot project to help highlight the early successes of the program and to provide insights into groups of MPS students who may benefit from additional supports and encouragement.

The data are reported as of November 26, 2016. Milwaukee Public School recreation department staff constantly update the records of student progress, so that future updates can track outcomes for both the pilot populations and for students enrolling in programs in the Fall 2016-17 semester. Notably, a number of participants in the pilot project are still completing their behind-the-wheel lessons, particularly from the summer session, and many students are expected to earn their probationary licenses as they complete the state-required six months of "practice driving." Challenges ahead vary by school site, the financial resources of participating families, and students' prior academic success.

School Sites and Pilot Sessions

Each school site in the pilot project faced challenges in helping students persist through the stages of the driver's licensing program. North Division and Obama SCTE, which serve neighborhood youth with historically lowest rates of teen licensing, experienced obstacles in keeping youth engaged (particularly in obtaining their learner permits at the DMV and completing their behind-the-wheel instruction hours).

Table 4. Outcomes of Pilot Participants by High School Site, as of 11/26/2016

	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
North Division	60	54	43	43	28
Obama SCTE	54	54	42	41	23
Rufus King	74	74	70	70	53
South Division	69	69	63	62	58

	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
North Division	100%	90%	72%	72%	47%
Obama SCTE	100%	100%	78%	76%	43%
Rufus King	100%	100%	95%	95%	72%
South Division	100%	100%	91%	90%	84%

Students beginning their driver education in the first session (in February 2016) as a group are farther along in the licensing process (with most having completed their behind-the-wheel instruction and now in the stage of "practice driving" with their families). Many students enrolled in the summer school program (starting in late June) still have behind-the-wheel lessons to complete. In some cases, there

may be programmatic advantages to speeding up the scheduling of behind-the-wheel lessons to ensure that students do not lose their enthusiasm for driving or begin driving on their own without adequate preparation or oversight.

Table 5. Outcomes of the Universal Driver Education Pilot Project, as of 11/26/2016

	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind- the-Wheel	Completed Behind- the-Wheel	Obtained Probationary License
SESSION 1 (SPRING 2016)	96	95	85	85	74	22
North Division	23	22	19	19	16	3
Obama SCTE	22	22	18	18	11	5
Rufus King	26	26	26	26	26	11
South Division	25	25	22	22	21	3
SESSION 2 (SPRING 2016)	89	89	77	75	63	5
North Division	19	19	12	12	8	1
Obama SCTE	22	22	20	19	12	1
Rufus King	26	26	24	24	24	3
South Division	22	22	21	20	19	0
SESSION 3 (SUMMER 2016)	72	67	56	56	25	0
North Division	18	13	12	12	4	0
Obama SCTE	10	10	4	4	0	0
Rufus King	22	22	20	20	3	0
South Division	22	22	20	20	18	0
TOTAL PARTICIPANTS	257	251	218	216	162	27
	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind- the-Wheel	Completed Behind- the-Wheel	Obtained Probationary License
SESSION 1 (SPRING 2016)	100%	99%	89%	89%	77%	23%
North Division	100%	96%	83%	83%	70%	13%
Obama SCTE	100%	100%	82%	82%	50%	23%
Rufus King	100%	100%	100%	100%	100%	42%
South Division	100%	100%	88%	88%	84%	12%
SESSION 2 (SPRING 2016)	100%	100%	87%	84%	71%	6%
North Division	100%	100%	63%	63%	42%	5%
Obama SCTE	100%	100%	91%	86%	55%	5%
Rufus King	100%	100%	92%	92%	92%	12%
South Division	100%	100%	95%	91%	86%	0%
SESSION 3 (SUMMER 2016)	100%	93%	78%	78%	35%	0%
North Division	100%	72%	67%	67%	22%	0%
Obama SCTE	100%	100%	40%	40%	0%	0%
Rufus King	100%	100%	91%	91%	14%	0%
South Division	100%	100%	91%	91%	82%	0%
TOTAL PARTICIPANTS	100%	98%	85%	84%	63%	11%

