Deloitte.

Ministry of Education Effectiveness & Efficiency Review

Trillium Lakelands

Phase 3 Review

May 2009

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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 Review ("E&E Review") of the transportation department of the Trillium Lakelands District School Board ("TLDSB" for the School Board, "Consortium" for the transportation department) conducted by a review team selected by the Ministry of Education (hereafter the "Ministry"). The E&E Review evaluates four areas of performance – Consortium Management, Policies and Practices, Routing and Technology use and Contracting practices – to determine if current practices are reasonable and appropriate; to identify whether any best practices have been implemented; and to provide recommendations on areas of improvement. 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 may be provided.

The structure of the Consortium is unique in that the Ministry, due to the geographic constraints of the area, approved the establishment of the transportation department of TLDSB as a Consortium, with no other member School Boards. TLDSB only provides transportation services to the Simcoe Muskoka Catholic District School Board ("SMCDSB"), the Peterborough Victoria Northumberland and Clarington Catholic District School Board ("PVNCCDSB") and the Wahta Mohawk First Nation, and each of these relationships is defined through contractual terms. This unique structure, as a transportation department, is apparent throughout the review, particularly in terms of the Consortium's management and policies, as many of these are the same as those of the TLDSB.

In terms of Consortium Management, an effective governance structure is in place along with effective and well documented cost sharing mechanisms, human resource management and planning procedures. The Consortium's financial management policies and practices are strong as well. The consortium plan submitted to the Ministry in November of 2006, along with the TLDSB's transportation policy is the nearest equivalent to a foundational document. This makes the execution of a formal transportation service agreement with the SMCDSB a more noteworthy recommendation in Consortium Management to ensure clarity of service standards and expectations.

The Consortium has established a strong policy and operational infrastructure that provides it with critical planning guidelines and operational procedures. Items such as run design procedure, defined criteria for stop placement, and the post accident review process are all consistent with best practices. The most significant areas of

improvement in this regard involve the enhancement of current policies and procedures and the expansion of safety and training practices.

The Consortium has efficiently utilized routing strategies, technologies and staff assignments to establish effective systems management, route planning and data distribution tools. Suggested improvements in this area are primarily incremental: continued efforts are recommended to complete technology implementation and to encourage the use of this technology for reporting and data distribution. The Consortium should also continue to increase the frequency of the student data downloads to reduce the manual management of this information.

Contracting practices used by the Consortium are in line with best practices seen in past E&E Reviews. Contracts are generally well managed and the Consortium recently utilized a competitive process in the procurement of a taxi operator. Despite these successes, however, we recommend that critical additional clauses with respect to first aid/CPR and EpiPen training be included in bus operator contracts, that additional clauses also be included in agreements signed with parent drivers and a formal monitoring regime be established.

As a result of this review of current performance, the Consortium has been rated as a **Moderate-High** Consortium. Based on this evaluation, the Ministry will provide additional transportation funding that will narrow the 2009-10 transportation funding gap for the Simcoe Muskoka Catholic District School Board. The transportation allocation for the Trillium Lakelands District School Board and the Peterborough Victoria Northumberland and Clarington Catholic District School Board will remain unchanged in the 2009-10 school year. The detailed calculations of disbursements are outlined in section 7 of this report and summarized below.

The funding adjustments to be received are detailed below:

Trillium Lakelands District School Board	Nil
Peterborough Victoria Northumberland Clarington Catholic District School Board	Nil
Simcoe Muskoka Catholic District School Board	$5,905

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

1 Introduction

1.1 Background

1.1.1 Funding for student transportation in Ontario

The Ministry provides funding to Ontario's 72 School Boards for student transportation. Under Section 190 of the *Education Act* (Act), School Boards "may" provide transportation for pupils. If a School Board decides to provide transportation for pupils, the Ministry will provide funding to enable the School Boards to deliver the service. Although the Act does not require School Boards to provide transportation service, all School Boards in Ontario provide service to eligible elementary students and most provide service to eligible secondary students. It is a School Board's responsibility to develop and maintain its own transportation policies, including safety provisions.

In 1998-1999, a new education funding model was introduced in the Province of Ontario outlining a comprehensive approach to funding school boards. However, a decision was made to hold funding for student transportation steady, on an interim basis, while the Ministry worked to develop and implement a new approach. From 1998-1999 to 2008-2009, an increase of over $247 million in funding has been provided to address increasing costs for student transportation, such as fuel price increases, despite a general decline in student enrolment.

1.1.2 Transportation reform

In 2006-07, the government began implementing reforms for student transportation. The objectives of the reforms are to build capacity to deliver safe, effective, and efficient student transportation services, achieve an equitable approach to funding, and reduce the administrative burden of delivering transportation, thus allowing School Boards to focus on student learning and achievement.

The reforms include a requirement for consortium delivery of student transportation services, effectiveness and efficiency reviews of transportation Consortia, and a study of the benchmark cost for a school bus incorporating standards for safe vehicles and trained drivers.

1.1.3 The formation of school transportation consortia

Ontario's 72 School Boards operate within four independent systems:

- English public;

- English separate;
- French public; and
- French separate.

As a result, a geographic area of the province can have as many as four coterminous School Boards (i.e. Boards that have overlapping geographic areas) operating schools and their respective transportation systems. Opportunities exist for coterminous School Boards to form consortia and therefore deliver transportation for two or more coterminous School Boards in a given region. The Ministry believes in the benefits of consortia as a viable business model to realize efficiencies. This belief was endorsed by the Education Improvement Commission in 2000 and has been proven by established consortia sites in the province. Currently, the majority of School Boards cooperate to some degree in delivering transportation services. Cooperation between Boards occurs in various ways, including:

- One School Board purchasing transportation service from another in all or part of its jurisdiction;
- Two or more coterminous School Boards sharing transportation services on some or all of their routes; and
- Creation of a consortium to plan and deliver transportation service to students of all partner School Boards.

Approximately 99% of student transportation service in Ontario is provided through contracts between School Boards or transportation consortia and private transportation operators. The remaining 1% of service is provided using Board-owned vehicles to complement services acquired through contracted private transportation operators.

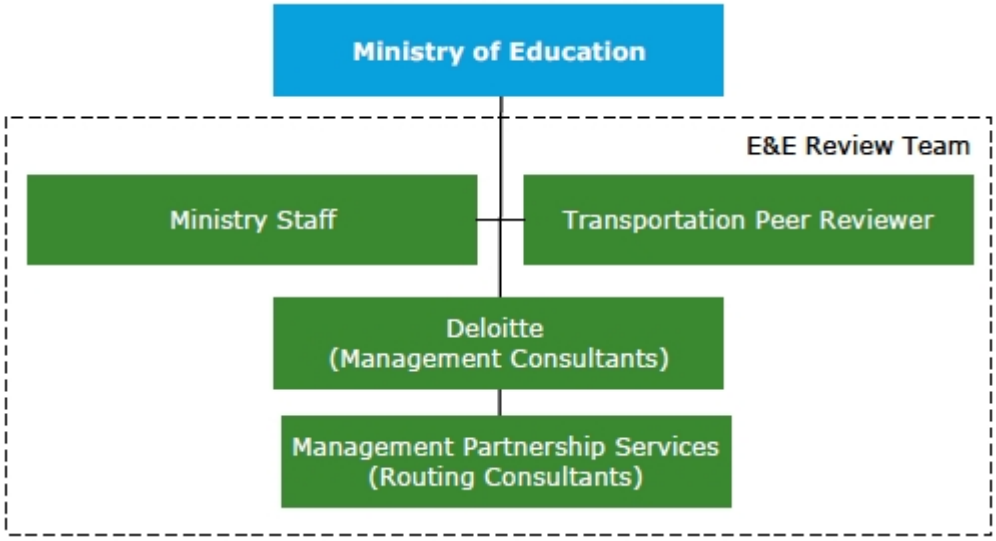
1.1.4 Effectiveness and Efficiency Review

According to the Ministry Consortium guidelines, once a consortium has met the requirements outlined in memorandum SB: 13, dated July 11, 2006, it will be eligible for an E&E review. This review will be conducted by the E&E Review Team who will assist the Ministry in evaluating Consortium Management, Policies and Practices, Routing and Technology, and Contracts. These reviews will identify best practices and opportunities for improvement, and provide valuable information that can be used to inform future funding decisions. The Ministry has established a multi-phase approach to review the performance of consortia (collectively the “E&E Reviews”) across the province.

1.1.5 The E&E Review Team

To ensure that these reviews are conducted in an objective manner, the Ministry has formed a review team (see Figure 1) to perform the E&E Reviews. The E&E Review Team was designed to leverage the expertise of industry professionals and management consultants to evaluate specific aspects of each Consortium site. Management consultants were engaged to complete assessments on Consortium Management, and Contracts. Routing consultants were engaged to focus specifically on the acquisition, implementation, and use of routing software and related technologies and on policies and practices.

Figure 1: E&E Review Team



1.2 Scope of Deloitte Engagement

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

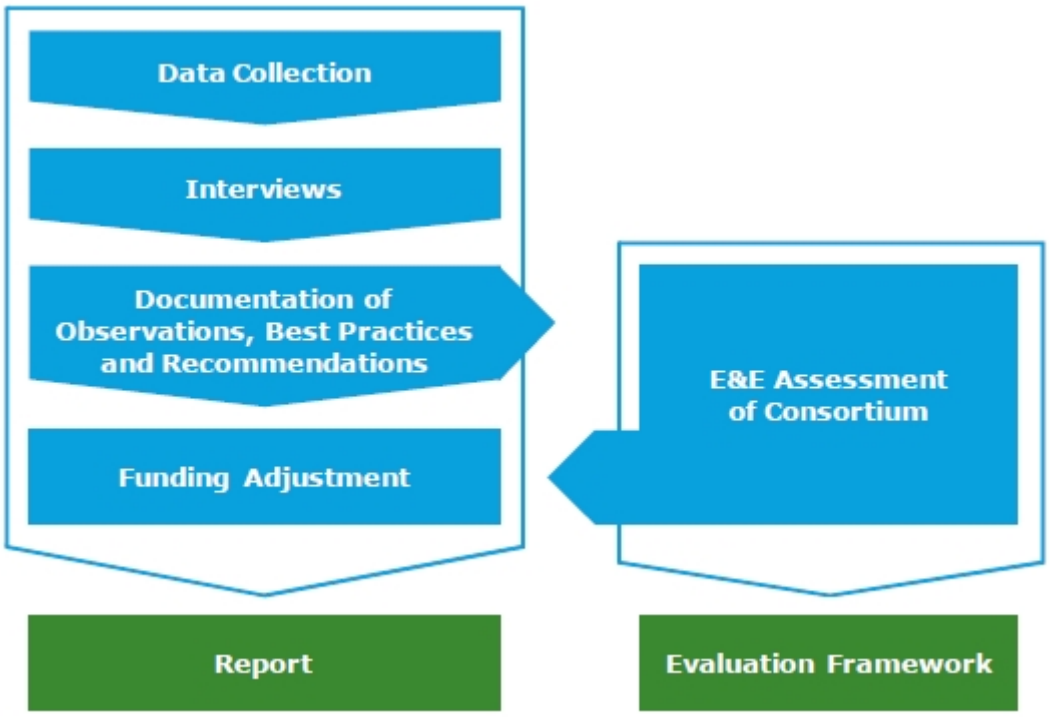
- Lead the planning and execution of E&E Reviews for each of the 18 transportation consortia to be reviewed in Phases three and four (currently in phase 3B);
- At the beginning of each E&E Review, convene and moderate E&E Review Team planning meetings to determine data required and availability prior 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 MPS into the final report; and
- Prepare a report for each consortium that has been subject to an E&E Review in Phases three and four. 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 Used to Complete E&E Review

The methodology for the E&E Review is based on the five step approach presented in Figure 2 and elaborated below:

Figure 2: E&E Review Methodology



A site review report that documents the observations, assessments and recommendations is produced at the end of a site review. The Evaluation Framework has been developed to provide consistency and details on how the Assessment Guide was applied to reach an Overall Rating of each site.

1.3.1 Step 1 – Data collection

Each Consortium under review is provided with the E&E Guide from the Ministry of Education. This guide provides details on the information and data the E&E Review Team requires the Consortium to collect, organize and provide.

Data is collected in four main areas:

1. Consortium Management;
2. Policies and Practices;
3. Routing and Technology; and
4. Contracts.

1.3.2 Step 2 – Interviews

The E&E Review Team identifies key Consortium staff, outside stakeholders and key policy makers with whom interviews are conducted to further understand the operations and key issues impacting a Consortium's delivery of effective and efficient student transportation services.

1.3.3 Step 3 – Documentation of observations, Best Practices and Recommendations

Based on data collected and interviews conducted, the E&E Review Team documents their findings under three key areas:

- Observations that involve fact based findings of the review, including current practices and policies;
- Best Practices used by the Consortium under each area; and
- Recommendations for improvements based on the Assessment Guide. A summary of the key criteria used in the Assessment Guide to determine the effectiveness and efficiency of each Consortium are given below:

Effectiveness

Consortium management

- Distinct entity focused on providing student transportation services for the partner boards

- Well defined governance and organizational structure with clear roles and responsibilities
- Oversight body exists with the mandate to provide strategic directions to the 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
- Well established accountability framework reflected in the set up and operation of the consortium including documentation of terms in a Consortium Agreement
- Operations are monitored for its performance and continuous improvement
- Financial processes ensure accountability and equality to Partner Boards
- A budgeting process is in place which ensures timely preparation and monitoring of expenses
- Key business relationships are defined in contracts

Policies and Practices

- Development of policies is based on well defined parameters as set by strategic and operational plans to provide safe, effective and efficient transportation service to students of the partner boards; and
    - Policy decisions are made with due considerations to financial and service impacts to partner boards
    - Communication between the consortium and partner boards facilitates informed decision making on issues directly affecting student transportation
    - Consortium's policies and practices are adequate and in compliance with all relevant safety regulation and standards
    - Practices on the ground follow policies

Routing and Technology

- Advanced use of transportation management software to store student data, and create a routing solution.

