

Raising the standards of approved driving instructors (No.15)

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Executive summary

Introduction

1 Currently, in the UK, only Approved Driving Instructors (ADI) are permitted to charge for providing car driving instruction (with the exception of partially qualified, would-be ADIs who hold a Trainee Licence). The Driving Standards Agency (DSA) maintain a Register of ADIs. There were approximately 29,000 names on the Register in April 1999, with a further 10,000 or so people at various stages in the qualification process. In recent years approximately 2,500 new ADIs qualify each year, with some 4,000 leaving the Register in each of the past two years. The great majority of these leave of their own accord; around 500 are removed for failing to attend a periodical Check Test of their continued ability and fitness to give instruction or for unsatisfactory performance or conduct.

2 There are disproportionately large numbers of new and young drivers represented in the road casualty statistics and it can be argued that better driver training would reduce these numbers. It can also be claimed that to deliver better instruction, improvements are needed to the way in which car driving instructors are themselves trained and qualified.

3 It is not part of our brief to address public attitudes to learning to drive. But these attitudes apparently condition the views of many ADIs about their role and make it difficult for them to offer instruction which goes much beyond the basics. Although post-test training is available (e.g. Pass Plus) take up rates are low.

4 On the presumption that driver training will remain a private sector activity, the Register must be seen as a means of at least maintaining, and preferably raising, tuition standards, on a public interest argument. As a goal, the ADI Register and the procedures for entry to it should offer the public well trained and well motivated driving instructors who have a self-interest in raising their own standards. It is DSAs stated policy to raise standards, but market forces, at present, do not seem to reward the good ADI much more than the bad.

5 Our findings lead us to recommendations which will raise the entry standard and reduce the number of entrants, combined with more rigorous activity to identify and reward good ADIs and to remove poor ADIs. As a result numbers on the Register will decline.

6 It is probable that this will have the effect of raising the cost of a driving lesson. Whilst this may have some undesirable consequences, we take the general position that you get what you pay for. At present pupils do not pay much and if they are not careful in their choice of ADI will not receive much of value in return. In our view only if ADIs receive reasonable fees will it be possible to attract and retain good instructors and meet the overall goal of a system which provides better training for new drivers.

7 Our main report presents the analysis which has led us to these conclusions, and hence a set of recommendations for raising the standards of ADIs. The challenge faced by the project was to devise ways of lifting driving instruction to the status of a profession. This, we believe, will require a combination of short term measures which can be implemented broadly within the existing procedures, and longer term measures which may involve substantial changes to the system.

8 This summary presents the findings and recommendations from a review of the training and qualification of ADIs. The research on which it is based was carried out during 1998-99. It is based

on wide consultation within the driver training industry, surveys carried out by the research team, data provided by DSA and account has been taken of practice in other countries.

The learner-driver training industry

9 ADI recruitment is by word of mouth, advertisements by training organisations or via direct inquiry to DSA. Applicants require no qualification other than holding a clean driving licence for four of the past six years and two character references.

10 The qualification process comprises three stages: a theory exam; a driving test preceded by a simple eye test; and a test of instructional ability. These must be passed in sequence. Unlimited attempts are allowed at the theory test, but once this is passed a candidate has two years to qualify, and is limited to three attempts at each of the driving test and instructional ability test.

11 Once qualified, an ADI is registered for four years. Re-registration is required for each further four year period and normally an ADI is subject to at least one Check Test during this period. The Check Test is similar in principle to the test of instructional ability, however DSA have developed a grading system to describe the performance of ADIs in the Check Test. Grades range from 1 (the lowest) to 6 (the best); Only grades 4 and above are regarded as satisfactory. An ADI who does not achieve a satisfactory grade must undertake a further Check Test and if this also is unsatisfactory a third and final attempt is allowed. Three unsatisfactory Check Tests generally results in removal from the Register, but the numbers involved are very small (only 55 in 1998/99; less than 0.2% of the total Register).

12 A telephone survey of ADIs was carried out early in the project in October 1998. This was to establish some basic information about the nature of the industry which is not available from official statistics. A random selection of 2,000 ADIs was taken from the Register as the sample for the survey. The emphasis was on L-driver tuition, although it is recognised that a small proportion of ADIs do not teach learners. In the survey only 5% of those responding had not given a learner-driver lesson in the past week.

13 The main findings of the survey are:

- 75% of ADIs said driving instruction is their main employment.
- 84% of ADIs describe themselves as self-employed.
- Only 2% of ADIs employ other ADIs.
- 88% do not specialise in any sector of the L-driver market.
- The median hours spent teaching L-drivers during the last week was 21-25.
- When asked what they charge for a standard one hour lesson, 63% of ADIs responded £13-£15.99. The modal value was £14-£14.99.
- 57% of ADIs had 20 or less pupils at the time of survey. 36% had 15 or less.
- Some differences were found by ADI grade. The more important can be illustrated by comparing grade 4 and grade 6 ADIs:

	<i>grade 4</i>	<i>grade 6</i>
per cent not teaching	4	13.5
per cent female	16	9
per cent under 30 years old	67	0
per cent charging over £15 per hour	15	25

- 75% of ADIs have no other relevant qualification
- 93% were not currently (at the time of survey) undertaking further training
- 76% had not taken further training within the past 5 years
- 43% of ADIs are not members of a representative body or association.

14 On the basis of the survey the typical ADI can be described thus:

The typical ADI is working by himself, is middle aged, has no further qualification and has had no further training in the past five years.

But perhaps this lack of further training is not surprising. He teaches L-drivers for only 25 hours per week and charges between £14 and £15 for a standard lesson. Paying for such training would be difficult.

Issues to be covered

15 The research concentrated on a number of issues which were based on consultation within the industry, the views of the project steering group and the topics set out for study in the original terms of reference. The main issues and our recommendations are summarised below. Recommendations are numbered sequentially in the same order as in the main report, and printed in *italics*. Analysis and argument supporting the recommendations are set out in the full report.

16 There is no evidence to link an ADI's own driving ability to his/her tuition skills or the performance of pupils. The project Steering Group took the view that the current Part II driving test is of a sufficiently high standard and that project resources could be better devoted to research into other topics.

17 Whilst some of those consulted argued that the current simple eye test carried out by the DSA examiner (ability to read a number plate at a distance of 27.5m, compared with the L-test distance of 20.5m) is insufficient to ensure good eyesight, we know of no evidence to suggest that ADIs suffer from eyesight problems. As with the driving test, the Steering Group felt that this was not a high priority topic for the research.

Entry to the register

The Theory Test

18 The current Theory Test was designed in 1985, although it changed from pencil and paper to touch screen computer administration at the beginning of 2000. There are four papers available and the one to be used is selected randomly. The paper comprises 100 multiple choice questions, in four

blocks of 25. A minimum score of 80% (20 correct answers) is needed for each section, with an overall score of 85% needed to pass.

19 Pass rates vary widely between test centre, which may reflect the abilities of the candidates between areas. Of more concern is that the pass rate for one of the papers is significantly higher than for the others, suggesting that papers are not of equal difficulty.

20 An assessment of the proportion of correct answers question by question suggests that the majority of questions are easy (pass rate 70-89%) or very easy (pass rate 90%+). The fact that only a little under 50% of candidates pass the exam results from the very high pass mark threshold rather than the questions themselves being challenging.

21 It is generally argued that multiple choice questions should have at least four options, only one of which is correct. The ADI theory test only uses three options and there is currently no use of graphics. The questions do not cover all the aspects of being an ADI and they are only reviewed on an ad hoc basis.

22 It is alleged that candidates learn answers by rote, although unlike the Learner driver theory exam, the questions and answers are not published. We do not support the publication of questions to the ADI theory exam which, in our view, would run counter to the general aim of raising standards within the industry.

23 We regard the current Theory Test as not sufficiently challenging. We make the following recommendations about the Theory Test:

- 1. Include other relevant issues, such as business administration, in the Theory Test.*
- 2. Limit the number of attempts at the Theory Test to three.*
- 3. Include a third distract or in the multiple choice items (i.e. a total of four possible answers for each question) and allow multiple response questions.*
- 4. Include graphics (as per the computerised L-test) and investigate the inclusion of hazard perception testing.*
- 5. Set up a systematic review and development process to improve and extend the question bank.*

The Part III test of instructional ability

24 This test is based on role play, where the DSA examiner simulates a learner driver and the candidate is expected to provide appropriate instruction. The one hour exam contains two Phases: in the first the examiner simulates a beginner or partially trained learner; in the second a learner at about driving test standard. There are 10 Pre-Set Tests and these are selected randomly, although for candidates taking a second or third test attempts are made not to use a test which the candidate has previously taken.

25 A systematic marking schedule is used, based on achievement of core competencies, instructional technique and instructors characteristics. As the examiner is role playing the learner driver, he/she has to remember the candidates performance and then record this on the exam form after each Phase of the test. This is a challenging task for the examiner to carry out on a consistent basis.

26 As part of the research DSA co-operated by providing staff to carry out field trials using two examiners: one role playing the pupil in the normal way; the other sat in the back of the car

marking the test as it proceeded. Candidates involved in the trial received the result given by the role playing examiner as normal the purpose of trial was to examine the consistency of marking by comparing the marks given by the two examiners.

27 Of the 42 tests, there was only one disagreement about the overall outcome at the pass/fail level. However, of the 252 separate items marked, 28 (11%) resulted in disagreement at the pass/fail level, suggesting that consistency could be improved. Disagreement was higher (20%) for instructional techniques though pass/fail criteria do not apply to this assessment. It should be noted here that the examiner in the rear of the car did not always have a good view of the pupil and his/her performance, nor could he know what was in the role playing examiners mind, so some inconsistency would be expected. Thus current performance is acceptable at the critical pass/fail level, but reinforcing the way in which examiners are trained and monitored would provide greater consistency on individual items, thus providing reassurance to candidates and to DSA management.

28 One option for candidates with a Trainee Licence is to produce a certificate confirming that they have undertaken a minimum of 20 hours training from an ADI before taking the test. Some of these certificates appeared to be contrived.

29 The pass rate in the trial was 24%, compared with the national average of 29% for 1998/99. Most of the candidates had been Trainee Licence holders (see below) but this did not appear to influence the outcome of their test. Twenty five of the 42 candidates scored lower than grade 4 for their inability to demonstrate adequate instructional techniques.

30 We also analysed a sample of 299 Part III exam report forms. These record the grade awarded (from 1, the worst, to 6, the best) by the examiner for core competencies and instructional techniques. This revealed that grade 1 was never used, and that whilst there are a few grade 6 marks for individual topics, there are no overall grade 6 marks. Marks were concentrated on grade 3 (fail) and grade 4 (pass).

31 This analysis also revealed significant differences between some of the Pre-Set Tests. Of the ten, two were found to have higher grades (ie to be easier to pass) and one lower grades (more difficult). The easier tests were the only ones where the examiner simulates a beginner driver during the first Phase of the test.

32 As a result of the above analyses we make the following recommendations about the Part III exam.

6. DSA, in collaboration with ORDIT, should undertake to expand and improve present levels of scrutiny of training provision for Part III candidates. This should be directed towards improvement of existing standards of training, and ensuring that levels of delivery are consistent throughout the industry.

7. DSA should investigate the feasibility of requiring each Part III test candidate to hold a training record logbook. Such a logbook would be completed immediately after each session, and signed and dated by an approved trainer. The logbook should be made available for scrutiny by the examiner during the debriefing session immediately following the test. The logbook would replace the present system of certification of training.

8. As dual assessment of Part III candidates does not seem to offer any significant advantages, the existing system of examination by one SE(ADI) or trained examiner should be retained.

9. Higher levels of consistency and reliability in marking each topic during Part III testing are likely to follow from an enhanced and even more rigorous programme of monitoring

examiners. Whilst current levels of consistency are reasonable, improvements would be welcome and DSA should keep under review its top-up training and re-training programmes for examiners.

10. Results recorded on a sample of Pre-Set Test forms should be analysed and monitored by DSA in order to identify common areas of weakness in the performances of candidates during the Part III test.

11. DSA, in collaboration with ORDIT, should devise and implement strategies designed to improve the performance of Part III test candidates, based upon the results of this analysis.

12. DSA should reconsider the current content and standard required of the ten Pre-Set Tests and attempt to improve their consistency, if necessary by weighting the marking of the easier tests.

The Trainee Licence

33 At present, candidates who have passed Parts I and II and demonstrate that they have undertaken at least 40 hours of instructional training can apply for a Trainee Licence. This allows them to teach driving a car for reward for a period of six months and is intended to allow the Trainee to improve skills from contact with real pupils.

34 There was a strong view expressed during consultation that this system is unfair to the public who do not understand the difference between Trainees and ADIs, and who pay the same for what may be inadequate tuition from a Trainee. Many pressed for its abolition.

35 We have examined two sets of data to evaluate the performance of Trainees: the driving test results of learners presented for test; and the performance of candidates in the Part III examination of instructional ability.

36 Analysis of the L-test results of pupils presented by a random sample of 100 Trainees, grade 4, grade 5 and grade 6 ADIs shows significant differences between pupils pass rates. The mean pass rate for Trainees is 35%, compared with 46% for grade 4 ADIs and 51% for grade 6 ADIs. Whilst overall instructors achieve a higher pass rate with male candidates, this pattern did not emerge with trainees.

37 The British School of Motoring (BSM) kindly provided further data about the pass rates of pupils presented by all of their instructors, both Trainees and ADIs. In addition BSM were able to provide the date at which ADIs qualified, therefore it was possible to compare newly qualified ADIs with Trainees and more experienced ADIs. This showed that newly qualified ADIs had a pass rate 3.3% higher than Trainees, and that more experienced ADIs had a pass rate 7.8% higher than Trainees. This difference between Trainees and ADIs is less than in the random sample provided by DSA, but confirms the basic point that Trainees have lower pass rates than ADIs.

38 Analysis of a sample of 387 Part III exam forms, split roughly 50/50 between Trainees and other candidates, showed no difference in performance between the two groups. In other words being a Trainee does not improve instructional techniques, as assessed in the Part III exam. The small sample of candidates who were involved in the Part III exam trial also suggested that Trainees were no better equipped than other candidates. Weaknesses in the performance of these Part III candidates who were Trainee Licence holders suggests that many were not capable of providing a satisfactory level of instruction for real pupils.

39 Other aspects of the research have revealed that there is little public understanding of the difference between Trainees and ADIs and that in general there is no difference in the lesson price.

40 As a result of these analyses we make the following recommendations:

13. We recommend that the Trainee Licence be abolished and replaced with a Probationary Licence granted on passing Part III.

14. A Probationary Licence should be introduced for the first year of an ADIs career. New ADIs performance should be closely monitored. If they meet pre-set criteria then a full ADI certificate would be issued at the end of the first year. If they fail to meet the criteria, then either a further year of probation would apply, or if the shortfall is serious, the candidate would have to re-train and re-sit Part III.

15. Elsewhere we make recommendations for the introduction of new criteria to trigger a Check Test. The same types of criteria could apply to the conversion of the Probationary Licence into a full licence. DSA should give careful consideration to the criteria to be used and the threshold values to apply.

Training establishments

41 Currently there are no legal requirements governing the training of ADIs. There is wide concern in the industry that individuals/organisations with no qualifications or relevant skills offer training to would-be ADIs and that unrealistic claims are made about the potential rewards available, once qualified.

42 There are voluntary registers of trainers and training organisations, and in May 1999 the two major directories came together to create ORDIT (Official Register of Driver Instructor Training). ORDIT is comprised of DSA and the major recognised consultative bodies who represent ADIs. ORDIT seeks to establish and maintain standards of driving instructor training.

43 We believe that it is consistent with the goal of raising the standards of ADIs that a qualification process be introduced for those charging for training services to ADIs in the same way that ADIs themselves are subject to regulation and control in the public interest. We recommend the following.

16. ORDIT should make every effort to raise the profile of its directory of trainers, and to raise the standard of training offered by its members.

17. That legislation be introduced such that only trainers and establishments licensed and inspected by an appointed body be permitted to train ADIs for reward.

18. A single appointed body (ORDIT if it demonstrates its ability, or DSA) be responsible for licensing all ADI trainers and training establishments.

19. All approved trainers should be recorded in a single register by the appointed body.

20. All trainers to have nationally recognised trainer qualifications e.g. relevant N/SVQ units, as well as being occupationally competent.

21. The system for monitoring training establishments be strengthened, with greater emphasis being placed upon the assessment of trainers and the training being delivered, as well as on premises, vehicles and administrative systems. (This might necessitate specific training for assessors from the appointed body).

Raising the standards of those on the register

The Check Test

44 Legislation requires ADIs to undergo a test of continued ability and fitness to give instruction (the Check Test) at any time when required by the Registrar. No time intervals or specific reasons are defined, however practice has evolved such that all ADIs should be Check Tested at least once during the four year registration period.

45 The Check Test is similar in principle to the Part III exam, with the important difference that the ADI brings a pupil and carries out a lesson, which is observed from the rear of the car by the examiner. The pupil need not be a learner (although he/she normally is) and the ADI can volunteer for a role play Check Test (like Part III), although very few opt for this at present. Check Tests are arranged in advance so the ADI has every opportunity to prepare and demonstrate his/her skills to best advantage.

46 The Check Test provides the Registrar with a means of assessing the current ability of an ADI in order to maintain standards. Other criteria could be used for this and we have considered the possibility of alternatives to the Check Test.

47 There are a number of advantages of the Check Test. It is understood (even if disliked). It is identified by statute and provides a mechanism for removing unsatisfactory ADIs. DSA staff are trained to conduct Check Tests and it provides an opportunity to observe tuition directly which cannot be replicated in any other way. It also provides an opportunity for grading ADIs on a comparative basis and offers an opportunity for constructive feedback from examiner to ADI.

48 Disadvantages of the Check Test are not only that it is widely disliked, primarily because everything hangs on one observed lesson. It is costly to administer and from the examiners perspective it is possible for the ADI to manipulate the process by setting up a lesson which brings the system into disrepute. The system takes no account of other information which suggests that an ADI is performing well, notably pass rates and pupil errors on test, and grading on a single observed lesson may not fully take into account an ADIs abilities.

49 A grade is awarded at the Check Test. This determines the interval before the next Check Test with those who perform better having longer intervals. The system is criticised because judgements are made solely on the basis of a single observed lesson. Some ADIs claim that they have high pupil pass rates, but are given low or fail Check Test grades, or in the most extreme cases are removed from the Register for failing three Check Tests without other criteria being taken into account. A few allege victimisation by the examiner. However the number of ADIs removed for failing the third Check Test is very small (55 in 1998/99; less than 0.2% of those on the Register). As the ADI is given three attempts at the Check Test, and it is largely in his/her hands to prepare and control the lesson, we do not regard the system as unfair to ADIs.

50 A small number of ADIs claim that personality clashes between the ADI and the examiner result in failure. The normal practice is for the same examiner to conduct the first and second Check Tests; concerns over such bias could be reduced if the ADI were able to request a different examiner for the second test (the third test is always conducted by a different person). Against this is the fact that this would undermine the principle of the Check Test being educational and being part of the support system for ADIs rather than a punitive measure. Also there would be some additional costs to DSA from using a second examiner in this way.

51 We turn later to criteria to trigger a Check Test and the use of grades, particularly in relation to incentives which encourage participation in CPD. One consequence might be to generate demand

from ADIs requesting a Check Test, in order to improve their grade. In principle we support this. ADIs should be encouraged to improve their performance, provided it is clearly understood that a poor performance in a Check Test requested by an ADI would have the same force as if the Test were required by the Registrar, and that the ADI meets the additional cost.

52 We make the following recommendations about the Check Test.

22. We recommend that the Check Test be retained.

23. The second Check Test should be carried out by a different examiner, if this is requested by the ADI for valid cause.

24. The third and final Check Test after two prior failures should be a role-play test conducted by an Assistant Chief Driving Examiner or an Area Operations Manager. This mirrors the Part III entry examination and, in effect, offers the ADI an opportunity to requalify.

25. Examiners reports to ADIs on the outcome of a Check Test should include training and CPD topic recommendations.

26. Access to computerised records of examiners performance provides an opportunity for improvements in identifying inconsistencies or irregularities on the part of individual SE(ADI). DSA should continue to monitor records to identify where and how improvements might be made. Geographical variations in Check Test pass/fail rates might also be investigated.

