

MAD DADS CONTRACT EVALUATION

PROGRAM EVALUATION AND AUDIT



**METROPOLITAN
COUNCIL**

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INTRODUCTION

Background

MAD DADS (Men Against Destruction, Defending Against Drugs and Social-Disorder) is a national organization with a local chapter in north Minneapolis. Its mission is to promote positive change in their respective communities by fostering relationships with community members to improve outcomes of young boys and girls. MAD DADS refers community members to another non-profit organization, Urban Ventures, through which programs, such as parenting skills and job search skills, are offered.

The Street Outreach Program (SOP) is one component of the organization that serves as an intermediary to offer support and service referrals. Prevention and intervention to help redirect behavior of young people is also a characteristic of the outreach team. The SOP staff is present on occasion in buses, in schools, at recreation centers, and where young people tend to congregate whether in downtown or North Minneapolis.

One aspect of the partnership is community stewardship and the second is to provide an additional sense of security and peace on buses. This evaluation sought to understand the internal value of MAD DADS as a Metro Transit vendor and, if given the assumptions of community stewardship as a security resource, assess the validity of the assumptions. The partnership between Metro Transit and MAD DADS is unique to the organization and its benefits have not been evaluated.

The partnership between MAD DADS and Metro Transit has been in place since 2006, and this will be the first formal evaluation of the partnership. The current contract term from April 1, 2012 to March 31, 2016 is not to exceed \$388,800.

Purpose

The purpose of this review was to evaluate the benefits Metro Transit received through the partnership with MAD DADS.

Scope

The audit focused on the goals and performance of the current contract between Metro Transit and MAD DADS, Incorporated. Data collected was from January to July 2015.

Methodology

To evaluate the impact of MAD DADS' contract, the following methods of inquiry were used:

- Review of contract and contract amendments;
- Interviews with internal and external program staff;
- Interviews with Metro Transit bus operators;
- Interviews with Metro Transit customers;
- Review of crime statistics; and
- Review of relevant program documents including invoices.

Assurances

This audit was conducted in accordance with the Institute of Internal Auditors' *International Standards for the Professional Practice of Internal Auditing* and the U. S. Government Accountability Office's *Government Auditing Standards*.

OBSERVATIONS

Evaluating Rider Safety

A 6-question survey was conducted by Audit of bus riders using routes served by MAD DADS Street Patrol Teams. The survey was administered to 57 Metro Transit riders on board the 5, 19, and 22 route buses and those riders either waiting for the 5, 19, or 22 bus in Downtown Minneapolis or at Brooklyn Center Transit Center (BCTC). The survey asked about personal safety and security concerns as well as the riders' knowledge and assumptions about the work of MAD DADS. The number of people interviewed was not statistically significant but we believe that for the routes surveyed there has been some general satisfaction with MAD DADS.

Personal safety on the bus is not a concern for 72% of respondents

The majority of respondents (41, or 72%) indicated that they have no personal safety concerns while riding the bus, though two respondents mentioned that they do not think about their personal safety, and one indicated that the driver is helpful and crime only happens once in a while. Of the respondents who indicated that they are concerned with their personal safety (11, or 19%), one respondent indicated time of day as being a factor, and three (5%) mentioned visibly intoxicated riders as a safety concern. One respondent mentioned a BCTC shooting and another mentioned shootings on Penn and 26th, Broadway and Penn, and a shooting that happened immediately after the respondent left the bus.

Quality of life on the bus is not a concern for 56% of respondents

The survey asked respondents about quality of life concerns while riding the bus. Thirty-two (56%) respondents indicated they have no quality of life concerns while 20 (35%) indicated their concerns range from crowding and rowdy behavior to use of profanity and loud music. Two respondents indicated that they are sometimes concerned about the smell of marijuana and noisy school children.

