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**Ministry of Education
Effectiveness & Efficiency
Follow-up Review**

**Renfrew County Joint
Transportation Consortium**

E&E Follow-up Review

August 2016

Final Report

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The English version is the official version of this report. In the situation where there are differences between the English and French versions of this report, the English version prevails.
 À noter que la version anglaise est la version officielle du présent rapport. En cas de divergences entre les versions anglaise et française du rapport, la version anglaise l'emporte.

Executive Summary

This report details the findings and recommendations of an Effectiveness and Efficiency Follow-up Review (“E&E Review”) of the Renfrew County Joint Transportation Consortium (hereafter “RCJTC” or “the Consortium”) conducted by a review team selected by the Ministry of Education (hereafter the “Ministry”) in May 2016.

The first E&E Review report was issued in October 2009 (the original report). This report is designed to provide an overall assessment of the Consortium and outline the incremental findings and recommendations that were particularly noteworthy.

The E&E Review evaluates four areas of performance – Consortium Management, Policies and Practices, Routing and Technology use and Contracting Practices – to identify whether the Consortium has implemented recommendations and any leading practices from the original report. The evaluation of each area is then used to determine an overall rating for the Consortium that will be used by the Ministry to determine any in-year funding adjustments that are to be provided.

Original review summary

The original review identified a number of required modifications to the Consortium’s governance and organizational structures as well as management and financial practices. The primary recommendation arising from the assessment of Consortium Management was a review of the decision making authority delegated to the Consortium as well as the delineation between the Consortium’s operational responsibilities and the oversight responsibilities of the Consortium’s governance structures. It was recommended that this should be completed alongside the attainment of separate legal entity status. Other recommendations relating to improvements to the Consortium’s human resource planning, reporting and financial practices were proposed for implementation in order to institutionalize effective management practices within the Consortium.

Significant gaps existed in the Consortium’s Policies and Practices. While the RCJTC operated under the umbrella of a fully harmonized Joint Transportation Policy, there were significant gaps in the documentation and there was uncertainty as to the application of certain guidelines. Of particular note was the absence of an appropriate policy and supporting procedure for the delivery of special needs transportation services. At that time, efforts had been made to develop a well formatted, comprehensive transportation policy and procedure manual. The manual, however, required evaluation for consistency with the Joint Transportation Policy and modifications to include missing critical policy and procedural elements.

With respect to the Consortium’s use of Routing and Technology, progress had been made in the areas of routing policies and practices and the staggered bell time pilot project had established a base on which the Consortium could build upon. However, significant deficiencies were found in the setup and use of the available technology, data management processes, and staff organization. These deficiencies were somewhat offset by results of the analysis of system effectiveness, which indicated improvements in bus capacity utilization. It was noted that prompt attention to the Consortium’s organizational structure and its internal processes would yield substantial benefit to the Consortium.

A number of modifications were required in order to increase the clarity and effectiveness of the Consortium’s contracting practices. The primary areas that were identified for improvement included the execution of contracts with the Consortium’s taxi, parent and municipal service providers. Since the lack of such contracts could expose the Consortium to risks, it was recommended that the Consortium

implement a thorough, documented operator auditing and monitoring process in order to ensure that operator performance is in line with the Consortium's expectations.

As a result of the original review of performance, the Consortium had been rated **Moderate- Low**.

E&E Follow-up Review summary

The original E&E review identified several areas in which the Consortium could improve its effectiveness and efficiency. This follow-up review found that the Consortium has made improvements since that time. The more substantial improvements have been highlighted below:

- A Consortium Membership Agreement was developed and executed by the Member Boards;
- The Consortium completed the process of becoming a separate legal entity;
- The Consortium centralized its financial management function through a third-party service provider;
- The Consortium has developed a comprehensive array of fully harmonized policies and procedures, including enhanced safety policies, and policies and procedures relating to the transportation of special education students;
- The Consortium successfully implemented new routing and supporting software;
- The Consortium consolidated staff into a single operations centre; and
- The Consortium implemented bell time initiatives across the system.

RCJTC still have some significant areas for improvements in the Consortium Management and Contracting areas, including:

- Executing transportation services agreements, and enhancing the support service agreements with its Member Boards;
- Developing formally approved policies and procedures for strategic planning, short and long-term financial planning, and performance monitoring;
- Implementing the staff performance evaluation process, and the operator performance management programs that have been developed; and
- Developing a competitive procurement plan to procure bus operator services where appropriate.

Funding Adjustment

As a result of this follow-up review of current performance, the Consortium has been rated **Moderate- High**. Based on this evaluation, the Ministry will provide additional transportation funding to narrow the 2015-2016 transportation funding gap for the Renfrew County District School Board and Renfrew County Catholic District School Board as determined by the formula in Table 1. The detailed estimated calculations of disbursements are outlined in section six of this report and summarized below.

Renfrew County District School Board	\$73,966
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Renfrew County Catholic District School Board	\$29,533
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(Numbers will be finalized once regulatory approval has been obtained.)

1 Introduction

1.1 Background

1.1.1 Transportation reform

The Ontario Ministry of Education has introduced significant education reforms over the past nine years. One of the focuses of their reforms is in support of school board management processes and a systematic review of school board business operations. Student transportation was the first “line of business” to undergo such a reform since 2006-07.

1.1.2 Follow-up Review

The Ministry has established a multi-phase approach to review the performance of consortia (collectively the “E&E Reviews”) across the province. RCJTC was originally reviewed in October 2009.

To encourage continuous improvement, the Ministry has decided to provide follow up reviews. The follow-up review is triggered at the request of the Consortium when they feel they had made significant progress since the original review. The purpose of the follow-up E&E Review is to assess the extent of the Consortium’s progress and review evidentiary working papers to support that progress. The report therefore focuses on the incremental changes from the original E&E Review completed in 2009.

Since 2006-07 the Ministry has provided a total of \$47M in additional funding to the reviewed Boards.

1.2 Scope of Deloitte engagement

Deloitte was engaged to lead the E&E Review Team and serve as the management consultants on the E&E Review Team. Deloitte’s overall role is as follows:

- Lead the planning and execution of E&E follow-up reviews for each of the transportation consortia;
- At the beginning of each review, convene and moderate E&E Review Team planning meetings to determine data required and availability prior to the review;
- Review Consortium arrangement, governance structures and contracting procedures;
- Incorporate the results of the routing and technology and policies and practices reviews completed by SBC into the final report; and
- Prepare report for each Consortium that has been subject to an E&E follow-up Review. The target audience for the report will be the Ministry, the Consortium, and its Member Boards. Once finalized, each report will be released to the Consortium and its Member Boards.

1.3 Methodology and team used to complete E&E Reviews

1.3.1 Team & methodology

The composition of the team and the methodology used for this follow-up review are the same as in the initial 2009 E&E Review. Please refer to the first report for a detailed description of the team and methodology. The same Evaluation Framework and Assessment Guide were also applied in the follow-up review to ensure consistency in evaluation. For each of the four sections examined in terms of Effectiveness and Efficiency, the existing operations will be analyzed based on observations from fact (including interviews) in order to document progress incremental to the 2009 original E&E Review. Observations which have been assessed as best practice are documented as accomplishments of the Consortium. Areas for additional improvement have also been noted. In situations where there has been no incremental progress related to the recommendations from the 2009 original E&E Review, those topics

remain unaddressed in this report. Incremental accomplishments or areas for improvement are used to revise, as appropriate, the E&E assessment for each of the four sections. The criteria of an effective and efficient Consortium are summarized in the following figure:

Figure 1: Criteria for an effective and efficient Consortium

Consortium management	Policies and Practices	Routing and Technology	Contracts
<ul style="list-style-type: none"> Distinct entity focused on providing student transportation services for member boards Well defined governance and organizational structure with clear roles and responsibilities Oversight body exists with the mandate to provide strategic directions to Consortium management on the provision of safe, effective and efficient transportation service to support student learning Management has communicated clear goals and objectives of the Consortium and these are reflected in the operational plan The Consortium takes a comprehensive approach to managing human resources Well established accountability framework reflected in the set up and operation of the Consortium including documentation of terms in a Consortium Agreement Operations are regularly monitored and performance continually improved Financial processes ensure accountability and transparency to member boards A budgeting process is in place ensuring timely preparation and monitoring of expenses All of the Consortium's key business relationships are defined and documented in contracts Governance committee focuses only on high level decisions Organizational structure is efficient and utilizes staff appropriately Streamlined financial and business processes Cost sharing mechanism is well defined and implemented The Consortium has appropriate, documented procedures and confidentiality agreements in place governing the use of student data and ensuring compliance with <i>Freedom of Information and Privacy</i> legislation 	<ul style="list-style-type: none"> Safety programs are established for all students using age appropriate training tools Development of policies is based on well defined parameters dictated by the strategic goals of the governance structure and Consortium Management operating plans A mechanism is defined to allow for regular review and consideration of policy and practice changes to address environmental changes Established procedures allow for regular feedback on the impact that current and proposed policy and procedural changes would have on costs, safety and service levels Regular monitoring and evaluation of policy expectations is conducted to ensure their continued relevancy and service impacts Enforcement procedures are well defined and regularly executed with timely follow-up Harmonized transportation policies incorporate safety, operational and cost considerations Position-appropriate delegation of decisions to ensure the efficiency of decision making Operational alternatives to traditional practices are considered and implemented where reasonable and appropriate Service levels are well defined, considerate of local conditions, and understood by all participating stakeholders Policy and practice modifications for students with special needs are considered in terms of both the exceptionality and its service and cost impacts 	<ul style="list-style-type: none"> Transportation management software has been implemented and integrated into the operational environment Key underlying data sets (e.g., student and map data) are regularly updated Responsibility and accountability for the updates is clearly defined and performance is regularly reviewed Coding structures are established to facilitate scenario modeling and operational analysis of designated subgroups of students, runs, schools, etc. Procedures are in place to use software functionality to regularly evaluate operational performance and model alternatives to traditional practices Disaster recovery plans and back up procedures are established, performed regularly, and tested Operational performance is regularly monitored through KPI and reporting tools are used to distribute results to appropriate parties Technology tools are used to reduce or eliminate manual production and distribution activities where possible in order to increase productivity Training programs are established in order to increase proficiency with existing tools Route planning activities utilize system functionality within the defined plan established by Consortium management 	<ul style="list-style-type: none"> Contracts exist for all service providers, including taxi, boat and/or municipal transit services and parent drivers Contracts are structured to ensure accountability and transparency between contracted parties All operator contracts are complete with respect to recommended clauses Compensation formulae are clear Operator contracts are in place prior to the start of the school year Procurement processes are conducted in line with the Consortium's procurement policies and procurement calendar The Consortium has laid the groundwork for, or is actively using, competitive procurement processes Proactive efforts are made to ensure operator contract compliance and legal compliance The Consortium collects and verifies information required from operators in contracts The Consortium actively monitors and follows up on operator on-the-road performance using random, documented route audits or their equivalent The Consortium avoids using School Board owned vehicles

1.3.2 Funding adjustment

The Ministry will use the results of the E&E Reviews and Follow-up Reviews to inform any future funding adjustments. Only School Boards that have undergone E&E Reviews are eligible for a funding adjustment. Table 1 below illustrates how the Overall Rating will affect a Board's transportation expenditure-allocation gap.

Table 1: Funding Adjustment Formula

Overall rating	Effect on deficit Boards ¹	Effect on surplus Boards ¹
High	Reduce the gap by 100% (i.e. eliminate the gap)	No in-year funding impact; out-year changes are to be determined
Moderate-High	Reduce the gap by 90%	Same as above
Moderate	Reduce the gap by 60%	Same as above
Moderate-Low	Reduce the gap by 0%	Same as above
Low	Reduce the gap by 0%	Same as above

As indicated in the Ministry's numbered memorandum 2010:SB14, the Ministry will only recommend further funding adjustments if the findings of the return visit show positive movement and support a higher overall rating than the previous review.

¹ This refers to Boards that have a deficit/surplus on student transportation (see Section 6 – Funding Adjustments)

1.3.3 Purpose of report

This Report serves as the deliverable for the E&E Follow-up Review conducted on the Consortium by the E&E Review Team during the week of May 30, 2016.

1.3.4 Material relied upon

The Consortium provided a number of documents to the review team prior to the review. These documents were used in conjunction with interviews with key Consortium staff, outside stakeholders, and key policy makers to arrive at the assessment and rating of the Consortium.

1.3.5 Limitations on the use of this report

The purpose of this Report is to document the results of the E&E Follow-up Review of the Consortium. The E&E Review is not of the nature or scope so as to constitute an audit made in accordance with generally accepted auditing standards. Therefore, as part of this E&E Review, Deloitte has not expressed an opinion on any financial statements, elements, or accounts to be referred to when reporting any findings to the Ministry. Additionally, procedures used by the E&E Review Team are not intended to disclose defalcations, system deficiencies, or other irregularities.

2 Consortium Management

2.1 Introduction

Consortium Management encompasses the management of the entire organization providing student transportation services. The analysis stems from a review of the four key components of Consortium Management:

- Governance;
- Organizational Structure;
- Consortium Management; and
- Financial Management.