27. Systematic analysis of errors recorded on a significant sample of exam forms following Check Tests might help to identify common weaknesses and point the way towards further training needs for ADIs. DSA should carry out such analyses as a matter of course.

28. The results of such an analysis will also indicate where examiners might benefit from further training in the pursuit of higher levels of consistency in assessing individual candidates. DSA should include this as part of the analyses.

29. A system involving the completion of a training and development logbook for SE(ADI)s should be introduced. This will include records of training, briefing, supervision by DSA senior staff, and other activities of a developmental nature designed to improve SE(ADI) performance.

30. The effects of the recent introduction of the system of core competencies on Check Test results should be the subject of a detailed study to establish whether this has had an impact on the grades awarded and the consistency of marking.

31. DSA should view sympathetically requests for Check Tests from ADIs, and should explore means of implementing a procedure to respond to such requests.

Criteria to trigger a Check Test

53 We are of the general view that the Check Test system should be used in a more focussed way to support ADIs and to help them to raise their standards. This could be achieved by making greater use of the newly available data describing the performance of pupils presented by ADIs to identify their strengths and weaknesses. One aim should be to encourage the take up of Continuing Professional Development (CPD) by ADIs.

54 We have examined a number of potential criteria which could be used to trigger a Check Test and these are discussed in the main report. We recommend the following.

32. *A minimum number of pupils should be presented within a defined most recent time period for the L-test by the ADI, or a Check Test will be required. The DSA should therefore continually monitor the number of pupils presented by each ADI.*

33. *A minimum pass rate over a standard number of pupils most recently presented for the L-test should be maintained, or a Check Test will be required. The DSA should therefore continually monitor this pass rate for each ADI.*

34. *A minimum period should be allowed to elapse after a successful Check Test, before the next Check Test is required if it is triggered by one of the above criteria.*

35. *A maximum time period after a successful Check Test should not be exceeded before a further Check Test is required. This period could be extended if the ADI can show proof of suitable CPD.*

36. *Further research should be completed to investigate the possibility of using the results of pupil fault analysis as a resource when conducting Check Tests or for deciding whether a Check Test is required. This type of data could also be used to suggest particular subjects or topics that should be studied by the ADI as part of CPD.*

37. *Once a new regime has been implemented and the resource implications are clear, then a move to charging per Check Test, or for each Check Test above one Test every four years included in the basic registration fee, should be undertaken.*

The grading system

55 The system of awarding grades on the scale 1-6 as the result of Check Test performance has no statutory basis. It is a system which has evolved over time. It is not widely understood outside the industry. It is criticised because it is based on a single lesson.

56 There are two main advantages of a grading system that successfully discriminates between ADIs. It offers the public a means of choice that takes account of quality as well as price. It also offers DSA a means of targeting resources at those ADIs most in need of support.

57 We take the view that, in order to raise standards in the industry, it is necessary to maintain a mechanism for identifying good ADIs and which offers incentives to others to improve themselves. Examples abound of performance scores which are used to grade staff within large organisations and it is standard practice to grade examination performance and to publish the results. We support the principle of grading ADIs and publishing the results.

58 In general terms we favour the use of a group of indicators to determine an ADIs grade, not just a Check Test result. It should take account of other aspects of an ADIs professional performance, notably successful completion of relevant CPD, and the performance of pupils.

59 We recommend the following.

38. *A grading system should be retained and that grades should be published.*

39. *The labelling of grades should be revised to present a more intuitively correct ranking of what is the best grade.*

40. *Detailed investigation into the system of grading should be embarked upon, with the intention of introducing other criteria besides Check Test performance into the selection of a grade. This should identify ways in which the award of grades (or of some other way of signifying achievement) might be related systematically to the professional development needs of individual ADIs. Consideration will be given to ways in which the system of*

grading might provide incentives for ADIs to improve their performance and positively seek higher grades through participation in CPD.

41. A thorough investigation should be launched into the particular training, testing and CPD needs of driving instructors (ADI) who are wholly engaged in instruction other than with L drivers. The purposes of the investigation will be to make recommendations about the training, testing and CPD requirements for this group of instructors, together with suggestions for appropriate titles that will distinguish them from conventional L driver ADIs.

Continuing professional development

60 Our survey of ADIs revealed that 75% of ADIs have no other relevant qualification; 76% had undertaken no further training within the past five years a period which includes the introduction of the theory test for learner drivers, changes to the practical driving test and the introduction of the core competencies system for Check Tests. Most professions now have introduced CPD recommendations or requirements for their members and the ADI industry is falling behind in this respect.

61 As part of the research a postal survey was carried out, using the DESPATCH magazine mailing to distribute the questionnaire. Almost 3,000 questionnaires were returned. There was considerable support for CPD, with 94% supporting the principle and 86% judging that it would raise professional standards. Both DSA and ADI associations received over 60% support as potential providers of CPD.

62 To assist in the assessment of CPD a trial course was presented, organised jointly by DSA and ORDIT. Fifty delegates, from all over the country, attended the two half day courses at Cardington, which cost £80 for the full day. The responses of those who attended were broadly favourable.

63 Both the survey and the trial course suggest strong support for CPD within the industry, but much more needs to be done before it can be fully integrated into the system for training and assessing ADIs.

42. We recommend a study to investigate the feasibility of setting up a CPD system for ADIs. Specifically this should examine the following issues:

- *Benefits to ADIs of a national CPD system*
- *Voluntary and/or compulsory*
- *Method(s) of introducing a CPD system (including detailed comparison with other industries/professions)*
- *Organisation and administration of a CPD system*
- *Record keeping*
- *Accrediting CPD*
- *Accreditation of prior learning (APL) (including the role of potential CPD activities currently available)*
- *Additional ADI qualifications (possibly linked to a comprehensive driving instructor register)*
- *The role of trainers and training establishments*
- *Cost issues*

- *Time-scale for the implementation of a CPD system*

Other issues

Data requirements

64 DSA maintain data about ADIs and applicants to the Register with a combination of paper and computerised records. The system is acknowledged to be out of date and limited in scope. It proved unable to provide items of data which would have been useful for the research and which could provide management information for DSA.

65 There are concerns about the validity of linking pupils fault records (at the driving test) to individual ADIs. Assuming that the accuracy of the data can be assured, there remains the concern that a pupils performance does not necessarily stem from the tuition provided by the ADI in whose car the pupil sits the test. Some pupils use more than one ADI. Some ADIs (particularly in large schools, it is alleged) may only provide the vehicle for test without having been involved in training the pupil. Some pupils may take a test against the ADIs advice, but the ADI allows the car to be used on order not to lose income or the pupil. Clearly there are potential difficulties here, but there are no data to describe the extent of the problem. DSA should initiate data gathering to address these concerns, with a view to an acceptable means of linking pupil performance to ADIs.

43. We recommend that DSA initiate data collection to determine the numbers of cases where pupils presented for test did not receive substantial tuition from the ADI whose car is used for test. The aim should be to ensure validity in linking pupils performance at test to individual ADIs.

44. We recommend that the ADI database be upgraded to provide more comprehensive management information, linked to the fault analysis system for driving test results.

A more comprehensive register

66 At present the only compulsory registration for driving instructors is that of ADI, for motorcar tuition. Voluntary registers exist for instructors providing tuition for some other categories of vehicle. A comprehensive register would increase public confidence and raise the professional image of the whole driving instruction industry. A more comprehensive system would allow opportunities for adding specialist qualifications, such as teaching disabled drivers, and could link to alternative grading systems where the higher grade instructors offer a wider range of tuition.

67 We recommend that:

45. Voluntary registers be set up for driving instructors of all relevant classes of vehicle, with a view to the establishment as soon as practicable of a single comprehensive register. This register would be administered by DSA as a statutory duty, thus legislation will be required.

46. The numbers of categories of driving instructor should be carefully reviewed, in parallel with our recommendations regarding the grading system.

Publicity and information

68 Whilst we make several recommendations which require legislation, some benefits may be obtained in advance by better publicity and information.

69 Learner drivers should be better informed of the distinction between Trainees and ADIs, and their relative performance. Learners should be encouraged to shop around to find a good ADI and to ask their status and grade.

70 ORDIT should offer advice and information to potential ADIs about the costs involved and the risks of embarking on the training programme. More should be made of the importance of choosing a properly qualified trainer and training organisation.

Topics for further research and development

71 As with all research our full report raises many questions. A substantial list of topics which the authors believe should be pursued is given in the main report.

Part A

Introduction

Chapter 1

Background to the project

1.1. Context

1.1.1. There are a disproportionate number of new and young drivers represented in the road casualty statistics. In 1998 seven per cent of driving licences were held by drivers aged 17 to 21, yet drivers of this age were involved in 13 per cent of injury accidents. It can be argued that better driver training would reduce these numbers, and that to deliver better training, improvements are needed to the way in which driving instructors are themselves trained and qualified.

1.1.2. The research reported here does not test these arguments, it assumes they are valid. The research was restricted to a review of the current regime for training and qualification of those who teach car drivers, formally titled Driving Standards Agency Approved Driving Instructor (Car) but referred to throughout this report as ADI, and recommendations aimed at improving the standard of ADIs. Other instructors who teach driving other vehicles (including motorcycles) are excluded.

1.1.3. Only ADIs are allowed to charge a fee for providing car driving instruction (with the exception of holders of a Trainee Licence for partially qualified, would-be ADIs). In contrast, there are no constraints on who can train ADIs. Many of those consulted during our research claim that would-be ADIs are often exploited by unscrupulous trainers; they give a false picture of the potential income and recruit people who stand little chance of qualifying. This is partly borne out by the substantial numbers of people in the process of qualification, the high failure rates, and the high turnover of ADIs.

1.1.4. There is a Register of Approved Driving Instructors, maintained by the Driving Standards Agency (DSA), with approximately 29,000 registered ADIs in April 1999.

1.1.5. We have consulted widely during the research, with organisations that collectively represent ADIs and with individual instructors. There is a broad body of opinion that there are too many ADIs to serve the potential demand for instruction. Charges (for a driving lesson) are very low, and it is difficult for an ADI to make a reasonable living if teaching learner drivers is the sole source of income¹. It is claimed that the majority of learner drivers are concerned primarily with the cost of the lesson rather than its quality, and that market forces do not offer any incentive to ADIs to raise their standards.

1.1.6. An important factor here is the structure of the driver training profession. As we describe later in the report, the great majority of ADIs are self-employed, working as a one-man band. The typical ADI has little opportunity for comparing his or her performance with peers, and to invest in further training carries the double penalty of the cost of the training and the income foregone whilst attending a course. Under these circumstances it is hardly surprising that we found that 75% of ADIs had not undertaken any further training in the past five years, despite this five year period covering the introduction of the Theory Test for learner drivers, substantial changes to the practical driving test and changes to the criteria used by DSA in assessing an ADI's performance in the periodic Check Tests.

1.1.7. At root, the problem is one of status. Despite, or perhaps because of, the dominance of the car as a means of transport, driving instruction is not seen as high status, or as a profession. Even though the accident frequency of drivers within the first year of passing their driving test is much higher than that of more experienced drivers the process of learning to drive does not seem to be regarded as about self-preservation or even risk management, but rather as licence acquisition.

1.1.8. It is not part of our brief to address public attitudes to learning to drive. But these attitudes apparently condition the views of many ADIs about their role and make it difficult for them to offer instruction that goes much beyond the basics. Although post-test training is available (e.g. Pass Plus) take up rates are low.

1.1.9. The Register must be seen as a means of at least maintaining, and preferably raising, tuition standards, on a public interest argument. As a goal, the ADI Register and the procedures for entry to it should offer the public well trained and well motivated driving instructors who have a self-interest in raising their own standards. It is DSAs stated policy to raise standards, but market forces, at present, do not seem to reward the good ADI more than the bad.

1.1.10. Broadly, our findings lead us to recommendations that will raise the entry standard and reduce the number of new entrants, combined with more rigorous activity to identify and reward good ADIs and to remove the bad. As a result numbers of ADIs will decline.

1.1.11. It is probable that this will have the effect of raising the cost of a driving lesson. Whilst this may have some undesirable consequences, we take the general position that you get what you pay for. At present pupils do not pay much and if they are not careful in their choice of ADI will not receive much of value in return. In our view only if ADIs receive reasonable fees will it be possible to attract and retain good instructors and meet the overall goal of a system that provides better training for new drivers.

1.1.12. Our report presents the analysis which has led us to these conclusions, and hence a set of recommendations for raising the standards of ADIs. The major challenge faced by the project was to devise ways of lifting driving instruction to the status of a profession. This will require a combination of short term measures which can be implemented broadly within the existing legislature procedures, and longer term measures which may involve substantial changes to the system. These measures are set out in this final report on our project.

1 Typically an ADI teaches L-drivers for 25 hours per week for a fee of £15. This gives a gross income of £375 per week, which has to cover the costs of providing the car as well as the instructors income.

Chapter 2

The learner-driver training industry

2.1. How to become an ADI

2.1.1. ADI recruitment is via word of mouth, newspaper advertisements inserted by training organisations, or from a direct enquiry to DSA. Applicants are required to have held a clean driving licence for four of the previous six years and also provide two character references. From 2001 Criminal Records Bureau data will also be used to vet applicants.

2.1.2. All prospective ADIs complete an application form that is then forwarded to DSA who check with the Driver Vehicle Licensing Agency (DVLA) to verify the applicant has a clean licence. Candidates attending for their ADI Part I Theory Test are asked to produce their signed licence and proof of identity. This arrangement has also been extended to the basic signature check used previously.

2.1.3. Prospective ADIs commence the examination process by taking the theory examination, paying a fee of £50.00. There is no restriction on the number of times an applicant can take this 1.5 hour examination, which comprises 100 multiple choice questions divided into four modules of 25 questions each: road procedure; traffic signs/signals; the Driving Test; and publications and instructional techniques. The pass mark is a minimum of 80% in each module and an overall mark of at least 85%.

2.1.4. When candidates are informed they have passed, the notification doubles as an application form for the practical driving test (Part II). The prospective ADI then has 2 years to become a registered ADI, or he/she will have to start the qualification process again.

2.1.5. Prospective ADIs who have passed the theory exam pay a £62 fee to take the Eyesight Test (read a number-plate at 27.5m), and provided they pass, undertake Part II the practical driving test. To pass the one-hour driving test, the maximum number of errors allowed is 6 driving faults, and up to 3 attempts at this test are permitted. A candidate who fails 3 times must wait for 2 years from the date of passing the written exam before again commencing the qualifying process.

2.1.6. On passing Part II, and having received a minimum of 40 hours of tuition in instructional techniques, a candidate linked to a driving school can apply for a 6 month Trainee Licence. This permits the potential Driving Instructor (PDI) to gain some practical experience training L pupils for reward, provided he/she is supervised by a fully qualified ADI for 20% of the time.

2.1.7. The final stage of the examination process for entry to the ADI Register is Part III the one-hour instructional test, the fee for which is £62. As with Part II, only three attempts are permitted. The Part III instructional test is based on role-play, in which the examiner drives the vehicle as if he/she were an unqualified driver.

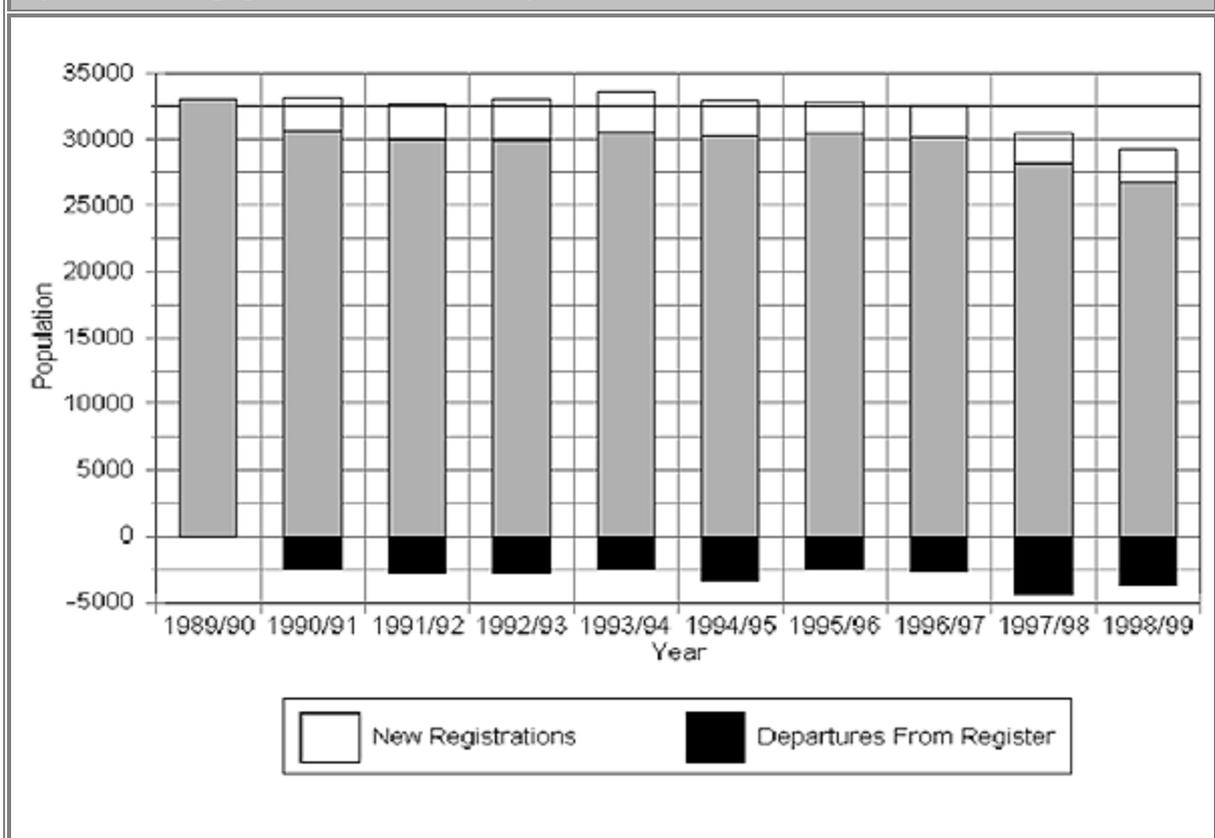
2.1.8. On passing Part III the PDI applies to enter the ADI register at a cost of £200.00 for 4 years. Re-registration is needed every four years. No further examinations are needed, provided that the ADI maintains an adequate standard in periodic Check Tests of his/her ability to instruct. The first Check Test is mainly educational and usually carried out within the first 6 months of entry to the register. Depending on the new ADIs performance, it may result in a grade being given, or the grade may not be awarded until the next Check Test. The Check Test system and the grading used are discussed later in this report.

2.2. Recent trends in the numbers of ADIs

2.2.1. At the end of financial year 1998/99, there were 29,185 ADIs on the Register. During they year there had been 2,478 new entrants and 3,787 departures from the Register.

2.2.2. Figure 2.1 illustrates the trend in the number of ADIs over the past 10 years. It can be seen that the number of ADIs was steady at around 33,000 for most of this period, with some 2,500 joining and leaving the Register each year. However, since 1997/98 there have been more leaving the Register than joining, with a reduction of over 2,500 ADIs in the past two years.

Figure 2.1: The population of the ADI register since 1990



2.2.3. In the region of 8,000 initial applications are likely to be received by DSA in an average year. The numbers taking the exams and achieving their ADI qualification cannot be directly related to the initial applications as no records are kept of multiple attempts. Data presented in the DSA Business Plan for 1999/2000 show that there are expected to be 11,000 attempts at the written exam in the coming year. The annual number of attempts at each of the ADI qualifying exams in 1998/99 were estimated by DSA to be:

- Written Exam: 11,271.
- Practical Driving Test: 6,944.
- Instructional Test: 5,392.

2.2.4. ADIs have to renew their registration every 4 years, resulting in approximately 5,600 renewals in 1998/99.

2.3. The structure of the industry

2.3.1. When considering possible improvements to the system of driver instructor training, it is important to determine the structure of the industry. However, there is little available information concerning the extent of hours worked, the numbers who are one-man bands, typical numbers of pupils, and so on. To address this lack of information, a telephone survey of 2001 ADIs was carried out in October 1998 by Social Research Associates (SRA) on behalf of Ross Silcock Limited. The ADIs were randomly selected from the approximately 30,000 ADIs included in the Register.