Outcomes by Demographics: Family Income, Gender, Race/Ethnicity and Age

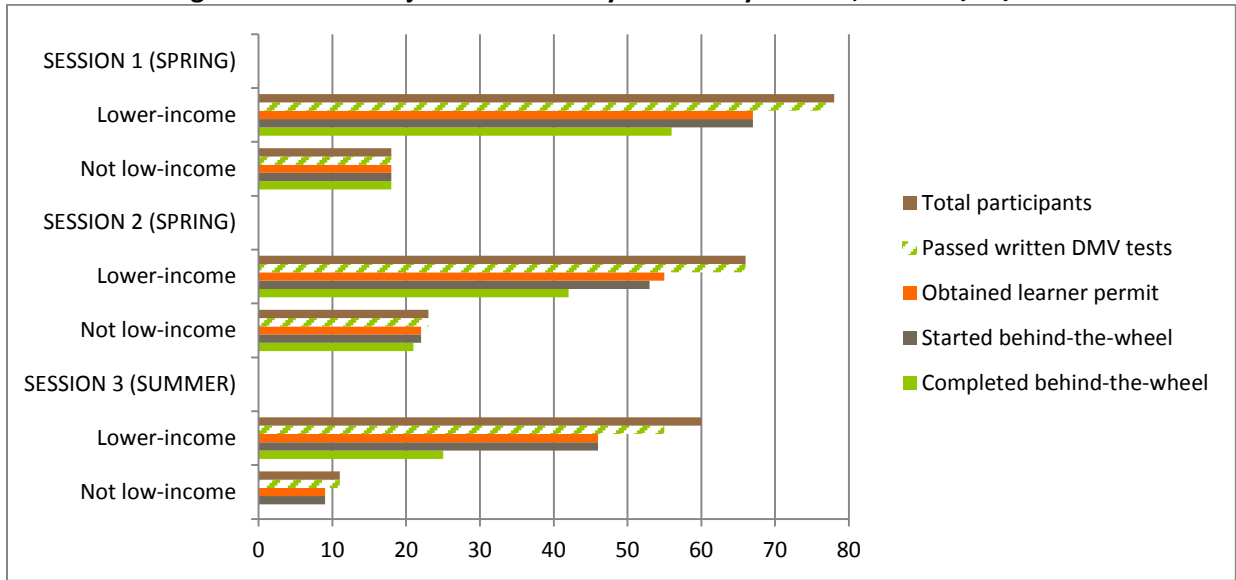
Family income appears to be an important consideration in students' progress through the pilot project. In particular, as noted previously, although youth from lower-income families were highly successful in passing the written DMV tests during the pilot project, proportionately fewer took the next step of acquiring a learner permit. Stronger supports may be needed for the most economically challenged families at this stage of the licensing process.

Table 6. Pilot Project Outcomes by Est. Family Income Status, as of 11/26/2016

Estimated Family Income Status	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the-Wheel	Completed Behind-the-Wheel
SESSION 1 (SPRING 2016)					
Lower-income	78	77	67	67	56
Not low-income	18	18	18	18	18
SESSION 2 (SPRING 2016)					
Lower-income	66	66	55	53	42
Not low-income	23	23	22	22	21
SESSION 3 (SUMMER 2016)					
Lower-income	60	55	46	46	25
Not low-income	11	11	9	9	0
Estimated Family Income Status	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the-Wheel	Completed Behind-the-Wheel
SESSION 1 (SPRING 2016)					
Lower-income	100%	99%	86%	86%	72%
Not low-income	100%	100%	100%	100%	100%
SESSION 2 (SPRING 2016)					
Lower-income	100%	100%	83%	80%	64%
Not low-income	100%	100%	96%	96%	91%
SESSION 3 (SUMMER 2016)					
Lower-income	100%	92%	77%	77%	42%
Not low-income	100%	100%	82%	82%	0%