Each component has been analyzed based on information provided by the Consortium and from information collected during interviews. The analysis included an assessment of areas requiring improvement that were informed by a set of known best practices identified during previous E&E Reviews. These results are then used to develop an E&E assessment for each component. The E&E assessment of Consortium Management for the Consortium is as follows:

Consortium Management – Original E&E Rating	Low
Consortium Management – New E&E rating	Moderate-High

2.2 Governance

Governance refers to the way in which an organization is directed and controlled. Establishing administrative structures and processes that facilitate, monitor, measure and improve effective business management are primary responsibilities of an organization's governing body. Three key principles for an effective governance structure are: accountability, transparency, and the recognition of stakeholders. In order to respect these three principles, it is important that the governance body of the organization be independent of the team responsible for the day-to-day operations of the organization.

2.2.1 Original recommendations

2.2.1.1 Create and document a policy framework for the Consortium's governance structures

It is recommended that Member Boards work together to document the Consortium's governance structure in an executed agreement between the two Member Boards. This documentation may be included as part of a Consortium Agreement and should, at minimum, outline the following:

- *The process and individuals involved with the selection of Governance Committee and Administrative Team members;*
- *The structure of the Governance Committee and Administrative Team. The Consortium's governance structures should be comprised of equal members from all School Boards;*
- *The term of all individuals involved with governing the Consortium;*
- *The roles and responsibilities of all individuals involved with overseeing the Consortium;*
- *The roles and responsibilities of the Consortium's governance structures;*
- *Decision-making requirements (i.e. majority votes, unanimity requirements) and processes; and*

- *Dispute resolution processes between the Member Boards.*

2.2.1.2 Separate Consortium operations from governance

An effective governance structure calls for a clear line to be drawn between the Consortium's governance structures and Consortium management. This line is less easily determined when there is a governance level position that executes both a monitoring function over, and management function within, the Consortium. While it is recognized that the input of both the General Manager and Member Board officials are clearly value added, the oversight function of the Consortium's governance is weakened by the combination of Consortium operations and governance. It is therefore recommended that the delineation between operational and oversight responsibilities within the Consortium be agreed upon, documented, and then implemented in practice.

2.2.1.3 Re-evaluate the decision-making rights of the Consortium's governance structures

Discussions with Consortium management and members of the Consortium's governance structures indicated that decision making at the Consortium can often be protracted due to the various levels of approval required by the Consortium's current governance structure as well the generally infrequent meetings of the Consortium's Governance Committee. Given that Consortium Governance Committee members indicated a desire to move forward quickly with the Consortium's development, both Member Boards should work together to evaluate alternative governance structures that could be implemented that may provide for faster decision making without compromising effective oversight. In particular, Member Boards should discuss the appropriate delegation of decision making authority and the distinction between the types of items that need to be brought forward for approval versus those that can be brought forward for information.

2.2.1.4 Administrative Team meetings should be documented and ratified

Decisions made by the Administrative Team can have a significant impact on the operations of the Consortium, particularly because this committee deals with a number of the Consortium's most critical operational issues. These meetings should therefore be officially documented, ratified and signed in a manner similar to that used for meetings of the Governance Committee. These meeting minutes should also be shared with the Governance Committee in order to enhance the clarity of the Consortium's governance processes.

2.2.2 Incremental progress

2.2.2.1 Create and document a policy framework for the Consortium's governance structures

A Corporate Membership Agreement between the two Member Boards was signed and executed by representatives of both Boards on September 30, 2010, and outlines the following:

- The structure of the Governance Committee and Administrative Committee and the Consortium's governance structures;
- The roles and responsibilities of the Governance Committee, Administrative Committee and Consortium Management; and
- Dispute resolution processes between the Boards.

The agreement also includes terms for the sharing of costs, insurance, amalgamation, indemnification and confidentiality of the two Member Boards as Consortium members.

In addition, the Consortium's by-law No.1, which was enacted in October 2010, outlines the selection process for the Governance Committee, the term of Committee Members and the decision making requirements and processes such as voting rules and procedures and quorum requirements.

To support the Governance Committee, the Consortium developed a Governance Manual which outlines the roles of the Member Boards, Governance Committee, Administrative Committee, and Consortium, provides key excerpts from the Consortium Agreement and Consortium by-law, and the most recent strategic plan and annual report.

2.2.2.2 Separate Consortium operations from governance

The Consortium Agreement clearly outlines the roles and responsibilities of the Governance Committee, Administrative Committee, and Consortium Management.

The Governance Committee is responsible for selecting the General Manager of the Consortium, setting the strategic direction of the Consortium, reviewing and approving Consortium budgets and policies, mediating any issues brought forward by the Administrative Committee and evaluating the Consortium's performance in relation to the Strategic Plan. The Governance Committee functions in an oversight role and is not involved in the day-to-day operations of the Consortium. The Governance Committee, Administrative Committee, and General Manager each confirmed that this was the case in practice as well.

The Administrative Committee, as outlined in Schedule C of the Consortium Agreement, is responsible for assisting the General Manager with the day-to-day operations of the Consortium, mainly financial, legal, personnel and strategic planning matters, and is not considered part of the Consortium's governance structure. This relationship is further supported in the Consortium's By-Law No.1 which states that the Administrative Committee members are acting Officers of the corporation. The Administrative Committee meets on a monthly basis, typically covering the following topics: financial (budgets, reporting), legal (contracts), Human Resources, and governance (preparation for governance committee meetings). In addition, the Administrative Committee is responsible for negotiating with operators on new contracts.

2.2.2.3 Re-evaluate the decision-making rights of the Consortium's governance structures

The decision-making responsibilities of the Consortium's Governance Committee are outlined in Schedule B of the Consortium Agreement, and include the approval of budgets, policies and procedures, strategic planning documentation, and any unresolved items escalated by the Administrative Committee. The Governance Committee indicated that the Consortium Management is responsible for operational day-to-day decision making. As per the Consortium By-Law No. 1, the Administrative Committee is required to sign all contracts that the Consortium may enter into, and sign cheques/approve payments of the Consortium.

2.2.2.4 Administrative Team meetings should be documented and ratified

The Consortium has implemented a system of documenting Administrative Committee agendas and meeting minutes.

2.2.3 Accomplishments

It is recognized that the Consortium now demonstrates the following best practices in addition to the best practices outlined in the original report:

2.2.3.1 Separation of operations from governance

The Consortium has clearly defined roles and responsibilities for the Governance Committee, the Administrative Committee, and the General Manager ("GM"). In addition, there is a clear definition between the governance responsibilities of the Governance Committee, and the management responsibilities of the Administrative Committee and GM. The separation of operations from governance was reflected in the documentation, and reaffirmed that it is the case in practice as well during the review.

2.3 Organizational structure

An optimized organizational structure can promote effective communication and coordination which will enable operations to run more efficiently. The roles and responsibilities within the organization should be well defined. This will lead to operational efficiencies by ensuring tasks are not being duplicated and issues raised can be addressed effectively by consortium management. Ideally, the organization is divided functionally (by department and/or area); all core business functions are identified; and there is an appropriate allocation of general management and operational responsibility.

2.3.1 Original recommendations

2.3.1.1 Execute a binding Consortium Agreement between the RCDSB and RCCDSB

It is recommended that a Consortium Agreement be signed by all Member Boards to ensure that all parties agree on the terms of the Consortium and, more specifically, on key elements of its structure and operations. This agreement should contain, at a minimum, the following clauses:

- *The purpose and structure of the Consortium – the Consortium Agreement should clearly outline the Member Board's rationale for creating the Consortium as well as its fundamental purpose as an organization. It should further outline the relationship between the Consortium and its Member Boards as well as the Consortium's membership structure;*
- *Responsibilities delegated to the Consortium – defining the responsibilities delegated to the Consortium by its Member Boards helps to ensure clarity in operations and separates the functions of the Consortium from those of its Member Boards;*
- *Governance structure – documenting the Consortium's governance structure will help with the development of processes that facilitate, monitor, measure and improve effective business management within the Consortium;*
- *Policies and procedures to be used – this will guide the operations of the Consortium and will facilitate the equitable treatment of each School Board's students;*
- *Cost sharing policies for all costs (operating and administrative) - A documented and fair methodology for cost sharing should be made available to ensure equity between the Member Boards and to ensure accountability over costs and adequate operational cash flow for the financial obligations of the Consortium;*
- *Other clauses outlining the term of the agreement; conditions for termination, School Board-level dispute resolution processes; confidentiality and the treatment of information; and the maintenance of adequate insurance coverage by both the School Boards and the Consortium.*

2.3.1.2 Establish the Consortium as a separate legal entity

The Consortium's current transitional status as a provider of transportation services implies that all Member Boards involved may be held jointly liable for all debts and liabilities associated with the RCJTC. The current structure has several inherent risks which make it a less than optimal structure for coordinating student transportation:

- *The risk that the actions of one Member school Board may be leaving the other Member Boards open to liability;*
- *The risk that one Member Board can be involved in litigation for issues involving students that are not part of their School Board; and*
- *The risk that liability, brought about through the Consortium's joint status, may exceed its Member Board's existing insurable limits. The Consortium should investigate, with the assistance of its Member Board's insurance carrier, its coverage related to, but not limited to, punitive damages, human rights complaints, and wrongful dismissal lawsuits. It is recommended that the Consortium investigates, with its insurance carrier, the applicability of errors and omissions insurance.*

Based on these risks, the Member Boards should explore the establishment of the Consortium as a Separate Legal Entity through incorporation to formalize and improve its current contracting practices. The creation of a Separate Legal Entity effectively limits risk to the Member school Board for activities related to the provision of student transportation. Thus, when an incorporated entity takes responsibility for student transportation services, this incorporated entity status is an effective safeguard against any third party establishing liability on the part of Member Boards.

A Consortia Entity Resource Guide available through the Ministry's student transportation website can provide further assistance with this planning and decision making process.

2.3.1.3 Clearly communicate lines of responsibility and reporting

It is recommended that Consortium management actively establish and communicate clear lines of responsibility and reporting to allow staff to take ownership over their work and to create an appropriate system by which issues can be escalated to Consortium management.

2.3.1.4 Create relevant job descriptions for all positions within the Consortium

Job descriptions provided to the E&E Review Team have not been approved by the Consortium's governance structures and, based on discussions with Consortium management; neither reflect actual operational responsibilities nor the Consortium's actual organizational structure. It is therefore, recommended that the Consortium modify its job descriptions to reflect actual operational responsibilities and to facilitate the effective segregation of responsibilities within the Consortium. These modified job descriptions will then allow staff to efficiently execute on their daily duties and will also help to ensure a smooth transition in the event of staff turnover.

2.3.1.5 Execute employment contracts with all Consortium staff

It is recommended that the Consortium execute an employment contract with the General Manager as soon as possible. The availability of such a contract will not only help to clarify the General Manager's current roles and responsibilities, it will also provide the Consortium with established leadership and stability as it progresses through its current period of transition.

2.3.1.6 Discuss job rotation of Consortium staff with collective bargaining units

It is recommended that the Consortium and Member Boards work with their collective bargaining units to determine solutions to existing agreements related to staff rotation. This is to ensure the retention of the investment made in specialized staff training.

2.3.2 Incremental progress

2.3.2.1 Execute a binding Consortium Agreement between the RCDSB and RCCDSB

A Corporate Membership Agreement between the two Boards was signed and executed by representatives of both Boards on September 30, 2010.

The Consortium drafted and executed a Corporate Membership Agreement between the Boards on September 30, 2010. The agreement outlines the:

- The purpose and structure of the Consortium;
- Responsibilities delegated to the Consortium;
- Governance structure for the Governance Committee and Administrative Committee of the Consortium;
- Policies and procedures to be used; and
- Cost sharing policies for all costs (operating and administrative).

Other clauses outlined in the agreement include conditions for termination, terms and conditions in the event of board amalgamation; dispute resolution processes; confidentiality and the treatment of information; and the maintenance of adequate insurance coverage by both the Boards and the Consortium.

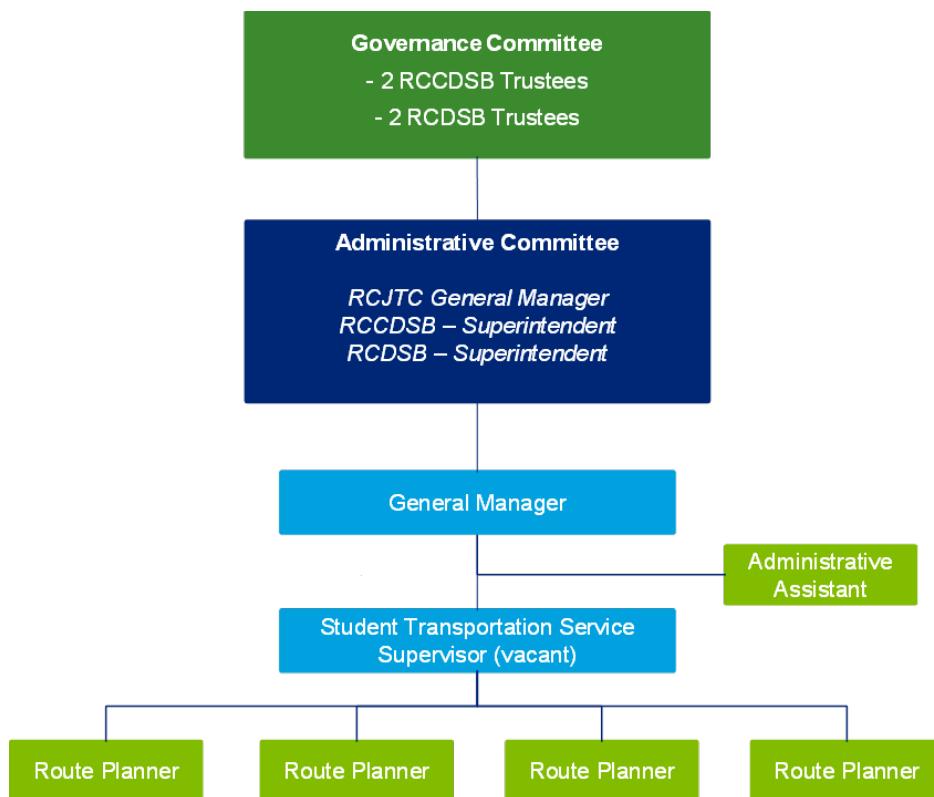
2.3.2.2 Establish the Consortium as a separate legal entity

The Consortium received its Letters Patent on November 2, 2010, officially incorporating as a separate legal entity, the Renfrew County Joint Transportation Consortium.

