

City of
ALBUQUERQUE

*Office of Internal
Audit*

STRATEGIC REVIEW
19-306

ESPERANZA BICYCLE
SAFETY EDUCATION
CENTER

AUGUST 28, 2019

STRATEGIC REVIEW REPORT
ESPERANZA BICYCLE SAFETY EDUCATION CENTER
REPORT NO. 19-306

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INTRODUCTION

In April 2019, the Office of Internal Audit (OIA) received a request from a City Councilor to obtain program goals, target populations, service components, and impact information from the Esperanza Bicycle Safety Education Center (Esperanza) and compare Esperanza's activities to five similar programs from other cities.

SCOPE

The work performed for this strategic review was limited to the identified objective and was not an audit or an investigation in response to allegations of fraud, waste, or abuse. The City of Albuquerque's (City) Office of Inspector General is responsible for the investigation of possible fraud, waste, or abuse and would be notified if such events were identified. The strategic review included Fiscal Years (FY) 2017 through 2019.

EXECUTIVE SUMMARY

Esperanza, which means hope in Spanish, is a unique program that has brought substantial value to the City by promoting bicycle education and transportation. Esperanza has experienced an increase in inputs, including employees, volunteers, and donated bicycles, which has resulted in an increase in Esperanza's outputs, including participation in various programs offered. Esperanza's increased inputs and outputs have resulted in positive impacts on the citizens through bicycle safety education, bicycle repair and refurbishment, and free bicycles and helmets.

With some basic knowledge and access to the necessary equipment, bicycling can be a safe, healthy, dependable, inexpensive, and fun way to get around. Esperanza introduces people of all ages to the joy and freedom of bicycle riding, and provides opportunities for them to learn how to repair bicycles.

Though Esperanza continues to be a complimentary service to the City's bike plan, the following recommendations will help improve and validate the value of Esperanza's services.

Recommendations

Parks & Recreation Department (PRD) should:

- Track the number and value of donated bicycles and report the donated value to the Department of Finance and Administration for consideration in financial reporting;
- Establish additional performance measures to monitor process and outcome goals as Esperanza develops into a fully comprehensive bicycle program. See example performance measures at **Appendix B**;
- Consider pursuing other methods to increase the number of active volunteers and monetary donations; and
- Collaborate with the Department of Municipal Development to ensure that reports published by the League of American Bicyclists, Bicycling & Walking in the United States capture both adult and youth training programs.

OBJECTIVE

The objective of the strategic review was to obtain program goals, target populations, service components, and impact information from Esperanza and compare Esperanza's activities to five similar programs from other cities. OIA performed significant research, but was unable to identify city-run programs comparable to Esperanza. Consequently, with the input from City Management,

OIA selected five not-for-profit bicycle safety programs from various cities for comparison purposes.

The scope of the strategic review included the period July 1, 2017 through June 30, 2019. Information pertaining to the methodology used by OIA to complete the strategic review can be found in **Appendix A**.

BACKGROUND

Overview of the City's Bike Plan

According to the City's Bikeways and Trails Facilities Plan (Plan), the City envisions a system of bikeways and trails that connect throughout Albuquerque to support active transportation and recreation. The bikeways and trails allow people of all ages and abilities to experience the City through various means of transportation, such as walking, biking, or skating.

The City provides access for bicyclists, pedestrians, and trail users to all areas of Albuquerque to encourage bicycling and walking as viable transportation options. This access, coupled with recreation opportunities, results in an improved quality of life in the Albuquerque Metropolitan Area. The City's Plan is to foster the construction and preservation of bikeways and trails; strive for improved safety and improved connectivity; and encourage healthy outdoor activity.

The City's Plan recognizes that regular physical activity has a beneficial impact on health through its role of prevention of various diseases and health conditions and protection against injury and disability. The City's Plan proposes changes to adopted state and local policy to help improve the safety, design, and law enforcement on trails and bikeways.

Data relating to the benefits of bicycling, including health and safety data on the City are highlighted in the League of American Bicyclists, *Bicycling & Walking in the United States, 2018 Benchmarking Report* (Report). The Report includes the following examples of health and safety data specific to the City:

- 1.5% of the population bike to work (2016);
- 58.5% of the adult population are getting the recommended aerobic physical activity (2015);
- 9.3% of the adult population have diabetes (2016);
- 28.2% of the adult population have high blood pressure (2015);
- 37.2% of the population is overweight (2016); and
- Bicyclist fatality rate of 5.8 per 10K population who bike to work (average 2012-2016).