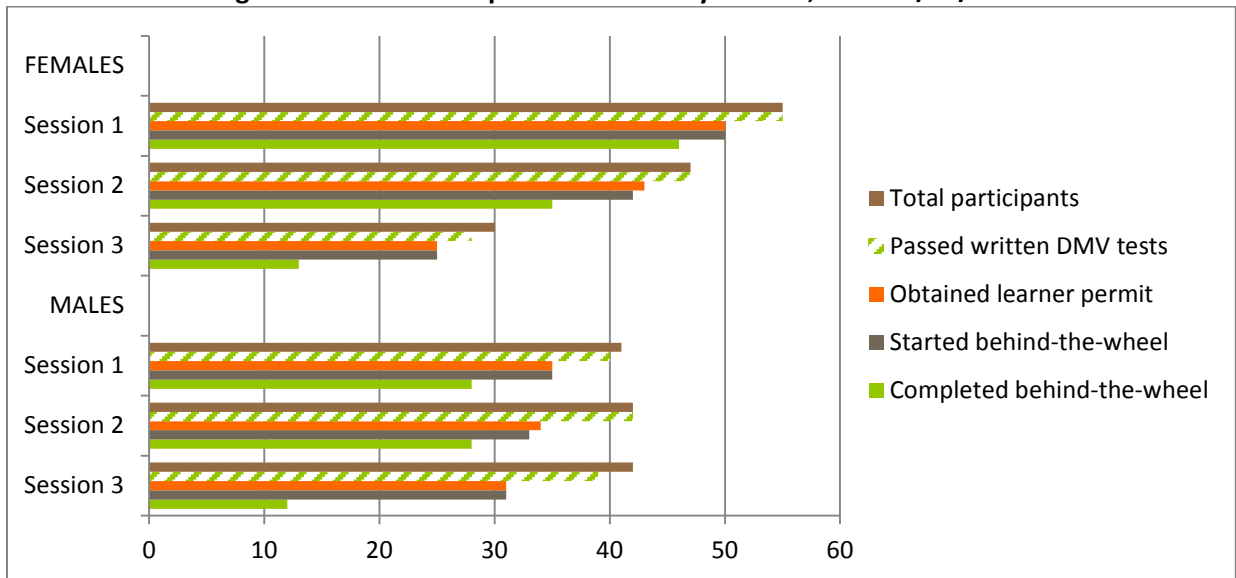
Note: Income status is estimated based on families' prior eligibility for free and reduced price meals at Milwaukee Public Schools.

Figure 30. Pilot Project Outcomes by Est. Family Income, as of 11/26/2016



Initially, more girls than boys enrolled in the pilot project driver education programs. For the summer session, more boys than girls participated.

Figure 31. Pilot Participant Outcomes by Gender, as of 11/26/2016



The rates of boys and girls passing the written DMV tests were similar. Girls showed higher rates obtaining their learner permits from the DMV and completing their behind-the-wheel lessons.

Table 7. Pilot Outcomes by Gender of Participants, as of 11/26/2016

Gender of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
Females	132	130	118	117	94
Session 1 (Spring)	55	55	50	50	46
Session 2 (Spring)	47	47	43	42	35
Session 3 (Summer)	30	28	25	25	13
Males	125	121	100	99	68
Session 1 (Spring)	41	40	35	35	28
Session 2 (Spring)	42	42	34	33	28
Session 3 (Summer)	42	39	31	31	12

Gender of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
Females	100%	98%	89%	89%	71%
Session 1 (Spring)	100%	100%	91%	91%	84%
Session 2 (Spring)	100%	100%	91%	89%	74%
Session 3 (Summer)	100%	93%	83%	83%	43%
Males	100%	97%	80%	79%	54%
Session 1 (Spring)	100%	98%	85%	85%	68%
Session 2 (Spring)	100%	100%	81%	79%	67%
Session 3 (Summer)	100%	93%	74%	74%	29%