2.3.2. Given that the origins of the project are in the concern over the tuition given to L-drivers, the emphasis of the survey was on tuition given to learners. It is recognised that some ADIs do not teach learners, concentrating on fleet instruction or training other ADIs. However this is very much a minority; only 5% of those responding to the survey had not given a learner-driver lesson within the last week (since the telephone interview).

2.3.3. Instructors were selected at random from a base list of ADIs provided by the DSA. Of the 2001 who took part in the survey, 325 (16.3%) were no longer working as ADIs, which left a sample of 1672 ADIs who completed the survey, although some respondents chose not to answer all questions, especially those relating to charges and ADI grade.

2.3.4. In summary, the main findings of the survey are:

- 75% of ADIs said driving instruction is their main employment.
- 84% of ADIs describe themselves as self-employed.
- Only 2% of ADIs employ other ADIs.
- 88% do not specialise in any particular sector of the L-driver market.
- The median band of hours spent teaching L-drivers during the last week was 21-25.
- When asked what they charge for a standard one-hour lesson, 63% of ADIs responded £13 £15.99. The modal value was £14 £14.99.
- 57% of ADIs had 20 or less pupils at the time of survey. 36% had 15 or less.
- Some differences were found by ADI grade. The more important can be illustrated by comparing grade 4 and grade 6 ADIs:

	<i>grade 4</i>	<i>grade 6</i>
per cent not teaching	4	13.5
per cent female	16	9
per cent under 30 years old	67	0
per cent charging over £15 per hour	15	25

- 75% of ADIs have no other relevant qualification.
- 93% were not currently (at the time of survey) undertaking further training.
- 76% had not taken further training within the past 5 years.
- 43% of ADIs are not members of a representative body or association.

2.3.5. On the basis of the survey the typical ADI can be described thus:

*The typical ADI is working by **himself**, is middle aged, has no further qualification and has had no further training in the past five years.*

2.3.6. But perhaps this lack of further training is not surprising. He teaches L-drivers for only 25 hours per week and charges between £14 and £15 for a standard lesson. Paying for such training would be difficult.

Chapter 3

Areas of emphasis

3.1. Objectives of the research

3.1.1. Ross Silcock Limited, in association with the British Institute of Traffic Education Research (BITER), were appointed by the Department of the Environment, Transport and the Regions (DETR) in February 1998 to carry out the review reported here.

3.1.2. Set within the DETRs goal of improving road safety, its aim was to identify how the quality and expertise of ADIs could be raised. It was assumed that driver training could be improved through raising the standards of ADIs, and that this would ultimately lead to improved road safety amongst newly qualified drivers.

3.1.3. The specific objectives which initially were set for the project can be summarised as:

- a) to assess the suitability of the ADI entrance exam as a test of an instructors ability to teach learners to drive in today's conditions;
- b) to consider whether changes are required to the entrance exam in the light of the introduction of the Theory Test and knowledge gained from the research;
- c) to review the marking system used by examiners of ADIs and consider possible alternatives for specific parts of the entrance exam;
- d) to consider the content of the entrance exam in relation to causes of novice driver accidents and principal reasons for failure of the L-test;
- e) to review the training currently undertaken by ADIs and develop new training methods where appropriate and make recommendations for their implementation;
- f) to review the Check Test system and make recommendations for improvement.

3.2. Consultation

3.2.1. Consultation has taken place throughout the study in a number of ways, both through representative bodies, and by contact with individuals.

3.2.2. DSA were represented on the project Steering Group, which met quarterly throughout the project. This facilitated the provision of data and factual information, which was essential to the progress of the research.

3.2.3. Regular six-monthly presentations of progress have been made at the Advisory Group on Driver Testing and Training (AGDTT) which the DETR has established to allow representatives of the industry and others to contribute to relevant on-going research, on a confidential basis.

3.2.4. Members of the research team have had periodic meetings with officers of the main representative bodies on a one-to-one basis. In the early stages of the project this provided us with an industry view of problems and priorities; in the latter stages it allowed us to hear views on potential improvements. In the latter stages of the study members of the team made presentations at a number of conferences organised by DSA and the representative bodies for their members.

3.2.5. We have also had many individual contacts from ADIs throughout the project. It is in the nature of such contacts that they are generally initiated by dissatisfaction. Mostly this

dissatisfaction was of DSA, or the system, particularly by those who felt unfairly treated. However it should be noted that not all individual contacts were critical, and we received a number of calls from individual ADIs who went out of their way to distance themselves from the views of the so-called representative bodies and expressed constructive opinions of their own.

3.3. Issues for detailed study

3.3.1. Following an initial review and the consultation summarised above, it was agreed with the project Steering Group that the research should concentrate its resources on a limited number of priority topics. These are discussed in turn below.

3.3.2. Determining the Structure of the profession was to be addressed by way of the survey, which has been summarised in Chapter 2.

3.3.3. The development and use of an L-driver logbook was to be subject to a trial. As this is a free-standing topic it is dealt with in a separate report.

3.3.4. The definition of a Good ADI was seen as important and is dealt with in Chapter 4.

3.3.5. The review of Entry to the profession would concentrate on the Theory Test (Chapter 5) and The Test of Instructional Ability Part III (Chapter 7). Whilst most agree that the driving ability of an ADI is important, few argue that an even higher standard than currently sought in the ADI driving test (Part II) is necessary. As a result it was decided not to pursue the Part II driving test further in the project.

3.3.6. It was also generally agreed that there was little to support a case for an examination of the eyesight requirements. There are very few crashes involving L-drivers and no evidence that ADIs eyesight at the standard currently sought should cause concern.

3.3.7. The Check Test was seen as an important issue for study. Various aspects are discussed in Chapters 10 and 11.

3.3.8. Whether a case exists for abolition of the Trainee Licence was also seen as a priority for study. This is dealt with in Chapter 8.

3.3.9. Continuing Professional Development (CPD) is discussed in Chapter 13.

3.3.10. During the project some consultees had expressed dissatisfaction with the appeals procedure. However it was agreed with the project Steering Group that this was too far removed from the objectives of the study to be included within the research brief.

Chapter 4

What makes a good ADI?

4.1. Introduction

4.1.1. The research team believes that the following section contains a broad consensus on the definition of a good ADI. With respect to the broad aim of raising the quality and expertise of ADIs, it offers a basis against which the performance of an ADI can be judged. This will apply both at initial entry into the profession and during the course of an ADIs career.

4.1.2. Second and more specifically, any improvements to the entry procedures should be judged against their ability to deliver a good ADI. Any improvements to the Check Test process should be judged against their ability at least to maintain the initial standard, and preferably to improve it.

4.1.3. Views on what makes a good ADI are likely to vary depending on groups and individuals from which opinions are sought. Those with a particular interest in a good ADI will include:

- The customers/clients i.e. L-drivers and others seeking paid instruction. This often includes parents (since many L-drivers are in the 17-18 age group and still financially dependent on parents). Also, other sponsoring bodies (e.g. through driver improvement programmes).
- ADIs, their Associations and schools of motoring;
- DSA SEs and HQ staff (the monitors);
- Road Safety professionals; and
- Government Policy makers.

4.1.4. Frequent reference was made during consultation to date of adherence to a professional Code of Practice, which encompasses elements of all three topics. Another recent initiative is the production of a draft NVQ Driving Instructor Qualification. This includes ADI candidate criteria and competence based skills. Various manuals on driving instruction have also been consulted.

4.2. Qualities which ADIs should exhibit

4.2.1. Personal

A good ADI should:

- 1) be patient, inspire confidence, and be tolerant of the mistakes of clients;
- 2) be an effective communicator, capable of adapting to different methods of communication according to the needs of individual clients;
- 3) be aware of the importance of feedback from clients in sustaining and improving levels of delivery;
- 4) be positive, good natured and sympathetic in relations with others, especially with regard to working with others;
- 5) show a proper concern for the safety and well-being of self, clients, passengers and other road users; and

6) be willing to continually re-assess their needs in relation to present practice and future development and training.

4.2.2. Professional

A good ADI should:

7) have a good working knowledge of the range of teaching/learning and communications skills that might enhance the process of driver instruction and have the confidence to apply these as required;

8) be able to teach individual clients effectively and help them to apply the knowledge and skills gained;

9) give prime importance to the needs and expectations of the client, and achieve an understanding and sympathy for individuals learning problems;

10) be able to adapt teaching style and content to the needs of clients at all stages in their driving career (e.g. pass plus; driver improvement schemes);

11) be able to negotiate with clients the content of their individual programmes, monitor and assess their progress and review their progress on a regular basis;

12) teach learner drivers to understand the full syllabus for learning to drive beyond the basic level of car control skills, so that they understand what they should be doing, why they should do it, and what effect their actions might have on other road users; and

13) ensure that every effort is made to achieve success in the driving test for clients at the learner stage, and instil safe driving habits for life.

4.3. Knowledge & skills required

A good ADI should:

14) be well aware of the major causes of road accidents and of strategies for avoiding these;

15) be in possession of a thorough understanding of the rules and procedures outlined in The Highway Code and The Driving Manual and to be able to put these principles into practice by setting a good personal example when driving;

16) be able to provide theory training in both classroom and vehicle;

17) be a good driver and maintain a high standard of driving;

18) be skilled in facilitating learning through demonstration and instruction of driving skills and methods to individuals;

19) be skilled in managing the performance, progress and assessment of a client according to a progressive system for mastering traffic and road conditions;

20) be skilled in identifying options for training and development of individual clients of all levels of experience, and to design programmes to satisfy these;

21) be able to adapt learning programmes and methods to meet the special requirements of individual clients;

22) be skilled in agreeing and delivering plans for assessments of candidate performance, carrying out assessments, and providing good quality feedback from these; and

23) recognise that many learner drivers undertake private practice and be able to offer good sound advice and appropriate guidance in this matter to both client and supervising driver.

4.4. Business competence

A good ADI should:

24) abide by the DSA Code of Practice;

25) provide a value for money service to customers;

26) be able to explain and agree products and services to be delivered to the client, and to organise own work pattern in relation to the needs of the client and those of the business;

27) be aware of the need to maintain accurate records of a clients progress through a learning programme, and to ensure that details of progress are communicated and discussed on a regular basis;

28) be aware of the need to make changes or adaptations in the content and style of the delivery of client programmes in the light of changes in the law or good practice in driver instruction;

29) be familiar with Health and Safety requirements relating to the maintenance of a healthy and safe working environment;

30) always maintain tuition vehicles to a high level of roadworthiness, and fulfil all legal requirements applying to instructor/client relationships and documentation;

31) keep up to date and accurate administrative and financial records according to best practice standards, and as required by Government Departments;

32) keep accurate records of pupils presented for test and an accurate analysis of their performance;

33) be familiar with opportunities for further business development or modifications/additions to existing business practice according to changing standards in the profession; and

34) be aware of existing and potential opportunities for further professional development and business expansion.

Part B

Entry to the Register

Chapter 5

The Theory Test

5.1. Background

5.1.1. The first stage of the entry process to qualify as an ADI is a written examination the Theory Test. The current Theory Test was designed in 1985. This version introduced multiple-choice items in place of the previous test that included true/false items and an essay paper. One of the reasons for a change to multiple choice was to enable the test to be easily updated following changes in regulations. The resulting Theory Test was a pencil and paper, multiple-choice test and, apart from some changes to questions and administration by touch screen computer, it is still in use.

5.1.2. There are four papers available. The paper is selected at random for a particular sitting of the examination. Each paper is comprised of 100 questions and lasts for 1.5 hours. The subjects are grouped into four bands, with 25 questions in each band:

- road procedure;
- traffic signs/signals;
- the driving test; and
- publications and instructional techniques.

5.1.3. The pass mark is a minimum of 80% in each band, and an overall score of 85%. It is possible to obtain the overall score of 85% and still fail because the score in one of the bands is less than the required 80%.

5.1.4. Average annual numbers of applications to be an ADI are estimated by DSA to be in the region of 8,000. Their Business Plan for 1999/2000 shows that there are expected to be 11, 000 attempts at the written examination in that period. The fee for undertaking the examination is currently £50. There is no restriction on the number of times an applicant can take the exam.

5.1.5. Prior to computerisation of the exam on 4th January 2000, the Theory Test could only be taken at designated centres, of which there were around 15, at limited times. It is now possible to offer the test on demand at the same centres as the L-theory test (i.e. at 145 permanent centres and 15 occasional).

5.1.6. In consultation with various bodies earlier in the project, it was found that prevalent attitudes to the written test included:

- it is generally considered to be of an acceptable standard although a maximum number of attempts was suggested two or three was preferred;
- computerisation was favoured provided it did not result in a large increase in fees;
- computerisation would make it easier to update the question bank and would allow hazard awareness and risk perception issues to be included;

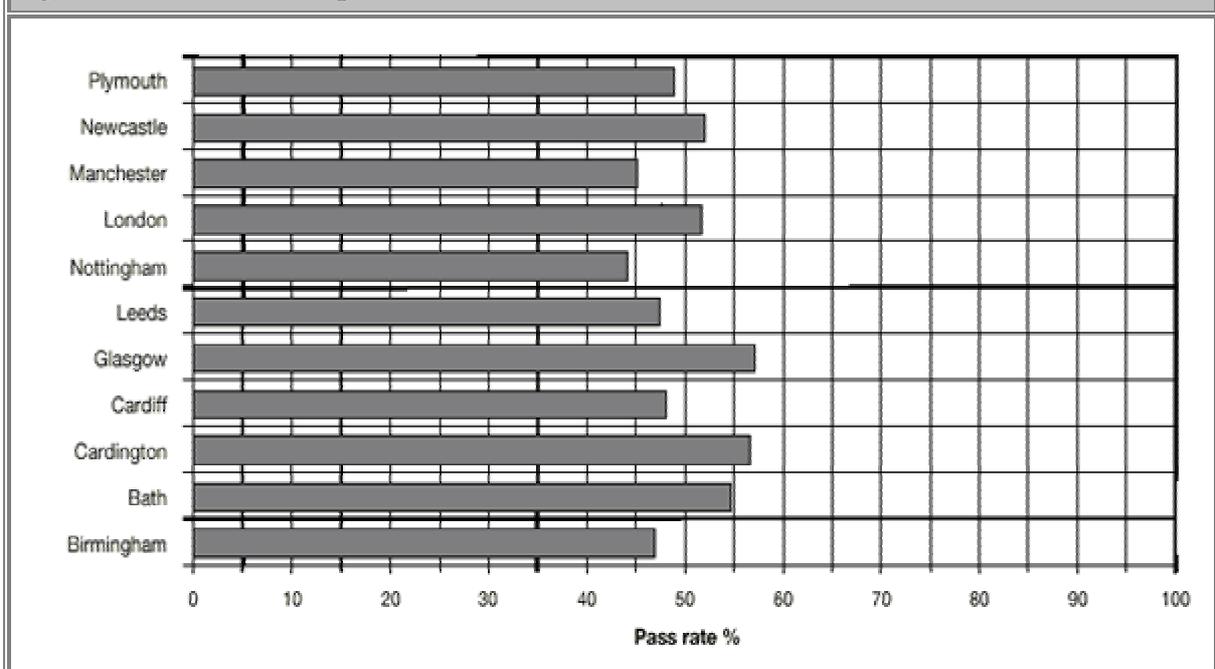
- some felt there was a degree of ambiguity in some questions and others felt more distractors would improve the quality of the test; and
- questions requiring written answers, rather than all multiple choice, were also proposed since these would test written communication skills and allow for the inclusion of questions relating to opinions and attitudes.

5.2. Pass rates

5.2.1. DSA summary data have been analysed to determine whether or not the apparent variations in pass rates between the four papers, and between testing centres, are significant.

5.2.2. Statistical tests conducted on 12 months data, show that there is a significant difference between the number of candidates passing the written examination at different centres. For example, more individuals pass the examination in Glasgow than would be expected if there was no difference between the centres. Manchester and Birmingham have significantly fewer passes (see Figure 5.1). These differences could arguably be a function of either the tuition received by potential ADIs in particular areas, or of the basic abilities of students presenting themselves for testing.

Figure 5.1: Differences in pass rates between centres



5.2.3. It is possible to determine the difficulty of an individual question on a multiple-choice test by calculating the Facility Value (FV) effectively the percentage of correct answers per question (Cohen at al, 1995). It is normally the case that FV values can be banded as shown below:

$$FV = \frac{\text{number giving the correct answer}}{\text{total number of candidates}} \times 100$$

total number of candidates

FV = 90% very easy item

= 70-89% easy item

= 30-69% medium difficulty

<30% difficult item

5.2.4. An analysis of the current question papers shows that the majority of questions (%) are easy or very easy on this definition. There are no difficult questions on any of the papers. If the same exercise is repeated for each band of questions, the ease of questions is seen to have an effect. Overall, the number of very easy or easy questions is greater in paper 381 which agrees with the earlier results that showed that paper 381 has a higher pass rate.

5.3. Options for change

5.3.1. Options for improving the Theory Test were proposed by several consultees during the early stages of the project. These are discussed here in more detail.

Question type

5.3.2. A general concern about multiple choice examinations is that they usually do not allow the candidate to demonstrate why the chosen answer is the correct one. Essay type questions overcome this, but have substantial additional costs associated with their marking and may prejudice those not used to this type of exam. Although essay type questions have the advantage that they can test the candidates ability to apply knowledge, there are several disadvantages. Firstly, there can be no real uniformity in marking standards, and standards may vary between examiners. The test may also become a test of the candidates ability to express themselves rather than a test of knowledge. Finally, most examinations that use this method tend to allow the candidate a choice of which question(s) they wish to attempt, and the questions may not be equally difficult.

5.3.3. For practical reasons it is recommended that essay type questions are not introduced into the Theory Test.

Multiple choice tests

5.3.4. Multiple choice questions are made up of a stem and several (usually four or five) choices of answer. One of the options (the key) is correct while the others (the distractors) are incorrect. The current Theory Test has three possible answers to each question, i.e. one correct answer and two distractors. This means that a candidate has a 33% chance of guessing the correct answer. Good practice in multiple choice test construction suggests that it is usual to have four or five options which reduces the probability of correct guessing to 25% or 20% respectively.

5.3.5. The main advantages of objective tests are that they are unambiguous, easy to assess and allow a short feedback time. There is also greater reliability than with essay type questions and comparability of marking between centres. However, communication skills are not appraised, and it is possible to improve scores through practice at this type of examination.

5.3.6. Assuming that the intention is to continue using an objective test as the theory examination, there are several improvements that could be made in the short and longer term, that will also be applicable when the Theory Test is computerised:

- Increase the number of options to four or five, so that the number of distractors is increased;
- Increase the size of the question bank (for the current procedure, this implies increasing the number of papers);
- Re-write or discard the very easy items;

- Re-write the easy items; and
- Include other styles of question, such as multiple-response items.

Computerisation

5.3.7. Sylvan Prometric were responsible for the provision of a computerised ADI Theory Test from 4th January 2000. There are many benefits to computerisation, including:

- negligible time lag between administration of the test, scoring and interpretation;
- virtual elimination of scoring errors due to human lapses;
- standardisation of interpretation; and
- possibility of incorporating complex scoring strategies.

5.3.8. A computerised theory examination can make good use of a relatively large question bank, which minimises the current concerns about candidates learning answers by rote. The existing four papers will be used as a starting point but, once the system is set up, questions can easily be added, removed or modified.

5.3.9. At present, the questions are reviewed on an *ad hoc* basis, for example when there has been a change in legislation. Computerising the written examination would give greater flexibility and allow for easier expansion and updating of the question bank. It will also provide a facility for giving the results without delay. Over time it would be expected that a computerised test would deliver a more cost-effective and rigorous examination process.

5.3.10. Once the system is shown to be working satisfactorily, the question bank should be reviewed and questions amended as necessary, particularly to make each paper of similar difficulty. Using Facility Value calculations, it will be possible to ensure that all questions are of similar difficulty. When new questions are introduced, they should be subject to a trial prior to introduction and monitored with respect to Facility Value.

Number of attempts

5.3.11. Concerns have been expressed that the absence of a limit on the number of attempts at the written examination lowers standards. Good potential ADIs pass easily at the first or second attempt; if it takes more than three attempts then one must wonder about the general level of education of the candidate and his/her potential ability to teach theory to others. It has been suggested that the number of attempts at passing the written examination be limited to three, as with the other stages of the entry process. If a candidate fails three times, they should be required to wait for two years prior to further attempts at the written examination.