2.3.2.3 Clearly communicate lines of responsibility and reporting

As part of its Administration Plan, the Consortium has defined an RCJTC Staff and Coverage Organizational Chart. The organizational chart clearly indicates the lines of reporting of each staff member. The organizational chart for the Consortium is illustrated in Figure 2 below.

Figure 2: RCJTC Staff and Coverage Organizational Chart



2.3.2.4 Create relevant job descriptions for all positions within the Consortium

The Consortium has created job descriptions for all of the positions within the Consortium that outlines the reporting responsibilities of each position, consistent with the organizational chart.

The job descriptions include who the position reports to within the Consortium, and outlines the main responsibilities, education/experience requirements, competencies/skills requirements, working conditions, and the level of physical effort required for the position.

It was noted during the review, that the Transportation Supervisor position is currently vacant.

2.3.2.5 Execute employment contracts with all Consortium staff

Employment contracts have been executed between the Consortium and the GM and staff members.

2.3.2.6 Discuss job rotation of Consortium staff with collective bargaining units

Since the original E&E review, the Consortium has incorporated as a separate legal entity, and all existing employees are now employed directly by the Consortium. As a result, job rotation of Consortium staff with the respective Boards' collective bargaining units is no longer a concern.

2.3.3 Accomplishments

It is recognized that the Consortium now demonstrates the following best practices in addition to the best practices outlined in the original report:

2.3.3.1 Detailed job descriptions

The Consortium has clear and detailed job descriptions for all positions within the organization. Clarity with respect to roles and responsibilities helps to ensure that staff can efficiently execute their daily duties, ensures that no work is duplicated, and facilitates staff transitions during rotations and turnover.

2.3.4 Opportunities for improvement

2.3.4.1 Job specifications

In addition to the comprehensive job descriptions that have been created, the Consortium is encouraged to develop procedural job specifications outlining daily, weekly, monthly, and annual responsibilities, and where appropriate, the methods used to complete these tasks. Job specifications will help facilitate cross-training between staff members and will act as a succession planning document in the event of staff turnover.

2.3.4.2 Hiring of a Student Transportation Service Supervisor

At the time of the follow-up E&E review, the Consortium's new Student Transportation Supervisor position had not been filled. It is recommended that the Consortium follow through on filling the vacancy. The addition of a qualified candidate for this role is intended to ensure effective management of route planners and provide additional support to the GM on day-to-day operations of the Consortium. In addition, the Consortium would also benefit from a succession planning perspective.

2.4 Consortium Management

Consortium Management focuses on the operational aspects of the organization. This includes ensuring accountability of staff, focusing on continual improvement through operational planning, and risk management by having appropriate contracts and agreements in place to clearly define business relationships.

2.4.1 Original recommendations

2.4.1.1 Execute a documented cost sharing agreement

In line with recommendation 3.3.2.1 regarding the creation of a binding Consortium Agreement, it is recommended that the Consortium develop and document an equitable methodology for the sharing of transportation, operational and administrative costs between the Member Boards. This will help to ensure accountability over costs; clarity and predictability during the budgeting process, and will also mitigate the risk of future disagreements arising between Member Boards due to misunderstandings or miscommunication.

2.4.1.2 Execute transportation service agreements with all Member Boards

Upon attainment of separate legal entity status, the Consortium should execute a transportation service agreement that is jointly signed by all Member Boards. This document should outline all clauses that are relevant to the provision of transportation services such as the scope of services to be provided, fees, insurance/liabilities, quality of service, and dispute resolution.

2.4.1.3 Execute purchase of service agreements with all Member Boards

There are currently no contracts between the Consortium and its Member Boards for services that the Boards provide to the Consortium. Therefore, services are obtained by the Consortium without terms, conditions, and service levels normally associated with such arrangements. It is recommended that all of the services which the Consortium procures be established via agreements or contracts where the mutual interests of the Consortium and each school Board are documented and agreed upon.

2.4.1.4 Develop procurement policies for the Consortium

An effective procurement policy will identify the type of procurement method to be used for a given size, type and complexity of good or service being purchased. The Consortium should establish formal procurement policies or adopt the policies of one of its Member Boards once reviewed for appropriateness in transportation purchasing decisions, internal controls and work processes. Particular attention should be paid to the purchasing thresholds associated with the initiation of a competitive procurement process.

Formalizing these policies will ensure standardization in the procurement methods of the Consortium and will also act as an accountability mechanism by providing clarity to the Consortium and the Member Boards. It will also allow the Consortium to harmonize each Board's purchasing policies while ensuring that these policies are adapted to the particular needs of the Consortium.

2.4.1.5 Review the applicability and sufficiency of insurance coverage

Member Boards are protected from potential liabilities by the insurance purchased at the Board level. The Consortium does not carry separate insurance specifically for student transportation services. It is recommended that the Consortium investigate, with its insurance carrier, the applicability of, and need for, insurance for the Consortium.

2.4.1.6 Implement a documented, formal staff performance evaluation and monitoring process

While it is recognized that the staff evaluation process is currently a negotiation topic at the school Board level, it is nonetheless recommended that the Consortium develop, document and then implement its own process for staff evaluation so as to ensure an alignment between staff performance and the Consortium's goals and objectives. Effective staff evaluation processes establish clear performance evaluation criteria for each position and are conducted regularly. When implemented effectively, performance evaluations can be a powerful tool to guide and encourage employees to keep the goals and objectives of the overall Consortium in mind during day to day operations.

Building on the above, the Consortium should also develop, document and then implement clear staff training/learning initiatives and plans to promote continuous learning and to ensure that staff are able to fully utilize available technological aids. This is particularly relevant given current plans to restructure the role of the secretaries to resemble that of a route planner.

2.4.1.7 Modify the strategic plan and document the planning process

It is recognized that the Consortium has developed a strategic planning document that lays out, in broad terms, the Consortium's overarching priorities over the next two to five years. It is recommended that the Consortium modify this document to include additional information as to how these goals and objectives will be achieved and by whom. The strategic goals identified in this document can then be linked to an operational plan that is similar in nature to the operational plan already developed by the Consortium. The long term and short plans, as well the process used to develop these plans, should be documented and sent to the Governance Committee for approval. The development of such a process and document will allow the Consortium to measure its performance against tangible steps and will also allow it to allocate resources effectively to meet Consortium objectives.

The Consortium should also develop a documented, governance approved strategy for the management of transportation costs in areas experiencing declining student enrolment. School enrolment across rural Ontario has been in steady decline over the last decade. Given that the Consortium primarily serves rural areas, and given the Ministry's recent notice that transportation funding is to be reduced in line with declining enrolment, it is recommended that the Consortium incorporate a strategy for the management of transportation costs into its long term planning process. Developing such a plan will provide the Consortium with a framework that will help it address not only the issue of funding, it will also signal a proactive approach to dealing with issues before they arise – a key element of effective long-term Consortium management.

2.4.1.8 Implement a regular, documented KPI monitoring process

As the Consortium moves forward, we recommend that it develop a list of Key Performance Indicators that can be used to track its operational performance over time. The list of KPIs to be monitored should be kept to a manageable number and should be regularly tracked to facilitate long-term trend analysis. Examples of KPIs that could be used include:

- *Eligible Unassigned Student Lists;*
- *Student Map Match Rates;*
- *Average Vehicle Statistics and other route statistics;*
- *Total Vehicles on Operation; and*
- *Student Ride Times.*

The process to be used to gather and analyze these KPIs should also be documented in a governance-approved KPI monitoring plan. This KPI monitoring plan should define the frequency with which the KPIs will be analyzed and the quantitative thresholds for changes in KPIs above which further action will be taken and reported to the Consortium's governance structures.

2.4.1.9 Develop policies and procedures related to the treatment of confidential information

The Consortium should develop appropriate, documented policies, procedures and confidentiality agreements to govern the use of confidential information (such as student data and in-bus camera footage) in order to ensure compliance with freedom of information and privacy legislation. These policies and procedures should address all issues related to the collection, storage, use, access, distribution and destruction of information, and should also require the Consortium's governance structures and Member Boards to review and reflect on freedom of information and privacy legislation requirements on a regular basis. The Consortium is further encouraged to review the findings and recommendations contained in the OASBO Guidelines for Sharing Personal Student Information with Transportation Consortia.

2.4.2 Incremental progress

2.4.2.1 Execute a documented cost sharing agreement

The Consortium Agreement outlines the cost sharing arrangements for both administrative costs (Section 4), and transportation costs (Section 5). The Member Boards contribute on an unweighted transported student basis to the administration and overhead costs of the operation of the Consortium. The proportion of each Board's share is based on the October 31st count of the previous year. Examples of administration costs include office supplies and furniture, technology and software, staff salaries and benefits, training and development, safety programs, office rent, maintenance and utilities, liability insurance, and accounting and professional fees.

Transportation costs are allocated to the School Boards based on weighted students per route.

2.4.2.2 Execute purchase of service agreements with all Member Boards

A Support Services Agreement was executed between the Consortium and its two Member Boards on April 1, 2015. The agreement provides covenants and terms for the provision of support services, service disruption, payment terms dispute resolution, confidentiality, severability and assignment. The Support Services Agreement is not specific to certain services, instead includes a general list of services that could be purchased from either of the Boards including, Management Support, Human Resources Support, Accounting Support, Facilities Support, IT support, and Personnel Support. Payroll Support is currently being provided by RCCDSB, and Human Resources Support is being provided by RCDSB, with the remaining services either provided in-house or by a third-party service provider.

2.4.2.3 Develop procurement policies for the Consortium

The Consortium has created a policy document for Purchasing, dated March 7, 2016. The document includes terms for the procurement of goods and services, and states that services are to be acquired through an open, fair and transparent process. The Purchasing policy states that the Consortium is to establish approval and procurement thresholds in line with the Broader Public Sector Procurement Directive and refers to the Consortium's finance policies, which outline the approval thresholds for the Administrative Assistant, Transportation Supervisor, General Manager, Administrative Committee and Governance Committee.

In addition, the Consortium has developed a Purchasing procedure document which outlines the procurement thresholds for all means of procurement including, petty cash, corporate credit cards, purchase orders, invitational competitive procurement and open competitive procurement for both Goods/Services and Consulting services.

2.4.2.4 Review the applicability and sufficiency of insurance coverage

The Consortium has an insurance policy in place from OSBIE that is independent of the two Boards. The Consortium's Governance Committee meeting minutes indicate that the Consortium reviewed insurance coverage policies this past May.

2.4.2.5 Implement a documented, formal staff performance evaluation and monitoring process

The Consortium has established a formal process for staff performance evaluation and monitoring. A document as part of the Human Resources policy provides guidelines and detailed step-by-step procedures for both Managers and Staff on successful completion of the performance appraisal. The Consortium has created detailed performance evaluation forms for staff and managers with assessment and assigned ratings in five areas: Communication, Professionalism, Leadership, Organization Skills, and Professional Growth/Balance. The policy on performance evaluation states that performance review and monitoring process is to be conducted at a minimum every five years, or may be conducted more frequently at the request of the employee or discretion of the GM.

2.4.2.6 Modify the strategic plan and document the planning process

A Strategic Plan has been developed and approved by the Consortium for the 2015-2016 period. The plan includes six guiding principles for the student transportation services and provides an overview of key issues. The plan identifies key strategic / high level goals for the short-term (one year), medium-term (two to three years) and long-term (four to five years), with target dates for accomplishment.

Accompanying the strategic plan is a schedule with assigned responsibility for each of the strategic goals. The Consortium tracks progress against goals on a regular basis.

At the time of the review, the Consortium did not have a documented policy or procedure in place that outlined the requirements of the strategic plan, responsibilities for developing and updating the plan, or how progress will be reported to the Governance Committee.

The Consortium does not have a documented policy or procedure for long- or short-term financial planning/forecasting.

2.4.2.7 Implement a regular, documented KPI monitoring process

Since the original E&E review, the Consortium has monitored and tracked the following KPIs on the performance of the Consortium:

- Vehicle statistics such as number of buses, fleet age, capacity, etc. by region and service provider;
- Number of routes by area and average route distances and ride times;
- Number of riders by Board and region, and number of schools served;
- Capacity utilization by vehicle type, service provider, and region;
- Base and distance costs by area; and
- Costs per vehicle, distance length and student by area.

The Consortium formally reports on the above noted KPIs, including year over year comparisons, on an annual basis at the Governance Committee's annual general meeting, and during quarterly Governance Committee meetings when requested, or when relevant to other discussion items.

Although the Consortium has identified and tracked KPIs as stated above, it does not have a documented policy or procedure that identifies the KPIs that are required to be monitored by the Consortium, the frequency of monitoring KPIs, quantitative thresholds and the process for reporting to Consortium governance.

