Management and Curriculum Audit for the Guam Public School System

FINAL REPORT

Evergreen Solutions, LLC

April 13, 2009

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Evergreen Solutions, LLC

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In September 2008, the Guam Public School System (GPSS) contracted with Evergreen Solutions, LLC to conduct a management and curriculum audit of the school system. **Exhibit 1** provides an overview of Evergreen's work plan for this study.

The overriding objective of this audit was to assist the Guam Public School System in continuing to succeed and improve in its primary mission—the education of all students. The Guam Public School System understands that, in order to succeed in this mission, in the face of continuing economic constraints impacting operations and management, the school system will have to be even more effective and efficient than ever before.

SCOPE OF THE AUDIT

The audit encompassed several elements, including the following which were stated by GPSS in its Request for Proposals (RFP):

The Guam Education Policy Board (GEPB) is seeking a known auditing firm that specializes in management and curriculum audit of schools and school districts to conduct an independent management and curriculum audit using nationally recognized auditing standards, inclusive of academic (curricular) programs and operational (support) services. The purpose of the school management and curriculum audit is to identify and assess deficiencies in GPSS's organizational structure; compliance with federal and local laws; compliance with board policies; physical and operational security; workflow designs and management; internal controls; staffing levels and competencies; management levels and competencies; management practices; training standards and practices; compliance and creation of policies and procedures; adequacy of facilities; physical plant management effectiveness and efficiency; technical and administrative infrastructure; redundancy of systems and procedures; productivity and quality standards; recruitment, certification, and training of teachers; and recruitment, training and staff development.

The primary areas of review include the following:

a.   Governance and control to include but not limited to;

>   *1. Organizational Structure*
>   *2. Compliance with Federal and Local Laws*
>   *3. Compliance and creation of policies and procedures*
>   *4. Management levels and competencies*
>   *5. Management practices*
>   *6. Staffing levels and competencies*
>   *7. Training standards and practices*

Exhibit 1
Work Plan for the Management and Curriculum Audit

Segment I:
Project Initiation

TASK 1:
Initiate Project

TASK 2:
Develop Preliminary Profile of the
Guam Public School System

Segment II:
Diagnostic Review

TASK 3:
Conduct Diagnostic
Review of Operations

TASK 4:
Conduct Surveys of Central Office
Administrators, Principals, and Teachers

Segment III:
Comprehensive Management and Curriculum Audit

TASK 5:
Audit District
Organization and
Management

TASK 6:
Conduct
Curriculum Audit

TASK 7:
Audit Human
Resources and
Personnel
Management

TASK 8:
Audit Facilities
Use and
Management

TASK 9:
Audit Financial
Management

TASK 10:
Audit Technology

TASK 11:
Audit Safety and
Security

Segment IV:
Project Reporting

TASK 12:
Prepare Draft and Final Reports

Source: Created by Evergreen Solutions, 2008.

8. *Workflow designs and management*
9. *Internal controls*
10. *Technical and administrative infrastructure*
11. *Redundancy of systems and procedures*

b. *Direction and learner expectation to include but not limited to;*

1. *Productivity and quality standards*
2. *Student learning outcomes*
3. *Measurable learning outcomes*

c. *Connectivity and consistency to include but not limited to;*

1. *Evaluation of programs*
2. *Alignment of programs*

d. *Assessment and Feedback*

1. *Use of data to drive decisions*
2. *Use of data to measure outcomes*

e. *Productivity and Efficiency to include but not limited to;*

1. *Recruitment, certification, and training of teachers*
2. *Recruitment, training and staff development*
3. *Review structure and job descriptions*

f. *Adequacy of facilities to include but not limited to;*

1. *Effectiveness and efficiency of physical and operational facilities*

METHODOLOGY

Evergreen's approach methodology for conducting this study included the following components:

- reviewing existing reports and data sources;

- conducting a diagnostic review and interviews with Board members, central office administrators, principals, association leaders, and community/business leaders;

- conducting employee surveys;

- visiting 13 schools in the school system;

- conducting the formal on-site view with a team of six consultants; and

- preparing the draft and final reports.

Review of Existing Records and Data Sources

Initially, Evergreen consultants collected existing reports and data sources that provided us with recent information related to the various administrative functions and operations we would review in the school system.

More than 100 documents were requested from the Guam Public School System. Examples of materials Evergreen requested include, but are not limited, to the following.

- Board policies and administrative procedures;
- organizational charts;
- program and compliance reports;
- technology plan;
- annual performance reports;
- independent financial audits;
- curriculum and instruction plans;
- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- employee handbook.

Data were analyzed from each of these sources and the information was used as a starting point for collecting additional data during our on-site visit.

Diagnostic Review

A diagnostic review of the Guam Public School System was conducted during the week of November 3, 2008. Evergreen consultants interviewed central office administrators, Board members, and community leaders concerning the management and operations of the Guam Public School System.

Employee Surveys

To secure the involvement of administrators and teachers in the management and curriculum audit, three online surveys were prepared and disseminated in November 2008—one for central office administrators, one for principals/assistant principals, and one for teachers. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of GPSS. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of administrators and teachers vary. The GPSS survey results were compared to administrators and teachers in Evergreen's survey database.

The survey results are provided in the appendices to the full report. Specific survey items pertinent to findings in the functional areas Evergreen reviewed are presented within each chapter.

On-Site Efficiency Review

A team of six consultants conducted the formal on-site audit of the Guam Public School System during the week of January 12, 2008. As part of Evergreen's on-site review, we examined the following systems and operations:

- Governance, Management and Communications
- Educational Services Delivery and Curriculum Review
- Human Resources and Personnel Management
- Financial Services
- Facilities/Safety and Security
- Technology Management

Prior to conducting the on-site review, each team member was provided with an extensive set of information about GPSS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. Thirteen (13) schools in GPSS were visited during the on-site visit.

MAJOR COMMENDATIONS AND RECOMMENDATIONS

In this section we include the major recommendations and commendations for each operational area.

Governance, Management and Communications

The organization and management of a school system involves cooperation between elected members of policy board, administrators, and staff of the school system. The board's role is to determine the policies by which a school system will be governed, approve the plans to implement those policies as set forth by the administration, provide the funding sources necessary to carry out the plans, and evaluate the results of the plans.

Once policies are adopted by the board, it is the responsibility of the Superintendent and staff to establish standard operating procedures to achieve the end results. That achievement involves the hiring and retention of employees as well as ongoing communication with the community to ensure an understanding of the school system's efforts to accomplish these results.

Primary recommendations in this chapter include the following:

- Reduce the number of standing committees of the Guam Education Policy Board.

- Increase training opportunities for Board members.

- Use team building sessions to create a level of trust and understanding among Board members, and create a policy to implement Guam Public Law 26-026:3.

- Adopt Protocols of Professional Conduct for the Guam Education Policy Board to ensure that Board members govern in a dignified and professional manner, treating everyone with civility and respect.

- Update all Board policies and enforce the Standard Operating Procedure on the Development, Review, and Approval of Board Policies.

- Assign a Superintendent's liaison for policy development.

- Modify the proposed organizational structure before sending the chart to the Board for approval.

- Create a performance-based evaluation system for all central office administrators.

- Significantly reduce the amount of time administrators spend in meetings and increase the amount of time at schools.

- Conduct a retreat of senior staff and Board members to review the goals and objectives of its 2008 District Action Plan, revise goals and objectives, if necessary, and prepare a implementation monitoring schedule which includes quantifiable evidence of the accomplishment of DAP goals and objectives.

- Eliminate 18.5 assistant principal positions.

- Delete the Public Information Officer (PIO) position, and contract with a Guam Public Relations firm to serve as Coordinator of Communications and Public Relations for the Guam Public School System.

- Develop a Communications and Public Relations Plan.

- Establish an Education Foundation for the Guam Public School System.

Educational Services Delivery and Curriculum Review

The educational service delivery of a school system depends on central office staff to serve as the support system, and provide leadership and coordination for the education that is provided in the schools. The effectiveness of instructional delivery depends on factors such as organization, staffing and procedures that have been created and monitored in order to assure consistency of instruction, and student assessment. The way in which those central office factors are designed can either support or prevent progress towards high achievement for students.

All parts of the central operations, decisions, planning, and implementation must be aligned and coordinated to support improved teaching and learning. The school system must also reach out to the community so that the education provided local students not only meets national standards, but local needs, and uses the resources of the community in partnership for the improvement effort.

Key recommendations in this chapter include:

- Align funding decisions to the core instructional goals of the Guam Public School System, and review relationships annually.

- Aggressively address each of the factors contributing to the lack of direction in the Curriculum and Instruction Division of the central office.

- Eliminate the excess positions identified at the elementary level, further examine inconsistencies, identify additional excess positions, and conduct a similar examination of secondary staffing to eliminate surplus positions.

- Eliminate excessive school aide positions.

- Re-examine the Chamoru teacher: class ratio in light of student numbers and school aides/student ratio to determine set ratios that will be maintained across the Guam Public School System.

- Develop clear, unequivocal guidelines for schools to follow regarding adding one-to-one positions, reduce those positions as re-evaluations occur, and re-examine special education aide staffing with respect to current numbers and salaries.

- Fill the four Program Coordinator positions that are not currently occupied at the central office and fill two of the vacancies in the Office of Research, Planning and Evaluation—one being the Administrator.

- Consolidate all psychologists and social workers within the Division of Student Support Services.

- Identify key instructional units and school representatives for consistent involvement in curriculum and program planning.

- Use the lessons learned from the Direct Instruction (DI) evaluation to build a support structure for other reform efforts and overall curricular and instructional improvement.

- Identify a minimum number of curricular and instructional priorities about which the GPSS leadership is adamant that the school system must achieve, and develop accountability procedures to ensure that all employees are focused on their attainment.

- Immediately finalize implementation of the Textbook Audit Report recommendations, and ensure that there is a single, sustained point of contact for accountability.

- Collaboratively develop and implement a districtwide research-based, pragmatic, and rigorous Instructional Plan.

- Establish a clear system of curricular monitoring and accountability to ensure that there is clear understanding of standards, why they are important, and an assurance that they are taught to all students.

- Develop a decision-making protocol that ensures that the requirements of all federal, state and local laws and policies as well as evaluation information are considered before major program decisions are made.

- Develop and coordinate cross-divisional curriculum design teams to create curricular materials that integrate science, social studies and health content standards into a cohesive grade-level elementary curriculum, and embed pedagogy theory and strategies relevant to special needs learners into these materials.

- Identify and replicate those successful processes, procedures, and practices where standards-driven curriculum is operationalized and student performance is improving in the Guam Public School System. Determine districtwide best practice strategies and pedagogies to be included in the districtwide instructional plan.

- Institutionalize central office and school leadership development as part of the school system's approach to professional development.

- Develop a comprehensive parent involvement plan for the entire school system.

Human Resources and Personnel Management

The Personnel Services Department's goal should be to move towards a fully functioning professional Human Resources Department. The department is currently understaffed and lacking certain critical skill sets. A number of positive initiatives have been put in place, but other changes need to be made.

Recommendations in this chapter are intended to refine existing GPSS processes and practices, and to provide guidance for the establishment of others. Major recommendations include:

- Eliminate the position of Acting Assistant Personnel Services Administrator and hire a highly qualified individual for Personnel Services Administrator to fill the existing vacant position. Change the title of this position to Chief Administrator for Personnel Services to reflect a more professional status for this leadership position.

- Reassign all staff funded for personnel services to the Personnel Services Department and revise, reassign or eliminate paper and workflow processes for improvement in operational efficiency and workforce utilization.

- Improve the customer service focus and efficiency of Personnel Services staff, and implement an annual survey of customer service satisfaction.

- Develop key performance indicators, monitor goal and objective key performance results on a monthly or quarterly basis, and provide an annual report of accomplishments for the Personnel Services Department.

- Develop a plan for consolidation of the personnel and payroll databases into an integrated personnel/payroll system, and use the preloading of personnel data and electronic transmission of data for personnel action forms (PAFs).

- Implement a phased-in personnel file scanning program for GPSS applications and personnel records, including a remote electronic back-up file. Until personnel files can be maintained electronically, implement a plan to keep personnel files locked in a secure file room accessible only to designated staff.

- Implement a recruitment and retention plan focused on increasing recruitment and retention of experienced teachers.

- Develop more "grow-your-own" teachers though enhanced programs with the University of Guam, and enhance the school system's employment of teachers through the use of more competitive and efficient application processing and employment processing practices.

- Review, revise, and create job descriptions that accurately reflect GPSS job duties and requirements with consistent and legally defensible content and format.

- Review and revise GPSS practices for application of overtime pay and compensatory time accumulation according to GPSS policy and FLSA requirements.

- Implement a plan to systematically and consistently provide performance assessments to all GPSS employees on an annual basis.

- Provide an employee handbook with explanation of and reference to relevant policy, procedures, and bargaining agreement information for employees.

- Provide enhanced training, and hold administrators and supervisors accountable for the proactive supervision of employees and management of workforce issues and concerns.

- Develop an employee discipline policy, provide mandatory supervisor training, and implement a comprehensive employee documentation and progressive discipline program designed to ensure appropriate employee performance and behavior, in compliance with negotiated agreements.

Financial Services

GPSS follows the same reporting framework as that used by the Government of Guam to facilitate the combination of GPSS financial statements within the Government of Guam's general fund. It is important to note that the Government of Guam's general fund is ultimately liable for the financial operations of the Guam Public School System.

In an effort to improve its financial management programs, practices and processes, district executives developed a Financial Management Improvement Plan (FMIP) in 2005 with support from the United States Department of the Interior/Office of Insular Affairs, and U.S. Department of Agriculture, Pacific Islands Training Initiative.   The five strategic goals established and prioritized in the FMIP development process are:

- GPSS will comply with the requirements of GAASB, OMG, and federal grantors standards to sustain timely and unqualified audit reports.

- The GPSS automated system will support all business functions for at least five years.

- GPSS will enhance its maintenance program and establish a preventive maintenance program for each facility to meet or exceed the requirements of Public Law 28-45 and to reduce overall maintenance costs.

- GPSS will properly train administrative staff and hold all staff accountable for performing their duties in the most efficient and effective manner.

- GPSS will ensure continuity of and uniformity in effective and efficient financial, personnel, and business operations.

Major financial services recommendations made by Evergreen consultants include:

- Link the GPSS strategic plan to the budget and district priorities in accordance with performance-based budgeting as required by PL 29-19.

- Design and prepare a user-friendly budget document.

- Establish and communicate comprehensive Board policies and standard operating procedures relevant to budgeting, and develop a budget development process using the guidelines identified by the Government Finance Officers Association (GFOA).

- Establish efforts toward creating competent and timely financial information critical for development of the budget.

- Provide each school and department with a timely budget that clearly communicates resource allocations.

- Develop and provide to the Superintendent and the Guam Education Policy Board sufficiently detailed monthly reports that clearly set forth the financial position of the school system.

- Improve the accountability system for procurement.

- Develop a GPSS Procurement Manual and implement a formal communication and training process for the manual upon its development.

- Develop a Board of Education policy with established fund balance expectations to be used as a guide in budget preparation.

- Develop and implement a Board investment policy.

- Implement the Fixed Asset Management Standard Operating Procedure.

- Perform an in-depth study of the GPSS School Food Service Program, and implement significant cost saving measures.

- Restructure the internal audit function to report directly to the Board and administratively to the Superintendent.

Facilities/Safety and Security

The manner in which a school system manages its facilities can have a significant effect on other school functions. Useful, well-maintained, up-to-date, and cheerful learning environments can help reinforce positive attitudes and performance by students, teachers, and administrators. For example, excellent indoor air quality and thermal comfort have been shown to improve concentration and learning. Facilities that are neither overcrowded nor underutilized create an educational community where team work, cooperation, and other positive attributes can be practiced and promoted.

Safety and security are strongly connected to properly managed facilities. Excellent, timely and appropriate preventive and reactive maintenance will enhance the safety aspects of all learning environments by removing poor indoor air quality, unsanitary and unsafe conditions, as well as potentially dangerous situations due to building and life safety code violations. Standard Operating Procedures (SOPs) for safety and security must also be firmly established and practiced in order to assure students, parents, faculty, administrators and visitors that school campuses and other school facilities are safe and secure for all users.

Most prominent among the facilities/safety and security recommendations are:

- Overhaul the maintenance operation at GPSS thoroughly, radically, and completely.

- Rebid custodial services as part of a total outsourced combination maintenance and custodial package for GPSS.

- Establish by law, as a permanent method of facilities improvement, a public-private partnership arrangement for the construction and maintenance of all future new schools, as well as for the renovations and expansions of existing school facilities.

- Prepare a new "Ten-Year Capital Facilities Plan 2010-19", update it annually, use it as the official planning guide, and measure progress against the plan.

- Close F. Q. Sanchez Elementary School and absorb students as well as some faculty members into Merizo Elementary School.

- Hire a private architecture and engineering firm to prepare plans for the full renovation and rehabilitation of the GPSS central office facility, then move swiftly forward with the building's upgrading.

- Staff the Safety Administrator's Office to permit the full implementation of the Standard Operating Procedure and related training programs.

- Close the GPSS Warehouse in Piti, and relocate any remaining functions to the GPSS central office or elsewhere.

Technology Management

GPSS faces some extensive technology challenges in the future. The Financial, Student, Administrative, Information System (FSAIS) possesses a highly dedicated, yet undertrained and unsupported staff. As illustrated in the survey and practice comparison, in almost every operational category, the resources and associated outcomes are below what would be expected in a 21st Century school system.

GPSS has recognized these shortcomings and completed a thorough planning process. The GPSS Technology Master Plan Committee has developed a highly detailed technology plan that provides strategic direction for both instructional and administrative technology. However, little if any of the necessary staff, tools, or resources are currently available.

Evergreen's major technology management recommendations are:

- Create a Director of Technology that reports directly to the Assistant Superintendent of Finance and Administrative Services.

- Create the Lead Technician and Education Technology Coordinator positions.

- Increase GPSS technical support capabilities by outsourcing computer support.

- Prepare a comprehensive disaster recovery plan.

- Create Technology Procedures Manual.

- Track performance data on work requests and other major operational processes to develop specific standards.

- Continue the Student Management System (SMS) procurement and implementation process.

- Begin the procurement process for a new business system (financial/budget/human resources).

- Develop procedures to assess technology usage and satisfaction.

- Develop rigorous technology expectations for GPSS teachers and staff.

- Develop a training expectation for FSAIS staff.

FISCAL IMPACT

Based on the analyses of data obtained from interviews, surveys, community input, GPSS documents, and first-hand observations in the Guam Public School System, the Evergreen Team developed 136 recommendations in this report.

Exhibit 2 shows the total costs and savings for all study recommendations that have fiscal impacts. As can be seen, the total gross savings is $175.8 million over five years with a net savings of $156.1 million.

The five-year costs and savings are shown in 2009 dollars. It is important to keep in mind that the identified savings and costs are incremental.

Exhibit 2
Summary of Annual Costs and Savings

Savings/Costs	Years					Total 5-Year (Costs) or Savings	One-Time (Costs)
	2009-10	**2010-11**	**2011-12**	**2012-13**	**2013-14**		
Total Savings	$34,988,537	$33,843,537	$33,739,527	$36,616,692	$36,616,692	$175,804,985	
Total Costs	($3,396,411)	($4,861,045)	($4,863,429)	($3,122,063)	($3,124,447)	($19,367,395)	($325,842)
Total Net Savings	$31,592,126	$28,982,492	$28,876,098	$33,494,629	$33,492,245	$156,437,590	
Total Five-Year Net Savings Minus One-Time (Costs)							$156,111,748

CHAPTER 1:
INTRODUCTION

1.0 INTRODUCTION

In September 2008, the Guam Public School System (GPSS) contracted with Evergreen Solutions, LLC to conduct a management and curriculum audit for the school system. **Exhibit 1-1** provides an overview of Evergreen's work plan for this study.

The overriding objective of this audit was to assist the Guam Public School System in continuing to succeed and improve in its primary mission—the education of all students. The Guam Public School System understands that, in order to succeed in this mission, in the face of continuing economic constraints impacting operations and management, the school system will have to be even more effective and efficient than ever before.

1.1   SCOPE OF THE AUDIT

The audit encompassed several elements, including the following which were stated by GPSS in its Request for Proposals (RFP):
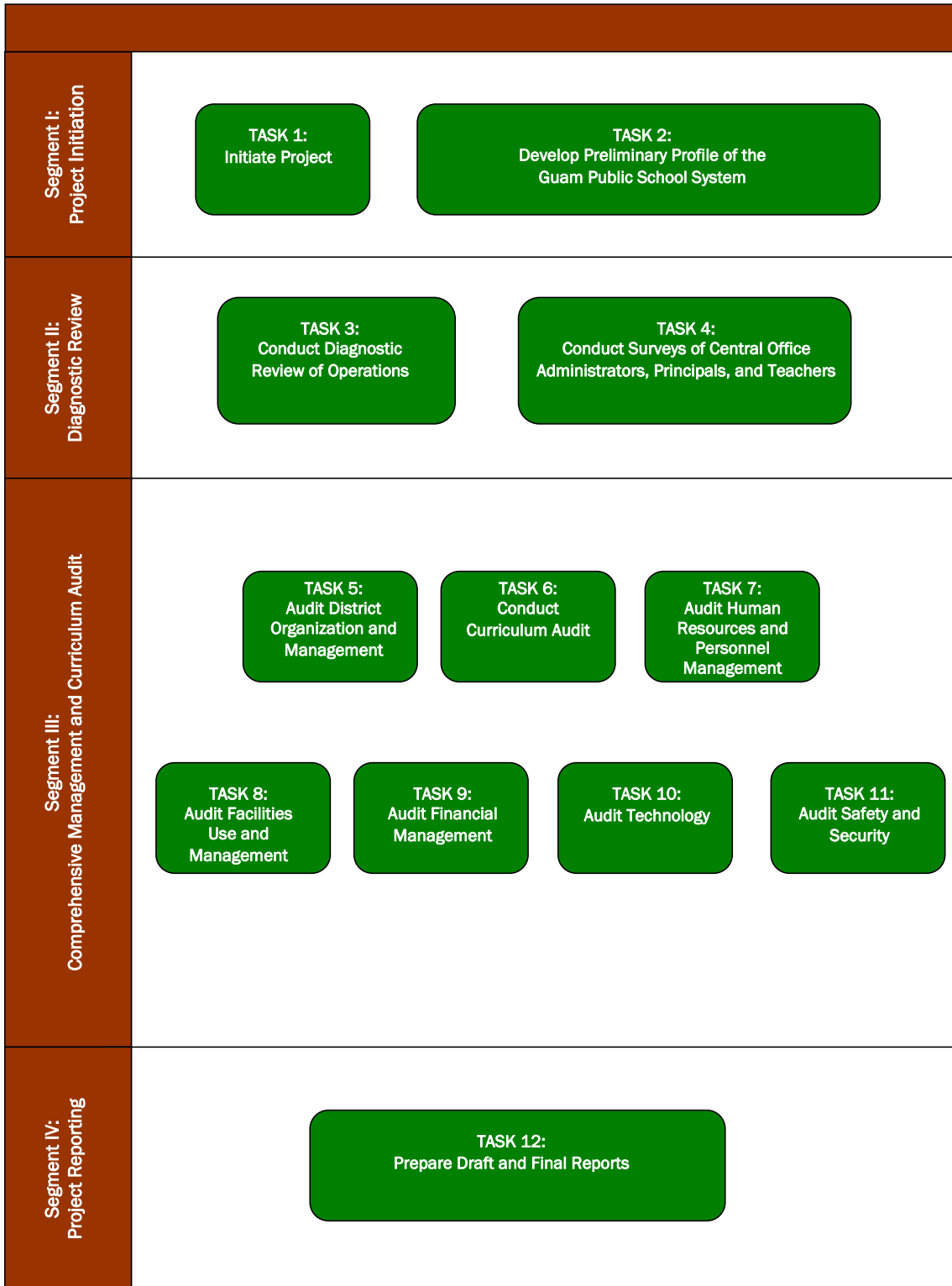
The Guam Education Policy Board (GEPB) is seeking a known auditing firm that specializes in management and curriculum audit of schools and school districts to conduct an independent management and curriculum audit using nationally recognized auditing standards, inclusive of academic (curricular) programs and operational (support) services. The purpose of the school management and curriculum audit is to identify and assess deficiencies in GPSS's organizational structure; compliance with federal and local laws; compliance with board policies; physical and operational security; workflow designs and management; internal controls; staffing levels and competencies; management levels and competencies; management practices; training standards and practices; compliance and creation of policies and procedures; adequacy of facilities; physical plant management effectiveness and efficiency; technical and administrative infrastructure; redundancy of systems and procedures; productivity and quality standards; recruitment, certification, and training of teachers; and recruitment, training and staff development.

The primary areas of review include the following:

a.   Governance and control to include but not limited to;

> *1. Organizational Structure*
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Exhibit 1-1
Work Plan for the Management and Curriculum Audit

Segment I: **Project Initiation**	**TASK 1:** Initiate Project **TASK 2:** Develop Preliminary Profile of the Guam Public School System
Segment II: **Diagnostic Review**	**TASK 3:** Conduct Diagnostic Review of Operations **TASK 4:** Conduct Surveys of Central Office Administrators, Principals, and Teachers
Segment III: **Comprehensive Management and Curriculum Audit**	**TASK 5:** Audit District Organization and Management **TASK 6:** Conduct Curriculum Audit **TASK 7:** Audit Human Resources and Personnel Management **TASK 8:** Audit Facilities Use and Management **TASK 9:** Audit Financial Management **TASK 10:** Audit Technology **TASK 11:** Audit Safety and Security
Segment IV: **Project Reporting**	**TASK 12:** Prepare Draft and Final Reports

Source: Created by Evergreen Solutions, 2008.

    8. *Workflow designs and management*
    9. *Internal controls*
    10. *Technical and administrative infrastructure*
    11. *Redundancy of systems and procedures*

  b. *Direction and learner expectation to include but not limited to;*

    1. *Productivity and quality standards*
    2. *Student learning outcomes*
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    1. *Use of data to drive decisions*
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  e. *Productivity and Efficiency to include but not limited to;*

    1. *Recruitment, certification, and training of teachers*
    2. *Recruitment, training and staff development*
    3. *Review structure and job descriptions*

  f. *Adequacy of facilities to include but not limited to;*

    1. *Effectiveness and efficiency of physical and operational facilities*

1.2   *METHODOLOGY*

Evergreen's approach methodology for conducting this study included the following components:

- reviewing existing reports and data sources;

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- conducting employee surveys;

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- Human Resources and Personnel Management
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Prior to conducting the on-site review, each team member was provided with an extensive set of information about GPSS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. Thirteen (13) schools in GPSS were visited during the on-site visit.

1.3   *OVERVIEW OF THE REPORT*

The final report for this study consists of the following eight chapters:

- Chapter 1.0:   Introduction
- Chapter 2.0:   Governance, Management, and Communications
- Chapter 3.0:   Educational Services Delivery and Curriculum Review
- Chapter 4.0:   Human Resources and Personnel Management
- Chapter 5.0:   Financial Services
- Chapter 6.0:   Facilities/Safety and Security
- Chapter 7.0:   Technology Management
- Chapter 8.0:   Fiscal Impact of Recommendations

Chapters 2 through 7 contain findings, commendations, and recommendations of each operational area, and provide the following sequence:

- a description of the operation in the Guam Public School System;

- a summary of our audit findings;

- a commendation or recommendation for each finding; and

- estimated costs or cost savings over a five-year period which are stated in 2008-09 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in Chapter 8.

CHAPTER 2:
GOVERNANCE, MANAGEMENT AND
COMMUNICATIONS

2.0 GOVERNANCE, MANAGEMENT AND COMMUNICATIONS

This chapter addresses the governance, management, and communications of the Guam Public School System in the following sections:

2.1   Guam Education Policy Board
2.2   Policies and Procedures
2.3   Central Office Management
2.4   School Management
2.5   Communications and Public Relations

The organization and management of a school system involves cooperation between elected members of policy board, administrators, and staff of the school system. The board's role is to determine the policies by which a school system will be governed, approve the plans to implement those policies as set forth by the administration, provide the funding sources necessary to carry out the plans, and evaluate the results of the plans.

Once policies are adopted by the board, it is the responsibility of the Superintendent and staff to establish administrative procedures to achieve the end results. That achievement involves the hiring and retention of employees as well as ongoing communication with the community to ensure an understanding of the district's efforts to accomplish these results.

The educational structure in Guam is unique in that the Guam Public School System is considered both a local education agency and state education agency (as is the case in Hawaii).

2.1   GUAM EDUCATION POLICY BOARD

Local school boards have traditionally governed public education in the United States with authority vested in them by the State. From the mid 1800s through the early 1900s, the number of school boards increased dramatically. The last major reform of school boards involved a shift to smaller elected school boards comprised of community members with a professional superintendent as the CEO. There are approximately 95,000 school board members on 15,000 local boards across the nation. Most boards have five to seven members. Eighty (80) percent of school districts across the country have fewer than 3,000 students.

In a widely cited 2000 report (entitled "Recommendations for 21st Century School Board/Superintendent Leadership, Governance and Teamwork for High School Achievement"), Goodman and Zimmerman found that school districts with quality governance had, among other things:

- a focus on student achievement and policy making;

- effective management without micromanagement;

- a trusting and collaborative relationship with the Superintendent;

- a yearly evaluation of the Superintendent, according to mutually agreed upon goals and procedures;

- governance retreats for evaluation and goal setting;

- long-term service of Board members and the Superintendent; and

- a budget that provides needed resources.

Note: Evergreen's on-site work primarily included an assessment of the activities of the 3rd Guam Education Policy Board and previous boards. The 4th Policy Board was not sworn in until mid-way through Evergreen's on-site visit.

FINDING

Guam Education Policy Board meetings are held on the second and fourth Wednesday of each month. The location of regular Board meetings rotate among school campuses. Board meetings began at 6:00 p.m.

Members of the public can address the Guam Education Policy Board at each regular meeting. School boards throughout the country have found that by holding Board meetings at school campuses, campuses can be showcased. In addition, Board members have an opportunity to gain more knowledge of school-based operations and accomplishments. Such a practice promotes a positive relationship between the Board and campus personnel.   Also, this practice provides access to teachers, parents, and community members who reside near the campus and can attend Board meetings more conveniently. Given the geography of the the Guam Public School System, reaching out to the community in a variety of ways is critical.

COMMENDATION

The Guam Education Policy Board is commended for holding Board meetings in various schools throughout Guam as a means to encourage public participation.

FINDING

The fourth Guam Education Policy Board is shown in **Exhibit 2-1.** As can be seen, the Policy Board has several ex-officio members representing various constituencies such as:

- unions
- students
- parents
- businesses
- local government

COMMENDATION

The Guam Legislature and Guam Education Policy Board are commended for adding representatives from several stakeholders groups to the Guam Education Policy Board as ex-officio members.

Exhibit 2-1
4th Guam Education Policy Board Members
2009-2011

Board Members	District	Board Position	On Previous Board #	Term Expires	Occupation
Ronald Ayuyu	Kattan	Vice Chairman	2	2011	Librarian Technician
Evangeline M. Cepeda	Lagu	Member	3	2011	Federal Compliance Officer
Jose Q. Cruz, Ed. D.	Luchan	Member	2, 3	2013	Retired Professor
Maria A. Gutierrez	Lagu	Member	3	2011	Sales Specialist
Anita A. Manibusan	Haya	Member	3	2011	Retired Retail Manager
Lee Meadows	Luchan	Member	No	2011	Physician
Joe S. San Agustin	Lagu	Chairman	3	2013	Special Agent Department of Revenue and Tax/Former Teacher
Salvatore Giovanni Sgambelluri	Kattan	Member	No	2011	Assistant Professor, GCC
Rosie R. Tainatongo	Haya	Member	3	2013	Retired GPSS Superintendent

Ex Officio Members	Title
Corazon Mucho	GFT Representative
Lorraine Okada	Business Sector Representative
Anthony Quenga	Student Representative
Roland M. Selvidge	Parent Representative
Jesy C. Gogue	Mayors' Council Representative

Source: GPSS Board Office, 2009.