5.3.12. There are few examples from other professions to support this. However, it would intuitively give a signal about the standard of the profession and appears to receive a level of support from within the profession.

5.3.13. At present we have no data to identify the potential impact of this proposal. To assess its value would require information about the eventual performance of ADIs passing after different numbers of attempts. Whilst this could be done with extensive clerical effort by DSA, there are many other factors which influence an ADIs performance so that the attribution of any differences to Theory Test performance alone would be difficult. However the introduction of computerisation will allow data to be collected in a more straightforward way. After a few years it will be possible

to compare the downstream performance of those ADIs who passed the Theory Test first time with those who needed several attempts.

Additional topics

5.3.14. There are some qualities or skills that have been identified by the current project as being necessary for a good ADI which are not covered in the current exam. The existing test papers cover topics related to learning theory and to documents such as the Highway Code and The Driving Manual. Topics that could be included in the written examination, which from an examination of the four papers are not already covered, are listed below:

- be aware of the major causes of road crashes and of strategies for avoiding these;
- recognise that many learners undertake private practice and be able to offer advice and appropriate guidance in this matter;
- DSA Code of Practice;
- value for money service to customers;
- accurate records of a candidates progress through a learning programme, and to ensure that details of progress are communicated and discussed on a regular basis;
- Health and Safety requirements relating to the maintenance of a healthy and safe working environment;
- legal requirements applying to instructor/client relationships and documentation; and
- accurate administrative and financial records as required by Government Departments.

5.3.15. There may also be benefit, in the longer term, in considering the inclusion of hazard perception tests as part of a computerised theory examination.

5.4. Conclusions

5.4.1. The current theory examination has a high pass mark perhaps because many of the individual questions used can be classified as easy. One of the four papers used appears to be easier than the other three.

5.4.2. There is no limit on the number of attempts that a candidate may make and this, coupled with easy questions, is not consistent with raising entry standards. Limiting the number of attempts at the Theory Test to three would be consistent with other parts of the examination process.

5.4.3. On balance, we recommend that a maximum of three attempts at the test be introduced. Whilst there is no evidence available that this will produce better ADIs, intuitively it seems more likely than not to raise standards.

5.4.4. The computerisation of the Theory Test is under way. A monitoring procedure should be set in place to compare the results during the first few (say six) months of operation to establish that the impact of computerisation, of itself, is known.

5.4.5. It is recommended that in the meantime, as part of the development process, the questions be reviewed. The number of distractors should be increased from two to three (a total of four choices per question) and other forms of question structure should be examined in order to test applicants understanding more rigorously than done by the present exam. If it is felt that the effects of computerisation should be evaluated separately, the further changes to the question and test

structure could be implemented after a period of, say, six months. This would also allow adequate development time.

5.4.6. The current contract to computerise the Theory Test is for text only, to replicate the current pencil and paper test. The L-driver Theory Test already includes graphics that could easily be adapted for the ADI test and we recommend the introduction of graphics to the ADI Theory Test.

5.4.7. There is also a general need to increase the difficulty of the questions in the question bank to ensure that the examination is a valid and reliable test of the candidates knowledge. Other topics of relevance, such as business administration, should also be included to match the requirements for a good ADI.

5.4.8. Once a large enough question bank is in place on the computerised system questions must be reviewed on a regular basis. It is recommended that a group is set up within DSA formally to review questions on a regular basis, rather than the existing *ad hoc* arrangement. The potential cost savings from the computerisation could be used to fund such a group.

5.4.9. In the longer term, it is recommended that the use of hazard perception testing is investigated in parallel with its potential inclusion in the L-driver test.

5.5. Recommendations

We regard the current Theory Test as not sufficiently challenging. We make the following recommendations about the Theory Test:

1. Include other relevant issues, such as business administration in the Theory Test.
2. Limit the number of attempts at the Theory Test to three.
3. Include a third distractor in the multiple-choice items (i.e. a total of four possible answers for each question) and allow multiple response questions.
4. Include graphics (as per the computerised L-test) and investigate the inclusion of hazard perception testing.
5. Set up a systematic review and development process to improve and extend the question bank.

Chapter 6

The Part II test of driving ability and eyesight test

6.1. Most consultees felt that the existing driving test for PDIs (Part II) is of an appropriate standard. The study team also felt that there was little evidence to link an instructor's driving ability to his ability to teach. It was agreed by the project Steering Group that the Part II test was adequate for its purpose and that project resources were better focussed elsewhere.

6.2. The eyesight test was considered by many during consultation to be inadequate and it was pointed out that DSA examiners are not qualified to undertake a formal eyesight test. Concern was also expressed regarding a link between poor eyesight and safety. However there is no data to support the possibility that a more stringent eyesight test would improve safety with respect to driving instruction.

6.3. It should be noted that the changes to the L-driver practical test in May 1999 included the introduction of a threshold of any more than 15 driving faults as a failure criterion. DSA use a similar criterion for Part II failure using the more rigorous threshold of 6 driving faults.

Chapter 7

The Part III test of instructional ability

7.1. Introduction

7.1.1. The final stage of the examination process is Part III the one-hour Instructional Test. Three attempts are permitted. The purpose of the test is to assess the value of the instruction given by the PDI and their ability to pass on knowledge to the pupil. The test is based on role-play in which the examiner drives the vehicle as if he/she were an unqualified driver.

7.1.2. In Phase I of the two-phase test the examiner simulates a beginner or partially trained learner driver, and in Phase II simulates a trained learner at about driving test standard. Each phase lasts for approximately half an hour and the PDI is asked to provide instruction on one of 12 exercises in each phase. Any one of 10 Pre-Set Test (PST) papers is used for the Part III test.

7.1.3. To pass Part III the PDI must attain the minimum overall standard of grade 4 (on a scale of 1 (lowest) to 6) for both phases. A lowest grade achieved method of marking is used.

7.1.4. Concerns were expressed during consultation regarding the Part III Instructional Test. In summary these included the following:

- Inconsistencies in the assessment of Part III test candidates; and
- The demands placed upon SE (ADI) engaged in assessing a candidate whilst at the same time role-playing a learner driver.

7.1.5. Consequently DSA agreed to participate in a field trial involving dual assessment of Part III candidates. The trial was designed to explore the above concerns.

7.2. Field trial summary

7.2.1. It was arranged that the examiner responsible for assessment carried out the assessment procedures leading to the award of a grade in the normal way. A member of DSA senior management assessed the candidate independently, whilst seated in the rear seat of the car during the test.

7.2.2. A target of 48 Part III tests was originally planned for two test centres, Barnet and Brentwood, over a period of two months. However, problems arising from the availability of DSA Headquarters staff, errors in the test booking procedures, and the non-attendance of two Part III candidates resulted in a shortfall of six tests, in spite of the period of time allocated for the trial being extended by two months. The final total was reduced to 42.

7.2.3. Both the examiner and the rear seat observer marked the candidate independently of each other, immediately after the test. The candidate's performance during the test was discussed with a member of the research team shortly after the completion of administrative procedures. The decision of the examiner was final as far as the candidate was concerned so he/she was not prejudiced by the trial. The whole range of ten PSTs were included in the trial.

7.2.4. After debriefing the candidate, a short discussion took place between the researcher and the two assessors to obtain an overall impression of the candidate's performance, the result obtained, and areas of agreement and disagreement between the assessors. An attempt was also made to

evaluate the quality of prior training undertaken by candidates, and to highlight further training needs.

Assessment of Part III candidates

7.2.5. The pass rate was 24%, below both the 1998/99 national average of 29% and the national average of 31% for the period April August 1999.

7.2.6. Of the ten trial candidates who were successful in the test, five passed at their first attempt (5/19), three at the second (3/14), one at the third (1/4) and one at the fourth attempt(1/5)². There does not appear to be any significant difference in pass rates according to the number of attempts among these Part III test candidates.

7.2.7. Most (76%) of the 42 candidates were (or had been) Trainee Licence holders; somewhat higher than the national average of 50% reported by DSA. There was no significant difference in the pass rate of Trainee Licence Holders and other candidates.

7.2.8. A success rate of less than 30% overall for Part III test candidates reflects weaknesses in the selection, training and testing of ADIs covered elsewhere within this report. However, evidence drawn from the Part III trial, particularly from discussions with assessors, have highlighted several important issues:

- A lack of vocational aptitude among some candidates who seek to be included on the ADI Register.
- Evidence of inadequate preparation and/ or training among Part III candidates.
- Candidates revealing a weakness in skills particularly associated with instruction and communication.

Evidence of prior training

7.2.9. Candidates who are Trainee Licence Holders have to have completed a minimum of 40hours training on the core subjects. Candidates then have to satisfy one of two training conditions. One is to be supervised by an ADI for at least 20 percent of the time spent giving paid instruction. The other is to take a further minimum of 20 hours of training on the core subjects, 25 percent of which has to be practical training undertaken in a car. The candidates must keep a record of the training they have received and must be able to provide evidence of this. If attempting the test for a second or third time, they must produce a certificate of corrective training confirming that they have received not less than five hours of corrective training in the areas shown to be deficient in the previous Part III test.

7.2.10. Evidence of training supplied by candidates on the day of their tests showed that the proportion of time spent practising different skills varied considerably for different ADIs. It is generally accepted within the industry that some of the more complex items will require more time allocation. However, one certificate listed 20 hours of training as units of 1 hour for each item covered in the training programme. Allocating an equal proportion of time to each item in this way would not be considered to be the best utilisation of the training period available.

7.2.11. The method of recording training, and the detail of data provided on training certificates also varied between ADIs. Several training certificates provided a detailed description of the training undertaken progressively over time (with dates provided), whereas other certificates merely listed the items that had been covered. A further example where detail was lacking was where one certificate contained no formal record as to which candidate it referred to.

Dual assessment for Part III testing

7.2.12. The DSA HQ assessor was disadvantaged in several ways by being located in the rear seat position. Cars presented by test candidates tended to be smaller saloons offering cramped rear seat accommodation. Inevitably the rear seat observer is restricted in his field of vision by the two (sometimes well-built) adults seated in the front seats. Difficulties also arose from lack of information about the use of dual controls during the test.

7.2.13. More importantly, the role-play basis of the test created some problems for rear seat observers. Whilst it was possible accurately to observe most aspects of the content of the test, it was less easy to follow the intentions of the role-playing driver/examiner. One of the advantages of the role-play situation is that it allows the driver/examiner to manipulate the test to some extent to give the candidate every opportunity to reveal his/her abilities.

7.2.14. Both the examiner and the observer were, with one exception, in agreement about the overall pass/fail result for the 42 candidates. The slight variations in the award of grades for individual items included on Form ADI 26/PT might be partly explained by problems arising from rear seat observation.

7.2.15. From a total of 252 separate SE (ADI) and DSA HQ evaluations under the Core Competencies headings, 28 (11%) resulted in disagreements at the Pass/Fail level. In most cases, such disagreements did not affect the overall result. Disagreement was higher (20%) for instructional techniques than it was for fault assessment (11%), though it should be noted that pass/fail criteria do not apply to instructional techniques.

7.2.16. Recommendations

As a result of the field trial described above it is recommended that:

6. DSA, in collaboration with ORDIT, should undertake to expand and improve present levels of scrutiny of training provision for Part III candidates. This should be directed towards improvement of existing standards of training, and ensuring that levels of delivery are consistent throughout the industry.

7. DSA should investigate the feasibility of requiring each Part III test candidate to hold a training record logbook. Such a logbook would be completed immediately after each session, and signed and dated by an approved trainer. The logbook should be made available for scrutiny by the examiner during the debriefing session immediately following the test. The logbook would replace the present system of certification of training.

8. As dual assessment of Part III candidates does not seem to offer any significant advantages, the existing system of examination by one SE (ADI) or trained examiner should be retained.

9. Higher levels of consistency and reliability in marking each topic during Part III testing are likely to follow from an enhanced and even more rigorous programme of monitoring examiners. Whilst current levels of consistency are reasonable, improvements would be welcome and DSA should keep under review its top-up training and re-training programmes for examiners.

7.3. Some analysis of Part III instructional test forms

7.3.1. As part of a review of the performance of Trainee Licence Holders (see Chapter 8) the research team were provided with copies of recently completed Part III examination report forms. There was no statistical control on the selection of these forms, however there is a reasonable

spread of examiners and centres so the forms analysed can be assumed to be representative. A total of 299 forms have been analysed.

7.3.2. This initial analysis has been conducted using the overall test grades and data from Column B of the test report, which assesses core competencies, instructional techniques and instructor characteristics during Phase I and Phase II of the test. The Column B categories are the same on each of the 10 different PST forms, hence data between different PSTs could be compared.

7.3.3. Grade 1 (the lowest) was never awarded, within the total of 6238 legible grades awarded for individual categories under Column B on the 299 forms analysed.

7.3.4. Statistical tests on the frequency of grades awarded for the 11 categories found that the differences in the frequency of grade awarded were very unlikely to have occurred by chance and were highly significant ($P < 5\%$). The categories where the main differences occur are:

- A higher frequency of lower grades awarded for *Remedial action: Phase II and Level of instruction: Phase II* (These are the subjects where the PDIs skills appear to be weakest.)
- *Communication, Instructor use of controls and Attitude and Approach* were found to have higher frequencies of higher grades for both Phases than would be expected. (These are the subjects where the PDIs skills appear to be greatest.)

7.3.5. Table 7.1 shows the total number of times that each grade was awarded for the 11 individual categories during Phase I and Phase II, for each set of PSTs. The mean grade is also shown. Statistical tests were used to compare the frequency that each grade was awarded during Phase I with that during Phase II. It was found that there was a significant difference ($P < 5\%$) between the Phase grades for PSTs 1, 2 and 8, and all PSTs combined (shaded grey in Table 7.1).

7.3.6. There were a greater number of higher grades awarded during Phase I for PSTs 1 and 2 and a smaller number of higher grades awarded during Phase I of PST 8. It is perhaps interesting to note that PSTs 1 and 2 are the only tests where the examiner simulates a beginner driver during Phase I. PDIs appear to be better equipped to instruct beginners/ partly trained pupils than those at the trained stage (the other PSTs involve simulations of partly trained, and then learner drivers trained almost to test standard, within each Phase respectively).

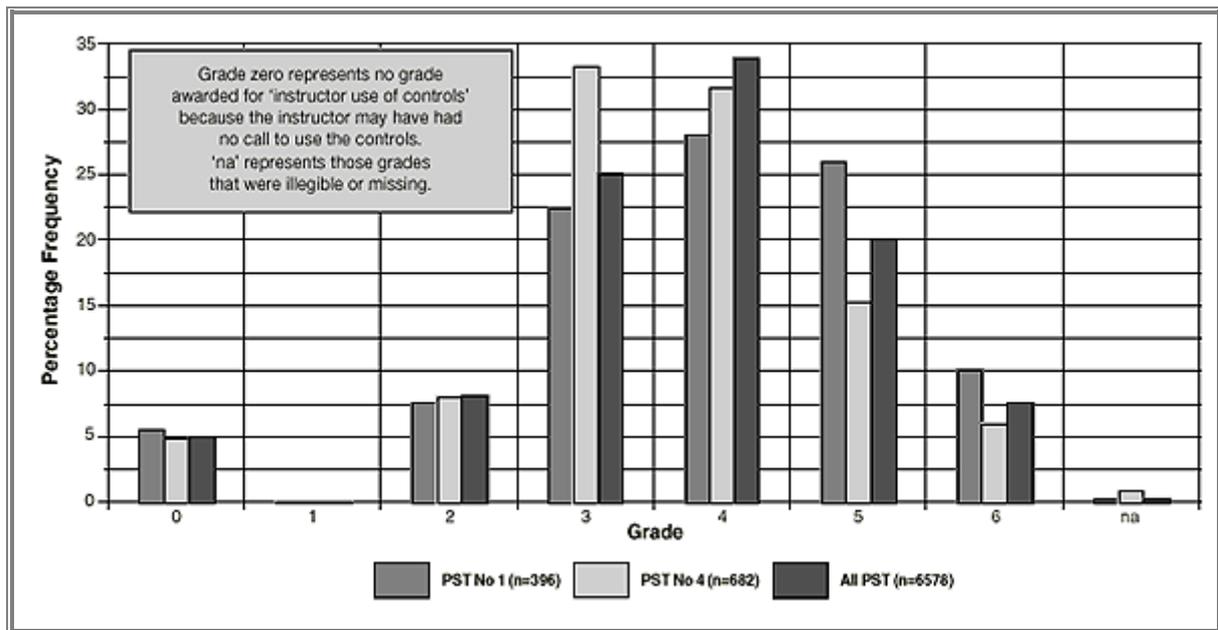
7.3.7. PST No. 1 was found to have the highest average grade awarded for the individual categories: 4.49 for Phase I, 3.68 for Phase II, as can be seen in Table 7.1.

7.3.8. PST No. 4 was found to have the lowest average grade awarded for the individual categories: 3.84 for Phase I, 3.69 for Phase II as can again be seen in Table 7.1. The frequency that each grade was awarded for PSTs 1, 4 and the whole sample of PSTs combined is shown in Figure 7.1. This data suggests that PST No. 1 may be an easier PST for a PDI to pass compared with PST No. 4.

Table 7.1: Frequency of grades for column B categories for phase I and II of each pre-set test										
Pre-Set Test No	Phase	Grade							total	mean
		n/a	0	2	3	4	5	6		
PST No 1	Phase 1	1	8	3	29	54	78	25	198	4.49
	Phase 2	0	14	27	60	57	25	15	198	3.83
PST No 2	Phase 1	0	11	21	69	126	90	35	352	4.14

	Phase 2	3	22	40	89	112	59	27	352	3.83
PST No 3	Phase 1	0	16	21	88	111	86	41	363	4.11
	Phase 2	1	19	19	98	127	66	33	363	3.99
PST No 4	Phase 1	4	15	24	99	124	55	20	341	3.84
	Phase 2	2	18	31	128	92	49	21	341	3.69
PST No 5	Phase 1	0	24	33	69	149	97	35	407	4.08
	Phase 2	1	25	25	88	159	74	35	407	4.02
PST No 6	Phase 1	0	14	25	88	127	85	24	363	3.99
	Phase 2	0	17	23	96	112	89	26	363	4.00
PST No 7	Phase 1	0	17	32	87	157	70	22	385	3.90
	Phase 2	2	24	48	85	149	56	21	385	3.77
PST No 8	Phase 1	1	13	43	113	123	82	32	407	3.87
	Phase 2	0	20	19	105	158	74	31	407	3.98
PST No 9	Phase 1	0	9	19	81	64	44	14	231	3.79
	Phase 2	0	14	17	63	77	45	15	231	3.90
PST No 10	Phase 1	0	10	30	59	80	49	14	242	3.82
	Phase 2	1	14	36	57	71	47	16	242	3.78
All PST	Phase 1	6	137	251	782	1115	736	262	3289	3.99
	Phase 2	10	187	285	869	1114	584	240	3289	3.88
The means do not include n/a and grade zero. Grade zero represents no grade awarded and n/a represents illegible or missing grades.										

Figure 7.1: Percentage frequency of grades awarded for individual categories in column B for pre-set tests 1 and 4 and all pre-set tests combined



Conclusions

7.3.9. The analysis of the Part III forms reported here has identified some items within the PSTs where the PDIs tend to be awarded higher or lower grades compared with other individual categories. There also seems to be an overall difference in the levels of grades awarded during Phase I compared to Phase II. Generally, Phase I results in higher grades, especially for PSTs 1 and 2 the only PSTs where the examiner simulates a novice driver during Phase I. The data also suggests that some PSTs are easier than others, though a larger sample size would be required to confirm this. This type of analysis and information would prove valuable when implementing strategies to improve the quality of Part III test candidates.

7.3.10. It is possible, but considered unlikely by the research team, that the higher grades achieved on PSTs 1 and 2 result from PDIs receiving better training on subjects relating to beginners than to more experienced learners. There is no way in which this can be established from the data to hand.

7.3.11. The grading scale used for the 11 items marked ranges from 1/2/3 = Unsatisfactory to 4/5/6 = Satisfactory. However, out of a total of 6238 legible grades awarded during the 299 Part III tests analysed, grade one was never awarded.

7.3.12. The overall result grading for each Phase of the test also uses the same 1 to 6 scale and uses a lowest grade achieved (within the individual categories) method. Because of this it therefore follows that out of 598 overall result grades awarded during the 299 Part III tests analysed, grade 1 was never awarded because it was never awarded within the individual categories. Also, grade 6 was never awarded as an overall grade because to achieve this, the PDI would have to achieve a grade 6 for every individual category.