MAD DADS were effective at altering the bus environment according to 56% of all respondents and to 77% of respondents that have observed Street Patrols

When asked about their interaction with MAD DADS 77% of respondents had either heard of or interacted with MAD DADS' Street Patrols' staff. Four out of these 44 respondents had signed up for Urban Ventures programming through their interaction with MAD DADS. Most of these respondents had a positive image of MAD DADS and the work they do on the bus indicating that they are helpful and provide job training. Thirty-two respondents, or 72%, of those that were aware of MAD DADS indicated that MAD DADS is effective in altering the bus environment. Eleven respondents (25%) of those 44 respondents indicated that MAD DADS is not effective in altering the environment. One respondent was unsure.

The positive responses relayed that MAD DADS is doing a good job – they provide resources, tone down the bus environment, and make riders feel safe.

The survey administered did not ask detailed questions about rider safety or riders explicit knowledge of MAD DADS.

Evaluating Bus Operator Safety

One of the original reasons for contracting with MAD DADS was to reduce the frequency of assaults on bus operators. Audit interviewed 16 Metro Transit bus operators, eight from Heywood Garage and eight from East Metro Garage. The operator's range of service is from under one year to 22 years. Five of the 16 operators had interacted with MAD DADS at least once. The number of operators interviewed was not statistically significant. The answers that were provided generally align with concerns that we have heard voiced previously.

Seven out of 16 bus operators reported instances while working on the bus when their personal safety was at risk during their tenure at Metro Transit

Nine of 16 (56%) responded that their safety had never been directly compromised. Two operators refer to fighting onboard buses; three mentioned being spit on or at, and one mentioned drunken individuals on board as instances when their personal safety was at risk.

Three out of 16 bus operators reported an unsafe situation aboard the bus in the past 12 months

Audit asked if within the last 12 months an operator had been in an unsafe situation while operating Metro Transit vehicles. Half of the respondents indicated that they had not been in an unsafe situation. Those who responded that they had experienced an unsafe situation said inattentive drivers, bicyclists, pedestrians and other operators were of concern. On board the bus, three operators mentioned unsafe situations: one operator mentioned that a fight between two men had spread into the whole bus; one operator had been threatened; and one mentioned disorderly and intoxicated passengers.

Twelve out of 16 bus operators would want increased police presence aboard the buses if money were available

Twelve out of 16 (75%) operators interviewed believe that if the safety budget were to increase, Metro Transit should increase the presence of police officers onboard buses.

Four out of five bus operators that have had Street Patrols on their buses agreed that MAD DADS positively influence the bus environment

Five of the respondents were bus operators that had driven with a MAD DADS Street Patrol aboard. When asked about the influence the Street Patrols have on the buses, four respondents had commented that the Street Patrols were good role models and respected by transit patrons. The fifth respondent did not comment about that aspect.

Three out of five respondents also agreed that the Street Patrols are a calming influence on the bus. One bus operator commented that MAD DADS has no impact because the environment on his bus is already under control. A fifth respondent agreed that the Street Patrols interact well with transit patrons, but that the discourse between Street Patrol Team members and bus riders can be a distraction to the operator.

Evaluating Contract Compliance

The minimum number of Street Patrol personnel was not achieved consistently

The contract stipulates that no less than four members should deploy as part of the street patrol operations. A review by Audit of the Go-To Card log for the period June 1, 2014 to August 31, 2015 showed there were a number of days when MAD DADS did not deploy in teams of four as stipulated in the contract. Audit limited the time period of evaluation to January 1, 2015 – August 31, 2015.

During the review time period Audit recorded 239 instances, on 88 separate days, of MAD DADS deploying in teams of three according to the Go-To report. An instance is the boarding of a MAD DADS' team on to a bus. MAD DADS was asked to explain why, in March 2015 there were 47 instances, on 11, separate days when less than four Go-To cards were utilized. MAD DADS responded that according to MAD DADS' logs, the only dates where there was a team of three was March 11, 23, 24, 25, and 26. MAD DADS explained that although less than four cards were tagged on the five other days, there were four individuals deployed.

