CITY OF SAN ANTONIO

OFFICE OF THE CITY AUDITOR

Audit of the Department of Human Services

Contract Compliance and Monitoring of the

San Antonio Education Partnership

Project No. AU15-007

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City Auditor

Executive Summary

As part of our annual Audit Plan approved by City Council, we conducted an audit of the Department of Human Services (DHS), specifically contract monitoring and compliance of the San Antonio Education Partnership (SAEP). The audit objectives, conclusions, and recommendations follow:

Are the City and the San Antonio Education Partnership in compliance with key terms of the contract and is the Department's monitoring of the contract effective?

Yes, the City and SAEP are in compliance with key terms of the contract and the DHS's monitoring of the contract is effective. However, we noted areas where significant improvement might be made in reporting performance of the programs and in maintenance of city-owned equipment used in the cafécollege program.

Specifically, we noted:
- Neither security nor maintenance procedures have been applied to city-owned computers at cafécollege since initial setup in 2010 and no formal agreement was made as to who would maintain information technology at cafécollege. This lack of maintenance poses a very real risk of identity and monetary theft for the members of the public using these machines. Additionally, at least one SAEP-owned computer has a connection to the City's network and data is stored or backed up to the City's datacenter. DHS is in the process of replacing the computers in the lab.
- The performance measures currently being reported by SAEP overlap with one another and do not provide any indication of the effectiveness of SAEP's cafécollege and outreach programs, or the effectiveness of the City's scholarship program which SAEP administers.

We recommend that the DHS Director:
- Work with ITSD to ensure the installation of new computers in the cafécollege lab provides for the on-going maintenance and security of all computers, servers, and related software and operating systems.
  - o The lab should be modeled after installations of public labs in the City's libraries and senior centers, with special consideration given to the fact that this particular lab is going to be operated by non-City employees.
  - o The plan for maintenance of the lab should be documented in detail and agreed to by ITSD, DHS, and SAEP. It should outline who is responsible for what (server, computer, operating system, security software, application software, backups, network connections, adding new users,

etc.), when and how often they will perform their duties, how they will perform their duties, how to escalate issues, etc. The agreement should be sufficiently detailed to withstand the problems of staff turnover.

- Work with ITSD to investigate the nature of any connections between computers owned by SAEP and the City to ensure that they are appropriate and that adequate security controls have been implemented.
- Work with SAEP to define better measures for reporting outreach activities and performance.

Verbatim responses from management are in Appendix I on page 22.

Table of Contents

Background

The Department of Human Services (DHS) contracts with the San Antonio Education Partnership (SAEP) to close the college graduation gap in San Antonio by assisting students with graduating from high school, enrolling in college, and receiving a college degree and/or certificate, leading to the creation of a more educated citizenry to improve the City's future economic prospects.

DHS financially supports SAEP to operate cafécollege, administer a scholarship program, and provide outreach services to students in twenty-five local high schools. DHS entered into two professional services contracts and a lease[1] with SAEP for these services as shown below:

Program	Fiscal Year 2014 Budget Amount
cafécollege	$685,000
Outreach	$312,814
Scholarships	$2,100,000
Lease of City Space (excluding utilities reimbursement)	-$42,001
Total	**$3,055,813**

cafécollege

cafécollege is the City of San Antonio's (City's) college access and opportunity center and serves as a "one-stop-shop" for college access workshops, advice, and guidance. It is open to all residents, including high school students, those who have graduated from high school but not attended college before, those that wish to return to college, and transfer students. cafécollege hosts a website with information related to applying for college and financial aid, as well as an on-site computer lab that the public can use to conduct research and fill out applications. SAEP College Access and Success Advisors provide assistance with the following key services:

- College Admission Assistance
- Financial Aid Guidance
- Career Exploration
- College Applications
- Advising
- SAT & ACT Preparation

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[1] SAEP leases a city-owned building for the use of its staff involved in the outreach and scholarship programs. This lease is for $42,000/year and a portion of the utilities for non-shared city-space. The City also leases a separate, but adjacent building, to SAEP for the cafécollege at a rate of $1/year.

Outreach

DHS also has a contract with SAEP to provide outreach services. This SAEP program is called the *Road to Success.* As part of this program, SAEP locates its College Access & Success Advisors in twenty-five San Antonio high schools. The advisors provide college resources, guidance and assistance to students and their families on five key services:
- Goal Setting – Helping students set and keep short-term and long-term academic, career, and attendance goals
- Career Planning – Increasing awareness of career opportunities and assisting with planning of career paths
- College Entry and Enrollment – Increasing awareness of higher education opportunities and assisting with college entry and enrollment
- Financial Aid – Increasing awareness, providing information on financial aid resources, and assisting with applying for financial aid
- College Transition – Providing guidance and coaching as students transition from high school to college

Scholarships

SAEP also administers the City's scholarship program.[2] Under this program, SAEP distributes scholarships to qualified students in the same twenty-five City high schools mentioned above who:
- Complete, sign and submit the cafécollege Scholarship form (to an SAEP College Access and Advisor)
- Achieve ninety-five percent attendance upon high school graduation
- Achieve an eighty grade point average upon high school graduation
- Demonstrate financial need after completing a FAFSA (Free Application for Federal Student Aid) or TASFA (Texas Application for State Financial Aid)
- Graduate from an SAEP-partner high school
- Attend three college success activities and submit proof to an SAEP Advisor

Students awarded a scholarship can use it at one of twelve local colleges or universities. SAEP annual scholarship amounts are shown below:
- Community Colleges ($600/year) – Northeast Lakeview College, Northwest Vista College, Palo Alto College, St. Philip's College, and San Antonio College
- Public Universities ($850/year) – Texas A&M University-San Antonio, University of Texas at San Antonio, and University of Texas Health Science Center at San Antonio
- Private Universities ($1,500/year) – Our Lady of the Lake University, St. Mary's University, Trinity University, and University of the Incarnate Word

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[2] The City pays for the scholarships out of the General Fund Operating Budget.