The City's Plan includes services offered by Esperanza, which opened to the public on March 8, 2013 and was designed to promote bicycles as a viable means of transportation and recreation, and to provide bicycle-related educational opportunities.

In March 2017, the City approved funding for a new bicycle facility, Esperanza II, to further expand the City's bicycle outreach program. The City is considering several locations for the future site of the Esperanza II facility.

RESULTS

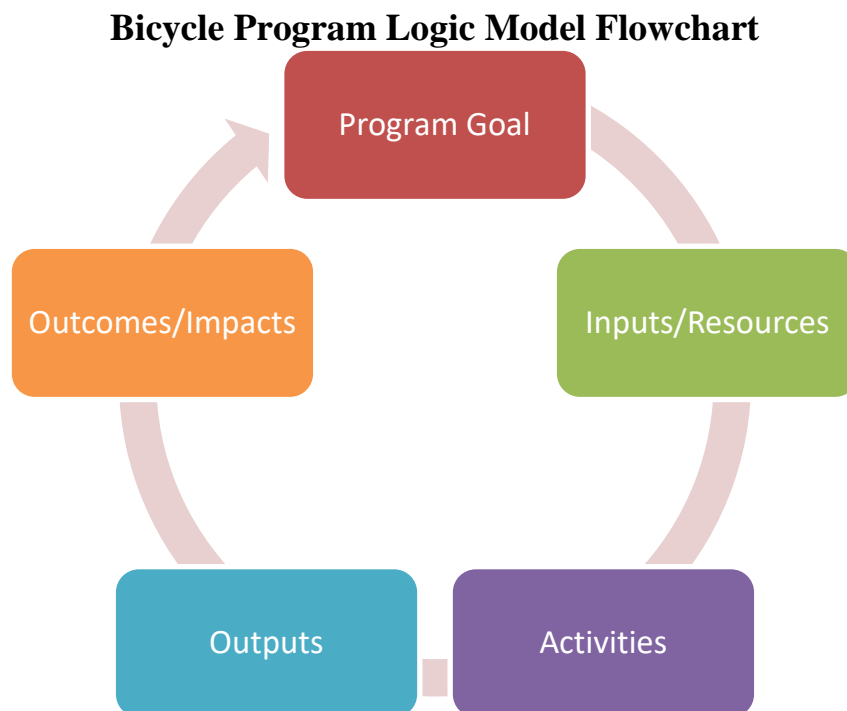
Other City Comparison

Esperanza is a unique City program and no other city operated program could be located. As OIA was unable to identify similar city-run programs, five not-for-profit bicycle shops were identified for comparison purposes. A survey questionnaire was sent to each of the five shops; however, only three of the five responded and included:

- Austin Yellow Bike (Austin, Texas),
- BICAS (Tucson, Arizona), and
- Bike Works (Seattle, Washington).

The responding shops were unable to provide complete data for the review period requested (FYs17-19), therefore, the comparative data used is limited to the most recent data available. The not-for-profit data for calendar year 2018 was compared to the City's FY19 data throughout this report.

As part of the comparison, OIA used a logic model approach. According to the *Performance Measurement of Not-For-Profit Organizations*, program logic models provide an exemplary template of how an organization can select the building blocks underlying its specific programs to achieve its mission and vision. The visual representation of specific elements in the logic model helps organize and systematize program planning, implementation, measurement, and evaluation, as illustrated in the chart below.



Each of the five categories of the logic model approach, in addition to the bicycle shops' target populations, is addressed in detail below.

Program Goals

Esperanza is the City's non-retail, educational bicycle shop that focuses on bicycle/share the road education for all road users. Its overall goal is to increase the safety and self-reliance of bicyclists throughout the greater Albuquerque area. Esperanza achieves this goal by educating the public on the use of bicycles and how to ensure a safe experience while riding a bicycle.

While Esperanza's main goal is to educate citizens on safety and repair of bicycles, other complimentary goals are also present. Esperanza's main and complimentary goals, as compared to the other bicycle shops are listed in the table below.

