

Form 2 Detail: FY 2026 Enhancement Request

FY 2026 Agency Budget Request

Complete a separate Form 2 for each enhancement request. Agencies are limited to three Type D & E enhancement requests.

SECTION I. OVERVIEW Required for ALL requests

Rightsizing tENHANCEMENT TITLE* <h2 style="margin: 0;">Rightsizing the Terminal Supervisory Force</h2>	ENHANCEMENT PRIORITY* <h2 style="margin: 0;">5 OUT OF 6</h2>
AGENCY* Office of the State Superintendent of Education Division of Student Transportation	AGENCY CODE* GO0
AGENCY POINT OF CONTACT* Raphael Park	POINT OF CONTACT EMAIL* Raphael.Park@dc.gov

REQUEST TYPE*

Mark the one request type that best describes this enhancement. No type is preferred over any other, but the questions in **Section II: Rationale** differ by type.

- A. Restore previous reduction or one-time funding
 - B. Increased cost to maintain existing activity
 - C. Operational improvement with strong business case
-
- D. Expand high-performing existing activity
 - E. Completely new activity with highly likely or proven positive outcomes

Complete Sections I-IV. Complete Section V to be considered for evidence rating.

Complete Sections I-V.

FUNDING REQUEST*

Enter amount of Local Funds requested and indicate whether funds are one-time or recurring.

FY 2026 PERSONAL SERVICES (PS)	FY 2026 NON-PERSONAL SERVICES (NPS)	FY 2026 TOTAL REQUEST AMOUNT
\$1,500,000	\$0	\$1,500,000

ONE-TIME
 PARTIALLY RECURRING
 RECURRING

FUTURE COSTS*

If recurring, enter estimated costs over next four years.

TOTAL FY 2027	TOTAL FY 2028	TOTAL FY 2029
\$1,500,000	\$1,500,000	\$1,500,000

ENHANCEMENT SUMMARY*

In your response:

- State the problem this enhancement is designed to address
- Describe what the enhancement is and/or how it will work
- Describe the impact the enhancement will have on the problem

OSSE-DOT is requesting an enhancement to hire 20 Supervisory Terminal Management Specialist (STMS) positions, a necessary building block to address and improve the long-standing labor challenges at the agency.

STMS' are the front-line managers at bus terminals, directly overseeing bus drivers and attendants, and are responsible for the day-to-day management of terminal operations, including but not limited to, ensuring route coverage when staff members are unavailable to handle an assigned bus route.

OSSE-DOT is experiencing a record-breaking staff absenteeism rate in FY25, where nearly 30% of bus staff are unavailable at work on Mondays/Fridays. Also, the agency has had to manage repeated union protests, media publicity, and escalated complaints. This enhancement provides a proposal to reduce OSSE-DOT's significantly high manager-to-employee ratio of 38:1 and build a strong management structure that can resolve the ongoing labor challenges.

AGENCIES: Use this form to provide details about enhancement requests in your agency's FY 2026 budget request.

REQUIRED SECTIONS

- **Sections I-IV** for ALL requests.
- **Section V** for Type D/E requests. *Types A, B, and C can complete this section to be considered for an evidence rating.*
- **Section VII** for Type F requests.
- **Section VI** optional for all requests.

You must also submit a completed Form 2 Summary spreadsheet, including spend plan details for each enhancement request.

IMPORTANT: Agencies are limited to three Type D & E enhancement requests for FY 2026. If more than three Type D & E enhancements are submitted, OBPM will only consider and analyze the highest ranked.

RACIAL EQUITY BUDGET TOOL (REBT)

The Office of Racial Equity (ORE) has developed the Racial Equity Budget Tool (REBT) to guide agencies in assessing how their budgets benefit and/or negatively impact communities based on race, specifically Black,

EDITING RESTRICTIONS: This form uses editing restrictions to ensure consistent displays of information. If needed, the restrictions can be disabled by going to the Review tab at the top of the window, clicking on Protect, then Restrict Editing, and clicking Stop Protection. If prompted for a password, click OK.

SECTION II. RATIONALE

Required for ALL requests

Will legislative support be required to implement this enhancement?*

If yes, please submit a proposed BSA subtitle using Attachment D.