Audit Scope and Methodology

The audit scope included fiscal year (FY) 2014 performance measures, the January/February 2015 DHS monitoring visit of SAEP (programmatic and financial monitoring), scholarships awarded or denied to the class of 2014 and scholarships renewed for Fall of 2014, data available from performance measure reports for the classes of 2009 through 2014, current and recommended performance measure practices from regional and national organizations as well as municipalities with programs similar to cafécollege, and current information technology used by SAEP in carrying out its duties under its contracts with DHS.

Our methodology included:
- Interviewing staff
- Reviewing contracts and reports
- Analyzing data
- Conducting equipment inventories
- Researching current and recommended performance measure practices for similar municipal programs; high school counseling; libraries; and college entry, success, and graduation
- Performing tests of data and performance measures
- Conducting tests of DHS contract monitoring files

We assessed the reliability of data in the Nfocus and CSIS applications used by SAEP to track and compile performance measures and student data and found it to be adequate. Our reliance was based on performing direct tests on the data rather than evaluating the system's general and application controls. Our direct testing included sampling students from lists of eligible and ineligible scholarship applicants to supporting documentation of the students' eligibility. We also confirmed college graduation status and degrees earned by students via the external website of the National Student Clearinghouse. The National Student Clearinghouse is the nation's trusted source for degree verification and enrollment verification and student educational outcomes research. We performed reasonableness tests on data from years prior to the class of 2014. We made inquiries of the two information technology vendors retained by SAEP as to their protection of data and reviewed both systems to ensure that access controls were in place and access was consistent with personnel job duties.

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our audit results and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our audit results and conclusions based on our audit objectives.

Audit Results and Recommendations

Overall, SAEP complies with key terms of its contracts with DHS and DHS adequately monitors SAEP. SAEP accurately determines which students are eligible for scholarships and scholarship renewals. It also accurately reports its performance measures to DHS. DHS conducted on-site monitoring visits (both programmatic and financial) three times during fiscal year (FY) 2014, and has already conducted its first on-site monitoring visit this fiscal year. However, we found two areas for improvement.

A. City-owned Computer Equipment and Software Used at cafécollege

Neither security nor maintenance procedures have been applied to city-owned computers at cafécollege since initial setup in 2010.

No formal agreement was made as to who would maintain information technology at cafécollege, including hardware, operating systems, security software, and applications installed on city-owned computers. Further, there was no consideration as to how the associated city-owned server would be maintained. Although most of the city-owned computers at cafécollege are for public use, a few SAEP personnel perform their daily jobs using them. Adequate plans for security and backup were not considered at the time of installation. Additionally, since the original installation of computers at cafécollege, SAEP, ITSD, and DHS have all experienced personnel turnover, resulting in a loss of historical knowledge.

Consequently, neither the city-owned computers installed at cafécollege, nor the supporting city-owned server residing within the City's datacenter have been maintained. There are also two city-owned desktops that are not working at all (out of service), which affects SAEP's ability to comply with contractual requirements to operate a certain minimum number of working computers for the public.

This lack of maintenance poses a very real risk of identity and monetary theft for the members of the public using these machines.

Additionally, we were informed by SAEP personnel that at least one SAEP-owned computer has a connection to the City's network and data is stored or backed up to the City's datacenter. It is unusual for non-city computers of non-city employees to have such a connection to the City's data storage devices.

During our audit DHS began the process of purchasing all new computers for the cafécollege lab.

Recommendations

We recommend that the DHS Director:
- Work with ITSD to ensure the installation of new computers in the cafécollege lab provides for the on-going maintenance and security of all computers, servers, and related software and operating systems.
  - o The lab should be modeled after installations of public labs in the City's libraries and senior centers, with special consideration given to the fact that this particular lab is going to be operated by non-City employees.
  - o The plan for maintenance of the lab should be documented in detail and agreed to by ITSD, DHS, and SAEP. It should outline who is responsible for what (server, computer, operating system, security software, application software, backups, network connections, adding new users, etc.), when and how often they will perform their duties, how they will perform their duties, how to escalate issues, etc. The agreement should be sufficiently detailed to withstand the problems of staff turnover.
- Work with ITSD to investigate the nature of any connections between computers owned by SAEP and the City to ensure that they are appropriate and that adequate security controls have been implemented.

B. Best Practices in Performance Measures

The performance measures reported by SAEP for the cafécollege, scholarship, and outreach programs are solely activity-based and do not include measures that are outcome-based or effectiveness-based.

Activity vs. Outcome Performance Measures

SAEP's FY 2014 performance measures were documented within its contract, but basically consisted of "traffic counts" for various activities, such as the number of participants or the tally of website visits (see Appendix A for a complete list of reported performance measures). Since the number of students that actually go to college and graduate from college is not entirely within the control of SAEP, it makes sense that SAEP should report some "level of effort" or activity measures. However, it should also report some "effectiveness" and "outcomes" measures as well, so the City can evaluate the efficacy of its programs.

Overlapping Measures

We also found that the definitions of the measures (as determined via the queries used to report them), result in overlapping measures – some activities are

included in multiple performance measures. Additionally, because the measures mix students from multiple high school class years,[3] it is not possible to determine whether progress is being made from year to year in terms of getting San Antonio high school students to enroll in and graduate from college.