2.4.2.8 Develop policies and procedures related to the treatment of confidential information

A Tri-Party Confidentiality Agreement Resolution was developed, drafted and signed between the RCJTC and two School Boards on May 14, 2012. The agreement contains covenants and terms for use of confidential information, disclosure of information, compliance with freedom of information and privacy legislation, collection, storage, use and access of information.

The Consortium created a procedure document for Access to Information and Privacy, on March 7, 2016. This policy document includes sections on Access to Information, Protection of Personal Privacy and Implementation.

2.4.2.9 Succession planning

The Consortium has developed a Succession Planning policy that specifies the Consortium will develop a Succession Plan to facilitate staff growth through development and training opportunities. From an implementation perspective, the Consortium has developed training plans for each of its staff, provides cross-training for staff on the responsibilities and geographic areas of other staff members, and rotates staff through geographical areas on a regular basis. At the time of the review, the Consortium had not fully developed a Succession Plan document for the Consortium.

2.4.3 Opportunities for improvement

2.4.3.1 Transportation service agreements

At the time of the follow-up E&E review, the Consortium did not have transportation service agreements in place with its Member Boards. It is recommended that the Consortium develop a purchase of transportation service agreement with each of the Boards that outlines the scope of the services (pertaining to customer service levels, financial responsibility, transportation planning, and strategic planning) to be provided by the Consortium to its member boards; and the manner in which the Consortium is to be compensated (e.g. timing and method of payment, reconciliation requirements, etc.) for these services.

2.4.3.2 Purchase of service agreements

Although the Consortium has a general Support Service Agreement with each of the Member Boards, it is recommended that the Consortium enhance the current agreement to add service specific requirements and details for the Payroll and Human Resources support services currently being provided by RCCDSB, and RCDSB respectively. For instance, the support services agreement should include the specific responsibilities that make up the Payroll services that RCCDSB has agreed to provide, along with service specific performance requirements.

2.4.3.3 Formal staff performance evaluation and monitoring process

Although a formal staff and GM performance evaluation process has been established, at the time of the E&E review, the first evaluations had only been planned to take place within the next month. Recognizing that the Consortium has established an evaluation process, the Consortium is encouraged to follow through on its plan to conduct formal review this spring. In addition, it is recommended that the Consortium's evaluation process be revised to conduct more frequent performance evaluations of all staff, at a minimum on an annual basis. In terms of the GM, the formal performance evaluation has yet to be completed though performance feedback is informally provided by the Administrative Committee and Governance Committee on a regular basis. When implemented effectively, performance evaluations can be a powerful tool to guide and encourage employees to keep the goals and objectives of the overall Consortium in mind during day-to-day operations.

2.4.3.4 Strategic plan

It is recognized that the Consortium has developed and approved a Strategic Plan for the 2015-16 period. However, it is still recommended that the process used to develop, update, approve, monitor, and report on the plan be formally documented in a Consortium policy and/or procedure. A documented policy and procedure ensures the Governance Committee and Consortium Management are aligned with the plan requirements, and provide a reference for new Directors, Officers, and staff, facilitating the succession planning process.

2.4.3.5 Financial planning/forecasting

It is recommended that the Consortium develop a formal short- and long-term financial plan that takes into account long-term enrolment projections provided by the Member Boards, and their associated effect on the Consortium's funding compared to the Consortium's short- and long-term cost projections. Financial planning will allow the Consortium to identify financial issues, such as gaps between funding and costs,

before they arise, providing the Consortium an opportunity to address these issues ahead of time. The requirement to develop, update and maintain a short- and long-term financial plan should also be set in policy, and should include how the Consortium obtains enrolment projections from its Member Boards.

2.4.3.6 KPI monitoring process

Recognizing that the Consortium regularly tracks and reports on a large number of KPIs on a regular basis, the Consortium is encouraged to develop a governance approved KPI monitoring policy and procedure. This document should outline which KPIs should be monitored, the process to be used to gather and analyze these KPIs, the frequency with which the KPIs will be analyzed and reported to the Consortium's governance structures, and the quantitative thresholds for changes in KPIs above which further action will be taken.

2.4.3.7 Succession planning

The Consortium is recommended to document the succession planning activities it is currently completing into a formal succession planning document. Along with documenting the Consortium's current succession planning activities, the plan should document the strategy for unexpected absences (both long and short term, and identify potential internal replacements for positions.

2.5 Financial Management

Sound financial management ensures the optimal use of public funds and also ensures the integrity and accuracy of financial information. This includes appropriate internal controls and a robust budgeting process that has a clearly defined planning and review calendar that promotes accountability and sound decision making.

Financial management policies capture roles and responsibilities, authorization levels, and reporting requirements to ensure that a proper internal financial control system is in place for the Consortium. These policies should also clearly define the financial processes of the Consortium in a way that ensures appropriate oversight without impinging on efficiency.

2.5.1 Original recommendations

2.5.1.1 Modify the budgeting creation and monitoring process

Given that Consortium management has specialized expertise in the financial implications of operating student transportation services, and given that budget allocations ultimately impact the Consortium's ability to provide effective transportation services, it is recommended that the Consortium's budgeting process be modified to allow Consortium management to provide greater input into the final allocations. Having the Consortium develop its own budget also encourages accountability at the Consortium level by requiring the Consortium to commit to a particular level of costs relative to its "income".

Ideally, the General Manager would prepare a detailed budget providing projections by School Board for each type of transportation and administrative cost. This budget could then be sent for approval to the Consortium's governance structures and Member Boards. The General Manager should also regularly monitor and document actual expenses and perform a review of significant variances between actual and budgeted amounts. The General Manager should present the results of this variance analysis, including explanations for under/overspending, to the Consortium's governance structures on a regular basis.

2.5.1.2 Modify the operator payment process

Currently, the Consortium develops invoices for bus operator payments that are then sent to Member Boards. The Consortium does not receive invoices from bus operators. It is recommended that this process be modified to more closely resemble the invoicing method used by taxi operators – bus operators should submit invoices to the Consortium for verification prior to them being sent to the Member Boards for payment.

2.5.1.3 Centralize the Consortium's financial management function

Currently, both Member Boards develop the Consortium's budget and implement the Consortium's accounting. The Consortium's financial management function is therefore neither centralized, nor within the control of Consortium management, who have specialized expertise and knowledge of the financial implications of operating student transportation services. It is therefore recommended that the

Consortium either centralize accounting services in-house or purchase accounting services from a single School Board, thus reducing duplication and increasing the Consortium's clarity and accountability.

2.5.2 Incremental progress

2.5.2.1 Modify the budgeting creation and monitoring process

A Budget Procedure document was created by the Consortium on June 2, 2014. The document states that preliminary budgets proposed by the GM or designate will be presented annually to the Administrative Committee for review for completeness and potential revisions, prior to the final budget presentation to the Governance Committee. The Administrative Committee is responsible for liaising with the Boards to ensure the Consortium's budget is incorporated into the budgets of the respective Boards.

During the year, the Consortium prepares monthly summary reports to monitor and document budgeted and actual expenses. The detailed monthly reports for the Consortium and both Member School Boards identify budget variances for purposes of budget review and planning.

2.5.2.2 Modify the operator payment process

The Consortium has developed an invoice template which is used by each of the operators. Operators are responsible for completing the template and submitting invoices on a monthly basis. Once an invoice is received, the appropriate Consortium Route Planner reviews the invoice for accuracy. If any discrepancies are noted, the Route Planner works with the operator to reconcile the discrepancies. Once the Route Planner is satisfied with the accuracy of the invoice, the invoice is forwarded to the Administrative Assistant for confirmation/ completeness, the invoice is forwarded to the GM for review and final approval for payment.

2.5.2.3 Centralize the Consortium's financial management function

Since the original E&E review, the Consortium has centralized its financial management function within the Consortium. The Consortium contracts with a third-party accounting service provider, which works with the GM to manage the Consortium's finances. As reference, the Consortium has provided a copy of the contract with its accounting service provider, which is dated October 21, 2011.

2.6 Results of the Follow-up E&E Review

Consortium Management for RCJTC has been assessed as **Moderate-High**. Since the original E&E review, the Consortium has addressed each of the major recommendations regarding governance and organizational structure and financial management. For instance, the Consortium has executed a binding Consortium Agreement, including a cost sharing schedule; incorporated as a separate legal entity; and clearly defined the roles and responsibilities of the Governance Committee and Consortium Management, effectively separating Consortium operations from governance. These improvements have provided clarity of responsibilities to all those involved in the Consortium (Trustees, Board Officials, Consortium Management and staff). With respect to Consortium Management, it is recognized the Consortium has made progress on a number of the recommendations from the original E&E review; however, for some of the recommendations, there is additional work required such as fully implementing the staff performance management program and documenting the processes of the KPI program. Other areas for improvement include developing transportation services agreements, enhancing the support services agreement, and developing a short- and long-term financial plan.

3 Policies and Practices

3.1 Introduction

Policies and practices examined and evaluated the adopted and implemented policies, operational procedures, and documented daily practices that in combination establish the standards of student transportation services. The analysis for this area focused on the following three key areas:

- General Transportation Policies & Practices;
- Special Needs Policy Development; and
- Safety and Training Programs.

The observations, findings, and recommendations documented in this section of the report are based on the review of provided documents and information, onsite interviews with consortium staff, and the analysis of extracted data. Best practices, as established by the E&E process and the original recommendations from the 2009 E&E Review provided the source of comparison for each of these key areas. The results were used to develop an E&E assessment for each of the key components and to determine the overall effectiveness of the Consortium's Policies and Practices as shown below:

Policies & Practices – Original E&E Rating:	Moderate - Low
Policies & Practices – Follow-up E&E Rating:	High

3.2 Transportation Policies & Practices

The development and enforcement of clear and concise policies, practices, and procedures are essential elements of an effective and efficient transportation system. Policies establish the parameters that define and determine the *level* of service that ultimately will be provided while practices and procedures determine *how* services will actually be delivered within the constraints of each policy. The harmonization of policies and the consistent application of all policies, procedures, and practices ensures that service will be delivered safely and equitably to each of the Member Boards.

This section evaluated the established policies and practices and their impact on the effective and efficient operation of the Consortium.

3.2.1 Original recommendations

3.2.1.1 Modify and adopt the proposed policy and procedure manual

The policy and procedure manual currently under development represents a substantial positive step forward. It incorporates many of the elements that are currently missing, and enhances the clarity of many other elements of the Joint Transportation Policy. Efforts should focus on ensuring consistency between this document and the Joint Transportation Policy, and on ensuring that the new manual addresses all aspects of service eligibility and operations. Serious consideration should be given to redrafting the Joint Transportation Policy to conform to the format of the new manual.

3.2.1.2 Clarify and expand current policies and procedures

Significant uncertainty exists within the current Joint Transportation Policy as it applies to key elements of service delivery such as the definitions of hazardous conditions and urban/developed areas. In addition, key criteria such as allowable student ride times and courtesy transportation eligibility are missing. An effort should be undertaken to clarify the current policies and expand them to include the missing elements. This effort should be undertaken jointly with the final review and adoption of the new policy and procedure manual.

3.2.2 Incremental progress

3.2.2.1 Policy and procedure manual

All planning and management activities are guided by a comprehensive array of RCJTC fully harmonized policies and procedures. All policies and procedures are posted on the RCJTC website and incorporate the previous policies or procedures that were either a component of the policy and procedure manual or elements of the Joint Transportation Policy.

The policies and procedures are formatted in a manner that clearly documents the date that the policy or procedure was developed or revised with each policy or procedure assigned a unique number. By utilizing this indexing system for each policy and procedures, stakeholders have the ability to cross reference to related policies, procedures, and forms. A review of each of the Member Board's website's found no contradictory policy or procedure statements with each of the websites providing a direct link to the RCJTC website.

3.2.2.2 Policy refinement

Based on review of the provided policies, procedures, forms and the onsite interviews with Consortium management and support staff, it is evident that a concerted effort has been expended to ensure that a comprehensive array of policies and procedures have been considered and approved to support an effective and efficient operation. In reference to the enhancements recommended in the original E&E, policies or procedures have been developed in the following areas:

- Hazardous conditions: Hazard Checklist Procedure AP.03.03 describes the conditions that *may* result in transportation being provided to otherwise ineligible students or a change in stop location. The documented criteria includes:
 - School Walk Boundaries
 - Narrow Road Shoulder/Ditch
 - Dangerous Intersection
 - High Speed Road
 - Multi-lane Road
 - Railway Crossing
 - Bus Stop Locations
 - Intersection: Controlled or Dangerous
 - Subdivision Construction (temporary)
 - High Speed Roads: Driveway vs. collector stop; Door side pickup
 - Hills/Valleys
 - Elementary vs. Secondary – distance from home
 - Elementary – noon vs. AM/PM (with siblings, neighbours)
 - Neighbourhood: Industrial
 - Undesirable business
 - No turnarounds – cul-de-sac
 - Obstructed view – bend in road
 - Speed of Road – consideration of safe distance between stops
- Eligibility for Transportation: Transportation Policy P.01.02 defines the eligibility for transportation as:
 - Where roads are municipally assumed & maintained, passable and where cul-de-sacs (of adequate size to safely accommodate a vehicle turnaround) are accessible, transportation may be provided for pupils residing more than the distance from their place of residence as shown in Table 2:

Table 2: Distance Parameters

Grade Level	Distance Parameters
Junior and Senior Kindergarten	0.5 km
Grades 1 to 6	1.6 km
Grades 7 to 12 (rural)	1.6 km
Grades 7 to 12 (urban/developed)*	2.5 km

*Usually posted 60 km/hour or less

- Courtesy Seat Transportation: Policy P.01.17 defines the parameters for the approval of a “temporary” seat assignment that can be withdrawn in the event that the seat is required for an eligible student within the attendance boundary. The criteria that is considered includes:
 - There must be seating capacity on an existing bus;
 - There is a current run and an existing stop that can be utilized; and
 - No additional costs can be incurred.