7.3.13. Recommendations

As a result of the analysis completed above it is recommended that:

10. Results recorded on a sample of Pre-Set Test forms should be analysed and monitored by DSA in order to identify common areas of weakness in the performances of candidates during the Part III test.

11. DSA, in collaboration with ORDIT, should devise and implement strategies designed to improve the performance of Part III test candidates, based upon the results of this analysis.

12. DSA should reconsider the current content and standard required of the ten Pre-Set Tests and attempt to improve their consistency, if necessary by weighting the marking of the easier tests.

2 Three attempts are the maximum allowed within a two-year period. However candidates who fail Part III three times can re-start the whole process of qualification and thus eventually sit a fourth, or more, Part III test.

Chapter 8

The Trainee Licence

8.1. Introduction

8.1.1. There is widespread concern in the driver training industry about the Trainee Licence scheme. This stems primarily from a belief that Trainees represent unfair competition by charging the same as an ADI for a poorer service from an unqualified instructor. It is also claimed that many Trainees never qualify and that they are only used for a limited period to generate income by some major schools. It was agreed by the project Steering Group that the research team should consider the case for abolition of the Trainee Licence.

8.1.2. We evaluated the performance of Trainees compared with qualified ADIs. Two types of data were considered: the performance of pupils presented for the driving test; and the performance of candidates in the Part III exams for qualification as an ADI.

8.2. Driving test results DSA data

8.2.1. Data on driving test results were provided by DSA for a sample of ADIs and Trainees. We analysed driving test results for candidates presented by 100 randomly selected Trainees, grade 4, grade 5 and grade 6 ADIs (a total of 400). The data files contained, for each Trainee or ADI, the number of pupils presented for test, during calendar year 1998, by sex and by pass/fail.

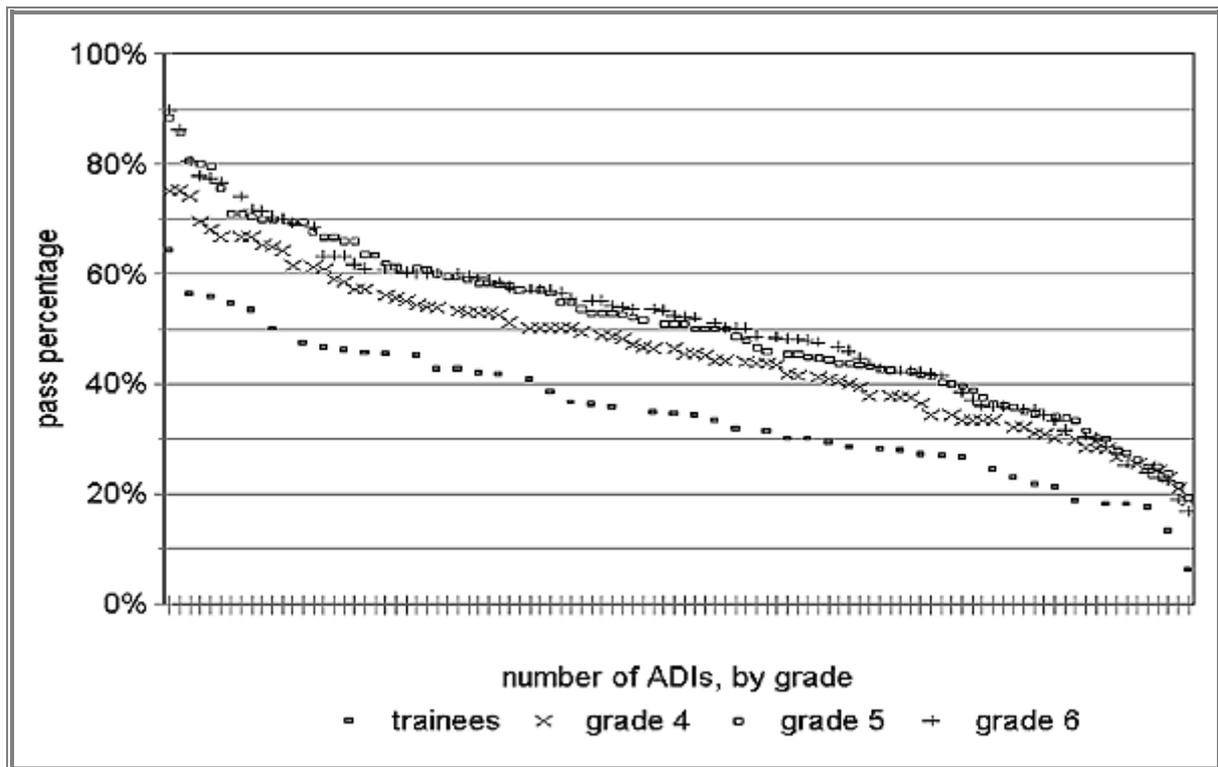
8.2.2. As would be expected, the range in the numbers of pupils presented for driving tests per ADI is very large. The busiest ADI in this data set (a grade 4) presented 229 pupils for test in the 12-month period. The busiest Trainee presented 64 pupils for test. At the bottom end, several ADIs and Trainees presented only one candidate for test. (Note: only instructors presenting pupils for test are included in the database from which this sample is drawn. From other sources it is known that some ADIs present no pupils for L-test).

8.2.3. It must be borne in mind that the DSA reporting system cannot record whether the ADI or Trainee presenting the pupil for test was responsible for the pupils training. However, given that the great majority of ADIs are sole traders, it seems unlikely that a large proportion is presenting pupils trained by others. This may not be the case for Trainees, where it is alleged that some large driving schools use Trainees for this purpose.

8.2.4. Analysis has concentrated on comparing pass rates for the various categories of instructor. In order to avoid potential bias from those ADIs or Trainees with few pupils, only those ADIs or Trainees presenting at least 10 pupils for test have been considered. This avoids those cases with 100%, or zero, pass rates achieved by those presenting only one, or very few, pupils.

8.2.5. Figure 8.1 shows the range of pass rates achieved by the four different categories of instructor. The percentages shown are the pass rates for each instructor, averaged over all candidates presented by that instructor. Each point on the chart represents the performance of an individual instructor. Comparisons by sex of pupil are discussed later.

Figure 8.1: Overall pass percentage for random selection of ADIs with at least 10 tests in a 12-month period



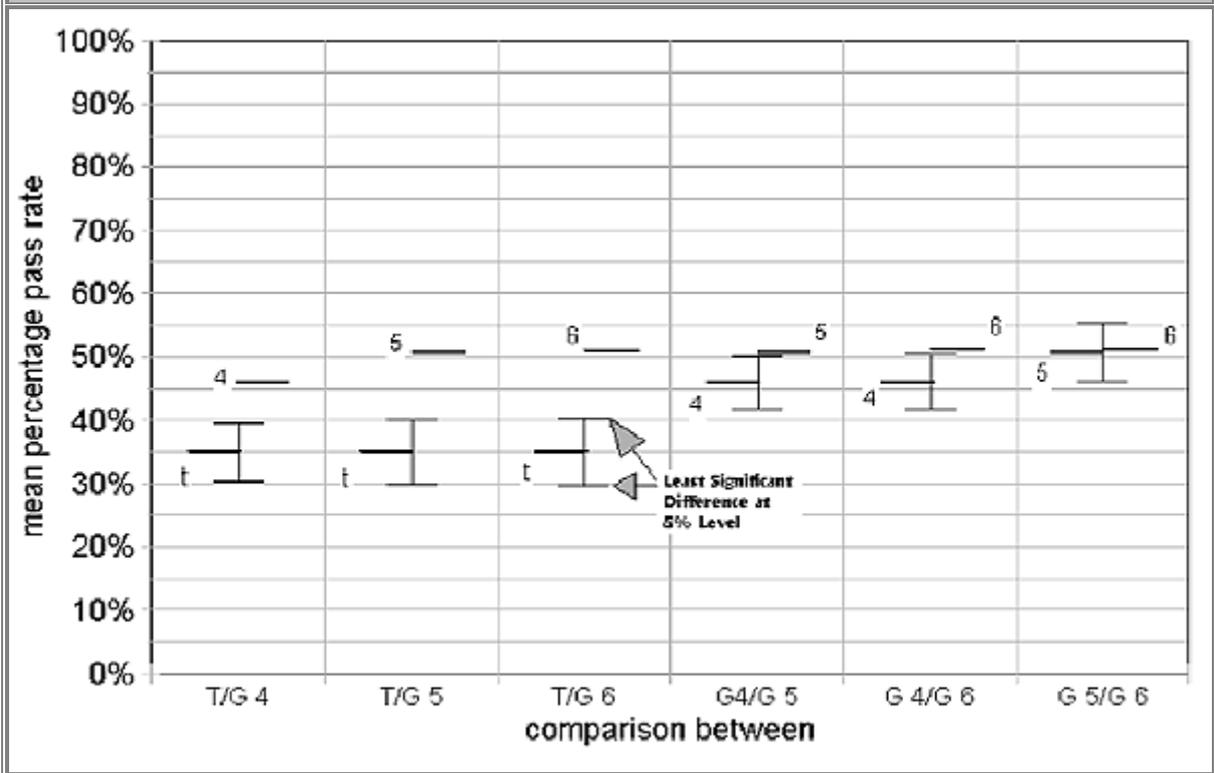
8.2.6. Because there were more Trainees than ADIs in the data set who presented less than 10 candidates, there are different numbers of instructor in each category. This would be expected in 12 months of data, as Trainee licences are only valid for 6 months. The numbers of instructors in each category included in the analysis shown in Figure 8.1 are shown in Table 8.1. The distributions have been presented proportionately to these numbers for comparative purposes in Figure 8.1.

Table 8.1: Mean pass rates for random selection of ADIs with at least 10 tests in a 12-month period				
	Trainee	Grade 4	Grade 5	Grade 6
no. of instructors	46	86	93	85
no. of tests per instructor	1064	10229	10131	10117
mean pass rate	34.9%	46.0%	50.8%	51.2%
s.d. of pass rate	12.6%	13.5%	15.3%	15.6%

8.2.7. The statistical significance of the differences that are apparent in Figure 8.1 between mean pass rates for the four categories was examined. The results are shown in Table 8.1 and Figure 8.2. These show that there are significant differences (at the 5% level) between the pass rates of Trainees and all grades of ADI. Trainees have an overall mean pass rate of 35%, compared with 46% for grade 4, 51% for grade 5 and 51% for grade 6. These differences are highly significant, as shown in Figure 8.2.

8.2.8. Figure 8.2 also shows that grade 4 mean pass rates are significantly less than grades 5 and 6, but that there is no significant difference between the mean pass rates for grade 5 and grade 6 ADIs in this data set.

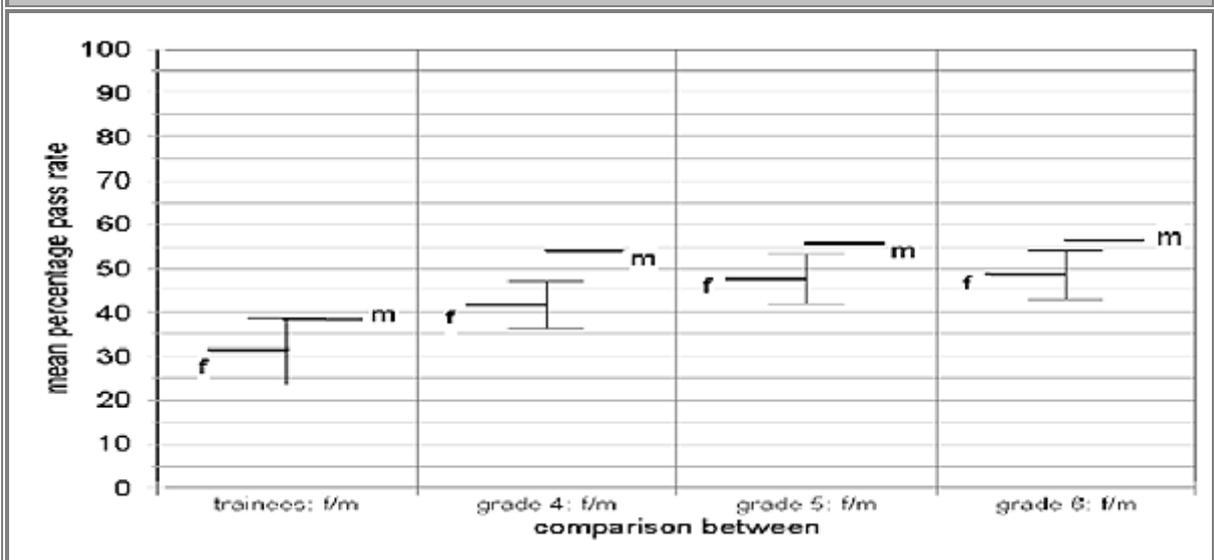
Figure 8.2: Differences between mean pass rates for random selection of ADIs with at least 10 tests in a 12-month period



Differences by sex of pupil

8.2.9. Generally, instructors achieve a higher pass rate with male pupils. Figure 8.3 presents the mean pass rates for male and female pupils, by category of instructor, for a random selection of those presenting at least 10 candidates for test.

Figure 8.3: Difference between female and male pupils random selection of ADIs with at least 10 tests in a 12-month period



8.2.10. As can be seen male pass rates are higher for all categories of instructor, although the difference for trainees is not significant at the 5% level for the randomly selected group.

What does this tell us?

8.2.11. If the random selection of the mean pass rate of instructors presenting 10 or more learners for test is taken as an indicator of quality of tuition, then there is strong evidence that Trainees are less good than qualified ADIs. There is also strong evidence that grade 4 ADIs are less good than grade 5 or grade 6 ADIs. Trainee mean pass rates are at least 10% less than for qualified ADIs (16% less than grade 6 ADIs).

8.2.12. This is clear evidence that Trainees do not achieve as good an overall pass rate as ADIs. The issue is whether this difference, a 35% pass rate for Trainees as compared to approaching 50% in overall terms for ADIs, is sufficient of itself to justify abolition of the Trainee Licence.

8.2.13. There is also a suggestion that Trainees may not be as effective instructors of male pupils as ADIs. Unlike the ADIs, the pass rate of the male candidates presented by the random set of Trainees was not found to be significantly greater than that of the female candidates (Figure 8.3).

8.2.14. There are some Trainees with a record as good as qualified ADIs. Also, there are variations in pass rate between test centres of a similar magnitude to the differences between Trainees and ADIs. What is not known from the data available is whether the Trainee/ADI difference prevails on a centre by centre basis.

8.3. Driving test results bsm data

8.3.1. Further analysis has been possible using a database of instructors details supplied by the British School of Motoring. The information provided included the total number of pupils each instructor had presented for the test during the past year, the percentage pass rate of these pupils, the current status of the instructor (trainee or ADI), and the date that the ADI had passed the Part III test, if known.

8.3.2. As with the DSA data only those instructors who presented at least 10 pupils for the test were selected. This would avoid potential bias from those ADIs or Trainees with 100% or zero pass rates, but only very small numbers of pupils.

8.3.3. The sample of instructors provided by BSM was divided into three groups:

- Those instructors who were qualified ADIs and had passed the Part III test more than any year ago (referred to as ADI);
- Those instructors who were qualified ADIs but had only recently passed the Part III test within the past year (referred to as transitional); and

Those instructors who were trainees and were yet to qualify as a full ADI (referred to as trainee).

Table 8.3: Difference in mean pass rates by status of instructor BSM data			
Status	Trainee Licence Holders	Transitional	ADI
Mean pass rate	x%	x + 3.3%	x + 7.8%
NB: The letter x has been used to preserve the confidentiality of the BSM data			

8.3.4. Table 8.3 shows the difference in pass rates for the different status groups of instructors. It can be seen that the Trainee Licence holders have a lower pass rate than the fully qualified ADIs. There appears to be a trend in pass rates, linked to experience. The transitional instructors have a higher mean pass rate than the trainees but not as high as the fully qualified ADIs.

8.4. Performance in the Part III test

8.4.1. The second type of data examined is the performance of Trainee Licence holders compared with other Prospective Driving Instructors (PDIs) in the Part III instructional test the final stage of the qualification process as an ADI.

8.4.2. To do this DSA provided copies of completed recent Part III examination report forms (ADI 26) from a number of test centres. There was no statistical control on the selection of these forms and it would prove unrealistically expensive to attempt a random selection.

However, as there is no record on the form of whether the candidate is a Trainee or not, and as we have a reasonable spread of examiners and centres, we believe that the completed forms now to hand can be assumed to be representative.

8.4.3. In total, 387 completed Part III examination forms were provided by DSA Area Offices around the country. The PDI registration numbers, names and date of test were sent to DSAHQ staff, who provided details of which PDIs were Trainee Licence holders on the test date. Of the 387 completed forms, six were duplicates (i.e. the same PDI and the same date), 78 were repeat exams, and on three the PDI number and name were not legible. One of the duplicates was given inconsistent information (i.e. noted as without and with licence on the two versions of the same test). Taking the first exam only for those PDIs with repeat exams, and deleting other missing data, 299 valid examination forms were available for analysis.

8.4.4. Table 8.4 summarises the data by Pre-Set Test (PST) number, whether the PDI passed the test, and whether they were Trainee Licence holders. As can be seen, roughly one third of candidates passed and there was a 50/50 split in the data between Trainee Licence holders and others. This is not necessarily representative of candidates as a whole, but gives a reasonable number of cases in each group for comparative analysis.

Table 8.4: Summary of Part III examination data used for analysis

	Non Trainee	Licence Holder	Trainee Licence	Holder	
PST Number	Failed	Passed	Failed	Passed	Total
1	6	1	6	5	18
2	9	6	11	6	32
3	12	2	9	10	33
4	18	1	12	0	31
5	7	12	12	6	37
6	8	6	12	7	33
7	13	6	9	7	35
8	15	6	10	6	37
9	5	4	11	1	21
10	10	3	5	4	22
Total Failed	103		97		200
Total Passed		47		52	99
Totals	150		149		299

8.4.5. Statistical tests on the Licence/No Licence vs Pass/Fail frequencies show no significant difference between the cells: i.e. having a Trainee Licence does not appear to affect a PDIs performance in the Part III exam.

8.4.6. The Part III exam consists of two phases (Phase I and Phase II). A PDI has to pass both phases in order to pass overall.

8.4.7. Chi-squared tests on pooled scores, passing and failing Phases I and II, vs licence/not showed no significant results.

What does this tell us?

8.4.8. The analysis of the Part III exam results shows no difference in performance between Trainee Licence holders and other candidates. Thus, holding a Trainee Licence does not appear to improve PDIs instructional techniques, in so far as the Part III Exam measures these. Putting this another way, the training received by those not holding a Trainee Licence appears equally good at equipping PDIs to sit the Part III exam as does holding a Trainee Licence.

8.5. Conclusions

8.5.1. The research team has analysed data to examine the performance of Trainee Licence holders in two respects:

- the performance of the pupils they present for the driving test; and
- the performance of Trainees in the Part III exam.

8.5.2. The pupils of Trainees have a significantly lower pass rate in the driving test, compared to ADIs; around 35% compared with 50% (using DSA supplied data). A further comparison between Trainees and newly qualified ADIs (using data supplied by BSM) showed that there is a trend in pass rates, linked to experience. BSMs newly qualified ADIs were found to have a pass rate 3.3% higher than Trainees and experienced ADIs had a pass rate 7.8% higher.

8.5.3. It should also be noted that the average pass rates quoted above conceal a wide range; the best Trainees have higher pass rates than the worst ADIs. On the face of it however, this data suggests that, on average, the public is not receiving a good service from Trainees.

8.5.4. This therefore raises the question as to whether pupils know when a Trainee is teaching them, and what prices are charged compared to fully qualified ADIs. It is unlikely that the paying public would tolerate being taught by a Trainee rather than a qualified ADI for the same fee if they knew their instructor was a Trainee. With the current system there is no obligation for the pupil to be told that their instructor is a Trainee. The only indication is the different type of licence displayed in the windscreen of the instructors car (pink or green badge). We know from other aspects of the research (the log book trial) that few pupils are aware of these differences and it is unlikely that the general public understand the significance of these badges.