- Disaster recovery plans and back up procedures are in place and operating properly
- Responsibility and accountability for student data management is clearly identified
- Routing is reviewed regularly
- Reporting tools are used effectively
- Special needs routing is integrated with regular needs where reasonable

Contracts

- Competitive contracting practice is used
- Contract negotiations are transparent, fair, and timely
- Contracts are structured to ensure accountability and transparency between contracted parties
- Contracts exist for all service providers
- Ongoing compliance checks for safety, legal and service requirements are performed by the consortium

Efficiency

Consortium management

- Oversight committee focuses only on high level decisions
- Organizational structure is efficient in utilization of staff
- Streamlined financial and business processes
- Cost sharing mechanism are well defined and implemented

Policies and Practices

- Harmonized transportation policies between partner boards enable efficient planning

- Proper level of authority delegated to consortium to enable the realization of potential efficiencies e.g. bell times setting
- Best practices in planning are adopted e.g. utilize tiered runs and combination runs to maximize the use of available capacity
- Public transit usage is optimized where available and efficient
- Service levels are reasonable and comparable to common practices

Routing and Technology

- System can be restored quickly if database fails
- Student data is accurate, requires little post processing verification
- System functionalities are used to identify efficiencies

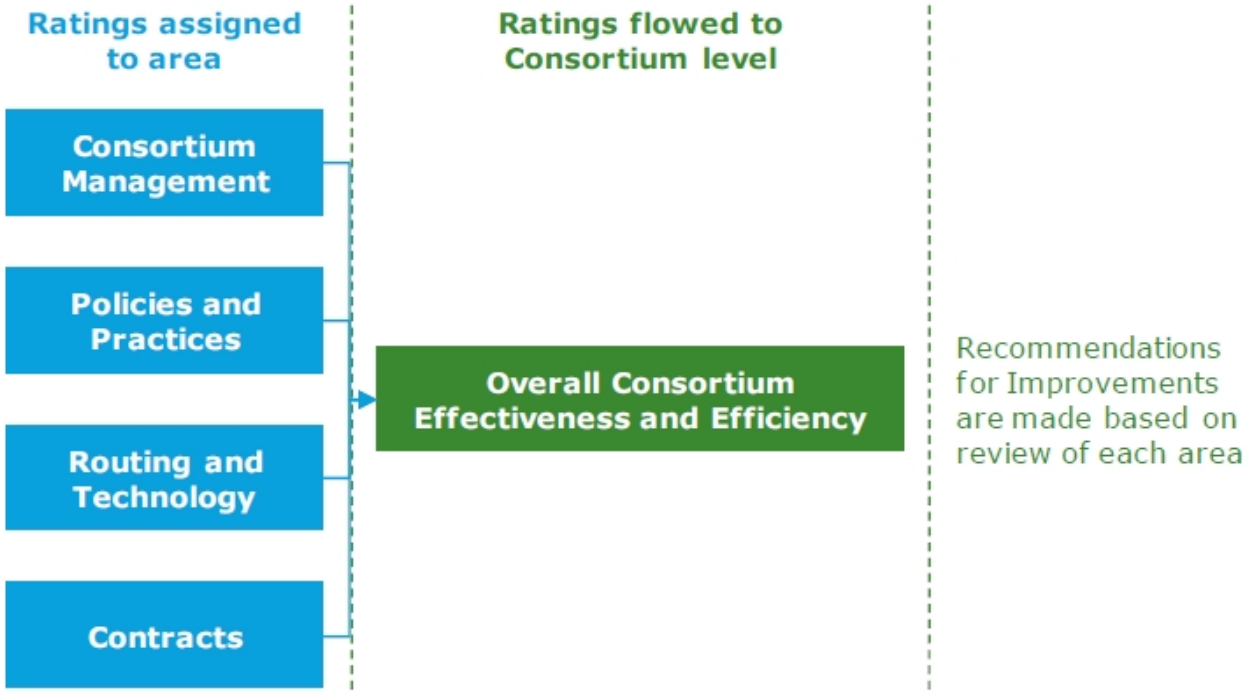
Contracts

- Contracts awarded are based on market prices and best value for money
- Fair payment terms are included in contracts and implemented with clarity to both parties

1.3.4 Step 4 and 5 – E&E assessment of consortium and site report

The Assessment Guide was developed to enable the E&E Review Team to provide each Consortium that undergoes an E&E Review with a consistent, fair, and transparent method of assessment. The Assessment Guide is broken down along the four main components of review (i.e. Consortium Management, Policies and Practices, Routing and Technology, and Contracts) and, for each, illustrates what constitutes a specific level of effectiveness and efficiency (refer to Figure 3 for diagram of process).

Figure 3: Assessment of Consortium - Ratings Analysis and Assignment



The Evaluation Framework provides details on how the Assessment Guide is to be applied, including the use of the Evaluation Work Sheets, to arrive at the final Overall Rating. The E&E Review Team then compiles all findings and recommendations into an E&E Review Report (i.e. this document).

1.3.5 Funding adjustment

The Ministry will use the results of the E&E Reviews and the cost benchmark study to inform any future funding adjustments. Only 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 30%	Same as above
Low	No in-year funding impact	Same as above

The Ministry has announced, through memorandum 2009:B2 dated March 27, 2009, that effective from the 2009-10 school year, in addition to the funding adjustments made based on the overall E&E rating, for any consortium not achieving a high rating in Routing and Technology, a negative adjustment of one percent to a board's transportation allocation will be made to recognize potential efficiencies through ongoing routing optimization and technology use. To acknowledge sites whose systems are already operating in an efficient manner, the adjustment will only apply to boards that have not achieved a "high" rating in Routing and Technology from the Effectiveness and Efficiency reviews. Boards that achieve a "high" rating in the Routing and Technology area in future reviews will be exempt from the reduction in the subsequent year.

1.3.6 Purpose of report

This Report serves as the deliverable for the E&E Review conducted on the Consortium by the E&E Review Team during the week of April 6, 2009.

1.3.7 Material relied upon

Refer to Appendix 3 for a list of documents that the E&E Review Team relied upon for their 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.

1.3.8 Limitations on the use of this report

[1] This refers to Boards that have a deficit/surplus on student transportation (see Section 7 – Funding Adjustments)

The purpose of this Report is to document the results of the E&E 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 Overview

2.1 Consortium Overview

The Consortium provides transportation services for the TLDSB, the SMCDSB and the PNVCCDSB. Transportation services are also provided to a small number of students from the Wahta Mohawk First Nation. The Consortium provides transportation services to approximately 15,200 elementary and secondary students, covering over 46,000 kilometres each day. The service area covers approximately 11,500 square kilometres, 11 different municipalities and includes 57 elementary and secondary schools as well as six adult learning centres. These transportation services are provided primarily through a combination of buses with a small number of students being transported by taxis.

TLDSB only provides transportation services to the SMCDSB, the PNVCCDSB and the Wahta Mohawk First Nation and each of these relationships is contractually defined. The Consortium is essentially the transportation department of the TLDSB, which was created by the amalgamation of the former Haliburton County Board of Education, Muskoka Board of Education and Victoria County School Board. Each of these former school boards had distinct catchment areas. The Consortium inherited its transportation responsibilities for the SMCDSB as a result of an agreement between the Muskoka Board of Education and the SMCDSB to consolidate transportation services, with the Muskoka Board of Education retaining responsibility for its management.

The provision of transportation services to the PNVCCDSB results from a series of agreements between the PNVCCDSB and the TLDSB to share or provide transportation services to each other for various regions. In 2007, upon the completion of consortium agreements and the attainment of consortium status, the TLDSB signed a transportation service agreement with the PNVCCDSB to provide transportation services.

The geographic area covered by the Consortium is predominately rural and stretches from Burk’s Falls in the north to Pontypool in the south as well as from Honey Harbour to Cardiff west to the east respectively. The service area is characterized by many lakes thus leading to many dead end roads. This makes servicing this area challenging for the consortium.

Table 2 and Table 3 below provide a summary of key statistics and financial data of each Member Board:

Table 2: 2008-09 Transportation Survey Data

Item	TLDSB	PNVCCDSB	SMCDSB	Total Consortium
Number of schools served	55	6	3	64
Total general transported students	11,761	1,030	669	13,460
Total special needs[2] transported students	134	7	0	141
Total wheelchair accessible transportation	30	5	1	36
Total specialized program[3] transportation	1,491	73	0	1,564
Total courtesy riders	0	0	0	0
Total hazard riders	156	26	10	192
Total public transit riders	0	0	0	0
Total students transported daily	13,572	1,141	680	15,393
Total contracted full and mid-sized buses[4]	322	26	16	364
Total contracted mini buses	25	6	0	31
Total contracted school purpose vehicles[5]	7	1	0	8
Total contracted PDPV	0	0	0	0
Total contracted taxis	2	11	0	13

[2] Includes students requiring special transportation such as congregated and integrated special education students who require dedicated routes and/or vehicles; students who must ride alone; students who require an attendant on the vehicle
[3] Includes students transported to French Immersion, magnet and gifted programs, students with special needs who are transported to specialized programs are captured as special needs transported students.
[4] Includes full-sized buses, mid-sized buses, full-sized buses adapted for wheelchair use and mid-sized buses adapted for wheelchair use; all vehicle counts are rounded to the nearest whole number.
[5] Includes school-purposed vans, mini-vans, and sedans.

Item	TLDSB	PNVCCDSB	SMCDSB	Total Consortium
Total number of contracted vehicles	357	43	16	416

Table 3: 2008-09 Financial Data

Item	TLDSB	PNVCCDSB	SMCDSB
Allocation	14,844,040	10,308,597	12,143,254
Net expenditures	14,129,201	9,253,687	12,176,060
Transportation surplus (deficit)	714,839	1,054,910	(32,806)
Percentage of transportation expenses allocated to the Consortium	100%	100%	20%

3 Consortium Management

3.1 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 with the Superintendent of Business, Board Trustees and selected bus operators. 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 – E&E Rating: Moderate-High

3.2 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 a governance structure. 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.

3.2.1 Observations

Governance structure

The Consortium is a department within the TLDSB and its governance structure is, as such, adopted from the School Board; with ultimate governing responsibility held by the

TLDSB's Board of Trustees (or "the Board"). However, specific elements of Consortium governance are delegated to specific TLDSB committees.

The Transportation Committee, a sub-committee of the Board, is primarily responsible for managing eligibility appeals. It is comprised of three Trustees, the Superintendent of Business and the Area Transportation Officer responsible for the area from which the appeal originates. The Transportation Committee also provides input into operational and strategic plans, which are ultimately brought to the TLDSB Director's Council. The Director's Council is comprised of the Director of Education and School Board Superintendents. Final approval for operator contracts is given exclusively by the Board. Discussions with the Trustees indicate that none of the Board, the Transportation Committee, or the Director's Council are involved with the day to day operational management of the Consortium.

No formal minutes are kept for Director's Council meetings. Minutes are kept for Transportation Committee meetings. Decisions made at Transportation Committee meetings with respect to eligibility appeals are recorded and reported to the Board. The Board then votes to ratify the decision of the Transportation Committee and the outcome is then communicated to parents.

Agendas are set for Board meetings and meeting minutes are kept and ratified. In addition, the Consortium produces an annual report on its operations that is presented to the Board and contributes to a quarterly budget report presented to the Board by the Treasurer.

Board level arbitration clause

A Board level arbitration clause is not in place but is not necessary as the TLDSB is the only School Board that is a member Board in the Consortium.

3.2.2 Best Practices

It is recognized that the Consortium has demonstrated best practices in the following areas:

Role of Consortium governance

The Board, the Director's Committee and the Transportation Committee, which are charged with various oversight responsibilities for the Consortium, respect a clear delineation between the day to day management of the Consortium, and high level policy and strategic planning and implementation. The positive working relationship between these governance structures and the Consortium allows for open

communication amongst all stakeholders. This is a key element in effective governance and management.

Board meeting minutes

Meetings of the Board require both a formal agenda and the tracking of minutes in a public forum, making the Consortium accountable and transparent to its stakeholders.

3.3 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.

3.3.1 Observations

Entity status

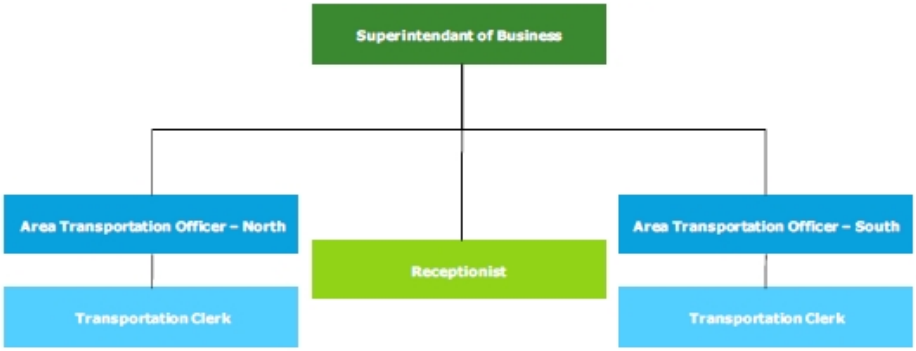
The Consortium is part of the TLDSB. TLDSB was created by the amalgamation of the former Haliburton County Board of Education, Muskoka Board of Education and Victoria County School Board. The Consortium inherited its transportation responsibilities for the SMCDSB through this amalgamation and signed a purchase of service agreement with the PNVCCDSB in 2007.

Currently, the Consortium (which is essentially the transportation department) is not physically or legally independent from the TLDSB. In most cases, it would be advised that the Consortium be both physically and legally separate from Partner/Member School Boards to ensure transparency and independence. While there are several advantages to being a separate entity, it may not be appropriate for this Consortium given the unique circumstances of this site. It appears to be appropriate to have the transportation department included within the TLDSB both as a department that is not a separate entity and located physically within the same area. This structure allows for Consortium staff to have easy access to the Superintendent of Business for guidance and approval and it allows the Superintendent of Business to perform his other responsibilities within the TLDSB.