After September 30th of each school year, the RCJTC communicates with requestors regarding approval status after all eligible students have been assigned a seat. These criteria are consistent with the best practices identified through the E&E process as they ensure that the granting of courtesy/temporary seat transportation does not influence the planning process or results in additional costs.

3.2.3 Opportunities for improvement

3.2.3.1 Additional refinement of policy statements

It is evident that a great deal of effort has been expended in the area of policy development and documentation. While these enhancements meet the intent of the original recommendation, as policies or procedures are periodically reviewed, additional clarifications of the “meaning or intent” of some of the statements may be beneficial. As an example, while it is clear to professionals within the transportation industry of the rationale for not locating a stop on a hill or in a valley, to stakeholders of the service, further discussion as to why these areas may be deemed to be unsafe may be necessary. Expanding on the example of prohibiting a stop on a hill or in a valley, it may be beneficial to explain that both the bus driver and the drivers of other vehicles must have a clear line of sight and the ability to safely stop a passenger vehicle for a bus that is loading or unloading.

3.3 Special Needs Transportation

Planning transportation for special needs students can present additional challenges and must consider a multitude of factors including the unique physical and corresponding equipment needs of the students such as wheelchair lifts, special restraints, and harnesses. Additional factors include providing support for students with emotional needs or medically fragile students who require assistance or medical intervention. Training specific to serving these students and their unique needs is paramount to support a transportation plan for each student that is effective, efficient, and safe.

3.3.1 Original recommendations

3.3.1.1 Develop comprehensive policies and procedures related to special education students

It is strongly recommended that, as part of the policy and procedure manual development process and adoption, the RCJTC develop a comprehensive set of policies and procedures relating to the safe and effective transportation of special education students. Many examples of such policies exist throughout the Province, and the Consortium staff should undertake to adopt and modify examples of best practices from other locations to local conditions and requirements. The emphasis should be placed on documenting responsibilities for identifying individual student needs, and the procedures for ensuring that these needs are met. In addition, these policies and procedures should also include requirements for providing the proper equipment and training for the Consortium, Board, and operator staff that will be responsible for planning and implementing these services.

3.3.1.2 Centralize the planning of special needs transportation

The Consortium should implement a planning structure that focuses special needs planning responsibilities with a single transportation planner. Requirements for special needs students are unique, and the population transported by the RCJTC is small enough that this responsibility is best administered

by a single individual. This recommendation should proceed in conjunction with the development and documentation of clear policies and procedures.

3.3.2 Incremental progress

3.3.2.1 Special education policies and procedures

The policy area for the transportation of students with special needs begins with clearly defining the roles and responsibilities of each of the stakeholders. Special Needs Policy P.02.01 illustrates these responsibilities in a tabular format which clearly defines the roles of each of the stakeholders in relationship to a particular special need. For example, the responsibilities for each of the stakeholders where there is a student requiring a wheelchair is defined in Table 3 below:

Table 3: Students with Special Needs - Stakeholder Responsibility

Students with Special Needs - Stakeholder Responsibility	
Example – Wheelchair Student	
Operator/ Driver	Ensure that students are transported safely according to needs. Follow Consortium Procedures for The Transportation of Special Needs Students. Provide monitor as requested by the Consortium. Contact dispatch in the event of emergency.
Parent/ Guardian	Advise school and Consortium of medical conditions and communicate any change on a regular basis. Help identify tools that may help driver and/or monitor while transporting their child. Advise driver, monitor and/ or RCJTC of any emergency health issues or concerns.
School Staff	Inform Consortium and parents or guardians of any issues while at school during the day. Help identify tools that may help driver and/or monitor while transporting the student.
Student	Follow Vehicle rules. Advise driver and/or monitor of any emergency health issues or concerns.
Educational Assistant	Help identify tools that may help driver and/or monitor while transporting the student.
Monitor	Sit with or near student. Monitor any issues or concerns that may arise during transportation. Notify driver in the event of an emergency.

Additional special needs procedures include:

- Loading and unloading procedures – describes the specific procedures relative to the equipment that a student requires, i.e. wheelchair, walker, ambulatory, or for students with specific medical or emotional needs.
- Accessibility Standards for Customer Service – considers both facility and staffing needs to ensure that equal opportunity to services is provided regardless of an individual's disability.
- Diabetic hypoglycemic and anaphylactic procedures that describes how assistance is to be provided by the driver.
- The parameters for the safe transportsations of students that are supported by service dogs.

3.3.2.2 Centralization of special needs planning

All route planning and the management of transportation for students with special needs has been assigned to a single route planner as recommended in the original E&E review, which meets the intent of the original recommendation. As a component of the RCJTC's succession planning and for cross-training purposes, the geographical responsibilities of the planners are rotated on a three year basis. This rotation helps to ensure that all of the planners will have a full understanding of the complexities of special needs transportation while also ensuring consistency in the services provided.

The enhancements to the policies and procedures for the transportation of special needs students and the centralization of all staff meets the expectations of the original recommendations and of the E&E review process.

3.4 Safety policy

The foremost goal of any transportation operation is to provide safe student transportation. This goal is supported by safety related policies, practices, and procedures that are comprehensive and enforced. Equally important is that regular training is provided to drivers and attendants to ensure that onboard personnel have, and maintain, a high level of operational skill. The communication of responsibilities shared by students, parents, drivers, school staff, and the general community helps to promote a culture of safety across the community for all students.

3.4.1 Original Recommendations

3.4.1.1 Enhance existing safety policies

Enhance the existing safety policies by incorporating audit requirements to ensure that drivers are meeting their training requirements, codifying student training requirements in a policy statement with supporting procedures, standardizing a camera use policy for the RCJTC, and documenting emergency, accident, and incident procedures. This should be conducted as part of the policy and procedure manual development process and adoption.

3.4.2 Incremental progress

3.4.2.1 Safety policies

An extensive array of policies and procedures directly related to effective and efficient service delivery within a culture of safety have been developed. Examples that pertain directly to the recommendations from the original E&E review include the following:

- Examples were provided of the mandatory training provided to drivers on an annual basis. Recent topics presented for the current school year included:
 - Refresher course on anaphylaxis issues and the use of an EpiPen;
 - Student discipline procedures that included involvement from school principals; and
 - Involvement or support from local police departments.
- Although an “On-site Operator Audit” form has been created to facilitate the auditing of operator responsibilities including driver training requirements, at the time of the review, the process has not been fully implemented. The performance of regular audits is necessary to ensure that drivers are in compliance in key areas including:
 - Driver licensing requirements: Confirmation that each driver maintains in good standing at all times a Class B or E license and any additional license required i.e. air brake use.
 - Driver training requirements include:
 - Proof of First Aid/CPR certification and annual EpiPen/inhaler training for each driver;
 - Accessibility standards training;
 - Student behavior and sensitivity training;
 - Accident management training; and
 - Bus Evacuation training and procedures.
- First Ride Program AP.03.01 – Describes the processes that are followed to provide the First Rider Program for junior kindergarten to grade eight students. As is appropriate, safety training (including evacuation training) is provided to all students including non-eligible students (walkers) to ensure that all students are provided school bus safety training. This includes students that may only occasionally be transported for extra-curricular trips or to participate in athletic events.
- Bus Evacuation Procedure AP.03.04 – Describes the procedures to be followed in the event that a bus evacuation is necessary. While older students may be enlisted to assist in the process, emergency procedures are to be explained to all students so that all transported students understand the importance of following evacuation directions.

- Surveillance Procedure AP .03.10 – The procedure begins with providing definitions and the responsibilities of both the Consortium and the Operators. Procedures for the Access, Use, Disclosure, Retention, and Disposal of Surveillance Records are also documented.
- Administrative procedures have also been developed that includes vehicle collision reporting, collision preventability determination guidelines, and incident procedures. The RCJTC Collision Preventability Determination Guideline sets a high expectation of safe driving by establishing a culture that most, if not all, accidents are preventable.

While collectively the enhancements to the specific area of transportation safety meet the intent of the original recommendations, the lack of the full implementation of the auditing process is noted as a remaining area of concern.

3.4.3 Opportunities for improvement

3.4.3.1 Collision preventability determination

While it is commendable that RCJTC Administrative Procedure .03.07.1 clearly establishes a high expectation for safe and defensive driving and it is evident that the goal is “expert driving performance” and not just average performance, the procedure may be viewed as being intrusive on the responsibility of the operators to train and manage their employees. The Consortium should review Administrative Procedure .03.07.1 and establish accident review and investigation standards as an operator responsibility and an area for review as an ongoing operator performance indicator.

3.5 Results of E&E Review

Policies and practices have been rated as **High**. While the RCJTC operated under the umbrella of a fully harmonized Joint Transportation Policy as observed during the original E&E review, there were significant gaps in the documentation and some uncertainty as to the application of certain guidelines. This uncertainty was partially the result of the Consortium being managed from separate offices located at each of the Boards and also the absence of an appropriate policy and supporting procedures for the delivery of special needs transportation services. Since the original E&E review, the RCJTC has made great strides not only in the development and adoption of RCJTC policies and procedures, but also in being able to operate cohesively and effectively as the single entity entirely responsible for providing effective, efficient, and equitable service to each of its Member Boards. While collectively the enhancements to the area of policies and procedures meet the intent of the original recommendations, the full implementation of an annual and ad-hoc auditing process should be considered a priority.

4 Routing and Technology

4.1 Introduction

Routing and Technology encompasses the management, administration, and use of technology for the purpose of student transportation management. The analysis for this area stems from a review of the four key components of:

- Software and Technology Setup and Use;
- Digital Map and Student Database Management;
- System Reporting; and
- Regular and Special Needs Transportation Planning and Routing.

Each component has been analysed based on observations from fact, comparison to recommendations from the original 2009 E&E Review, the analysis of data, and an assessment of best practices leading to a set of recommendations. These results are then used to develop an E&E assessment for each component, which is then summarized to determine an E&E assessment of Routing and Technical efficiency as shown below:

Routing & Technology – Original E&E Rating	Moderate - Low
Routing & Technology – Follow - up E&E Rating:	High

4.2 Software and technology setup and use

Any large and complex transportation organization requires the use of a modern routing and student data management system to support effective and efficient route planning. Effective route planning not only ensures that services are delivered within established parameters; it also helps to predict and control operational costs. Modern software systems have the ability to integrate and synchronize with student accounting, communications, and productivity software. The integration of these software systems allows for more effective use of staff time and supports timely communication, data analysis and reporting. Web based communication tools in particular can provide stakeholders with real time and current information regarding their student's transportation including service or weather delays, the cancellation of transportation, or school closings. To derive the greatest benefit from these systems, it is imperative that the implementation include an examination of the desired expectations and outputs of the system to support comprehensive analysis and reporting. This section of the evaluation assesses the acquisition, setup, installation, and management of transportation related software.

4.2.1 Original recommendations

4.2.1.1 Develop a suite of supporting software and technology tools

Edulog is a planning tool designed for the internal use of Consortium staff in developing and maintaining an efficient and effective route structure. The ability of the Consortium to communicate effectively with users, operators, administrators, and its Member Boards is constrained by the absence of readily available technologies. Examples of the tools that should be considered for near-term incorporation into Consortium operations include: web-based distribution of route information to users and operators; and enhanced telephone systems to manage and distribute incoming and outgoing calls.

4.2.1.2 Execute service agreements and disaster recovery protocols

It is recommended that the Consortium immediately develop a system backup and disaster recovery protocol to ensure continuity of operations. This should then be incorporated into a formal agreement with each Member Board that documents each organization's precise responsibilities and the level of service to be provided.

4.2.1.3 Develop a formal training program for Consortium staff

It is recommended that the Consortium implement an enhanced, regular program of training for Consortium staff. At a minimum, this should include a monthly in-service training program that targets the relative level of expertise of individual staff. This training should not be limited to the routing software, but should include all aspects of student transportation route planning and operations. Most of these sessions can tap the expertise that currently exists throughout the organization, but some sessions should bring in outside sources such as representatives from the bus operators association, business officials from the Member Boards, Ministry representatives, and other industry experts.

4.2.2 Incremental progress

4.2.2.1 Supporting software and technology tools

The RCJTC converted to GeoRef's BusPlanner software in January 2015. BusPlanner is a full featured suite of integrated software programs that can assist transportation organizations in both the planning and management of the routing network, as well as in the areas of data analysis, reporting, and communications. In addition to the purchase of the route planning and management software, additional modules have also been purchased and integrated into the system. Examples of these include:

- *BusPlanner Web*: In conjunction with other links available on the Consortium's website, stakeholders are able to readily locate calendars which indicate when bus service is available, school location and boundary maps, and to view or subscribe to notifications regarding a buses' location.
- *BusPlanner Maps*: An up to date and accurately tuned base map is necessary to support an effective planning process. As new street segments are added or changes in the road speeds occurs, the base map in a routing system must be continually updated to ensure the accuracy of the route and run paths and timing for each of the stop locations.
- *BusPlanner Portal*: Provides secure instant student bus information to key stakeholder groups such as Schools, Operators and Parents.
- *BusPlanner GPS and "Where's my Bus"*: Provides real time information to stakeholders and also allows Consortium staff to perform periodic or on-demand planned to actual route audits.
- *BusPlanner Workflow*: Technology designed to automate reporting and the response to stakeholder concerns or questions reducing the time spent for more manual processes.
- *BusPlanner Application*: Provides parents with a ready link to check eligibility for transportation based on the address of their residence. Pertinent school information such as programs available (French language), contact information and operational data is also readily available.