FINDING

The Guam Education Policy Board was created through Public Law 26-26 on July 5, 2001. The law specifies that:

- nine members of the Board shall be elected through districtwide elections (in 2008, this law was modified to allow for staggered terms of members of two and four years);

- the duties of the Board consist of 14 responsibilities as specified in law and displayed in **Exhibit 2-2**; and

- each Policy Board should be in operation for two years. The fourth policy board is currently operational (2009-11). The years for previous policy boards were:

  - 1st   2003-2005
  - 2nd   2005-2007
  - 3rd   2007-2009

The recent change in law providing for staggered terms provides for greater longevity of Board members and consistency in Board operations in that all Board members are not elected on the same date.

Exhibit 2-2
Duties and Responsibilities of Guam Education Policy Board

a) The duties and responsibilities of the Guam Education Policy Board shall include, unless prohibited by subsection (b) hereof, the following:

    (1) establish curriculum goals and policy;

    (2) establish student performance standards and a mechanism for standardized assessment of each student based upon the adopted standards;

    (3) establish policy for interscholastic sports;

    (4) establish and approve a textbook list;

    (5) establish student discipline policy;

    (6) establish a school calendar;

    (7) establish graduation standards;

    (8) periodically review established policies for refinement and improvement;

    (9) serve as Guam's State Education Policy/Governing Board for federal programs where such a board is required by federal law;

    (10) make recommendations to *1Maga'lahen Guåhan* and *I Liheslaturan Guåhan* for changes, additions or deletions to public law;

    (11) approve or revoke a school's decentralization status for purposes of school-based management;

    (12) act as the approving authority of behalf of the GPSS for collective bargaining agreements;

    (13) establish rates and fees necessary for programs, including, but not limited to, the school lunch program; and

    (14) perform other duties and responsibilities as required by public law to provide an adequate public educational system.

Source: Public Law 26-26

COMMENDATION

The Guam Legislature is commended for creating staggered terms for members of the Guam Education Policy Board.

FINDING

The number of standing committees of the Guam Education Policy Board is excessive. Most school boards have four or fewer standing committees. The 4th Guam Policy Board has 14 Standing Committees as shown in **Exhibit 2-3.**

The literature on standing committees of a school board is clear. In a recent article in the *American School Board Journal*, Eadie (2006) states that standing committees of school boards can be "powerful governance engines" for a school board for several reasons, including the following three benefits of effective board committees:

- Committees are a way to allow Board members to focus in-depth on topics important to the school district. By dividing the labor, so to speak, Board members who serve on committees cover more ground than they could possibly cover in a regularly scheduled Board meeting.

Exhibit 2-3
4th Guam Education Policy Board
Standing Committees

	Standing Committees	Committee Chairs	Members	Ex-Officio Members
1	Curriculum, Special Education, and Textbooks	Rosie Tainatongo r_tainatongo@yahoo.com	Evangeline Cepeda Dr. Lee Meadows	Corazon Mucho, Teacher Representative Jessy C. Gogue Mayor's Council Representative
2	Vocational Education			
3	School Calendar			
4	Federal Programs and School Reform	Evangeline Cepeda ecepeda@ghura.org	Joe San Agustin Anita Manibusan	Lorraine Okada, Business Sector Representative
5	Telecommunications and Technology			
6	Personnel, Equal Opportunity, and Collective Bargaining	Maria Gutierrez gutierrez_maria_a@yahoo.com	Ronald Ayuyu Salvatore Sgambelluri Rosie Tainatongo	Lorraine Okada, Business Sector Representative Jessy C. Gogue Mayor's Council Representative
7	Establishment of Criteria and Selection of Non-Classified Positions			
8	Arbitration			
9	Finance and Administrative Services	Salvatore 'Bunny' Sgambelluri, Chair bunnyman46@yahoo.com Joe San Agustin, Co-Chair jssa3gebp@yahoo.com	Ronald Ayuyu Rosie Tainatongo	Anthony Quenga, Student Representative Jessy C. Gogue Mayor's Council Representative
10	Facilities and Maintenance			
11	Student Affairs	Anita Manibusan aamanibusan@gmail.com	Dr. Jose Cruz Dr. Lee Meadows	Anthony Quenga, Student Representative Roland Selvidge, Parent Representative Jesse C. Gogue Mayor's Council Representative
12	Public Information and Governmental Affairs	Ronald Ayuyu, Chair ronaldayuyu@yahoo.com Dr. Jose Cruz, Co-Chair jqmalesso@guam.net	Maria Gutierrez Salvatore Sgambelluri	Lorraine Okada, Business Sector Representative Corazon Mucho, Teacher Representative Roland Selvidge, Parent Representative
13	Board Organizations and Standing Rules			
14	Policy, Board Goals and Objectives			

Source: GPSS Board Office, 2009.
Board Policy 115, *Committees*, was revised and adopted on 08/09/07
The listing of GEPB Standing Committee Chairs and Members was adopted unanimously by the Board on 01/28/09.

- Committees allow Board members to develop expertise in certain areas. This natural outgrowth of committee work builds feelings of ownership among the board members on the committee. Eadie (2006) points out that it is lack of understanding that often alienates Board members, while in-depth knowledge allows them to feel part of the team.

- Finally, Committees are an important vehicle for ensuring that action items and informational reports presented to the Board are rationale and defensible.

Yet, in the Policy Governance Model proposed by the John and Miriam Carver (2001), boards should use committees only to help them do their job. In other words, committees do not reflect organizational structure, but rather Board governance needs. The Carvers argue that committees formed around organizational structures interfere in the CEO's sphere of accountability and "damage the board's ability to hold the CEO accountable". In this model, the board members' primary relationships should be outside the organization, not inside the organization.

FINDING

In a recent national survey it was found that approximately 80 percent of school boards have standing committees, with the remaining 20 percent having no committees. Of the school boards that have committees, most have a:

- finance/budget committee;
- legislation/policy committee;
- audit committee; and
- curriculum committee.

Exhibit 2-4 illustrates that the Guam Education Policy Board has more committees than any other school district shown. In fact, the Guam Policy Board has significantly more committees than the school boards in hundreds of school districts where Evergreen has completed studies.

RECOMMENDATION

Recommendation 2-1:

Reduce the number of standing committees of the Guam Education Policy Board.

The Guam Education Policy Board should consider four committees: an executive committee, a planning and policy development committee, a performance monitoring committee, and a public relations committee.

Having Board committees that cover issues that cross the district will allow the Board to focus in-depth on policy (rather than management) matters that cut across several operations. A Planning and Policy Committee would be future-oriented, focusing not only on the adoption of a budget and policy development, but also on strategic planning. The Performance Monitoring Committee would monitor educational, administrative, and financial reports.

Exhibit 2-4
Board Committee Structures in Selected School Districts
2006-07 School Year

School District	Number of Board Committees	Names of Board Standing Committees
New York City	0	None
Los Angeles Unified	7	1) Audit, Business & Technology 2) Facilities 3) Human Resources 4) C & I & Educational Equity 5) School Safety 6) Legislative 7) Budget and Finance
Chicago	6	1) Executive 2) Budget 3) Operation Support 4) Compliance 5) Facilities 6) Educational Support
Miami-Dade	4	1) Instructional Excellence 2) School Support Accountability 3) Innovation, Efficiency and Government Relations 4) Facilities and Construction Reform
Clark County	0	Have ad hoc committees
Houston	1	Audit Committee
Fairfax	3	Audit, Governance, Linkage
San Diego	1	Audit Committee

Source: Created by Evergreen Solutions from School District Web sites and Phone Conservations, 2007.

An alternate committee structure for four committees would be finance/budget, legislation/ policy, audit, and curriculum. As previously stated, this alternative structure is the one most frequently used by school boards.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

A review of the 2008 Monthly Calendars for the Guam Education Policy Board found that the Board had about 15 or 16 meetings per month, including regular board meetings and committee meetings. Often committee meetings, which last between two and three hours, focus on management issues within the organizational structure.

As shown in **Exhibit 2-3**, three or four Board members served on each of the committees with each committee meeting once a month. Most Board members serve on more than one committee, with one Board member serving on five committees. Each committee is chaired by a Board member. These committee responsibilities are in addition to their Board meeting responsibilities.

Board members have up to three additional meetings a month devoted to committee work, in addition to their regular and special Board meetings.   With Board meetings that last up to four hours two times a month, plus committee meetings that last up to three hours, it is possible that a given Board member could spend 15-20 hours a month in board-related meetings.

RECOMMENDATION

Recommendation 2-2:

Have Board members serve on only one committee, which the exception of the Chairman and Vice Chairman, who should serve on the Executive Committee.

Serving on only one committee that focuses on cross-cutting governance issues will allow Board members to use their time differently. Rather than spending so much time on organizational issues, the one meeting a month that they do attend would be more pertinent to the Board's role as a governing body. Rotating members regularly will also help to expose Board members to the full range of governance work.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Public Law 26-26 requires that training be provided to new Board members by the University of Guam. Specifically, the law states:

The University of Guam shall adopt and implement a professional training development program for members of the Board. The Guam Public School System (GPSS) shall pay the cost of the professional training and development program from the appropriations made to the Guam Public School System Operations Fund. This professional training and development program shall be mandatory for Board members to complete within thirty (30) days of taking office for the purpose of improving, expanding and refining their individual and collectively policy making skills. Some specific areas that will be covered by such professional training and development program shall include but not be limited to:

a) Board Operations;

b) Board Skills and Services;

c) Review of the Guam Code Annotated and other laws pertaining to GPSS;

d) Roberts Rules of Order;

e) Guam Public School System/government of Guam budgeting procedures and guidelines; and

f) Difference(s) between policy making and micromanagement of the affairs of GPSS.

The University of Guam has complied with this law to some exhibit. For the 3rd Education Policy Board, Board trainings were held on July 24, 2007 and in August 2007. But this was well after the 30-day requirement stipulated in 26-26.

Ethics in Government training is planned for February 18, 2009 for the new members of the 4th Guam Education Policy Board.

Other workshops have been held, but the Guam Education Policy Board did not participate. For example, in October 2008, board membership training was hosted by the Pacific Postsecondary Education Council. The workshop was conducted in Saipan by two knowledgeable experts on educational boards which govern schools, community colleges, and universities. The workshop covered accreditation; board duties and responsibilities; chief executive duties; educational policies and laws; ethics, accountability, transparency and liability; Board-CEO relationships; Board self-evaluation; and current issues in U.S. Law.

RECOMMENDATION

Recommendation 2-3:

Increase training opportunities for Board members.

While the University of Guam training (which is mandatory for new Board members) is beneficial, it is not sufficient.

The Guam Education Policy Board should take advantage of additional training opportunities. Because of the expense involved, a expert facilitator might come to Guam as opposed to sending members off island. Also, retreats with the Superintendent and senior staff should also be considered.

FISCAL IMPACT

The cost for training is estimated at $1,000 per year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Training for Board Members	($1,000)	($1,000)	($1,000)	($1,000)	($1,000)

FINDING

Guam Public Law 26-26 clearly specifies the parameters of the Board's involvement of the Board in administrative matters by stating the following:

    (b) The Board shall not collectively or individually;

        (1)   exert influence in the hiring, transfer, discipline or termination of any employee of the GPSS, unless expressly authorized by public law;

        (2)   interfere in or micro-manage the affairs of the GPSS or schools within the GPSS;

(3)   *involve itself with student discipline cases, unless expressly authorized by public law, and only to the extent authorized by public law;*

(4)   *involve itself in operational matters related to the administrative of federal funds and federal grants.*

However, this law has not been incorporated into Board policy. No Board policy has been developed to enforce the implementation of law by Board members, either individually or collectively. Yet such a policy is clearly needed.

During the time of the audit, interviews with Board members and administrators indicated that trust among Board members and between the Board and administration is lacking. Some Board members frequently question administrative decisions and tend to micromanage.

According to interviewees, the Guam Education Policy Board has, for years, micromanaged its superintendents. Although some micromanagement may have been necessary over the past year, because of multiple changes in superintendents, the pattern extends well beyond the current year. Repeated examples were provided to Evergreen consultants on micromanagement activities.

As part of this study, Evergreen Solutions surveyed GPSS administrators, teachers, parents, and students. Survey results for GPSS administrators and teachers were compared to Evergreen's administrator and teacher survey database where the same survey items were asked in other schools districts throughout the country.

The Evergreen employee survey results regarding Board operations are poor. When GPSS teachers were asked if Board members know and understand the operations of the school district, 55 percent either *disagree* or *strongly disagree;* Evergreen's benchmark survey database shows only 25 percent in disagreement. Similarly when teachers were asked if Board members know and understand the educational needs of students in the school district, 57 percent of the GPSS teachers *disagree* or *strongly disagree;* Evergreen's benchmark survey database shows 33 percent in disagreement. The results for central office administrators are even more pronounced; 72 percent and 47 percent of administrators either *strongly disagree* or *disagree*, as compared to 24 percent and 23 percent in the comparison group. **Exhibit 2-5** shows these comparisons.

RECOMMENDATION

Recommendation 2-4:

Use team building session(s) to create a level of trust and understanding among Board members, and create a policy to implement Guam Public Law 26-26.

Other school districts have used team building sessions and retreats to improve communications and to build a more positive and harmonious working relationship among Board members and with district administration. To be effective, all Board members must make the commitment to participate in these sessions and work towards the common goal of educating GPSS students.

The Board is responsible for hiring the Superintendent. The Superintendent and not the Board is responsible for all other employees.

Exhibit 2-5
Central Administrator, School Administrator, and
Teacher Survey Results on Board Member Knowledge
in the Guam Public School System and School Districts in Evergreen's Survey Database

Survey Questions	Guam Public School System Teachers		Teachers in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
School board members know and understand the operations of the school district.	24.6%	54.5%	58.5%	25.3%
School board members know and understand the educational needs of students in the school district.	24.6%	57.3%	52.3%	33.3%
Survey Questions	Guam Public School System Central Administrators		Central Administrators in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
School board members know and understand the operations of the school district.	22.2%	72.3%	71.8%	23.8%
School board members know and understand the educational needs of students in the school district.	29.4%	47.1%	73.8%	23.2%
Survey Questions	Guam Public School System School Administrators		School Administrators in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
School board members know and understand the operations of the school district.	23.8%	54.0%	62.3%	30.5%
School board members know and understand the educational needs of students in the school district.	35.5%	45.2%	52.6%	36.1%

Source: Evergreen Solutions Survey Results, 2008.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Guam Education Policy Board has adopted no protocols of professional conduct or code of ethics. The primary reasons for such protocols is to set a standard for the way a school board will undertake its work and to acknowledge the differentiation of duties between the board and district administration. In addition, the policy should promote a practice of civility during its meetings. GPSS principals and other administrators shared that they are frequently criticized and belittled by Board members during both regular Board meetings and committee meetings.

The previous recommendation cited lack of trust among Board members and the Board's ongoing involvement in administrative matters. It is critical that the new Superintendent be

given the opportunity to perform as chief executive officer without Board interference. With this in mind, protocols of professional conduct should prove useful to the Guam Education Policy Board.

Climate is an outward sign of an organization's culture. Climate and culture are viewed as critical aspects of improving school performance. Indeed, researchers who have studied climate and culture view them as keys to the success of urban school districts. The climate and culture in a school district are set at the top.

In *Key Works of School Boards*, climate is noted to be one of the essential areas where Boards need to focus. **Exhibit 2-6** summarizes important actions that boards and superintendents should take to create a positive learning environment or climate.

Exhibit 2-6
The Leadership Team's Role and Responsibilities in Climate

The School Board	The Superintendent
1. Fosters a culture that supports the belief that all children can learn at higher levels…	1. Develops a plan for recruiting, retaining, and evaluating qualified staff
2. Provides orientation for board candidates and for new board members on expectations for student achievement	2. Works with Board to develop an orientation model for Board candidates and new members
3. Approves and monitors programs designed to meet the special instructional needs of students who are not meeting achievement goals or standards.	3. Recommends programs based on data and best practices; institutes a process for evaluating programs and providing updates to the Board.
4. Provides adequate resources through the budgeting process and monitors the budget regularly.	4. Reports monthly on implementation of budget and how resources are allocated.
5. Recognizes and rewards staff and students for high academic achievement and high levels of improvement.	5. Develops and recommends to the Board a plan for regular recognition of students and staff.
6. Conducts all board meetings with curriculum and instruction as a clear focus and student achievement as a clear goal.	6. Works with Board chair to develop an agenda focused on curriculum and instruction; coordinates staff presentations
7. Models respect, professional behavior, and a commitment to continuous learning…	7. Models respect, professional behavior, and a commitment to continuous learning….
8. Serves as advocates for excellence in education…	8. Serves as an advocate…works with Board to provide needed information.
9. Ensures periodic assessment of school climate throughout the district, including attendance data, discipline data, client surveys, staff turnover, and student enrollment trends.	9. Identifies and implements surveys or other means of assessing climate; reports results periodically to Board.
10. Ensures a safe and orderly learning environment in all schools.	10. Works with the Board to develop appropriate policies/ reports periodically to Board on issues related to school safety; ensures staff training.
11. Builds public support for higher student achievement and increases public trust in the district…	11. Works in open, positive manner with the board, staff and community; implements a district communication plan that ensures accurate information…

Source: Key Work of School Boards, 2007.

One notable way that climate is set is through model relationships among the school board, the superintendent, and the staff. The leadership team is expected to "model respect, professional behavior, and a commitment to continuous learning with board members, with the staff, with parents and students and with the community."

In a recent *American School Board Journal* report, Sackney, who studies school climate, suggests that school board members who want to improve school climate should look in the mirror.

> *It starts with the boards themselves and works its way through the system. If the staff doesn't have respect for the school board, it really demoralizes and drags everyone down. The board has to set the climate…and that sets the tone for the rest of the system.*

The California School Boards Association states:

> *A climate of trust throughout the district is essential to the board's ability to govern effectively and to build staff and community support for district programs and public education.*

In GPSS, this negative climate was reflected during Board meetings and during interviews. Staff members were observed on the hot seat when presenting to the Board, with little support coming from the Superintendent or individual Board members. Several staff members repeatedly stated that they feel a total lack of respect, believing that the Board operates from the assumption that "staff is incompetent."

Exhibit 2-7 shows an example Code of Ethics which has been adopted by the Board of Education for Clinton (Oklahoma) Public Schools. **Exhibit 2-8** provides some additional protocols that the Guam Education Policy Board may want to consider adopting.

RECOMMENDATION

Recommendation 2-5:

Adopt Protocols of Professional Conduct for the Guam Education Policy Board to ensure that Board members govern in a dignified and professional manner, treating everyone with civility and respect.

The Guam Education Policy Board must act in a professional manner and maintain appropriate and respectful relations with its Superintendent and her staff. The Superintendent was hired by the Board of Education to be the chief administrative officer of the school district. As part of a team building session or retreat, the Board should prepare Protocols of Professional Conduct such as the Code of Ethics used by Clinton Public Schools. Each Board member should read and sign this policy as a sign of commitment to its effective implementation.

Exhibit 2-7
Clinton Board of Education
Code of Ethics for Board Members

The Clinton Board of Education will be guided by the following Code of Ethics:

As a member of the board of education I will:

1. Remember always that my first and greatest concern must be the educational welfare of all students attending school in our district, and ensuring that they have the opportunity to reach their highest potential;

2. Strive to improve boardsmanship by studying educational issues and participating in board training opportunities;

3. Respect and obey the laws of Oklahoma and the United States, working to bring about desired changes through policies adopted by the board of education and through legal and ethical procedures;

4. Formulate legislative goals, policies, and strategic plans for the district, delegating to administrators the administrative functions of the school(s);

5. Recognize that I, as an individual board member, have no legal authority outside the meeting of the board and will take no private action that will compromise the board or administration;

6. Refrain from local board actions locally that would substantially interfere with or injure the program of education elsewhere;

7. Make every effort to be prepared, punctual, and in attendance at every board meeting;

8. Respect the confidentiality of privileged information and refrain from disclosing information that may be injurious to individuals or the school(s);

9. Encourage the free expression of opinion by all board members and staff, seeking systematic communications between board members and the public inside and outside the school district;

10. Be committed to promoting a cooperative atmosphere in order for the board to effectively serve the students;

11. Recognize and reward excellence in student achievement, teacher performance, and administrative leadership;

12. Refrain from using my board position for personal or partisan gain.

Signed _____

Source: Clinton Public Schools, May 2008.

Exhibit 2-8
Additional Protocols of Professional Conduct

A School Board member should maintain desirable relations with the Superintendent of Schools and staff by:

- Giving the Superintendent full administrative authority for properly discharging his professional duties, and also by holding him responsible for acceptable results.

- Acting only upon the recommendation of the Superintendent in matters of employment or dismissal of school personnel.

- Having the Superintendent present at all meetings of the Board except when his contract and salary are under consideration.

- Referring all complaints to the proper administrative office and by discussing them only at a regular meeting after failure of administration solutions.

- Striving to provide adequate safeguards around the Superintendent and other staff members to the end that they can live happily and comfortably in the community and discharge their educational functions on a thoroughly professional basis.

- Presenting personal criticisms of any employee directly to the Superintendent.

Source: Created by Evergreen Solutions, 2008.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Board Office is staffed by two full-time employees: an administrative officer and an administrative secretary.

The administrator officer's position is located in the Superintendent's budget, while the administrative secretary is on loan from the Personnel Services Office.

RECOMMENDATION

Recommendation 2-6:

Establish a separate cost center for the Board Office.

The Board Office should have a separate cost center for its two employees as well as for travel and other expenses incurred by the Policy Board members as they are conducting Board business. These expenditures should not be combined with those for the Superintendent's Office.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

While recent Board meeting minutes have been prepared in a timely manner, there was a period of about two months in 2008 when there are no Board minutes available for any Board meetings. This period was when the Board's Administrative Officer was out for an extended period of time.

Staff needs to be cross-trained so when an individual is on leave, important functions, such as the development of Board meeting minutes, do not go unattended.

RECOMMENDATION

Recommendation 2-7:

Ensure that minutes are taken, reviewed and approved by the Board for every meeting.

Cross-training is essential for the Board meeting minutes. The Board cannot solely rely on one person for this process. As required in Board policy, the Board must ensure that all 2008 minutes are prepared, reviewed, and approved.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.2 *POLICIES AND PROCEDURES*

All states require school boards to develop policies to ensure the efficient operation of school districts. Commonly, policies are drafted by staff and adopted by the school board at a public meeting.

Educational organizations have emphasized the important role of a school board in formulating policies. For example, the California Department of Education's, *District Organization Handbook* (Chapter 8, page 121) states that "an important task of governing the school district is to establish a sound philosophy and set of goals that the board and district administrators can use to develop administrative, educational, and business-related policies and practices."

Policies reflect the rules that govern the implementation of district operations. Administrative procedures or regulations, on the other hand, relate to the implementation of policies. As new processes change over time, so should board policies and procedures. Policies and procedures must be continually reviewed for currency, accuracy, and appropriateness.

There is a definite distinction between governing the district and administering its daily activities. While school boards are ultimately responsible for major decisions concerning the district, they employ a professional staff of administrators (led by the school superintendent) to manage day-to-day functions.

The National School Boards Association's (NSBA) definition includes the following statement:

> *Like Congress, state legislatures, and city or county councils, school boards establish the direction and structure of their school districts by adopting policies through the authority granted by state legislatures. Policies are the means by which educators are accountable to the public.*

NSBA provides the following distinction between board of education policies and administrative procedures/regulations.

> ***Policies*** *are principles adopted by the board to chart a course of action. They tell what is and may include why and how much. They are broad enough to indicate a line of action to be taken by the administration in meeting a number of day-to-day problems; they need to be narrow enough to give the administration clear guidance.*

> ***Regulations*** *(or administrative procedures) are the detailed directions developed by the administration to put the board's policy into practice. They tell how, by whom, where, and when things are to be done. Often the state and federal governments require school boards to make detailed rules. Included in this category would be federally funded programs, such as Title I.*

Exhibit 2-9 presents the policy classification system used by the National School Boards Association.

Exhibit 2-9
National School Boards Association
Classification for Organizing School Board Policies

SECTION A: FOUNDATIONS AND BASIC COMMITMENTS

Section A of the NEPN/NSBA classification system contains policies, regulations, and exhibits on the district's legal role in providing public education and the basic principles underlying school board governance. These policies provide a setting for all of the school board's other policies and regulations.

SECTION B: SCHOOL BOARD GOVERNANCE AND OPERATIONS

Section B of the NEPN/NSBA classification system contains policies, regulations, and exhibits on the school board – how it is appointed or elected; how it is organized; how it conducts meetings, and how the board operates. This section includes bylaws and policies establishing the board's internal operating procedures.

SECTION C: GENERAL SCHOOL ADMINISTRATION

Section C of the NEPN/NSBA classification system contains policies, regulations, and exhibits on school management, administrative organization, and school building and department administration – including the administrative aspect of special programs and system wide reforms such as school- or site-based management. It also houses personnel policies on the superintendent, senior administrators (management team), and school principals. All phases of policy implementation – procedures or regulations – are properly located in this section.

SECTION D: FISCAL MANAGEMENT

Section D of the NEPN/NSBA classification system contains policies, regulations, and exhibits on school finances and the management of funds. Policies on the financing of school construction and renovation, however, are filed in Section F, Facilities Development.

SECTION E: SUPPORT SERVICES

Section E of the NEPN/NSBA classification system contains policies, regulations, and exhibits on non-instructional services and programs, particularly those on business management such as safety, building and grounds management, office services, transportation, and food services.

SECTION F: FACILITIES PLANNING AND DEVELOPMENT

Section F of the NEPN/NSBA classification system contains policies, regulations, and exhibits on facility planning, financing, construction, and renovation. It also includes the topics of temporary facilities and school closings.

SECTION G: PERSONNEL

Section G of the NEPN/NSBA classification system contains policies, regulations, and exhibits on all school employees except for the superintendent (policies on the school chief are located in Section C, General Administration). The category is divided into three main divisions: GB has policies applying to all school employees or to general personnel matters; GC refers to instructional and administrative staff; and GD refers to support or classified staff.

SECTION H: NEGOTIATIONS

Section H of the NEPN/NSBA classification system contains policies, regulations, and exhibits on the process of negotiating with bargaining units recognized by the school board and authorized under state law.

SECTION I: INSTRUCTION

Section I of the NEPN/NSBA classification system contains policies, regulations, and exhibits on the instructional program: basic curricular subjects; special programs, instructional resources, and academic achievement.

Exhibit 2-9 (Continued)
National School Boards Association
Classification for Organizing School Board Policies

SECTION J: STUDENTS

Section J of the NEPN/NSBA classification system contains policies, regulations, and exhibits on students – admissions, attendance, rights and responsibilities, conduct, discipline, health and welfare, and school-related activities.

SECTION K: SCHOOL, COMMUNITY, AND HOME RELATIONS

Section K of the NEPN/NSBA classification system contains policies, regulations, and exhibits on parent and community involvement in schools. Except for policies concerning education agencies, statements on public sector relations with the school district also are located in this section.

SECTION L: EDUCATION AND AGENCY RELATIONS

Section L of the EPS/NSBA classification system contains policies, regulations, and exhibits on the school district's relationship with other education agencies – including other school systems, regional or service districts, private schools, colleges and universities, education research organizations, and state and national education agencies.

Source: National School Boards Association, 2007.

NSBA states that there is no substitute for written policies because policies promote stability and:

- maintain continuity and consistency;
- lend legitimacy to board actions;
- provide guidance for the superintendent;
- allow the board and administration to operate in a more efficient manner; and
- provide the basis for a legal record.

The NSBA Web site also suggests that operating procedures may be included in the same manual (whether in hard copy format or online) with the board policies or in a separate, but cross-referenced document. Staff and student handbooks, special guides, and many forms that transmit information between the school system, and its employees, students, and the community, are also considered regulations or operating procedures.

FINDING

Both the online version of the Board's Policy Manual and the hard copy version available in the Board Office are very out of date. Yet, the Board has an active Policy Committee.

Many policies were last updated in the late 1970s and not revised since that time. For example, the Board Policy Development and Review (Policy 120) and Policy Adoption (Policy 120.1) as shown in **Exhibits 2-10** and **2-11** are well written, but have not been revised since 1979.

Exhibit 2-10
Board Policy Development & Review
Policy 120

Descriptor Term:	Descriptor Code: 120	Issued Date: 08/07/79
BOARD POLICY DEVELOPMENT & REVIEW	Rescind: BD	Issued: 03/29/78

Board Policy

A cooperatively developed school board policy handbook is fundamental to a good Board-staff relationship. It is the Board's intention that the written policies serve as guides for the discretionary action of those to whom it delegates authority and as a source of information and guidance for all persons who are interested in, and affected by, the district schools.

Changes in needs, conditions, purposes, and objections will require revisions. The Board may use the assistance of educational associations and legal counsel in its policy development and revision.

To maintain current written policies which are consistent with Board action and administrative decision, the Board shall review its policies on a continuing basis.

The Board will meet in work sessions to review those policies identified by the Superintendent of Education, his staff and legal counsel requiring revision or deletion. Further, the Board shall appoint a Territorial Board Policy Revision Committee which will work with the Superintendent of Education in the review process.

ADOPTED: Board of Education 04/23/73: Revised: 07/05/77; 08/05/77; 09/30/77; 10/02/79

Exhibit 2-11
Board Policy Development & Review
Adoption Policy 120.1

Descriptor Term:	Descriptor Code: 120.1	Issued Date: 08/07/79
POLICY ADOPTION	Rescind: BDC	Issued: 09/11/78

Board Policy

The following shall be the procedure by which Board Policies are adopted, amended and repealed, the purpose of these procedures being to give time to permit study and reaction by interested parties before final consideration by the Board. Nothing in this Policy shall prohibit the temporary adoption of Board Policy to meet emergency situations or issues which cannot be postponed.

1. Proposals for the addition, amendment or repeal of Board policy shall be placed on the agenda of any Board meeting, by a member or by the Superintendent. When that agenda item is taken up in the meeting, it shall be deemed submitted for the "First Reading."

2. Upon the First Reading of the policy proposal, the members may refer the proposal to the Superintendent or a committee for further research and may ask pertinent questions to be answered at the "Second Reading" of the policy.

3. If the policy proposal is not referred to the Superintendent or to a committee, it shall be deemed submitted for its Second Reading at the next regular Board meeting which shall be not less than two weeks from the date of the First Reading.

4. At the Second Reading of the policy proposal, members may discuss the proposal on its merits and the Board may take whatever action is desired.

The operation of any provision of Board Policy not required by law or established as a result of a contract may be temporarily suspended for a particular matter by a vote of eight (8) Board members at a regular meeting or at a duly called special meeting.

ADOPTED: Board of Education 04/24/73 Revised: 07/05/77; 09/05/78; 10/02/79

The Board's Policy Committee has updated some policies; but many have not been revised. As of May 14, 2008, the status of the policy review was as follows:

- Total Number of Board Policies: 159
- Total Board Policies Originally Outdated: 109
- Board Policies on Calendar Revised: 34
- Board Policies Not on Calendar but Revised: 1
- Board Policies Newly Adopted: 9
- Board Policies Ready for 2nd Reading: 17
- Board Policies Scheduled for 1st Reading; Next Board Meeting: 6
- Board Policies on Calendar: 5

At that time in May 2008, the goal was to review and update the 109 outdated Board policies by September 2, 2008. This update had not taken place as of January 2009.