Organization of entity

All Consortium employees are employed by the TLDSB. The organizational structure is as follows:

Figure 4: Organizational structure



Note: Senior Manager of Budget and Transportation is currently an unfilled position. No job description was provided for this position. The receptionist is also not shown on the organization chart submitted in the consortium plan

Superintendant of Plant, Business and Finance

Leadership for the Consortium is provided by the Superintendent of Business (hereafter "the Manager"). The Manager reports to the TLDSB Director of Education and is responsible for the strategic and operational management of the Consortium. The current Manager is also responsible for plant and finance within the TLDSB and responsibilities outside of the Consortium account for 50%-60% of the Manager's work. The Senior Manager of Finance assumes the responsibilities of the Manager in his absence.

The responsibilities of the Manager were outlined during discussions with Consortium management. The responsibilities of the Manager include, among other things, liaising with other departments on transportation issues; reviewing specific concerns raised by transportation clerks over stop locations, routing concerns and the like; managing staff issues; performing analyses of contracts, routing, routing software and writing associated reports. The Manager also has significant communications responsibilities that include: liaising with municipalities, Trustees and service purchasing School Boards regarding issues that concern student transportation; and reviewing and considering the implications of Ministry releases. From a finance/accounting perspective, the Manager is responsible for reviewing invoices, operator payments and other financial matters as well as budgeting and reporting to the Board.

The job description for this position is not currently documented. Discussions with Consortium management indicated that the production of a job description was delayed

due to his recent appointment as a SBO and because of some uncertainty related to the Manager's responsibilities outside the Consortium.

Area Transportation officer

The Area Transportation Officer reports to the Manager and is primarily responsible for the implementation, maintenance and upgrade of transportation services through the use of routing software; the verification and compilation of data; and the verification, compilation and reporting of data for the Ministry's annual report. Their responsibilities also include, among other things, developing transportation services using routing software, coordinating the assembly of data and developing route descriptions and maps; monitoring operators to ensure compliance with contracts and School Board policies and procedures, coordinating the assembly of route data for contract payments; and forecasting and analyzing transportation requirements.

The Consortium has two Area Transportation Officers, each assigned to a particular region. A job description that details the day-to-day responsibilities of the Area Transportation Officers is available. The Area Transportation Officers are classified as Middle Managers at the TLDSB and are not members of a collective bargaining unit.

Transportation Clerk

The Consortium has two transportation clerks, each assigned to a particular region with each reporting to the Area Transportation Officer assigned to their region. The transportation clerk is primarily responsible for providing clerical and secretarial assistance to the Transportation Department. This includes, among other things, operating routing software, mapping bus routes, entering and updating information, conducting route/bus stop checks; and compiling passenger lists, maps and other information for operators and drivers.

A job description that details the day-to-day responsibilities of the transportation clerk is available. The transportation clerk is a member of a collective bargaining unit.

Receptionist

Reporting to the Manager, the receptionist is responsible for providing secretarial, clerical and overflow support to the Consortium. A job description that details the day-to-day responsibilities of the receptionist is available. The receptionist is a member of a collective bargaining unit.

Discussions with Consortium management indicate that all staff is currently cross trained in each other's positions.

3.3.2 Best Practices

It is recognized that the Consortium has demonstrated best practices in the following areas:

Organization of entity

The organizational structure reflects clear lines of reporting and functional areas of the Consortium. Staff is cross trained effectively to provide for redundancy, which is important given the small size of the Consortium.

3.3.3 Recommendations

Create a job description for the Manager

While it is recognized that clear, detailed and updated job descriptions are available for all Consortium staff, there is currently no job description available for the Manageer. It is essential that job descriptions be created for all positions in order to ensure that employees can efficiently execute on their daily duties and in order to help ensure a smooth transition in the event of turnover. This is particularly important in the case of the Manager given his extensive roles outside the Consortium. As such, it is recommended that a job description be created that makes reference to actual operational responsibilities, supports appropriate segregation of duties, and outlines the scope and relative priority of all the transportation and non-transportation roles and responsibilities of the Manager.

3.4 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.

3.4.1 Observations

Consortium formation and agreement

Given that the Consortium is a department within the TLDSB, it has neither a founding document, nor a contract that defines the roles, responsibilities and rights of the School Boards to which transportation services are provided. The consortium plan submitted to the Ministry in November of 2006, along with the TLDSB’s transportation policy is the nearest equivalent to a foundational document.

The Consortium provides transportation services to the SMCDSB and the PNVCCDSB under a clause in the transportation policy that states that the School Board shall take all efforts to integrate bus routes with other School Boards whenever possible. The terms under which transportation services are to be provided to other School Board's are outlined in a Transportation Service Agreement with the PNVCCDSB and in a draft, unexecuted Transportation Service Agreement with the SMCDSB. Discussions with TLDSB Trustees and Consortium management indicate that there is little interaction with other service purchasing boards at the Trustee (i.e. Governance) level. The SMCDSB uses its transportation consortium - Simcoe County Student Transportation Consortium – to manage its relationship with the Consortium on transportation issues. PNVCCDSB has indicated that Student Transportation Services of Central Ontario (STSCO) could act as their designate; however, thus far, the Consortium has indicated that they have worked directly with the Superintendent of Business for PNVCCDSB on any issues.

Cost sharing

Given the Consortium's status as a transportation department that sells services to other School Boards, the cost sharing arrangements of the Consortium are, in effect, mechanisms by which other School Boards repay the TLDSB for services provided under existing Transportation Service Agreements.

Repayment formulae are as follows:

SMCDSB

A fixed rate per student determined by area, plus an applicable annual increase related to changes in the Consortium contract with bus operators. In addition to this, SMCDSB will be assigned additional charges should it assign students to specific bus routes. These additional charges will be based on the actual cost of the route multiplied by the proportionate number of SMCDSB students on the route. The total number of students is calculated as at October 31 each year.

Safety, administration and overhead costs are borne by the TLDSB. Discussions with Management indicate that this is due to the very small number of SMCDSB students transported by the Consortium. With regard to driver training programs, the contract states that the TLDSB will cover the entire costs provided that Ministry funding for these programs is still made available.

PNVCCDSB

The portion of operating costs attributable to the PNVCCDSB is based on the proportion of the School Board's students on a given bus route multiplied by the cost of the bus

route. In addition, a two percent administrative fee is levied on the PNVCCDSB based on the total operating costs that are attributable to it. All costs related to rider safety and training programs related to PNVCCDSB students will be charged to the School Board and driver safety training costs are borne by the PNVCCDSB based on the proportionate number of transported students. Charter services are to be provided by the TLDSB and charged in full to the PNVCCDSB. Total student numbers are calculated as at October 31 of each year.

Wahta Mohawk First Nation

The portion of operating costs attributable to the First Nation is based on the proportion of the First Nation students on a given bus route multiplied by the cost of the bus route. In addition to this, a two percent administrative fee is levied on the First Nation based on the total operating costs that are attributable to it. Student numbers are calculated as at October 31 of each year.

While the agreement states that all costs for transit passes attributable to PNVCCDSB students will be covered by that School Board, in practice no students use public transit, thus this clause is currently superfluous.

Discussions with Management indicate that the reason for the difference in payment formulas is the result of negotiations that took place during the amalgamations that created the TLDSB.

Transportation service agreements

A Transportation Service Agreement was signed and executed between the TLDSB and the PNVCCDSB in May, 2007 and was valid until August, 2008. It contains an automatic extension clause provided that both parties agree to the extension. This extension clause was invoked and the contract has been extended to June, 2010.

A Transportation Service Agreement has not been signed with the SMCDSB. Discussions with Management indicate that historical practices were documented in a draft Transportation Service Agreement (which was provided to the E&E Review Team) and sent to the SMCDSB for review. The document has not yet been executed by the SMCDSB.

Transportation services provided to the Wahta Mohawk First Nation are outlined in a section of a larger Tuition Agreement between the TLDSB and the First Nation.

The Transportation Service Agreement with the PNVCCDSB states that the Consortium will provide transportation to PNVCCDSB schools located in the TLDSB's jurisdiction in accordance with the transportation policies and administrative procedures defined by the PNVCCDSB. School catchment zones are also to be defined by the PNVCCDSB.

Other clauses outline payment and invoicing methods, indemnity, conditions of termination and extension, and confidentiality and severability.

Both draft and executed transportation service agreements contain clauses related to dispute resolution. These state that any dispute will be addressed through mediation and, should that be unsuccessful, through binding arbitration by a sole arbitrator. The process for any such arbitration will be determined by both parties on mutual consent.

Purchase of Service Agreements/Support Services

The Consortium implemented a new software system in August, 2007 for which a service agreement has been signed with GEOREF systems. This contract was executed on August 27, 2007 and has no termination date. It is valid until cancelled. GEOREF provides training, implementation, technical support and updating services to the Consortium. Technical support is provided through an annual fee which is to be negotiated on an annual basis after year two.

As the Consortium is a department of the TLDSB, all other support services are provided to the Consortium through the regular TLDSB processes, including accounting, payroll, information technology and communications. The appropriate method by which these administrative costs are allocated to the Consortium/transportation department has been determined and is being continually reviewed to ensure that they are reasonable allocations of the services provided. The allocation of costs is discussed further in section 3.5.

The TLDSB also purchases transportation services from the Simcoe Muskoka Catholic District School Board for transportation services of students in the Honey Harbour area of the board. The agreement with Simcoe Muskoka is not as of yet signed.

Procurement policies

The Consortium is subject to the purchasing policies of the TLDSB. This outlines the general objectives of the School Board with respect to purchasing. These objectives include obtaining maximum value for money, maintaining a competitive atmosphere amongst suppliers, providing efficient service to all schools, seeking goods made in Canada, and purchasing environmentally appropriate products where possible. The policy outlines thresholds and the methods by which goods and services are to be purchased.

Banking

Cash management services as well as banking services are provided to the Consortium through the TLDSB.

Insurance

The Consortium, its operations and associated liabilities are insured under the insurance policy undertaken by the TLDSB. Discussions indicated a lack of clarity with respect to coverage of liabilities associated with the transportation of SMCDSB and PNVCCDSB students.

TLDSB has liability coverage through Ontario School Boards Insurance Exchange, as do both other service purchasing School Boards. The TLDSB insurance policy has been in effect since January 2008.

Staff performance evaluation, training and management

Discussions with Management indicate that the Consortium is currently staffed appropriately with no redundancy. Management did, however, convey mild concern regarding the impact on workload should a staff member leave the Consortium.

Staff performance appraisals are conducted in line with TLDSB human resource policies which state that regularly scheduled performance appraisals are to be conducted. The evaluation process and criteria/goals are not specific to the needs of the Consortium but it is Management's opinion that the involvement of the Manager in the evaluation process helps to ensure the relevance of the process. There are three processes by which staff is evaluated.

Transportation clerks are evaluated every two years by the Area Transportation Officer in line with procedures established by the TLDSB for the evaluation of support staff that are part of a collective bargaining unit. Evaluation criteria include, among other things, knowledge of work, job skill, work quality, communication skills and interpersonal ability. Evaluated employees are also given the opportunity to provide feedback into the process and to provide commentary on their evaluation.

Middle managers are evaluated every four years by the Manager in line with procedures established by the TLDSB. This process includes a pre-evaluation meeting, a data gathering period and a post observation period evaluation. Evaluation criteria include, among other things, professional skills, work quality, work quantity, organization skills, communication and interpersonal skills, leadership, work planning and initiative. Evaluated employees are also given the opportunity to provide feedback into the process and to provide goals in light of their evaluation.

Performance evaluations for the Manager are conducted by the Director of Education of the TLDSB. This is conducted on an annual basis. There is no formal sign-off to this process.

A process for the development of training goals and plans is currently in place. Initiatives undertaken by Consortium staff to receive training are overseen by the Manager to ensure alignment with Consortium needs. Relevant staff training is provided and the TLDSB has created a professional development fund for staff that are members of a collective bargaining unit. Recent training received by Consortium staff includes, among other things, training in the use of routing software and office productivity tools, and professional development as a result of attending focus groups with operators and participating in OASBO/OSBA workshops. This is documented through applications for reimbursement from the fund. The ongoing maintenance and review of a formal planning process with respect to training is stated as a strategic objective for the Consortium in its strategic planning document. Professional development for staff is also identified as a key component of the TLDSB's strategic plan, and as such, will continue to be carried forward and identified on future strategic plans.

Long term and short term planning

The Consortium has a strategic planning process in place that is part of the strategic planning process for the TLDSB as a whole. The Board, the Transportation Committee and the Directors Council provide input into the plan; though the planning process itself is not documented.

The process begins at the Consortium/department level and includes Management and staff. The completed plan is taken to the Transportation Committee for input and then taken to the Directors' Council for information. Formal meeting minutes are not kept for the Directors' Council and this process could therefore not be verified.

Standard practice at the TLDSB requires that departments produce annual strategic planning documents. The Consortium has taken the initiative to extend this process to include all years up until 2011 in order to capture key elements as it moves forward. The strategic plan outlines priorities, strategies to be used as part of implementation, monitoring mechanisms, and indicators of success. Strategic priorities for the 2008-2011 periods include the development of a transportation website, the development of a professional development plan for staff and timely, successful completion of annual of bus operator contract negotiations. Increasing routing efficiencies is an additional priority for the 2009-2010 year and the development of a bus operator performance monitoring report is identified as a priority for the 2010- 2011 year.

No specific action plan is created that details the implementation process for each of these strategic priorities. The Manager is ultimately responsible for the implementation of the plan.

Given the Ministry's recent notice that transportation funding is to be reduced in line with declining enrolment, Consortia are expected to develop strategic plans to manage

transportation costs. Discussions with Consortium management indicated that the Consortium does not currently have a plan that addresses declining future student enrolment.

Key Performance Indicators (KPI's)

Discussions with Consortium management indicate that while student ride times are monitored, there is no regular, formal, KPI-based process by which the performance of the Consortium is monitored.

3.4.2 Best Practices

It is recognized that the Consortium has demonstrated best practices in the following areas:

Procurement policies

The Consortium has clear procurement policies in place with purchasing thresholds associated with various procurement methods. The formalization of these policies will ensure standardization in the procurement methods of the Consortium.