Measures not Meaningful

Furthermore, since many of the SAEP workshop/presentations are presented to entire senior classes via assemblies, some measures are not particularly meaningful measures of activity. Adding percentages to the performance measures would help provide context and a measure of effectiveness. For example, for the measure "The number of 12th grade students receiving College Access Services who submit college admission applications (unduplicated)," adding "The percent of 12th grade students receiving College Access Services who submit college admission applications (unduplicated)" provides a sense of how the services provided resulted in increased college applications. This is especially helpful if it could be compared to a benchmark, such as the percent of all 12th graders submitting college applications for all of the City's students, Bexar County students, or Texas Students.

Additional Measures

We also reviewed the practices of programs in other municipalities that are similar to those of San Antonio, as well as recommendations made by regional and national organizations promoting college access and success (see Appendix B for a list of reports reviewed). We identified additional performance measures (see Appendix C) that we believe SAEP could produce using the data it currently has available, or with some minor adjustments to its databases. For example, 1) amount and percent of scholarships paid to participants that dropout of college or otherwise do not obtain a degree; 2) cumulative graduation rates of program participants; and 3) average length of time it takes to earn a degree.

Using SAEP data, we performed an analysis of the class of 2009. Relating to the first additional measure mentioned above, we found that 67 percent of the students using a city-sponsored scholarship (1,226 out of 1,843 students) did not graduate with a certificate or degree within five years (the time allotted for use of scholarships). These same 1,226 students used 55 percent ($997,625 out of ($1,815,650) of the scholarship money paid on behalf of the Class of 2009). See Appendix D for additional analysis details.

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[3] For example Number of SAEP Scholarship Recipients Who Accomplish a College Degree or Certificate, Number of Scholarships Awarded to Current College Students, and Number of Current College Students Receiving SAEP Scholarships (unduplicated).

Disaggregation of Information for Intervention Targeting

Most organizations we reviewed also recommended that to the extent possible, program information should be disaggregated; for example by race/ethnicity, gender, and high school (see a full list of disaggregation criteria in Appendix E). Disaggregation provides the means for targeting sub-populations with more nuanced interventions to increase the college success rate.

For example, we looked at scholarship usage and degrees/certificates obtained. Disaggregating by high-school-attended, we found that use of scholarships varied among the high schools as did the rates of college graduation (see chart below).

Certificate/Degree Attainment for Scholarship Users (Class of 2009)
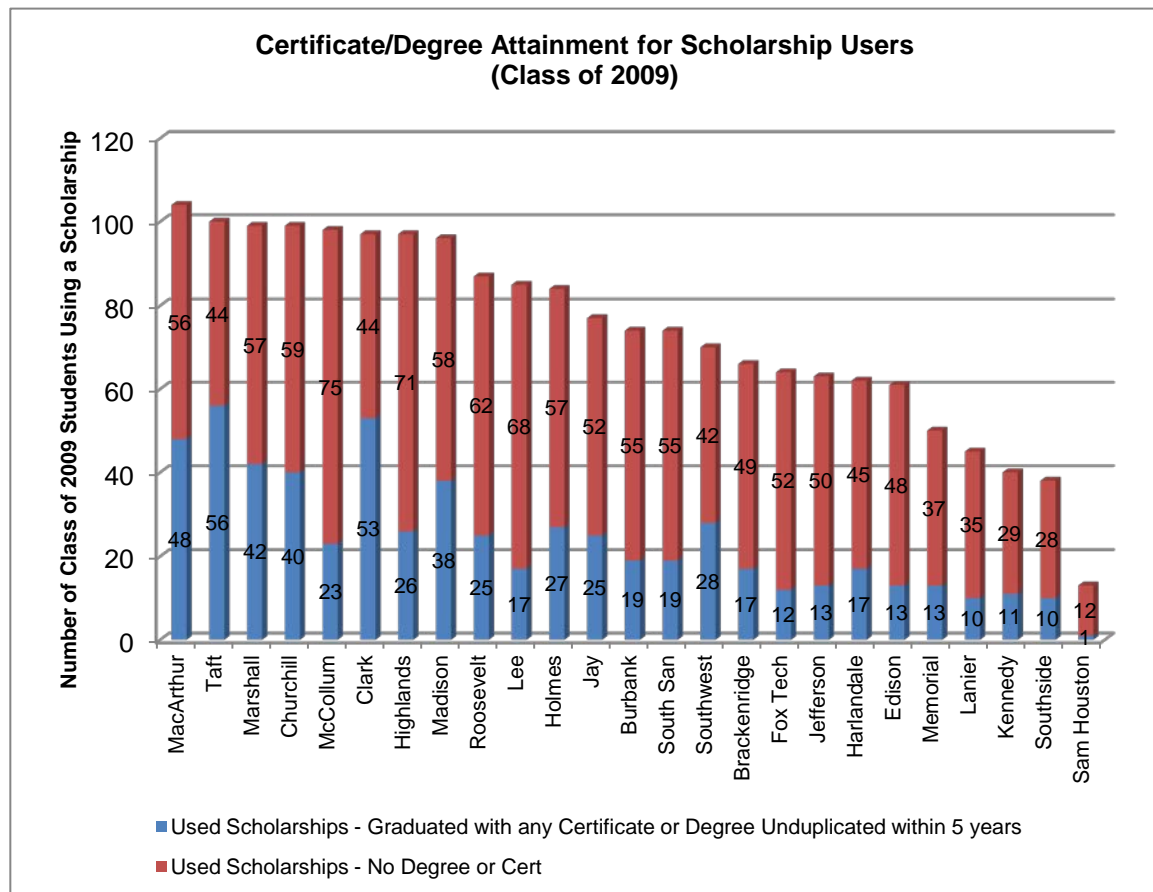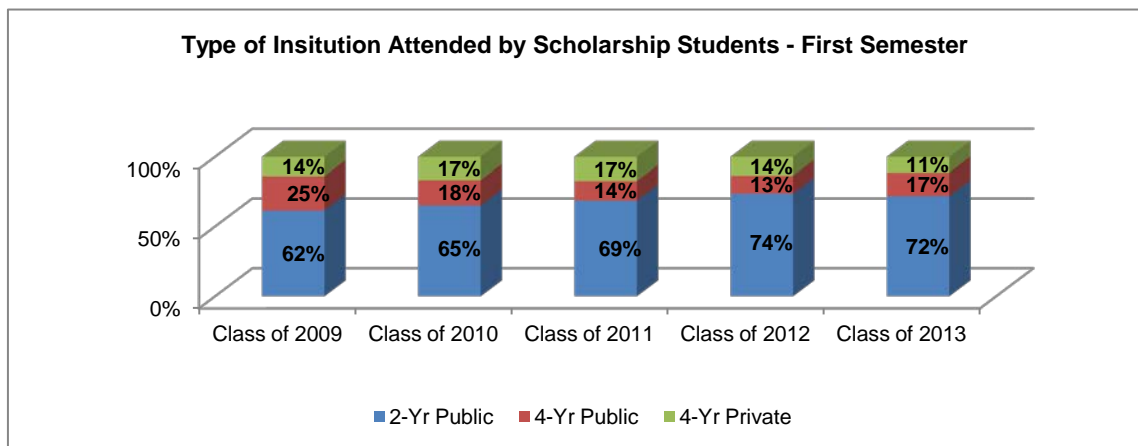
This information could be used to target particular high schools for encouragement to enter local colleges/universities and/or to provide additional college survival skills. See Appendix F for additional analysis we performed on the Class of 2009 using disaggregation methods.
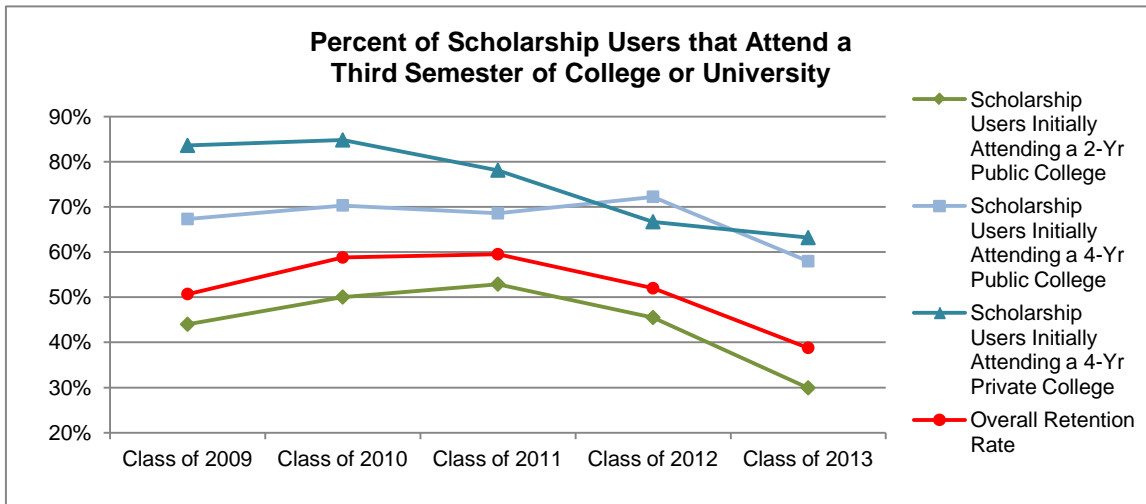
Trend Analysis