YES NO

Has this enhancement request been submitted in past formulation cycles?*

If yes, in which fiscal years was it submitted? Mark all that apply.

YES NO

FY 2025 FY 2024 FY 2023 FY 2022 FY 2021

What problem facing the District will this enhancement address and why does this problem exist?*

Please provide as much detail as possible. Responses that identify and quantify specific problems will receive more favorable consideration.

OSSE-DOT bus terminals currently have a 38:1 ratio of bus staff (drivers and attendants) to STMS. The STMS position also has a higher turnover rate, frequently resulting in many STMS' having to manage up to 80 bus staff to cover for vacancies. According to DCHR, the recommended ratio of employee-to-manager is 10:1 and no more than 20:1 (if there is a structure where senior employees assist and guide junior colleagues). In comparison, the DC Metropolitan Police Department, has an 8:1 ratio of patrol officers to front-line supervisor (sergeants).

Despite complaints of front-line supervisors being the most frequent type of union grievances at OSSE-DOT, the agency has not invested in front-line management. The primary function of STMS has become getting buses out in a hurry and ensuring route coverage instead of meaningful engagement with staff, including addressing absenteeism.

The lack of proper attention and management over bus drivers and attendants have created a challenging culture for OSSE-DOT that has resulted in:

- 1) High absenteeism, including record breaking absenteeism rate in FY25, where nearly 30% of bus staff are unavailable at work on Mondays/Fridays. This has resulted in front-line managers having to spend every morning and afternoon identifying which employees will cover which uncovered bus routes.
- 2) OSSE-DOT has also been flagged by DCHR as one of the highest FMLA usage agencies in the District and has had a number of fraudulent medical documentations.
- 3) Multiple media articles and publications about OSSE-DOT based on staff complaints about poor management and hostile working environment.
- 4) Repeated union protests over the past two years, including one that needed direct intervention by the Mayor and the City Administrator during school year 2023-2024.
- 5) Persistent escalated complaints by union members, addressed directly to the Mayor, City Council, Congresswoman Norton, the DC Auditor, and the DC Inspector General, including the letter submitted by a union member on November 1, 2024, that included over 500 OSSE-DOT employee signatures.

How does this enhancement address this problem and its underlying causes?*

Please provide as much detail as possible. Responses that clearly demonstrate how the proposed enhancement will address the underlying causes will receive more favorable consideration. Please describe any data the agency has collected and/or any analysis the agency has conducted to understand the problem and its potential solutions.

During a meeting with the City Administrator and the State Superintendent in November 2024, OSSE sought permission from the City Administrator to immediately convert 30 of its current bus driver and attendant vacancies to create 20 terminal supervisor positions; this initial action will reduce the manager-employee ratio from 38:1 to 22:1 (which is still higher than DCHR's recommendation) where the new set of managers will focus on curbing absenteeism, building positive relationships with staff, and addressing inefficient administrative functions.

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Addressing absenteeism and building positive relationships between management and staff are especially important as several research studies have shown correlation between high sick-leave usage and poor management:

1. [Westerlund et al. \(2010\)](#) found that less attentive managerial leadership in government was significantly associated with higher sickness absence. The study highlighted that overstrain and lack of attention from managers can lead to employee fatigue, resulting in higher absenteeism.
2. [Buzeti \(2021\)](#) found that transformation leadership - characterized by inspiring and motivating employees -tends to correlate with lower absenteeism rates.
3. [Lokke \(2022\)](#) found that poor managerial leadership is associated with increased sickness absence over time.
4. [Nyberg et al. \(2008\)](#) found that inspirational and incentive-based management style saw fewer instances of employee sickness absences compared to those who led with a more autocratic approach. This suggests that leadership style plays a critical role in shaping employee attendance behaviors.

Is this enhancement meant to sustain a project initiated with non-local funding (e.g. ARPA, federal grants, SPRs)?

YES NO

If yes, please provide a rationale for why these non-local funds are no longer available:

N/A

How can this enhancement be scaled down to be accommodated within a constrained budget?*

Scaling can occur in FY 2026 or the out-years and can be based on fewer residents served, scaled back staffing, adjusted implementation timeline, etc. Please add a new row for each scaled down scenario and rank the scaled down options in order of agency preference.

Use the text box below the table to provide additional detail. If the enhancement cannot be scaled down, please indicate so in the textbox.