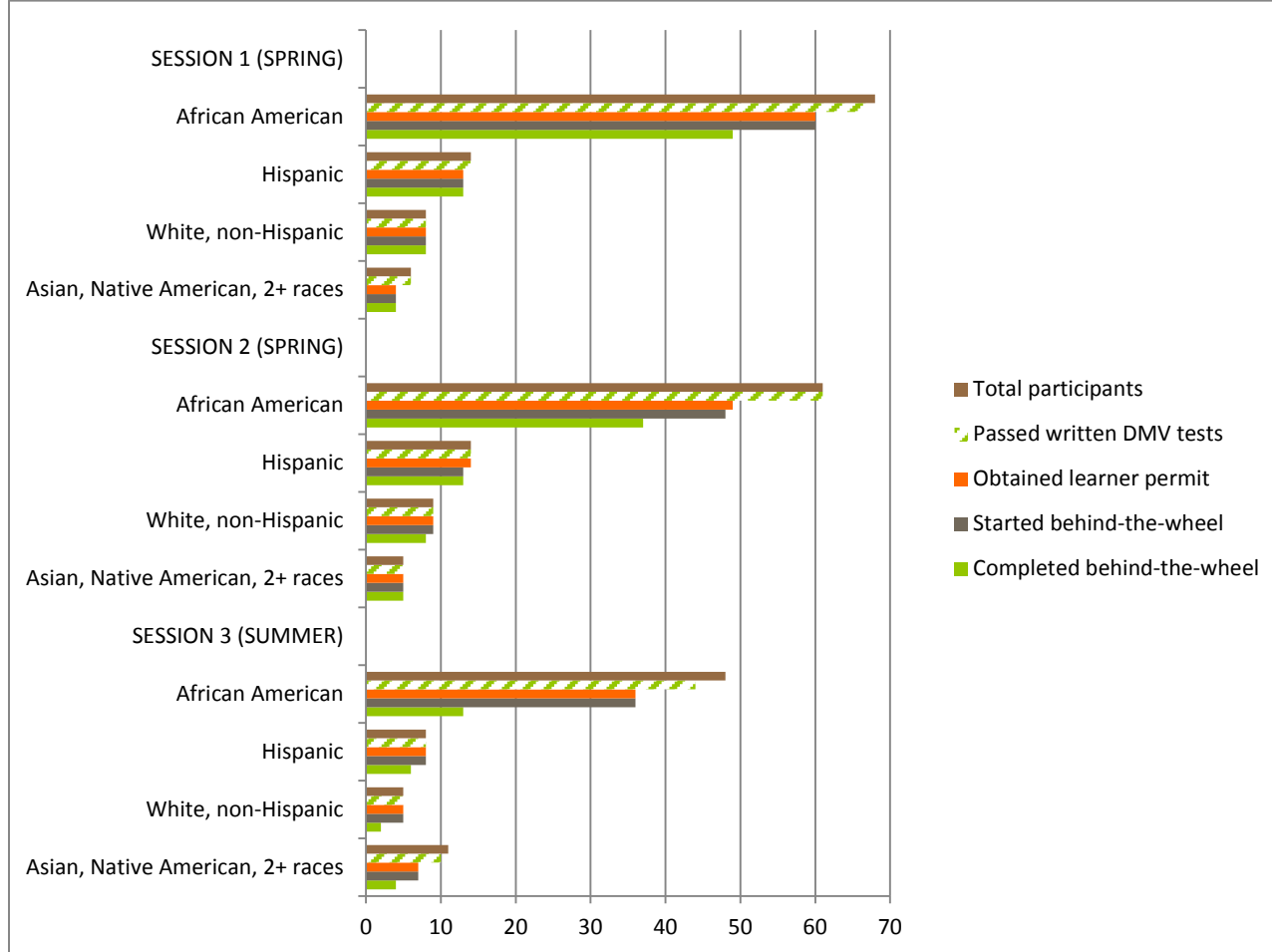
The Employment and Training Institute’s benchmark study on the driver’s licensing status of teens in Milwaukee and Wisconsin in January 2016 found highest licensing needs among youth of color and particularly for African American youth. Given historic barriers to licensing among Milwaukee youth and their families, ongoing community supports will be needed to help teens succeed in the Universal Driver Education program. The strong success of the program in achieving very high pass rates for the DMV “rules of the road” offers evidence of the commitment and interest of youth that can be tapped as they navigate their behind-the-wheel lessons and “practice driving” in the community.