In spite of the outdated Board policies, in March 2007, the Superintendent issued a Standard Operating Procedure (SOP) articulating the need for updated Board policies and the procedures to follow. This SOP is shown in **Exhibit 2-12.** As can be seen, this SOP clearly delineates the Guam Education Policy Board and Superintendent/staff roles in the development, review and approval of board policies. This standard operating procedure needs to be implemented.

RECOMMENDATION

Recommendation 2-8:

Update all Board policies and enforce the Standard Operating Procedure on the Development, Review, and Approval of Board Policies.

Clear, comprehensive, and up-to-date policies should provide a framework for the Policy Board and school system decisions. Generally, we find that the school board policy manual necessitates a complete comprehensive review at least every five years.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The GPSS Policy Manual includes very few standard operating procedures (SOPs). A separate SOP Manual does exist in the Superintendent's Office; however, this manual is incomplete. For example, SOPs do not exist for curriculum and instruction (except for student services) and food services. Due to the lack of SOPs in many important areas, administrative procedures are contained in isolated memoranda issued by senior administrators. Furthermore, administrators, principals, and other managers have a variety of mechanisms for filing and retrieving important standard operating procedures.

Exhibit 2-12
Standard Operating Procedure on the
Development, Review, and Approval of Board Policies

SUBJECT:	**Development, Review, and Approval of Board Policies**
EFFECTIVE DATE:	**March 7, 2007**
INQUIRIES:	**Office of Superintendent**

I. REFERENCES:

    a. BP 120, Board Policy Development & Review, dated August 7, 1979
    b. BP 120.1, Policy Adoption dated August 7, 1979.
    c. BP 120.2, Policy Dissemination, dated August 7, 1979.
    d. BP 120.3, Policy Review, dated March 29, 1979.

II. APPLICABILITY: To all GPSS activities and organization.

III. DEFINITION: For the purposes of this SOP, policy/policies mean GEPB policies.

IV. PURPOSE: To establish procedures, inclusive of delineation of responsibilities, review and approval processes, for developing new policies, revising existing policies and implementing approved policies.

V. GENERAL:

    a. Existing Board policies have been approved over the past 27 years. There are no formal procedures in place for reviewing the policies on a regular basis to determine alignment with public laws and relevance to effective educational practices. Public Law 26-26 states that the Superintendent is responsible for implementing policies and making recommendations for new policies or deletions as needed.
    b. While there is no policy requiring annual review of these policies, GPSS Management should require the review of policies at least once every four (4) years.
    c. Implementation of new policies and revision of existing policies will be in accordance with the above references.
    d. Program Coordinators and School Program Consultants are professional staff with skills in effective communication, orally and in writing; and skills in interpreting policies and procedures and are excellent resources available to the Superintendent in the development, review, and approval of board policies.

VI. SCOPE: This SOP applies to all GPSS activities.

VII. ASSUMPTIONS: Not applicable.

VIII. POLICIES:

    a. Development of new policies requires the concurrence approval of the Superintendent.
    b. Board policies, new and existing, must conform to state and federal statutes.
    c. Board policies shall be assigned a policy number assigned by the Board Office.
    d. The original and official copy of the policy shall be maintained at the GEPB Office.
    e. All board policies will be posted on the Web site at www.gdoe.net.
    f. GPSS Management shall review policies once every 4-years and revise accordingly. Document and maintain with the policy a record of who reviewed the policy and when.
    g. The Superintendent or the subject of the policy will determine to whom the individual, school or division shall responsible for the development, implementation and revision of the policy.
    h. Policies affecting several departments/schools shall be routed through normal administrative channels.
    i. Policies affecting or effected school-wide implications that require Board approval shall be sent to the Board by the Superintendent.

IX. RESPONSIBILITIES:

    a. The Board, Superintendent and staff, and legal counsel are responsible for the development and revision of policies.
    b. Program Coordinators and School Program Consultants will be assigned responsibilities in policy activities including but not limited to the development, review, and approval process of board policies.
    c. Upon initial approval, the Board's Secretary shall transmit a copy of the policy to GPSS Webmaster within ten (10) days for posting on GPSS' Web site.
    d. The GPSS Webmaster following its established protocol shall post the policies upon five (5) days of receipt.

X. PROCEDURES: If not already assigned, the Superintendent is responsible for designating to whom the individual, school or office will be assigned the responsibility for the implementation of new policies or review of existing board policies.

XII. PENALTY: Personnel in violation of the policies and procedures established in this SOP may be disciplined pursuant to the GPSS Personnel Rules and Regulation.

XIII. EFFECTIVE DATE. Upon date and signature of the Superintendent (dated March 7, 2007).

XV. CHANGE(S). Suggestions for change(s) to this SOP should be submitted in writing to the Financial Affairs Office.

Source: Superintendent's Office, Standard Operating Procedures Manual, 2009.

Required or recommended standard operating procedures developed as a result of Board policy are not identified in Board policy, nor is there a general index where such procedures are referenced. It is not possible to link from policy to standard operating procedure in any area by using a coded system, nor is it possible to link from procedure to policy.

No cross referencing is evident to connect policies with their required procedures, or to identify for practitioners the policies which undergird different standard operating procedures.

RECOMMENDATION

Recommendation 2-9:

Create comprehensive set of standard operating procedures (SOPs) after Board policies have been completely updated, and place SOPs online.

Each standard operating procedure should be carefully cross-referenced to Board policy. A standard operating procedure should be:

- based upon Board policy;
- communicated clearly to school administrators and staff; and
- reviewed annually.

The evaluation of each GPSS administrator should include a component on the development and implementation of standard operating procedures in his/her area of responsibility.

An excellent example of a Board policy and accompanying SOP is shown in **Exhibit 2-13**.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Currently, no one is serving as the Liaison for Policy Development on the Superintendent's staff. Consequently, no one is responsible for pulling revised policies together, ensuring that they are placed online, and facilitating the creation of standard operating procedures when they are needed. Previously, this responsibility was given to the Administrator for Personnel.

RECOMMENDATION

Recommendation 2-10:

Assign a Superintendent's liaison for policy development.

We recommend that the liaison be the Superintendent's legal counsel and his administrative assistant. We envision this person being responsible for coordinating the process on behalf of the Superintendent, and not for writing new policies which should he assigned to appropriate staff.

Exhibit 2-13
Example of Board Policy and Accompanying SOP

BOARD POLICY

It is GEPB policy that a Manager's Internal Control (MIC) Program be established within the GPSS to review, assess, and report on the effectiveness of Internal Controls (IC). A manager's internal controls are policies, procedures and practices used to reasonably ensure:

- Safeguarding of assets
- Compliance with polices, laws, and procedures
- Accomplishing stated goals and objectives
- Reliable information and records
- Efficient and effective organizations

The objective of the MIC Program is to ensure that GPSS' goals, objectives, polices, and procedures are conducive to achieving sound management controls, and that the school system places a high level of importance on management integrity and ethics. The Board expects all GPSS Administrators/Managers to assume "ownership" of the internal controls in their areas of responsibility.

The Superintendent of the GPSS shall establish procedures to implement the MIC Program and ensure that they are adhered to by all Administrators/Managers throughout the entire organization. The procedures must require that Administrators/Managers take systemic and proactive measures to: (1) develop and implement appropriate, cost-effective internal controls for results oriented management; (2) assess the adequacy of internal controls in all GPSS programs and operations; (3) identify needed improvements and take corrective action; (4) take prompt action to resolve all audit findings; and (5) develop measureable performance standards for their areas of responsibility.

Issued: 9/1//08

STANDARD OPERATING PROCEDURE

SUBJECT: The Guam Public School System (GPSS) Manager's Internal Control (MIC) Program

EFFECTIVE DATE: September 1, 2008

INQUIRIES: Internal Audit Office

This Standard Operating Procedure (SOP) supersedes all other Guam Public School System (GPSS) regulations previously issued on the topics contained herein.

I.   REFERENCES:

Guam Education Policy Board - Manager's Internal Control (MIC) Program

II. APPLICABILITY:

This Standard Operating Procedure (SOP) applies to the entire GPSS organization.

III. PURPOSE:

This SOP provides guidance to Administrators/Managers for improving the accountability and effectiveness of GPSS programs, functions, and operations by establishing, assessing, correcting, and reporting on internal controls in their areas of responsibility. The GPSS Superintendent has identified Control Self-Assessment as the preferred method of evaluation to promote management responsibility within the organization. The attachment to this SOP provides definitions, and guidance on conducting Risk Assessments and Internal Control Reviews.

Exhibit 2-13 (Continued)
Example of Board Policy and Accompanying SOP

IV. RESPONSIBILITIES:

    a.   The Superintendent is responsible for maintaining an in-house capability to independently, and objectively assess the overall efficiency and effectiveness of all GPSS functions. Therefore, the Superintendent shall require Administrators/Managers to; (1) develop and implement appropriate, cost effective internal controls for results oriented management; (2) assess the adequacy of internal controls in all GPSS programs and operations; (3) identify needed improvements and take corrective actions; (4) take prompt action to resolve all audit findings; and (5) establish measurable performance standards for their areas of operation.

    b.   Administrators/Managers are responsible for conducting Control Self-Assessments, establishing, assessing, correcting and reporting on internal controls; maintaining a general control environment that sets a positive and supportive attitude towards internal controls; and completing within established timeframes, all actions that correct or otherwise resolve audit or other findings brought to their attention.

    c.   The Chief Internal Auditor is responsible for providing training for implementing the MIC Program; and assisting Administrators/Managers in developing, implementing, and testing internal controls. The Chief Auditor will also assist with the development of measurable performance standards.

V. PROCEDURES:

Administrators/Managers shall initiate the MIC Program by conducting risk assessments of the General Control Environment in their areas of responsibility and completing Control Self Assessments using the forms provided.

GENERAL CONTROL ENVIRONMENT

The control environment reflects the integrity, ethical values, operating styles and competence of the people employed by GPSS. It includes management's philosophy and operating style, the way management assigns responsibility and authority, and the way management organizes and develops its people. The GEPB, Superintendent, and others influence the control environment throughout GPSS, but the Administrator/Manager at each work site also influences it, particularly as it relates to that site.

Control Self-Assessment

GPSS has identified Control Self-Assessment as the preferred method of evaluation to promote management responsibility and accountability within the organization. The self-assessment process has three phases; (1) the site manager conducts a self-assessment and documents results (managers should maintain the appropriate level of documentation to support assessments; (2) documentation is reviewed by the Internal Audit Office and a subsequent review is conducted on site to validate the manager's self-assessment; and (3) the results of the review are used to determine if further corrective action is necessary. The manager can use a variety of information sources to perform the assessment. Sources of information include: management knowledge gained from daily operations; management reviews conducted by other agencies; audit reports; compliance reviews; budget summaries and other studies. The self-assessment should evaluate the work site's effectiveness in carrying out its mission. and identify system process improvements. The self-assessment should also assist the manager in determining whether the abandonment of some functions is feasible.

VI. Effective Date: Upon date and signature of the Superintendent.

VII. Changes: Suggestions for change(s) to this SOP should be submit in writing to the Chief Internal Auditor.

Source: Office of the Internal Auditor, 2008.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.3   *CENTRAL OFFICE MANAGEMENT*

The heart of an organization is its overall organization and management. An organization functioning at a best practices level exhibits these characteristics:

- defines itself as a system and the organization's stakeholders includes its owners and staff, its suppliers, intermediate customers, the ultimate customers of the product or service, and the communities in which the organization operates;

- has a strong sensing system for receiving current information on all parts of the system and their interactions (system dynamics thinking);

- possesses a strong sense of purpose;

- operates in a "form follows function" mode—work determines the structures and mechanisms to do it and consequently it uses multiple structures, including formal pyramidal structures, horizontal structures and teams, project structures, and temporary structures (as when managing a major change);

- respects customer service both to outside customers and to others within the organization, as a principle;

- is information driven and information is shared across functions and organization levels;

- encourages and allows decisions to be made at the level closest to the customer, where all the necessary information is available;

- has communication systems which are relatively open throughout the organization;

- has reward systems designed to be congruent with the work and to support individual development—managers, supervisors, and teams are appraised against both performance and improvement goals;

- operates in a learning mode and identifying learning points is part of the process of all decision making;

- makes explicit recognition for innovation and creativity, and has a high tolerance for different styles of thinking and for ambiguity;

- has policies which reflect respect for the tensions between work and family demands;

- keeps an explicit social agenda;

- gives sufficient attention to efficient work, quality, and safety awareness in operations, and identifying and managing change; and

- is generally guided by a strong manager employing a variety of work groups composed of individuals possessing appropriate skills and complementary traits.

FINDING

The current Guam School Superintendent, Dr. Nerissa Bretania-Shafer, took the helm in July 2008. Dr. Shafer is a former GPSS administrator as well as the GPSS Interim Superintendent from January 2003 through August 2003.

Exhibit 2-14 illustrates the 2007-08 organizational chart for the Guam Public School System. **Exhibit 2-15** shows the proposed organizational chart (developed in Fall 2008), which was still pending Board approval at the time of the Evergreen's on-site visit in January 2009. At that time, the Superintendent said she was waiting the results of the Evergreen Audit prior to going to the Board for approval of the revised organizational structure. This plan of action makes good sense.

Exhibit 2-15 is much more reflective of the current organizational structure. As can be seen, three newly created Deputy Superintendent's report directly to the Superintendent. Also reporting to the Superintendent are the following positions:

- Legal Counsel
- Public Information Officer
- Internal Auditor
- Administrator for Federal Programs

During the 2008 Legislative Session, Public Law 29-102 was enacted. One component of this law was to create a new management team for GPSS, by adding four deputy superintendents as unclassified employees on September 1, 2008 . In addition, at the same time several positions were deleted by the Legislature, including the deputy superintendent, chief financial officer, and associate superintendents.   The new management positions include:

- Deputy Superintendent, Finance and Administrative Services
- Deputy Superintendent, Curriculum and Instructional Improvement
- Deputy Superintendent, Educational Support and Community Learning
- Deputy Superintendent, Assessment and Accountability

At the time of the on-site audit in January 2009, the first three positions had been advertised and filled, and the individuals in these positions had only been on the job for a few weeks.
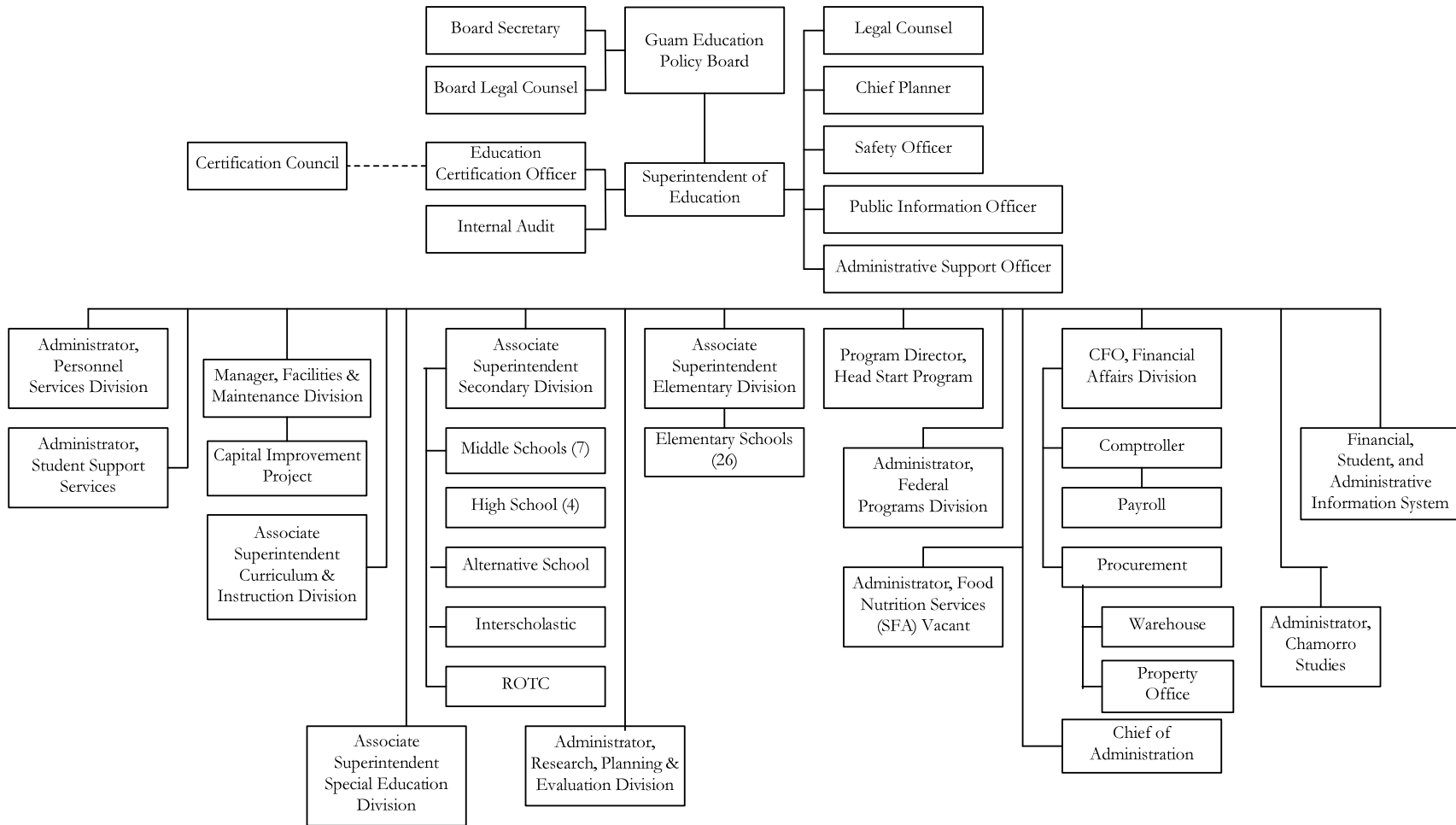
RECOMMENDATION

Recommendation 2-11:

Modify the proposed organizational structure before sending the chart to the Board for approval.
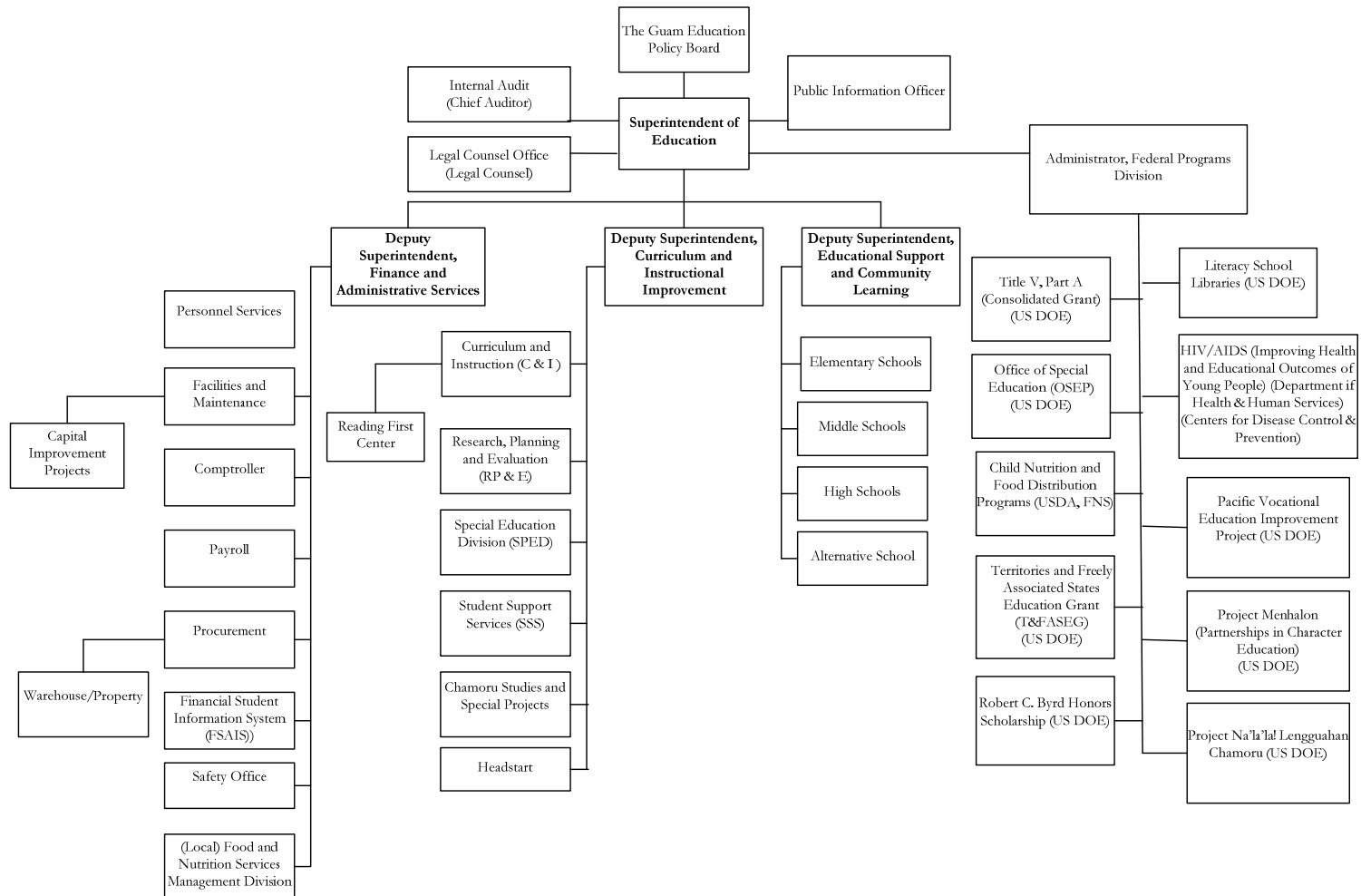
Exhibit 2-14
Guam Public School System
2007-08 Organizational Chart

Board Secretary		Guam Education Policy Board		Legal Counsel
Board Legal Counsel				Chief Planner
Certification Council	Education Certification Officer			Safety Officer
	Internal Audit	Superintendent of Education		Public Information Officer
				Administrative Support Officer

- Administrator, Personnel Services Division
- Administrator, Student Support Services
- Manager, Facilities & Maintenance Division
- Capital Improvement Project
- Associate Superintendent Curriculum & Instruction Division
- Associate Superintendent Secondary Division
  - Middle Schools (7)
  - High School (4)
  - Alternative School
  - Interscholastic
  - ROTC
- Associate Superintendent Special Education Division
- Administrator, Research, Planning & Evaluation Division
- Associate Superintendent Elementary Division
  - Elementary Schools (26)
- Program Director, Head Start Program
  - Administrator, Federal Programs Division
  - Administrator, Food Nutrition Services (SFA) Vacant
- CFO, Financial Affairs Division
  - Comptroller
  - Payroll
  - Procurement
    - Warehouse
    - Property Office
  - Chief of Administration
- Financial, Student, and Administrative Information System
  - Administrator, Chamorro Studies

Source: Guam Public School System, February 2008.

Exhibit 2-15
Proposed Organizational Chart for the
Guam Public School System
Fall 2008

Source: Guam Public School System, Superintendent's Office, November 2008.

The changes to **Exhibit 2-15** in the central office structure being proposed by Evergreen include the following:

- Delete the Public Information Officer (PIO) position, and contract with a Guam Public Relations firm to serve as Coordinator of Communications and Public Relations for the Guam Public School System (**Section 2.5** of this chapter).

- Realign certain sections of the Curriculum and Instruction Division as described in **Chapter 3**.

- Eliminate the position of Acting Assistant Personnel Services Administrator and hire a Chief Administrator for Personnel Services (**Chapter 4**).

- Have the Internal Auditor report directly to the Guam Education Policy Board **(Chapter 4)**.

- Make significant changes in the Facilities Department, as described in **Chapter 6, Section 6.1**, including the outsourcing of several facilities functions through a private-public partnership.

- Add Safety and Security staff as called for in **Chapter 6, Section 6.2.**

- Create a Director of Technology position that reports directly to the Assistant Superintendent of Finance and Administrative Services (**Chapter 7**).

- Add additional technology staff as called for in **Chapter 7**.

As part of implementing this recommendation, GPSS should develop and maintain an organization chart by name for all central office employees, with job titles, and submit this to the Board for approval.

FISCAL IMPACT

The cost/cost savings for each of these changes are contained in the fiscal impact statement following each recommendation.

FINDING

The turnover rate of superintendents and other administrators in the Guam Public School System is much too high. **Exhibit 2-16** shows the number of superintendents who have served in GPSS since 1981. As can be seen, Guam has had 24 school superintendents since 1981, and 20 school superintendents between 1991 to 2008. Thus, in 17 years, GPSS has had 20 school superintendents.

Exhibit 2-16 should be of major concern to the Guam Education Policy Board. A school system cannot function in an effective and efficient manner with such a high turnover of its superintendents. A similar analysis could be completed of senior management positions as well, and similar pattern of continuous change in senior managers would be apparent. There has been incredibly high turnover in most senior administrative positions.

Exhibit 2-16
Superintendents of the
Guam Public School System
1981 – Present

School Year	Superintendent/Director	Position Title
1981 to 1993	Katherine B. Aguon	Director of Education
1983 to 1987	Gloria B. Nelson	Director of Education
1987 to 1988	Rosa Palomo	Acting Director of Education
3/16/1989 to 7/31/1991	Sukola, Anita	Director of Education
8/1/1991 to 10/1/1991	Luis S. N. Reyes	Acting Director of Education
10/9/1991 to 1/6/1992	Franklin Quitugua	Deputy Director
1/7/1992 to 9/29/1993	Franklin Quitugua	Director of Education
9/30/1993 to 2/23/1994	Luis S.N. Reyes	Acting Director of Education
2/24/1994 to 2/24/1995	Robert Klitzkie	Director of Education
2/25/1995 to 8/25/1995	Roland Taimanglo	Acting Director of Education
8/26/1995 to 12/1/1995	Gayle Hendricks	Interim Director of Education
12/1/1995 to7/26/1996	Joseph DeTorres	Director of Education
7/27/1996 to 11/24/1996	Wilfred Aflague	Acting Director of Education
11/25/1996 to 03/03/1999	Roland Taimanglo	Director of Education
8/25/1999 to 12/31/1999	Michael Reidy	Director of Education
1/1/2000 to 12/31/2002	Rosie Tainatongo	Superintendent of Education
1/1/2003 to 8/11/2003	Nerissa Bretania-Shafer	Acting Superintendent of Education
8/12/2003 to 5/11/2006	Juan Flores	Superintendent of Education
5/12/2006 to 9/10/2006	Luis S. N. Reyes	Acting Superintendent of Education
9/11/2006 to 3/26/2008	Luis S. N. Reyes	Superintendent of Education
3/26/2008 – 5/2/2008	Carino Palino	Interim Superintendent
5/2008 to 6/2008 (2 weeks)	Salvatore Giovanni Sgambelluri	Superintendent
6/2008 to 7/2008	Wilfred Aflaque	Interim Superintendent
7/2008 to present	Nerissa Bretania-Shafer	Superintendent

Source: GPSS Board Office, 2009.

Moreover, GPSS uses the "interim" or "acting" administrator position more than any other school system that Evergreen consultants have audited. As can be seen in **Exhibit 2-16**, 10 of the 24 superintendents were in an acting or interim position.

RECOMMENDATION

Recommendation 2-12:

Stabilize the central office administration of the Guam Public School System.

A school system cannot function properly with the high turnover of superintendents and senior staff. The Guam Education Policy Board must ensure that they support the administrators in the school system and convey a message of stabilization.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Superintendent recognizes the importance of two-way communications between the central office and school leaders. The Superintendent added principals to her management team, and has included principals in regular meetings with her and key district leaders so that the principal representatives can act as communication liaisons with their peers. Principals involved reported to Evergreen that they believe this process allows them to provide input into the decision-making process and to share the perceptions and beliefs of principals. They also stated that when district leaders give them information and ask for feedback, they are sincere. Principals with experience in the district commented that they had not felt as empowered with prior superintendents.

COMMENDATION

The Superintendent is commended for an inclusive approach to decision making, involving principals with other key central office leaders in regular meetings.

FINDING

A review of the teacher survey results shown in **Exhibit 2-17** found that, in general, teachers are not supportive of the central office. For example:

- only 33 percent of GPSS teachers believe that the district administrators support the education process, as compared to 79 percent in comparison school systems; and

- similarly, only 23 percent of teachers believe the district administration is efficient compared to 64 percent in comparison districts.

Clearly, improvements are needed. One way to affect change is to get teachers more involved in working with the Superintendent and other central office staff.

RECOMMENDATION

Recommendation 2-13:

Approve teacher relations with the administration by creating a Teacher Advisory Council.

Many districts have used teacher advisory councils to build more effective teacher relations with principals and improve communications up and down the district's chain-of-command. A teacher from each school should serve on the council, and this should be a rotating position. The Teacher Advisory Council should meet monthly with the Superintendent.

The teacher representative on the Teacher Advisory Council should be responsible to report on council meetings to other faculty members at each school.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Exhibit 2-17
Teachers, Principals, and Central Administrators Survey Results on
Administrative Responsibilities in the
Guam Public School System and School Districts in Evergreen's Survey Database

Survey Questions	GPSS Teachers		Teachers in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
The district administration is efficient.	23.0%	58.0%	63.9%	22.5%
The district administration supports the educational process.	32.7%	43.6%	79.1%	12.8%
Most administrative practices in the school district are highly efficient and effective.	54.1%	32.7%	56.8%	19.8%
Administrative decisions are made promptly and decisively.	51.0%	33.5%	57.0%	20.3%
School district administrators are easily accessible and open to input.	60.2%	25.7%	63.5%	19.5%
Authority for administrative decisions is delegated to the lowest possible level.	33.8%	27.0%	27.8%	20.3%
Survey Questions	GPSS Principals		Principals in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
The district administration is efficient.	30.2%	55.5%	62.5%	16.0%
The district administration supports the educational process.	38.7%	40.3%	83.5%	5.7%
Most administrative practices in the school district are highly efficient and effective.	65.5%	21.3%	66.9%	14.4%
Administrative decisions are made promptly and decisively.	72.6%	14.5%	65.1%	16.4%
School district administrators are easily accessible and open to input.	79.0%	12.9%	82.2%	5.2%
Authority for administrative decisions is delegated to the lowest possible level.	38.7%	25.8%	44.2%	32.1%
Survey Questions	GPSS Central Office Administrators		Central Office Administrators in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
The district administration is efficient.	11.8%	58.8%	78.3%	11.0%
The district administration supports the educational process.	72.2%	11.1%	79.9%	9.6%
Most administrative practices in the school district are highly efficient and effective.	22.2%	72.3%	76.9%	9.9%
Administrative decisions are made promptly and decisively.	16.7%	72.2%	79.2%	10.3%
School district administrators are easily accessible and open to input.	16.7%	55.5%	88.0%	8.1%
Authority for administrative decisions is delegated to the lowest possible level.	11.1%	72.2%	53.9%	31.8%

Source: Evergreen Solutions Survey Results, 2009.

FINDING

The evaluation forms used for central office administrators in the Guam Public School System assess basic information, but do not rate an administrator on his or her annual performance. For example, the evaluation provides no information on the school improvement processes, the degree of student achievement, nor the achievement of measurable goals and objectives.

To illustrate the generic nature of the administrator evaluations, **Exhibit 2-18** shows the employee evaluation used in the GPSS. This is the same instrument used for central office administrators. As can be seen, the evaluation form consists of 10 items; each item is scored from 0 to 10 by the central office administrator's immediate supervisor.