Additionally, comparisons between school-year classes should be made at regular intervals in order to assess the level of progress being made among program participants from year to year and to determine whether additional interventions or changes to current programs would improve the success of students. See Appendix G for additional trend analysis.

For instance, we also looked at trends in the type of institution scholarship users initially attended. The chart below demonstrates that scholarship users have been increasingly initiating their college career at community college, with fewer starting at a four-year university and even fewer starting at a private university.

Type of Insitution Attended by Scholarship Students - First Semester

	Class of 2009	Class of 2010	Class of 2011	Class of 2012	Class of 2013
4-Yr Private	14%	17%	17%	14%	11%
4-Yr Public	25%	18%	14%	13%	17%
2-Yr Public	62%	65%	69%	74%	72%

■ 2-Yr Public ■ 4-Yr Public ■ 4-Yr Private

We then looked into whether or not the type of institution initially attended affected the third semester retention rate. We saw that students attending a 4-year institution had much higher third semester retention rates, particularly for private institutions. However, the retention rate started to fall for all institutions starting with the class of 2011.[4] This may indicate that students that are accepted into private universities are more scholastically prepared to complete college, that private universities provide more resources, support, and structure to their students, or that there is more financial support available to students that qualify for private universities. Additionally, it may be that students are being encouraged to enter college when they don't have the requisite academic skills or financial means. It is also possible that students that enter public colleges and universities have other confounding factors, such as family responsibilities.

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[4] Colleges and universities did not bill SAEP for all scholarship students in FY 2013 and FY 2014 due to issues with identifying scholarship students that did not have valid SSNs. SAEP has implemented revised procedures to ensure that all eligible students receive their scholarships. This may affect the results of the analysis performed for the report, but we wanted to show the type of analysis that could be conducted with existing data.

Percent of Scholarship Users that Attend a Third Semester of College or University

Without well thought out performance measures for outcome and efficacy, as well as trend analysis and benchmarks, the City cannot be sure that its scholarship and outreach programs and funds are actually resulting in improved college success for San Antonio students. Without disaggregated information, the City cannot tell which populations of students are faring well and which are struggling. Without additional information on student debt, enrollment in remedial courses, completion of remedial and gateway courses, and other factors, the City cannot tell why certain sub-populations of students are struggling and what interventions or program innovations would result in higher college graduation rates for San Antonio students.