Audit recorded 68 individual occurrences of one Go-To card being tagged and 46 occurrences of two Go-To cards being tagged for the period January 1, 2015 – August 31, 2015. As of the writing of this report Audit does not have an explanation for the sole individual tagging occurrences. While most instances of teams of three are paid by Metro Transit, Audit did not find any instances in reviewing invoices where Metro Transit authorized payment for teams less than three.

The primary source for confirming the accuracy of numbers and hours of individuals deployed is Go-To card data. This data is compared to MAD DADS invoices. When Go-To cards were not used for tagging on and off the bus the MAD DADS invoice was the base for payment.

Metro Transit's processes for monitoring the MAD DADS contract changed in 2015

During this review, Metro Transit implemented monitoring processes that should strengthen monitoring of the MAD DADS contract. Processes strengthened were: coordination of deployment of Street Patrol Teams, requirement to swipe Go-To Cards upon exit of the bus, and verification of hours billed.

Coordination among Metro Transit departments strengthened after three months of higher than budgeted MAD DADS' deployment hours

From interviews with program staff, the reporting and procedures of MAD DADS has evolved over the last eight years. For most of the contract period, the project manager would instruct MAD DADS where to deploy. Once MAD DADS deployed they would call Metro Transit's Transit Control Center (TCC) to inform them of their location and which bus they would be riding. When MAD DADS entered the bus the operator would call TCC to report that MAD DADS was riding their bus.

Beginning in December 2014, Metro Transit Police instructed MAD DADS where to deploy based on Metro Transit Police crime intelligence and the need for additional safety resources in high incident areas. In January 2015 a new project manager was assigned by Metro Transit for the MAD DADS' contract. At the time of this transition, there was some question as to who on behalf of Metro Transit was directing MAD DADS. It was unclear when and where MAD DADS would operate and whether it would be on the bus or rail. During the course of this review the project manager has met together with Transit Police, Bus, and Rail Operations to better coordinate service requests.

In January of 2015, Bus operations informed Metro Transit Police Chief that the billing was approximately \$30,000 dollars and that MAD DADS would need to scale their outreach to regular levels. Neither the project manager nor Bus Operations Director has been able to inform Audit of what is meant by "regular service level." The billings for the months December 2014 through July 2015 total \$134,537.50 with January having the highest billing of \$30,562.50 and March the lowest with billings totaling \$9,325. Audit was unable to find consistency with the number of hours billed.

As of August 2015, the current balance for the MAD DADS account is \$26,310 for both Rail and Bus operations. It is anticipated that September 2015 will be the last full month of the MAD DADS contract. At a meeting with Metro Transit Police Department, Bus, and Rail Operations, it was again agreed that MAD DADS needed to scale back their billings. A definitive number was not established and the billings remained inconsistent from month to month. Audit was unable to secure official written documentation of this request to scale back service.

Go-To Card taggings when alighting from buses had not occurred from June, 2014 to April, 2015

MAD DADS has authorized use of six Go-To Cards, four of which are used consistently. The contract requires MAD DADS to tag on and off of buses for better monitoring efficiency however this did not happen within the time period June 1, 2014 – August 31, 2015 that Audit reviewed. The project manager again requested that MAD DADS follow the practice of tagging on and off of the buses and for the period May 2015 – August 2015 the Street Patrol Team intermittently followed guidance to tag on and off. Failure to tag on and off the buses eliminates the primary evidence of individuals deployed.

Metro Transit will verify service hours, rather than submit a report of hours to MAD DADS

For the purposes of billing, MAD DADS is required to submit a detailed log of activities and time on-board, which is verified by program staff. Previously, the business analyst submitted to MAD DADS the tracked tags and calculation of hours onboard the buses for MAD DADS to review prior to MAD DADS submittal of its final invoice. That practice stopped and now MAD DADS must document the hours for approval; the business analyst uses the tracked tags report to verify MAD DADS' submittal of hours worked. Prior to the business analyst verifying MAD DADS' submittal, the analyst will estimate the number of hours that are likely to be billed to Metro Transit for the month. If the analyst's estimate is higher than the submitted billings, the analyst verifies that what was submitted is accurate according to dates and submits the invoice for approval.