8.5.5. Trainee Licence holders perform no better in the Part III exam than other candidates. Thus there appears to be no benefit to the would-be driving instructor in taking out a Trainee Licence, other than it allows him/her to accept pupils and to charge for lessons. The small sample of Trainees assessed in the Part III exam trial described in Chapter 7 also suggested that Trainees were no better equipped for the exam than other candidates.

8.5.6. In terms of consumer protection, and the finding that the Trainee Licence system does not improve instructional techniques as assessed in the Part III exam, our analyses support the case for abolition, or change, to the Trainee Licence system.

Alternatives

8.5.7. At some point the would-be ADI must come into contact with real pupils. The issue is at which point along the path to qualification should the instructor be allowed to charge fortuition?³ There appear to be three broad alternatives to the existing Trainee Licence scheme:

- Strengthen its use for training ADIs, but remove the ability to charge pupils;
- Replace it with some form of probationary licence; and
- Simply abolish it.

8.5.8. *Removing the ability to charge* will meet most of the concerns of the industry, without preventing Trainees from giving lessons to real pupils if it is part of their training regime. Supervision rules could be extended and more rigorously enforced, and it is possible to envisage an intermediate situation where a charge can be made if there is also an ADI in the car typically the trainer.

8.5.9. This alternative would introduce policing difficulties, over and above those that already exist. It is also difficult to see an incentive for obtaining a Trainee Licence under this option, thus the take up is likely to be limited. We therefore reject this option.

8.5.10. *Replacing with a Probationary Licence* would in effect delay the point in the process at which full qualification is attained. The most obvious point to award a probationary licence would be after passing Part III. A set of criteria could then be defined for the first year (say) of tuition that

must be achieved to convert the Probationer to a full ADI. These could include numbers of pupils presented for test, pass rates and so on. The effect of this would be to remove Trainees from the body of instructors currently practising and to introduce a new administrative task for DSA. There were estimated to be around 1619 Trainee Licences current in October 1999 (source DSA).

8.5.11. Introducing a probationary period before full qualification would, in some respects, formalise the existing procedure where the first Check Test is regarded as educational and a grade is not necessarily awarded. It would have the effect of making the qualification process somewhat more onerous, which should lead to higher standards and fewer ADIs, both outcomes being consistent with long term goals stated earlier.

8.5.12. *Abolition* without any other action would mean that most ADIs would only come into contact with paying pupils once fully qualified, as is the case with approximately half of new ADIs at present. The first educational Check Test (normally administered within six months of entering the Register) assumes particular importance in this case as it is the first assessment of the ADI whilst in contact with a real pupil. It is also possible to think of this educational Check Test as a criterion for converting a probationary licence to a full licence, in the option discussed above.

8.5.13. Abolition may reduce the number of prospective entrants to the Register, as some will be deterred by the longer training period without income. Whilst this is consistent with the goal of a smaller better-qualified Register, it will result in some, potentially good ADIs, choosing not to enter the business.

8.5.14. We are also aware that some large driving schools would require time to alter their policies and procedures regarding recruitment, training and operation if the Trainee Licence were to be abolished. Accordingly a reasonable period of notice would be needed.

8.6. Recommendations

13. We recommend that the Trainee Licence be abolished and replaced with a Probationary Licence, granted on passing Part III.

14. A Probationary Licence should be introduced for the first year of an ADIs career. New ADIs performance should be closely monitored. If they meet pre-set criteria then a full ADI certificate would be issued at the end of the first year. If they fail to meet the criteria, then either a further year of probation would apply, or if the shortfalls were serious, the candidate would have to re-train and re-sit Part III.

15. Elsewhere we make recommendations for the introduction of new criteria to trigger a Check Test. The same types of criteria could apply to the conversion of a Probationary Licence into a full Licence. DSA should give careful consideration to the criteria to be used and the threshold values to apply.

3 There are examples in other fields where trainees practise on real customers, for a range of charges. At one extreme (in terms of public interest) are health professionals such as doctors and dentists. Here patients (usually volunteers) are exposed to trainees under strict supervision. Other than through the general tax system there is no charge for this. At the other end of the scale where perhaps only dignity rather than health is at risk are examples such as hairdressers, where typically a lower charge is made if your hair is cut by a trainee.

Chapter 9

Training establishments

9.1. Discussion

9.1.1. Currently there are no legal requirements governing individuals and organisations offering initial training to potential ADIs or to ADIs undertaking further training. There is considerable concern throughout the industry that individuals/organisations with no qualifications or specific skills may offer training for monetary reward. It is also alleged that these organisations recruiting potential ADIs make unrealistic claims about the potential earnings which are available, once qualified.

9.1.2. DSA literature consistently recommends prospective ADIs to seek professional guidance and follow a properly structured training programme. They are also informed that the quality and content of training courses can vary and that they should consider the specialist qualifications of tutors, the structure of the course and how it relates to the examination system.

9.1.3. Until May 1999, there were two directories listing training establishments ADITE (Approved Driver Instructor Training Establishments) and DIARTE (Driving Instructors Association Recommended ADI Training Establishments). In May 1999 a group of the major organisations involved with driver training created ORDIT (Official Register of Driver Instructor Training) and now produce a single directory.

9.1.4. ORDIT aims to involve all reputable ADI trainers and establishments. It has a Management Committee comprising a representative of DSA, a nominated trainers representative and representatives of each of the recognised ADI consultative bodies. DSA personnel provide administrative and technical support.

9.1.5. ORDIT seeks to establish and maintain acceptable standards of driving instructor training. Training establishments in the ORDIT directory must abide by a code of practice, have a level of facilities commensurate with the total number of students on each course and provide a list of the type of skills required by those engaged in initial training or retraining driving instructors. It is also part of the ORDIT approach to registration of training establishments that individual trainers also are approved.

9.1.6. If a CPD (Continuing Professional Development) system were to be introduced (see Chapter 13), an appointed body would be required to organise and administer CPD. ORDIT would appear to be well placed to take up this role. This could involve directing regional and national CPD events and holding a directory of CPD opportunities for distance learning, personal study, and the acquisition of additional qualifications.

9.1.7. There is a basic inconsistency between the statutory requirement that only ADIs can provide car-driving instruction for reward, yet there are no constraints whatsoever on training the instructors. Whilst it can be argued that the examination system to become an ADI prevents those who have been poorly trained or who do not have the aptitude from qualifying as ADIs, there is nothing to protect the would-be ADI from unscrupulous, unqualified trainers. Currently the training system is based entirely on *caveat emptor*.

9.1.8. We believe that it is consistent with the goal of raising the standards of ADIs that a qualification process be introduced for those charging for training services. This would require legislation to bring it into effect, with the associated formal specification of the criteria that a

potential training organisation would have to meet. It will take time to agree these with the industry and to bring them into effect.

9.1.9. In advance of legislation, every effort should be made by ORDIT to raise the profile of its directory and to seek to lift the standards of those offering training services. In particular, linked to our later recommendations regarding CPD, the provision of approved CPD courses and other activities should be restricted to ORDIT approved training establishments.

9.1.10. This approach assumes that ORDIT develops to function as a body capable of making objective judgements about the quality of training service offered by those seeking entry to its directory, and also able to evaluate the quality of CPD. ORDIT is a new organisation and these abilities are yet unproven. We hope that it will mature to be an acceptable arbiter of quality. If it does not, then any statutory powers to be introduced will have to rest with DSA.

9.2. Recommendations

16. ORDIT should make every effort to raise the profile of its directory of trainers, and to raise the standard of training offered by its members.

17. That legislation be introduced such that only trainers and establishments licensed and inspected by an appointed body be permitted to train ADIs for reward.

18. A single appointed body (ORDIT if it demonstrates its ability, or DSA) be responsible for licensing all ADI trainers and training establishments.

19. All approved trainers should be recorded in a single register held by the appointed body.

20. All trainers to have nationally recognised trainer qualifications e.g. relevant N/SVQ units, as well as being occupationally competent.

21. The system for monitoring training establishments be strengthened, with greater emphasis being placed upon the assessment of trainers and the training being delivered, as well as on premises, vehicles and administrative systems. (This might necessitate specific training for assessors from the appointed body).

Part C

Raising the Standards of those on the Register

Chapter 10

The Check Test

10.1. Introduction

10.1.1. The Road Traffic Act 1988 requires that driving instructors whose names are included in the Register of Approved Driving Instructors will undergo a test of continued ability and fitness to give instruction in the driving of motor cars, at any time when required to do so by the Registrar. This test is designated a Check Test. It is not a statutory requirement that Check Tests are carried out at any particular interval, or for any particular reason. It is at the discretion of the Registrar to call an ADI for a Check Test, although practice has evolved such that all ADIs are scheduled for at least one Check Test during each four-year period of registration.

10.1.2. The Motor Car (Driving Instruction) Regulations 1989 state that the Check Test candidate(ADI) will be assessed on the following qualities:

- Method, clarity, adequacy and correctness of instruction
- Observation and proper correction of the pupils errors
- An ADIs manner, patience and tact in dealing with the pupil
- The ability to inspire confidence.

10.1.3. The overall objectives of the system of Check Tests are:

- To ensure that high standards are maintained
- To provide opportunities for examiners to give advice and guidance on ways in which instruction might be improved.

10.1.4. Driving instructors are not alone in being subject to periodic testing and assessment, particularly in situations where public safety or education is concerned. Instructors in other modes of transport (air and rail) must also be assessed at regular intervals. Classroom teachers also are subject to regular assessment through the OFSTED inspections of schools.

10.2. Check test intervals

10.2.1. DSA practice has evolved so that the requirement for an ADI to attend for a Check Test normally depends upon the grade recorded at the last Check Test. The grading system is not statutory and we understand that it was introduced by DSA as a means of ensuring that examiner time to carry out Check Tests was targeted at the weaker instructors. There is no formal publication of grades, although some ADIs (with higher grades) choose to use it as an aspect of their publicity. We return to the issue of publication and other aspects of the grading system in Chapter 12.

10.3. Content and conduct of check tests

10.3.1. The ADI is required to provide a pupil for the test, which will be a normal lesson occupying approximately one hour. The pupil need not be a learner; he/she can be a full licence holder. Direct

communication between the SE(ADI), who sits in the rear of the car, and the pupil should be avoided. A fifteen-minute discussion immediately follows the test.

10.3.2. The ADI determines the nature of the lesson, which should relate to the particular needs of the pupil being instructed. A normal 60-minute lesson is expected. The SE(ADI) has no control over the choice of pupil, the content of the lesson or the route taken. In the event of a pupil not being available for the test, the ADI can volunteer for a role-play Check Test. In such cases, the choice of content of the lesson will rest with the SE(ADI). To date few ADIs have taken this option. A recent DSA customer survey of ADIs suggests about 1%.

10.3.3. To improve ADI standards a system of Core Competencies was introduced by DSA in November 1998. Assessments lead to the award of Grade 1-6 for each of: Fault Identification, Fault Analysis, and Remedial Action under the heading Core Competencies. Grade 1-3 under any of the three core competencies results in failure.

10.3.4. Those qualifying for Grades 4, 5 or 6 are notified of the result after the debriefing. An ADI who is graded as sub-standard is informed during debriefing that their instruction is not at an acceptable level. All candidates failing a Check Test receive a letter from the SE(ADI) who examined them pointing out weaknesses in their performance, and highlighting areas where they might need further practice/training, although there is no formal requirement for this, even for those who fail.

10.3.5. Those who fail will be subject to a second Check Test within a few months. This is normally conducted by the same SE(ADI) who carried out the first. If a third Test is required an Assistant Chief Driving Examiner or an Area Operations Manager conducts it. DSA policy is that the person undertaking the third Check Test should have no prior knowledge of the ADI's performance in previous Check Tests. ADIs failing three successive Check Tests are subject to removal from the Register, although a right to appeal is open.

10.4. Advantages of the check test system

10.4.1. There are a number of advantages attached to the current Check Test system. First, it is identified by statute as a mechanism for the Registrar to use in order to monitor the standard of an ADI. The Registrar is not required to Check Test, but practice has evolved such that it is a regular feature of the industry, it is understood even if it is disliked, and it provides a formal process for removing from the Register an ADI whose instruction is unsatisfactory.

10.4.2. Within the DSA staff responsible for monitoring standards are familiar with the process. Staff are trained to conduct Check Tests and they provide direct observation of tuition in progress which cannot be replicated in any other way. This provides DSA with a body of knowledge and practical experience against which the standards of an individual ADI can be judged. Also, a Check Test can be used in positive way, to allow the ADI to take advantage of an independent evaluation of his/her performance. Feedback from the examiner should be seen as constructive criticism. Taken in the right way this should allow ADIs to improve their performance.

10.4.3. It is not part of our brief to consider the appeal process, but one advantage of the current Check Test procedure is that it allows three attempts before removal. Irrespective of the procedure for appealing against the eventual outcome, the very fact that three Check Tests are allowed seems a considerable advantage for the ADI. Provided that appropriate advice is given following a failure, the system appears to offer time and opportunity for the ADI to take remedial action to improve.

10.5. Disadvantages of the check test system

10.5.1. Consultation with the representative bodies and with individual ADIs suggest that most practising ADIs dislike the system, primarily because too much is seen to hang on one hour with one pupil. Many ADIs perceive the Check Test as a major hurdle to be surmounted if they are to continue in the profession. They express concerns about the frequency of Check Testing and the consequences in the event of failure. A few accuse SE (ADI)s of inconsistency and it is also alleged that, in some cases, personal animosity between examiner and ADI colours the outcome of the Check Test.

10.5.2. From the examiners perspective it is sometimes the case that an ADI attempts to manipulate the process by employing strategies to make the test easier, for example by selecting an initial controls lesson, or by setting up the lesson well in advance with a person who is not a learner. Whilst an experienced examiner probably can see through such ruses, it brings the process into disrepute.

10.5.3. The Check Test takes no account of other information that may suggest that an ADI is performing well, or badly. The item most often cited is pass rate, where some ADIs claim to have a high pass rate but still perform badly in a Check Test. Indeed we received direct contacts during the project from former ADIs who had been removed from the Register as a result of three inadequate Check Tests but who claimed that, previously, they had a successful business with a good pass rate.

10.6. Alternatives to the check test

10.6.1. Any alternative to the Check Test would have to meet the purposes summarised above. It must provide a mechanism whereby the Registrar can monitor the standard of tuition offered by an ADI, and in the limit provide a means of removal of those who are substandard.

10.6.2. Some of the criteria to trigger a Check Test discussed in the next Chapter could in principle meet these conditions, but we feel that removing an ADI for other reasons, e.g. a low pass rate, would create more dissatisfaction than the current process. Concerns about linking an ADI's performance to pupils performance carry more weight if the outcome is to be more important than initiating a Check Test.

10.6.3. The arguments above lead us to support the principle of the Check Test. We see no clear alternative to it as the statutory procedure for assessing an ADI's performance that could lead to removal. However, there is a case for using the Check Test in a more effective way, by targeting resources on the less good ADIs, and by using the Test constructively to raise their performance. In Chapter 11 we suggest a number of ways in which the decision to Check Test an ADI could be revised, both to alter the interval between Tests and to target them on areas of revealed deficiency.

10.7. The first, second and third check test

10.7.1. A Supervising Examiner (SE(ADI)) who is based at the local test centre most conveniently located for the test candidate normally carries out a Check Test. In most cases, if a second Check Test is required, the same Supervising Examiner operating from the same centre will carry it out. As a result the Examiner will be familiar with the candidate, and with his/her previous test history.

10.7.2. A straightforward way in which claims of bias could be reduced would be to allow the second Check Test to be carried out by a different examiner who does not have regular contact with the ADI in question, if the ADI so chooses. This could produce occasional difficulties for DSA in

remote areas where the numbers of trained staff are small, but the perception of fairness that would be introduced would out-weigh this.

10.7.3. In order to give an ADI who has failed two Check Tests a clear opportunity to redress errors, it is suggested that the third, and final Check Test should be a role-play test. A senior DSA staff member who was not involved in the two failed tests should carry this out. The role-play element will prevent candidates from presenting a primed candidate, and will permit the examiner to give the candidate every opportunity to re-address errors revealed in his/her performance. It is also consistent with the Part III examination process by which the ADI first qualified. In effect it is a final chance to re-qualify using the same process as for an entry-level candidate.

10.7.4. We also believe that the needs of those candidates who fail at their first or second attempt at the Check Test before succeeding at the third should be considered more carefully. Despite the system being designed to promote education as stated within the objectives in paragraph 10.1.3, it is widely perceived that it is too heavily weighted to enforcement rather than education.

10.7.5. Therefore we recommend that improvements should be made in the identification of specific problem areas in the performance of ADIs both before and within the Check Test. Recommendations about further training and CPD could then usefully be included in the examiners report to the ADI. Ways in which ADIs might achieve earlier success rather than to have to suffer the ordeal of a third Check Test could then be found using training designed to address these problem areas.

10.8. Maintaining standards of dsa staff

10.8.1. It is not only the ADIs where high standards need to be maintained. The performance of the SE(ADI) carrying out the Check Tests also needs regular and systematic monitoring, and where necessary refresher training. DSA is in a position to scrutinise the performance of its SE (ADI) within the framework of its staff development programme. Recommendations included in this Report address the need to ensure that levels of assessment in Check Tests are consistent and fair, irrespective of personal or geographical factors. Part of this is to ensure that examiners also are consistent and fair.

10.9. Adi requests for check tests

10.9.1. We turn later to criteria to trigger a Check Test and the use of grades, particularly in relation to incentives which encourage participation in CPD. One consequence might be to generate demand from ADIs requesting a Check Test, in order to improve their grade. In principle we support this. ADIs should be encouraged to improve their performance, provided it is clearly understood that a poor performance in a Check Test requested by an ADI would have the same force as if the Test were required by the Registrar, and that the ADI meets the additional cost.

10.10. Recommendations

10.10.1. An overall objective of those involved with testing and training of ADIs, and especially of ORDIT and DSA, should be to achieve a skilled body of ADIs who are sufficiently confident in their knowledge and skills that they are undeterred by the advent of a Check Test. Only when this situation has been achieved might it be argued that equilibrium between training and testing has been attained.

22. We recommend that the Check Test be retained.

23. The second Check Test should be carried out by a different SE(ADI), if this is requested by the ADI for valid cause.
24. The third and final Check Test after two prior failures should be a role-play test conducted by an Assistant Chief Driving Examiner or an Area Operations Manager. This mirrors the Part III entry examination and, in effect, offers the ADI an opportunity to re-qualify.
25. Examiners reports to ADIs on their Check Test performance should include training and CPD topic recommendations.
26. Access to computerised records of examiners performance provides an opportunity for improvements in identifying inconsistencies or irregularities on the part of individual SE (ADI). DSA should continue to monitor records to identify where and how improvements might be made. Geographical variations in Check Test pass/fail rates might also be investigated.
27. Systematic analysis of errors recorded on a significant sample of exam forms following Check Tests might help to identify common weaknesses and point the way towards further training needs for ADIs. DSA should carry out such analyses as a matter of course.
28. The results of such an analysis will also indicate where examiners might benefit from further training in the pursuit of higher levels of consistency in assessing individual candidates. DSA should include this as part of the analyses.
29. A system involving the completion of a training and development logbook for SE (ADI) should be introduced. This will include records of training, briefing, supervision by DSA senior staff, and other activities of a developmental nature designed to improve SE(ADI) performance.
30. The effects of the recent introduction of the system of core competencies on Check Test results should be the subject of a detailed study to establish whether this has had an impact on the grades awarded and the consistency of marking.
31. DSA should view sympathetically requests for Check Tests from ADIs and should explore means of implementing a procedure to respond to such requests.

Chapter 11

Criteria to trigger a Check Test

11.1. Introduction

11.1.1. The Check Test system and the current criteria to initiate a Check Test are described in Chapter 10. This Chapter investigates alternative criteria, other than the passage of time and the most recent grade, to initiate a Check Test.

11.1.2. As with any system relying on individuals checking others on a one-to-one basis, there is often a risk of perceived bias. It is therefore crucial that Check Tests are supported by adequate data on the reason they were carried out.

11.1.3. The following sections discuss possible alternative criteria to those already in use to trigger a Check Test. Discussion of the criteria has been divided into four sections:

- Quantitative output measures;
- Qualitative output measures;
- Continuing Professional Development (CPD); and
- Combinations of criteria.