RECOMMENDATION

Recommendation 2-14:

Create a performance-based central office evaluation system.

The Superintendent and Management Team should take the lead in developing new tools for the performance assessment of central office administrators. The newly developed principal evaluation system could be used as an example of a quantifiable evaluation instrument. The documents should build on best practices of other school districts and provide for a meaningful method of measuring employee performance.

All central office administrators should be evaluated annually; evaluations should not be conducted only when salary increases occur. GPSS could tie a portion of administrative salary increases to results of the performance-based evaluations to communicate that measurable high-quality performance will be rewarded, and to encourage outstanding performance.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

As shown previously in **Section 2.2** (**Exhibit 2-13**), in September 2008, the Board adopted a Manager's Internal Control Program to review assess and report on the effectiveness of internal controls in the Guam Public School System. A manager's internal controls are policies, procedures, and practices used to reasonably ensure:

- safeguarding of assets;
- compliance with policies, laws, and procedures;
- accomplishing stated goals and objectives;
- reliable information and records; and
- efficient and effective organizations.

Exhibit 2-18
Central Office Administrator Evaluation Form
2008-09 School Year

Guam Public School System
EMPLOYEE PERFORMANCE EVALUATION

Name of Employee: _____
Division & Section: _____
Position Title: _____
Date Assigned: _____   Period Evaluated: _____

Number of Subordinates:

1 WORK PERFORMANCE - How well does the employee perform the work, as described by the current Civil Service Commission's job standard? (Refer to job standard.)
  5 Work performance is outstanding
  4 Work performance is above average
  3 Work performance is satisfactory
  2 Work performance is fair
  1 Work performance is unsatisfactory

2 ASSIGNMENT COMPLETION -To what degree does the employee accomplish assignments? (Use attached assignment summary form.)
  5 Extraordinary accomplishment
  4 Significantly above expectation
  3 Accomplishment is satisfactory average
  2 Below average - procrastinates
  1 Inadequate - gets little done

3 ATTENDANCE
  5 Is always present
  4 Seldom absent
  3 Occasionally absent
  2 Frequently absent
  1 Excessively absent
If poor work performance is a result of frequent or excessive absences, provide documentation to that effect.

4 PUNCTUALITY
  5 Is always punctual
  4 Seldom late
  3 Occasionally late
  2 Frequently late
  1 Excessive tardiness

5 EMPLOYEE RELATIONS - How well does the employee get along with others?
  5 Extremely compatible with others
  4 Very agreeable
  3 Gets along satisfactorily
  2 Some problems
  1 Not compatible

6 COOPERATION - Does the employee cooperate and work as a team member with management and staff?
  5 Exceptionally cooperative
  4 Frequently cooperative
  3 Occasionally cooperative
  2 Minimally cooperative
  1 Indifferent, unsatisfactory

Exhibit 2-18 (Continued)
Central Office Administrator Evaluation Form
2008-09 School Year

7   **SERVICE AWARENESS -** How well does the employee exhibit public service, e.g., telephone courtesy, information assistance, etc.
    5   Outstanding service
    4.   Very good service
    3   Satisfactory service
    2.   Seldom responds
    1   Poor responds, unsatisfactory

8   **SUPERVISORY SKILLS** -(To be completed if employee has supervisory responsibilities)
    5   Excellent organizer and motivator of people
    4   Very well organized; has respect of employees
    3   Good manager; average understanding of people
    2   Unable to delegate; lacks leadership ability
    1   Lacks total respect of subordinates, unsatisfactory

9   **EQUAL EMPLOYMENT OPPORTUNITY -** for supervisory positions only
    5   Outstanding - contributed to and supported EEO policy
    4   Above average - contributed to the development of EEO policy
    3   Satisfactory - no valid EEO complaint filed against supervisor
    2   Needs improvement- 1 valid EEO complaint filed against supervisor
    1   Unsatisfactory - 2 valid EEO complaints filed against supervisor

10 **GENERAL OVERALL PERFORMANCE -** Consider all above factors.
    5   Outstanding
    4   Above Average
    3   Satisfactory
    2   Needs Improvement
    1   Unsatisfactory

Strong Points:

Weak areas:

Improvement plan:

_____   _____
Employee's Signature   Date

_____   _____   _____
Supervisor's Printed Name   Signature   Date

The objective of the program is to ensure that GPSS goals, objectives, policies, and procedures are conductive to achieving sound management controls, and that the school system places a high level of importance on management integrity and ethics. The Board expects all GPSS Administrators/Managers to assume ownership of the internal controls in their areas of responsibility.

The Standard Operating Procedure (SOP) requires that Administrators/Managers take systematic and proactive measures to:

- develop and implement appropriate, cost-effective internal controls for results oriented management;

- assess the adequacy of internal controls in all GPSS programs and operations;

- identify needed improvements and take corrective action;

- take prompt action to resolve all audit findings; and

- develop measureable performance standards for their areas of responsibility.

In addition to the policy and procedures, the internal control review guide has been developed to use to:

- analyze the general control environment;
- identify and document event cycles;
- identify and document risks;
- identify and document control objectives and techniques;
- test selected controls; and
- document the review.

With the consistent employee turnover and transition, it is important that GPSS have effective controls established, documented, and adequately communicated with sufficient employee training. The Manager's Internal Control Program, properly implemented, can help ensure an effective accountability system.

This program is an important first step in developing an accountability system for the Guam Public School System, and should be used to implement **Recommendation 2-14**.

COMMENDATION

The Superintendent and the Internal Auditor are commended for establishing a Manager's Internal Control Program for the Guam Public School System.

FINDING

Senior central office administrators stated that they spend between 75 and 90 percent of their time in meetings. These meetings, include but are not limited to:

- Deputy Superintendents meetings with the Superintendent on Tuesday and Thursday each week for two hours each;

- Management Team meeting with Superintendent, deputies, special education director, personnel administrator and four selected principals for two hours two times a week; and

- Academic Affairs Committee meets once a week for about an hour and consists of all central office curriculum and instruction administrators.

The time devoted to central office meetings was excessive and left little or no time to be in schools. During our on-site visits to schools, principals and teachers reported that they rarely see central offices administrators in schools.

It should be noted that the hours devoted to meetings have decreased in recent months. Many of these meeting had been scheduled due to emergency matters, but under the leadership of Superintendent Shafer, these have decreased to some extent.

RECOMMENDATION

Recommendation 2-15:

Reduce the amount of time administrators spend in meetings and increase the amount of time at schools.

Central office administrators should be in schools at least 25-33 percent of the time. This criteria should be placed in the new evaluation system being recommended in **Recommendation 2-14**. The need for more time in schools is clearly woven as a central theme into **Chapter 3** on Education Services Delivery.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

On March 25, 2008, the Guam Education Policy Board adopted its District Action Plan for 2008-2013.

The Guam Education Policy Board had initially adopted the Guam Public School System District Action Plan in May 2003. The 2003 DAP established the direction and details for improving academic performance in reading, math, and language arts by using the provisions of the *No Child Behind Act* as a framework.

There were seven (7) major components that made up the 2003 DAP. These include:

- Standards and Assessment – focused on what needed to be done to increase student achievement as students progressed from grade to grade and across each content area.

- Reading First Initiative – focused on supporting schools to make every child a proficient reader through scientifically based reading instruction.

- Personnel Quality and Accountability – addressed strategies for improving the quality of teachers and administrators as well as accountability for job performance that is linked to professional standards and student learning outcomes.

- Home School Connection – focused on steps to increase parental involvement and strengthen the school home partnership.

- Federal, State, and Local Programs – integrates existing local and federal programs under the DAP umbrella to improve coordination of resources and avoid duplication of efforts.

- System-Wide Needs and Assessment – describes needs that must be addressed and system changes that have to be introduced to facilitate academic achievements.

- School-wide Indicator System – describes indicators that can be used to communicate educational progress to parents, students, teachers, community at large and policy makers.

In September 2006, the Superintendent of Education appointed the Associate Superintendent of Curriculum and Instruction, the Administrator of Research, Planning and Evaluation, and the Administrator of Federal Programs to collaboratively review and update the District Action Plan in September 2006. Specifically, the purpose of the DAP review was twofold:

- to conduct an assessment of what has been accomplished (mid-term review); and

- to propose revisions to meet the goals and objectives of the District Action Plan.

Ten (10) working groups were formulated to fulfill purposes of the DAP review. Given the need to comply with the NCLB, Public Law 28-45, Public Law 26-26, and adopted five Gum Education Policy Board goals, the Committee integrated the provisions and produced the framework for the Revised DAP. This is illustrated in **Exhibit 2-19**. As can be seen, the DAP does an efficient job of integrating the five Board goals.

The 2008 District Action Plan has been operational for almost a year. Each month, the principals report to the Superintendent and the Superintendent reports to the Board on activities conducted to support the Action Plan.

However, there has not been a systematic attempt to actually quantify the completion of objectives. In other words, a performance measurement system has not been put in place to assess achievement of the DAP goals and objectives. This is not surprising considering that the 2008 DAP was created under another Superintendent and different senior managers. In December 2008, the Deputy Superintendent for Curriculum and Instructional Improvement started to process to report on indicators of completion for the 2008 DAP objectives. The draft document provided to Evergreen consultants was incomplete, yet showed GPSS is behind in reaching its first year goals.

Exhibit 2-19
District Action Plan
March 2008

I.   STANDARDS AND ASSESSMENT

GEPB Goal 2: All Guam Public School System students will successfully progress from grade to grade and from one level of schooling to another in order to maximize the opportunity to successfully graduate from high school.

The applicable requirements of P.L. 28-45 that will support the achievement of GEPB Goal 2 are:

- A certified teacher for every class in a ratio established by relevant collective bargaining agreements
- Certified professional administrators
- Certified Guidance Counselors
- Certified School Health Counselors
- Certified Allied Health Professionals
- Adopted and required textbooks and workbooks issued to each public school student for the classes in which he or she enrolled Libraries, which meet the standards of the American
- Association of School Librarians, at each school, operated by certified Librarians

II.   PERSONNEL QUALITY AND ACCOUNTABILITY

GEPB Goal 3: All Guam Public School System personnel will meet high standards for qualifications and on-going professional development and will be held accountable for all assigned responsibilities.

The applicable requirements of P.L. 28-45 that will support the achievement of Goal 3 are:

- A certified teacher for every class in a ratio established by relevant collective bargaining agreements
- Certified professional administrators
- Certified Guidance Counselors
- Certified School Health Counselors
- Certified Allied Health Professionals
- Libraries, which meet the standards of the American
- Association of School Librarians, at each school, operated by certified Librarians

III. FEDERAL, STATE, AND LOCAL PROGRAMS

GEPB Goal 2: All Guam Public School System students will successfully progress from grade to grade and from one level of schooling to another in order to maximize the opportunities to successfully graduate from high school.

The applicable requirements of P.L. 28-45 that will support the achievement of Goal 2 are:

- A certified teacher for every class in a ratio established by relevant collective bargaining agreements
- Certified professional administrators
- Certified Guidance Counselors
- Certified School Health Counselors
- Certified Allied Health Professionals
- Adopted and required textbooks and workbooks issued to
- each public school student for the classes in which he or she enrolled
- Libraries, which meet the standards of the American
- Association of School Librarians, at each school, operated by certified Librarians

IV. HOME SCHOOL CONNECTION

GEPB Goal 1: All Guam Public School System students will graduate from high school prepared to pursue post-secondary education on-or off-island or to assume gainful employment within the public or private sector.

GEPB Goal 2: All Guam Public School System students will successfully progress from grade to grade and from one level of schooling to another in order to maximize the opportunities to successfully graduate from high school.

V.   EDUCATION INDICATOR SYSTEM

GEPB Goal 2: All Guam Public School System students will successfully progress from grade to grade and from one level of schooling to another in order to maximize the opportunities to successfully graduate from high school.

Exhibit 2-19 (Continued)
District Action Plan
March 2008

GEPB Goal 4: All Guam Public School System's school facilities will meet high standards for health and safety and provide optimal conditions for learning objectives.

GEPB Goal 5: All Guam Public School System's operations activities will maximize the critical uses of limited resources and meet high standards of accountability.

Public Law 26-26 Section 3105:

Collection of Data and Production of School Performance Reports by Superintendent; Criteria for Grading Schools states that: (a) The Superintendent shall collect data and produce annual school performance reports containing information on student performance, student behavior and school characteristics.

The applicable requirements of P.L. 28-45 that will support the achievement of Goals 4 & 5 are:

- Air conditioned and properly ventilated classrooms in which the sensible air temperature is no greater than 78 degrees F.
- Potable water sufficient to provide each student a daily ration of drinking water and washing water.
- A reliable supply of electricity,
- Proper sanitation to include flushable toilets, clean
- restrooms, dining areas and classrooms in each school
- A healthful, safe, sanitary learning environment.

Public Law 28-45:

"Every Child is Entitled to An Adequate Education Act" Section 10. Guam Public School System. 5 GCA §3107. "Effectuate an increase in the percentage of the students at Level 3, which demonstrates solid academic performance as measured by SAT 10, by at least five percent (5%) each grade level per year until the Guam Education Policy Board's adopted goal of ninety percent (90%) at level 3 in ten (10) years is reached."

VI. SYSTEM-WIDE NEEDS/CHANGES

GEPB Goal 1: All Guam Public School System students will graduate from high school prepared to pursue post-secondary education on-or off-island or to assume gainful employment within the public or private sector.

The applicable requirements of P.L. 28-45 that will support the achievement of Goal 1 are:

- A certified teacher for every class in a ratio established by relevant collective bargaining agreements
- Certified professional administrators
- Certified Guidance Counselors
- Certified School Health Counselors
- Certified Allied Health Professionals
- Adopted and required textbooks and workbooks issued to each public school student for the classes in which he or she enrolled
- Libraries, which meet the standards of the American Association of School Librarians, at each school, operated by certified Librarians

Source: GPSS, District Action Plan, 2008.

When a new administrator comes on board, it is often necessary to have a retreat to embrace or update the goals and objectives adopted in a strategic plan under a different group of district leaders. Obviously, such an effort necessitates the full involvement a support of the Guam Education Policy Board.

RECOMMENDATION

Recommendation 2-16:

Conduct a retreat of senior staff and Board members to review the goals and objectives of its 2008 District Action Plan, revise goals and objectives, if necessary, and prepare a implementation monitoring schedule which includes quantifiable evidence of the accomplishment of DAP goals and objectives.

A strategic plan should be a living document which is clearly understood and embraced by district and school administrators. This has not been done with the 2008 DAP. Actions must be taken to cause effective implementation of this document.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.4   *SCHOOL MANAGEMENT*

The primary focus in any school system is on the education of its students. The delivery of educational services occurs at the school level through prescribed curricula and programs. School-level management is critical to the success of a school system. The parameters for school-level management decisions typically include scheduling, safety and security, student discipline, employee retention, and school climate. In order to support schools as they strive to achieve their goals, school systems typically adopt standards to determine how positions should be budgeted and assigned. Having appropriate staffing in place is critical to ensure schools are managed effectively and efficiently.

In addition, one of the emerging management and organizational models in both the public and private sectors is called site-based management. In this model, teams of individuals who actually provide the services are given decision-making authority and are held accountable for the results. The school as the focal point for change is emphasized throughout *No Child Left Behind*.

The rationale for this model includes the following:

- The school is the primary unit of change; those who work directly with students have the most informed opinions about what will be most beneficial.

- Significant and lasting improvements take considerable time; local school personnel are in the best position to sustain improvements over time.

- Site-based management supports the professionalization of the teaching profession, which leads to more desirable outcomes.

- The school principal is a key figure in school improvement.

Site-based management is expected to result in higher student performance, more efficient use of resources, increased satisfaction and skills of school-based personnel, and greater involvement and support of the school system.

FINDING

The Guam Public School System is not adhering to best practices in assistant principal staffing. Of the 58 assistant principal positions assigned for 2008-09, as many as 18.5 are above best practices recommendations.

In April 2006, the North Central Association Commission of Accreditation and School Improvement, the Southern Association of Colleges and School Council on Accreditation and School Improvement, and the National Study of School Evaluation came together to form one strong and unified organization under the name AdvancED. AdvancED now serves as the accreditation association for the majority of states as well as the Navajo Nation, Department of Defense schools, and Latin America schools. School districts and schools that wish to maintain AdvancED accreditation must meet set standards. **Exhibit 2-20** shows the student enrollment, and the principal and assistant principal counts in each school for the 2008-09 school year. **Exhibit 2-20** also provides the AdvancED standards for assistant principals in Column 4.

Evergreen was able to obtain the established formula for assistant principals in the Guam Public Schools System. The formula shows:

- Elementary – one assistant principal and an additional assistant principal for every 1,000 students, except for F.Q. Sanchez Elementary School;

- Middle – three assistant principals with no student population limit; and

- High – four assistant principals with no student population limit.

As can be seen in **Exhibit 2-20**, GPSS is not staffing schools according to its own formula.

In interviews with some administrators, most noted that staffing allocations at the school level followed the established formula, but acknowledged that GPSS has not historically reduced assistant principal positions as student enrollment has declined at certain schools. Adjusting assistant principal staffing to match student enrollment should be an annual activity.

RECOMMENDATION

Recommendation 2-17:

Eliminate 18.5 assistant principal positions.

The implementation of this recommendation should result in a net decrease of 18.5 assistant principal positions.

Exhibit 2-20
GPSS Assistant Principal Staffing Compared To
Recommended School Administrative Staffing Guidelines
2008-09 School Year

School	Student Enrollment	Number of Assistant Principals Assigned	Number of Assistant Principals Recommended by AdvancED	Difference
High Schools				
George Washington (9-12)	2,538	4	4	–
John F. Kennedy (9-12)	2,520	4	4	–
Simon Sanchez (9-12)	2,348	3	4	(1.0)
Southern (9-12)	1,634	3	3	–
Middle Schools				
Agueda Johnston (6-8)	766	3	1.5	1.5
F.B. Leon-Guerrero (6-8)	1,282	3	2.5	0.5
Inarajan (6-8)	617	3	1.0	2.0
Jose L.G. Rios (6-8)	834	3	1.5	1.5
Luis P. Untalan (6-8)	1,201	3	2.0	1.0
Oceanview (6-8)	540	3	1.0	2.0
Vicente S.A. Benavente (6-8)	1,600	3	3.0	–
Elementary Schools				
Agana Heights (K-5)	462	1	0.0	1.0
Astumbo (PK-5)	688	2	0.5	1.5
BP Carbullido (PK-5)	569	1	0.5	0.5
Chief Memorial Brodie (PK-5)	643	1	0.5	0.5
C.L. Taitano (PK-5)	651	1	0.5	0.5
Daniel L. Perez (PK-5)	824	1	1.0	--
Finegayan (PK-5)	1,090	2	1.5	0.5
F.Q. Sanchez Elementary (K-5)	92	.5	0.0	0.5
Harry S. Truman (PK-5)	357	0	0.0	--
Inarajan (K-5)	308	1	0.0	1.0
J. Q. San Miguel (K-5)	495	0.5	0.0	0.5
Juan M. Guerrero (K-5)	948	1	1.0	–
Lyndon B. Johnson (K-1)	333	1	0.0	1.0
Maria A. Ulloa (PK-5)	1,002	1	1.5	(0.5)
Machananao Elementary (PK-5)	459	1	0.0	1.0
M. U. Lujan (PK-5)	810	1	1.0	–
Marcial Sablan (PK-5)	593	1	0.5	0.5
Merizo Martyrs (PK-5)	272	1	0.0	1.0
Ordot-Chalan Pago (K-5)	551	0	0.5	(0.5)
Pedro C. Lujan (PK-5)	537	1	0.5	0.5
Captain Henry B. Price (PK-5)	877	1	1.0	–
Talofofo (K-5)	271	1	0.0	1.0
Tamuning (2-5)	633	1	0.5	0.5
Upi (PK-5)	876	1	1.0	–
Wettengel (PK-5)	764		1.0	–
TOTAL	**30,985**	**58.0**	**40.5**	**18.5**

Source: http://www.globalscholar.com/schoolfinder/us/guam/district/18210-guam-dept-of-education, 2008.

FISCAL IMPACT

The fiscal impact of this recommendation will be $1,480,000 in 2009-10, based on the elimination of 18.5 assistant principal positions, assuming an average assistant principal's salary and benefits of $80,000. As the GPSS annually reviews student enrollment, it may find that it can further delete positions. Alternatively, it may find that it must add additional positions, should enrollment begin to increase in specific schools.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Assistant Principal Positions	$1,480,000	$1,480,000	$1,480,000	$1,480,000	$1,480,000

FINDING

This year GPSS is implementing a new School Leader (Principal) Evaluation Program. The process is performance-based, and follows the following seven national-based standards:

- visionary leadership;
- instructional leadership;
- organizational leadership;
- stakeholder leadership;
- ethnical leadership;
- a contextual leadership; and
- evaluation leadership.

Each standard is supported by the defined performance, indicator, required knowledge, and dispositions. These standards was adopted by the Guam Education Policy Board on August 6, 2008. Administrators received 15 hours of training on the new evaluation system.

As stated in the Guam Administrator Standards Guide:

Nationally, the movement to standards-based schooling has gained momentum over the past 15 years. National associations for different aspects of education have developed standards that have been adopted nationally and then filtered down to the individual school districts. The Guam Public School System (GPSS) has followed this trend throughout the years, first adopting student standards in 1998 and teacher standards in 2006. The administrator standards were fully adopted in August 2008 after a one-year pilot.

In developing the administrator standards, research was conducted to look at what were best practices throughout the nation. What was discovered was that the Interstate School leaders Licensure Consortium (ISLLC) standards, in some form, are being used by 46 of the 56 states and territories. Also discovered was the National Council for Accreditation of Teacher Education (NCATE) has also adopted a form of the ISLLCs' tool, the Education Leadership Constituent Council (ELCC) standards, as the standards to address school of education's advance programs for educational leadership. Armed with

this information, a Focus Group of teachers, counselors, school leaders, University of Guam faculty, began look at administrator standards.

Throughout the two-year process, the proposed administrator standards were reviewed and further developed by school leaders throughout the Guam Public School System. The Associate Superintendents of Elementary and Secondary Schools facilitated work sessions with principals and assistant principals. Presentations by Project Håtsa were made at Principal Leadership Academies, as well as principal meetings. Further, presentations to Administration and Supervision classes were made to graduate students who are pursing degrees in Administration and Supervision, a step towards becoming a school principal.

COMMENDATION

The Guam Public School System is commended for its research-based, performance-driven, and comprehensive School Leader Evaluation Program being implemented in the 2008-09 school year.

2.5   *COMMUNICATIONS AND PUBLIC RELATIONS*

Teachers and administrators, research literature, and areas of best practice speak widely about the need for parental and community understanding of and involvement in the public schools in order for achievement to improve for all students. It is through significant partnerships between the schools and their many stakeholders that the resources and perceptions, policies, and practices will evolve to support 21st Century schooling that is powerful enough to have an impact on every student. Classroom teachers, principals, schools, and school districts working in isolation from their communities cannot achieve the goal of higher achievement and more fully developed young citizens.

In today's educational and political climate, it is not sufficient to be a good school district; the public must be continually shown the advances of the school district. A school district must be publicly accountable for every dollar spent, every program created, and every student graduated. Good public accountability is often found in the form of an annual report which contains pertinent information on the progress of the school district over the preceding year.

A school district is accountable to many different groups: its staff, its teachers, the federal government, its students, their parents, local businesses, and the community at large—all have invested time and money into the school district, and all have a stake in its success. In return, the school district is obligated to demonstrate that it has spent the time and money afforded to it wisely, and is making its best effort to produce well-educated, work-ready, civic-minded graduates.

Compounding this challenge is the increasing competition for every public dollar, a common situation in every local government agency. The era of "big government" is over and so is public indifference to the use of limited tax dollars. Today, citizens demand the most of out every cent contributed to public coffers. A school district can only be successful in this environment if it

can consistently prove that it has a product, namely a valuable education, which is worth continued public investment.

2.5.1   *Communications Plan*

Open, two-way communication with the public is essential for a school district to maintain and increase its support base in the community. A school district must find effective ways to communicate with the public and to receive input from different segments of the community. An informed public can provide the added support needed to achieve and maintain school district excellence.

The primary role of communications in a school district is to convey a message and image consistent with the policies and programs put forth by the Board and implemented by the Superintendent's Office. A school district's public relations and community outreach efforts will significantly affect citizen perceptions of the system. A strong communications program will serve to garner public support, even when the system faces adversity or fails to achieve high goals. Conversely, a weak communications program will fail to bring achievements into the public eye even when the school system is performing well. An effective public relations program will engender public support and public involvement in the form of parent and community volunteers, public participation in decision-making processes affecting the schools, and productive business and community alliances.

The outcomes of effective communications are extensive. They include:

- an enriched learning environment;
- expanded educational opportunities;
- community ownership of the system's achievements; and
- improved student achievement.

Communicating the positive aspects of the school district is a critical element of long-term district growth. In an era where the dominant news media seeks out and promotes stories with only negative aspects (scandals, mismanagement, improprieties), if a school district is not promoting itself, negative perceptions can build within the community, leading to several potential challenges, including:

- inability to pass bond referenda;
- recruitment and retention of high-quality teachers;
- declining enrollment as parents seek private or home school alternatives; and
- additional government oversight or takeover threats.

The most effective way in which a school district can promote itself is through a proactive, measured, and ongoing communications and public relations strategy – typically achieved through the development of an annual communications and public relations plan, complete with strategic objectives, tasks and action items, and measurable indicators of success.

FINDING

Communications and public relations between the Guam Public School System and the Guam community were weak at the time of Evergreen's visit. The Public Information Officer (PIO) had been placed at a school site in Fall 2008, and no one other than the Superintendent was providing the essential communication and public relations with the community.

In **Exhibit 2-21**, GPSS teacher responses to the survey are compared to the peer school system comparisons. In general, teachers had lower levels of agreement than the peer comparisons. For example, only 38 percent of GPSS teachers *agree/strongly agree* when asked about parents playing an active role in school decision making, compared with just over 43 percent in the peer comparisons. The most striking observation on the survey, however, comes when comparing the GPSS teacher response regarding volunteer support to the GPSS principals and administrators. When ask if there are enough volunteers available to assist with student and school programs, less than 14 percent of GPSS teachers *agree/strongly agree*, as compared to 36 percent in the peer comparison school systems.

Many school districts have derived value in the past by outsourcing their communications and public relations efforts. These districts have been able to reduce costs by having an outside firm handle efforts without having to hire a full-time public relations director or public information officer.

Exhibit 2-21
Teacher Survey Results on Communications
in the Guam Public School System and School Districts in Evergreen's Survey Database

	Guam Teachers		Teachers in Evergreen's Survey Database	
Survey Questions	**Strongly Agree & Agree**	**Strongly Disagree & Disagree**	**Strongly Agree & Agree**	**Strongly Disagree & Disagree**
50. GPSS regularly communicates with parents.	44.1%	37.2%	73.1%	9.0%
51. Parents play an active role in decision-making in our schools.	37.7%	50.0%	43.1%	31.1%
52. Teachers regularly communicate with the parents of the students they teach.	78.4%	14.7%	82.5%	14.6%
53. Most parents seem to know what goes on in our schools.	41.9%	44.7%	49.6%	31.1%
54. The school system explains test results to parents.	48.7%	34.7%	50.3%	33.9%
55. Schools have plenty of volunteers to help student and school programs.	13.7%	74.5%	36.0%	45.1%
56. At least some local businesses are actively involved in supporting our schools.	60.8%	21.9%	N/A	N/A

Source: Evergreen Solutions Survey Results, 2008.

RECOMMENDATIONS

Recommendation 2-18:

Delete the Public Information Officer (PIO) position, and contract with a Guam Public Relations firm to serve as Coordinator of Communications and Public Relations for the Guam Public School System.

One of the most important indicators of success for a school system is its ability to get a positive message out in the community and communicate the mission of the district in a constructive way. This can best be accomplished by a single individual, present in the district, whose sole responsibility is to coordinate all communications and public relations efforts, ensuring that the best possible image of the Gum Public School System is conveyed to the citizens of Guam.

The recommended contract should include at least a half-time position.

The new Coordinator of Communications and Public Relations should be responsible for, at a minimum, the following major GPSS functions:

- developing and implementing an annual communications and public relations plan for the Guam Public School System;

- developing and overseeing a budget for communications and public relations activities;

- overseeing and coordinating the GPSS community outreach activities;

- serving as the liaison for the district on all brand recognition issues (use of logo, school-based promotions, transition of new logo);

- serving as the key contact for all GPSS press relations;

- coordinating press releases (writing, approving, distributing);

- overseeing and directing the new district Web site (look, content, and final approval – not programming); and

- assisting in the development of new individual school Web sites (establishing and overseeing how schools utilize Web site templates for their individual schools).

The Coordinator of Communications and Public Relations should be the sole point of contact for all efforts that are undertaken that impact the image and identity of the Gum Public School System. This contracted position should report directly to the Superintendent, and should have complete authority over a budget for communications and public relations.

FISCAL IMPACT

The salary of the current PIO is about $50,000 per year. We project the annual contract for the Public Relations firm to be about $40,000.

Recommendation	2009-10	2010-11	2011-12	2012-2013	2013-14
Delete PIO Position	$50,000	$50,000	$50,000	$50,000	$50,000
Contract with Public Relation Firm	($40,000)	($40,000)	($40,000)	($40,000)	($40,000)
Total Cost Savings	**$10,000**	**$10,000**	**$10,000**	**$10,000**	**$10,000**

Recommendation 2-19:

Develop a Communications and Public Relations Plan for the Guam Public School System.

The Superintendent should develop a communication and public relations campaign with the following characteristics:

- a strong profound identity and central message such as "Building a New Tradition," Refocusing on Discipline and Academics," or "Building Pride in Our School System.

- the creation of a Public Relations Committee;

- at a minimum, deliver a monthly message to the community by the Superintendent that focuses on positive elements of the school district, achievements, accomplishments, and district priorities;

- a publication conveying its message;

- measurable goals and objectives for communications and outreach efforts;

- provides a procedure that gives responsibilities to all schools for maintaining and implementing a regular course of communication with external stakeholders;

- involving the Superintendent in various civic and community activities;

- using job branding identify to develop a new, sharp Web site that conveys the new brand image to the community, while reinforcing the mission, vision, and goals of its strategic plan; and

- creating an Educational Foundation to instill pride and confidence in GPSS.

Evergreen Solutions have developed an outline for a Strategic Communications and Public Relation Plan for the Guam Public School System. This outline is shown in **Exhibit 2-22.***

A Communications and Public Relations Plan for the district should be a living document that can be measured and objectively judged for success over both short- and long-term periods. A comprehensive communications plan should utilize the overall three- to five-year goals for the district and identify specific objectives and strategies for communications and outreach efforts to help achieve the long-term goals. District goal examples may include:

*A more extensive outline is being provided to the Superintendent under separate cover.

Exhibit 2-22
Outline for a
Communications and Public Relations Plan
for the Guam Public School System

I.   **Why communicate?**

- The Guam Public School System needs to be held accountable.
- The GPSS Board of Education has a dual role – the Board represents schools and community.
- GPSS needs to grasp public opinion.
- GPSS needs to demonstrate leadership.
- GPSS must provide higher student performance.
- GPSS must ensure school safety; handle crisis situations.
- The Superintendent must build trust, support, and involvement.
- The Superintendent must gain acceptance for change.
- GPSS must recognize that cost of failure is too high.
  - Stifles reform, improvements, support.
  - Focuses on wrong issues.