Additionally, the RCJTC's website is well designed and provides access to Consortium policies and procedures, student safety information, various forms, and FAQ's, all of which promote both effective communication and the efficient use of staff time.

4.2.2.2 Service agreements and disaster recovery protocols

RCJTC administrative procedure - .08.15 Business Continuity Plan is a multi-level response plan. Level 1 is a "Major" workplace interruption and is considered a catastrophic event which would prohibit the staff from working from the current facility. A Level 2 is considered a Minor Workplace Interruption that is expected to last less than 24 hours. Protocols to ensure the continuance of service include:

- The determination of a temporary work location – RCJTC will liaise with the Administrative Committee to locate a temporary work location within one of Member Board's facilities. This process has recently been "tested" due to localized power outage impacting the facility.

- The Consortium and the Boards will work cooperatively to obtain the necessary equipment i.e. workstations, phones, data servers, and other IT assistance to support the continuance of service.
- Communications protocols have been documented including the use of phone messages or email to contact stakeholders including:
 - All Administrative Committee members;
 - Transportation providers including all bus and taxi operators across the service area;
 - Transported students; and
 - Various media contacts as is necessary.

The Consortium contracts with Zycom Technology for its technology support. As part of the service agreement, data is backed-up nightly to a local server and is also stored off-site on a server located in Montreal. This includes any changed or new information stored in the BusPlanner database. By contract, Zycom Technology is required to re-establish the Consortium's database's within a 24 hour period. This process ensures that in the event of disruption requiring the relocation of staff, a current database is available to staff to support the continuance of service.

4.2.2.3 Formalized staff training program

While the Consortium has just completed its first full year of using BusPlanner, interviews with staff and observations indicate that staff have embraced the use of the system and have become proficient in its use. Examples include the use of the system for annual planning processes and the daily or ongoing management of routes and runs including the addition or deletion of students, changes in students' addresses, and the management of stop locations.

The initial contract with GeoRef included a dedicated three days of training and included an introduction to the use of, and the administration of the system. Training on the use of the system varies by individual and includes:

- Site specific orientation;
- Administrating BusPlanner Web;
- Effective Data Analysis;
- Use and management of BusPlanner map;
- Advanced route Planning Techniques; and
- Introduction to Optimization.

In addition to the training provided during the implementation of the system, the Consortium plans on assigning staff to participate in the *User Group* programs offered by GeoRef for BusPlanner users on an ongoing basis or as is appropriate.

Examples of other training that has been provided to support an effective and efficient organization includes:

- Attendance at Ontario Association of School Business Officials sessions including programs directly related to the discussions of consortium best practices;
- National Association for Pupil Transportation provided programs including:
 - Team Communication Strategies;
 - Accident investigation techniques; and
 - Understanding school bus specifications;
- Participation in the Guelph University – Certificate in Pupil Transportation Management Program including:
 - Contract management, and business communication techniques; and
 - Enrolment in the summer 2015, Transportation Management program for selected staff members.

Generalized training in Consortium procedures or the use of common productivity software includes:

- The use of MS Access for data management;
- Website management;
- Dealing with Difficult People; and
- Customer Service Skills.

Discussions with Consortium staff indicate that in addition to the more structured programs that have been provided, the staff meets on a monthly basis to share information and best practices in the use of BusPlanner and other supporting systems.

The enhancements to the training programs and the processes for disaster recovery in conjunction with the broader implementation of supporting software and technology tools meets the intent of the original recommendations and of the E&E review process.

4.3 Digital map and student database management

For any electronic routing system to be fully effective, it must be supported not only by an accurate underlying map, but also by accurate student data. This aspect of the E&E process was designed to evaluate the processes and procedures in place to update and maintain the map and the student data that forms the foundation of any student transportation routing system.

4.3.1 Original recommendation

4.3.1.1 Redesign the student coding structure

As part of the implementation of this recommendation, the Consortium should:

- *Set-up the Edulog system, including map boundaries and settings, to correctly utilize the automatically assigned eligibility codes, in particular for the identification of hazardous conditions;*
- *Greatly simplify the set of user-defined codes such that they serve as correct modifiers to the base eligibility codes, such as a small set of codes that clearly identify courtesy riders and those provided with transportation through Board directed action;*
- *Redesign the use of the travel codes to serve as an effective third level code to define the type of transportation service provided; and*
- *More fully utilize the available special needs coding to reflect when special equipment or services are provided to a transported student.*

4.3.2 Incremental progress

4.3.2.1 System and student coding

As noted in the original E&E review, for a typical routing system such as Edulog, a well thought out and hierarchical coding structure is a key element that is necessary to effectively manage the data analysis and reporting requirements of any relatively large and complex transportation system. Typically the coding structure begins with system assigned eligibility codes as “level one” followed by user defined codes that provides planners with a more defined understanding of the type of service being provided to each student. Key examples include students approved for courtesy or temporary transportation, students requiring wheelchairs or other adaptive equipment, and otherwise ineligible students that may be transported due to the presence of hazardous conditions within their walk-zone.

While BusPlanner can also be configured to use a hierarchical coding structure for the grouping and the analysis of data, the parsing of student data can also be accomplished though the system’s ability to effectively query by comments within the student’s record. As an example, all students requiring a wheelchair bus can be located within the extended comments tab. Interviews with staff indicate a high degree of confidence and proficiency with this methodology. In lieu of travel codes it was clear that by identifying vehicles (size, w/c equipped or not, contracted vs. parents) along with an accurate map (identifying hazards, walk distances, attendance boundaries) was much easier to query data based on exception than identifying travel codes and adding another layer of data that can be either misinterpreted or corrupted due to data input errors and impacting the accuracy of the report. Further interviews with RCJTC managers and planning staff indicated that this methodology is fully understood and utilized by all staff members supporting effective and efficient route planning and management. Furthermore, this

methodology for the extraction of data and reporting fully meets the intent of the original recommendation and the E&E review process.

4.4 System reporting

Reporting, performance measurement, and operational analysis allows for the early identification of trends that may be detrimental to operations, improves the analytical capacity of the organization, and allows for internal and external stakeholders to be more adequately informed about operations. The purpose of this aspect of the review was to evaluate what reports are typically generated, who receives these reports, what capabilities exist to develop ad hoc reports, and how the information and data is utilized to improve operations.

4.4.1 Original recommendation

4.4.1.1 Establish a documented reporting, data distribution, and performance indicator tracking process

It is recommended that the Consortium establish a regular schedule of data extraction and analysis to evaluate current system effectiveness and alternative routing options. This should include a defined set of reports for each position in the organization, and for the Consortium's governance structures. It is further recommended that the Consortium develop a comprehensive set of Key Performance Indicators that are customized to the needs of the Consortium and its Member Boards. These indicators should reflect those elements that define efficient and effective operations, but also those that are of particular interest to the Consortium. The list should be kept to a manageable number, but all indicators should be regularly tracked to facilitate long-term trend analysis. Examples of measures to consider for inclusion are discussed at length in the analysis of system effectiveness section of this report.

4.4.2 Incremental progress

4.4.2.1 Reporting and performance indicator tracking

The 2013-2014 Annual Report illustrates the KPIs that are provided to the Board of Directors. For a list of metrics reported, please refer to Section 2.4.2.8.

Interviews with staff indicate the functionality of the BusPlanner system has increased their ability to readily query system data to better manage the routes and runs within their areas of responsibilities. Examples provided included a review and removal of "dead" stops to shorten run times, seating capacity utilization analyses to ensure that vehicle capacity is well utilized, and the periodic review of student ride times to monitor compliance to ride time guidelines.

In addition to the annual reporting of KPIs, the Consortium has recently completed a report for the Administrative Committee that helped to illustrate the number of students whose ride times exceeds 60 minutes. This analysis is designed to help illustrate the impact of loading factors i.e. number of students per seat and school accommodations and program locations on student ride times and fleet utilization. The annual KPI reporting process in conjunction with the generation of reports on an as needed basis meets the intent of the E&E review process and the original recommendation.

4.5 Regular and special needs transportation planning and routing

Effective and efficient route planning is the key element of any high performing transportation operation. This portion of the review discusses the recommendations from the original E&E review and the resulting incremental progress. Also discussed are the current findings regarding the overall effectiveness of the system.

4.5.1 Original recommendations

4.5.1.1 Reorganize staff in line with the consolidation of the Consortium's office space

It is recommended that the Consortium reorganize its staff to take advantage of the consolidation in a common office space. These efforts should be coupled with retraining and the student data management process changes recommended earlier. The Consortium should also establish one position that is to be responsible primarily for system administration, data management, reporting and analysis; and another position that is primarily responsible for special needs transportation. In addition, it is recommended that the Consortium's departmental organization be split based on geography, not Board affiliation, with two regular route planners being held responsible for each area.

4.5.1.2 Implement the staggered-bell approach on a system-wide basis

The Consortium should strongly consider expanding and continuing efforts to develop a staggered bell routing approach system-wide. Results from the pilot project are compelling, and are strongly suggestive of the benefits of a comprehensive approach to bell time coordination throughout the Member Boards.

4.5.2 Incremental progress

4.5.2.1 Consolidation of Consortium staff to a common office space

In response to the recommendation in the original E&E review, all Consortium staff have been located in separate facility that not only consolidates all staff in a single location but also further establishes the RCJTC as a separate entity providing service to each of the Boards. Interviews with staff indicate that planning and the provision of transportation is absent of any consideration for a student's school or Board affiliation and is solely based on Consortium policies and procedures. As noted in the Policy and Procedure Section, while staff have geographical areas of responsibility and one of the planners is specifically responsible for the planning of transportation for students with special needs, a process has been established for the rotation of planning responsibilities (amongst the planners) on a three year basis. The objective of this rotation is to ensure that all staff are fully familiar with the entire service area and most importantly, the complexities of planning for special needs students.

4.5.2.2 Implementation of system-wide staggered-bell times

The original 2009 E&E review noted the success of the "Phase 1 or Pilot" program to understand the potential for better utilization of the fleet assets resulting in an overall reduction in the number of buses. Based on the success of this initial pilot, a second phase of bell time initiatives was implemented in 2010 with a third phase completed in 2011 for the Opeongo area.

4.5.2.3 Analysis of system effectiveness²

The RCJTC transports over 9,500 students to 68 schools and programs across its service area. Services are provided using a fleet of 243 buses or school purpose vehicles on just over 715 morning and afternoon bus runs. Prior to the pilot, the system was primarily on a single time tier, with each bus operating a single morning and afternoon run. As noted in the original E&E review, a single tier system limits the number of times that each bus can be used throughout the day impacting the overall efficiency of the routing network.

To achieve a greater level of both seating capacity and asset utilization, the goal is to use the available seating on each bus run and to reuse the bus as many times as possible throughout the operational day. The key analysis to understand the overall efficiency of a routing network is to calculate the number of buses required to transport 100 students. As noted in the pilot program, as the number, or count of runs, per bus increases, the number of buses required to transport 100 students decreases substantially. The analysis of current route and run data found that the number of buses per 100 students (based on rider count) is approximately 1.4. This metric is achieved with an overall average of 64 percent simple capacity utilization (number of students divided by the number of available seats) across the system compared to the 2009 system-wide average of 58 percent.

These results compare favorably against the results noted in the original pilot and especially well against the "non-pilot" (2009) area which found 2.25 runs per bus and 3.46 buses per 100 students. The impact of these initiatives is also illustrated by the reduction of vehicles from 271 in 2009 to the current total fleet of 243 vehicles. These comparisons are best illustrated in Table 4 below.

² All data reported in this section of the report refers to data collected while the E&E team was on site. There may be inconsistencies with some previously reported Ministry data due to the different timing of the data collection.