As OSSE-DOT's overall work culture and labor relationship improve during the out-years, the agency may be able to scale back managerial staffing as more process improvements and technological tools are available to better manage the workload and bus staff. OSSE is open to the idea of raising back the ratio of manager-to-employee if initial results from this enhancement is successful.

SECTION II. RATIONALE (continued) *Required for ALL requests*

QUESTIONS SPECIFIC TO ENHANCEMENT TYPE*

Mark the appropriate enhancement type and use the space below the table to answer the questions for that enhancement type.

IF YOUR ENHANCEMENT TYPE IS...	THEN ANSWER THESE QUESTIONS...
<input type="checkbox"/> A. Restore previous reduction or one-time funding	Why is the restoration of this reduction critical for the District at this time? What negative impact will result if this reduction is not restored? Please cite any relevant agency performance measures or other data that support your response.
<input type="checkbox"/> B. Increased cost to <u>maintain</u> existing activity	Why are costs increasing to maintain existing levels of service? What are the main cost drivers and what options have the agency already implemented or considered implementing to lower these costs? <i>Changes to the number of people served or the type of services provided should be categorized as a Type D request.</i>
<input checked="" type="checkbox"/> C. Operational improvement with a strong business case	How will this enhancement help the District save money in this or future fiscal years? How much will it save?
<input type="checkbox"/> D. Expand high-performing existing activity	Why is this program or activity considered to be high performing? How do the outputs or outcomes compare to those of similar programs within or outside of District government? Please cite any relevant agency performance measures or other data that support your response.
<input type="checkbox"/> E. Completely new activity with highly likely or proven positive outcomes	What will be the District's return on investment, as measured by how many and/or which District residents are served, or some other measure?

Responses to Questions*

This enhancement has an opportunity to create significant operational improvement with a strong business case. For example, if OSSE-DOT managers were to be able to reduce absenteeism by 5%, that alone equates to 27 bus routes and close to 200 students consistently getting to school on time. That improvement alone could also reduce up to 20 private vendor routes, which is costing the agency close to \$2.9M per year.

Furthermore, OSSE-DOT is working on a capital project where every school bus will be equipped with a GPS-enabled tablet by school year 2025-2026, which will improve tracking of agency performance and remove the need for paper-based trip tickets used by bus staff. The new tablets and its underlying routing system will allow the agency to build more efficient bus routes (and decrease the overall volume of routes) and create cost savings to OSSE-DOT operations by removing the need to prepare, print, distribute, collect, and scan paper-trip tickets each day. OSSE-DOT currently spends a significant budget to scan paper-trip tickets for Medicaid processing, which will be eliminated with the introduction of a new tablet system on the bus. However, OSSE-DOT's bus staff unions have had strong push back to new technology use, and without sufficient STMS it will be impossible to effectively train union members to successfully deploy the GPS tablets.

SECTION III. PERFORMANCE RATIONALE & IMPACT

Required for ALL requests

PERFORMANCE IMPACT

What data will the agency collect to understand the impact of this enhancement?*

Data may include measurements of the demand or need for programs over time, monitoring the quality and/or efficiency of programs, and/or assessing the impact of the enhancement on longer term goals. Please list specific data sources that will be collected and analyzed.

One key data point to monitor with this enhancement will be the reduction of union grievances against managers. If grievances can be decreased, it will also lead to a more positive supervisory relationship and decreases in employee protests and escalated complaints.

Furthermore, OSSE-DOT will continue to collect data on (1) on-time performance of bus routes, (2) absenteeism of staff members, (3) annual staff survey results, which will reflect the impact of this enhancement.

PERFORMANCE TEAM IS HERE TO HELP!

Need help thinking through this section or identifying data sources or performance measures? Reach out to your OBPM Performance Analyst or to Chief Performance Officer Lia Katz (lia.katz@dc.gov).

What challenges or risks does the agency anticipate related to this enhancement request? What mitigation or management strategies will the agency adopt to address those challenges?

The most significant challenge will be continued absenteeism and employee unrests if this enhancement is not funded at the requested rate. OSSE-DOT is at a moment where a significantly high cost of private route deployment is absorbing both the nationwide CDL bus driver shortage *and* high absenteeism. If this enhancement is not approved, the mitigation strategy will be to continue utilizing private routes to ensure the agency meets its federal obligations under IDEA to transport all students.