Table 8. Pilot Outcomes by Race/Ethnicity of Participants, as of 11/26/2016

Race/Ethnicity of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
SESSION 1 (SPRING 2016)					
African American	68	67	60	60	49
Hispanic	14	14	13	13	13
White, non-Hispanic	8	8	8	8	8
Asian, Native American, 2+ races	6	6	4	4	4
SESSION 2 (SPRING 2016)					
African American	61	61	49	48	37
Hispanic	14	14	14	13	13
White, non-Hispanic	9	9	9	9	8
Asian, Native American, 2+ races	5	5	5	5	5
SESSION 3 (SUMMER 2016)					
African American	48	44	36	36	13
Hispanic	8	8	8	8	6
White, non-Hispanic	5	5	5	5	2
Asian, Native American, 2+ races	11	10	7	7	4

Race/Ethnicity of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind-the- Wheel	Completed Behind-the- Wheel
SESSION 1 (SPRING 2016)					
African American	100%	99%	88%	88%	72%
Hispanic	100%	100%	93%	93%	93%
White, non-Hispanic	100%	100%	100%	100%	100%
Asian, Native American, 2+ races	100%	100%	67%	67%	67%
SESSION 2 (SPRING 2016)					
African American	100%	100%	80%	79%	61%
Hispanic	100%	100%	100%	93%	93%
White, non-Hispanic	100%	100%	100%	100%	89%
Asian, Native American, 2+ races	100%	100%	100%	100%	100%
SESSION 3 (SUMMER 2016)					
African American	100%	92%	75%	75%	27%
Hispanic	100%	100%	100%	100%	75%
White, non-Hispanic	100%	100%	100%	100%	40%
Asian, Native American, 2+ races	100%	91%	64%	64%	36%

Figure 32. Pilot Outcomes by Race/Ethnicity of Participants, as of 11/26/2016



The MPS Universal Driver Education program currently aims at offering licensing assistance to young teens as well as seventeen-year-olds. A separate program may be developed later for MPS students ages eighteen and older.

The Employment and Training Institute's benchmark study of 2016 state Department of Transportation licensing data found extreme differences in licensing for sixteen and seventeen-year-old teens within Milwaukee County. Illustrative of those differences is a comparison of Milwaukee County zipcode 53217 (a wealthy area in the suburban "North Shore") with central city Milwaukee zipcode 53206 (one of the poorest zipcodes of the county and where North Division High School is located). In the "North Shore" over 90% of 18-year-olds had driver's licenses as of January 2016; two-thirds of the 18-year-olds obtained their licenses at age 16, where for many the license is a "rite of passage" to adulthood. At the same time in Milwaukee zipcode 53206 less than 12% of the 18-year-olds had driver's licenses as of January 2016, and less than 3% of the zipcode's 18-year-olds obtained licenses at age 16.