When time is unaccounted for, Metro Transit processes a full payment to MAD DADS. There are several instances from January 1, 2015 through August 31, 2015 when it is unclear how many Street Patrol Outreach Members were working at any given boarding of the Bus or Rail systems. The business analyst in charge of assisting with the MAD DADS billing told Audit that when there is a fluctuation in the number of tags at any given instance, it could be due to the Go-To machine not processing the card tags, no concrete way of verifying accuracy was given. There are discrepancies in the written summary report and request for payment from MAD DADS that is resolved with the business analyst estimating the total number of hours and in effect "crediting" MAD DADS for unaccounted or documented time.

Performance measures have not been created and tracked for this contract

Throughout the duration of the contracts with MAD DADS, Metro Transit had not created or documented any concrete measures or objectives to track successful fulfillment of the terms of the contract. The contract stipulates that MAD DADS will provide "a visible positive presence" and foster "a sense of security for the transit patron." Metro Transit does not provide direction of how this will occur other than with the deployment of MAD DADS on certain Council property. The contract is vague in this regard. Metro Transit has not defined how it will evaluate MAD DADS' performance.

CONCLUSIONS

1. The majority of respondents believe MAD DADS alters the bus environment while they are on the bus. The respondents believe that MAD DADS does alter the bus environment however they are not as concerned about their personal safety.
2. Most bus operators do not directly feel that their personal safety is threatened but would value the presence of police officers. There is a certain amount of feeling of vulnerability as a bus operator and thus the perceived security issue is not limited to routes served by MAD DADS Street Patrol Teams.
3. The contract stipulates that MAD DADS must deploy in teams of no less than four persons. MAD DADS did not supply an explanation for occurrences within the time period Jan 1, 2015 – August 31, 2015 when there were only three Go-To Card tags rather than four. There is no written consequence for not meeting contractual obligation.
4. Metro Transit is trying to ensure that MAD DADS is appropriately documenting their services for Metro Transit. With the new coordination team (Bus, Rail, Police) Metro Transit is attempting to more effectively deploy MAD DADS' Street Patrol Teams across the system.
5. Performance measures do not exist for Metro Transit to evaluate the performance of this contract.
6. The MAD DADS contract attempts to meet two Thrive Principles: Collaboration, and Accountability by working with a community organization to foster a connection to riders by providing additional sense of community and security on transit property while attempting to connect certain riders to community resources. While not a replacement for Police presence, MAD DADS attempts to deflect conflict and tension on buses in areas where Metro Transit Police have indicated is the likelihood of crime. This provides an alternative and reduced expense for the Council while also addressing some tensions on Metro Transit property.

RECOMMENDATIONS

Program Evaluation and Audit recommendations are categorized according to the level of risk they pose for the Council. The categories are:

- **Essential** – Steps must be taken to avoid the emergence of critical risks to the Council or to add great value to the Council and its programs. Essential recommendations are tracked through the Audit Database and status is reported twice annually to the Council's Audit Committee.
- **Significant** – Adds value to programs or initiatives of the Council, but is not necessary to avoid major control risks or other critical risk exposures. Significant recommendations are also tracked with status reports to the Council's Audit Committee.
- **Considerations** – Recommendation would be beneficial, but may be subject to being set aside in favor of higher priority activities for the Council, or may require collaboration with another program area or division. Considerations are not tracked or reported. Their implementation is solely at the hands of management.
- **Verbal Recommendation** – An issue was found that bears mentioning, but is not sufficient to constitute a control risk or other repercussions to warrant inclusion in the written report. Verbal recommendations are documented in the file, but are not tracked or reported regularly.