11.2. Quantitative output measures

11.2.1. Number of pupils presented

A simple numerical method of initiating a Check Test would be to test each ADI every time after they had presented a standard number of pupils. In Chapter 8 The Trainee Licence, it is reported that it was found that there were large variations in the numbers of pupils presented by different ADIs. In the extreme, some ADIs presented no pupils for the L-test, whereas one ADI in the sample presented over 200 pupils within a 12-month period.

11.2.2. It could be argued that those ADIs who present none or very small numbers of pupils per year for the L-test should be required to take a Check Test to ensure that their teaching skills have not lapsed and are still of a suitable standard. If Check Tests were paid for by those taking them, then it would also encourage such non-practising ADIs to consider whether it would be worth paying to remain on the Register, thus raising the profession of an ADI to a serious full time job.

11.2.3. A minimum number of pupils presented for the L-test as a trigger to a Check Test would prevent ADIs being able to continue to provide tuition and at the same time avoid being monitored by not formally presenting their pupils for the L-test.

11.2.4. A minimum number of pupils presented for the L-test would not be an appropriate criterion to trigger a Check Test for those ADIs who specialise in markets other than learner drivers, such as fleet driver tuition. These ADIs would obviously not be presenting any pupils for the L-test. A separate grading and testing system for these ADIs would be more appropriate.

11.2.5. Pupil pass rates

A measure of pupil performances during the L-test is a direct indicator of the quality of the instruction they had received. Indeed a poor standard of pupils being presented for the L-test is already used as a just reason for bringing a Check Test appointment forward.

11.2.6. The simplest numerical method of monitoring an ADIs pupil L-test standards would be to compile the L-test pass rate of his/her pupils. Such a pass rate would have to be monitored over a limited number of the most recent pupils presented by an ADI, otherwise a serious reduction in the pass rates of the most recently presented pupils may not be detected within a large sample size.

11.2.7. This pass rate could be calculated from the pupils presented within a predetermined most recent time period, or from a prescribed number of the most recently presented pupils. The latter method would be preferred, because of the large variation in the numbers of pupils presented for the L-test by different ADIs.

11.2.8. An advantage of this type of system would be to provide a continually updated measure of ADIs quality of pupils. The ADI would also be able to monitor their own performance, which would act as an incentive to improve if they knew they were approaching the threshold to trigger a Check Test. The overall system could also be used to provide data in order to consider adjusting the threshold of the pass rate level that would trigger a Check Test if the overall levels of pass rates being achieved happened to vary.

11.2.9. If such a system were to be adopted, then it would be necessary to assign pupils to individual ADIs when the pupil is presented for the L-test. This information is already available, at least in summary form because the driving examiner is able to note the ADI number from the ADIs certificate in the car being used by the pupil for the L-test. However some pupils may wish to use their own, or some other non ADI vehicle for their test. Indeed some ADIs may encourage some of their pupils to use a different car or may deliberately remove their ADI certificate from the car used for the test so as to avoid being monitored in this way.

11.2.10. There may also be a problem in that some pupils may be trained by several ADIs, in which case only the ADI presenting the pupil for the test would be monitored. However given that the great majority of ADIs are sole traders, it seems unlikely that a large proportion are presenting pupils trained by others.

11.2.11. A potential disadvantage of such a system may be that it would penalise those few ADIs who specialise in categories of pupils that typically have a lower pass rate. However the survey of ADIs reported in Chapter 2 revealed that only a very small percentage of ADIs specialise in any particular sector of the Learner driver market. This system would also require that pass rate data would have to be continually compiled which may increase DSA administration costs.

11.2.12. Pupil L-test fault analysis

A further, more sophisticated method of evaluating the quality of an ADIs pupils presented for the L-test would be to monitor the types of mistake made by pupils. If a large number of mistakes are being identified, or if for example, particular serious faults are consistently identified in an ADIs pupils, then a Check Test could be triggered.

11.2.13. A difficulty with this option is to devise a formula that would trigger a Check Test in a systematic way. This could prove complicated given the wide range in the number and seriousness of faults that can be made by pupils. Alternatively, if Check Tests were triggered by some other

criteria, then fault analysis results could be used to tailor Check Tests to assess the teaching of skills that may be found to be generally deficient in an ADIs pupils.

11.2.14. Time elapsed

The time elapsed between Check Tests currently depends on the grading received during the previous Check Test. A time elapsed method is perhaps the easiest way of triggering a Check Test in terms of administration, but is not necessarily the most effective way of targeting the less good ADIs and raising the standards of the Profession.

11.2.15. However, one instance where a time elapsed measure could perhaps usefully be used to trigger a Check Test would be to set a maximum time period after which a Check Test is required. This would ensure that ADIs who, for example, consistently fulfil other criteria that means they are not required to be tested, do not continue to practice indefinitely without being tested. This criterion would be similar to the current system whereby every ADI is tested within a maximum of at least every four years.

11.2.16. As well as a maximum time period being set for the time elapsed between Check Tests, it may also be useful in some circumstances to set a minimum time period. For example if some other criterion indicated that a Check Test should be initiated, but the ADI had already only very recently satisfactorily completed a Check Test, then the Check Test could be delayed to a minimum time period. This criterion would be similar to that used by the current system whereby after a Check Test pass the ADI is not tested again within two years, subject to grade.

11.3. Qualitative output measures

11.3.1. Audit of pupil logbooks

If a pupil logbook comes in to common use for pupils learning to drive, the information therein could be audited to monitor the course of driving instruction received by each pupil from any particular ADI. The pupil logbook system currently subject to a trial requires that, after each lesson, the pupil and ADI initial the logbook after a record of the topics covered and additional written comments have been made.

11.3.2. An audit of pupil logbooks would be dependent upon them being brought to each lesson by the pupil and clearly and honestly completed by the pupil and ADI. There is the possibility that the ADI may only complete the logbook to a set procedure rather than tailoring it to the pupil if they knew that it could be inspected later.

11.3.3. It is likely that a number of logbooks may become lost or spoilt. There is also the problem that pupils may use more than one instructor, which would make the analysis of any logbook with respect to a particular ADI more complex. A further problem would be countered when attempting to audit less busy ADIs who may have insufficient numbers of pupils to allow an audit of logbooks to be practicable.

11.3.4. Consideration would also need to be given on the method to access the logbooks. One alternative is to request that pupils submit their logbook to the test centre before taking the practical L-test. A sample of log books received at the test centres would then have to be analysed which would require a large amount of administrative resources and the development of a suitable assessment method.

11.3.5. Because of the problems highlighted above an audit of pupil logbooks is considered to be unsuitable for use as a criterion to trigger a Check Test.

11.3.6. Audit of ADI logbooks

It is feasible that an ADI logbook could be developed. This could be operated instead of, or could be complementary to, the pupil logbook system. This type of system has been proposed by the Institute of Driver Development in Australia who suggest that instructors are monitored by an audit of their lesson logbook every three months for the first year and then every six months after that.

11.3.7. If used in combination with the pupil logbook, then a full picture of the ADIs teaching practices, abilities and number of hours of tuition would be available to the auditor. The use of an ADI lesson logbook could also be extended to include a record of an instructors training towards Continuing Professional Development. However, this system would rely upon self-reporting and completion of the log book clearly and honestly. Also a method to access the ADI logbooks would need to be devised.

11.3.8. This option would require further research and development, including a pilot study and evaluation. A suitable assessment method would also have to be devised. This option would require large staff and administrative resources and is not therefore considered suitable as a criterion to trigger a Check Test.

11.3.9. Continuing professional development

As the emphasis in our review of the current training and qualification regime is primarily on raising standards, it is suggested that the Check Test system could be used to encourage ADIs to undertake some form of Continuing Professional Development (CPD). In some professions, such as engineering, the professional institution recommends that members should achieve a minimum number of days of CPD per year.

11.3.10. If CPD was not made compulsory for ADIs then voluntary completion of CPD could at least be encouraged by accepting proof of CPD to delay the Check Test. Alternatively (or additionally) Check Test feed back or even pupil L-test fault analysis could be used to suggest, or even require CPD training on a certain topic.

11.3.11. These options rely on adequate availability of appropriate CPD for ADIs. It is possible that DSA will provide some CPD. However, to avoid conflict of interests, CPD should only be recommended following a Check Test if there are adequate independent providers. The DSAs role as an accreditation centre could be to approve CPD training courses provided by independent organisations, and to develop guidelines for circulation to all ADIs about what will be accepted as CPD for the purposes of delaying the Check Test.

11.3.12. It is suggested that proof of successfully completed CPD should only be used to delay a Check Test if the Check Test in question is not triggered by failure to meet some other important criterion. For example, if the quality of an ADIs pupils presented for the L-test is cause for serious concern and a Check Test is triggered, then proof of CPD in this instance would not be appropriate to delay the Check Test. A more appropriate scenario would be where a Check Test is triggered only because the normal maximum time between Check Tests is reached. If the ADI in this case has a good standard of pupils then proof of CPD could then be accepted to delay the Check Test for an even longer extended period.

11.4. Combinations of criteria and data requirements

11.4.1. Using a combination of different criteria to trigger a Check Test would allow a number of different aspects of performance to be used to monitor ADIs on a comprehensive basis. Using a combination would also mean that it would be possible to provide incentives as well as penalties,

for example, delaying the onset of a Check Test by undertaking sufficient CPD. A number of different criteria to trigger a Check Test have been discussed above and potential advantages, weaknesses and cost implications have been highlighted. The criteria that we believe could be used in combination to trigger Check Test are presented within the recommendations below.

11.5. Check test fees

11.5.1. On grounds of fairness, and as an incentive to maintain a high standard, an individual fee per Check Test is preferred. This could, for example, also encourage CPD if there was a potential cost saving to the ADI in fewer Check Tests. However we understand that this would require legislation and is not therefore practical in the short term.

11.5.2. In practical terms introducing new criteria for Check Testing will take several years to settle down. Once a new regime has been implemented and the resource implications are clear, then a move to charging per Check Test, or for each Check Test above one Test every four years included in the basic registration fee, should be undertaken.

11.6. Recommendations

11.6.1. It is recommended that the following types of criteria be investigated for use in combination to trigger a Check Test.

32. A minimum number of pupils should be presented within a defined most recent time period for the L test by the ADI, or a Check Test will be required. The DSA should therefore continually monitor the number of pupils presented by each ADI.

33. A minimum pass rate over a standard number of pupils most recently presented for the L-test should be maintained, or a Check Test will be required. The DSA should therefore continually monitor this pass rate for each ADI.

34. A minimum period should be allowed to elapse after a successful Check Test, before the next Check Test is required if it is triggered by one of the above criteria.

35. A maximum time period after a successful Check Test should not be exceeded before a further Check Test is required. This period could be extended if the ADI can show proof of suitable CPD.

11.6.2. It is also recommended that:

36. Further research should be completed to investigate the possibility of continually monitoring the results of pupil fault analysis as a resource when conducting Check Tests or for deciding whether a Check Test is required. This type of data could also be used to suggest particular subjects or topics that should be studied by the ADI as part of CPD.

37. Once a new regime has been implemented and the resource implications are clear, then a move to charging per Check Test, or for each Check Test above one Test every four years included in the basic registration fee, should be undertaken.

Chapter 12

The grading system

12.1. General issues

12.1.1. The system of awarding a grade on the scale¹⁶ following a Check Test has no statutory basis. It is a system that has evolved over time, primarily to assist DSA in allocating its testing resources. However it has become an established, tried and tested feature to assess the performance of an ADI.

12.1.2. A few of those consulted during the project have argued that grading is not needed; the issue is simply one of pass or fail. This is particularly the case when considering whether grades should be published. It has become clear during the project (particularly from the parallel trial of L-driver logbooks) that there is little public awareness or understanding of the grading system. This suggests that either it should be scrapped, or if it is useful, then efforts should be made to raise its public profile.

12.2. Pros and cons of grading

12.2.1. There are two main advantages in a grading system that successfully discriminates between good and bad ADIs. To the potential customer it offers a means of choosing an instructor that takes account of the quality of instruction as well as its price. It offers DSA a mechanism for targeting its resources at those most in need of support.

12.2.2. Against the concept are the fact that it has no statutory basis; and that the grading process at present is based entirely on a single observed lesson. Many ADIs argue that this is not the only criterion which should be used; it is not widely understood; the information is not publicly available; and some claim that all that the public needs to know is whether the instructor is an Approved Driving Instructor.

12.2.3. In the context of the goal of raising standards within the industry it is necessary to maintain some method of assessing ADIs which identifies the good ADI and offers incentives to others to improve themselves. Thus some mechanism is needed to give a performance score to an ADI, and a system that bands into grades is a common form. Examples abound in academic examinations, from GCSE to university degrees, and most large employers grade their staff. We support continuation of the practice of grading ADIs and in its use to motivate higher standards amongst ADIs.

12.2.4. The issues that remain are how grades should be determined, how they should be labelled and whether they should be published.

12.3. Alternative methods of grading

12.3.1. We have discussed in Chapter 11 alternative criteria to trigger a Check Test. Many of these could also be used to determine a grade, or at least to contribute to it. The arguments in Chapter 11 apply here also.

12.3.2. The most relevant alternative criteria are those based on the performance of an ADIs pupils during their driving tests indeed most of those ADIs responding to us about Check Tests suggest that the performance of pupils is their preferred indicator of worth. At present there is insufficient

information available from the DSA fault analysis system to attempt to correlate results with grades, but this should be explored in depth.

12.3.3. In general terms we favour the use of a group of indicators to determine an ADI's grade. Threshold levels could be set for each grade, and the ADI must meet the minimum required for each in order to receive a particular grade. If our recommendations regarding CPD are accepted, then this would also include demonstration of successful CPD at least for the higher grades and possibly for all pass grades in the future.

12.3.4. Given that the current grading system has no statutory basis there seems no reason in principle to prevent DSA from introducing an alternative. In practice any alternative would need to demonstrate its worth to the industry, and to be based on sound evidence. We suggest that DSA begin consultation on the principle of using alternative criteria to determine an ADI's grade, with a view to changing the present system to one which takes more account of pupils performance and other aspects of an ADI's professional development.

12.4. ADI grading and professional development

12.4.1. DSA have published a requirement that standards of performance among ADIs must be raised. A system of core competencies has been devised to define and promote these higher standards. This has been closely associated with a need for ADIs to become involved in initiatives under the broad description of Continuing Professional Development, in pursuit of improving their performance. Broadly speaking, all ADIs are expected to work consistently to achieve improvements in their existing levels of performance, and to sustain these improvements in the future. This is particularly true of those ADIs presently assessed as Grade 4. In the words of the Notes for Guidance of Supervising Examiners Supervising Examiners should not rest content with ADIs in this category

12.4.2. It would therefore seem to be advantageous if the award of a grade might in some way be related to participation in CPD activity. Whatever revised system of grading is ultimately adopted, there will be a need for detailed explanations about how links between ADI performance in Check Tests might be systematically related to CPD.

12.4.3. For example, where specific weaknesses have been revealed in a Check Test, an ADI might be advised or required to undertake further training designed to eliminate those weaknesses. Evidence of having undertaken appropriate training might be mandatory in instances where the weaknesses are serious, or have been noted in a prior Check Test. So long as Grade 4 ADIs are regarded as borderline for the purposes of registration, they will become a prime target group for further professional development initiatives. ADIs awarded higher grades will also find it advantageous to sustain or improve on their present standards through participation in CPD.

12.5. Labelling the grades

12.5.1. Consideration has been given to the matter as to whether or not alternative ways of labelling grades for ADIs might improve on the present system by moving towards a more graphic description of the pass grades. It is claimed by some that the scale of 1 to 6, with 6 being the best, is counter-intuitive. One suggestion that was mooted in the early stages of the project is that Grade 4 should be classified as a Bronze award, Grade 5 as Silver, and Grade 6 as Gold.

12.5.2. We agree that the current labelling of grades 1 to 6, with 6 being best, is not helpful outside of the industry. We suggest that DSA seek an alternative scale, expressed in a way that the top label would be widely accepted as the best. A simple system such as Class I, Class II, Class III and so on

has merit. It would be generally interpreted that I is higher than II, and the disincentive of being labelled III (or whatever the lowest acceptable grade was) should encourage ADIs to improve themselves.

12.6. Publication of grades

12.6.1. DSA currently do not publish grades; they are regarded as confidential information. We believe that there is a public interest argument in favour of publication, in order to give learner drivers assistance in selecting their instructor, and to encourage ADIs to raise their standards. In principle, therefore, we support publication. Given that there are data protection issues surrounding grading, this may well require legislation to bring into effect. In the meantime potential customers, i.e. learner drivers, should be informed of the grading system and be encouraged to ask ADIs what is their current grade.

12.6.2. One consequence of publication would be an increase in the numbers of protests by ADIs about the grade awarded. At present the formal appeal system relates only to those failing to achieve a pass grade (from three Check Tests). If grades were published then it is probable that more challenges would be made. Provided that the criteria being used for grading are clearly stated and widely available, then this would be primarily an administrative problem for DSA, in checking their records to ensure that the grade awarded was correct.

12.7. Driving instructors not engaged primarily on learner driver tuition

12.7.1. A small cohort of ADIs is engaged primarily, or exclusively, in other kinds of tuition than L driver instruction (e.g. fleet driver, advanced driver courses, older driver top-up). Our survey of ADIs suggests that this proportion is less than 10% of ADIs (around 10% had fewer than 5 Learner pupils and less than 5% had no L-pupils). The system of Check Testing and grading applying to conventional ADIs does not seem to be particularly appropriate for this group, nor would be blanket provision of CPD unless tailored for their particular needs.

12.7.2. It would appear, therefore, that a separate and appropriate system of testing, grading and CPD provision should be defined for this group, and that these particular issues should be the subject of more detailed investigation before proposals are framed.

12.8. Recommendations

12.8.1. We recommend the following:

38. A grading system should be retained and grades should be published.

39. The labelling of grades should be revised to present a more intuitively correct ranking of what is the best grade.

40. Detailed investigation into the system of grading should be embarked upon, with the intention of introducing other criteria besides Check Test performance into the selection of a grade. This should identify ways in which the award of grades (or of some other way of signifying achievement) might be related systematically to the professional development needs of individual ADIs. Consideration will be given to ways in which the system of grading might provide incentives for ADIs to improve their performance and positively seek higher grades through participation in CPD.

41. A thorough investigation should be launched into the particular training, testing and CPD needs of driving instructors (ADI) who are wholly engaged in instruction other than with L drivers. The

purposes of the investigation will be to make recommendations about the training, testing and CPD requirements for this group of instructors, together with suggestions for appropriate titles that will distinguish them from conventional L driver ADIs.

Chapter 13

Continuing professional development

13.1. Background

13.1.1. The basic ADI qualification only guarantees relevant expertise at the time the qualification is obtained. At present the Check Test periodically re-affirms that ability, but only on the skills demonstrated on the day to a particular pupil or set of circumstances. Once they have qualified, most ADIs take no further training or other activities that may improve their competence and personal performance.

13.1.2. Continuing Professional Development (CPD) is the systematic maintenance and improvement of knowledge, skills and competence throughout a professional's working life. The emphasis is on the individuals taking responsibility for developing and directing their careers. CPD activities are many and varied and learning can take place in many different situations. CPD is not just about courses and qualifications, but includes a wide range of activities that lead to learning and development. These may include training courses, seminars, conferences, exhibitions and personal study.

13.1.3. People differ in the ways in which they benefit from learning. If a CPD system is accepted, individual ADIs should generate their own development plans and identify individual requirements. However, in order to achieve a degree of standardisation a common CPD record form would enable ADIs to record their CPD activities and to analyse the learning and how it has been applied.

13.1.4. Outcomes are the most important aspect of CPD and must be evaluated. The basic principle underlying CPD involves asking the question what have I learned and how do I plan to apply this learning? CPD must be evaluated and assessed mere attendance at a CPD activity is not enough.

13.2. CPD and the driver training industry

13.2.1. Currently the driver training industry does not have a culture of CPD, however, many professions now do. Some CPD schemes are voluntary, whilst others have an element of compulsion. Teachers are required to undertake a specific number of in-service days each year as part of their CPD. The Institute of Logistics and Transport has a voluntary but strongly recommended scheme. The Institute of Highways and Transportation recommend that members undertake 30-35 hours per year of CPD.