Comparison of Program Goals

Program Goals	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Safety	Yes (Main Goal)	No	No	Yes (Complimentary Goal)
Bicycle Repair Education	Yes (Main Goal)	Yes (Main Goal)	Yes (Main Goal)	Yes (Main Goal)
Alternative Modes of Transportation Influence	Yes (Main Goal)	Yes (Main Goal)	Yes (Complimentary Goal)	Yes (Complimentary Goal)
Bicycle Recycling	Yes (Complimentary Goal)	Yes (Complimentary Goal)	Yes (Main Goal)	Yes (Complimentary Goal)
Empower Citizens	Yes (Complimentary Goal)	Yes (Complimentary Goal)	Yes (Complimentary Goal)	Yes (Main Goal)
Affordable/Accessible Transportation	Yes (Complimentary Goal)	Yes (Complimentary Goal)	Yes (Main Goal)	Yes (Main Goal)

Source: Survey questionnaires

Target Population

Esperanza's targeted clientele are individuals who cannot afford to purchase a new bicycle and need transportation other than a personal vehicle, and individuals who want to learn how to repair and maintain their own bicycles. Esperanza provides bicycle recycling and a bicycle shop where citizens can repair and maintain their own bicycles during shop hours. The shop is open to the general public for walk-in repairs, and shop personnel are available to guide customers through repairs. No fees are charged to the customers of the bike shop. Although youth are not a primary target population, Esperanza offers services specifically to youth, which can be considered a secondary target population.

Esperanza's primary and secondary target populations, as compared with the not-for-profit bicycle shops are listed in the table below.

Comparison of Target Populations

Target Populations	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Citizens Within their Respective City/Communities	Yes (Primary)	Yes (Primary)	Yes (Primary)	Yes (Primary)
Lower Income Citizens	Yes (Primary)	No	Yes (Primary)	No
Youth	Yes (Secondary)	Yes (Secondary)	Yes (Secondary)	Yes (Primary)

Source: Survey questionnaires

Service Components

Inputs are resources used to accomplish the planned activities of a designated program. The inputs needed vary and depend on the type of program involved and the program's goal. For example, the principal resources used by many programs include personnel, physical facilities, equipment, and contract services; while inputs specific to a bicycle safety education center include personnel, physical facilities, bicycle donations, bicycle parts, helmets, and monetary donations.

Inputs essential to Esperanza's operations generally increased in FY19 with the exceptions of donated funding, which decreased significantly. Changes in inputs from FY17 to FY19 include:

- 19% increase in program expenses funded by the City;
- 75% increase in number of employees;
- 57% increase in the number of volunteers;
- 25% increase in volunteer hours; and
- 61% decrease in donated funding.

Esperanza's budgeted expenses for FY17 and FY19 were \$100,250 and \$119,000 respectively, and are comprised of personnel, supplies, and operating costs.

Esperanza was staffed with a manager and three seasonal employees until FY19 when budgeted staffing was increased by one recreation services program supervisor and two unclassified bicycle mechanics. The new positions are dedicated to Esperanza II, but will be assigned to Esperanza until the new Esperanza II facility opens.

In FY17, FY18 and FY19 Esperanza had seven active volunteers who logged 2,328.25 hours, nine active volunteers with 2,013.25 hours, and eleven active volunteers who logged 2,904.25 volunteer hours, respectively.

Esperanza relies on City appropriations as its main funding source, but also accepts public donations. In FY17, FY18 and FY19 Esperanza received monetary donations of \$3,174, \$1,982

and \$1,245, respectively. Esperanza does not purchase bicycles, however, the costs associated with the bicycles such as parts and tools used in the shop are at the expense of Esperanza. In FY17, FY18 and FY19 Esperanza purchased replacement bicycle parts and tools for various Earn-a-Bike-Programs totaling \$9,547, \$6,051 and \$8,698, respectively.

According to the Director of PRD, due to difficulties with logging donated bicycles, the exact number and value of donated bicycles is not known. It is estimated that Esperanza received approximately 1,100 donated bicycles in FY18, and this number would be applicable to both FY17 and FY19 as well. This estimate includes the bicycles received from the Albuquerque Police Department, City of Albuquerque Transit Department, the University of New Mexico, the Central New Mexico Community College, and other generous donations from the general public.

Esperanza only distributes new helmets and does not accept donated helmets. This policy is for the safety of the participants, as damage to helmets can be very difficult to detect by visual inspection. Esperanza purchases and distributes approximately 450 helmets per year, at an approximate cost of \$3,500 annually.