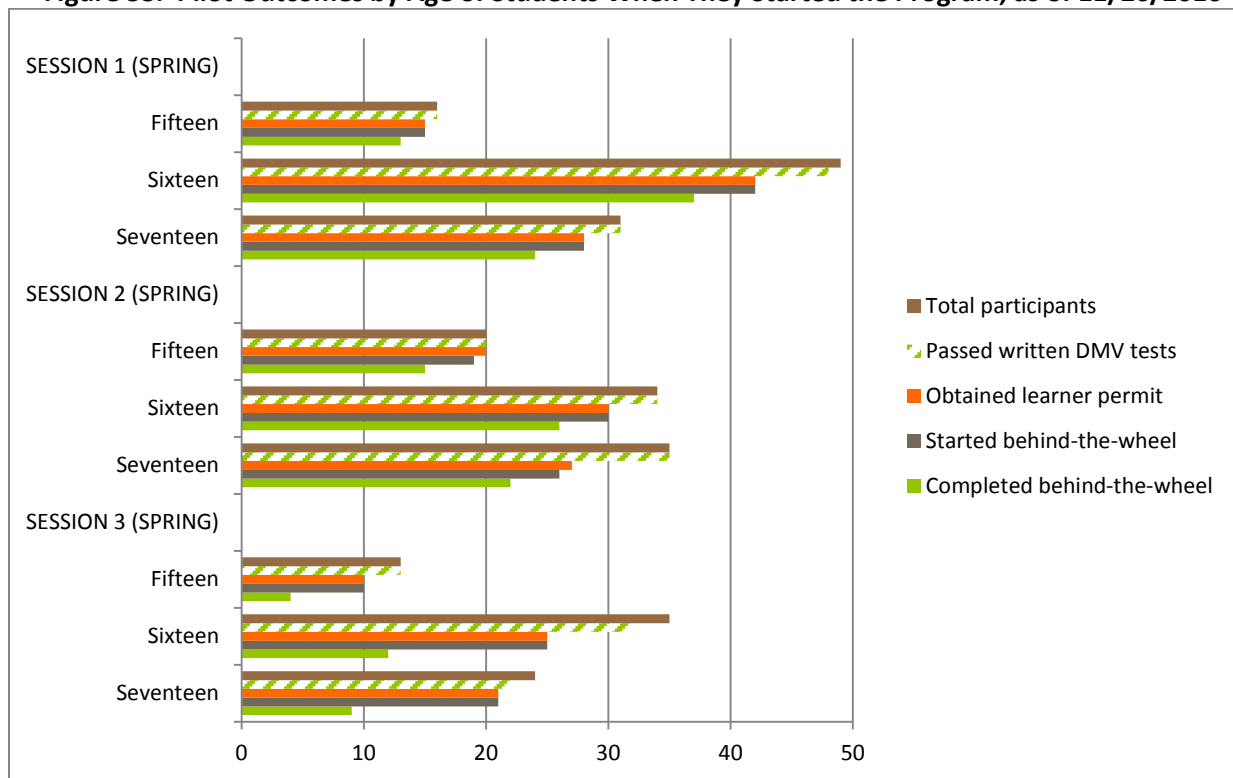
Table 9. Pilot Outcomes by Age of Participants When They Entered the Program, as of 11/26/2016

Age of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind- the-Wheel	Completed Behind- the-Wheel	Obtained Probationary License
SESSION 1 (SPRING 2016)						
Fifteen	16	16	15	15	13	5
Sixteen	49	48	42	42	37	11
Seventeen	31	31	28	28	24	6
SESSION 2 (SPRING 2016)						
Fifteen	20	20	20	19	15	1
Sixteen	34	34	30	30	26	3
Seventeen	35	35	27	26	22	1
SESSION 3 (SUMMER 2016)						
Fifteen	13	13	10	10	4	0
Sixteen	35	32	25	25	12	0
Seventeen	24	22	21	21	9	0

Age of Participants	Total Participants	Passed Written DMV Tests	Obtained Learner Permit	Started Behind- the-Wheel	Completed Behind- the-Wheel	Obtained Probationary License
SESSION 1 (SPRING 2016)						
Fifteen	100%	100%	94%	94%	81%	31%
Sixteen	100%	98%	86%	86%	76%	22%
Seventeen	100%	100%	90%	90%	77%	19%
SESSION 2 (SPRING 2016)						
Fifteen	100%	100%	100%	95%	75%	5%
Sixteen	100%	100%	88%	88%	76%	9%
Seventeen	100%	100%	77%	74%	63%	3%
SESSION 3 (SUMMER 2016)						
Fifteen	100%	100%	77%	77%	31%	0%
Sixteen	100%	91%	71%	71%	34%	0%
Seventeen	100%	92%	88%	88%	38%	0%

Note: Some seventeen-year-olds turned 18 during the program and are no longer required to take behind-the-wheel lessons before obtaining a probationary license.