Insurance

The Consortium has obtained insurance coverage through the TLDSB and coverage needs are periodically reviewed. Each service purchasing school board carries its own insurance as well. Insurance coverage for both the Consortium and service purchasing School Boards is essential to ensure that all relevant parties are suitably protected from potential liabilities.

Staff performance evaluation, training, and management

Staff performance evaluations are conducted on a regular basis with a clear, easily understood framework that can be tailored to the Consortium and its needs. The metrics which are used are supportive of the goals and objectives of the Consortium. Likewise staff training is provided on a regular basis and is tracked internally. Historical tracking and proactive planning for staff professional development is undertaken.

Long term and short term planning

The strategic planning document drawn up annually by the Consortium outlines the strategic initiatives of the Consortium and drives continuous improvement within the Consortium beyond "bussing" and gives the staff a broader view of the organization's contributions to stakeholders. It also contributes to a corporate culture of continuous self-assessment and improvement. The Consortium's planning process allows it to

remain focused on goal-oriented initiatives aimed at improving service levels, operational procedures and accountability frameworks.

3.4.3 Recommendations

Execute transportation service agreements with all service purchasing School Boards, including the SMCDSB

It is recognized that the Consortium has made significant efforts to document and execute its service level relationships with all service purchasing School Boards. These transportation service agreements generally include appropriate clauses with respect to fees, insurance/liabilities, dispute resolution, and term. While the transportation service agreements with the PNVCCDSB and the Wahta Mohawk First Nation are executed, the transportation service agreement with the SMCDSB is currently unsigned, thus implying that the Consortium is providing transportation services to the SMCDSB with no contract in place to protect itself (and the TLDSB) by clearly identifying scope of services and fees. Without an executed contract in place, there is a higher risk that disputes could arise in the future over misunderstandings. Formal agreements should be established for all services sold to ensure that key elements such as scope of services provided, fees, insurance/liabilities, quality of service, dispute resolutions and term are clearly articulated and agreed upon prior to the delivery of service.

It is further recommended that additional clarity be included in the Consortium's transportation service agreement with the PNVCCDSB given a clause in the document that indemnifies the PNVCCDSB against liabilities in the event of non-performance by the Consortium/TLDSB. Given this clause, it is important that the transportation service agreement clearly outlines the conditions and service standards under which the Consortium and the TLDSB could be considered to be non-performing.

Monitoring of Key Performance Indicators ("KPIs")

As the Consortium moves forward we suggest that the KPIs be analyzed to determine the frequency of monitoring and the quantitative thresholds for changes in KPIs above which further action will be taken.

This process should be documented in a governance-approved KPI monitoring plan. Further consideration of what requires formal monitoring as KPIs could include:

- Eligible Unassigned Student Lists;
- Student Map Match Rates;
- Total Students Transported;

- Average Vehicle Statistics and other route statistics;
- Total Vehicles on Operation; and
- Student Ride Times.

We acknowledge that some of these indicators are informally monitored by staff and that these statistics are available from the routing software. The recommendations here relate to the formalization of a monitoring, documentation, and response protocol. Additional recommendations related to system reporting and performance measurement are included in Section 5.4.2.

3.5 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.

3.5.1 Observations

Budget planning and monitoring

The creation of budgets is the responsibility of the Manager, who follows budgeting processes that have been created for the Consortium and link with processes established for the TLDSB as whole. The budgeting process is approved by Consortium governance and is documented, with ultimate responsibility for the process resting with the Board.

The document outlining the budgeting process also outlines the methodology to be used to forecast each line-item in the budget. Budgets are created using current year actuals with assessments being made with respect to, among other things, additional routes, fuel escalation, anticipated expenditures, professional development needs and transportation recoveries. Service purchasing School Boards also provide input during the process. The Senior Manager of Finance is consulted with respect to the appropriate allocation of TLDSB’s overhead to the Consortium.

As of the current year, an overhead allocation has been determined and applied to the current year budget. Discussions with Consortium management indicate that the Consortium will continue to review the charges applied for support services to ensure that they are reasonable.

The budgeting process begins in March of each year and the budget is approved by the Board in May. The process ends in July when the budget figures are uploaded onto the TLDSB's accounting software. Budget-to-actual reconciliations are conducted on a regular, informal basis by the Manager through the use of the TLDSB's accounting software. Formal reconciliation and reporting is done on a quarterly basis as part of the preparation of a report by the TLDSB's Treasurer to the Board, which includes an analysis of transportation operations.

Accounting practices and management

The accounting practices of the Consortium are subject to the accounting policies and procedures of the TLDSB. The Consortium therefore follows the TLDSB thresholds for purchase authorizations and approvals. Entries into the financial system are made by the TLDSB's accounting department. Invoices are processed as part of the regular TLDSB process. The Manager verifies invoices and the Area Transportation Officers also has the authority to do so. The Manager is also able to pull real-time G/L reports through the TLDSB's accounting system. For administrative expenses, an overhead allocation has been determined and applied to the current year. The Consortium will continue to consult with the TLDSB's Senior Manager of Finance to review the charges applied for administrative services to ensure that they are reasonable. The Manager's expenses are to be approved by the Director of Education.

Both service purchasing School Boards are invoiced by the TLDSB's accounts receivable department, in accordance with the Transportation Service Agreements. Invoices, prepared by the Area Transportation Officer, are issued to the PNVCCDSB on a monthly basis while invoices, prepared by the Area Transportation Officer are issued to the SMCDSB on a bi-annual basis. Detailed cost breakdowns are provided to the service purchasing Boards on an as-required basis as per the Transportation Service Agreement. The process by which invoicing is to occur is documented in a TLDSB policy.

Bus operator payments are made by the TLDSB's accounts payable department in line with the conditions set out in the bus operator contract.

Audit

The TLDSB is audited on annual basis.

3.5.2 Best Practices

It is recognized that the Consortium has demonstrated best practices in the following areas.

Internal controls

The Consortium has established appropriate policies and internal controls for the accounting of revenues and expenses in line with TLDSB's policies. This protects the Consortium, the TLDSB and service purchasing School Boards against fraud and/or errors in accounting.

Accountability

The Manager conducts routine reviews and approves reconciliations to ensure proper control and prevent accounting errors. Budget-to-actual variations are also reviewed on a regular basis.

3.6 Results of E&E Review

This Consortium has been assessed as **Moderate-High.** Particularly noteworthy positive elements include the existence of an effective governance structure; a documented cost sharing mechanism; effective staff evaluation and training procedures; effective long term and short term planning procedures and strong accounting and budgeting practices.

The primary areas of improvement include the execution of a formal transportation service agreement with the SMCDSB and further additions to all transportation service agreements with respect to service standards and expectations. A job description should also be created that clearly specifies the day-to-day transportation and non-transportation duties of the Manager.

4 Policies and Practices

4.1 Introduction

Policies and practices examine and evaluate the established policies, operational procedures, and the documented daily practices that determine the standards of student transportation services. The analysis for this area focused on the following three key areas:

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

The observations, findings, and recommendations found in this section of the report are based on onsite interviews with the Superintendent of Business and Area Transportation Officers, and on an analysis of presented documents, extracted data, and information available on the Consortium's website. Best practices, as established by the E&E process, 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 and Practices – E&E Rating: Moderate-High

4.2 Transportation Policies & Practices

Clear and concise policies, procedures, and enforceable practices are essential elements of an effective and efficient transportation operation. Policies establish the parameters that define and determine the *level of service* that ultimately will be provided by the Consortium. Equally important is the application of policies through well defined and documented procedures, operational practices and protocols all of which determine *how* services are actually delivered. Policy harmonization between the School Boards helps to ensure that service is delivered safely and equitably to each of the service-providing and service purchasing School Boards. This section will evaluate the established policies and practices and their impact on the effective and efficient operation of the Consortium.

4.2.1 Observations

TLDSB represents a unique instance to date where policy harmonization must be considered relative to a single operating Board and multiple purchasing Boards. Therefore, the question of harmonization relates more to a management issue than to policy considerations. Discussions of policy and procedure below relate specifically to TLDSB policies except where service purchaser's requirements may be different or take precedence.

General policy guidance

TLDSB has established a policy infrastructure for its Board that generally guides the services provided by the Consortium. Establishment of key policies including eligibility requirements; student rules and disciplinary procedures; bus stop location and review criteria; desired ride length; and special education transportation procedures provide a central reference point for parents, Board staff, students, and operators. Additionally, the policy explicitly states that the school bus is an extension of the classroom and behavioural expectations are carried over. These policies provide planning guidance on all runs that incorporate students from multiple School Boards or runs that are only TLDSB students.

The policies clearly define eligibility but also provide for exceptions to policy. The exemptions provided both expand and constrict eligibility for services. Requirements for year round road maintenance can limit areas where services are provided but the same policy allows parents to deliver a student to the nearest stop to receive services. This is a reasonable and appropriate balance of service and safety considerations. Additionally, while no specific allowance is provided for courtesy transportation services, policy exemptions are provided for childcare options, hazardous transportation services, and "special programs" (as deemed by the School Board). As a counter to these service expansion options, a requirement is established for a single fixed route per student with some flexibility for child care and joint custody. These exemptions are again an attempt to balance service and cost and require any alternate to be a consistent, fixed location.

In addition to policy development, there are a number of notable procedural statements that serve as excellent guiding documents. Specifically, the following were particularly noteworthy:

- A bus route design procedure has been developed that establishes criteria for the placement of bus stops, practical guidance on run design philosophy, and administrative procedures that require regular review of the runs. The procedure reinforces the shared responsibility of the School Board and parents by stating the parental responsibility for ensuring the student arrives at the stop safely. This procedure also identifies how eligibility distances will be measured and

recommended ride time limits. The procedure allows for exceeding the ride time policy when it is in the interest of increasing efficiency. This document has been supplemented by additional guidance on procedures for reviewing and modifying routes.

- In addition to service eligibility, a policy and procedure statement has been established to assist in the planning of service for special needs students. This procedure addresses both administrative and operational considerations and is detailed in Section 4.3.1.

- Explicit endorsement of bus route integration in the interest of efficiency is included in the policy statement. This has also led to the use of a number of alternative routing strategies including transfer runs. While the use of transfers is generally discouraged, operating procedures have been established to promote student safety. The transfers will occur at secure locations such as schools, operator depots or other municipal locations. If a transfer must be at unsupervised site transfers are "bus to bus" overseen by the drivers to ensure student safety. Where transfers are occurring for elementary students there is either supervision or the bus would wait until the transfer is complete to the second bus. Where possible, attempts are made to limit transfers to one transfer per trip.

- While not specifically a policy item, TLDSB has established a vehicle age policy of a 12-year maximum through its operator contract. This requirement is intended to promote vehicle safety and ensure that students and TLDSB benefit from the advances in vehicle design and engine technology.

TLDSB has not established specific policies related to responsibility for evaluating the impact of school hours on transportation efficiency. Several of its service purchasing School Boards have established these policies, and guidance is generally provided based on the guiding principles for transportation management mission statement that requires efficient and cost effective services.

In instances where a service purchasing School Board’s students are the only occupants, it has been determined that the service purchasing School Board’s policies will be the guiding planning and management principles. These differences are tracked using the functionality of the transportation management information system and are managed through an established appeal process. When concerns are raised regarding a specific decision, each purchasing Board uses its own established appeal process to arrive at a determination. This decision is then communicated to TLDSB which designs the service consistent with the decision making process.

4.2.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Run design

The establishment of designated procedure to guide the route planning process is a useful practice to ensure consistent treatment of all students who are receiving services. In addition, this document provides TLDSB staff with clear guidelines in their effort to design runs that meet the Consortium's mission of providing efficient services.

Stop placement criteria

TLDSB has defined clear criteria for what determines where a bus stop can be placed. These criteria have been extended through practice to determine where hazardous conditions exist. Defining and establishing these criteria creates transparency and accountability in the stop placement and run development process.

4.3 Special Needs Transportation

Route planning for special needs students and students in specialized programs is challenging to provide without placing undo pressure on the entire system. Special needs transportation in particular must consider a student's individual physical and or emotional needs, time or distance constraints, mobility assistance including lifts and restraints, medical condition awareness and medication administration, and student management for students with behavioural issues. Given the complexity of providing both safe and effective special needs transportation, it is imperative that clear and concise policies and documented practices are established and followed to ensure that the unique needs of the students are met without unduly impacting the entire routing network.

4.3.1 Observations

Special needs planning guidelines

TLDSB has developed a separate Special Education procedure which describes how services are to be requested and the approval process for such requests. The procedure statement includes the forms that must be completed prior to service being received. These forms are intended to ensure that all of the necessary administrative tasks have been completed to properly classify the student.

School Board administration determines which programs are deemed specialized for the purpose of transportation planning. Conditions can range from "anything from

requiring front door pick up on a regular route, or a specially designed route to an out of area school to a route requiring a wheelchair accessible bus with an Ed Assistant riding along" per the policy document. Student placement is determined by TLDSB special needs consultants.

The designated process provides for a review and comment by the appropriate Area Transportation Officer and may include mainstreaming on regular runs where it is reasonable and appropriate to do so. While the current approach does not include a formal cost analysis, the operational consideration currently in place is a useful practice for controlling the cost of providing service to specialized programs and minimizing the impact of these programs on overall system effectiveness and efficiency.

Driver Training

Providing specific training for students with special needs ensures that drivers are prepared to address these needs. Data on student needs is provided on the run sheets provided through *BusPlanner*. A vigorous program of driver training that is integrated with classroom behaviour management techniques can help promote the idea that the school bus is an extension of the classroom as stated in School Board policy. In addition, establishment and enforcement of consistent expectations of behaviour provides for useful consistency in a special education student's learning experience.

The TLDSB Special Education Department, in conjunction with the Consortium, has developed a guideline for drivers in dealing with students within the Autistic Spectrum Disorder to assist in maintaining a safe, manageable bus ride for all students including the ASD student. Providing drivers with an understanding of the condition and how the students on their bus manifests the condition will lead to less frustration for the driver and an overall safer environment. Additional training on other common or emerging exceptionalities can enhance overall student safety.