Although Esperanza excels in providing similar services to the public with limited funding and employees when compared to other bicycle shops, there may be opportunity for Esperanza to seek additional volunteers and to pursue other means of soliciting bicycle and monetary donations. Esperanza's Inputs, as compared with the not-for-profit bicycle shops are listed in the table below.

Comparison of Inputs

Inputs	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Number of Employees	7*	7	15	16
Number of Volunteers	11	15-25	10	264
Annual Volunteer Hours	2,904	7,897	3,664	8,130
Number of Donated Bikes	1,100	Not Tracked	Not Tracked	6,993
Funding Expended	\$119,000**	\$200,000	\$340,429	\$1,806,302

* Includes 3 positions for new, unopened facility; ** Budgeted amount, not actual expended, and all positions were not filled as of June 30, 2019

Source: Survey questionnaires

Activities

Activities can be described as the provision of services to program participants.

Esperanza offers a variety of activities to participants, including:

- Free Bicycles - Esperanza offers multiple ways for the public to earn a refurbished bicycle. All bicycles are provided at no cost to the individual, and directly impact the health, recreation, transportation options, and the quality of life for the recipient.
- Free Helmets - Under the Earn-a-Bike program a new helmet is provided at no cost with each earned bicycle. Helmets are also given out to any citizen who comes into Esperanza and requests one. All Helmets are properly fitted to the recipient's head, and the emphasis on the importance of using a helmet while riding is discussed to the recipient.
- Training - Bicycle safety training is provided through the various Earn-a-Bike classes and independently scheduled bicycle safety classes through partnering organizations. Classes also promote helmet safety, healthy active lifestyles, and encourages an alternative transportation mode to reduce traffic and improve the environment. The table below shows the annual number of safety classes for FY17-FY19.

Esperanza Bicycle Safety Classes

<i>Fiscal Year</i>	<i>Bicycle Safety Classes*</i>
<i>FY 17</i>	<i>114</i>
<i>FY 18</i>	<i>119</i>
<i>FY 19</i>	<i>119</i>
<i>TOTAL</i>	<i>352</i>

Source: PRD

**These numbers do not include Open Bike Clinic sessions, but do include all of the various Earn-a-Bike courses.*

- Open Shop for Bicycle Repair and Maintenance - The serviceable repair parts are collected from donated bicycles and stored on site at the shop. These parts are available to the public during the Open Bike Clinic. Open Bike Clinic is when the shop is open to the public for maintenance and repair of their bicycle. Esperanza is open Sunday Noon-7:00pm, and Tuesday/Wednesday/Thursday 3:00pm-8:00pm. Esperanza is open to the public in excess of 1,100 hours per year.

Esperanza provides a complete comprehensive bicycle program and is able to provide bicycle safety training to all participants, along with the traditional activities provided by other bicycle shops. Esperanza's Activities, as compared with the not-for-profit bicycle shops are listed in the table below.

Comparison of Activities

Activities	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Earn-a-Bike Program	Yes	Yes	Yes	Yes
Free or Reduced Cost Helmets	Yes	Yes	Yes	Yes
Bicycle Safety Training	Yes	No	No	Yes
Bicycle Repair & Maintenance Training	Yes	Yes	Yes	Yes
Open Shop	Yes	Yes	Yes	Yes

Source: Survey questionnaires

Outputs

Outputs can be defined as the immediate products or services produced or provided by a program.

Overall, outputs generated from Esperanza's operations increased from FY17 to FY19:

- 28% increase in adult population who participated in the Earn-a-Bike Program;
- 70% increase in youth population who participated in the Earn-a-Bike Program;
- 32% decrease in participation in safety training; and
- 10% increase in participants for in shop training, repair and maintenance.

The Earn-a-Bike Program is offered to youths and adults and participants must attend Esperanza's three-hour City Cycling Class as well as their three-hour Maintenance Class. In FY17, FY18, and FY19 youth participants earned 89, 89, and 151 bicycles, respectively. In FY17, FY18, and FY19 adult participants earned 243, 268, and 310 bicycles, respectively.

From FY17 to FY19, Esperanza recorded a total of 6,796 participants who attended bicycle safety classes. The table below shows the annual number of participants attending the safety classes for FY17- FY19.