II.   **Why communicate strategically?**

- Communication happens -- intentional or not.
- When a school district hits the right target with the right message for the right purpose -- it results in something.
- Doing the right thing isn't enough -- you have to tell people about it. *In other words, You don't win support keeping good things secret.*

III.   **Methodology**

- Develop GPSS vision, mission, strategic plan, and measurable objectives.
- Review national, state and GPSS trends.
- Involve Superintendent, district administrators, principals, teachers, and community leaders.
- Review publications, Web, email, events, staff, resources, partnerships, budgets.
- Brainstorm with Administrative Team.

IV.   **Target audiences**

- Internal stakeholders-- the First Audience
- External stakeholders
  - Parents and students -- GPSS customers
  - Business and Community -- Leadership
  - Elected officials – Cooperation
  - Media -- Pro-active, open and positive communication

V.   **Example Communication Goals for the 2009 Year**

- To make 100 percent of employees aware of new strategic mission and vision, and their role in it.
- To increase positive media coverage of school activities.
- To get parents involved.

Exhibit 2-22 (Continued)
Outline for a
Communications and Public Relations Plan
for the Guam Public School System

- To build strong non-parent communication and support.
- To keep Web updated and in the public eye.
- To effectively use internal communications tools to lower administrative costs and improve employee morale and efficiency.

VI.   Strategy Development

- For each goal identified, strategies should be identified, with action steps, assignments, and quantifiable measures of success.
- Strategies should be laid out in an easy-to-follow format that planning team can evaluate on a regular basis.
- Strategies should first target internal stakeholders – employees of the School System.
- Strategies should segment internal stakeholder strategies from external stakeholder strategies.

VII.   Example Strategies – Internal Stakeholders

- Publish and post new directory
  - ➢ Include organization charts, linkages
  - ➢ List people and their job responsibilities with phone numbers and locations
  - ➢ Reflect changes in district, schools
  - ➢ Include new strategic vision when available

- Publish and promote strategic vision when available
  - ➢ Package with memorable messages, short lists, graphs
  - ➢ Display materials, Web site
  - ➢ Publish, print, and distribute with guidelines
  - ➢ Present, discuss with staff and school-based personnel
  - ➢ Generate monthly update of accomplishments and needs
  - ➢ Big push in the "back-to-school" timeframe

- Email "Morning After" Board recap
  - ➢ Short, snappy, relevant to audience

- Initiate Superintendent award

- Create and approve new logo

- Improve district inner-office communication
  - ➢ More time for Board to discuss items
  - ➢ Regular staff meetings
  - ➢ Explicit principal "filter-down" instructions
  - ➢ Involve principals and administrators

Exhibit 2-22 (Continued)
Outline for a
Communications and Public Relations Plan
for the Guam Public School System

VIII.   **Example Strategies – External Stakeholders**

Parent and Student Strategies

- Create media coverage of positive activities
  Tell parents where their schools fit in new plan
- Print district information in school newsletters (e.g., high school newsletter)
- Adopt-a-Classroom – one vehicle to get community/parents involved
- Build eMail database
- Provide Web updates
- Sign up for email
- Display new materials
- Increase links on GPSS Web page
- Market student curriculum
- Develop outreach strategies

Community-Based Strategies

- Create Community Connectivity Council
  - ➢ External education supporters.
  - ➢ Principals help appoint members.
  - ➢ Become key communicators in the community.
  - ➢ GPSS provides messages and information.
  - ➢ Provide two-way communication opportunities
  - ➢ Add school advisory committees on list

- Create School Ambassadors Program
  - ➢ Provide messages
  - ➢ Leverage school newsletters
  - ➢ Local contacts to media

- Provide Communications Training
  - ➢ Executive communications
  - ➢ New principals, administrators
  - ➢ Media relations
  - ➢ Public speaking and presentations
  - ➢ Customer service orientation

IX.   **Timelines**

- By end of August 2009
  - ➢ Get Board approval of 2009 Strategic Communications Plan
  - ➢ Develop Action Plan, delegate of responsibilities, establish timelines
  - ➢ Launch Communication Plan, use effectively throughout year -- Ongoing
  - ➢ Complete staff directory and organizational publication, post on Web

Exhibit 2-22 (Continued)
Outline for a
Communications and Public Relations Plan
for the Guam Public School System

> ➢ Start "Morning After" Board recap -- Ongoing
> ➢ Maintain consistent Web updates, emails with links to Web site – Ongoing
> ➢ Regular radio talk show appearances
> ➢ Write and produce Strategic Vision materials
> ➢ Create Superintendent's Award
> ➢ Improve GPSS inner-office communication -- Ongoing

- By end of September 2009
  - ➢ Complete Administrator training
  - ➢ Put district news in school newsletters -- Ongoing
  - ➢ Organize and meet with Community Connectivity Council -- Ongoing
  - ➢ Conduct face-to-face meetings in schools on Strategic Planning Process

- By end of October 2009

- Be fully engaged in communication strategies -- Ongoing

- By end of November 2009
  - ➢ Identify and train School Ambassadors
  - ➢ Complete 10 Communication Training sessions

- By end of June 20010
  - ➢ Evaluate 2006-07 Strategic Communications Plan

- By end of July 2010
  - ➢ Develop 2010-11 Strategic Communications Plan

X.   Industry Comparisons for Communication

- Manufacturing, 35% of budget
- Service industry, 15% of budget
- Education .1 of 1% of budget

XI.   New Ideas

- Establish Parent Involvement Campaign:
  - ➢ Be There — "I want you" in our schools
- Alumni theme - Bringing pride back in the Guam Public School System
- Establish Education Foundation

Source: Created by Evergreen Solutions, January 2009.

- **Goal 1** – to increase the overall positive coverage of the Guam Public School System in media.

- **Goal 2** – to make a first choice for teachers.

- **Goal 3** – to ensure that every parent and community member has a full understanding of the district's overall mission and objectives for success.

While three- to five-year goals are comprehensive, the annual objectives that tie to each of those goals will be specific to communications and community outreach. Examples of quantifiable annual objectives include:

- **Objective 1** – increase positive media articles by 10 percent over the previous year.

- **Objective 2** – increase teacher retention 25 percent over the previous year.

- **Objective 3** – achieve a 75 percent highly favorable rating on community perspective survey of parents and community members.

In addition, specific strategies should be developed that tie to each annual objective to ensure measurable success on each objective. Examples of action-oriented strategies include:

- **Strategy 1** – compose "Message of the Month" and follow up with media publications directly after sending to ensure publication.

- **Strategy 2** – develop a teacher recruitment/retention plan that highlights the positive aspects of the district to current and prospective teachers (DVD, collateral materials, commercial, print media, etc.).

- **Strategy 3** – develop, distribute, and analyze a brief community survey to gauge and benchmark the level of community support and perception of the Guam Public School System.

In addition to developing goals, objectives, and strategies, the format of the plan must ensure that it is a useful document and can be assessed on an ongoing basis for success. **Exhibit 2-23** provides a sample format for a Communications Public Relations Plan, using the preceding example goals, objectives, and strategies.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Currently, while it is recommended that the GPSS public relations process be lead by an external consultant, numerous school district personnel need to participate in the planning, development, and execution of public relations and communications activities. These individuals include, but are not limited to, the Superintendent, Deputy Superintendents, administrative personnel, technology staff, principals, and community members. While Evergreen Solutions recommends that GPSS consolidate public relations activities under a half-time coordinator position, there will still be a critical need to use the value of key stakeholders in the process.

Exhibit 2-23
Sample Communications and Public Relations Plan
Guam Public School System

Goal – To increase the overall positive coverage of the Guam Public School System in media	
Annual Objective 1	***Increase positive media articles by 10 percent over the previous year***
Strategy A	Compose "Message of the Month" and follow up with media publications directly after sending to ensure publication
Timeline	Ongoing
Assignment	Superintendent
Success Indicator	Coverage of all monthly messages as indicated by media clippings
Strategy B	
Timeline	
Assignment	
Success Indicator	
Annual Objective 2	
Strategy A	
Timeline	
Assignment	
Success Indicator	
Strategy B	
Timeline	
Assignment	
Success Indicator	

Exhibit 2-23 (Continued)
Sample Communications and Public Relations Plan
Guam Public School System

Goal – To make the Guam Public School System a first choice for teachers in the State	
Annual Objective 1	*Increase teacher retention by 25 percent over the previous year*
Strategy A	Develop a teacher recruitment/retention plan that highlights the positive aspects of the district to current and prospective teachers (DVD, collateral materials, commercial, print media, etc.)
Timeline	By December 2009
Assignment	Human Resources Director
Success Indicator	Plan and materials
Strategy B	
Timeline	
Assignment	
Success Indicator	
Annual Objective 2	
Strategy A	
Timeline	
Assignment	
Success Indicator	
Strategy B	
Timeline	
Assignment	
Success Indicator	

Exhibit 2-23 (Continued)
Sample Communications and Public Relations Plan
Guam Public School System

Goal – To ensure that every parent and community member has a full understanding of the district's overall mission and objectives for success	
Annual Objective 1	*Achieve a 75 percent highly favorable rating on community perspective survey of parents and community members*
Strategy A	Develop, distribute, and analyze a brief community survey to gauge and benchmark the level of community support and perception of the Guam Public School System.
Timeline	By December 2009
Assignment	Coordinator of Public Relations Committee
Success Indicator	Survey and results
Strategy B	
Timeline	
Assignment	
Success Indicator	
Annual Objective 2	
Strategy A	
Timeline	
Assignment	
Success Indicator	
Strategy B	
Timeline	
Assignment	
Success Indicator	

Source: Created by Evergreen Solutions, February 2006.

RECOMMENDATION

Recommendation 2-20:

Establish a Public Relations Committee.

A comprehensive communications and public relations program cannot operate successfully in a vacuum. The outreach, promotions, and communications activities are ongoing districtwide efforts that involve every single employee of the district, from the Superintendent to district staff, to school administrators, to school office staff and on. This is called "living the brand" and is critical for long-term success for the district. By establishing a standing committee of key stakeholders, including members of the community, many of the initiatives can be carried out in a collaborative and collective manner.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The GPSS Superintendent should consider a "Message of the Month" initiative. This message typically focuses on a current topic (i.e. back to school message, end of the year message, holiday message, test results message, etc.). These messages would be carefully researched and composed by the Superintendent and staff. The message is always positive in nature and seeks to reach out to students, parents, teachers, administrators, and the community. The message is posted on the GPSS Web site and a catalogue of previous messages is easily accessible on the Web site. Additionally, the messages are sent out as press releases to the local media, where they are often picked up by several GPSS publications.

RECOMMENDATION

Recommendation 2-21:

Compose a monthly message to the community that focuses on positive elements of the school district, achievements, accomplishments, and GPSS priorities.

The Superintendent should focus positive attention on the school system throughout the Guam community through a monthly message. The message should be created with assistance of the Public Relations firm, and it should focus on best practices and activities for which GPSS is proud.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Guam Public School System has not established a policy nor administrative procedure governing the use of communications with external stakeholders at the school level. The most

regular communications that the community will receive typically comes from the school, and not the central office – therefore the communications strategies at the school level are the most critical, and consequently should be given the most attention.

RECOMMENDATION

Recommendation 2-22:

Develop a communications Standard Operating Procedure (SOP) that gives responsibility to all schools for maintaining and implementing a regular course of communication with external stakeholders.

This communications procedure must be developed through the Coordinator of Communications and Public Relations and the Public Relations Committee. The Guam Public School System should establish this as part of the communications plan.

Schools should submit communications plans that clearly identify:

- who the internal and external customers for school or department are;

- what the school or department will do to communicate with its stakeholders;

- how the school or department will elicit feedback from its stakeholders about effective performance, services needed, and improvements; and

- what plan the school or department has made to improve, and to communicate the plan.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.5.2 *Education Foundation*

Information from the National Center for Public and Private School Foundations identify educational foundations as privately operated, non-profit organizations established to assist public schools. These foundations qualify as charitable organizations, different from school districts, public institutions, or local governments. Public school foundations are designed to augment, supplement, or complement programs and activities currently being provided by school districts. There are currently over 4,800 school foundations that have their own board of directors and staff. Foundations operate as independent entities with no formal, legal relationship to the school districts they support.

While it is fairly common for a school district to lend both in-kind and staff support for the initial development of an Education Foundation, the goal should ultimately be for a Foundation to become self-sufficient, reducing the burden on district staff and providing a supplemental resource for the district itself.

Generally, foundations are 501(c) (3) designated so that contributions are 100 percent tax deductible.

FINDING

The Guam Public School System has no Education Foundation.

The majority of school districts in the United States have education foundations which are responsible for bring fiscal resources into the school system.

As one example, the Clinton Public School Foundation (CPSF), Oklahoma was founded in November 1986 by a group of citizens who believed quality of life and development of economic growth of a community are directly related to its educational system.

> *CPSF is an endowment for the Clinton Public Schools. Earnings from the endowment are used to award grants to teachers or educational projects which enrich and expand the existing curriculum. Teachers make written application for the grants, get the approval of their principals, show why there is a need for the proposed project, show how many students will be affected, and describe how an evaluation will be conducted.*

> *Because the foundation spends only the earnings on the endowment, gifts go on benefiting Clinton students forever.*

The mission of the Clinton Public School Foundation is:

- *To help the Clinton Public School System give our young people the "little extra" that makes a big difference in their educational opportunities.*

- *To work closely with the Board of Education and school administration to pursue the common goal of advancing excellence in Clinton Public Schools.*

CPSF has grown their endowment to approximately $350,000, which is invested at local banking institutions. The earnings from this endowment funds educational grants to teachers for educational purposes.

Although the main work of the Clinton Foundation is educational grants, the Foundation acts as a steward for funds used for memorial or named scholarship. The Foundation also honors Clinton's outstanding students and Clinton's Teacher of the Year.

RECOMMENDATION

Recommendation 2-23:

Establish an Education Foundation for the Guam Public School System.

The Superintendent should approach community leaders in Guam about establishing an Education Foundation. One dedicated business community leader or a small group of Guam citizens should be recruited to initiate the effort.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Education foundations can provide opportunity for district students to get involved. This is not the case in GPSS because of lack of an Education Foundation.

Students can also serve as a resource to generate funds for an Education Foundation. As one example, a marketing class in Clinton Public Schools organized a project to build a brick wall with the school logo near the entrance of a school. The students are selling bricks for $100 each; they plan to sell 500 bricks for the projected income of $50,000 and make a profit of almost $40,000.

The student's promotional plan includes the use of direct mail, the Clinton Web page, cooperative advertising, and the involvement of radio and press media. Students are also requesting alumni to help with the effort through golf, football, and soccer competitions.

RECOMMENDATION

Recommendation 2-24:

Involve students and alumni in supporting the Education Foundation.

Once the Guam Education Foundation is established, students and alumni can be recruited to assist in fund raising. A marketing or other appropriate high school class could spearhead this effort.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

CHAPTER 3:
EDUCATIONAL SERVICES DELIVERY
AND CURRICULUM REVIEW

3.0 EDUCATIONAL SERVICES DELIVERY AND CURRICULUM REVIEW

This chapter addresses the instructional delivery operations of the Guam Public School System (GPSS) and includes the following sections:

3.1   Organization and Management of Curriculum and Instruction

         3.1.1   Staffing
         3.1.2   Communications
         3.1.3   Collaboration
         3.1.4   Evaluation
         3.1.5   Accountability

3.2   Instructional Delivery and Student Performance

3.3   Professional Development

         3.3.1   School Leaders Development

3.4   Student Support Services

         3.4.1   Career Technology Education

3.5   Parent Involvement

The educational service delivery of a school system depends on central office staff to serve as the support system, and provide leadership and coordination for the education that is provided in district schools. The effectiveness of instructional delivery depends on factors such as organization, staffing and procedures that have been created and monitored in order to assure consistency of instruction and student assessment across the district. The way in which those central office factors are designed can either support or prevent progress towards high achievement for students.

In discussing standards, the American Federation of Teachers observed that, "the idea behind standards-based reform is to set clear standards for what we want students to learn and to use those academic standards to drive other changes in the system." In other words, the context of reform of the entire school system should include:

- curriculum, instruction and assessment;
- professional development;
- parent and community involvement;
- instructional leadership; and
- the use of technology and other resources.

All parts of the district's central operations, decisions, planning, and implementation must be aligned and coordinated to support improved teaching and learning. The school system must also reach out to the community so that the education provided local students not only meets national standards, but local needs, and uses the resources of the community in partnership for the improvement effort.

3.1   ORGANIZATION AND MANAGEMENT OF CURRICULUM AND INSTRUCTION

Central office staff serves as the support system for the education that is provided in schools of any school district and, depending on factors such as organization, staffing, and processes, can either strengthen or hinder progress towards high achievement for students. A well-orchestrated, balanced relationship between school needs and central office support and coordination helps to ensure that financial and human resources are targeted toward increased student achievement for all students. Clearly articulated, measurable, and monitored goals set at the district level inform staff and the public of the district's priorities and guide decisions and actions at all levels of the system. Data serve as the foundation for goal-setting, progress monitoring, and evaluation. Consequently, effective two-way communications systems, explicit guidelines and expectations, processes that streamline and reinforce goals, and the monitoring of priorities are essential responsibilities of the central office.

Reinforcing that point, in her book, *The Reform Revisited: Effective Schools and Systemic Reform,* Barbara Olin Taylor states that the key to successful schools and to meeting the needs of every student is an effective, well-aligned, and focused organization. She quotes Ron Edmonds, a long-time researcher in defining the characteristics of effective schools:

> *We teach that there are no instructional problems that have not already been solved. The only issue is, whether or not the organization makes available to principals and teachers the extraordinary repertoire of school behaviors and teacher behaviors that will produce mastery for the full range of the population.*

A school district's central organization and management processes are critical in thwarting and facilitating the acquisition of those behaviors to ensure mastery for all students. When an organization is not getting the results it would like, structural issues are generally to blame. Districts are well-served to analyze their organizational structure to seek to determine root causes for the current structure, and to identify areas where that structure could potentially offer better results and impediments to higher performance could be eliminated.

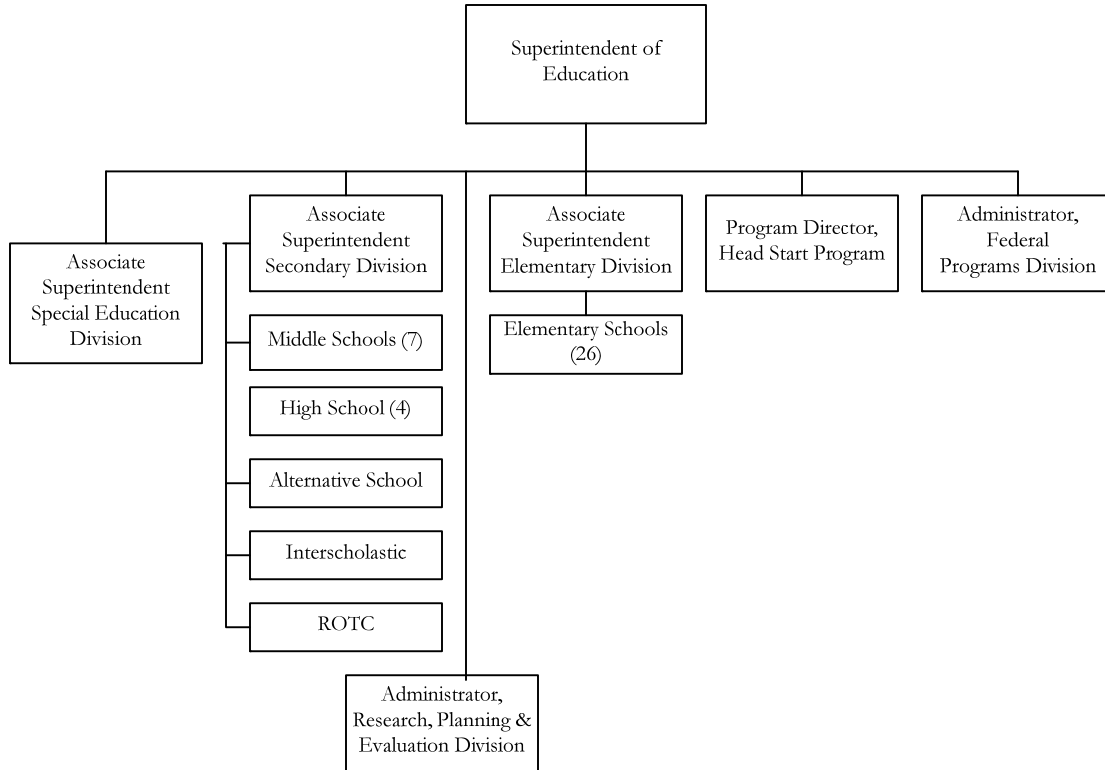**Exhibit 3-1** shows the 2007-08 organizational structure of the GPSS Instructional Department.

In addition to administrators leading a Division of Research, Planning and Evaluation and a Division of Federal Programs, **Exhibit 3-1** shows three Associate Superintendents responsible for curricular and instructional leadership in the Guam Public School System:

- Associate Superintendent for a Special Education Division;
- Associate Superintendent for a Division of Elementary Education; and
- Associate Superintendent for a Division of Secondary Education.

All of the above-mentioned positions report to the Superintendent of Schools. Additionally, an Administrator responsible for Chamorro Studies reports to the Superintendent. Chamorro Studies is a language program and other related special programs and components with the goal of perpetuating the Chamorro language and culture for the students of the island.

Exhibit 3-1
Organization of the Instructional and Student Services Departments in the
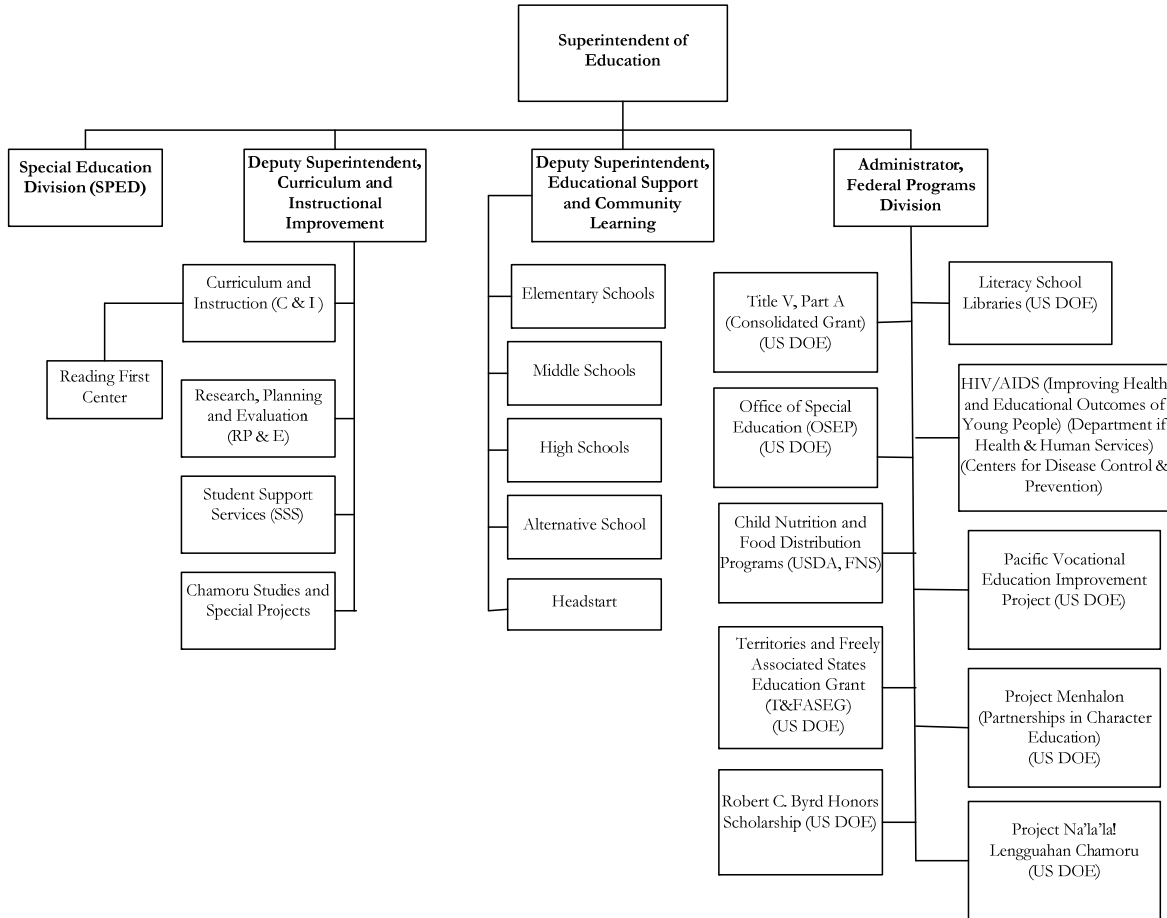**Guam Public School System**
2007-08

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                          │ Superintendent of│
                          │    Education    │
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	Associate Superintendent Secondary Division	Associate Superintendent Elementary Division	Program Director, Head Start Program	Administrator, Federal Programs Division
Associate Superintendent Special Education Division	Middle Schools (7)	Elementary Schools (26)		
	High School (4)			
	Alternative School			
	Interscholastic			
	ROTC			

Administrator, Research, Planning & Evaluation Division

Source: Guam Public School System, 2007-08 school year.

Exhibit 3-2 shows a newly proposed organizational chart proposed for adoption in November 2008. **Exhibit 3-2** reflects the abolition through the recent law of the Associate Superintendent positions. Primary responsibilities for Curriculum and Instruction are now divided between two Deputy Superintendents. Functions associated with curriculum and instruction are organized under the Deputy Superintendent for Curriculum and Instructional Improvement. The curricular and instructional offices under this position include:

- Curriculum and Instruction;
- Reading First Center;
- Research, Planning and Evaluation;
- Student Support Services (SSS); and
- Chamoru Studies and Special Projects.

Exhibit 3-2
Guam Public School System
Proposed Organization of the Instructional and Student Services Departments
2008-09 School Year

Source: Guam Public School System, Superintendent's Office, November 2008.

Six Program Coordinators (PCs) and eleven School Program Consultants (SPCs) are shown on the chart to be responsible for tasks in those offices. However, five of the PC positions are filled and one is vacant; four SPC positions are filled with one vacant. One of the four SPCs and three of the PCs are detailed to a school. This leaves two PCs and three SPCs to perform central roles. Although the organization chart reflects the SPCs as assigned to a specific content area, this no longer holds true as the SPCs are now multi-tasking assisting across content areas with tasks that need to be met. One PC oversees the literacy program and the other PC oversees the health program. Former responsibilities of the Program Coordinators were:

- Technology training;
- e-rate;
- Vocational Education;
- Health Education and the Local Health Program (2); and
- Curriculum and Instruction (2).

The Research, Planning, and Evaluation Unit also has a vacant administrator position between the Deputy Superintendent and program and clerical staff.

Direct school supervision is provided by the Deputy Superintendent for Educational Support and Community Learning. This includes the Alternative School and Head Start programs which are located in almost all elementary schools. Additionally, an Administrator for the Federal Programs Division remains a direct report to the Superintendent. Like Hawaii, Guam is a unitary school system, so this division functions as the Guam Department of Education. Thus, the Administrator reports to the Superintendent in her role as the Chief School Officer of the Department of Education and not as the Superintendent of the Guam Public School System.

FINDING

The new organizational structure has the potential to better consolidate curriculum and instructional roles and responsibilities to more efficiently and effectively focus communications, planning, and implementation of programs and processes. With only two administrators serving as leaders over all aspects of Curriculum and Instruction there is a heightened likelihood that accountability for Standard Operating Procedures (SOPs), programs, and processes will be implemented, supported, and monitored. The meetings among the three Deputy Superintendents and the Superintendent also increase the probability that, when GPSS embeds accountability and SOPs into its way of work, coordination of decisions will be consistently effected across all schools.

COMMENDATION

The 2008-09 proposed organizational structure reflects awareness of the need to better align curriculum and instructional responsibilities for clearer communications, collaboration, and consistency across the Guam Public School System.

FINDING

Frequently when staff who report to a central leader are located at school sites, much ambiguity exists about direction, accountability, and reporting structures. Recognizing that, the Head Start Program Director and school principals have collaborated to create a table (shown in **Exhibit 3-3**) identifying activities/topics related to Head Start, related sites and programs**.**

The document is extensive and inclusive in its consideration of most issues that can arise in which a Head Start teacher may need direction or could participate in. With respect to each, the chart clearly details:

- who might take the lead as a contact person for the teacher;
- what the teacher's involvement might be;
- what parameters are for the particular activity;
- whether or not resources are available or where they can be procured;
- specific forms to be used for anticipated situations; and
- who gets an original or copy of each or where it should be posted.

Exhibit 3-3 further identifies specific curricula and assessments, and also clarifies priorities for activities, such as professional development teachers should participate in. Beyond those, it covers issues such as governance, family outreach, health-related issues, and budget and supplies.

Exhibit 3-3
Dual Supervision
Table of Roles and Responsibilities
On-Site Supervision and Head Start Program Oversight

PROGRAM LOCATION: Head Start Central Office, Hagatna.
SITE LOCATION: Physical location of the classroom(s) / Elementary School
DUAL SUPERVISORS: Head Program Director / Managers and School Principal/Assistant Principal

Activity/Topic	Site	Program

Head Start staff status
• Teaching Staff
  o Teacher
  o Teacher Assistant
  o Parent Volunteers
	Head Start Teachers are part of the faculty / GFT contract	Teachers and Teacher Assistants are teaching staff

• Support Staff
  o Content Area Specialist
  (Health, Disabilities, Education, Mental Health, Social Services)
		Support, mentor, monitor
		
		Work collaboratively with the school counterparts

o Social Services staff (Social workers and community development Program Aides)		
o Maintenance worker		Maintenance worker covers 27 sites throughout the island and works with the Maintenance department.
o Administrative Staff		
o School Health counselor and LPN		Tracking and follow up with families to meet all program health requirements
Curriculum	None	Creative Curriculum Second Step Head Start required: Pedestrian, Dental, Health, Nutrition, Safety etc.
Student Assessment	None	DIAL -- 3 Ages/ Stages SE Second Step Ongoing Monitoring (progress reports, observations, CCPORT)
Child Study Team	Can be part of the committee, especially for behavior issues and possible SPED referrals	Primarily HS but we are working with the guidance counselors
SPED referrals	Can be involved	Primarily HS
IEP Meetings	Principal facilitates the meeting with SPED	Teachers and Education/Disability Services Manager must attend. Other content specialists may be added as needed.
Related Services (speech, PT, OT, etc)	Yes	Yes

Exhibit 3-3 (Continued)
Dual Supervision
Table of Roles and Responsibilities
On-Site Supervision and Head Start Program Oversight

Activity/Topic	Site	Program
Staff Development	Encouraged to attend all that are related to HS program issues (i.e. CIP, CPR/, SPED training, other relevant topics.) Need agenda.	PRIORITY is program Approval needed to attend school professional development
Calendar, GPSS	Same	Same
Hours:	Follow school hours	Child contact: 8 -12 or 12:30 – 4:30 (Hours may vary based on bussing issues) Parent contact: The other 4 hours
Faculty meetings	Must attend	Team meetings take priority, but TA can attend
Committee participation	Allowed	HS has Priority
Leave approval	No	Yes
Time sheet/Time and Effort Certification	NO but may review	Yes
Notification of absence or tardiness	Yes	Yes
Sign in /out	Yes	Yes
Pick up site for paycheck	Yes	Yes
Fund Raising	To be determined. Program approval is needed.	To be determine. Must meet the performance Standards
Field Trip	No funds available	Must be reviewed and cleared by HS. (Again subject to funding issues and transportation compliance concerns)
Observation of teacher performance and evaluation	Yes (up to the Principal)	Yes
Classroom observation	Yes	Yes
Meal Application	No	Yes
Meal Count	For cafeteria purposes: yes	HS receives the forms for reporting
Forms • Federal survey - yes • Child Health Physical • TB clearance • IEP forms/Cumulative • Meal applications • Calendar • Evacuation places/ individualized • Activity report	Original Copy Copy Original Yes In classroom Original	Copy Original Original Copy Original Yes In classroom posted for review Copy for class and office
Resources • Board Policies • SPAM • School site polices & procedures • Head Start Performance Standards • Community Resource directory • Early Learning Guidelines • Curriculum Binder • Other	Yes Yes Yes Yes School may have a copy	Yes at central office. Yes at central office. Head Start SOP's (in classroom) In classroom In classroom In classroom In classroom
Out Reach to families	Collaboration on issues with the same families	All Head Start staff

Exhibit 3-3 (Continued)
Dual Supervision
Table of Roles and Responsibilities
On-Site Supervision and Head Start Program Oversight

Activity/Topic	Site	Program
Government: PTO	Center Level parent should attend	CLPG and GEPB / island wide PTO membership Shared decision making
Health Injuries/concerns/illnesses	School has on site medical care and should be used	Copies of injury reports and health issues should be addressed to central
Budget/supplies	Local budget Head Start students are counted towards school enrollment figures and costs for • Administrative supplies • Instructional Supplies • Cafeteria • Custodial • Library • School Health counselors • School guidance Counselors	Federal Budget Our supply money is program wide supplies for family services and administration of the grant • Registration • Program training • Program operations • Family community partnerships • Administration • Performance standard requirements • Etc
Playground equipment funded by Head Start Program Improvement funds.	Assist with monitoring appropriate use	Priority usage Monitoring facilities and equipment

Source: Guam Public School System, Head Start Director, 2009.