4.3.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Special needs service impacts

The current special needs planning process includes an opportunity for review and comment by Consortium staff on the implications of the student assignments. This allows for all parties to be aware of the potential concerns regarding student assignments before placements are finalized and allows for the consideration of more efficient or effective alternatives. As currently structured, the process does not include a formal costing component to the analysis.

4.3.3 Recommendations

Enhance the special needs service impact analysis

An enhancement to the current special needs assignment policy would be to establish a formal costing mechanism that would highlight both the operational and financial impact of service decisions. This process could be completed prior to the Request for Transportation form being sent to the SBO.

Enhance special needs training requirements

The current service contract and Board policy does not require any specific driver training on designated student exceptionalities. The Consortium should coordinate with operators to establish and monitor a periodic training program that addresses special needs transportation requirements. Possible items for inclusion would be operational procedures for special needs bussing; procedures for car and booster seat use; administering an EpiPen; wheelchair loading and unloading; and the use of securing devices.

4.4 Safety policy

Clear and concise safety policies, practices, procedures, and training are all essential to ensure safe student transportation. Given the Consortium's responsibility for managing services over a large geographical area with multiple operators, it is paramount that safety related initiatives are well defined and documented to ensure system wide compliance. Equally important is an understanding of the responsibilities for safety that is shared by parents, students, bus drivers, and each community in the provision of safe transportation.

4.4.1 Observations

TLDSB promotes student safety through a combination of both Consortium led and operator led initiatives. Additional procedural statements have also been established that related to the requirements for the transport of articles on the bus, temporary transport, school bus conduct, and evacuation training.

Student training

The Consortium participates and supports a variety of safety and training programs for students. Examples of these include:

- First rider program – this introduces students to the school bus and the behaviour expectations when they are riding.

- Evacuation drills – these drills are conducted annually and are designed to teach students how to properly and safely exit the bus in the event of an incident.

- Bus Patroller – this is a joint program provided in conjunction with the OPP and First Student to educate selected 6th through 8th grade students on how to assist other students with the safety entry and exit to the bus and school bus evacuations.

The Consortium also coordinates with local municipalities when possible to promote bus safety through police and road departments.

Driver training

A procedure has been established which defines the role of transportation staff, drivers, operators, and schools. At the start of each school year the Area Transportation Officer is involved in a start-up process with the bus operators and/or drivers through the review of routes for the pending year. The Area Transportation Officer meets with the operators alone, in groups or with drivers present at start-up meetings held in schools or at the operator's premises. The purpose of these meetings is to ensure that each operator and driver is aware of the expectations and requirements of the Consortium while also building a rapport that can be used to quickly address service issues.

Procedures have also been established to handle exceptional circumstances such as temporary ride authorizations and finding a missing child. If a student is granted authorization by their principal for emergency transportation, the principal is responsible for providing the bus driver with written authorization and for faxing the Daily Discretionary Arrangements form to the appropriate Area Transportation Officer. This procedure is designed to ensure that the student can be located in the event of an incident on either their established bus or on the bus they have been temporarily authorized to ride.

In the event of a missing child, Transportation serves primarily as the point of communication between the schools, operators, and local authorities. A flow chart has been developed to provide a ready point of reference for Transportation staff.

Accident Procedures

TLDSB has established an accident management procedure that specifically details the oversight and reporting requirements of the driver and the operator. The procedure establishes parental notification requirements depending on the time of the accident. While these procedures are clearly defined in the policy, it may be useful to consider simplifying them to establish one process regardless of when the accident occurs. This

could be facilitated by ensuring remote access to the transportation management software by designated staff.

4.4.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Accident review process

The School Bus Accident procedure establishes an outstanding practice that formalizes a post accident review process by the Consortium to determine if changes to policy or procedure are required to reduce or minimize future exposure to similar incidents. This is a model approach that is designed to enhance student safety through consistent and detailed operational analysis.

4.4.3 Recommendations

Consider enhancements to safety programs

TLDSB strongly supports student safety through the combinations of programs presented above. Additional opportunities to enhance support safety training and awareness programs are possible and can provide consistency in training for all operators. Options include increasing the involvement of the Consortium in determining the skills expectations of drivers. Currently, training services are the nearly exclusive domain of operators to determine both the curriculum and timing. Consortium sponsored training in the areas of student management, and specific special education training in the areas of behavioural management, and fragile medical students would help to ensure that drivers training is consistent and meets TLDSB expectations.

4.5 Results of E&E Review

Policies and procedures have been rated as **Moderate-High.** TLDSB has established a policy and operational infrastructure that provides critical baseline planning guidelines and operating procedures. Specific items such as the run design procedure, defined criteria for stop placement, and the post accident review process are consistent with best practices that have been identified throughout the E&E process. Enhancement of the established policies and procedures and an expansion of safety and training practices would allow TLDSB to attain a high rating in this category.

5 Routing and Technology

5.1 Introduction

Routing and Technology encompasses the management, administration, and use of technology for the purpose of student transportation management. The following analysis 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 (including interviews) together with 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 and Technology – E&E Rating: Moderate-High

5.2 Software and technology setup and use

Modern student transportation routing systems allow transportation managers to make more effective use of the resources at their disposal. These systems allow for improvements in the management and administration of large volumes of student and route data. However, the systems must be fully implemented with well designed coding structures and effective mechanisms to extract and report data to all stakeholder groups. This section of the evaluation was designed to evaluate the baseline acquisition, setup, installation, and management of transportation related software.

5.2.1 Observations

Routing & related software

The Consortium acquired *BusPlanner* transportation management software from GEOREF Systems, Ltd. using a competitive request for proposal process. The Consortium has fully implemented the product for the start of the 2008-2009 school year. The implementation of this software was a change from a previous provider and was intended to improve mapping capabilities and increase functionality as the

demands of both the operation and management reporting increased. The relatively short implementation time frame has not limited use of the more complicated elements of software functionality or reduced reporting capabilities. TLDSB has also purchased the *GeoQuery* module that allows remote access to student and run data for both schools and operators.

Maintenance and service agreements

TLDSB has a standard maintenance and service agreement with GEOREF. This agreement is current and provides for regular (currently bi-annual) updates to the software and technical assistance. The agreement also establishes designated rates for service in the event that further assistance is required.

The licensing of all other related software is managed through the Board's regular systems management processes. These procedures provide adequate assurance that hardware and software remain updated with the latest required patches and current versions of key products are available for use.

Staff training

Staff training is a combination of both individually identified and organizationally identified needs and expectations. Each individual staff person makes requests for training through their appropriate supervisor and allowances are made to ensure that operations can continue with minimal interruption if staff is attending training. As can be expected, a substantial recent focus has been on the use of *BusPlanner*; however, additional opportunities for other professional development are made available. This balance of technical and professional training is consistent with best practice expectations.

Systems management

Operations at TLDSB are based out of two offices (one in Lindsay and the other in Bracebridge). Throughout these two offices, six seat licenses are available to *BusPlanner* and one license to *GeoQuery.* The majority of technology management services are performed by TLDSB technology staff including hardware and software maintenance, equipment acquisitions, and systems maintenance procedures.

Backups of transportation related data are performed nightly using batch scripts developed in conjunction with GEOREF. The scripts back the necessary data and tables to a designated folder that is then copied to tape. The tapes are taken off site multiple times per week. Restoration procedures have been tested to ensure that they work properly and spot checks are conducted regularly on backup tapes to ensure the availability of data. Business continuity planning also provides for staff to be relocated to

other local School Board locations and server redundancy at both School Board offices provides the ability to restore service within 24 hours in a disaster recovery situation.

5.2.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Competitive procurement

The use of competitive purchasing is consistent with best practice expectations of the E&E process. The development of a Request for Proposals allowed TLDSB to clearly articulate its service and functionality expectations and provided an effective mechanism to evaluate vendor responses relative to a defined set of criteria.

Systems management

TLDSB has established a process that ensures that all critical systems data is accounted for on a regular basis and that in the event of a system failure, operations can continue without substantial interruption. Additionally, continuity of operations for transportation has been considered and incorporated into the overall Board planning.

Staff training

A structured approach to staff training has been established based on an assessment of existing competency with the software, expectations regarding management analyses and planning, and available software functionality. In addition, there is a recognition that training outside of technical requirements is key to identifying service efficiencies.

5.3 Digital map and student database management

This aspect of the E&E Review was designed to evaluate the processes and procedures in place to update and maintain the student data and map data that forms the foundation of any student transportation routing system.

5.3.1 Observations

Digital map

One map is used to cover entire service area. The source map is updated based on information received from municipalities and the regions. All school locations can be geocoded as can over 99 percent of the students. Despite the large geographic area and the fractured nature of the geography due to lakes, rivers, etc. most students and all school locations can be geocoded using the regular match process.

Map accuracy

The map has been calibrated to reflect bus travel speeds based on default characteristics and revisions made by TLDSB staff. Area Transportation Officer's have designated contacts within municipal road department’s as well as some construction companies, engineering firms and consulting companies. These contacts provide valuable insight into road geometry.

One Area Transportation Officer has been given responsibility for technical management of the system including key map characteristics. Each of the transportation officers has been granted authority to revise segment address ranges and travel characteristics (such as no winter travel) within their specific service area. This approach is designed to promote accurate route timings across the service areas. Revisions are also made using Survey of Service conducted with operators based on driver input.

Exception boundaries have also been drawn on the map. While no specific policy determines what is characterized as hazard or exception area, much of the same criteria used to determine hazardous bus stops are applied to an area generally for it to be considered. Common exception areas include water hazards, major roads, and railroads.

Default values

The base values were set with the original implementation of the software and have been adjusted periodically based on observations by the Area Transportation Officers and changes received from operators. Management of map and other transportation data have been segregated to one of the transportation clerks. However, both Area Transportation Officers and the transportation clerks have authority to alter some underlying characteristics that will not impact routing functionality. Items that can be changed include correcting address ranges, identifying no travel streets, and designating winter maintenance if applicable.

Student data management

One student database has been established based on monthly downloads from all participating School Boards’ student information system. The database includes all students whether eligible for services or not. Routines have been established to test and determine eligibility based on distance parameters and map characteristics. This includes identifying students who reside within established exception boundaries. This allows for the designation of appropriate eligibility and travel codes following the testing of eligibility.

The designated Area Transportation Officer manages and processes the download and then distributes specific records to be reconciled to each of the transportation clerks to verify or address. During the interim periods between downloads, changes are faxed to the designated transportation office where the transportation clerk will process the student record using the Office Index Card information. This process is used for regular education students. Special needs students require additional documentation from the special needs consultants to identify any additional exceptionality or equipment requirements. Address discrepancies are handled by the transportation clerk working with the school secretary to have the information corrected in the student information system (i.e. information populating incorrect fields, spelling of street names etc). In the event that schools cannot or do not correct the necessary data, the equivalency tables in *BusPlanner* are revised to correct the address on future imports.

Coding structures

The existing eligibility coding structure is the standard *BusPlanner* implementation structure. The travel code list has been customized to address specific considerations. The travel codes are designed to provide a more detailed breakdown of the specific transportation requirements and circumstances of individual students. Additional detail is kept in comments fields and in student groupings established in the software. Overall, this structure provides a functional approach that allows for detailed analyses when required.

The use of the special needs coding flag is used in very specific circumstances. The logic of the use is complicated but is likely to be something that can be taught to clerks and Area Transportation Officers. Subsequent information provided by Consortium staff helped to clarify the use of special needs coding. The special education travel code is used for students who do not ride a regular bus whether to their home school or not and the special needs flag is used for students going to a congregated special education class not provided at their home school. Wheelchair students are identified in the travel code (W/CH), on the equipment list and on the seat type. Additionally, special needs students are identified in groups for Wheelchair and other special programs at the co-ordination of the Area Transportation Officer for reporting purposes.

5.3.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Map data management

Responsibilities have been appropriate allocated to designated staff to promote both control of map management characteristics and adequate flexibility to ensure accurate

route timings. The use of stakeholder input and a regular review by Area Transportation Officers and transportation clerks is designed to ensure data completeness and accuracy. This will be increasingly important with the broader distribution of data using *GeoQuery* and other reporting mechanisms.

5.3.3 Recommendations

Increase the frequency of student data downloads

Additional efforts to increase the frequency of student data downloads will reduce the manual paper transfers between service purchasing boards and the Consortium. Manual manipulation of the daily downloads should be kept to a minimum. Once the download is validated using established routines, these changes should flow through the routing system such that manual action on the part of the Area Transportation Officer is minimized. The Consortium should address changes that, for example, cause a reassignment of a student from one stop or route to another, but that do not cause an overload or under load situation on either route should be automated, facilitating the comprehensive management of exceptions only.

5.4 System reporting

Adequate reporting 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, and what capabilities exist to develop ad hoc reports.

5.4.1 Observations

Reporting and data analysis

Reporting is done on a limited and tactical basis primarily focusing on extracting lists for reports to schools or operators. Additional data extracts are done for the Ministry survey, and individual run reports. An increased use of *GeoQuery* and its reporting functionality is expected as greater familiarity with the system is realized across stakeholder groups. Transportation staff are directed to refer inquiries to the website where the information is available in order to increase awareness of the functionality offered. Expected upgrades that allow for the printing of maps is expected to increase operator use of the website as the primary mechanism for run list distribution and will eliminate the existing need to email maps and have the operators download the lists.

The software provides for a wide variety of reporting and data extraction functionality. The Area Transportation Officers also utilize a number of the established *BusPlanner* analytical tools to evaluate data completeness and accuracy. Typical analyses include an evaluation of student and bus run length, total distance traveled by bus, and capacity analysis (including an evaluation of overloads). While these are clearly important indicators of specific service levels, much of the analytical work that is performed is done on an individual run basis and does not focus on the entire system.

Area Transportation Officers also use the data analysis capabilities of the software to assist in the financial management of transportation. Using the run summary functionality of *BusPlanner*, Area Transportation Officers evaluate load factors relative to contract rates. For example, if a bus is loaded to a weighted capacity of 48, then the route is paid at the 48 passenger contract rate even if the operator may chooses to use a 72 passenger bus on the route. This approach allows the routing software to be appropriately integrated to the financial management process.