Esperanza Bicycle Safety Class Participants

<i>Fiscal Year</i>	<i>Number of Participants</i>
<i>FY 17</i>	<i>2,487</i>
<i>FY 18</i>	<i>2,614</i>
<i>FY 19</i>	<i>1,695</i>
<i>TOTAL</i>	<i>6,796</i>

Source: PRD

Esperanza records the number of participants of Open Bike Clinic services, but does not record the number of bicycles that each participant brings in to work on. The table below shows the annual number of participants who used the bicycle repair shop for FY17-FY19:

Esperanza Open Bicycle Shop Participants

<i>Fiscal Year</i>	<i>Number of Participants</i>
<i>FY 17</i>	<i>3,815</i>
<i>FY 18</i>	<i>4,606</i>
<i>FY 19</i>	<i>4,210</i>
<i>TOTAL</i>	<i>12,631</i>

Source: PRD

Esperanza stands out in comparison to other bicycle programs as it has had notable participation in both its Earn-a-Bike program and safety trainings. Esperanza's Outputs, as compared with the not-for-profit bicycle shops are listed in the table below.

Comparison of Outputs

Outputs	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Participation in Earn-a-Bike Program	461	50	711	388
Participation in Safety Training	1,695	N/A	N/A	123
Number of Citizens who Used the Repair Shop	4,210	6,109	2,104	11,639

Source: Survey questionnaires

Outcomes

Outcomes can be defined as the benefits received by the participants of the program. If the program accomplishes the planned activities, it is assumed that the organization has delivered the products and/or services as planned.

Outcomes generated from Esperanza's operations increased from FY17 to FY19 and include the following:

- 39% increase in free bicycles provided to citizens;
- 15% increase in the number of bicycles repaired; and
- 39% increase in bicycles refurbished.

Combined bicycles provided and refurbished in FY17, FY18 and FY19 totaled 332, 357, and 461, respectively.

Esperanza records the number of participants of Open Bike Clinic services, but does not record the number of bicycles that each participant brings in to work on. As such, it is estimated that

approximately 4,000 bicycles were repaired in FY17 (3,815 recorded participants), 5,000 bicycles (4,606 recorded participants) were repaired in FY18, and 4,600 bicycles (4,210 recorded participants) were repaired in FY19 through the Open Bike Clinic program.

Esperanza continues to be a resource for citizens needing to have their bicycles repaired or wanting to learn how to refurbish old bicycles. Esperanza may be a staple program for other cities to emulate based on its outcomes. Esperanza's outcomes, as compared with the outcomes of the selected not-for-profit bicycle shops, are listed in the table below.

Comparison of Outcomes

Outcomes	Esperanza	Austin Yellow Bike	BICAS	Bike Works
Number of Bicycles Provided to Citizens	461	657	234	686
Number of Bicycles Repaired	4,600	3,055	3,000	362
Number of Helmets Provided to Citizens	450	100	100	686
Number of Bicycles Refurbished	461	1,227	105	588

Source: Survey questionnaires

Impacts

Impacts can be identified as certain changes in the communities or society as a whole as a result of the program.

Comparative data relating to the benefits of bicycling, including health and safety data on the City are highlighted in the League of American Bicyclists, *Bicycling & Walking in the United States, 2018 Report*.

Overall, the City's Bike Plan and Esperanza are components of, and not directly responsible for, the changes in health and safety across Albuquerque identified in the table below. For added comparison, OIA included the two cities of the corresponding not-for-profit bicycle programs that did not respond to the inquiries. Although the City has increased in the population who bike to work and has shown a significant decrease in the percent change in bicycle fatalities, there is significant opportunity to improve health impacts.

Information taken from the League of American Bicyclists, *Bicycling & Walking in the United States – 2018 Report* was used to illustrate overall Impacts. Impacts, as compared with the cities of the various not-for-profit bicycle shops are listed in the table below.