If other areas of the GPSS were to brainstorm topics and activities, as thoroughly as Head Start and school leaders have, there would be far greater understanding of one's own and other staff's roles as well as clear accountability for decision making, paperwork, and job responsibilities.

COMMENDATION

The GPSS Head Start Program and elementary school principals have created an exemplary model for accountability to be replicated in other areas of GPSS operations.

FINDING

The GPSS central office processes, especially in Curriculum and Instruction, could be improved to better provide services and support to schools. A significant portion of the general lack of accountability within the central office can be traced to confusing and ambiguous organizational structures with functional overlaps or ambiguity, lack of customer definition, and the placement of resources too far removed from the schools that need them.

Both central and school staff interviewed reported that the current structure is not working, although they acknowledged that it was early in the reorganizational process, and were hopeful that restructuring would result in improvements. However, an effective organizational structure can only contribute to district success in teaching and learning to the extent that other supporting structures allow it to. Central office staff members interviewed reported a number of underlying

barriers to the new structure's ability to achieve its intended goals for improving teaching and learning.

GPSS central office employees reported:

- the lack of clarity regarding their own roles and the differences between responsibilities of Program Coordinators at each of four levels;

- an inability to articulate what each person/role does to support teaching and learning;

- vagueness regarding their responsibilities related to local and federal activities, and how funding sources should define their activities;

- the lack of awareness of the responsibilities of others with whom they should collaboratively work and plan;

- a befuddlement as to how they could or should identify school needs and meet them;

- a sense that, with Direct Instruction—the primary program in elementary schools— the need for their assistance and related professional development had been diminished;

- the lack of direction resulting from the constant turnover of high-level central office leadership and vacancies that have resulted from program administrator positions not being filled or filled by interim appointments;

- a sense of a deficiency in cohesion across GPSS; and

- inconsistency in the amount and type of support each department/individual offered school staffs.

Some employees even stated their concern that the new Deputy Superintendent positions were impediments to responding to federal mandates and moving GPSS out of high-priority status.

Similarly, interviews with school staff reflected:

- an inability to specify services they could expect from central office Curriculum and Instruction staff;

- frustration with a sense that central office Curriculum and Instruction staff were not aware of their needs; and

- a belief that there is no commitment on the part of central office staff to support schools.

Numerous factors have contributed to the origin of these comments. Over the past several years, content-related positions in the Division of Curriculum and Instruction have been eliminated through attrition. This loss has left only a few support positions in Curriculum and Instruction with poorly defined responsibilities to provide all support across GPSS and to schools. As mentioned above and in **Chapter 2**, there has been a high turnover rate among top district leaders from the Superintendent through associate and deputy-level positions, and even lower level administrative positions.

Such management instability creates a climate of uncertainty in which only very strong individuals will step forward and assert leadership in organizing and moving district processes forward. This turnover also undermines consistency and continuity of processes and procedures based on institutional memory. As noted in the October 2008 Audit Report on Textbook Management, "relying on institutional memory does not assure continuity of practices when key people are frequently reassigned and staff turnover continues to occur in Curriculum and Instruction. Leadership changes leave gaps in knowledge and skill. Leadership changes of the frequency experienced in GPSS essentially create a management void and organizational chaos.

A lack of written communications impairs a transparent succession when staff members change positions. This causes duplication of effort on the part of administrators and educators in schools and at the central office. There does not appear to be a system of support in place for new employees to assist them in understanding their roles and responsibilities. Nor was there evidence of a systemwide communications process that clearly delineates job responsibilities, matrixes data requests, and minimizes duplicative requests for records as well as redundant or conflicting information.

Staff interviewed reported that, in order to collect data, they must go to several units within the central office.   One person stated that "we are not a culture of the written word." The situation is further exacerbated by a scarceness of documentation relating to procedural operations regarding job expectations, a lack of job descriptions, and a history of not training or mentoring people new to positions in GPSS or cross-training others so that more than one person is knowledgeable of each position's responsibilities and timelines.

Additionally, GPSS staff reported that when they assumed new responsibilities, there was little support from their supervisors (possibly as a result of supervisors also being relatively new to their positions), no existing data or reports for their roles, and that they had to begin from scratch as if the position were a new one. Finally, politics in terms of several levels of governance micromanaging school system decisions regarding organization and management exacerbate the turmoil created by constant leadership turnover.

A local culture of partisan nepotism was reported to work against positions being filled by candidates who are the most qualified or who meet all qualifications of job vacancies and may also contribute to the frequent turnover of leadership at the central office level which is a concern of the U. S. Department of Education (USDOE). The job descriptions that exist have disclaimers such as, "any equivalent combination of experience and training beyond the bachelor's degree in education which provides the minimum knowledge, abilities, and skills" leaving the door open to individuals without proper credentials essential for positions to be hired. Those clauses should be removed and staff hired who actually meet the minimal educational and experiential

qualifications of the positions. GPSS should not be looking for leaders who meet "minimum" criteria, but those who are exemplary leaders with strong instructional knowledge and experience.

Exhibit 3-4 shows how the Federal Programs Division has developed a chart that clearly identifies individual responsibility for each grant/program, the manager of the program, and the director with responsibility for the program. Additionally, the exhibit shows the "Alternate State Program Officer" who is the individual who has been cross-trained so that if the primary Program Officer responsible for program activities is not available, the alternate can step in without loss of momentum, can answer questions or work with program staff in Curriculum and Instruction, and can ensure that necessary reporting timelines are met. **Exhibit 3-4** serves as an exemplary model for all departments and offices within GPSS to clearly delineate specific responsibility for each program/task and to identify an alternate person who assumes responsibility should the primary staff member either be absent or detailed to another location.

RECOMMENDATION

Recommendation 3-1:

Aggressively address each of the factors contributing to lack of direction in the Curriculum and Instruction Division of the central office.

Some factors identified above such as a lack of job descriptions and job descriptions with essentially disclaimer clauses will be addressed in **Chapter 4.** Staffing, communications, and standard operating procedures, are also addressed later respectively in **Sections 3.1, 3.2,** and **3.5** of this chapter and in other chapters. Until the more fundamental external factors are eliminated, GPSS can, at least, create procedures to ensure that staff members new to positions have the knowledge and support they need to enable them to meet their job responsibilities.

The two primary actions the school system must take to train and support new staff members, and create continuity when they come on board are:

- cross-train current staff so that more than one individual knows processes, procedures, and reporting requirements for each job; and

- develop procedures to better anticipate turnover of positions so that there is lead time for current staff to train staff who will be assuming their roles.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

A lack of alignment exists between instruction and resource allocations so there are no uniform expectations or procedures for regular examination of instructionally-related needs. Many GPSS representatives described a lack of focus resulting from funding sources, particularly federal funds driving decisions instead of GPSS-identified priorities being the catalyst for budgetary decisions.

Exhibit 3-4
Guam Federal Programs
Table of Responsibilities*

Grant/Program	State Program Officer	Alternate State Program Officer	Program Manager	Project Director
Consolidated Grant, CFDA #84.922				
Standards &Assessment	Rachel Santos,PCIV	Shannon Bukikosa, PCI	Deputy Supt. Curriculum & Instructional Improvement	RP&E Administrator
Secondary School Reform, John Hopkins Univ. Talent Development	Rachel Santos, PCIV	Felomena Diaz, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Administrators, Southern High & Oceanview Middle Schools
Reform Program DI/Corrective Reading	Rachel Santos, PCIV	Shannon Bukikosa, PCI	Deputy Supt. Curriculum & Instructional Improvement	Reading First Administrator
Recruitment & Retention	Felomena Diaz, PCIV	Raymond Dungca, PCIII	Deputy Supt. Finance & Administrative Services	Personnel Administrator
Parent-Family-Community	Felomena Diaz, PCIV	Margaret Camacho, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Student Support Services Administrator
Deed	Raymond Dungca, PCIII	TBR	Deputy Supt. Curriculum & Instructional Improvement	Elementary School Administrators
Summer School	Margaret Camacho, PCIV	All State Program Officers	Deputy Supt. Educational Support and Community Leaning	Elementary & Secondary School Administrators
ESL	TBR	Rachel Santos, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Elementary & Secondary School Administrators
Eskuelan Puengl	Margaret Camacho, PCIV	Felomena Diaz, PCIV	Deputy Supt. Educational Support and Community Leaning	High School Administrators
SFA	Rachel Santos, PCIV	Shannon Bukikosa, PCI	Deputy Supt. Curriculum & Instructional Improvement	Administrators, Agana Heights & H.S Truman Elementary Schools
SRO	Raymond Dungca, PCIII	Felomena Diaz, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Student Support Services Administrator
Alternative Education	Margaret Camacho, PCIV	Felomena Diaz, PCIV	Deputy Supt. Educational Support and Community Leaning	Principals, J.P. Torres Alternative School Administrator
GCC Vocational Education	Felomena Diaz, PCIV	Margaret Camacho, PCIV	President, GCC	GCC, Associate Dean
GATE	Raymond Dungca, PCIII	Felomena Diaz, PCIV	Deputy Supt. Educational Support and Community Leaning	Asst.. Supt. SPED
Private-Non-Profit Schools	Raymond Dungca, PCIII	Raymond Dungca, PCIII	PNP Institutions	PNP , Administrators
Education-Technology (SMS)	TBR	Felomena Diaz, PCIV	Deputy Supt. Finance & Administrative Services	FSAIS, Administrator
Discretionary Grants				
USDOE OSEP: Special Education CFDA#84.027A CFDA#84.181	Jessica Camacho, PCIV	Nora Sawyer, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Asst.. Supt. SPED
Financials:OSEP:Special Education	Nora Sawyer, PCIV	Jessica Camacho, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Asst.. Supt. SPED
Head Start CFDA#93.600	Shannon Bukikosa, PCI	Rachel Santos, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Head Start Director
Robert C. Byrd Scholarship Grant	Margaret Camacho, PCIV	Felomena Diaz, PCIV		
Teacher Quality:Project HATSA CFDA#84.336	Rachel Santos, PCIV	Shannon Bukikosa, PCI	Closing Out	Closing Out

*Although the document Evergreen was provided shows DEED and Headstart under the Deputy Superintendent for Curriculum and Instructional Improvement, and Summer School and Eskuelan Puengi under the Deputy Superintendent for Educational Support and Community Learning, this has changed.

Exhibit 3-4 (Continued)
Guam Federal Programs
Table of Responsibilities*

Consolidated Grant, CFDA #84.922				
Grant/Program	**State Program Officer**	**Alternate State Program Officer**	**Program Manager**	**Project Director**
Discretionary Grants				
Character Education: Project Menhaiom CFDA#84.215S	Rachel Santos, PCIV	Shannon Bukikosa, PCI	Deputy Supt. Curriculum & Instructional Improvement	Student Support Services Administrator
TFASEG CFDA#84.256A	TBR	Rachel Santos, PCIV	Deputy Supt. Curriculum & Instructional Improvement	
Improving School Libraries CFDA#84.364A	Margaret Camacho, PCIV	Rachel Santos, PCIV	Deputy Supt. Curriculum & Instructional Improvement	
PVEIP CFDA#84.048B	Rachel Santos, PCIV	Shannon Bukikosa, PCI	Deputy Supt. Curriculum & Instructional Improvement	
HIV-AIDS CFDA#93.938	Margaret Camacho, PCIV	Rachel Santos, PCIV	Deputy Supt. Curriculum & Instructional Improvement	
Project Na'la'la I Lengguahan Chamoru CFDA#84.215K	Felomena Diaz, PCIV	Margaret Camacho, PCIV	Deputy Supt. Curriculum & Instructional Improvement	Administrator, Chamoru Studies
Financials: Cons. Grant & Discretionary Grants	Christine Rosario, PCII	Raymond Dungca, PCIII	Deputy Supt. Finance & Administrative Services	
Grant/Program	**CNP and FDP State Program Officer**	**State Program Officer**	**Program Manager**	**Project Director**
Child Nutrition Program CFDA#10.555	Joseph Montague, PCIV			
National School Lunch (NSLP)	Joseph Montague, PCIV	Agnes Blas, PCII, Joe Siongco, FEII, Michelle Blas (Nutrition)	SFA Management Director Food Nutrition Services DODEA – DDESS, Asst. Supt. DYA of Youth Affairs, Director	
National School Breakfast(NSLB)	Joseph Montague, PCIV	Agnes Blas, PCII, Joe Siongco, FEII, Michelle Blas (Nutrition)	SFA Management Director Food Nutrition Services DODEA – DDESS, Asst. Supt. DYA of Youth Affairs, Director	
Child and Adult Care Food Program(CACFP)	Joseph Montague, PCIV	Joe Siongco, FEII, Michelle Blas, PC II (Nutrition)	Military CDC/OSH	
Summer Food Service(seamless option)	Joseph Montague, PCIV	Joe Siongco, FEII	SFA Management Director Food Nutrition Services	
Food Distribution CFDA#10.559	Joseph Montague, PCIV			
School Food Distribution		Ruth Benavente, PCII	Prime Vendor DOD/DSCP	
TEFAP CFDA#10.568		Ruth Benavente, PCII	SFA Management Director Food Nutrition Services	
State Administrative CFDA#10.560		Franklin Cruz, PCII		
Cash in Lieu CFDA#10.558		Franklin Cruz, PCII		
Financial: SAE, CNP, TEFAP, FD, CACFP		Franklin Cruz, PCII	Deputy Supt. Finance & Administrative Services	

Source: Guam Public School System, Federal Programs Office, 2009.

*Although the document Evergreen was provided shows DEED and Headstart under the Deputy Superintendent for Curriculum and Instructional Improvement, and Summer School and Eskuelan Puengi under the Deputy Superintendent for Educational Support and Community Learning, this has changed.

Central offices have been established as a result of grant funds. Positions, too, have been created for the same reason. Others observed that when federal funds are eliminated, positions stay, and no decrease in staffing occurs. Numerous staff members testified that they were not aware that at any time in GPSS history had a conversation about district priorities been held as a basis for identifying budgetary allocations.

Comments received by Evergreen consultants regarding budget development and curricular and instructional priorities were:

- *federal programs are the tail wagging the dog;*

- *funds determine what is done rather than needs driving the budget; and*

- *federal programs play a big part in how we write goals and objectives, and hold grants hostage until they are written the way they want them.*

They also stated that, with the hiring freeze, the only positions that are filled are ones that are federally funded. While the federal monitoring process is essential for the school system to begin to embed procedures and accountability into its fabric, student needs should always be the basis of GPSS decisions.

Exhibit 3-5 reflects a far higher concern about equitable resources on the part of GPSS staff at all levels than those in Evergreen's comparison districts.

Exhibit 3-5
Survey Results on
Access to Education Materials
Guam Public School System and Districts in Evergreen's Survey Database

Survey Statement	Guam Public School System		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
All schools have equal access to educational materials such as computers, television monitors, and science labs.				
Administrators	12.7%	79.4%	61.5%	32.6%
Central Office	29.4%	58.8%	62.2%	23.4%
Teachers	17.2%	74.5%	47.5%	34.8%

Source: Evergreen Solutions Survey Results, 2008.

One of the most frequent concerns during the diagnostic visit was that of a lack of equity of resources. When asked about equity, staff reported that GPSS tries to make existing resources go as far as possible; the real issue is simply a lack of resources to meet all needs. One interviewee said that resources really depend on the ability of a leader—school or district—to be proactive enough to "grab funds and use them."

Without a focused instructional plan, decisions to seek or accept grants are not assured of being directly tied to GPSS priorities. As a consequence, it appears that, at times, grants are driving program decisions and consequently staff time and staffing without an outcomes-based reason. *

*Some grants, however, are driven by School Improvement Plans based on SAT 10 results.

Considering the scarce resources in the district, this is understandable, but if GPSS wishes to improve student performance and teacher and administrator capacity, goals should guide resource solicitation and allocations so that they are spent in ways most likely to improve student performance. GPSS goals instead of funding sources should be driving decisions to seek or accept funds. The district has no instructional plan per se, so no assurance that funds spent are likely to achieve a desired outcome for the benefit of students or teachers. The conversation must change so that instruction is the conversation.

When questions were posed regarding specific programs of the past that may have been effective for groups of students, respondents stated that they are challenged when funds had disappeared. When programs are demonstrated to be effective, GPSS should examine its priorities and resources and find ways to sustain them after grant funds are exhausted. Unfortunately, frequently when dollars are spent on educational purchases that are not a part of a focused instructional plan, they deter teachers from the ability to truly focus on content and knowledge, and students from learning even basic skills well. It would be better to turn down funds than to expend them for purposes and activities that divert energy from students gaining the essential skills and knowledge they need in order to become self-sufficient, productive citizens. Strategic planning experts, Mark Baron and Floyd Boschee, disclosed that commitment to change requires districts to channel and reappropriate all resources and energies toward student achievement. That, in turn, leads to goal accomplishment in increased student proficiency.

The GPSS designation as a high-risk district by the USDOE has naturally contributed to the perceived "culture of compliance" within GPSS. However, the federal government allows districts to file a consolidated application for federal funds in order to broaden flexibility in the use of funding sources. States, however, do not always allow the flexibility provided by the federal government. Although the district files a consolidated application, it does not appear to fully access the flexibility allowed. It appears from testimony among staff that the issue is more a lack of agreement on and articulation of targeted goals than one of lack of flexibility. As a consequence of the extreme scrutiny focused on GPSS by the USDOE, staff noted paperwork leaves them with no time to assist schools with the real work of improving teaching and learning for students with the most pressing learning needs.

RECOMMENDATION

Recommendation 3-2:

Align funding decisions to the core instructional goals of the Guam Public School System, and review relationships annually.

GPSS should require that no funds are expended for instructional programs, support systems, or staffing unless they are directly related to specific priority instructional goals. Budget request documents should clearly designate the district's goal the expenditure is related to, and how it will contribute to its realization. When GPSS personnel receive grant opportunities, they should first be assessed as to their congruence with district priorities. Then, if—and only if—they are and can be aligned with other instructional activities, they should be sought.

Concomitantly developing processes to examine staffing levels of instructional support would ensure that the performance of all students will continue to be central to funding decisions. This will increase the likelihood that student performance in all areas and for all student groups will continually increase, rather than vacillate or even languish. This examination will also enable the district to maintain its capacity to continue to address the instructional needs of low-performing schools and students, and thus, decrease the achievement gap for students with exacerbating learning challenges.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. It should result in better channeling available resources toward actions that are more likely to result in higher level achievement and teacher skill and knowledge.

3.1.1   *Staffing*

In order for a school system to fulfill its educational responsibilities to its students, parents, staff, and community, it must be properly staffed. Proper staffing means:

- providing sufficient personnel to enable the district to educate its students;

- ensuring that teachers and administrators have the capacity to meet the needs of all sectors of its students and the individual needs of specific students;

- ensuring that administrators are strong instructional leaders who grow continuously in their jobs and foster growth in others;

- providing sufficient support staff to focus on the roles and responsibilities for which they were hired; and

- ensuring that staff are equitably distributed in the positions so all students are receiving similar levels of support for their educations.

FINDING

Evergreen identified a number of concerns regarding staffing for positions with responsibility for curriculum and instruction. Some have arisen due to the district's apparently not stepping back regularly and examining staffing needs districtwide. This is true regarding a balance of staff at schools across GPSS, even though there are staffing allocations in the board-union contract. It is also true with respect to the core function of a central office and the staff required to perform those roles and responsibilities.

Comments made by some GPSS staff were:

- *We do whatever needs to be done. It doesn't matter that positions are federally funded.*

- *When federal money goes away, people stay.*

- *We have never taken an overall look at staffing needs.*

A document provided to Evergreen shows that GPSS leadership has recently examined the staffing levels at schools and identified excess teaching and other positions. Reportedly, when GPSS decided to implement the Direct Instruction Program, it required small group teaching, so additional teaching positions were added above and beyond those included in the teacher contract. The document identifies an excess 51 teachers beyond those required in the formula. It also identifies an excess of four aides at one school, five ESL Coordinators, and one Reading coordinator. However, it does not show consistency in the determination of, for instance, teacher allotments when the number of students earns teachers above a whole number. In some instances, an overage of a percentage appears to warrant a teacher and in others, it does not. In other cases, the percentage above the formula is as much as .5 or .83 and another teacher is not added. The cut line is not set in those cases. In some schools, there are reported combination classes, and in others where student numbers appear to suggest that as an option, there are not.

It is impossible to tell from the documentation provided what special circumstances cause those apparent inequities. Some of the reported excess teaching positions are a direct result of the small size of specific schools. However, GPSS must be vigilant in providing equitable staffing in every school.

Similarly, the SY 08-09 Student Enrollment by School (as of September 18, 2008) document provided to Evergreen also reports teacher: student ratios for Chamoru Teachers and for School Aides General. The student: school aides general ratios range from 1 aide: 21 students to 1 aide: 240 students, evidencing great inequity across schools.

Additionally, the Chamoru teachers: student ratios range from 1 Chamoru teacher: 42 students to 1 Chamoru teacher: 270. The result of such inequitable provision of services, as reflected in these ratios, again is variable service and instruction to students in different schools. In fact, there are currently 335 vacant general school aide positions on the current staffing pattern with salaries and benefits allocated in addition to the over 600 positions filled.

Although there are no truly comparable districts to Guam, due to its unique location and configuration, the National Center of Education Statistics (NCES) conducts annual district comparisons in America each year. For comparative purposes, Evergreen used the NCES database to select six districts with similar student populations and compare staffing patterns particularly as they pertain to curriculum and instruction.

Exhibit 3-6 shows that GPSS has fewer schools than other districts shown. GPSS has only 453 students more than the average of comparison districts, but it has 302 more instructional aides than the average of those districts.

RECOMMENDATIONS

Recommendation 3-3:

Eliminate the excess positions identified at the elementary level, further examine inconsistencies, identify additional excess positions, and conduct a similar examination of secondary staffing to eliminate surplus positions.

Exhibit 3-6
Comparison of Instructional Aide Staffing
With Sample Peer Districts

District	Number of Schools	Student Enrollment	Total Instructional Aides
Guam Public School System	**36**	**30,986**	**662.0**
Alachua County, FL	72	29,109	535.0
Amarillo, TX	54	30,061	372.8
Birmingham City, AL	84	30,959	193.0
Calcasieu Parish, LA	60	31,877	515.7
Colorado Springs, CO	62	30,959	385.8
Compton Unified, CA	40	30,233	159.0
Total Average of Comparison Districts	**62**	**30,533.0**	**360.2**

Source: nces.ed.gov, 2009.

The Evergreen survey data show a districtwide concern regarding inequity of resources. Nowhere is an inequity more concerning regarding student academic needs than in relation to teacher: student ratios. GPSS should eliminate current inequities and ensure that, by formula, staffing allocations, and contract provisions, that there is equity of staffing across GPSS schools.

FISCAL IMPACT

The average teacher salary is $43,293 plus benefits of 30 percent ($12,988) for a total cost per teacher of $56,281. Just using the identified 51 positions, the annual savings GPSS would realize from their elimination would be $2,870,331. Total savings between 2009-10 and 2012-13 would be greater than $11,481,324 if GPSS gave annual increases. Identifying additional positions at both the elementary and secondary levels would, of course, reap additional savings for the district.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Excess Elementary Teaching Positions	$2,870,331	$2,870,331	$2,870,331	$2,870,331	$2,870,331

Recommendation 3-4:

Establish in contract a cut line at which point additional teachers are warranted.

The staffing inconsistencies shown in the SY 08-09 Student Enrollment by School (as of September 18, 2008) document reflect inequity of instructional support for students, and highlight the need to quantify in contract at what point an additional teacher will be provided. Contract language should also be added to address the issue of teacher agreement. Beyond teacher salary and benefit costs, GPSS incurs additional resultant costs with the addition of

teacher positions that are not quantified in terms of classroom space, furniture, equipment, teacher supplies, textbook costs, and facility maintenance and operations.

FISCAL IMPACT

This recommendation can be implemented with existing resources and should result in additional savings to the district.

Recommendation 3-5:

Re-examine the Chamoru teacher: class ratio in light of student numbers and school aides/ student ratio to determine set ratios that will be maintained across the Guam Public School System.

The variability of staffing in these positions necessitates a re-examination of assignment of Chamoru teachers and general aides. Especially in examining the aide positions, GPSS should first identify exactly what its expectations are of staff in those positions, commit those expectations to writing in job descriptions, explicitly discuss expectations with new staff assigned to those positions, and hold principals accountable for their achievement. Compared to other districts of similar size, GPSS is tremendously overstaffed in this area and needs to eliminate positions. It should also eliminate the existing 335 vacancies.

With the variance of Chamoru teacher: student assignments in GPSS schools, the school system should examine class loads across the district and establish a ratio to be maintained for equity. With the current staffing formula, the reduction of classroom teaching positions should have a concomitant reduction of Chamoru teacher positions since they are allotted based on the number of K-3 and 4-5 classes in the schools.

Staffing positions are guided by the Board Union Contracts; thus, contract modifications will be necessary.

FISCAL IMPACT

If GPSS were to bring its general school aide positions to the average of the sample districts, it would reap an annual cost savings of $7,917,534. Additionally, the district should not fill the existing 335 aide positions currently reported on the staffing pattern.

At an average salary of $20,167 plus 30 percent benefits ($6,050), one position costs the district $26,217. Eliminating those 335 vacant positions would save the district $8,782,695 annually. Further eliminating the additional 302 positions would reap an additional annual savings of $7,917,534 for a total annual savings of $16,700,229.

Without knowing at exactly which grades classroom teachers will be reduced, it is not possible to estimate savings from a reduction of Chamoru teachers. However, adopting a more equitable formula that allocates teachers by student load rather than classrooms served would likely create cost savings. Sharing teachers between small schools in or between regions would further help to equalize student loads among teachers.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate 335 Vacant School Aide Positions	$8,782,695	$8,782,695	$8,782,695	$8,782,695	$8,782,695
Eliminate 302 Additional School Aide Positions	$7,917,534	$7,917,534	$7,917,534	$7,917,534	$7,917,534
Total Savings	**$16,700,229**	**$16,700,229**	**$16,700,229**	**$16,700,229**	**$16,700,229**

FINDING

Several GPSS staff identified the number of one-to-one special education aides as an exorbitant cost to the district. One interviewee stated that when officials from the U. S. Office of Special Education (OSEP) conducted a verification visit several months ago they commented that they had never seen so many one-to-one aides in visits to other districts. When the new Special Education Division Director came in, she recognized what the inordinant resources were costing the district and, with the Superintendent's approval, sent a letter to principals telling them that additional aides would have to be requested through the Superintendent.

During interviews, it was revealed that over half of the special education staffing budget is spent on one-to-one aides. The SY 08-09 Student Enrollment by School shows there are 143 "one-to-one school aides" and an additional 121 positions designated as "part-time salary special education." Of those, 48 one-to-one aide positions are vacant and 31 part-time positions. Interestingly, the part-time positions all receive a salary of $15,840, only slightly lower than the average salary for the one-to-one school aides of $19,192. The total expenditures for both types of positions on the current staffing pattern are $29,661,118. It is not clear from the data what the difference is in those positions, but Evergreen believes that their responsibilities are similar.

Table 2 of the 2007-08 Annual Report reveals there are 2,013 special education students in GPSS. Excluding other special education aide positions, these 264 aides per 2,013 students is a ratio of one aide per 7.6 students, an excessive number considering many students just receive services for speech/language or are included in regular classes because that is the least restrictive environment for their needs.

RECOMMENDATION

Recommendation 3-6:

Develop clear, unequivocal guidelines for schools to follow regarding adding one-to-one positions, reduce those positions as re-evaluations occur, and re-examine special education aide staffing with respect to current numbers and salaries.

As re-evaluations of students with one-to-one aides arise, central office staff should be involved in these IEP meetings. Even adding and assigning a Program Coordinator for that responsibility would save GPSS hundreds of thousands of dollars. The Superintendent needs to continue to reinforce the need for schools to be fiscally responsible for the positions should this pattern continue in specific locations.

FISCAL IMPACT

The implementation of this recommendation will result in cost savings to the Guam Public School System. Eliminating the 48 vacant one-to-one aide positions at an average salary of $19,192 plus 30 percent benefits ($5,758) for a total of $24,950 per position will result in annual savings of $1,197,600.

Eliminating the 31 part-time vacancies at $15,840 per position plus benefits ($4,752) will save $20,592 per position or $628,352 for 31 positions.

Conservatively using part-time salaries as the savings, reducing current aides by an additional 10 percent per year would yield annual savings of $535,392.

Adding a Program Consultant at an average salary plus benefits of $35,225 would cost $45,793.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Vacant One-to-One Special Education Aide Positions	$1,197,600	$1,197,600	$1,197,600	$1,197,600	$1,197,600
Eliminate Vacant Part-Time Special Education Aide Positions	$628,352	$628,352	$628,352	$628,352	$628,352
Eliminate 10 Percent of the Current 264 One-to-One/Part-Time Positions Per Year	$535,392	$535,392	$535,392	$535,392	$535,392
Add Program Consultant Position	($45,793)	($45,793)	($45,793)	($45,793)	($45,793)
Total Savings	**$2,315,551**	**$2,315,551**	**$2,315,551**	**$2,315,551**	**$2,315,551**

FINDING

Staffing patterns in the offices related to curriculum and instruction impair efficient and effective use of personnel, communications, planning, and execution of work tasks. In staffing, as in other areas of GPSS, funding sources dictate positions and negatively affect equitable support across the school system.

Additionally, it is virtually impossible to discern from current organizational charts the positions that are actually filled in each office as assignments and transfers are continually changing—even from week to week. Although GPSS has tried to address school staffing needs with detailing central staff to schools, many administrators interviewed stated that they were not

aware of any conversation having taken place that centered on the potential imbalance in the central office that has occurred with the hiring freeze currently in place.

Without that conversation, as attrition has occurred or staff been reassigned to schools, there is a high likelihood that some central offices have had their ability to meet their responsibilities handicapped. This hampers GPSS central office employees from their ability to carry out job functions even when they know what they are. It also further impedes communications between the central office and schools, and undermines potential support for schools.