1. (Essential) Performance measures should be established to evaluate the effectiveness of the contract according to Thrive 2040 commitments.

The contract with MAD DADS has two goals: to provide a visible positive presence and foster a sense of security for transit patrons. A further goal not stated within the contract language, but was a benefit identified by Metro Transit staff, is Metro Transit's community stewardship provided through its partnership with MAD DADS. This evaluation used surveying of patrons' and bus operators' perceptions of safety and security on buses to measure the attainment of the contract goals.

Periodic surveys of transit patrons or other ongoing metrics should be developed by Metro Transit to manage the deployment of Street Patrol Teams more effectively, to assess progress toward meeting state and assumed goals of the program, as well as to modify future contracts when needed. Without concrete measurement and tracking systems, it is not possible to improve upon contract management and public accountability. In order to align with Thrive 2040 commitments, Metro Transit must identify indicators according to Thrive 2040 and Metro Transit business needs.

Management Response: *Ensuring program effectiveness and contract compliance has been identified as a high priority for stakeholders. In 2015, some new compliance measures, such as responsive video review of MAD DADs on-board activities has been conducted in cases following Operator's concern.*

Also beginning in 2015, in an effort to ensure that MADDADs resources were being deployed to routes and locations of most need, the Contract manager held stakeholder

meetings where the team reviewed a summary report of requests for police service to TCC, by route. These reports guided decisions by the project team for best deployment of MADDADS. This type of data will continued to be reviewed when making future deployment decisions.

Customer Contact data on MAD DADS activity is currently very minimal. According to the Manager of Customer Relations, Metro Transit has received only “2-3 complaints over the years” about Mad Dads being on board. Project Stakeholders agree that a plan to more proactively gather customer feedback is needed. Discussion on how best to implement will be addressed at future project stakeholder meetings.

In addition, surveys to gather feedback from Bus and LRT Operators who have had MAD DADS on board will be devised and implemented.

Staff Responsible: Contract Manager. Christine Kuennen under current contract

Timetable: Q4 2015 under current contract

2. (Essential) Procedures recently implemented by Metro Transit to provide greater assurance of MAD DADS’ compliance with the terms of the contract should be evaluated for effectiveness.

According to Thrive 2040, “accountability includes a commitment to monitor and evaluate the effectiveness of our policies and practices toward achieving shared outcomes and a willingness to adjust course to improve performance.”

Procedures have been modified by Metro Transit to improve its contract monitoring. Procedures have been changed to improve monitoring of the deployment of Street Patrol Teams, such as the use of Go-To Cards upon exiting buses and verification of hours of service billed. Periodic evaluation of these procedures’ effectiveness is needed. Consideration could be given to requiring the daily logs by Street Patrol Teams to include information that could be useful for Metro Transit’s contract manager to evaluate how the Street Patrols are achieving the stated goals of the program, as well as collecting information about added value provided by MAD DADS’ referral services.

Metro Transit should further define and enforce the stipulations of the contract. There should be written documentation of the Metro Transit request for hours served by MAD DADS, consequence for going over budget and for Street Patrol Teams of less than four. Without defined requested hours, the billings for each month are exceptionally variable. Metro Transit should create a detailed contract management tool to help assess and keep track of contract performance.

Management Response: The historical practice of verifying MADDADS invoices for on-board activity through Go-To card records is cumbersome, and requires some assumption of contract work being performed between card tags, when staff may have already alighted a vehicle, and be at stations, bus stops or transit centers. New procedures were implemented in 2015, requiring MADDADS to tag Go-TO Cards both when boarding and alighting which improved this process somewhat. To further improve the process, the contract manager will devise a log sheet that MADDADS will be asked to complete and submit along with their invoice and activity summary. The logs will then

be analyzed to ensure compliance with deployment instructions. In addition, detailed requirements for activity log submittals will be addressed in future contracts when needed.

Staff Responsible: *Contract Manager. Christine Kuennen under current contract*

Timetable: *Q4 2015 under current contract.*



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