Figure 33. Pilot Outcomes by Age of Students When They Started the Program, as of 11/26/2016



¹ Lois M. Quinn and John Pawasarat, **The DMV Class of 2016: Readiness of Milwaukee 18-Year-Olds for Employment, Citizenship and Adulthood** (University of Wisconsin-Milwaukee Employment and Training Institute, 2016), available online at http://dc.uwm.edu/eti_pubs/182/.

² Milwaukee Public Schools, **2016-17 Superintendent's Proposed Budget**, April 29, 2016, p. 2-27.

³ Milwaukee Public Schools, **Recreation Guide Fall 2016**, p. 1.

⁴ MPS, **2016-17 Superintendent's Proposed Budget**, p. 1-2.

⁵ Cited from the Milwaukee Public Schools website at <http://mps.milwaukee.k12.wi.us/en/District/Initiatives/8-big-Ideas.htm#>, accessed 12/11/2016.

⁶ Milwaukee Department of City Development, **Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee** (July 2014), p. 51.

⁷ See, for example, John Pawasarat, **Removing Transportation Barriers to Employment: The Impact of Driver's License Suspension Policies on Milwaukee County Teens** (UWM-ETI, 2000), available online at http://dc.uwm.edu/eti_pubs/129/.

⁸ Milwaukee Public Schools Department of Recreation and Community Services, "Universal Driver Education (UDE) Presentation to the Milwaukee Board of School Directors," December 10, 2015.

⁹ Areas covered in the classroom instruction include: responsibility; vehicle mechanical/control features; vehicle ownership responsibilities; environmental dynamics; pre-driving skills/maneuvers; city driving, freeway driving; rural driving; hazards of farm animals and machinery; hazards of railroad crossings; psychophysical aspects (alcohol, mood, health, etc.); organ and tissue donation; traffic citizenship and highway safety progress; traffic citizenship and highway safety progress; awareness of motorcycles, bicycles, and pedestrians; and the "Move Over

Law.” Wisconsin Department of Transportation, **Driver Training School & Instructor Guidelines** (Madison, WI: Division of Motor Vehicles, March 2016), p. 18.

¹⁰ Wisconsin Department of Transportation, **Motorists’ Handbook** (October 2016); DOT website at <http://wisconsindot.gov/Pages/dmv/teen-driver/yr-frst-lcns/permit.aspx>, accessed on 11/7/2016.

¹¹ Skills covered in the behind-the-wheel lessons include: introduction to the automobile, left and right turns, backing and Y-turns, parking, city driving, rural driving (including multiple lanes and freeways, if possible), hazards of farm animals and machinery, and hazards of railroad crossings. **Driver Training School & Instructor Guidelines**, p. 19.

¹² A UWM Employment and Training Institute review of state Department of Transportation records for 2008 through 2011 found over 4,800 teens ages of 16-18 (as of January 2012) with driver’s license suspensions issued against youth by the courts for failure to pay court fines and forfeitures, often for offenses unrelated to driving. Most of these teens lived in low-income neighborhoods and 90% did not have driver’s license when the “suspension” was issued. Pawasarat and Quinn, **Issues Related to Wisconsin “Failure to Pay Forfeitures” Driver’s License Suspensions** (UWM-ETI, 2014), available online at http://dc.uwm.edu/eti_pubs/4/.

¹³ University of Wisconsin-Milwaukee Employment and Training Institute, “Driver’s License Issues and Recommendations,” June 2015.

¹⁴ The Rufus King ranking is from U.S. News and World Reports based on the high percentage of students taking International Baccalaureate coursework. See <http://www.usnews.com/education/best-high-schools/wisconsin/districts/milwaukee-school-district/king-international-21733>, accessed 10/12/2016.

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