Recommendation

DHS should work with SAEP to define better measures for reporting outreach activities and performance.

Appendix A – FY 2014 Performance Measures

The performance measures used to evaluate the performance of cafécollege were:

1. Number of Unduplicated Participants
2. Number of Unduplicated High School Seniors Served
3. Number of college recruitment activities participants
4. Number of students assisted with ApplyTexas
5. Number of college awareness/prep activities participants
6. Number of financial assistance/guidance activities participants
7. Number assisted with FAFSA/TASFA completion
8. Number of career awareness/guidance activities participants
9. Amount of website traffic
10. Traffic Flow

The performance measures that SAEP reported to DHS for the outreach and scholarship programs were:

1. Number of 9th-11th grade students receiving College and Success Services (unduplicated)
2. Number of 12th grade students receiving College Access and Success Services (unduplicated)
3. Number of 9th-12th grade students receiving Goal Setting Assistance/Guidance Services
4. Number of 9th-12th grade students receiving Career Planning Assistance/Guidance Services
5. Number of 9th-12th grade students receiving College Entry and Enrollment Assist/Guidance Services
6. Number of 9th-12th grade students receiving Financial Aid Assistance/Guidance Services
7. Number of 12th grade students receiving College Transition Assistance/Guidance Services
8. Number of 12th grade students receiving services Who Sign the SAEP Student Commitment to College form
9. Number of 12th grade students receiving College Access Services Who submit college Admission Applications (unduplicated)
10. Number of 12th grade students receiving Financial Aid Services who submit financial Aid Applications (unduplicated)
11. Number of Class 2014 High School Graduates eligible for SAEP Scholarships (unduplicated)
12. Number of current college students receiving SAEP Scholarships (unduplicated)
13. Number of Scholarships awarded to current college students

14. Number of class of 2013 High School Graduates who enroll in college
15. Number of class of 2013 High School Graduates who used SAEP Scholarships
16. Number of class of 2012 High School Graduates who used SAEP Scholarship to enroll in college in Fall 2012 and return for the 2nd year in college
17. Number of SAEP Scholarship Recipients Who Accomplish a College Degree or Certificate

Appendix B – Reports Reviewed from Other Municipalities and Regional and National Advocacy Groups

We reviewed the following reports for our assessment of best practices:

- "Getting Closer to the Finish Line: The College Enrollment and Completion Experiences of Graduates of the Boston Public Schools," Center for Labor Market Studies, Northeastern University, January 2013, https://www.tbf.org/~/media/TBFOrg/Files/Reports/GettingCloser_011513.pdf
- "Partnering for Educational Success in NYC: NYC DOE & CUNY," The City University of New York and the NYC Department of Education, Summer 2014, https://philanthropynewyork.org/sites/default/files/Partnering%20for%20Educational%20Success%20in%20NYC.pdf
- "Building Capacity & Making Connections for the Future Workforce: The Fifth Annual Report to Mayor Michael A. Nutter," Philadelphia Council for College and Career Success, January 2014, http://www.philadelphiacouncil.org/docs/CouncilReport2013.pdf
- "No Time to Waste: Policy Recommendations for Increasing College Completion," Southern Regional Education Board, September 2010, http://publications.sreb.org/2010/10E10_No_Time_to_Waste.pdf
- "Complete College Texas: Is Texas utilizing GAME CHANGER strategies to boost college completion? Not fully," Complete College America, April 2013, http://www.completecollege.org/docs/CCT-low-res.pdf
- "Complete College America: Common College Completion Metrics Technical Guide," Complete College America and the National Governors Association, April 2, 2014, http://completecollege.org/wp-content/uploads/2014/11/2014-Metrics-Technical-Guide-Final-04022014.pdf
- "Texas QuickFacts from the US Census Bureau," US Census Bureau, http://quickfacts.census.gov/qfd/states/48000.html
- "Scholarship Design and Management," Center for Energy Workforce Development, December 17, 2010, http://www.cewd.org/toolkits/scholarship/scholarship%20design%20and%20management.pdf
- "2012 National Survey of School Counselors; True North: Charting the Course to College and Career Readiness," The College Board Advocacy & Policy Center and Hart Research Associates, October 2012, http://media.collegeboard.com/digitalServices/pdf/nosca/true-north.pdf
- "Measure, Assess, Improve, Repeat: Using Library Performance Metrics," National Information Standards Organization (NISO) webinar, September 2010, http://www.niso.org/apps/group_public/download.php/4872/performance10web.pdf

- "Assessing Library Performance: New Measures, Methods, and Models," Julia Blixrud, Association of Research Libraries, Washington, DC, 2003 Proceedings of the IATUL [International Association of University Libraries] Conferences, Paper 9, http://docs.lib.purdue.edu/cgi/viewcontent.cgi?article=1609&context=iatul
- "The Phoenix Summary Budget 2014-2015," City of Phoenix, AZ, June 2014, https://www.phoenix.gov/budgetsite/Budget%20Books/Summary%20Budget%202014-15.pdf

Appendix C – Potential Performance Measures

Additional performance measures that would assist the City in assessing the impact of its educational programs (including its SA2020 educational goal) are shown below. These measures should be generated for each high school graduating class and academic year.