Curriculum and Instruction central office staff interviewed by Evergreen stated that they were responsible for clerical tasks (such as ordering materials, following up on supply purchases, performing logistics related to meetings and/or conferences, and developing invitations for bids). Using these administrative positions for clerical tasks is not a cost-effective use of their time and talents.

A staffing pattern provided Evergreen shows five administrative assistants, three clerk typists and one Secretary I in the Federal Programs Division. While this division is responsible for federal compliance, other divisions are not comparably staffed. In the Special Education Division, which has additional critical record-keeping responsibilities for with its accountability for federal programs and IEP records, the chart shows one administrative assistant, two administrative officers, three clerk typists, and three secretary/typists. The chart also shows four administrative assistants, three administrative officers, and a clerk typist position supporting the Office of the Superintendent, but only two supporting the Program Consultants in the Deputy Superintendent for Curriculum and Instructional Improvement. One additional administrative assistant's position there is vacant. Those three clerical positions are intended to support six Program Coordinators, 11 School Program Consultants, and the Deputy Superintendent.

These are inequitable distributions of support staff, particularly for a district that has high intentions of improving student performance. It is not clear which positions are filled, which are detailed to schools, and which are vacant, but the distribution is not focused on the district's core role of educating students.

While so few clerical support staff positions are available for the vast majority of content areas that students are expected to learn for success upon graduation, there are two secretarial positions supporting the eight staff members in the Office of Chamoru Studies and four for the Head Start Office, including a Computer Systems Management position. Special education, with all of its accountability for federal programs and IEP records, has only one administrative assistant and one clerk. One administrative assistant supports the one Program Coordinator in the Division of Research, Planning and Evaluation.

RECOMMENDATION

Recommendation 3-7:

Redistribute the number of clerical support positions in the Central Office so that there is a more equitable allocation within the Curriculum and Instruction Office.

Many school systems use the ratio of one secretarial support position per three administrators. GPSS should use this ratio as a guideline for clerical staff reassignment.

FISCAL IMPACT

The implementation of this recommendation can be achieved with existing resources.

FINDING

Two graphic artists are in the Chamoru Studies Division and have responsibilities to provide illustrations; design layouts; and specifications for textbooks, journals, posters, booklets and other educational and instructional materials K-12 in line with the division's goals and objectives. Interestingly, considering that standards for core content have not been addressed in almost a decade, in Chamoru Studies, curricular materials are developed annually based on annual surveys regarding instructional materials that teachers need for effective instruction. These positions could be far better utilized for the benefit of all curriculum and instruction rather than a single area, regardless of funding source. The office also has a Community Program Aide II whose responsibility is outreach to the community to promote and perpetuate the Chamoru language and culture through the program's goals and objectives.

Since the Chamoru Program serves all GPSS students, the Community Program Aide II would serve more students beneficially if it were located in the Parent-Family-Community Outreach Office. An additional responsibility of the position relates to conducting surveys and collecting data for program assessment and effectiveness, suggesting that it is a position that should at least be shared with the Research, Planning, and Evaluation Division since it is so short-staffed and provides essential data for improved achievement of all students.

Central office staff reported that, for the past five years, there has been no funding for the production of Chamoru books and materials so the division has only produced and reprinted easily produced materials (such as posters and flash cards) to enhance visual learning strategies that are effective for second language learners. The division researches, designs, and produces them aligned with Content Standards and Performance Indicators. It would be much more cost-effective for GPSS to outsource the design and printing of those materials than to retain two graphic artists on salary. The division has four vacant positions—two School Program Consultants and two Chamoru Language and Culture Specialists. Two secretaries reportedly serve as a materials development production team—one for elementary and one for secondary—who provide "teacher staff development training, curriculum materials and development, instruction and assessment, and parental and community involvement."

RECOMMENDATION

Recommendation 3-8:

Restaff the Division of Chamoru Studies by eliminating the graphic artist positions and one of the secretarial positions, and filling the two vacant Chamoru Language and Culture Specialist positions.

Filling the two vacant Chamoru Language and Culture Specialist positions to serve as support to teachers in schools and to conduct the content-related responsibilities would be a much more effective means of improving teacher skills and student achievement than having two graphic artists on staff and essentially having secretaries to fulfill those tasks.

FISCAL IMPACT

The combined salaries of the two graphic artists including benefits are $80,870. The average salary and benefits of a secretary/typist is $30,642. The budgeted amounts in the FY 2009 staffing pattern for a Chamoru Language Specialist position, including benefits are $34,476 for a total cost of two positions of $68,952. The costs for contracting for materials design and production are not known, but should be far less than the annual costs of two graphic artists and a secretary who perform those responsibilities.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Two Graphic Artist Positions	$80,870	$80,870	$80,870	$80,870	$80,870
Eliminate One Secretarial Position	$30,642	$30,642	$30,642	$30,642	$30,642
Fill two Chamoru Language Specialist Positions	($68,952)	($68,952)	($68,952)	($68,952)	($68,952)
Total Savings	**$42,560**	**$42,560**	**$42,560**	**$42,560**	**$42,560**

FINDING

The 2008-09 Staffing Pattern for Curriculum and Instruction, as shown in **Exhibit 3-7,** indicates that:
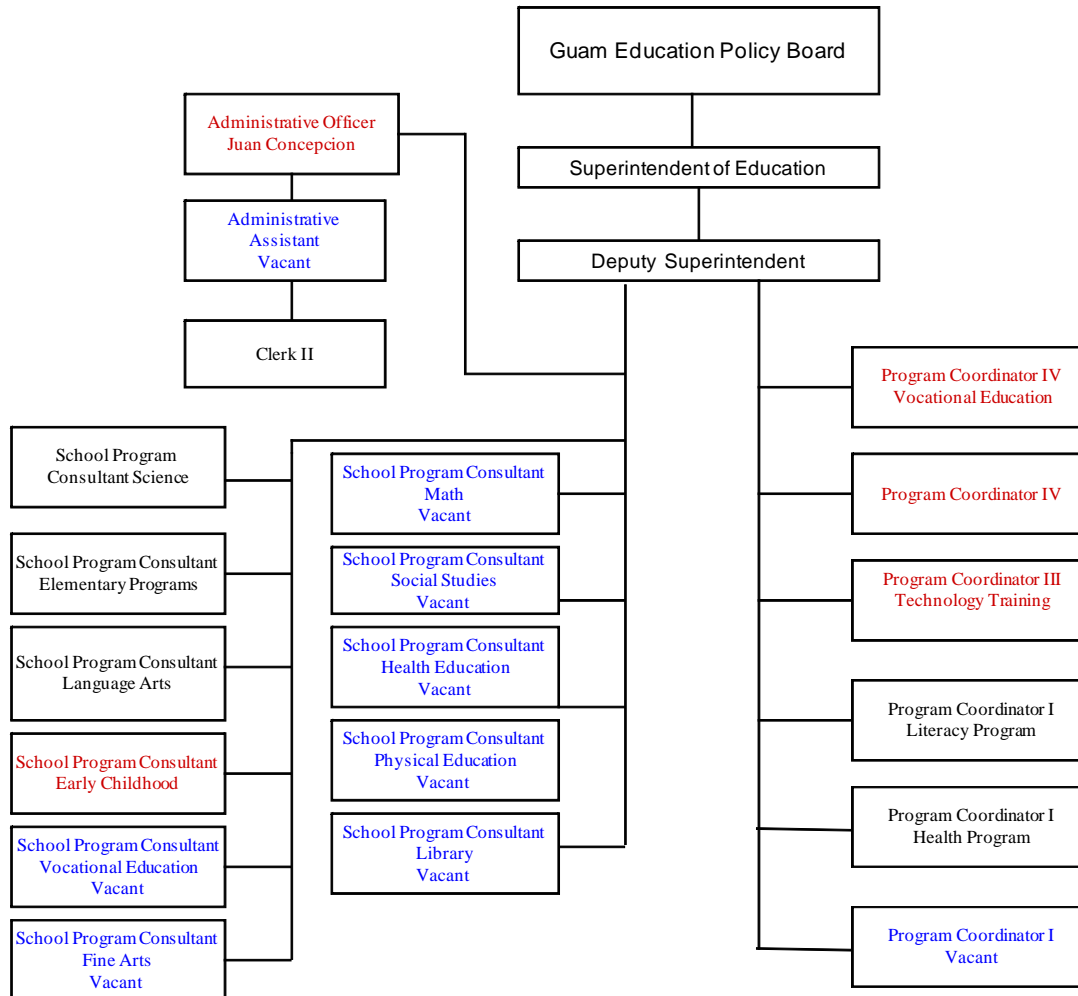
- one of 11 School Program Consultants in that office has been detailed to a school;
- seven of the remaining School Program Consultant positions are vacant;
- three Program Coordinators are detailed to schools; and
- one Program Coordinator position is vacant.

This leaves five staff positions in the central office related to Curriculum and Instruction. This is insufficient to conduct programmatic responsibilities as well as provide support to schools in terms of training, content-specific research, materials and information.

Approximately five years ago, there were content-specific positions in the central office who were knowledgeable in their content area and had the time to learn about new instructional methodologies and content-specific standards, professional development and resources. A focus group of GPSS support staff revealed that at one point several years ago, there had been elementary and secondary School Program Consultants (SPCs) with specific content knowledge in band, choir, health, computer technology, business education, vocational education, early childhood, ESL, art, social studies, science, elementary and secondary math, and language arts/reading.

**Exhibit 3-7
Current Staffing
Division of Curriculum and Instructional Improvement
2008-09**

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                                    ┌──────────────────────────────┐
                                    │ Guam Education Policy Board   │
                                    └──────────────────────────────┘
                                                  │
  ┌─────────────────────┐           ┌──────────────────────────────┐
  │ Administrative Officer│          │ Superintendent of Education  │
  │ Juan Concepcion      │          └──────────────────────────────┘
  └─────────────────────┘                         │
             │                       ┌──────────────────────────────┐
  ┌─────────────────────┐           │ Deputy Superintendent        │
  │ Administrative       │          └──────────────────────────────┘
  │ Assistant            │
  │ Vacant               │
  └─────────────────────┘
             │
  ┌─────────────────────┐
  │ Clerk II            │
  └─────────────────────┘
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School Program Consultant Science	School Program Consultant Math Vacant	Program Coordinator IV Vocational Education
School Program Consultant Elementary Programs	School Program Consultant Social Studies Vacant	Program Coordinator IV
School Program Consultant Language Arts	School Program Consultant Health Education Vacant	Program Coordinator III Technology Training
School Program Consultant Early Childhood	School Program Consultant Physical Education Vacant	Program Coordinator I Literacy Program
School Program Consultant Vocational Education Vacant	School Program Consultant Library Vacant	Program Coordinator I Health Program
School Program Consultant Fine Arts Vacant		Program Coordinator I Vacant

Source: GPSS Office of Deputy Superintendent for Curriculum and Instructional Improvement, 2009.

Still other staff reported that, when there were specialists in each content area, GPSS:

- *had professional staff to provide support to the schools;*
- *were functional, with a sense of direction;*
- *were collaborative; and*
- *responded to the schools*

With the lack of predictability of curriculum and instruction staffing as people are detailed to schools instead of remaining in central office positions where work on curriculum, instruction, standards, assessment, and professional development should be taking place, it is no wonder student achievement has remained relatively stagnant overall. Numbers of content specialists available to write curriculum, standards, performance indicators, and assessments, and conduct related training for school staffs have dwindled from that former height of curriculum focus to now with only five staff with responsibilities for:

- Health;
- Science;
- Math;
- language arts;
- fine arts;
- physical education;
- social studies;
- early childhood;
- literacy;
- technology;
- Chamorro; and
- vocational education.

This has made Program Consultants/Coordinators into multi-taskers with their roles having been "watered down" in the past five years or so.

RECOMMENDATION

Recommendation 3-9:

Fill the four Program Coordinator positions that are not currently occupied at the central office at level III or IV, and convert the one School Program Consultant to a Program Consultant III or IV and fill this position as well.

Evergreen found no need for the central content positions to be at the level of School Program Consultant. The position of Program Coordinator is equivalent to a coordinator in other districts. The salaries, however, should be attractive enough to draw staff with expertise and experience in specific content areas. All central office Program Coordinator Curriculum and Instruction positions should be specifically delegated responsibility for particular content areas including: social studies, science, elementary math, secondary math, reading/language arts, health/physical education, fine arts, career/technology, early childhood, and ESL. The positions should be tasked

with staying current in their content area, providing direct support to schools, conducting professional development needs assessments and offering related training, collaborating with each other and other Curriculum and Instruction staff on ensuring that instructional strategies and curricular materials are integrated, developing assessments, analyzing data, identifying additional data sources related to their area, and working with school staffs on addressing content-related improvement strategies.

Curriculum and Instruction staff who have been outsourced to schools should be considered first based on their expertise and experience in the specific content area being advertised. There are currently 20 positions proposed in the Curriculum and Instruction budget for the 2009-10 school year. Implementing this recommendation would double the current number of Curriculum and Instruction support positions in the central office for school support. Before adding more central office positions, the district should include principals at all levels with district leaders in identifying and explicitly stating expectations for these positions. As standards and performance indicators are refined, the staff in these positions can both have input into those discussions and better understand their roles. When procedures have been created that build accountability into fulfilling these roles, GPSS should re-address the question of additional curriculum and instruction staff in the central office.

In adding positions in the future, GPSS should examine existing positions and assign responsibilities for new roles to the individuals whose responsibilities most closely align with the new program rather than adding staff when funds are available.

FISCAL IMPACT

Implementing this recommendation would result in a cost savings to the district. Bringing the number of Program Coordinator/School Program Consultant positions to ten would only add one of the 20 Program Coordinator positions already proposed in next year's budget.

The costs of eight new positions (one Program Coordinator and seven School Program Consultants) for next year is $272,547. The average salary of a Program Coordinator III and IV is $50,278, including benefits of 30 percent. The average salary and benefits for a School Program Consultant are $52,005.

Net savings between the two positions is $1,727. The proposed salary for a new Program Coordinator is $24,656 plus benefits for a total of $32,053. Upgrading the position to a Program Coordinator III or IV would cost the district the difference between the average salary of $52,005 and the proposed $32,053, or $19,952.

It is imperative for the district to re-examine staffing of central office Curriculum and Instruction each year and consider staffing additional support positions. Evergreen estimates the addition of two positions per year after 2010-11; these salaries are calculated at $52,005.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Upgrade Proposed Program Coordinator Position to a III or IV	($19,952)	($19,952)	($19,952)	($19,952)	($19,952)

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Seven proposed School Program Coordinators	$247,891	$247,891	$247,891	$247,891	$247,891
Add Two Program Coordinator Positions per year after 2010-11	$0	$0	($104,010)	($104,010)	($104,010)
Total Savings	**$227,939**	**$227,939**	**$123,929**	**$123,929**	**$123,929**

FINDING

According to documents provided by the Office of the Deputy Superintendent for Curriculum and Instructional Improvement, the Division of Research, Planning and Evaluation's primary responsibilities are testing, planning, and evaluation. This office has only one Program Coordinator and one administrative assistant. There is currently no administrator for the office, so oversight for the office rests with the Deputy Superintendent for Curriculum and Instructional Improvement. Four other positions are vacant.

With the results of testing being a key determinant of the district's ability to emerge from "high risk" designation by the USDOE, this lack of sufficient staffing in such a critical office undermines the district's ability to use data and evaluation to inform district and school-level decisions and plan strategies accordingly that could contribute to improvement and increased student achievement.

At this point, there is no apparent reason for even having such an office. With such a light staff, it cannot possibly meet expectations for student achievement and testing data collection, administration, and analysis responsibilities that should reside in the office.

RECOMMENDATION

Recommendation 3-10:

Fill two of the vacancies in the Office of Research, Planning and Evaluation—one being the Administrator.

This is the bare minimum staffing level for this office considering the importance of its work in the Guam Public School System. Once responsibilities for the office are clearly identified and the positions filled, the district should conduct an annual evaluation of the office's work, its role, and its products, and decide on the addition of appropriate staffing levels.

FISCAL IMPACT

The salary for the Administrator in the 2009 staffing plan is $33,811. Adding 30 percent benefits results in a total position cost of $43,954. The average of the salaries for the other vacancies is $39,350, including benefits.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Fill Two Research, Planning and Evaluation Positions	($83,304)	($83,304)	($83,304)	($83,304)	($83,304)

FINDING

Beyond staffing patterns, the organizational structure of the offices related to Curriculum and Instruction impairs efficient and effective use of personnel, communications, planning, and execution of work tasks. The GPSS 2009 organizational structure includes workers with similar responsibilities in various offices who serve different numbers of students, depending on their division, and who rarely meet to discuss common issues, participate in professional growth together, or develop strategies for best achieving their job responsibilities.

For example, social workers and psychologists are housed within the Head Start, Special Education, Alternative School and Student Support Services (SSS) divisions of GPSS. Because of the division they are in that is specific to subgroups of GPSS students, they serve different numbers of students and families, essentially creating disparity and inequity in social and psychological services.

For example, one psychologist in the division of Student Support Services (SSS) is responsible for following non-identified special education students—approximately 20,000 of the district's students. The psychologist sees about 20 students per month either for evaluations or supportive services. He also meets with counselors, administrators, parents, and teachers regarding students and treatment plans. According to the staffing plan, Special Education also has one psychologist to serve the over 2,000 students reported in the 2007-08 Annual Plan. The National Association of School Psychologists (NASP) recommends a ratio of one psychologist per 1,000 students in a district. Even adding the second psychologist located in SSS and the three-hour psychologist hired by Head Start, the district is understaffed with psychologists by approximately 29. Having only one psychologist to conduct evaluations and re-evaluations for placement decisions relating to special education leaves GPSS in a very vulnerable position regarding meeting federal IDEA timelines. GPSS must devise a means of providing more psychologist support for the Special Education Division.

The social worker in SSS sees an average of 60 students per month. Another in the Parent-Family-Community-Outreach-Program sees about 1,500 per quarter, or 500 per month. These numbers are disproportionate and, by their being responsible only for serving students within SSS and the Parent-Family-Community-Outreach-Program, are not being utilized efficiently for the benefit of all GPSS students. There are three social workers who are located at the Alternative School and report to its principal. Data show that the Alternative School tries to keep its enrollment between 165 and 220 so that class sizes are between 15 and 20. That is an average of 1 social worker to 55-73 students. Head Start has four social workers who serve its 493 students, for a service ratio of 1:123.

Additionally, as mentioned earlier, there is a Chamoru Community Program Aide whose responsibilities are outreach to parents and planning activities related to the Chamoru culture.

Having social workers and psychologists that are dedicated solely to single offices is limiting, and creates an obstacle to cohesive and equitable provision of services to students in the GPSS schools. All support staff who perform the same job function for the benefit of students should work as a unit serving all students rather than disparate populations. In the majority of other districts Evergreen has worked in, generally social workers and psychologists were located in the Special Education Department.

Many districts across the nation have unified divisions that include both special education and support services. This consolidation makes sense as it places functions that are related in a single unit, facilitating communications, coordination, planning and implementation of strategies and programs that offer support to students. Additionally, many of the students needing the services provided by Student Support Services are special education.

Intervention and prevention strategies that are effective with special education students are also beneficial to other students needing support and assistance. Merging staff within one division would increase accountability by decreasing the number of disparate programs, and make it easier to create fidelity of implementation as well as provide higher levels of services to all GPSS students.

A familiar refrain when such a topic is discussed is that funding sources prevent staff in specific positions from serving populations of students other than those for whom the position was created. The intent of the opportunity afforded districts by allowing them to consolidate federal plans that span a broad number of areas is to creatively examine student needs and combine and leverage available funds in order to better serve more students. Many districts across the nation are still hesitant to fully embrace this philosophy and are, therefore, hindered from better and more equitably serving more of their students.

RECOMMENDATIONS

Recommendation 3-11:

Consolidate all psychologists and social workers within the Division of Student Support Services (SSS), and integrate the Chamoru Community Program Aide into the Parent Family Community Outreach initiative under Student Support Services to better integrate the district's assistance to students and their families, and leverage scarce available resources.

In order to implement this recommendation, GPSS representatives of Special Education, Student Support Services, Head Start, and the Alternative School should meet to discuss the specific needs and requirements of their programs and how as a whole for all of the students in the district, they can offer equitable services to all students. After that discussion takes place, they should bring in Federal Programs and the Budget Office to work with them to decide how funds will be allocated and monitoring needed to ensure that all program requirements are being met.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

Recommendation 3-12:

Use a two-fold approach to increasing the number of psychologists in the Guam Public School System.

The district must work diligently to recruit and hire additional psychologists. However, in today's market, even if they were available in the community, the private sector pays far greater salaries than school systems, so the district must be creative in filling vacancies. They need to reach out to postsecondary institutions and other organizations and businesses to develop a program in which psychologists can be trained and serve in internships in the district. There must be win-win elements of the plan for the trainee, the post-secondary institution, and the organization/business. GPSS should approach local hospitals to see what resources are available and how they might work together to provide higher levels of support for students.

FISCAL IMPACT

The average salary and benefits of the three psychologist positions (one vacant) in GPSS is $56,887. Adding 29 would cost the district an additional $1,649,723 per year. Although it is extremely doubtful that the district can recruit or train the additional 29 psychologists it needs to bring it to recommended student: psychologist ratio, GPSS should diligently work to increase the number of psychologists each year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Add 29 Psychologist Positions	($1,649,723)	($1,649,723)	($1,649,723)	($1,649,723)	($1,649,723)

3.1.2 Communications

Any organization is only as effective as the systems it has for informing its staff of key decisions, involving appropriate representatives as team members in those decisions, and then disseminating and clearly conveying critical information to both internal and external audiences. Efficiency is realized when processes are in place that ensure that essential information is available to those who need it to perform their jobs on an as-needed, timely basis. In order to attain that efficiency, procedures must be in place that specify clear channels of communication, identify personnel to whom particular information should be sent, and move information quickly through the organization to effect intended use.

Periodic checks must be made so that the organization's leaders are aware of barriers that have arisen and need to be addressed to facilitate those processes. A system of two-way

communications is also essential in order for senior leaders not to have key information filtered from their view as well as to provide perspectives from personnel in all departments and schools.

FINDING

Beyond the meetings in which principals and key district leaders are involved, apparent disparities remain rampant in communications between central office and school staff. Some central office interviewees reported that, with major initiatives under their areas of responsibility, they purposefully involve school staff. Although over ten years old, one specific example provided was the development of standards and performance indicators which included an extensive group of teachers and feedback system. Teachers are also routinely involved in the textbook selection process.

Communications between schools and the central office are not well-coordinated nor planned. Evidence provided to Evergreen of communications between the central office and schools reflected that apparently all communications are sent in three forms—fax, hard copy, and email—because of the lack of reliability of the district's email system. Receiving communications in three formats involves unnecessary duplication of effort on the part of central staff as well as school staffs to read and/or delete them. It also unnecessarily wastes paper by providing two versions of hard copy to recipients.

One Program Coordinator stated that their positions are the link between schools and central office services. Others said that communicating with schools during this transition was frustrating and they hoped it would improve once things stabilized. They also noted that when there had been an Administrator between the Associate Superintendent responsible for Curriculum and Instruction and staff in their positions, communications had been more transparent. Both central office staff and school representatives stated that getting a reliable answer from central staff often required a number of phone calls and referrals or navigating the chain of command. This bureaucratic process likely contributes to school leaders feeling isolated from central office services and that services are not readily available as was evidenced in this comment, "there is not a sense of collaborative and unified support—we have to beg for information from others." Another stated that, "people here (at the central office) know what is happening in the schools through memos and administrative edicts bypassing the respective division heads."

One focus group whose responsibility is school support also observed that they had not been able to get out into the schools due to other priorities they had been assigned this year such as textbook adoption, being assigned to substitute in schools, and working with Research, Planning and Evaluation on developing School Performance Report Cards since they are now merged with curriculum and instruction and have few staff members. This redirection of central curriculum and instruction responsibilities from direct school support to more centralized functions further serves to hamper communications and create a schism between the "them" of the central office and the "us" at the schools.

At this point, it appears that there is perceived to be little meaningful communications being transmitted between the central office and schools. Previously, GPSS had developed a liaison system in which individuals in the Curriculum and Instruction Division were assigned a specific

number of schools to visit regularly and solicit information on their needs. Reportedly, within the past year or two, the loss of central office staff has led to a foundering of that potentially effective practice. A lack of effective communication processes negatively affects continuity of focus on student learning at several levels.

Clear, honest communication is the lifeblood of all high-performing organizations. High-performing school districts staff their divisions and departments with quality talent from within and outside. There is clear communication about the vision and the organizational mission from the Superintendent or division leader to the personnel at all levels, and many organizations use an ad hoc committee structure to create project teams around critical district issues. The goal of the support team is to remove all obstacles from the path schools are taking to achieve the goals of quality instruction and increased student achievement.

RECOMMENDATION

Recommendation 3-13:

Develop an internal districtwide communications plan that consistently disseminates program and curricular information vertically and horizontally to all positions impacted.

The ambiguity of roles, responsibilities and reporting relationships between central office units and schools requires a clear communications plan that does not yet exist. The same is true among central office units. The plan should detail clearly and consistently how needed information is moved to appropriate personnel in a timely manner.

Accountability should be built into staff performance evaluations to ensure that communications are clear, consistent, timely, and transparent, and that each recipient understands his/her specific responsibility. However, for this to be effective, staff, including central support staff, must have the stability to remain in their positions without being "detailed" to and from schools.

Protocols should be developed that outline essential elements, responsibilities, and timelines. The identification of a vertical flow of information and specific communication points in the system should ensure that the needs of all student populations are represented, and that requisite information is disseminated smoothly to all essential personnel in a timely manner. As a part of a Communications Plan, GPSS should identify the most effective form of communication with input from school and central office recipients, and use only that form to reduce duplication and save administrative time at all levels.

One communication vehicle recently implemented by the Deputy Superintendent for Educational Support and Community Learning is a weekly newsletter. This newsletter is commendable and should be an integral part of the recommended Communication Plan.

NOTE: also see related **Recommendation 2-19** in **Chapter 2**.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

3.1.3   <u>Collaboration</u>

The core impact that teamwork and collaboration have on a successful enterprise and innovation has long been recognized in our nation. Thomas Edison explained his prolific nature as an inventor by crediting it to the "multiplier effect." By placing his teams near each other in their work, they were able to consult and encourage each other and create collective intelligence among themselves, making them both more efficient and effective in their output.

Tony Wagner, author of *How Schools Change,* asserted that systemic reform is collaborative inquiry among adults. Peter Senge avowed that it was teaming that empowered the collective voice to move towards organizational action. Mike Schmoker noted that, in *The Wisdom of Teams,* Jon Katzenback and Douglas Smith laud the synergy created by effective teaming:

> *…it is obvious that teams outperform individuals, that learning not only occurs in teams but endures…and that teams bring together complementary skills and experiences that, by definition, exceed those of any individual on the team…bringing multiple capabilities to bear on difficult issues.*

Schmoker references the essential nature of collaboration when he states, "it is often the logistical and practical knowledge of teachers that makes or breaks the successful implementation of a research-based strategy or program." Such collaboration at all levels of an educational organization, from and among central offices to the schools and back, create the dynamism that leads to sustained, results-focused implementation of any reform initiative, which, in the final analysis, is the crux of educational decisions and actions.

FINDING

There are no processes to ensure that consistent collaborative planning among central office units, across central office divisions/departments, and between central offices and schools routinely occurs. Interviews with central office staff revealed that, despite many regular meetings of key leaders, all offices are not regularly included in planning, discussions, and implementation as projects are rolled out or decisions are made. Curricular, instructional and professional development planning and decision making should purposefully include all content areas as well as program areas such as Chamorro, ESL, and special education. The lack of a system that ensures involvement of all staff with expertise and vested interests in the outcomes of decisions and plans is a fundamental impediment to a coherent instructional focus.

Although individuals in the central office are obviously committed to coherence of instruction, professional development, and curriculum for GPSS students, there are no means of replicating existing effective districtwide processes to achieve the desired coherence and involve the requisite staff in either planning or decision making. Nor are there procedures that force the inclusion of all appropriate central and school personnel early in consideration of district changes to practice, procedure, or program. Technology is not used either to solicit input and feedback that could inform program decisions and revisions from those who are or will be implementing them.

Frustrations regarding the lack of a collaborative work environment are reflected in these comments:

- *There is no district focus—we can't be all things to all schools.*
- *We (Special Education) do not coordinate with Student Support Services.*
- *There is a lack of integration of psychologists and social workers with other divisions.*

Before the recent decision to expand the number of reform options available to schools, some principals had collected and analyzed data and conducted their own research on Direct Instruction and alternative programs. One even presented the results of that research to GPSS leaders. Yet, there was no apparent effort on the part of the district to capitalize on that information or on the evaluation of DI that was being conducted at the same time as schools were to be making their decision. In fact, the DI evaluation was concluded after schools were required to make their selection. This reflects little effort to garner the expertise of knowledgeable staff or solid evaluation information in planning and development. It also demonstrates the need for more comprehensive, accountable processes to be developed and monitored. This contributes to fragmentation of the cohesion that GPSS so ardently seeks.

In effective schools, the lead administrator sets the stage for leadership, but is not alone in the leadership role. Specifically, the leader empowers others to work together to improve student achievement and distribute leadership throughout the organization. This results in school leadership that provides focus, establishes ownership, and develops a collaborative system for monitoring progress towards increased student achievement. The same is true of leadership from the central office in engendering ownership and collaboration by distributive leadership. The outcome is high levels of student achievement and an organizational structure characterized by continuous improvement.

RECOMMENDATION

Recommendation 3-14:

Identify key instructional units and school representatives for consistent involvement in curriculum and program planning.

GPSS processes and structures must reflect the school system's intent to comprehensively improve student achievement. Accountability must be developed and monitored with swift and sure consequences for failure to reach out to other offices or levels in GPSS.

The implementation of this recommendation would ensure that the needs of all learners are considered at inception. The process should initially include devising and using a checklist of offices and positions that should be involved in planning specific programs and initiatives to ensure cross-representation of program offices.

Although it is difficult to quantify, GPSS is certain to garner cost savings or, at the least, heightened productivity by adopting practices that ensure the involvement of appropriate cross-sections of central office and school staff early in discussion and decision making. Implementing this recommendation should ensure a more coherent instructional and training

program for all GPSS students and teachers. Besides processes being adopted, staff must also be held accountable for compliance with established procedures in their performance evaluations.

Personnel from early childhood, special education, programs for students with English language needs, and other units representing populations of students in GPSS should be included throughout curriculum discussions, decisions, and initiatives. This broad-based involvement should include purposeful consideration of those who serve the subsets of students who are not currently located in the same office or even division. The involvement should also include similar cross-sections of GPSS representation. When committees are established, membership should be clearly invitational and transparent to assure groups of sound motives. Additionally, feedback systems could be created through construction of Web sites that inform teachers and administrators of proposals and/or decisions, and provide opportunities for additional input beyond the committee members. Others should at the very least be informed of school or district contacts so that they can communicate their thoughts through them as a link to district-level committees.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources and should render cost savings through reduced duplication.

3.1.4   *Evaluation*

The model of a viable central office devoted to research, evaluation, and assessment activities is essential. At every level of the educational enterprise, from the board room to the classroom, there are constant information and data needs. The legislative accountability requirements of *No Child Left Behind* Act have catapulted a frantic need for immediate, accurate, and analysis-driven data and research reporting. An equally important and significant need (for what Michael Fullan and Rick Stiggins refer to as *assessment literacy* or the ability to make critical sense of data and knowing how to use data as a strategy for reform) has emerged.