Will any performance measures currently in the agency's performance plan be impacted by this enhancement? What new measures will be added to understand the impact of the enhancement?*

- If you are proposing a new metric, write "NEW" in the columns for FY 2024 and FY 2025.
- Identify the "measure type: will the metric measure quantity; quality; efficiency; outcome; context; or is a District wide indicator of environmental trends.
- Please provide the previous year's data and the current year's target for the metric. Please also provide the anticipated targets for next year in the case that (a) the enhancement is funded and (b) the enhancement is not funded.

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Performance Measure	New for FY26?	Measure Type	Which direction is desired?	FY 2024 Actual	FY 2025 Target	Anticipated FY 2026 Target	
						With enhancement funding	Without enhancement funding
Daily percent of Bus Attendants available (includes the need for 1:1 aides) (KPI)	EXISTING	Quality	Up	-12.5%	10%	10%	10%
Daily percent of daily Bus Drivers Available (KPI)	EXISTING	Quality	Up	-7.18%	10%	10%	10%

SECTION IV. BUDGETING FOR RACIAL EQUITY

Required for ALL requests

Is one of the goals of this enhancement to reduce or eliminate a racial equity gap?*

YES NO

Which of the four goals in the District's [Racial Equity Action Plan \(REAP\)](#) or your agency specific REAP does this enhancement request advance? Check all that apply.

- 1. Improving DC Government staff understanding and commitment to achieving racial equity (e.g., training, capacity building, or use of racial equity tools)
- 2. Reducing or eliminating a known racial and ethnic inequity (domains include housing, health, economic opportunity, safety, education, neighborhood life, and civic engagement)
- 3. Enhancing opportunities to meaningfully engage DC residents in decision-making processes and strengthening partnerships
- 4. Improving DC government ability to be an equitable employer and engage in racially equitable hiring, promotion, and retention practices (e.g., building pipelines with HBCU/HSI, staff development funds, or community of practice on hiring)

What racial inequity or REAP sub-goal(s) does this enhancement request address?*

For example, health disparity, educational gap, disproportionality in housing, bolstering existing community resources, etc. Please be as specific as possible. For REAP goals, please list the specific action (e.g. 1B, see District's REAP for supporting actions).

Currently, the majority of eligible students receiving transportation service from OSSE-DOT reside in historically underserved communities in Wards 7 and 8. However, the most frequent bus service complaints received by OSSE are from parents who live *outside* of Wards 7 and 8. This may indicate the possibility of our residents in Wards 7 and 8 not having equitable access to information and/or resources to be able to voice their concern. If transportation services are impacted by the shortage of personnel or lack of adequate funding, the strongest impact will be felt by residents of Wards 7 and 8, which will greatly exasperate those residents' access to quality services and education.

What is the rationale for addressing the inequity in this way and/or with this program?*

For example, is the enhancement in response to a legislative requirement or mandate, community engagement efforts, demographic data, or something else?

OSSE-DOT is lawfully required to provide transportation services to eligible students with disabilities under federal law (IDEA, Sec. 504, and FAPE). The objective of the federal laws associated with OSSE-DOT is to ensure equitable access to education for all students with disabilities.

In what ways have you meaningfully involved internal and external stakeholders in the development of your agency's budget request, including staff and communities of color? See ORE's [Meaningful Community Engagement Guide](#).

Parents, education advocates, Local Education Agencies (LEAs), and other stakeholders continue to provide valuable insight to inform the agency's budget and operation process. OSSE-DOT currently has a monthly Transportation Working Group (TWG) with education advocates and LEA representatives, where members have offered numerous feedback on their support for private route expansion. The agency also runs the Transportation Advisory Council (TAC) where parents have also offered similar support and feedback.

If this budget enhancement could potentially cause unintended benefits or burdens, please detail what racial or ethnic groups might be positively or negatively impacted.* For example, the location for a new airport could disrupt traffic patterns and create noise and air pollution that impact residents in the immediate vicinity, which could worsen racial health inequities.

This enhancement will ensure every student, regardless of age, gender, and race, receives timely transportation service. As of current, there is no anticipated negative unintended benefit or burden.