- Percent of 12th Graders who are Awarded a Scholarship
- Percent of Students Awarded a Scholarship who Use the Scholarship
- Number and Percent of 12th Grade Program Participants and Enroll in College within One Year of High School Graduation
- Percent of Program Participants that are Enrolled in College for both the First and the Second Year after High School (or enrolled in a third semester of college, since some students take a semester off)
- Percent of Program Participants that are Enrolled in College for the First, Second, and Third Year after High School (or 1st, 3rd, and 5th semesters)
- Percent of Program Participants that are Enrolled in College for the 1st, 2nd, 3rd, and 4th Year after High School (or 1st, 3rd, 5th, and 7th semesters)
- Annual Number and Percent of Program Participants who Transfer from a two-year Campus to a four-year Campus
- Amount and Percent of Scholarships Paid to Program Participants that Dropout of College/Do Not Obtain a Degree (Cumulative)
- Number and Percent of Program Participants that Dropout of College/Do Not Obtain a Degree (Cumulative)
- Graduation Rates of Program Participants at 100%, 150%, and 200% of the Traditional Time expected to Degree Completion (for Certificates, Associate's Degrees, and Baccalaureate Degrees)
- Cumulative Graduation Rates of Program Participants
- Time to degree: Average Length of Time in Years a Program Participant Takes to Complete an Associate's Degree, a Bachelor's degree, or a Certificate of Greater than One Year but Less than Two Academic Years
- The Annual Number and Percent of Entering First-time Undergraduate Students Who Enroll in Remedial Courses (Math-English-Reading-Writing). This is a proxy for measuring college readiness
- The Annual Number and Percent of Entering First-time Undergraduate Students Enrolled in Remedial Education Courses Who Complete One Remedial Education Course (Math, English/Reading/Writing, or Both) and Complete a College-level Course in the Same Subject. This is a measure of students' ability to progress from remedial to college-level courses
- The Annual Number and Percent of Entering First-time Degree or Certificate-seeking Undergraduate Students who Complete Entry College-level Math and English Courses within the First Two Consecutive Academic Years
- Percent of Students Completing 80 % of Credits Attempted in Year One

Appendix D – Analysis of Class of 2009 Results

We examined SAEP data for the Class of 2009 and found:

Measure	Class of 2009 Results
Percent of 12th Graders who were Awarded a Scholarship	*47%*
Percent of Students Awarded a Scholarship who Used the Scholarship (one or more semesters)	*40%*
Amount of Scholarships Paid to Scholarship Users that Dropout of College/Do Not Obtain a Degree (Cumulative)	*$ 997,625* *1,226 Class of 2009 students used a scholarship and did not earn a degree or certificate through Fall of 2014.*
Percent of Scholarship Users that Dropout of College (Do Not Obtain a Degree) (Cumulative)	*67% of students using scholarships did not earn a certificate or degree and used 55% of the scholarship money paid to the Class of 2009.*
Percent of students using a scholarship, attending a four-year university, and not graduating within five years.	21%
Percent of students using a scholarship, attending a two-year college only, and not graduating within five years.	46%

Graduation Rates of Scholarship Awardees at 100%, 150%, and 200% of the Traditional Time expected to Degree Completion (for Certificates, Associate's Degrees, and Baccalaureate Degrees).
 	
Cumulative Graduation Rates of Program Participants.
 	
The number of those attempting each type of degree was not available. As an alternative to the above measure, we calculated the percent of Scholarship Awardees who earned each type of degree within those timeframes.
	Scholarship Awardees:
	♦ Two-year Degree or Certificate:
	  ♦ *Within two years: 1.1%*
	  ♦ *Within four years: 8.19%*
	  ♦ *Within five years: 10.77%*
	♦ *Four-year Degree:*
	  ♦ *Within four years: 12.20%*
	  ♦ *Within five years: 20.19%*
	♦ *Master's Degree:*
	  ♦ *Within five years: 0.34%*
	♦ *Any Degree or Certificate Within Five Years (unduplicated):*
	  ♦ *27.69%*

Graduation Rates of Scholarship Users at 100%, 150%, and 200% of the Traditional Time expected to Degree Completion (for Certificates, Associate's Degrees, and Baccalaureate Degrees).
 	
Cumulative Graduation Rates of Program Participants.
 	
The number of those attempting each type of degree was not available. As an alternative to the above measure, we calculated the percent of Scholarship Awardees who earned each type of degree within those timeframes.
	Scholarship Users:
	♦ Two-year Degree or Certificate:
	  ♦ *Within two years: 1.36%*
	  ♦ *Within four years: 11.39%*
	  ♦ *Within five years: 14.22%*
	♦ *Four-year Degree:*
	  ♦ *Within four years: 11.29%*
	  ♦ *Within five years: 20.18%*
	♦ *Master's Degree:*
	  ♦ *Within five years: 0.43%*
	♦ *Any Degree or Certificate Within Five Years (unduplicated):*
	  ♦ *32.72%*

Appendix E – Disaggregation Criteria

Recommended disaggregation criteria include:

- Race/Ethnicity
- Gender
- High School
- Institution Attended at First Enrollment vs. Institution from which the Student Graduated
- Type of Institution Attended (two-year vs. four-year, public vs. private, etc.)
- Income Level
- First-generation Student
- Transfer Students
- Program Participant (Student that Signs the Commitment to College Form), Students Awarded a Scholarship (users plus those that do not use it), and Scholarship User (Scholarship Paid on Behalf of the Student for at least one semester)

Appendix F – Examples of Disaggregation Analysis

Disaggregating the Class of 2009, we found that students who used a city-sponsored scholarship fared better than students who were awarded a scholarship but did not use it. Thirty-three percent of the class of 2009 scholarship users obtained a certificate or degree within five years, but only 28 percent of scholarship awardees obtained a certificate or degree within the same period.