TLDSB has developed an annual report for the previous several years that are designed to inform stakeholders of the activities and challenges of transportation. This report is an excellent example of using available data to ensure that appropriate parties are aware of transportation activities. Additionally, this approach allows transportation staff to highlight the value added efforts it makes to promote effectiveness and efficiency throughout its service areas.

The data presented in the annual report generally includes a statistical summary of operations, but is not oriented toward strategic analyses of operations. Several of the existing reports available are used to evaluate the results of the routing scheme focused on internal management. It is expected that increasing use of these reports will occur with the continuing implementation of *BusPlanner*.

5.4.2 Recommendations

Enhance data distribution

The existing approach to data analysis is adequate for the tactical management of the system, but enhancements that would allow for greater strategic analyses could be made. The enhancements would be targeted at specific positions throughout the organization in order to distribute key performance values in a timely manner. Given the unique structure at TLDSB, the type of content of specific reports can best be determined through discussions with service purchasing boards, operators, schools, and individual positions within the organization.

Additionally, there would be an overall efficiency benefit to establishing a mechanism to transmit data electronically to the operators in a suitable format. *GeoQuery* provides for

the capability to extract data into standard third-party productivity software that could be then imported into other management systems. As updates and revisions to *GeoQuery* are made available, it may be necessary for TLDSB staff to provide some targeted training on the data extraction process.

5.5 Regular and special needs transportation planning and routing

Transportation route planning is the key activity undertaken by any Consortium. This portion of the review was designed to evaluate the strategies, tactics, and processes used to provide transportation to regular and special education students and the approaches used to minimize the cost and operational disruption associated with both types of transportation.

5.5.1 Observations

Planning cycle

A planning calendar has been established that includes a monthly task list. The task list identifies requirements associated with the student data downloads and specific tasks that are to be accomplished for different positions throughout the Consortium. Additional seasonal tasks related to the annual planning process, school opening, and October reconciliations are also identified. The tasks included in the plan are general in nature and do not provide for any prioritization in the event that time for completion becomes a concern.

The student data management process to begin the annual route review was detailed more extensively during the review process. The database to be used for the next year's planning is established by the Area Transportation Officer based on an import from the student information system that is verified against actual promotions. The transportation software provides functionality to update grades as necessary and this database is then made available for revisions by the transportation clerks and Area Transportation Officers. Stops and runs are reviewed for zero load values, which are then removed as required. Students are then assigned to stops based on established distance parameters and exception boundaries. This updated database serves as the basis for the routing scheme.

Management of regular bus routes

The geographic area that TLDSB serves has been divided into two primary service areas that are each assigned an Area Transportation Officer and a transportation clerk. The Area Transportation Officers are generally responsible for management and decision making within their designated areas and will design the routing scheme

consistent with the population distribution and service requirements. Consistent with both job descriptions and the established planning cycle, the following represent the core requirements for transportation planning:

- Validating the completeness and accuracy of map attributes;
- Ensuring that service eligibility boundaries are complete and accurate;
- Establishing bus stop locations and assigning students consistent with policy requirements;
- Designing bus runs and pairing runs together in route combinations; and
- Addressing the concerns of parents, schools, or bus contractors.

The geographic differences in the two service areas have resulted in the development of two different routing models. In the more rural, northern area it is more common for single tier integrated runs to be used due to time constraints. In the southern portion of the service area the population density is greater and therefore tiered and combination runs are more common. This approach to customizing the routing scheme to meet the local demand is a key aspect of the transportation planner's job.

Run and route management at TLDSB require consideration of multiple planning parameters due to the structure of the Consortium. The establishment of service purchasing School Boards versus service providing School Boards places a different onus on the transportation operation. The need to meet different demands based on the service purchasing agreement likely results in the need to manage multiple policy constraints related to walk distances and service eligibility. Practices have been established that allow for each of the Boards to make determinations of requests for exceptions which are then recorded in *BusPlanner* for implementation and monitoring. While these differences do create a greater administrative burden, efforts have been made to minimize their impact through the development of the operating procedures and through automation using the transportation management software.

Area Transportation Officers are also responsible for identifying opportunities for increasing efficiency in their specific areas. Assessments are generally conducted as part of the annual planning process but may be performed at any time if circumstances warrant. As was previously mentioned, assessments are generally targeted at specific aspects of the operation with only limited consideration of larger more strategic changes throughout the entire service area.

Special education route planning

Each Area Transportation Officer is also responsible for the planning of special needs students within their area. Specific TLDSB policies guide the planning for special needs students and dictate the administrative and operational requirements associated with special needs transportation. There are no specific restrictions on planning relative to mainstreaming special needs students where appropriate. Additionally, there are no limitations on incorporating regular education students on special needs buses where appropriate.

Analysis of system effectiveness[6]

The mission of the Consortium is to ensure the efficient use of resources while delivering students to and from school safely and ready to learn. Limitations posed by the geography, student density, and time all impact the ability to achieve these goals. The service area covered by the Consortium contains highly rural, suburban and urbanized areas and a significant amount of lakes, rivers, and streams. Each of which presents different challenges in bus run design. Daily services are provides to over 15,000 students to 66 schools using over 900 morning and afternoon runs.

Promoting efficient use of resources in transportation requires that the bus routes design maximize the use of seat use and the use of each bus. Maximization of seat use (known as capacity use) is impacted by how far a bus can travel in terms of both time and distance. More time allows for the pick up of more students which increases capacity use. Bell time, student ride time policies, and seating guidelines have a substantial impact on the ability of a transportation service provider to maximize seat use. Maximizing bus use (known as asset utilization) considers the number of times a bus is used during a given day. School start and end times and student ride lengths are again the key determinants of the ability to maximize asset utilization. The transportation manager must consider all these factors when designing the bus routes in order for the system to be efficient.

Underlying all of these analyses is an understanding of the geographic and demographic characteristics of the service area. As was mentioned in Section 5.5.1, the different geography of the two defined service areas has led to the development of different routing strategies. In the northern area where single tier runs dominate, high rates of seating capacity use are essential to efficiency. In the southern area, a balance

[6] 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.

of high seating capacity use rates and asset reuse are important indicators of efficiency. These elements are looked at in greater detail below.

Given the influence that time has on both capacity use and asset use, it is important to consider the spread between school start and end times. As the table below indicates there is approximately 55 minutes in the morning and 80 minutes in the afternoon between the earliest and latest times. However, a more relevant comparison is that the bulk of schools in all areas start within a 30 minute window and finish within a 40 minute window. Given the large service area in both the north and south, and the current average run time of just over 40 minutes, this is an indication that asset reuse is a challenge throughout the system.

Table 4: School start and end times

Morning Bus Arrival Time	Count	Afternoon Bus Departure Time	Count
7:55 to 8:15 AM	8	From 2:38 to 3:15	16
8:20 AM	21	3:20 PM	24
8:25 AM	2	3:30 PM	11
8:30 AM	10	3:35 PM	8
8:35 AM	8	3:40 PM	3
8:40 AM	7	4:00 PM	4
8:45 AM	6		
8:50 AM	4		

The following Table 5 summarizes the use of seating capacity and average student ride time for the three major geographic areas. It should be noted that this table includes only buses with 48 passenger seating capacity of greater.

Table 5: Haliburton Seating capacity use and average student ride time

Data	Morning		Afternoon		Overall Totals	
		Capacity Use		Capacity Use		Capacity Use
Average of Run Time(minutes)	51		56		53	
Total Seats Based on Rated Capacity	2,964		2,964		5,928	
Total Riders	1,737	59%	1,742	59%	3,479	59%
Student Load based on Weighting Factor	2,166	73%	2,171	73%	4,337	73%

Table 6: Kwartha Seating capacity use and average student ride time

Data	Morning		Afternoon		Overall Totals	
		Capacity Use		Capacity Use		Capacity Use
Average of Run Time(minutes)	39		40		39	
Total Seats Based on Rated Capacity	14,164		14,166		28,330	
Total Riders	7,638	54%	7,484	53%	15,122	53%
Student Load based on Weighting Factor	9,322	66%	9,332	66%	18,654	66%

Table 7: Muskoka Seating capacity use and average student ride time

Data	Morning		Afternoon		Overall Totals	
		Capacity Use		Capacity Use		Capacity Use
Average of Run Time(minutes)	44		49		47	
Total Seats Based on Rated Capacity	10,052		10,052		20,104	
Total Riders	5,815	58%	5,847	58%	11,662	58%
Student Load based on Weighting Factor	6,862	68%	6,939	69%	13,801	69%

Table 8: Grand total of Seating capacity use and average student ride time

Data	Morning		Afternoon		Overall Totals	
		Capacity Use		Capacity Use		Capacity Use
Overall Average of Run Time (minutes)	42		45		44	
Grand Total Seats Based on Rated Capacity	27,180		27,182		54,362	
Grand Total Riders	15,190	56%	15,073	55%	30,263	56%
Total Student Load based on Weighting Factor	18,350	68%	18,442	68%	36,791	68%

As can be seen from the table, capacity use (based on actual riders and planned capacity) is very consistent across the three service areas. This result is unexpected

given the differences in student density across the three areas. The high rates of planned capacity use (based on weighted student riders) and the long ride times in the Haliburton and Muskoka areas is an indication of the efforts by TLDSB to maximize efficiency.

The influence of empty seats is mitigated through the contracting process that allows TLDSB to bill for the minimum number of seats based on student loading. For example, a run with a weighted load of 47 students on a 72-passenger bus would be billed at a 48-passenger rate.

5.5.2 Best Practices

It is recognized that TLDSB has demonstrated best practices in the following areas:

Alternative Routing practices

TLDSB has implemented the use of routing techniques such as route tiering within the base context of the existing bell time schedule combines to improve the effectiveness and efficiency of the overall system. Additionally, in areas where alternate schemes are not feasible there is a focus on maximizing seating capacity through route design without any limitations imposed by policy or operational procedures.

5.5.3 Recommendations

Conduct run analysis to evaluate the feasibility of alternative routing schemes

Continued efforts should be made to evaluate the feasibility of alternative routing schemes particularly as it relates to school time structures. The current clustering of start and end times throughout the system is likely limiting targeted opportunities for greater asset reuse in targeted areas. Any assessment of alternative run strategies must be conducted cautiously so as to not negatively impact existing strategies that are resulting in high rates of seating capacity use.

5.6 Results of E&E Review

Routing and Technology use has been rated as **Moderate-High**. TLDSB has acquired and implemented an effective array of tools to improve route planning and the distribution of data. Staff assignments have also been designed to ensure effective systems management and administration. Staff training plans should continue to increase skill levels at both system use and overall operations management.

The improvements recommended throughout this section represent incremental improvements to existing processes. Continued efforts are necessary to complete the

implementation and encourage the use of the *GeoQuery* module for reporting and data distribution. Additionally, efforts to increase the frequency of the student downloads should continue to reduce the manual management of records.

6 Contracts

6.1 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 interviews with Consortium management and select operators. 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 – E&E Rating: Moderate

6.2 Contract Structure

An effective contract[7] 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.

6.2.1 Observations

The bus operators in the service area have formed an association comprised exclusively of the 15 bus operators (or “operator”) that supply transportation services to

[7] 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.

the Consortium. This association is not a legal entity and exists exclusively to negotiate service contracts with the Consortium.

Bus operator contract clauses

The Consortium executed a transportation agreement (or "the contract") between the TLDSB and the operators that is valid from September 1, 2008 till August 31, 2009 and contains a clause that automatically extends the contract in the event of ongoing negotiations provided that a letter of intent submitted to operators in advance is accepted. This automatic extension clause, however, makes reference to the operator association. It is usual practice for the Consortium to negotiate operator contracts on an annual basis.

The Consortium signs a standardized contract that outlines the terms and conditions under which student transportation is to be provided. Noteworthy clauses within the contract and appendixes state, among other things:

- That student bus safety training is to be provided, on a bi-annual basis, by the operator at the elementary schools that the operator serves;
- The requirements for operators to maintain liability insurance based on the number of students carried on each bus as well as general liability insurance. Proof of insurance is also to be provided;
- The Consortium's/TLDSB's requirements with respect to driver operational training, confidentiality and legal requirements;
- Operators are required to submit vehicle age and driver licensing, contact information by September 1 of each year;
- That any additional one-time funds received by the Board from the Ministry specifically for increased transportation costs is to be flowed through to the operators as per the intent of the Ministry;
- The conditions under which the contract can be renewed or terminated; and
- The Consortium/TLDSB's requirements with respect to vehicle legal compliance, age requirements, inspection obligations, obligation to install two-way radios on all buses, and signage requirements.

Operators are not to use vehicles that are more than 12 years old without the consent of the Consortium. However, discussions with Consortium management and Operators indicate that in practice, vehicle age is determined by the number of years in service,

not the manufactured year of the bus. Operators provide a bill of sale and other relevant information to the Consortium in the event that they are using a bus put into service after the manufacturing year. Unless otherwise documented, the Consortium assumes the manufacturing year is the year the vehicle was put into service. These discussions also indicated that, with the approval of the Consortium, operators are allowed to utilize older vehicles as spares. These older vehicles are tracked by GEOREF. Concerns related to vehicle age information are followed up using the routing software, which allows Consortium staff to keep track of the number of buses that are over the contractually specified age limit. At the time of the site visit, no vehicle ages had been entered in the routing software. We have been informed that the routing software has since been updated with the year of vehicle manufacture.

EpiPen safety training requirements are not specified within the contract. The contract does state, however, that the TLDSB may occasionally ask an operator to administer medication to students. The responsibility for training drivers to provide such assistance is the responsibility of the relevant student's parents. The contract is silent with respect for to First Aid, EpiPen and CPR training. Discussions with Consortium management indicate that the last time the Consortium provided this training was three years ago. The Consortium does not collect and tracks training for drivers. As the original certification on drivers expired this year, Management tells us they have advised the operators that, upon submission of their driver re-certifications, they will cover the costs. The contract is also silent with respect to dispute resolution.