SECTION V. EVIDENCE-BASED BUDGETING

Required for Type D & E requests. Optional for Types A, B & C.

This section is required for all Type D and E enhancement requests that would expand existing activities or launch completely new activities. This section may be completed for Type A, B and C enhancement requests to be considered for an evidence rating.

If the activities described in this enhancement are successfully implemented, what outcome(s) will improve?* OBPM expects that it will be possible for agencies to identify for almost all enhancement requests a new performance measure (Section III of this form) that aligns with the outcome measures identified in the evidence provided. If this is not feasible, please explain below.

Click or tap here to enter text.

What evidence supports the likelihood that this enhancement will achieve the desired outcome?*

Please describe the quantitative studies or other measures that show the outcomes of similar efforts previously undertaken in the District or in other cities (see sidebar for what OBPM will look for to review enhancements as evidence-based or supported by preliminary evidence). Provide links to cite your sources, which may include formal evaluation studies, evidence standards, or evidence clearinghouses.

Click or tap here to enter text.

Which parts of your enhancement are identical to the model(s) the evidence comes from?*

As applicable, your answer should describe sameness in the target population, intervention, and availability of inputs/resources needed, etc.

Click or tap here to enter text.

Which parts of your enhancement are different from the model(s) evaluated in the studies linked?*

Explain why deviations are necessary for success in DC.

Click or tap here to enter text.

Are you building or planning to build evidence to support this enhancement using a formal program evaluation?*

YES NO

If yes, please describe or link below to the planned evaluation design, research question(s), and timeline for results.

Click or tap here to enter text.

THE LAB@DC TEAM IS HERE TO HELP!

Have questions about the evidence? Email the.lab@dc.gov (and CC your OBPM Budget Analyst). The Lab can pre-review evidence, brainstorm future evaluation ideas, offer suggestions on where to look for evidence, and help you think through the evidence you've found.

HELPFUL TIPS TO GET STARTED:

In general, evidence ratings follow the principles listed below; the quality of the evidence provided and how well it matches the enhancement may also affect the final evidence rating:

- Experimental studies (also called randomized evaluations or randomized control trials) that show that a program or intervention *caused* an outcome may receive a **STRONG/4-star** evidence rating
- Quasi-experimental studies that suggest that a program or intervention *caused* an outcome by comparing outcomes between the group receiving the enhancement and a very similar group that doesn't receive the enhancement may receive a **MODERATE/3-star** evidence rating
- Correlational studies with appropriate statistical controls may receive a **PROMISING/2-star** evidence rating
- Before-and-after comparison studies (also called pre-post comparison studies) may receive a **SOME/1-star** evidence rating

Consider the positive impact(s) this enhancement should have on District residents or government operations. These are the outcome(s) of the enhancement. Try searching [Google Scholar](#) or a similar database for relevant existing research. Government evidence clearinghouses (like [What Works Clearinghouse](#) for education and [CrimeSolutions](#) for public safety) are also good places to search according to specialized topics.

SECTION VI. PROJECT PLAN *Optional for All Requests*

This section is optional. However, it is recommended for Type D and E enhancement requests that would expand existing activities or launch completely new activities.

This project plan can be used to show how the agency will deliver the intended results before the end of the fiscal year. Complete as best you can, knowing the plan might evolve.

PROJECT OWNER

Who is the single person who will be most responsible for this initiative? If the project owner must be hired, specify who will own the project until that time.

NAME Click or tap here to enter text.
 TITLE Click or tap here to enter text.
 EMAIL Click or tap here to enter text.
 PHONE Click or tap here to enter text.

BUSINESS PARTNER COORDINATION

What other agencies or stakeholders would be critical to this project’s success, and what communication have you had with them?

Click or tap here to enter text.

PROJECT TIMELINE

Describe below anticipated implementation milestones by quarter to show how the agency will deliver the intended results. Please identify specific months or dates, if known.

PREPARATION FOR PROJECT LAUNCH (before start of fiscal year)	
FY 2025 Q4	[enter]
FISCAL YEAR STARTS, FUNDS DISBURSED	
FY 2026 Q1	[enter]
FY 2026 Q2	[enter]
FY 2026 Q3	[enter]
FY 2026 Q4	[enter]