Additionally, of those that did obtain a certificate or degree, scholarship users were more likely to earn a certificate or two-year degree than those merely awarded (but not using) a scholarship, but were equally likely to earn a master's degree.[5]

	Two-Year Degree or Certificate	Four-Year Degree	Master's Degree
Percent of Students Awarded a Scholarship	39%	73%	1%
Percent of Students Using a Scholarship	43%	62%	1%

We also looked at the data by race/ethnicity and found:

Students Awarded a Scholarship		Percent of Scholarship Awardees who Earned a Degree or Certificate within Five Years of High School.				
Ethnicity	**Percent**	**Certificate**	**Two-Year**	**Four-Year**	**Master's**	**Any Degree**
Hispanic	**71%**	79%	69%	52%	31%	**58.40%**
White	**18%**	15%	19%	32%	56%	**28.12%**
Black	**6%**	3%	6%	6%	0%	**5.70%**
Asian	**3%**	3%	3%	5%	13%	**4.18%**
Other	**2%**	1%	2%	4%	0%	**3.53%**
Unknown	**0%**	0%	0%	0%	0%	**0.07%**

Students Awarded a Scholarship		Percent of Scholarship Users who Earned a Degree or Certificate within Five Years of High School.				
Ethnicity	**Percent**	**Certificate**	**Two-Year**	**Four-Year**	**Master's**	**Any Degree**
Hispanic	**71%**	81%	74%	65%	38%	**68.74%**
White	**18%**	15%	17%	22%	50%	**19.73%**
Black	**6%**	2%	5%	5%	0%	**4.70%**
Asian	**3%**	2%	3%	5%	13%	**3.79%**
Other	**2%**	0%	2%	4%	0%	**2.88%**
Unknown	**0%**	0%	0%	0%	0%	**0.15%**

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[5] Students may have earned more than one type of degree, so total percentages add to more than 100 percent of students.

This shows that Hispanic students, whether they use a scholarship or not, are less likely (on a proportionate basis) to graduate with a four-year or master's degree within five years of high school graduation. Even though Hispanic students represent 71 percent of the students eligible for a scholarship, they earned 79 percent of the certificates and 69 percent of the two-year degrees earned by non-scholarship users. They earned 81 percent of all certificates and 74 percent of all two-year degrees earned by scholarship users. Hispanic students that used a scholarship received a higher proportion of degrees and certificates than their counterparts that did not use a scholarship, indicating that receipt of scholarship money does make a difference in graduation rates for this group.

We then looked at the data by gender and found the following:

Students Awarded a Scholarship		Percent of Scholarship Awardees who Earned a Degree or Certificate within Five Years of High School.				
Gender	Percent	Certificate	Two-Year	Four-Year	Master's	Any Degree
Female	53.37%	45%	60%	61%	63%	59.77%
Male	46.48%	55%	40%	39%	38%	40.23%
Unknown	0.15%	0%	0%	0%	0%	0.00%

Students Awarded a Scholarship		Percent of Scholarship Users who Earned a Degree or Certificate within Five Years of High School.				
Gender	Percent	Certificate	Two-Year	Four-Year	Master's	Any Degree
Female	53.37%	39%	61%	62%	75%	59.94%
Male	46.48%	61%	39%	38%	25%	38.33%
Unknown	0.15%	0%	0%	0%	0%	0.40%

Female students were more likely to be eligible for a scholarship than their male counterparts, but the female-male divide was increased in nearly equal amounts for both awardees and users of scholarships when looked at in the aggregate for all degrees. However, we also see that females using a scholarship earned even greater percentages of the two-year, four-year, and Master's degrees. Males using scholarships earned a greater percentage of certificates than their proportionate participation in the program. This may indicate that male students need additional encouragement to continue their studies beyond a certificate program, or they may have a greater financial burden or other factors that limit their college education. Information on student debt or other factors (marriage, parenthood, reasons for leaving college, drop-out ratios, etc.) could help with explanations for this trend.

Appendix G – Examples of Trend Analysis

We examined the retention rate of scholarship users to the third semester of college for the high school graduating classes of 2009 – 2013.[6] Because not all students entered college in the fall semester after high school, and/or may take a semester off, we used first and third semesters of enrollment rather than the traditional freshman/sophomore or 2nd year retention rate. We found that college enrollment by scholarship students has been increasing since the class of 2011, but the percent of scholarship users enrolled for a third semester has been decreasing (see charts below).[7]

Scholarship Users Enrolling in College

Percent of Scholarship Users Enrolling in a Third Semester of College
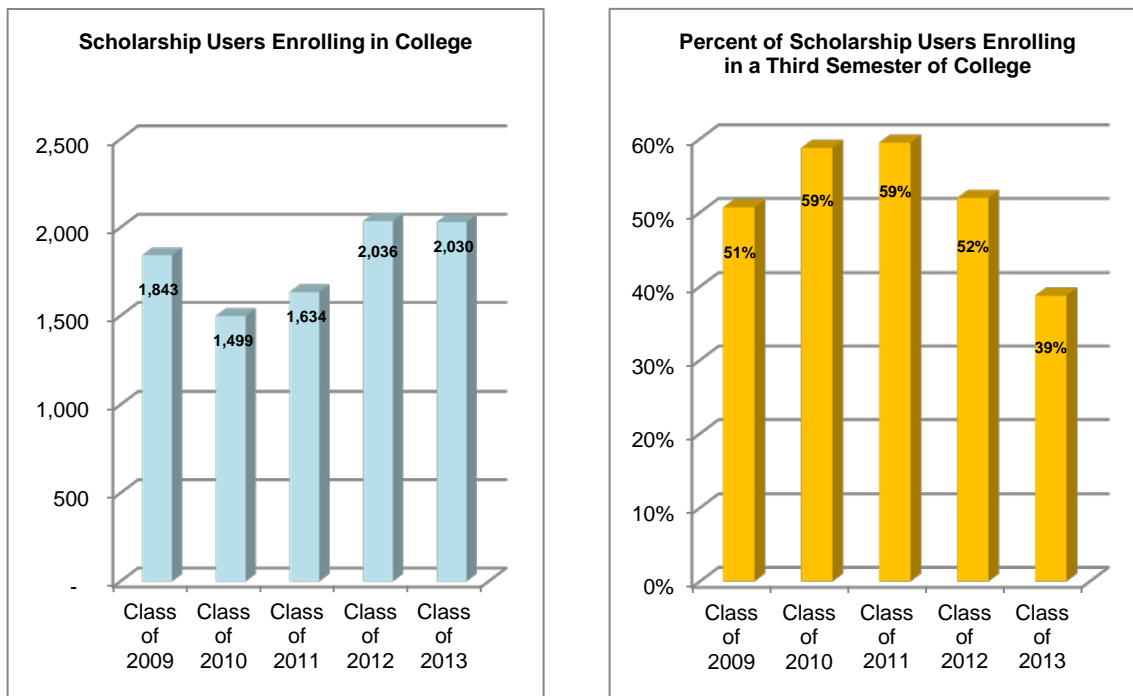
Knowing that there is a large percentage of scholarship students that never achieve any degree or certificate, and that 40-50 percent of scholarship students do not enroll in even a third semester of college provides the City with information to design interventions to help more San Antonio students achieve