With respect to route allocation/re-allocation, the contract states that a committee will be struck with representation from the affected operators and the School Board to develop the criteria that will be used to determine how routes are to be allocated. However, final authority for route allocation is retained by the Consortium/TLDSB.

Bus operator compensation

Operators are to be paid for a 188 day school year in 10 instalments with each instalment coming due on the 15th of every month commencing from September 15. The formulas by which operators are compensated are outlined in the contract as well as in schedules A and B of the contract. Schedule A outlines the compensation formula for regular home to school transportation while schedule B outlines the formula for school excursions. Each of these two formulae is comprised of their own sub-components.

Schedule A: Home to school

Operator payment is based on a total daily rate, which is, in turn, determined by the sum of the fixed daily basic rate and a rate for each kilometre travelled. Both rates vary by the size of the vehicle being considered. The variable kilometre rate will be paid on a minimum of 50 daily kilometres.

Discussions with Consortium management indicated that the fixed payment is intended to cover the capital costs of the operator while the daily per kilometre rate is to cover the cost of the driver and fuel.

Additional clauses in schedule A outline, among other things, premiums related to the provision of wheel chair lifts; multiple runs; and school days in addition to the standard 188 days. These also formulate the calculation of distance travelled; reserve the Consortium's right to negotiate rates for special education students; and reserve the Consortium's right to utilize parents or guardians to transport students.

In addition to schedule A, the contract states that the cost per school day is subject to revisions to reconcile daily route mileage information submitted to the Board and the information contained in the Consortium's route identification form; increases or decreases to the daily mileage information that exceed 10 kilometres; changes to daily route mileage information resulting from a route audit; and inclement weather and other unscheduled school closings.

Treatment of inclement weather days is also outlined in Schedule A. This states that operators will be compensated for 100% of the daily basic rate and 50% of the daily kilometre rate. As the kilometre rate covers driver compensation, TLDSB pays 50% of the kilometre rate, even on inclement weather days, to cover driver compensated for those days.

The contract provides for unscheduled school closures due to labour disputes. In this event, the entirety of the total daily basic rate is to be paid during the first 10 days. Following the first 10 days, 100% of the basic daily rate will be paid only for those days on which transportation is not required.

Schedule B: Excursions

The formula for excursions establishes a threshold of 50 kilometres. A fixed rate is applied to excursions that fall below the threshold and a per-kilometre rate is applied to excursions exceeding 50 kilometres. These rates also vary according to the size of vehicle used. A time allowance is included which varies by the distance travelled. Time used above the allowance is compensated at a flat hourly rate.

Other clauses in schedule B provide definitions to the above; establish a driver allowance for overnight excursions; establish a premium for excursions that run concurrently with morning and afternoon runs; and establish a cancellation charge.

Bus operator contract management

Contract management procedures are partly covered in a document outlining the Consortium's start-up procedures for each new school year.

Route information is distributed by Area Transportation Officers to operators prior to the start of the school year. Operators and drivers are asked to review current routes; transportation policies and procedures; changes to any operating practices; arrival windows for mornings and afternoons; bus order in the end of day line-up and information regarding any TLDSB initiatives that may impact transportation services. Major changes such as new policies or safety related changes are distributed to the operators in a memo which can be used as a reference document throughout the year. Instructions related to the Consortium's policies are also reviewed with drivers. Guidelines related to the appropriate management of students with special needs are issued and safety issues related to specific routes are covered. Operators are instructed by the Consortium, to provide additional development training, if necessary, to the relevant drivers and the Consortium will take on this responsibility in the event that they are not satisfied with the operator's implementation of their instructions related to appropriate training.

Additional minor updates to route and student information are provided to the Operators by fax on an as- needed basis. Substantial changes are communicated through a phone call between the area transportation officer and the relevant operator. Operators are also required to submit their route information sheets to the Consortium for authorization and verification after the October 31 cut-off.

Consortium management indicated that criminal record check information as well as operator contract compliance is verified during the annual start-up process.

Elementary evacuation training is coordinated directly by the school principals and the relevant operator. This training is to be completed by December 15 of each year. Bus Patroller training is provided on the last Wednesday or Thursday of September in Muskoka, on the first Wednesday or Thursday in Haliburton, and by an OPP liaison officer at individual school sites in the South. The scheduling of Bus Patroller training depends on venue, OPP and operator availability.

Cameras are only used on buses on an as-needed basis. The Consortium does not currently have any cameras but is working towards acquiring cameras that are mobile and can be moved throughout the fleet. Some operators that work with the Consortium have cameras of their own. Discussions with Consortium management indicate that cameras are only deployed by the Consortium if there is a specific concern. Cameras are not deployed by operators unless permission has been granted from the Consortium. Consortium management also indicated that the TLDSB is currently in the process of drafting policies related to Freedom of Information Act protection and the use of cameras to monitor students. The contract is silent on the use of cameras or other child monitoring systems.

Taxi contracts

The current taxi contract outlines, among other things, the following noteworthy clauses:

- Safety/legal compliance requirements including specifications with regard to criminal record checks; licensing information; first aid training; treatment of students with special needs; driver training and appropriate driver behaviour;

- Requirements of operators including, vehicle specifications; and knowledge of appropriate Consortium policies such as speed limits; instructions restricting subcontracting; provisions for workers compensation; insurance requirements and pick-up instructions. The document also specifies that vehicles over three years old will not be used, however, a number of vehicles specified in the RFP proponent's submission breach this clause; and

- Procedures outlining the methods by which taxi's will be ordered and paid; and a dispute settlement mechanism which escalates disputes directly to arbitration if negotiations fail.

All of the above is documented as part of the successful proponent's submission to the request for proposal. Since this is the first year in which this process has been run, all the information collected as part of the RFP response is current. Consortium management indicated that the taxi operator will be required to submit this information to the Consortium moving into subsequent years of the contract.

The Consortium currently procures taxi services in order to provide transportation for 27 students.

Parent drivers

Parents are reimbursed for mileage by the Consortium to provide home to bus-stop transportation services. These are provided if a student falls outside the walk boundary and if, in the opinion of the Consortium, the bus will not be able to safely and cost efficiently pick up the student at the regular stop. This may be due to, for example, a house being located at the end of a dead end road where the bus will not be able to safely turn around. Parent drivers are, via letter from the relevant area transportation officer, given instructions with regard to reimbursement, bus-stop location and delivery time. This letter is to be signed by the parent and returned to the Consortium. This letter also specifies licensing and insurance requirements, verification procedures and termination procedures. No follow up is done to ensure driver's license and insurance validity.

6.2.2 Best Practices

It is recognized that the Consortium has demonstrated best practice in the following areas:

Information provision

The Consortium provides timely information to the school bus operators with respect to the runs for which they are responsible and in terms of student information for the Operators to be able do a good job in ensuring safe and reliable student transportation.

Taxi operator contract clauses

The Consortium has detailed contracts in place for taxi operators that outline all appropriate legal, safety and other non-monetary terms including confidentiality and the obligations of the both the Consortium and the taxi operator.

Documented start-up procedure

The Consortium has a clear start up procedure in place for the beginning of the school year. This outlines appropriate steps and expectations of all parties involved – including Consortium staff, School Boards, operators and drivers. This helps to smoothen the beginning of the year and ultimately helps in the delivery of quality student transportation services.

6.2.3 Recommendations

Include additional clauses and alter particular clauses in the bus operator contract

It is strongly recommended that the Consortium review its contract with operators to include a clause related to the mandatory provision of First Aid, EpiPen and CPR training for all drivers within a certain period of time of drivers commencing employment with an operator. A clause regarding dispute settlement should also be included in future contracts to ensure that there is a formal system by which disputes can be settled without the need for a reduction in service levels or litigation. This process should be neutral and transparent.

It is also recommended that the following alterations to existing clauses within the operator contract be made:

- Clauses related to EpiPen training should not place the responsibility for the provision of this training to drivers upon parents since funding for this training is currently provided by the Ministry as part of annual funding arrangements; and

- References to the operator association in the contract should be removed.

It is further recommended that the Consortium follows the direction communicated by the Ministry through numbered memorandum 2008:B15 of December 10, 2008 on clauses and use of the Contract Template. Included in the Contract Template are sample clauses and options for alternate wording, optional clauses, and variable content to suit local needs. The Consortium should carefully consider the terms and conditions included in the template in order to determine whether adjustments to current contracts may be appropriate. In addition, the Consortium should take into consideration the findings of the cost benchmark study and the updated funding in determining the appropriate service levels and contract rates in their new contracts.

Include additional clauses in the agreement with parent drivers

It is recommended that agreements signed with parent drivers include requirements for parents to comply with Consortium, TLDSB and/or other service-purchasing School Board policies and regulations. The inclusion of such stipulated compliance requirements helps to limit the liability to the Consortium while ensuring the safety of students being transported. Parent driver agreements should have similar contract clauses as the bus operator agreements.

Camera use policies

While it is recognized that the TLDSB is currently making efforts towards this recommendation and does not currently have cameras in use on any buses, it is recommended that policies outlining the appropriate use of cameras be developed and approved by Consortium governance. This policy should outline the conditions under which camera recordings will be viewed, stored, deleted and used to take disciplinary action. These policies should also outline the people that are authorized to view the recordings and should also provide for Freedom of Information Act protection.

Bus operator compensation

TLDSB should monitor the number of routes with minimum distances to ensure excess payments are not needlessly made.

6.3 Contract Negotiations

Contract negotiations are intended to provide an avenue by 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.

6.3.1 Observations

Special needs transportation

The provision of special needs transportation is defined by the TLDSB policies pertaining to the issue. This states that the TLDSB has discretion over the determination of which programs are deemed special and eligible for transportation. Specifically, the provision of special needs transportation is at the discretion of the Superintendent of Special Education. Current programs classified as special education include French immersion and special learning classes. An alternate school year program is not included.

Special needs transportation is provided upon request from the special education department for student transportation outside the realm of normal bell times in the event of, for example, a transition period for a student to introduce them to a new school or a specific program. In this case, the Area Transportation Officer will work with special education consultant to determine how best to accommodate the request. The Area Transportation Officer will then discuss the request with the appropriate operator to establish the timing and price of such arrangements. In these cases, the operator issues a separate invoice to the Consortium. As such, payment is made on an as-need basis and not attached to the monthly contract payment to the operator.

The current bus operator contract outlines a premium to be charged to the Consortium should a wheel chair lift be required to be installed on a bus.

Bus operator contract negotiation process

The Consortium does not use a competitive procurement process to purchase bus transportation services.

The Consortium follows a documented contract negotiation procedure. However, this document does not outline the timeline for negotiations. The TLDSB and other service purchasing School Boards are represented at negotiations by the Manager and Area Transportation Officers. Representatives from the SMCDSB and the PNVCCDSB are also present on an as-required basis. Operators have formed an association for the exclusive purpose of negotiating service contracts with the Consortium. Negotiations take place on an annual or biannual basis as determined by the terms of the previous contract. The contract negotiations typically start after the announcement of Ministry grants.

The negotiation process outlines a step for preparation, which includes, among other things, surveying other consortium sites; identifying areas of concern noticed over the

year; and advising the Board and service purchasing School Boards as to contract points that will be brought forward.

During the negotiation process, once a tentative agreement has been reached, the operator's association meets as a group to discuss and reach an agreement to accept the terms of the contract. Upon ratification from the operator's association, a draft version of the contract is presented to the Board for approval. Upon Board approval, the contract rates are calculated for each operator and a retroactive adjustment is made to the operator's account as necessary.

The contract negotiations process is not timely as negotiations for school year contracts have continued past the beginning of the school year for the last two years. Discussions with Consortium management indicated that part of the reason for the delay is the Consortium's desire to know its funding levels prior to the settlement of contract rates. Additional constraints include the need to budget for contract rates and ratify the budget; and the need to have the final contract approved by the Board, which does not reconvene until the end of summer.

Taxi contract negotiation process

The Consortium recently ran a competitive procurement process to obtain the services of a taxi company. The contents of this contract are described in section 6.2.1.

6.3.2 Best Practices

Competitive procurement for taxi operators

Notwithstanding the recommendation below regarding competitive procurement, the Consortium has procured taxi operator services using a competitive (RFP) procurement process which has resulted in competitive rates. The RFP Process introduced the business opportunity to a competitive market. Based on the RFP submission, the Consortium was able to identify the most qualified taxi service operators that offered the best prices for the level of services provided. This is a notable achievement as it is a fundamental step in ensuring that services are contracted at competitive market rates while ensuring that appropriate safety and service standard are in place at the outset.

Documented negotiation process

A documented negotiations process is in place that accounts for every step and consideration taken by the negotiator. Such documentation helps the negotiator develop a clear set of objectives, conditions and a vision that can help ultimately deliver value for money through the contract negotiations process.

6.3.3 Recommendations

Develop a negotiations calendar

While it is recognized that a documented negotiations process is currently in place, the Consortium should develop a negotiation calendar that communicates key dates, milestones and expectations to operators, Consortium staff and the Board. A calendar of key dates, milestones and responsibilities will help to ensure that the Consortium and operators can reach agreement on next year's contract prior the start of the school year.

Implement a competitive procurement process for bus operators

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 at prices that ensure they earn an appropriate return on investment. This 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.

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.

6.4 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 enhance service levels and ensure that contractors are providing the level of service that was previously agreed upon. Monitoring should be performed proactively and on a regular and ongoing basis in order to be effective.

6.4.1 Observations

Monitoring

A document is available that outlines, in general terms, the means by which performance monitoring is conducted. Discussions with Consortium management indicate that while there is currently no formal, random route auditing process, route audits are conducted on an informal, irregular basis. The Consortium does not conduct formal, random, documented route audits to monitor the performance of operators.

The monitoring document indicates that after the October 31 count date, operators are required to submit route information sheets for authorization and verification. Information provided on this sheet includes load factors, rider lists, route stops, route details, driver information and mileage. Consortium staff will drive and audit these routes to verify this information on an as-needed basis.