Table 4: Staggered Bell Impact Comparison

Comparison	School Year	Number of Students Transported	Daily Runs Per Bus	Buses per 100 Students
Non-Pilot Areas	2009	5,924	2.25	3.46
Staggered Bell Time Pilot	2009	5,086	3.20	1.40
Combined System	2009	11,010	2.50	2.51
Current System	2016	9,500	3.20	1.40

Figure 3: Number of Runs per Bus

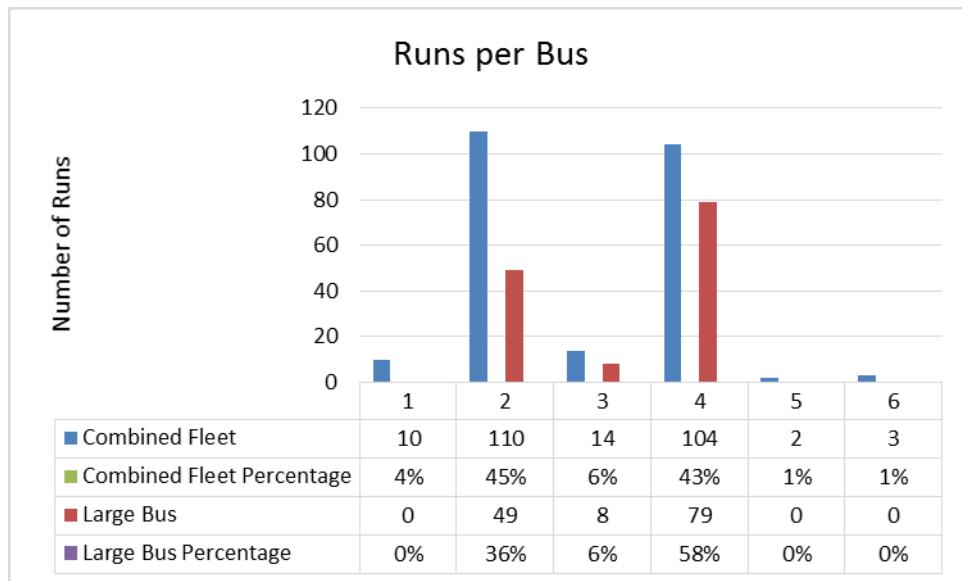
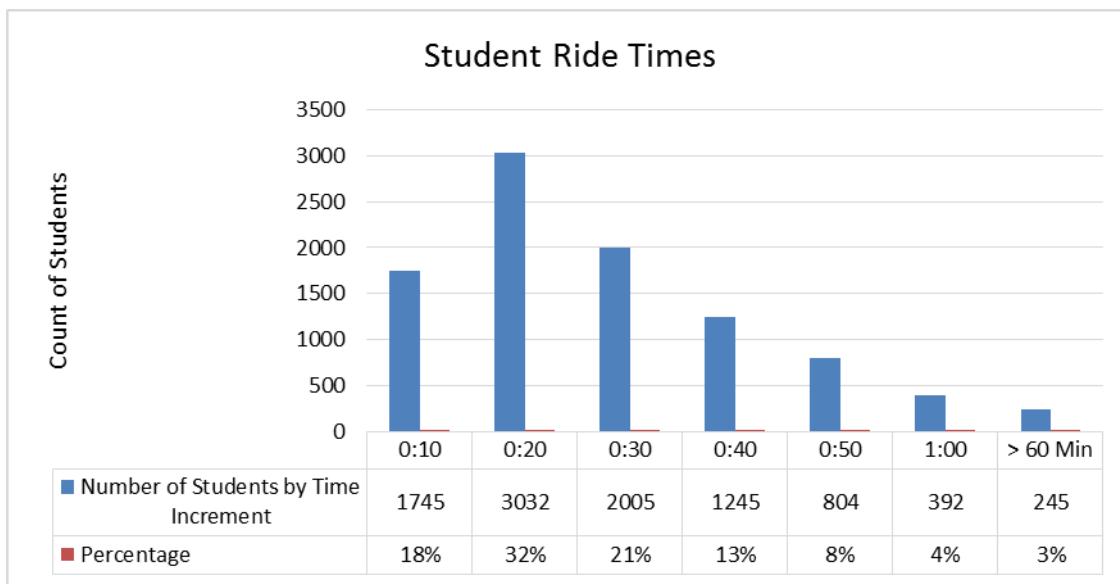


Figure 3 illustrates the number of runs per bus for the entire fleet and for full size buses with a student capacity of 48 or above. As Figure 3 illustrates, a full 51 percent of the combined fleet and 64 percent of the large bus fleet are able to perform at least three runs per day.

While it is evident that the system-wide implementation of staggered bell times supports a more efficient use of the fleet, it is also important to understand the impact on service. Currently the average student ride time is approximately 23 minutes in the morning and 24 minutes in the afternoon time panel. Based on the morning time panel, approximately 85 percent of all students have a ride time of 40 minutes or less which compares favorably against the 81 percent of students with ride times less than 40 minutes as noted in 2009. Student ride times are illustrated in Figure 4 below.

Figure 4: Student Ride Times by Time Increment



Combined, these results validate that the implementation of staggered bell times promotes a system that can better utilize both its seating capacity and asset utilization without compromising service levels. The implementation of staggered bell times in conjunction with the other recommendations in this area meets the intent of the original recommendations and of the E&E review process.

4.6 Results of E&E Review

Routing and Technology use has been rated as **High**. It is evident that the RCJTC and its Member Boards considered each of the original recommendations and were determined to implement the changes necessary to become a more effective and efficient system. The successes in this area are considerable and include the successful implementation of routing and supporting software, the consolidation of staff to a single operations center, staff training enhancements, and additional bell time initiatives across the system.

5 Contracts

5.1 Introduction

The Contracts section refers to the processes and practices by which the Consortium enters into and manages its transportation and other service contracts. The analysis stems from a review of the following three key components of Contracting Practices:

- Contract structure;
- Contract negotiations; and
- Contract management.

Each component has been analyzed based on observations from information provided by the Consortium, including information provided during interviews. The analysis included an assessment of areas requiring improvement that were informed by a set of known best practices identified during previous E&E Reviews. These results are then used to develop an E&E assessment for each component. The E&E assessment of contracting practices for the Consortium is as follows:

Contracts – Original E&E Rating:	Moderate - Low
Contracts – New E&E Rating:	Moderate

5.2 Contract structure

An effective contract³ establishes a clear point of reference that defines the roles, requirements, and expectations of each party involved and details the compensation for providing the designated service. Effective contracts also provide penalties for failure to meet established service parameters and may provide incentives for exceeding service requirements. Contract analysis includes a review of the clauses contained in the contract to ensure that the terms are clearly articulated, and a review of the fee structure is conducted to enable comparison of its components to best practice.

5.2.1 Original recommendations

5.2.1.1 Include additional clauses in the bus operator contract

It is recommended that bus operators be mandated to provide EpiPen training to drivers prior to their first day of operating a bus with students onboard, in line with best practices in the sector and to ensure that drivers are qualified to manage potentially life threatening emergency situations from the first day of their interactions with students.

5.2.1.2 Modify the formula used to allocate bus routes

The Consortium allocates routes among operators based primarily on historic allocations and occupancy rates. While it is important to ensure some equity in route allocation among operators, it is equally important to ensure that the Consortium is receiving the best service possible at the rates being paid. As such, it is recommended that the Consortium modify its route allocation methodology to ensure that route allocations are made based primarily on operator performance (including price and service levels as factors).

³ The word Contract in this context refers to detailed documents outlining the scope of services, rates and expected service levels. The phrase Purchase of Service agreement is used in this report to describe a less detailed document that only outlines the services to be provided and the rates at which they are to be provided.

5.2.1.3 Execute a contract with all taxi operators

Written contracts should be established with taxi companies. The lack of contract documentation for these operators increases risk exposure to the Consortium and the Member Boards. This contract should include the same level of detail as the contract used for bus operators in order to ensure the same level of service and safety is provided to those students transported by taxi versus bus and to ensure the same level of risk mitigation for the Consortium. It is important that all vehicles used to transport students are in compliance with the Ministry of Transportation license, insurance and safety requirements, and that drivers have received all appropriate training that is mandatory to provide student transportation services. As taxis are used primarily for the transportation of special education students it is especially important for the Consortium to ensure that taxi drivers and operators have the appropriate training and safety equipment to accommodate these special requirements.

5.2.1.4 Establish contracts with all parent drivers

Written contracts should be established with all parent drivers as the lack of contract documentation for these paid service providers increases risk exposure to the Consortium and the Member Boards. This contract should include the same level of detail as the contract used for bus operators, particularly with respect to clauses related to safety, insurance, compliance, indemnity, liability and dispute resolution.

5.2.1.5 Re-assess the operator compensation formula

The current operator compensation formula indicates that operators will receive the full daily rate per route in the event of an operator labour dispute even though operators would not be providing services during these periods. It is therefore recommended that the Consortium re-assess its compensation formula in this respect to ensure that bus operators are not being compensated during periods when they are not providing transportation services.

5.2.2 Incremental progress

5.2.2.1 Include additional clauses in the bus operator contract

The Consortium's standard operator contract includes the requirement to provide First Aid, EpiPen or similar generic devices and CPR training prior to a driver operating a route. In addition, EpiPen training is required to be refreshed annually, with First Aid and CPR refreshed every three years.

5.2.2.2 Modify the formula used to allocate bus routes

During the E&E Review, the Consortium indicated that new routes are allocated through an RFI process, where existing operators indicate their interest in providing the additional service, with the Consortium selecting the operator based on equipment availability, followed by a coin toss in the event of a tie. The Consortium does not include past performance in allocation of new routes. In terms of reallocation of existing routes, the Consortium's Standard operator contract specifies that the Consortium has the ability, in its sole and unfettered discretion to, reorganize, reduce, alter or eliminate any or all of the runs or routes awarded to an Operator under the agreement.

5.2.2.3 Execute a contract with all taxi operators

The Consortium has developed a standard contract for taxi operators. The contract specifies the terms of the agreement, payment terms, description of services, performance requirements, insurance requirements, confidentiality requirements, and vehicle and driver requirements.

5.2.2.4 Establish contracts with all parent drivers

The Consortium has developed a standard contract for parent drivers. The contract specifies the term of the agreement, payment terms, description of services, and insurance requirements.

5.2.2.5 Re-assess the operator compensation formula

This Compensation Schedule outlines the negotiated base rates and kilometre rates according to the vehicle size and type. In the event of an operator labour dispute, the Consortium will be liable for 100 per cent of the base rate, for a period of 15 days.

5.2.3 Opportunities for improvement

5.2.3.1 Operator compensation formula

The Consortium is recommended to re-assess its compensation formula in terms of compensation to operators in the event of an operator labour dispute. Under the current compensation formula, the operators will receive the full base rate per route in the event of an operator labour dispute for a period of 15 days even though operators would not be providing services during these periods.

5.3 Goods and services procurement

Procurement processes are intended to provide an avenue through which the Consortium, as a purchaser of services, can ultimately obtain the best value for money. The goal of the Consortium is to obtain high quality service at fair market prices.

5.3.1 Original recommendations

5.3.1.1 Develop plans for the implementation of competitive procurement for bus operator services

Contracts for school bus transportation services are currently not competitively awarded. By not engaging in a competitive process, the Consortium will not know whether it is paying best rates for services provided. If a competitive process is used to procure contracted services, the Consortium can clearly state all service requirements in the procurement document. In addition, the Consortium can be sure that it will obtain the best value for its money as operators will compete to provide the required service levels. The use of competitive procurement may not mean that rates will decline; however, the concern for the Consortium should be to obtain best value for money expended.

A competitive process can be used with certain safeguards in place to protect the standards of service. The Consortium should continue to enforce limits placed on the amount of business any one operator can hold to avoid a monopoly situation. Additionally, in evaluating the successful proponents, cost should not be the overriding factor as that will encourage low cost proponents to enter the market while not necessarily ensuring that the same or improved levels of service are being provided. Local market conditions should be considered at all points in the development and evaluation of any service proposal. For example, local operators can be encouraged to participate in this process by placing a value on having local experience as part of the evaluation criteria; however, this specific criterion for local experience should also not be an overriding factor in the proposal evaluation process.

If the current negotiation process is deemed to be most appropriate for particular areas - such as remote areas where there may not be many operators interested in providing the service - the Consortium will be able to use the competitively procured contracts as a proxy for service levels and costs negotiated with the more remote operators. Established procurement policies should determine the process for service acquisition in these situations.

As the Contracting Practices Resource Package has been released, the Consortium should start developing an implementation plan for competitive procurement. A plan should include a review of existing procurement policies, an analysis of the local supplier market, strategies to help determine the RFP scope and processes and a criteria and timeline to phase-in competitive procurement. The plan should also utilize the best practices and lessons learned that are available from the pilot Consortia.

5.3.1.2 Review the contract procurement process

The E&E Review Team noted that three out of the Consortium's twenty bus operators had indicated that they were signing their contracts under duress. While the above recommendation regarding competitive procurement will address this issue, the Consortium still requires an interim measure that can be used to ensure satisfactory negotiations while it is laying the groundwork for the full implementation of competitive procurement. As such, it is recommended that the Consortium review its negotiations process, including the membership of negotiations team, to ensure that the contracts resulting from the negotiations are agreed upon by all operators.

5.3.1.3 Develop and communicate a procurement calendar

It is recognized that the Consortium currently has an informal deadline by which bus operator negotiations are to be completed; however, this calendar does not set a timeline over which the Consortium must procure operator services. It is recommended that, in addition to a deadline, the

Consortium develop a planning calendar that includes key dates, milestones and responsibilities related to the procurement of all operator services. The Consortium should then communicate this procurement calendar to all of its operators so as to facilitate the operator's annual planning process.

5.3.1.4 Address real and perceived conflict of interest situations in the Consortium's procurement policies

In order to increase the clarity and openness of the decision making and procurement process, and to bring the Consortium's practices in line with the Ministry of Finance Supply Chain Guideline for the broader public sector, it is recommended that the Consortium develop thorough policies and procedures related to the management of real and perceived conflicts of interest. The development of these policies and procedures should form part of the implementation of the recommendation related to the development procurement policies. In particular, the policy should require the Consortium to declare all real and perceived conflicts of interest in writing and should mandate the thorough documentation and release of all relevant steps taken by the Consortium's governance structures, each Member Board and their respective legal counsels. This will become particularly relevant when the Consortium moves forward with the implementation of a competitive procurement process.