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[6] Colleges and universities did not bill SAEP for all scholarship students in FY 2013 and FY 2014 due to issues with identifying scholarship students that did not have valid SSNs. SAEP has implemented revised procedures to ensure that all eligible students receive their scholarships. This may affect the results of the analysis performed for the report, but we wanted to show the type of analysis that could be conducted with existing data.

[7] We noted that the true third semester enrollment for the Class of 2013 may not be reflected in the data we analyzed, as we only had data on scholarship use through the Fall of 2014. The City and SAEP should accumulate and update the data over the course of several years to reflect non-traditional students that take additional time to achieve their college degrees.

their college goals. For instance, scholarships amounts awarded could be increased with each semester completed successfully as an incentive to return for the next semester. Or, if it is a matter of not successfully navigating remedial courses required in the first semester, programs could be designed to ensure San Antonio high school students that achieve a "B" average are more college-ready.

Appendix H – Staff Acknowledgement

Mark Bigler, CPA, CISA, CFE, Audit Manager
Susan Van Hoozer, CIA, CISA, Auditor in Charge
Michael Hurlbut, CISA, Auditor
Daniel Kuntzelman, Auditor

Appendix I – Management Response

CITY OF SAN ANTONIO

P.O. Box 839966
SAN ANTONIO TEXAS 78283-3966

July 27, 2015

Kevin W. Barthold, CPA, CIA, CISA
City Auditor
San Antonio, Texas

RE: Management's Corrective Action Plan for the Audit of the Department of Human
Services' Contract Compliance and Monitoring of SAEP

The Department of Human Services (DHS) has reviewed the audit report and has
developed the Corrective Action Plans below corresponding to report recommendations.

#	Recommendation Description	Audit Report Page	Accept, Decline	Responsible Person's Name/Title	Completion Date
A	**City-owned Computer Equipment and Software Used at cafécollege** We recommend that the DHS Director: Work with ITSD to ensure the installation of new computers in the cafécollege lab provides for the on-going maintenance and security of all computers, servers, and related software and operating systems. ○ The lab should be modeled after installations of public labs in the City's libraries and senior centers, with special consideration given to the fact that this particular lab is going to be operated by non-City employees.	5	Accept	Richard Keith, Assistant Director	October 1, 2015

Appendix I – Management Response (cont.)

		Recommendation			
#	Description	Audit Report Page	Accept, Decline	Responsible Person's Name/Title	Completion Date
A (cont)	o The plan for maintenance of the lab should be documented in detail and agreed to by ITSD, DHS, and SAEP. It should outline who is responsible for what (server, computer, operating system, security software, application software, backups, network connections, adding new users, etc.), when and how often they will perform their duties, how they will perform their duties, how to escalate issues, etc. The agreement should be sufficiently detailed to withstand the problems of staff turnover. • Work with ITSD to investigate the nature of any connections between computers owned by SAEP and the City to ensure that they are appropriate and that adequate security controls have been implemented.	5	Accept	Richard Keith, Assistant Director	October 1, 2015
	Action plan: The FY 16 SAEP cafécollege contract will include a Service Level Agreement (SLA) between DHS, SAEP and ITSD, which outlines the responsibilities of each regarding technology purchase, replacement, maintenance, and data security. DHS, SAEP and ITSD have completed the investigation of all connections between computers owned by SAEP and the City and the results are incorporated into the SLA. The SLA will be completed by August 1, 2015 and the contract executed by October 1, 2015. Purchase of replacement computers and all necessary upgrades was initiated in February 2015 by DHS. Replacement includes public facing computers at cafécollege. Installation/setup to be completed by August 15, 2015. SAEP currently utilizes an Information Technology (IT) contractor to support and manage SAEP network and software applications. The replaced devices will not utilize a COSA domain or network.				

2

Appendix I – Management Response (cont.)

#	Description	Audit Report Page	Accept, Decline	Responsible Person's Name/Title	Completion Date
			Recommendation		
B	**Best Practices in Performance Measures** DHS should work with SAEP to define better measures for reporting outreach activities and performance.	9	Accept	Kimberly Bianco, Contract Administrator	October 1, 2015
	Action plan: DHS is coordinating with SAEP to develop a new balanced scorecard performance measure report for FY 2016 that includes more meaningful outcome measures and better demonstrates program results. The revised scorecard will be completed by October 1, 2015				

We are committed to addressing the recommendations in the audit report and the plan of actions presented above.

Sincerely,

Melody Woosley   _7/28/15_
Melody Woosley   Date
Director
Department of Human Services

Xavier D. Urrutia   _07/27/15_
Xavier D. Urrutia   Date
Acting Assistant City Manager
City Manager's Office

3