6.4.2 Recommendation

Performance monitoring and route audits

The Consortium performs periodic, documented audits of operators and drivers to ensure they are providing adequate service levels to the schools in terms of on-time service, compliance with routes and driver compliance with traffic regulations. We encourage the Consortium to build a formal, random route monitoring program into its existing audit process. The program should include a standardized checklist that is completed by the auditor as well as specify the routes to be audited and timeframe for doing so (e.g. 10% of operator A's routes will be audited in 2008). A formal review and follow up process should be established to follow up on audits conducted. Audits are a key component of contract management. They measure whether the operators and drivers are complying with stated contract clauses and ultimately if they are providing safe and reliable service. The Consortium has recognized the need for a formal process and the creation of such a monitoring process has been identified as a strategic priority in the Consortium strategic plan.

6.5 Results of E&E Review

The process by which the Consortium negotiates, structures, and manages its contracts for transportation services has been assessed as **Moderate**. Particularly positive elements include the inclusion of generally thorough, standardized contracts for operators; and the Consortium has also initiated a competitive procurement process with taxi operators.

The primary areas for improvement include the addition of a mandatory first aid/CPR/EpiPen training clause in operator contracts, agreements/contracts with parent drivers and operators and the creation of a formal monitoring regime. Additionally a negotiations calendar can help to ensure timelier contract negotiations and the Consortium should move forward with its use of competitive procurement by moving towards the competitive procurement of its bus operator contracts.

7 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 in Phase 3B. 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 as follows:

Table 9: Funding Adjustment Formula

Overall Rating	Effect on deficit Boards[8]	Effect on surplus Boards[8]
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 30%	Same as above
Low	No in-year funding impact	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:

Trillium Lakelands District School Board

Item	Value
2008-09 Transportation Surplus (Deficit)	714,839
% of Surplus (Deficit) attributed to the Consortium (rounded)	100%

[8] This refers to Boards that have a deficit/surplus on student transportation

Item	Value
Revised amount to be assessed under the Consortium	714,839
E&E Rating	Moderate-High
Funding Adjustment based on Ministry's Funding Adjustment Formula	No adjustment
Total Funding adjustment	Nil

Peterborough Victoria Northumberland and Clarington Catholic District School Board

Item	Value
2008-09 Transportation Surplus (Deficit)	1,054,910
% of Surplus (Deficit) attributed to the Consortium (rounded)	100%
Revised amount to be assessed under the Consortium	1,054,910
E&E Rating	Moderate-High
Funding Adjustment based on Ministry's Funding Adjustment Formula	No adjustment
Total Funding adjustment	Nil

Simcoe Muskoka Catholic District School Board

Item	Value
2008-09 Transportation Surplus (Deficit)	(32,806)
% of Surplus (Deficit) attributed to the Consortium (rounded)	20%
Revised amount to be assessed under the Consortium	(6,561)
E&E Rating	Moderate-High
Funding Adjustment based on Ministry's Funding Adjustment Formula	90%
Total Funding adjustment	5,905

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

8 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
Board of Trustees	As described in 3.2.1.1
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 transportation department of the Trillium Lakelands District School Board
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 1.1.5
E&E Reviews	As defined in Section 1.1.4
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 the Trillium Lakelands District School Board” which supports the E&E Review Team’s Assessment; this document is not a public document
Funding Adjustment Formula	As described in Section 1.3.5
HR	Human Resources

Term	Definition
IT	Information Technology
JK/SK	Junior Kindergarten/Senior Kindergarten
KPI	Key Performance Indicators
Management Consultants	As defined in Section 1.1.5
Manager, the	Superintendent of Business of the Trillium Lakelands District School Board
Memo	Memorandum 2006: SB13, dated July 11 issued by the Ministry
Ministry	The Ministry of Education of Ontario
MPS	Management Partnership Services Inc., the routing consultant, as defined in Section 1.1.5
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 3.2 of the Evaluation Framework
Partner Boards, Member Boards or Boards	The school boards that have participated as full partners or members in the Consortium
PNVCCDSB	Peterborough Victoria Northumberland and Clarington Catholic District School Board
Rating	The E&E Assessment score on a scale of High to Low, see Section 1.3.4
Report	The report prepared by the E&E Review Team for each Consortium that has undergone an E&E Review (i.e. this document)
Separate Legal Entity	Incorporation
SMCDSB	Simcoe Muskoka Catholic District School Board
TLDSB	Trillium Lakelands District School Board

9 Appendix 2: Financial Review – by School Board

Trillium Lakelands District School Board

Item	2004/2005	2005/2006	2006/2007	2007/2008	2008/09
Allocation[9]	13,445,437	13,998,775	14,105,903	13,383,299	14,844,040
Expenditure[10]	12,234,923	12,308,787	13,329,710	13,173,469	14,129,201
Transportation Surplus (Deficit)	1,210,514	1,689,988	776,193	1,209,830	714,839

Peterborough Victoria Northumberland and Clarington Catholic District School Board

Item	2004/2005	2005/2006	2006/2007	2007/2008	2008/09
Allocation	9,212,978	9,684,319	9,784,053	9,985,970	10,308,597
Expenditure	8,506,814	8,876,741	8,651,934	8,925,617	9,253,687
Transportation Surplus (Deficit)	706,164	807,578	1,132,119	1,060,353	1,054,910

Simcoe Muskoka Catholic District School Board

Item	2004/2005	2005/2006	2006/2007	2007/2008	2008/09
Allocation	10,898,962	11,406,307	11,525,453	11,754,893	12,143,254
Expenditure	10,243,003	10,626,976	10,074,949	11,635,374	12,176,060
Transportation Surplus (Deficit)	655,959	779,331	1,450,504	119,519	(32,806)
Total Expenditures paid to the Consortium	n/a	n/a	n/a	n/a	2,435,212
As % of total	-	-	-	-	20%

[9] Allocation based on Ministry data – includes all grant allocations for transportation (Section 9 00008C, Section 13 00006C, Section 13 00012C)
[10] Expenditure based on Ministry data – taken from Data Form D: 730C (Adjusted expenditures for compliance) – 212C (Other Revenues) + 798C (Capital expenditures funded from operating)

Item	2004/2005	2005/2006	2006/2007	2007/2008	2008/09
Expenditures of Board					

10 Appendix 3: Document List

1. AA1 Additional Data
2. Article - Board Cuts Walk to School Bus Stops in Half
3. Article - Board okays draft busing pact
4. Article - Bus Routes Transferred
5. Article - Later Start to School Day Penalizes Families
6. Article - Man Charged After School Bus Hit on Highway
7. Article - Reports May Resolve Busing Battle
8. Article - School and Transportation Accommodation for Carden Dalton Students
9. Article - School Board to spend $200,000 to upgrade software
10. Article - Trustees Finally Listened
11. C1 Negotiation Process
12. C1 Trinity Taxi RFP
13. C1 Trinity Taxi RFP - vehicle permits and insurance
14. C2 Policies and Procedures for Contracting Vehicles for Special Education
15. C3a Sample Bus Contract
16. C3b Evidence of Signed Contracts
17. C3c Contractor Compensation
18. C4 List of Contracted Operators
19. C5 Driver Training
20. C6a Monitoring Operators and Drivers
21. C6b Evidence of Record Keeping

22. C7a Inventory of School Bus Fleet
23. C7b Policy on maximum vehicle age
24. C8 Eligibility for public transit
25. C9 Board owned vehicles
26. CM18a Sample Billing for Service Purchase
27. CM 4 Job Descriptions for each job category
28. CM 6a Staff Performance Appraisal Policy
29. CM10a Purchasing
30. CM10b Copy of Chart of Accounts
31. CM11 Budget Process
32. CM18b Sample Billing for Contractors
33. CM19 Consortium Cost Sharing
34. CM1b Copy Purchase Service Agreements
35. CM1c Transportation Delegations to the Board
36. CM1c Dispute Resolution
37. CM1d Evidence of Legal Status
38. CM2 Consortium Governance
39. CM20 Multiple Site Financial Info
40. CM3 Organizational Chart
41. CM5 Contracts Relating to Support Services
42. CM6a CUPE memo
43. CM6a CUPE Performance Appraisal - Permanent Staff
44. CM6a CUPE Performance Appraisal - Probationary Support Staff

45. CM6a CUPE Performance Appraisal - Trial Staff
46. CM6a MM PA Appendix A
47. CM6a MM PA Appendix B.doc
48. CM6a PA memo 09
49. CM6b Staff Training
50. CM7 Operational Plan
51. CM8 Anaphylactic Reactions Policy
52. CM8 Anaphylactic Reactions Procedure
53. CM8 Anaphylactic Reactions Procedure - Appendices
54. CM8 Attendance Support Policy
55. CM8 Attendance Support Procedure
56. CM8 Check Signing
57. CM8 Code of Conduct Policy
58. CM8 Code of Conduct Procedure
59. CM8 Computer and Internet Acceptable Use Policy
60. CM8 Computer and Internet Acceptable Use Procedure
61. CM8 Criminal Record Check Affidavit
62. CM8 Criminal Record Check Process
63. CM8 CUPE PD Fund Appendices
64. CM8 CUPE PD Fund Procedure
65. CM8 Employee Assistance Plan - Policy
66. CM8 Employee Assistance Plan - Procedure
67. CM8 Employee Harassment Flowchart

68. CM8 Employee Harassment Procedure
69. CM8 Employee Harassment Policy
70. CM8 Health Support Procedure
71. CM8 Hiring - Interview Consent
72. CM8 Hiring Policy
73. CM8 Hiring Procedure
74. CM8 Hiring Procedure Appendix A - Reference Check
75. CM8 Hiring Procedure Appendix B - Interview Record
76. CM8 Hiring Procedure Appendix C - Developmental Promotion Process
77. CM8 Inclement Weather Policy
78. CM8 Inclement Weather Procedure
79. CM8 Objectionable Behavior Policy
80. CM8 Objectionable Behavior Procedure
81. CM8 Objectionable Behavior Resolution Chart
82. CM8 Offence Declaration
83. CM8 Petty Cash procedure
84. CM8 Procurement Policy
85. CM8 Progressive Discipline
86. CM8 Reimbursement of Expenses Policy
87. CM8 Reimbursement of Expenses Procedure
88. CM8 Return To Work Policy
89. CM8 Return to Work Procedure
90. CM8 Safe Arrival Policy

91. CM8 Safe Arrival Procedure

92. CM8 Safe Schools Responding to Student Violence Towards Staff

93. CM8 Self Funded Leave Procedure

94. CM8 Smoke-Free Environment Policy

95. CM8 Smoke-Free Environment Procedure

96. CM8 Staff Performance Appraisal Policy

97. CM8 Travel Rate - 2008

98. CM8 Emergency Preparedness - Schools and Worksites process

99. CM9 Annual Financial Statements

100. Consortia Plan - Trillium Lakelands DSB

101. Consortia Plan Evaluation- Trillium Lakelands DSB

102. Kathy Verduyn Letter to the Minister

103. PP1 Policies SMCDSB and PVNC

104. PP1 Policies TLDSB

105. PP2 Yearly schedule for planning the transportation solution

106. PP3 Practice for Planning Process

107. PP3 Routing Policy

108. PP4 Report used to measure or benchmark transportation service

109. PP4 Reports available to Measure Service Levels

110. PP4 Reports used to measure or benchmark transportation service

111. PP5 Special Education Transportation Planning

112. PP6 School Bus Safety Programs

113. PP7 Procedures and Protocols

114. PP8 Specialized Programs

115. RTE 1 - Planning Policies and Practices

116. RTE 2 - Procedures for Reviewing and Modifying Routes

117. RTE 3 - Contract with Software Vendor

118. RTE 4 - System Procedural Manuals

119. RTE3 RFP for Software Vendor

120. RTE3 RFP Memo for Software Vendor

121. Trillium Lakelands Board Profile.pdf

122. Trillium Lakelands French Board Profile

123. Trillium Site Financial Info 04-09

11 Appendix 4: Common Practices

Home to School Distance

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	0.8 km	1.2 km	3.2 km
Policy - PNVC-CDSB	1.0 km	1.6 km	3.2 km
Policy - SMCDSB	1.6 km	1.6 km	3.2 km
Policy - TLDSB	1.6 km	1.6 km	3.2 km

Home to Bus Stop Distance

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	0.5 km	0.8 km	0.8 km
Policy - PNVC-CDSB	1.0 km	1.0 km	1.6 km
Policy - SMCDSB	-	-	-
Policy - TLDSB	0.8 km	0.8 km	1.6 km
Practice	0.8 km	0.8 km	1.6 km

Arrival Window

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	18	18	25
Policy - PNVC-CDSB	15	15	15
Policy - SMCDSB	-	-	-
Policy - TLDSB	20	20	20
Practice[11]	-	-	-

[11] Direct runs - 10 minutes or less Combination runs - 20 minutes or less

Departure Window

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	16	16	18
Policy - PNVC-CDSB	-	-	-
Policy - SMCDSB	-	-	-
Policy - TLDSB	20	20	20
Practice	20	20	20

Earliest Pick Up Time

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	6:30	6:30	6:00
Policy - PNVC-CDSB	-	-	-
Policy - SMCDSB	-	-	-
Policy - TLDSB	-	-	-
Practice	6:18[12]	6:18[12]	6:18[12]

Latest Drop Off Time

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	5:30	5:30	6:00
Policy - PNVC-CDSB	-	-	-
Policy - SMCDSB	-	-	-
Policy - TLDSB	-	-	-
Practice	5:10[12]	5:10[12]	5:10[12]

[12] Magnet Program

Maximum Ride Time

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	75	75	90
Policy - PNVC-CDSB	60	90 (Gr. 7- 8)	-
Policy - SMCDSB	-	-	-
Policy - TLDSB	60	60	60
Practice	44[13]	44[13]	44[13]

Seated Students Per Vehicle

Activity	JK/SK - Gr.3	Gr. 4 - 8	GR. 9 - 12
Common Practice	69	69	52
Policy - PNVC-CDSB	-	-	-
Policy - SMCDSB	-	-	-
Policy - TLDSB	69	69	46
Practice	69	69	46

[13] minute ride time average

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