5.3.1.5 Execute a contract with municipal special education transportation service providers

The Consortium currently procures specially equipped non-chrome yellow buses that are operated by local municipalities. Written contracts should be established with these local municipalities as the lack of contract documentation for these municipal operators increases risk exposure to the Consortium and the Member Boards. This contract should include the same level of detail as the contract used for bus operators.

5.3.2 Incremental progress

5.3.2.1 Review the contract procurement process

The Consortium negotiates contracts with an informal association of bus operators in Renfrew County. The association elects a group of four operators (according to operator size) to represent them in discussions with the Consortium. The Consortium is represented by the Administrative Committee during the negotiation process.

The most recent negotiation process took place in the Spring/Summer of 2014 prior to the start of the 2014-15 school year. The current contract has a three year term, and is set to expire following the 2016-17 school year. During the review, the Consortium indicated that the intention of the three year term was to extend the current arrangement as the Consortium prepares a process for future procurement.

5.3.2.2 Address real and perceived conflict of interest situations in the Consortium's procurement policies

The Consortium's Purchasing procedure states that the Consortium will monitor potential Conflicts of Interest that may arise as a result of the employees' and stakeholders' of the Consortium, advisors', external consultants', or suppliers' involvement with the supply chain activities. In a procurement process, the Consortium will require employees and stakeholders to declare actual or potential conflicts of interest, and if a conflict arises, the potential conflict would be evaluated by the Consortium and appropriate action taken.

In addition, the Consortium has signed a Conflict of Interest agreement with all Governance Committee and Administrative Committee members, and the GM, outlining their requirement to disclose any real or perceived conflicts of interest while conducting business as an Officer or Director of the Consortium.

5.3.2.3 Execute a contract with municipal special education transportation service providers

The Consortium has developed a standard contract for municipal transportation service providers. The contract specifies the term of the agreement, payment terms, description of services, performance requirements, insurance requirements, confidentiality requirements, and vehicle and driver requirements.

5.3.3 Opportunities for improvement

5.3.3.1 Competitive procurement for bus operator services

At the time of the review, the Consortium has not moved forward in developing plans for competitive procurement. It is recommended that the Consortium formally begin the process of developing a

competitive procurement plan for its bus operator services. A competitive procurement process ensures that the Consortium obtains the best value for its money. In terms of implementation, the Consortium should be guided by future development surrounding the competitive procurement process for school bus services in Ontario.

5.3.3.2 Contract procurement process

While the above recommendation regarding competitive procurement takes precedent, it is still recommended that the Consortium review its negotiation process, including the membership of negotiations team, to ensure that the contracts resulting from the negotiations are freely agreed upon and signed by all operators.

5.3.3.3 Develop and communicate a procurement calendar

The Consortium does not currently have a documented, governance approved procurement calendar that sets formal deadlines for all procurement/negotiations. Although the Consortium currently has an informal deadline by which bus operator negotiations are to be completed, this calendar does not set a timeline over which the Consortium must procure operator services. It is recommended that, in addition to a deadline, the Consortium develop a planning calendar that includes key dates, milestones and responsibilities related to the procurement of all operator services. The Consortium should then communicate this procurement calendar to all of its operators so as to facilitate both the Consortium's and operators' annual planning process.

5.4 Contract management

Contracting practices do not end after a contract is signed. Ongoing monitoring of compliance and performance of contracted service is an important and valuable practice to ensure that contractors are providing the level of service that was previously agreed upon. Effective contract management practices focus on four key areas:

- Administrative contract compliance to ensure that operators meet the requirements set out in the contract;
- Operator facility and maintenance audits to ensure that operators keep their facilities and vehicles in line with the standards outlined in the contract;
- Service and safety monitoring to ensure that the on the road performance of drivers and operators reflects the expectations set out in the contract; and
- Performance monitoring to track the overall performance of operators over time.

5.4.4 Original recommendations

5.4.4.1 Implement a random facility, maintenance, safety and service performance monitoring process

An operator auditing system should be implemented by the Consortium to monitor the performance of its operators. One option available to the Consortium could involve Consortium staff visiting operator's facilities and riding on selected buses to monitor compliance with contractual requirements such as adherence to the stated bus route, no unauthorized pickup or drop off points, and proper use of the student list. This operator auditing process will also provide the Consortium with a basis to determine the accuracy of the student numbers that the bus operators report on the annual October 31 count of students.

Operator audits should be conducted on a random but regular basis and should be supported with appropriate documentation summarizing the results. Operator audits should also be supported by an appropriate policy or procedural framework that outlines the procedure to be used, the frequency of monitoring, and the follow-up activities required of the Consortium. This type of follow-up reporting can aid in the evaluation of operators and be used as evidence of proper implementation of the stated monitoring policies. Efforts should be made to obtain a broad and representative sample of audit results which represent all of the operators that serve the Consortium. The results of these audits should be

tracked over time by the Consortium and communicated back to the operators to assist them in managing their drivers, facilities and improving overall service quality.

5.4.5 Incremental progress

5.4.5.1 Implement a random facility, maintenance, safety and service performance monitoring process

The Consortium set procedures for performance monitoring in its Operator Audits procedure document, dated March 7, 2016. The document outlines and/or sets procedures for the following as part of the Consortium's Operator Audits:

- Performance measures that will be included in the audits;
- Contract Compliance Monitoring requirements;
- Facility Audits;
- Route Audits;
- System Service Analysis;
- Incident / Accident Analysis;
- Incident Analysis;
- Customer Complaint Analysis; and
- Customer Service Surveys.

The procedure also includes a performance management calendar which outlines when each of these activities will be completed. The Consortium has also developed template forms for the completion of contract compliance, facility audits, and route audits.

At the time of the review, the procedures described above had only recently been implemented. The first facility audits were in the process of being scheduled for the upcoming month, with the previous set of audits being completed during the 2011-12 school year. The results of the 2011-12 audits were shared with the operators, and individual meetings to provide additional feedback were conducted as requested.

In terms of route audits, as of March 2016, the Consortium has begun conducting electronic route audits using their GPS technology. The results of the route audits are currently being tracked by the Consortium. There are currently no other types of route audits being conducted.

Other aspects of the performance management program such as Customer Complaints analysis, and customer service surveys had not yet been implemented at the time of the E&E review.

5.4.6 Opportunities for improvement

5.4.6.1 Random facility, maintenance, safety and service performance monitoring process

It is recognized that the Consortium has developed a comprehensive set of procedures for operator performance monitoring in its Operator Audits procedure document, performance management calendar, and template forms. The Consortium is encouraged to move forward with implementing the full procedures for operator audits, as operator facility audits have not been completed since 2011. Moving forward, it is recommended that facility audits are completed much more frequently than they have been historically, ideally at least once a year for each operator.

In addition, although route audits are currently being completed using GPS, it is recommended the Consortium occasionally supplement its GPS audits with physical route audits to both confirm the results of the GPS audits, and audit other operator practices such as bus cleanliness, driver interaction with students, etc.

5.5 Results of the Follow-up E&E Review

The process by which the Consortium establishes, structures, and manages its contracts for transportation services has been assessed as **Moderate**. Since the original E&E review, the Consortium has added clauses on First Aid and Safety training to its bus contracts, executed contracts with taxi, parents, and municipal operators, and addressed conflict of interest situations in the Consortium's procurement policies. However, there are still some significant areas of improvement for the Consortium, including developing and implementing a competitive procurement process for bus operators, developing a procurement calendar, and fully implementing the operator performance monitoring program that the Consortium has developed.

6 Funding Adjustment

The Ministry has asked the E&E Review Team to apply their Funding Adjustment Formula to each Board that was subject to an E&E Review. Note that where Boards are incurring transportation expenses in multiple Consortium sites, the Board's adjustment will be prorated for the portion attributed to the Consortium under review. For example, if 90% of Board A's expenditures are attributed to Consortium A, and 10% of expenditures are attributed to Consortium B, the funding adjustment resulting from Consortium A's review will be applied to 90% of Board A's deficit or surplus position.

The Ministry's funding formula is shown in Table 6:

Table 5: Funding Adjustment Formula

Overall Rating	Effect on deficit Boards ⁴	Effect on surplus Boards
High	Reduce the gap by 100% (i.e. eliminate the gap)	No in-year funding impact; out-year changes are to be determined
Moderate-High	Reduce the gap by 90%	Same as above
Moderate	Reduce the gap by 60%	Same as above
Moderate-Low	Reduce the gap by 0%	Same as above
Low	Reduce the gap by 0%	Same as above

Based on the Ministry's funding formula, in conjunction with our E&E assessment of the Consortium, it is anticipated that the following funding adjustments will be made for each Board:

Renfrew County District School Board

Item	
2014-2015 Transportation Surplus (Deficit)	\$(82,185)
% of Surplus (Deficit) attributed to the Consortium	100%
Revised amount to be assessed under the Consortium	\$(82,185)
E&E Rating	Moderate-High
Funding Adjustment based on Ministry's Funding Adjustment Formula	90%
2015-2016 Total Funding adjustment	\$73,966

(Numbers will be finalized once regulatory approval has been obtained.)

⁴ This refers to Boards that have a deficit/surplus on student transportation (see Section 6 – Funding Adjustments)

Renfrew County Catholic District School Board

Item	
2014-2015 Transportation Surplus (Deficit)	\$(32,814)
% of Surplus (Deficit) attributed to the Consortium	100%
Revised amount to be assessed under the Consortium	\$(32,814)
E&E Rating	Moderate-High
Funding Adjustment based on Ministry's Funding Adjustment Formula	90%
2015-2016 Total Funding adjustment	\$29,533

(Numbers will be finalized once regulatory approval has been obtained.)

Appendix 1: Glossary of Terms

Term	Definition
Act	Education Act
Assessment Guide	The guide prepared by the E&E Review Team and the Ministry of Education which will be used as the basis for determining the overall effectiveness and efficiency of each Consortium
Common Practice	Refers to a set of planning parameters that have been reported by Ontario school boards as the most commonly adopted planning policies and practices. These are used as references in the assessment of the relative level of service and efficiency.
Consortium, the; or RCJTC	Renfrew County Joint Transportation Consortium
Deloitte	Deloitte & Touche LLP (Canada)
Driver	Refers to bus Drivers, see also operators
E&E	Effectiveness and Efficiency
E&E Review Team	As defined in Section 1.3
E&E Reviews	As defined in Section 1.3
Effective	Having an intended or expected effect; the ability to deliver intended service
Efficient	Performing or functioning in the best possible manner with the least waste of time and effort; the ability to achieve cost savings without compromising safety
Evaluation Framework	The document, titled “Evaluation Framework for a Transportation Consortium” which supports the E&E Review Team’s Assessment; this document is not a public document
Funding Adjustment Formula	As described in Section 1.3.2
HR	Human Resources
IT	Information Technology
JK/SK	Junior Kindergarten/Senior Kindergarten
KPI	Key Performance Indicators

Memo	Memorandum 2006: SB13, dated July 11 issued by the Ministry
Ministry	The Ministry of Education of Ontario
MTO	The Ministry of Transportation of Ontario
Operators	Refers to companies that operate school buses, boats or taxis and the individuals who run those companies. In some instances, an operator may also be a Driver.
Overall Rating	As Defined in Section 1.3.2 of the Evaluation Framework
Partner Boards, Member Boards, School Boards or Boards	The School Boards that have participated as full partners or members in the Consortium.
Rating	The E&E Assessment score on a scale of High to Low, see Section 1.3
RCCDSB	Renfrew County Catholic District School Board
RCDSB	Renfrew County District School Board
Report	The report prepared by the E&E Review Team for each Consortium that has undergone an E&E Review (i.e. this document)
SBC	School Bus Consultants, as defined in Section 1.2
Separate Legal Entity	Incorporation

Appendix 2: Transportation Allocation and Expenditure – by School Board

Renfrew County District School Board

Item	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016 ⁵
Allocation ⁶	\$7,778,854	\$7,614,030	\$7,668,948	\$7,667,078	\$7,734,176
Expenditure ⁷	\$7,889,821	\$7,566,405	\$7,819,647	\$7,749,263	\$8,015,056
Transportation Surplus (Deficit)	(110,967)	47,625	(150,699)	(82,185)	(280,880)
Total Expenditures paid to the Consortium	\$7,889,821	\$7,566,405	\$7,819,647	\$7,749,263	\$8,015,056
As % of total Expenditures of Board	100%	100%	100%	100%	100%

Renfrew County Catholic District School Board

Item	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016 ⁸
Allocation ⁷	\$4,099,666	\$4,016,100	\$4,180,446	\$4,177,121	\$4,213,542
Expenditure ⁸	\$4,106,676	\$4,146,379	\$4,220,034	\$4,209,935	\$4,411,007
Transportation Surplus (Deficit)	(7,010)	(130,279)	(39,588)	(32,814)	(197,465)
Total Expenditures paid to the Consortium	\$4,106,676	\$4,146,379	\$4,220,034	\$4,209,935	\$4,411,007
As % of total Expenditures of Board	100%	100%	100%	100%	100%

⁵ 2015-2016 allocations and expenditures based on Ministry data – Revised Estimates for 2015-2016

⁶ Allocation based on Ministry data – includes all grant allocations for transportation (Section 9 00008C, Section 13 00006C, Section 13 00012C)

⁷ Expenditure based on Ministry data – taken from Data Form D: 730C (Adjusted expenditures for compliance) – 212C (Other Revenues)

⁸ 2015-2016 allocations and expenditures based on Ministry data – Revised Estimates for 2015-2016