Comparison of Impacts

Impacts	Albuquerque, New Mexico (Esperanza)	Austin, Texas (Austin Yellow Bike)	Tucson, Arizona (BICAS)	Boston, Massachusetts (Bikes Not Bombs)	Seattle, Washington (Bike Works)	Chicago, Illinois (The Recyclery)
Percent Change in Bicycle Fatalities*	-16%	2%	9%	-7%	-45%	-18%
Percent Change in Population Who Bike to Work [▲]	0.2%	0.3%	0.7%	0.6%	1.0%	0.5%
Percent Change in Adults Getting Recommended Aerobic Physical Activity [■]	12.3%	-10.2%	Not reported	-9.6%	10.2%	-6.1%
Percent Change in Adults with Diabetes [▲]	31.5%	81.9%	Not reported	9.7%	25.9%	13.1%
Percent Change in Adults with High Blood Pressure [■]	10.1%	15.1%	Not reported	6.4%	-2.6%	0.8%
Percent Change in Overweight Population [▲]	6.4%	-11.3%	Not reported	5.3%	1.0%	1.3%

Source: League of American Bicyclists, *Bicycling & Walking in the United States 2018 Report*

* Between periods 2007-2011 and 2012-2016; ▲ Between 2010-2016; ■ Between 2011-2015

RECOMMENDATIONS

PRD should:

- Track the number and value of donated bicycles and report the donated value to the Department of Finance and Administration for consideration in financial reporting;
- Establish additional performance measures to monitor process and outcome goals as Esperanza develops into a fully comprehensive bicycle program;
- Consider pursuing other methods to increase the number of active volunteers and monetary donations; and
- Collaborate with the Department of Municipal Development to ensure that reports published by the League of American Bicyclists, *Bicycling & Walking in the United States* capture information about both adult and youth training programs.

CONCLUSION

Esperanza has experienced an increase in inputs, including employees, volunteers, and donated bicycles, which has resulted in an increase in Esperanza's outputs, including participation in various programs offered. Esperanza's increased inputs and outputs have resulted in positive impacts on the citizens through bicycle safety education, bicycle repair and refurbishment, and free bicycles and helmets.

With some basic knowledge and access to the necessary equipment, bicycling can be a safe, healthy, dependable, inexpensive, and fun way to get around. Esperanza introduces people of all ages to the joy and freedom of bicycle riding, and provides opportunities for them to learn how to repair bicycles.

While Esperanza continues to be a unique and beneficial program to the City, and a new Esperanza II facility is on the horizon, opportunities exist for Esperanza to increase active volunteers and pursue other methods of seeking donations. Performance monitoring, as well as, internal and external reporting can be improved between departments and with the League of American Bicyclists to ensure that accurate information is captured and reported.

We greatly appreciate the cooperation and participation of PRD personnel and the various not-for-profit bike shops involved throughout this review.

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Appendix A

METHODOLOGY

To complete this strategic review, OIA performed the following:

- Interviewed key personnel and reviewed documentation from PRD regarding Esperanza's program details;
- Researched comparable city administered bicycle programs;
- Identified five not-for-profit bicycle shops for comparison purposes;
- Surveyed each not-for-profit bicycle shop;
- Obtained and reviewed the City's Bike & Trails Plan;
- Obtained and reviewed the Performance Measurement of Not-For-Profit Organizations; and
- Prepared a final report summarizing results.

Appendix B**Example of Performance Measures**

Categories	Performance Measures
Inputs	<ul style="list-style-type: none"> • Percent increase in number of employees • Percent increase in the number of volunteers • Percent increase in volunteer hours • Percent increase in the number of donated bicycles • Percent increase in donated funding • Percent increase in City provided funding
Activities	<ul style="list-style-type: none"> • Diversity of activities and offered programs • Percent increase in dollars spent on purchasing bicycles • Percent increase in dollars spent on purchasing helmets • Percent increase in dollars spent on bicycle safety training • Percent increase in dollars spent on bicycle maintenance and repair training • Percent increase in dollars spent on bicycle repair and parts shop
Outputs	<ul style="list-style-type: none"> • Percent increase in population who participated in Earn-a-Bike program • Percent increase in participation in safety training • Percent increase in participation in bicycle maintenance and repair training • Percent increase in number of citizens who used the repair shop
Outcomes	<ul style="list-style-type: none"> • Percent increase in free bicycles provided to citizens • Percent increase in the number of bicycles repaired • Percent increase in helmets provided to citizens • Percent increase in bicycles refurbished
Impacts	<ul style="list-style-type: none"> • Percent decrease in bicycle fatalities • Percent decrease in bicycle injuries • Percent increase in population who bike to work • Percent of adults getting recommended aerobic physical activity • Percent decrease in adults with diabetes • Percent decrease in adults with high blood pressure • Percent decrease in population that is overweight