13.3. CPD survey

13.3.1. To seek the views of the driver training industry about CPD a national survey was conducted. Questionnaires were distributed to all ADIs with the DSA magazine Despatch. Unfortunately due to reasons beyond our control Despatch was not sent out on the allotted date consequently a number of ADIs did not receive their questionnaire until after the requested return date. Nevertheless 2,913 completed questionnaires were returned. The response was in excess of 10% of registered ADIs, which is an acceptable sample to subject to analysis. Respondents were compared to the randomly selected sample used in the telephone survey (Chapter 2). The two groups were broadly comparable.

13.3.2. Based on the overall survey results, there appears to be considerable fundamental support for CPD. 94% of respondents supported the principle of CPD, 86% judged it would raise professional standards and 72% thought it would improve the professional image of ADIs. 43% of

respondents claimed to have undertaken various CPD activities during the past 5 years, of the types listed in Table 13.1.

Table 13.1: CPD activities undertaken by ADIs during the past 5 years	
CPD Activity	% involved in activity
Local Meeting of Professional Body	25.3
Personal Study	23.4
Training Course	22.5
Seminar	13.2
Conference	11.7
National Meeting of Professional Body	11.1
Visiting Exhibitions	10.9
DSA Briefing	10.2
Workshop	6.4
NVQ Modules	3.7
Distance Learning	3.4
Other	5.3

13.3.3. Some respondents recorded that they had undertaken a particular CPD activity, but gave no indication of the number of days involved. It was claimed that the number of days spent on the various activities varied from 1 to 80+. Most respondents specified 1-5 days, although those undertaking personal studies indicated more. The indications are that few ADIs are actually involved in professional development at a level acceptable in other professions such as engineering, where around 25-30 days of CPD is the minimum recommended requirement during a 5 year period.

Table 13.2: CPD providers considered suitable by ADIs	
Provider	Per cent stating suitable provider
DSA	63.8
ADI Associations	62.3
ORDIT	22.1
Independent Training Organisations	14.1
Professional Bodies	18.2
Academic Institutions	41.0
Other	3.5

13.3.4. If a CPD system is introduced, acceptable providers are essential. Only two organisations were considered suitable providers of CPD by over 50% of respondents DSA and ADI Associations (Table 13.2).

ADI grade

13.3.5. Statistical tests on the survey responses show that ADIs graded 4 were more likely to agree that CPD be offered as an alternative to Check Tests and that voluntarily undertaking CPD should mean a greater interval between Check Tests. This indicates that ADIs who do not perform well in Check Tests would prefer an alternative. More ungraded ADIs or below grade 4 agreed that ADIs should be required to undertake a minimum number of days of CPD per year.

ADI experience (the number of years qualified)

13.3.6. In general the less experience an ADI has, the greater was support for CPD. However, there was more support for the principle of CPD and agreement it would raise professional standards from ADIs with 20+ years experience than from those with 15-20 years. The same most experienced group is in greater agreement that CPD would improve the professional image of ADIs than those qualified 5-20 years. The indications therefore are that the least and most experienced ADIs would be more supportive of CPD than those with average experience.

Age

13.3.7. More, younger ADIs supported a compulsory requirement for ADIs to undertake CPD on failure of a Check Test. The 20-29 and 40-49 groups were supportive of the principle that voluntarily undertaking CPD should lengthen the interval between Check Tests, whilst older ADIs, considered taking part in CPD should be voluntary.

Gender

13.3.8. Females were more positive compared with males in the three areas where significant differences were recorded i.e. CPD to improve the professional image of ADIs, making CPD compulsory if a Check Test is failed and the requirement for a minimum number of days of CPD to be undertaken each year.

Time available for CPD

13.3.9. Information was requested about the time respondents might be willing to devote to CPD. Of all respondents, 73% claimed they were willing to devote between 2 and 10 days to CPD each year, with the largest number opting for 5 days (Table 13.3).

13.3.10. This amount of time approaches that recommended for most professions, at least indicating a willingness by most ADIs to devote a realistic amount of time to CPD. Only 5% declared an unwillingness to devote any time to CPD; 12% opted for between 11 and 20 days, with 11% being prepared to undertake in excess of 20 days. The reliance which can be placed in ADIs expressed willingness to undertake CPD activities is debatable when compared with the time actually devoted to CPD over the past 5 years.

Table 13.3: Number of days per year ADIs would be willing to devote to CPD		
Days	Respondents %	Cumulative %
5	23.9	23.9
2	14.3	38.1
3	10.8	48.9
10	10.3	59.3
4	6.7	66.0
7	6.6	72.6

13.3.11. Further comments were received from 22% of respondents. Of comments made, the largest number (48%) expressed concern about the cost of CPD or made adverse comments about DSA (21%). Other concerns related to travelling expenses, loss of earnings, time required for CPD and the distance to attend CPD activities.

13.4. CPD trial

13.4.1. To assist in gauging the possible response of ADIs to an actual CPD event and to consider how to evaluate such an event, a trial was undertaken, based on seminars organised jointly by DSA and ORDIT. The topics selected were The instructional techniques needed to prepare pupils for the new driving test and how the new test addresses important road safety issues (i.e. The Driving Test) and understanding the core competencies and how they affect the grade achieved on a Check Test (The Core Competencies). The events were held at Cardington, but participants came from as far as Scotland and Newcastle. The cost was set at £80 for the day and 50 delegates attended. At the end of each seminar, participants were asked to evaluate various aspects of the two presentations on a 5-point scale (1-excellent to 5-poor).

13.4.2. Aspects of interest to the organisers were views on lecturer performance, course content, time distribution, use of visual aids, opportunities for delegate participation, relevance to work, value for money and overall assessment of the presentations. The overall assessment of The Core Competencies course was that 81% of delegates gave a 1 or 2 rating, whilst for The Driving Test

this fell to 45%. There was therefore encouraging support for this national CPD trial event. Requests were subsequently received from ADIs in 5 different areas for local presentations.

13.5. Introducing CPD to the driver training industry

13.5.1. The results of consultation with the various representative bodies, the CPD survey and trial indicate that CPD, at least in principle, is viewed in a positive light. To promote a culture of CPD in the driver training industry it will be necessary to raise awareness of CPD further and to demonstrate how it might benefit ADIs. Articles in Despatch, driver training industry and ADI association journals, together with ORDIT organised briefings throughout Great Britain would promote the idea of CPD, should the decision be taken to implement a CPD system.

13.5.2. To encourage uptake of a CPD system, a carrot and stick approach could be used. Incentives such as lengthening the interval between Check Tests and CPD record counting towards ADI grade would balance against disincentives such as proof of CPD undertaken being a requirement for re-registration and compulsory training for ADIs achieving below a certain grade in the Check Test.

13.5.3. If CPD is introduced, it is essential that detailed forward planning, extensive trials and evaluation are first effected. Unless this is achieved, ADIs will not be committed to or take ownership of their individual professional development.

13.5.4. It is intended that CPD would provide a number of benefits for ADIs. These would include improved performance, extended job opportunities, increased learning capacity and increased personal confidence in meeting and managing change. If CPD can contribute to advancing the standards of ADIs, there should be an improvement in L driver competence, not only skills, but also in attitude and behaviour.

13.5.5. CPD for some ADIs could include gaining additional or specialist qualifications. For example, teaching elderly and disabled drivers, skid-control, off road driving and handling trailers. Such specialities could raise the professional standing of instructors whilst providing marketing/increased income opportunities. If a comprehensive register is set up covering the entire driver training industry (see Chapter 15) such additional qualifications could be included.

13.5.6. There are a number of organisations, which could provide CPD activities. A detailed investigation of options to include information on activities offered, standard of training, cost, method of delivery (e.g. specific venue, open learning etc.) would enable a national CPD directory to be compiled. The on-going administration and updating of such a training directory could be undertaken by ORDIT.

13.5.7. The question of who pays for CPD requires careful consideration. Good training and well-organised events are not cheap. If an ADIs CPD record could extend the interval between Check Tests, there is a good argument that some of the registration fee be diverted to a CPD system. Alternatively a smaller registration fee could be collected and ADIs failing to provide satisfactory evidence of CPD undertaken would have to pay an additional sum for a more demanding Check Test in order to remain on the Register.

13.5.8. The arguments surrounding voluntary vs compulsory CPD will require very careful consideration. The introduction of compulsory CPD would certainly cause resentment from some ADIs. Comments made by respondents to the survey cited cost, in terms of event charge, loss of earnings and travel and subsistence expenses as potentially being a big problem, obviously exacerbated if a compulsory system were to be introduced. However the difficulty with a

completely voluntary scheme is that although keen and conscientious ADIs would undertake CPD, those with dubious and poor standards could ignore it. A system of CPD which is initially voluntary, but either becomes compulsory or has elements of compulsion after a set time would seem to provide a possible compromise.

13.5.9. There is a substantial problem relating to the training, qualification and monitoring of trainers, who would play a large part in any CPD system. Currently trainers and training establishments are monitored by DSA, but this system needs to be strengthened, with greater emphasis on the assessment of the individuals delivering the training. A good argument exists for trainers to possess training VQs in addition to ADI/safety qualifications and being occupationally competent. A register of trainers should be held by DSA and no one should be allowed to train ADIs for reward unless they are registered. If DSA is responsible for the register and monitoring the trainers, it could be that DSA staff would require further training to assess trainers and the training being delivered. Alternatively commercial providers could accredit trainers with a contract between DSA and ORDIT for an outside organisation to provide accreditation and also a monitoring function.

13.5.10. Records would require to be kept of CPD activities undertaken. Each ADI would keep an individual record of his/her own CPD both informal and formal/structured learning undertaken.. Several organisations studied issue record cards to CPD participants, whilst others use comprehensive files which not only provide a record of activities, but reports of CPD undertaken and where appropriate certificates and other proofs of qualifications gained.

13.5.11. CPD is usually recorded on an annual basis as the number of qualifying hours or days or alternatively by using a points system, where a specific number of points are awarded for designated formal activities. Informal aspects of CPD e.g. personal study, DSA un-assessed briefings would also receive a time or points allocation depending on the recording method used.

13.5.12. A number of ADIs have already undertaken or are currently undertaking various courses relevant to ADIs and provided by such organisations as BSM, DIA, The Instructor College, MSA and RoSPA. Various qualifications are now available such as the DIA diploma and degree, whilst MSA have developed an NVQ for ADIs which could be of interest to some instructors.

13.5.13. If a national CPD system were introduced, it would be necessary to evaluate and compare any qualification or relevant activity put forward by the various organisations, in order then to accredit the individual ADI with assessed and evaluated learning already completed and where appropriate qualifications achieved. This process would almost certainly require assistance and input from education/training/awarding bodies.

13.5.14. A comprehensive, effective CPD system would take a considerable amount of time thoroughly to research, test and implement. A projected time-scale might easily be up to 5 years for research and testing and a further 5-7 years for full implementation (to include training of trainers, accreditation of prior learning, comparative assessment of current activities and qualifications, setting up systems for organisation and administration and record keeping issues). Should there be any legal requirements for introducing a CPD system this would hopefully provide sufficient time for any necessary legislation.

13.6. Recommendations

42. We recommend a study to investigate the feasibility of setting up a CPD system for ADIs. Specifically this should examine the following issues:

- Benefits to ADIs of a national CPD system
- Voluntary and/or compulsory
- Method(s) of introducing a CPD system (including detailed comparison with other industries/professions)
- Organisation and administration of a CPD system
- Record keeping
- Accrediting CPD
- Accreditation of prior learning (APL) (including the role of potential CPD activities currently available)
- Additional ADI qualifications (possibly linked to a comprehensive driving instructor register)
- The role of trainers and training establishments
- Cost issues
- Time-scale for the implementation of a CPD system

13.6.1. Depending on the results of the feasibility study, and if a CPD system is to be introduced a 23 year trial should take place during which time control and experimental groups are monitored. For the experimental group relevant training of trainers would be undertaken. Courses designed and run by various bodies would be evaluated and rated for CPD purposes and administrative systems set up and tested.

PART D

Other Issues

Chapter 14

Data requirements

14.1. Discussion

14.1.1. DSA maintain data about ADIs and applicants to the Register, on a combination of paper and computerised records. The computer-based system was established some years ago and is acknowledged to be out of date and limited in scope. It proved unable to provide several items of data which would have been useful for the study, and which could provide management information for DSA. To extract information from the paper records, whilst possible, is generally such a time consuming and costly manual process that it is infeasible as a means of data recovery.

14.1.2. The computerised ADI database is not readily accessible to DSA staff, requiring as it does knowledge of the inquiry procedure and having only limited fields of data which can be readily interrogated. Also, the ADI database does not contain a full historical record. When the status of the ADI changes, the data are overwritten; thus the electronic database does not record, for example, which ADIs previously held a Trainee Licence.

14.1.3. A further constraint is that the ADI database is not linked to the more modern fault analysis system. This can provide data describing the L-test performance of candidates, with the ADI number attached, however no further details of the ADI are held in the fault analysis database. The only link from the fault analysis records to the ADI database is a manual one, using the ADI number as the search code. This militates against using the fault analysis records to monitor the performance of ADIs and does not readily allow those in DSA responsible for the ADI Register to identify current poor performance and compare it with previous performance and other aspects of that ADIs career.

14.1.4. We strongly recommend that the ADI database be upgraded. This should include electronic links to the fault analysis system and improved access facilities for senior staff in the ADI Section of DSA. Senior managers should be able to interrogate the system from their desks, so that the current performance and training history of each ADI is readily available to them. This will facilitate dealing with any complaints from the public and with queries from individual ADIs.

14.1.5. In addition, an improved database would allow the production of more comprehensive management reports on a regular basis. These could target areas of concern, both in terms of apparent poor performance of L-test pupils and their linkage to specific ADIs, and with respect to the performance of training establishments delivering tuition to PDIs.

14.1.6. DSA are aware of weaknesses in the current database, and we appreciate that there are resource constraints which, to date, have precluded its replacement. Our advice to DSA is that an improved ADI database is a prerequisite to meeting the general aim of improved standards amongst ADIs. Without good and timely management information it is not possible to establish the impact of measures which are taken and to determine whether goals are being met. A new ADI database system should be given high priority.

14.1.7. In the light of recommendations elsewhere in this report, the new system should be capable of encompassing other existing and potential registers for example current voluntary registers of driving instructors for other vehicles and registers of trainers and training establishments.

14.2. Recommendations

43. We recommend that DSA initiate data collection to determine the numbers of cases where pupils presented for the test did not receive substantial tuition from the ADI whose car is used for the test. The aim should be to ensure validity in linking pupils performance at test to individual ADIs.

44. We recommend that the ADI database be upgraded to provide more comprehensive management information, linked to the fault analysis system for driving test results.

Chapter 15

A more comprehensive register

15.1. Discussion

15.1.1. At present the only compulsory registration for instructors of driving is that of Approved Driving Instructor (ADI). The Register of ADIs is administered by DSA. In order to charge money for providing car driving tuition an instructor must be a registered ADI or currently a PDI and holder of a Trainee Licence.

15.1.2. At present a voluntary register exists for LGV and fleet driver instructors, but not for other classes of vehicle. Such a voluntary registration system may be a useful precursor for a future compulsory system. Such a system could be brought in once:

- an appropriate number of competent, registered instructors are available
- there is a satisfactory level of acceptance, and
- the new regulations are well publicised and understood by the public, in particular those wishing to take lessons.

15.1.3. Unless registration is compulsory for all instructors of driving, those who chose to register voluntarily can only publicise this information to assist pupils when selecting an instructor. For a comprehensive register of instructors of driving to be established, systems for qualifying and monitoring instructors for all classes of vehicle must be in place. Voluntary registers provide an opportunity to test such systems.

15.1.4. A comprehensive register would increase public confidence and also raise the professional image of the entire industry. ADIs on a comprehensive register would be licensed to teach one or more groups of driver. A single licence could be issued bearing the instructors photograph and stating the group(s) of drivers an instructor is licensed to teach and where appropriate at what level.

15.1.5. The use of a comprehensive licence also affords the opportunity for adding specialist qualifications such as a qualification to teach disabled drivers or skid control. In due course these could be linked to the grading system for ADIs, such that the higher grades of ADIs may be qualified to give instruction relating to more than one vehicle type or experience level of driver.

15.2. Recommendations

45. Voluntary registers be set up for driving instructors of all relevant classes of vehicle, with a view to the establishment as soon as practicable of a single comprehensive register. This register would be administered by DSA as a statutory duty, thus legislation will be required.

46. The numbers of categories of driving instructor should be carefully reviewed, in parallel with our recommendations regarding the grading system.

Chapter 16

Publicity and information

16.1. Introduction

16.2. Whilst we have made several recommendations which will require changes in legislation, it is possible that some of the potential benefits can be obtained in advance by better publicity and information to the public at large. Two groups are involved: learner drivers and PDIs.

16.3. Learner drivers

16.3.1. Greater publicity of the importance of an ADI qualification, and the distinction between grades, could encourage pupils to shop around rather more than they appear to do at present to find a good ADI. Learners should be informed of the Trainee Licence and encouraged to ask the status of their instructor before embarking on a programme of lessons. The aim should be to provide pupils with the facts about the relative performance of instructors with different status, so that their decision is informed.

16.3.2. A publicity campaign to this effect may have more impact than the information currently available in DSA and others publications appears to do.

16.4. PDIs

16.4.1. If the allegations about unscrupulous training establishments are true, then those considering embarking on a career as an ADI could benefit from better publicity about the process of qualification and the training on offer.

16.4.2. ORDIT would seem to have an important role to play here. It should consider its role as a source of advice to individuals and employment centres about the path to becoming an ADI and the training opportunities, and costs, involved.

Chapter 17

Topics for further research and development

17.1. Introduction

17.1.1. As with all research projects there are many issues that it was not possible to pursue in depth during the time available and within the project budget. Some of these relate specifically to the evaluation of proposals made elsewhere in this report, others are issues which we were unable to pursue.

17.2. Monitoring change

17.2.1. Wherever we have recommended changes to the system the impact should be carefully monitored to assess whether it is having the desired impact. To achieve this will be more straightforward if the ADI database is substantially improved, as recommended earlier in this report.

17.3. Theory examination

17.3.1. Compare results over the next few months to establish the impact, if any, of the introduction of computerisation of the exam.

17.3.2. Development of a more extensive question bank and questions on new topics will require careful study and piloting to ensure consistency of standards.

17.3.3. If proposals to introduce hazard perception into the practical driving test for learners are introduced, then parallel hazard perception testing should be considered for introduced into the ADI theory exam.

17.4. Eyesight test

17.4.1. Review the (limited) data available relating to crashes involving ADIs and their pupils, to examine whether there is any evidence to suggest poor eyesight is a contributory factor.

17.5. Driving test - Part II

17.5.1. Examine whether there is any link between performance in the Part II practical driving test and subsequent performance as an ADI.

17.5.2. If the above suggests a positive correlation, then consider introducing a driving demonstration element into the Check Test in order to maintain high standards of driving.

17.6. Tuition test - Part III

17.6.1. Carry out a detailed and systematic analysis of completed forms ADI26/PT to examine whether there are any consistent patterns of weakness in the results that could be used to improve instruction.

17.6.2. Develop an ADI logbook that will be used to record the training received by the PDI prior to Part III test and subsequently as a record of CPD.

17.7. Trainee licence

17.7.1. Examine in detail the variation in performance between ADIs and Trainees operating at each test centre, prior to implementation of abolition, to establish whether the differences reported here are broadly confirmed on a centre by centre basis.

17.7.2. Carry out a detailed assessment of the potential impact of abolition on the main interest groups, viz the public, PDIs, ADIs, DSA, the training organisations and driving schools.

17.8. Training establishments

17.8.1. The capability of ORDIT to deliver a consistent approach and its ability to monitor standards rigorously requires monitoring. Clearly defined standards must be agreed.

17.9. Check test

17.9.1. Assuming that the proposal to use different examiners for all three tests is accepted, then the impact of the change should be evaluated by comparing a sample of Check Test reports before and after the change in procedure. The results of role-play and conventional Check Tests should be compared.

17.9.2. Detailed examination is needed to establish the threshold levels for the introduction of other criteria to trigger a Check Test. This is probably dependent on improvements to the ADI database.

17.9.3. In parallel to the examination of threshold levels for criteria to trigger a Check Test, a similar study of the use of other criteria to grade ADIs should be carried out.

17.10. CPD

17.10.1. Also linked to the last two issues above is the use of CPD as a response to poor Check Test performance and to increase the gap between tests.

17.10.2. Much development work is required to establish a range of CPD opportunities at a sufficient standard to be useful in raising professional standards and as remedial action following poor Check Test performance.