FINDING

As in many other school districts, Evergreen found no evidence of systematic program or process evaluation to ensure that the programs and practices being used in GPSS are those that have been deemed most effective. Nor does the district uniformly use data analysis as a component of its decision-making process to sharpen its focus on activities and programs that are most likely to improve student performance.

Testimony regarding the use of evaluation as a basis for decision making about programs and processes in GPSS revealed that, despite there being a Division of Research, Planning and Evaluation, the division's resources are not used to provide district leaders evaluative information they can use to make decisions about the effectiveness of programs or procedures. Required evaluations of federal programs are routinely conducted. However, the Direct Instruction Program, the primary uniform curriculum in GPSS elementary schools, has been in place since 2003 and was only evaluated this school year.

The DI evaluation is not necessarily a resounding endorsement of program effectiveness nor long-term positive impact on student learning with conclusions about cause and effect being tentative. However, it has a number of relevant recommendations embedded in it that would serve GPSS well to enact as a matter of habit and weave into its actions, decision-making processes, planning, administrator/teacher evaluation, and way of work.

Part of the reason for the evaluation's inability to decisively correlate available data with program success and implementation fidelity is due to the fact that formative evaluation is not a GPSS practice and had not been conducted throughout the project. A regular examination of mid-year data sources at the district level for DI and other GPSS programs would allow project/program modifications to improve or assess its impact on students, teachers or the school climate. Also, analysis of other readily available data sources could shed light on the effectiveness of program elements, but are not routinely tracked for making determinations that could guide interim modifications.

The purpose behind a comprehensive evaluation of all aspects of a program is to glean quantitative, qualitative, and anecdotal information to inform decisions about additions, deletions, or revisions to the program, as well as about the effectiveness of the program as a whole and its individual elements. Such information is essential to aligning scarce district resources with effective practices.

Applying lessons learned from the DI evaluation is especially important as it enters a new phase with Direct Instruction and two other reform programs, and as it begins plans to implement the revised District Action Plan. The District Action Plan was created to guide the district's reform efforts and recognized the importance of measurable objectives, data collection, and analysis processes to ongoing improvement.

RECOMMENDATION

Recommendation 3-15:

Use the lessons learned from the Direct Instruction (DI) evaluation to build a support structure for other reform efforts and overall curricular and instructional improvement.

Observations noted below were included in the DI Evaluation Report and should be embedded into GPSS practice are:

Evaluation and Data Analysis:

- Routinely use both qualitative and quantitative evaluative data to "focus and inform district-wide curricular intervention selection and implementation improvement decisions" made by the board, school administrators, families, Legislature and the Governor.

- Use the data to strengthen internal processes and to identify where further discussion and inquiry are warranted.

- Collect and analyze data "as part of an ongoing self-monitoring and feedback process." This should be part of "streamlined, consistent, formative feedback loops" which would develop understanding of reasons for actions among teachers and principals so that they would know how to prioritize issues at their schools.

- Conduct "ongoing monitoring of student performance trends over time, with efficient measures validated for this purpose."

Curriculum and Instruction:

- Address a concern regarding the structure of the school day with a "perceived" need for "more content area instruction (lack of exposure to science, social studies, art and PE).

- Make decisions ensuring that "all students receive adequate content area instruction" beyond the ability to read provided by DI.

- Expand the use of student performance data beyond just SAT 10 results to additional data sources for examination of performance trends throughout the school year and longitudinally. They can also be used as a "sound cornerstone of future evaluation efforts.

- In order to ensure "improved educational opportunities for all students when implementing research validated interventions…assure that…intervention protocols are followed.

- One of the characteristics of effective schools in decades of research is student time on task/opportunity to learn. The study alluded to the need for the district to ensure that instructional time is being well-utilized and maximized so that available time is dedicated to instruction.

Parent Engagement:

- Develop ways to involve family members in supporting their children at home and to solicit their insight at least annually.

Communications:

- GPSS should:

  – "develop strong communication avenues between building leadership and central office personnel;"

  – have a "consistent, clear format for providing ongoing feedback and recommendations;"

- "identify the most critical corrective actions or steps needed to focus ongoing professional development and support efforts;" and

- communicate with the public using media other than the press, especially the GPSS home page.

Professional Development and Accountability:

- "Quantity and quality of instruction" are key considerations related to student progress and have implications for teacher and administrator development.

- Leaders must be trained in their role, supported by the central office, and then can and should be held accountable for results.

- To be successful, teachers must have "a deeper understanding of…effective instruction principles" and "assessment beyond …"teacher monitoring or building accountability"…and be supported "in developing a broader understanding of best practices in teaching."

Beyond those DI evaluation suggestions, GPSS should develop a timeline in which it regularly examines additional data (e.g. discipline; attendance, tardies, teacher, administrator, classroom performance, benchmark tests, labor market needs) to identify areas of strength that can be replicated and areas of need to be improved.

At every level of the educational enterprise there are constant information and data needs. The legislative accountability requirements of *No Child Left Behind* have catapulted a frantic need for immediate, accurate, and analysis-driven data and research reporting. This focus on data-driven decisions should extend beyond analysis of student performance to those programs and practices that affect performance as well.

To implement this recommendation, GPSS should also identify one or two programs that appear to be effective, evaluate them, identify factors that were likely or can be proven to have led to that effectiveness, and put strategies and monitoring in place to replicate in other schools.

Research and program evaluation are critical to creating high-performance schools, and a central office organized by principles of high-performance management. One aspect of evaluation is the need to identify the match between programs being considered for GPSS students and their academic needs and demographics. Additionally, programs in place should have formative evaluations conducted to determine the need for change and refine strategies for effectiveness. Without having a system of identifying programs to be regularly evaluated, GPSS puts itself in the position of funding programs that are not meeting the intent behind their adoption and/or spending time and dollars on ineffective programs. This may prevent the district from implementing programs that are proven effective specifically for GPSS students. Use of an ongoing systemic means of continuous program improvement keeps many factors that affect student achievement at the forefront of staff's minds, and focuses resources and training in areas where they are most needed.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

3.1.5   *Accountability*

Since the enactment of *No Child Left Behind,* accountability has become a buzzword bandied around in education circles and has largely become associated with student achievement to meet national goals for all children being proficient in reading and math by the year 2014. This federal legislation promised:

- all students reading and doing math at grade level by 2014;
- higher expectations for every student and greater accountability for every school;
- annual assessments and disaggregated data to observe progress;
- highly qualified teachers in every classroom;
- timely information and options for parents; and
- the freedom and flexibility to invest in what works.

Without a doubt, NCLB it has focused discussions, decisions, and actions in states and territories across the United States on improving student achievement, parental outreach, enhancing teacher capacity, student assessment, and school and district responsibility for student learning.

Accountability, however, is much more than the noble and equitable concepts embraced in the law. If those aspirations are to be realized, then each school and district must develop:

- strong, two-way communications processes;

- integrated decision-making strategies;

- focused curricula and instructional tools and methodologies;

- assessment tools that inform teachers, parents and administrators of progress or lack thereof for each student so that teachers can individualize instruction for success, and schools and districts can develop programs that support and assist all students in reaching their potential;

- processes in which the data available in the schools are continually examined and used to inform decisions; and

- ways of identifying and reaching out to the parents of all students to involve them in their children's education and make them feel true partners in raising student achievement.

In order to do so, educators at all levels must create processes that infuse the collection, analysis, and reflection on data—data beyond just student achievement, but also data that provide information on the learning climate and social and health needs of each student. Educators must develop clear, transparent communications channels so that what is happening in the classroom

is a basis for school and district decisions. And, finally, they must use those communications processes to create systems to hold each and every staff member in a district continually and personally accountable for student success.

Effective performance evaluation systems are a piece of that process. Accountability in school districts is the underpinning of all of these processes. It is a comprehensive, systemic and seamless process of ensuring that all decisions are focused on student achievement, and all actions of staff are aligned to contribute to improved performance of staff and students.

FINDING

GPSS is currently characterized by a district culture which is not distinguished by accountability, representative decision making, systematic communications, or collaboration. There is no accountability system that ensures that GPSS goals and priorities are implemented at each level of the school system. The original District Action Plan (DAP) recognized the need for "continuous monitoring and accountability," noting that GPSS "has historically developed district plans for improving the quality of educational services. However the full implementation of those plans were impeded by the lack of monitoring and accountability for ensuring that the action steps are taken in a timely manner and resources are adequately provided." Unfortunately, this observation did not translate into regular monitoring, accountability processes, or ongoing evaluation of programs.

The GPSS organizational structure has created silos that impede planning, communication and coordination among district offices/divisions responsible for various aspects of curriculum. The district has developed a District Action Plan (DAP), but it does not create a basis for focus or coherence among district activities, particularly with respect to curriculum and instruction. In fact, the original 2003 DAP was very comprehensive in outlining a roadmap for improving curriculum, instruction, and elements supporting improvement. However, during Evergreen's visit, little evidence of systems of accountability or documentation of actions, monitoring, or progress of those plans was provided. One person's comment, which was mirrored in those of others was, "we've never had a two-way accountability system."

In discussing the need for information to be consistently and uniformly shared, one person stated that a general lack of follow-through impaired communications and consistent implementation and accountability. They gave an example of when the phone system was changed, representatives had been sent to training and were supposed to return and train staff in their offices. This did not happen, and there were no consequences for the lack of follow through.

The most disconcerting conclusion to be drawn from documents and discussions is that GPSS has developed some accountability processes, but they are for compliance-related issues that can easily be checked off of a list and are not substantive in their impact on operations or, most importantly, student learning and teacher/administrator knowledge and skills. Considering the continual turnover in the district, this is not an indictment of current staff or leadership, but is an indication of the culture of the district that must be changed if improvement is to occur, and if GPSS is to transform into a culture of continuous improvement centered on student achievement. The current Superintendent has that vision, but all district leaders need to become committed to it and develop processes within their divisions/departments that reinforce her ability to realize it.

One of the fundamental needs in GPSS for it to escape its designation as "high risk" is for all staff to be trained on Managers' Internal Controls (MICs) to integrate sound management controls into its work processes. The Guam Education Policy Board adopted a policy regarding MICs on 9/11/08 and MIC was previously described in **Chapter 2**.

As a part of its response to federal direction resulting from its "high risk" designation, the GPSS Federal Programs Office has developed extensive Standard Operating Procedures for district operations.

Yet several knowledgeable staff members stated that the training has not been given the priority it should to create accountability within the system to ensure that there is seamless consistency from the classroom to the central office. Similarly, three days of training were conducted on "Internal Controls, Our Strengths and Weaknesses" and general safety in July 2007. Guest speakers included the Board of Education, a Deloitte CPA, the Public Auditor, a Superior Court Judge, and an attorney from the Attorney General's Office. Audit sign-in documents obtained by Evergreen reveal that, although the majority of schools and some central offices had at least one representative attending, some schools and central offices did not. When asked what the repercussions were for non-attendance, Evergreen consultants were told that there were none.

When asked how frequently staff who were deemed not to be effective in their jobs were removed, the almost universal response was that it never happened. In all of Evergreen's conversations, one person gave one example of a person being encouraged to retire. Again, this demonstrates a lack of accountability. Beyond that, it clearly conveys the message that there are no consequences when staff do not meet stated expectations or do not comply with central office requests or directives. This apparent complete lack of accountability for job performance serves as a massive stumbling block in the district's ability to reconstruct itself.

The Guam Education Policy Board has identified five key goals that it considers essential to progress for the district. **Exhibit 3-8** shows the current board goals.

Exhibit 3-8
Guam Education Policy Board Goals

1. All Guam Public School System students will graduate from high school prepared to pursue post-secondary education on-or off-island or to assume gainful employment within the public or private sector.

2. All students in GPSS will successfully progress from grade to grade and from one level of schooling to another in order to maximize opportunities to successfully graduate from high school.

3. All GPSS personnel will meet high standards for qualifications and on-going professional development and will be held accountable for all assigned responsibilities.

4. All GPSS school facilities will meet high standards for health and safety and provide optimal conditions for learning objectives.

5. All GPSS operations activities will maximize the critical uses of limited resources and meet high standards of accountability.

Source: GPSS Board Office, 2009.

Principals are supposed to complete monthly reports on progress towards these goals. Each goal is supposed to have a related action step. It is not clear how the central office uses the reports to identify support needed at each school, hold school administrators accountable for progress, or what central office staff actually does with the reports. To date, little is apparently done with the reports. With two new Deputy Superintendents learning their jobs, that can be understood, but should not persist indefinitely. Much like student homework assignments, there should be feedback and a reason for central office requests for information from school leaders that is logical and leads to follow-up. Otherwise, they should not be required.

Reports varied on the availability of the documents in the central office. The Superintendent acknowledged that she had just received a draft of the first semester's report summary. One district-level leader stated that leadership had not yet received any information from division heads regarding progress towards goal achievement, leading one to believe that they are not documents that guide or inform GPSS actions and decisions or hold staff accountable for their attainment.

There is no template for schools to use which would facilitate monitoring at the central office for identification of issues such as:

- district support that could/should be provided as a result of monthly reports;

- discussion and problem solving regarding critical topics at leadership meetings;

- the relationship of actions to measurable outcomes pertaining to student achievement; or

- progress and development of interim strategies that might further enhance achievement of intended results.

Central office staff provided Evergreen a copy of a "Checklist for Site Visits: Elementary and Secondary School Principals" form they use for school visitations. This checklist essentially details compliance-related issues and does not reflect any meaningful gathering of information or data related to teaching and learning. Specifically, items are:

- faculty handbook;
- parent-student handbook;
- PTEP;
- School Leader Evaluation Program;
- ESL Action Plan;
- Special Education IEP/Reevaluation Compliance;
- DI Implementation;
- Content Standards and Performance Indicators Implementation;
- Employee Discipline;
- Restroom/Facility/Ground;
- Cafeteria Rating/Facility Rating;
- SIP;
- Schoolwide Discipline Plan; and
- Accreditation Evidence.

Employees are held accountable without true accountability processes in place that accurately correlate accountability to responsibility, especially for the district's core business of educating children. A general conclusion that can be drawn from interviews about accountability is that staff, including central office and school leaders, do not have the authority, autonomy, flexibility or resources to improve or effect the very things they are being held accountable to change.

Moreover, GPSS has no processes that ensure that all activities are aligned:

- the district has no processes that ensure that communications between central office and the schools are frequent, targeted, and timely;

- the district has no processes to ensure that when the central office considers an activity important, it will be uniformly and consistently implemented across GPSS; and

- administrators will be held accountable for those activities that are the focus of GPSS accountability requirements.

RECOMMENDATION

Recommendation 3-16:

Identify a minimum number of curricular and instructional priorities about which the GPSS leadership is adamant that the district must achieve, and develop accountability procedures to ensure that all employees are focused on their attainment.*

The current chaos in terms of focus in the GPSS Curriculum and Instruction Division provides no concerted direction for staff at the central office to channel their efforts or for school leaders to have no more than three to five measurable outcomes for which they can personally take responsibility and hold their staffs to. Representatives of all GPSS stakeholders must be involved in identification of measurable, accountable priorities that will guide GPSS educators and support staff in moving student learning forward. These procedures should serve as a model for the district to expand into other areas in the future.

Two useful tools developed and used at Johnson-Williams Middle School in Clarke County, Virginia, should assist district and school leaders in focusing on curricular and instructional issues rather than compliance-related issues. **Exhibit 3-9** shows a Classroom Walk-Through feedback form that focuses on teacher instructional characteristics and behaviors as well as student engagement in the lesson. This tool could be used by both central office and school administrators as a center for curricular and instructional discussions. Many such examples are available throughout the country; GPSS principals could collaboratively develop uniform forms of their own for each level of schools. If they do, they should ensure that the same characteristics are examined at all levels so that there is consistency and focus throughout the school system.

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*In Guam, schools are now starting to implement "Power Walk-Through" (McREL). This was a grant written by Project Hatsa as a result of the input provided by the principals. Additionally, the "Palm" was purchased for principals to conduct their informal observations. Training was provided to the principals. A Resource Manual, which included a checklist, was also issued to the principals.

Exhibit 3-9
Johnson-Williams Middle School
Classroom Walk-Thru Feedback

Objective:

Teacher: _____
Subject: _____
Date: _____
Time: _____

TEACHING BEHAVIOR: [Teacher . .]

- ❑ Communicates clear individual/ group expectations
- ❑ CONCEPT PRESENTATION
  - ❑ Moves around classroom
  - ❑ Uses visual presentation
  - ❑ Ensures student note taking, recording, organization
- ❑ QUESTIONING
  - ❑ Directs questions to individuals
  - ❑ Asks questions of many students
  - ❑ Holds students accountable for responses
- ❑ Checks for general comprehension by asking for summary or explanation
- ❑ Models the concept
- ❑ Works with individuals/groups (guided practice)
- ❑ Monitors independent practice
- ❑ FOCUS ON STUDENT THINKING
  - ❑ Analysis
  - ❑ Evaluation
  - ❑ Application
  - ❑ Creativity
  - ❑ Uses humor
  - ❑ Rallies a sense of community
  - ❑ Is respectful
- ❑ Other

TEACHER FEEDBACK: [Teacher ...]

- ❑ Uses positive reinforcement
- ❑ Provides helpful prompts
- ❑ Holds students accountable
- ❑ Makes corrections with dignity

OBSERVABLE Focus ON VOCABULARY:
- ❑ YES ❑ No

STUDENT BEHAVIOR: [Students ...]
- ❑ Take notes, record, maintain organization
- ❑ Ask content questions
- ❑ Ask probing questions
- ❑ Work independently
- ❑ Work in groups
- ❑ Remain on-task
- ❑ Remain engaged
- ❑ Are positively responsive to teacher
- ❑ Are positively responsive to peers
- ❑ Demonstrate respect
- ❑ Demonstrate a sense of community
- ❑ Are excited, animated
- ❑ Other

LEVEL OF TEACHER-STUDENT INTERACTION:

Negative				Neutral				Positive
1	2	3	4	5	6	7	8	9
Low				Medium				High
1	2	3	4	5	6	7	8	9

LEVEL OF STUDENT-STUDENT INTERACTION:

Negative				Neutral				Positive
1	2	3	4	5	6	7	8	9
Low				Medium				High
1	2	3	4	5	6	7	8	9

COMMENTS:
_____
_____
_____
_____
_____
_____
_____
_____

_____
OBSERVER

Source: Clarke County School District, Virginia-Johnson-Williams Middle School, 2007.

Walk-throughs are a quick method of focusing administrative observations on key instructional activities and interrelationships between teachers and students. They serve as a useful communications tool and for documentation and collection of best practices to share or areas to target for improvement and additional staff development. They can also be adapted to serve as a means of communications between schools and the central office regarding instructional monitoring and the needs it raises. One component that could be included is evidence of re-teaching or re-grouping based upon the examination of classroom test data. Teachers are sometimes afraid of data, but if they know they are expected to use data, and do regularly, it will change their teaching and provide more positive benefits for their students. The end result will be more tailored and interesting lessons leading to improved achievement.

Exhibit 3-10 is a reflection tool that the same school uses as a foundation for teacher-principal discussion and a means of continuous improvement in the curriculum that is delivered at the school.

This recommendation is not to suggest that GPSS abandon other efforts to standardize procedures and heighten accountability for operations. The development of Standard Operating Procedures (SOPs), training of all staff in their use, and the development of procedures and monitoring timelines from top to bottom to hold them accountable for their use must continue in order to build an infrastructure in which instructional and curricular improvement will occur and accountability will become a part of the GPSS culture. Any efforts to increase accountability must be tied to regular employee evaluation, and consequences set for non-compliance, failure to improve, or to meet job expectations. Accountability processes must be ongoing and not just at periodic evaluation times, but must also be related to critical activities that, when achieved, will improve the district and student learning.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

One example of the lack of accountability is the recent (October 2008) internal audit of the district's textbook management system to "determine if textbooks were ordered, distributed, and accounted for in accordance with Guam laws and adopted policies and procedures." PL 28-45 mandates textbooks for all students. The Guam Education Policy Board required development of districtwide Standard Operating Procedures (SOPs) for "textbook acquisition, management, and accountability." As of the audit, none had been developed "by the six individuals who served as Superintendent since 2004."

The audit found that the Reading First Administrator has done an exemplary job of textbook management, acquisition, and distribution of Direct Instruction (DI) materials and communication, and the intentional involvement of staff in appropriate GPSS offices. The audit stated that was "in contrast to the Curriculum and Instruction Associate Superintendent, who has been responsible for textbook accountability since 1998, and who did not track, monitor, or involve other GPSS divisions in the ordering and distribution process of locally-funded textbooks."

Exhibit 3-10
English Department
Curriculum Reflection Questions

English Department
Curriculum reflection questions

Please respond to each question to the best of your ability. I am attempting to get a more macro view of our English instruction; your honest *responses will assist me. Please note that this is about continuous improvement NOT deficiencies.*

What units of study do you teach? Examples: biography, science fiction, a particular genre/topic or author studies.

What reading strategies are you instructing and practicing? Are students reading common books as a small group or the same book in pairs? How do you know if students can apply a strategy? For example: If teaching inference is a strategy can it be evidenced? How?
- A goal of 5-6 key strategies over the course of the year would be ideal.
- Also a goal may be for students to be reading more than one book at a time. An example would be a group book at the student's instructional level and a choice book at their independent level.

How much time do you spend reading aloud? How does the read aloud enforce the unit of study? Does it enforce a particular instructional strategy? Please give an example.

What methods do you use to get students ready to read?

When teaching vocabulary do you use words from read alouds or instructional reading? How are you modeling context clues?

Do student journal responses support the inferential strategies you teach for reading? How? How do you know students are making progress in their reading?

How do you differentiate instructional level reading in your class from comfort level reading? Consider this three part model: getting ready to read, monitoring reading, and reflection on reading- Are these three parts practiced in your class?

Your efforts with Analytical Writing: Developing a thesis about a story with a positive or negative view. Example: Beowulf meets all the criteria of a hero. Support or challenge this statement through text support.

When you reflect on your class, how much time is teacher talk and how much is guided and purposeful student discussion?

Honestly assess the amount of time you spend circulating the room monitoring and assisting student learning.

Does your class begin with a purposeful warm-up activity? Are students accountable for it?

How do you intertwine the objectives of test preparation into your regular curriculum?

How familiar are you with the Scope and Sequence Guide for your grade level?

What unit would you like to teach but need materials for? Think cross-curricular with the History or Science taught at your grade level.

Source: Clarke County School District, Virginia-Johnson-Williams Middle School, 2007.

This finding is despite the fact that GPSS does have a written course adoption policy, a flow chart describing the "Process for Textbook Review and Selection," and a written "Process for Curriculum Review and Materials Selection." Evergreen was also given a copy of draft SOPs for "Instructional Materials Management and Accountability" dated 2006. As in other instances, the cause of the disparate finding likely lies in the district's habitual lack of accountability, monitoring, and follow-through.

It was apparent to Evergreen consultants that GPSS is trying to respond to this audit finding. However, there remains reason for concern in that a number of people with whom Evergreen spoke reported their responsibility for textbooks now. Subsequent questions and answers to and from the Deputy Superintendent for Curriculum and Instructional Improvement reveal that she and her staff are working diligently to develop more accountable textbook protocols. The Program Coordinator under her assigned responsibility as the District Textbook Coordinator was very inclusive in providing Evergreen information about her identified responsibilities, GPSS staff who were involved in the processes—including offices across the district such as legal counsel and warehouse staff— and procedures they are developing regarding standardizing inventory maintenance across the district. It is evident that she has been intimately involved in the process and fully aware of the challenges in timeliness and communications at the district level and with schools, training, funding, and accountability that need to be addressed to remediate the lack of accountability for the almost $8 million GPSS spends each year on textbooks.

RECOMMENDATION

Recommendation 3-17:

Immediately finalize implementation of the Textbook Audit Report recommendations, and ensure that there is a single, sustained point of contact for accountability.

Even though one person has been designated responsible as the Textbook Coordinator, it does not appear that she has been given authority to require others in GPSS to follow her direction. If the district is to regain control of its textbook inventory and expenditures, it must ensure that this person has sufficient authority and maintains tenure in the position long enough for the procedures to become institutionalized. As with other Evergreen recommendations, there should be cross-training so that more than one staff member knows the procedures, forms, and timelines for accountability.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

A significant Evergreen finding is the lack of an operational districtwide, pre-kindergarten through 12 instructional plan. Although the GPSS Curriculum and Instruction Web site references a review and evaluation process, and describes a vision and mission statement and

division goals, when questioned, new district staff stated that it had been done four years ago during a retreat. Action plans were reportedly created for each goal in a Strategic Plan (2003-05) shown in **Exhibit 3-11** and were to be re-visited every five years. None were provided to Evergreen consultants for examination. The plan has not been updated regularly, but staff reports that the Division of Curriculum and Instruction continues to work on meeting its goals and objectives. No one in interviews, though, referenced the plan nor its goals, so it does not seem to be a central force in the district's desire to improve student learning. The plan was based on the Division's Functional Chart. Although not intentionally aligned to the DAP, some sections do reference similar goals (such as Standards and Assessment (DAP) and CI Goal 1: Curriculum Development). None of the departments within the Division has a strategic plan aligned with the Division's Instruction Plan.

Successful schools use an instructional plan as an umbrella document that outlines and specifies what good teaching looks like. Regardless of the content area, research is clear that there are practices, routines, teacher behaviors, questioning techniques, and cross curricular pedagogies that have high impact on all student learning. Findings revealed that GPSS has specific programs and specific content areas such as reading, math and ELL that have standards and performance indicators. These are content specific. Interviewees indicated that programs and initiatives were rolled out based on compliance, earmarked dollars, and content area demands, but there is not a united instructional goal and vision. During on-site conversations, there was no evidence to support that all curricular and instructional initiatives were funneled through a district instructional plan that was leading GPSS teachers and instructional leaders. In some schools, it is clear that there is an instructional plan that guides its administrators and teachers, but these are isolated instances and not part of a districtwide plan.

Content-specific programs and initiatives can inform instructional practice, but should not be viewed as isolated and totally content-driven. A foundational set of research-based effective teaching and instructional strategies, practices, and behaviors needs to be woven into all curricular areas as part of a districtwide instructional plan. Students need to see teachers engage in a common set of effective instructional practices from pre-kindergarten through 12th grade. There must be districtwide expectations that all teachers, regardless of the content area, engage in effective instruction.

Evergreen's visits to schools found strong instructional leaders who understand the need for a focused plan and are, in fact, stimulating one at their schools. There are certainly teachers delivering instruction with rigor and effectiveness by following the prescribed curriculum. It must become understood that substandard teaching will no longer be accepted, tolerated or allowed in GPSS.

There are also likely exemplary examples of regular and special education teachers who are working closely together to deliver instructional practices with great success for all students through co-teaching and collaborative planning. Central office and school administrators should identify these exceptional teachers. They can be used as living examples of practicing high-quality teaching behaviors, and they should be tapped for professional development, mentoring, and coaching of other staff.

Exhibit 3-11
Division of Curriculum and Instruction
Strategic Plan
Goals and Sample Objectives, Activities, Timelines, and Evaluation
2003-2005

GOALS

CURRICULUM DEVELOPMENT
Goal 1: We will provide a standardized district curriculum and effective teaching approaches that will ensure that the needs of all students are considered and students meet or exceed the expectations of local, national, and international educational standards.

PROGRAM DEVELOPMENT
Goal 2: We will apply for, develop, implement, administer and evaluate programs that will support curricular standards toward increasing student achievement and which foster a positive sense of self and concern for others, and instill healthy lifestyles.

STAFF DEVELOPMENT
Goal 3: We will provide a comprehensive Staff Development Program designed to connect staff development to our curriculum standards and student learning.

TECHNOLOGY
Goal 4: We will use appropriate technology to enhance effective teaching and learning and improve the effective operations of the district.

FAMILY AND COMMUNITY INVOLVEMENT IN SCHOOLS
Goal 5: We will seek and facilitate meaningful participation of families and the community as supportive and informed partners in the education of students.

VI.   Division of Curriculum & Instruction's Strategic Plan

The following describes the Division of Curriculum & Instruction's Strategic Plan addressing the five goals set above:

A.   Curriculum Development

Goal 1: We will provide curriculum and teaching approach to meet or exceed the expectations of local, national, and international educational standards.			
Objectives	**Action Plans**	**Timeline**	**Evaluation**
1.1 By the end of FY2005, standards assessment mechanisms (i.e. surveys, evaluations, etc.) will be coordinated and developed alongside R P & E's implementation of the Curriculum Director.	• Identify all current assessment mechanisms at DOE; • Establish a cadre of teachers/curriculum administrators to review and evaluate these assessment mechanisms and develop gap analysis;	July 2004 September – October 2004	• Local assessment tools developed and implemented to measure student achievement by district (criterion referenced test – quarterly, pre- and post-tests and beginning and end of the year tests).

Exhibit 3-11 (Continued)
Division of Curriculum and Instruction
Strategic Plan
Goals and Sample Objectives, Activities, Timelines, and Evaluation
2003-2005

Goal 1: We will provide curriculum and teaching approach to meet or exceed the expectations of local, national, and international educational standards.			
Objectives	**Action Plans**	**Timeline**	**Evaluation**
1.1　By the end of FY2005, standards assessment mechanisms (i.e. surveys, evaluations, etc.) will be coordinated and developed alongside R P & E's implementation of the Curriculum Director.	• Develop assessment mechanisms to address the gaps analyzed; • Establish assessment implementation cycle; • Develop assessment and evaluation training sessions;	October 2004 – June 2005 August 2005 September 2005	
1.2　By the end of FY2006, all content standards will be aligned and correlated with the national standards and the adopted textbooks, both vertically and horizontally.	• Establish content cadres to develop alignment documents (i.e., LARM); • Begin developing a standard alignment for all content areas; • Develop respective training sessions for alignment; • Implement evaluation process;	August 2004 September 2004–September 2005 October – December 2005 January – April 2005	• Follow-up survey on the effectiveness of the alignment document.
1.3　By the FY2008, an evaluation of the district adopted standards-based curriculum will be conducted and appropriate revisions developed and presented for adoption.	• Develop and establish appropriate processes to review and recommend action to the current curriculum standards; • Establish content cadre to participate in the review and of standards; • Review standards and make recommendations for revisions; • Present recommendations for adoption;	August - October 2006 October 2006 - November 2006 April 2008 May 2008	• Publication of adopted revised standards.

Source: GPSS Division of Curriculum and Instruction, February 2009.

It is important to create coherence in instructional delivery from the uneven skill and knowledge base that is now evidenced in classrooms across the district. Equally important, the instructional plan should not be a top down "gotcha" plan. It should be developed by teachers who are doing the right thing, are reaching students, and making a difference. It should also be a plan that teachers can embrace, talk about, and see it makes their jobs easier. It is also critical to align the pre-kindergarten through 12 curricula with the instructional plan.

RECOMMENDATION

Recommendation 3-18:

Collaboratively develop and implement a districtwide research-based, pragmatic, and rigorous Instructional Plan.

The plan must be developed by a majority of school administrators and teachers who have first-hand, day-to-day knowledge of rigorous instruction. Central office and school leaders (as well as parents and other teachers) know teachers who are knowledgeable of state standards and skillful in improving student learning year after year, regardless of the knowledge level of the students they receive. Those are the teacher leaders who should be tapped in initial stages before the capacity of others is developed. These teachers recognize and practice effective instruction. The central office should support this initiative with research and technical assistance. The plan must be heavily influenced by teachers who practice good lesson design and sound instructional delivery, and by principals who are instructional leaders and who are directly involved with delivering, managing, and assessing quality instruction.

The Instruction Plan must:

- be measurable and have observable practices;

- be pragmatic;

- allow teachers to start in areas of greatest need but continuously learn and strive for spiraling growth;

- be student-focused and guide teachers in making adjustments in instructional practices based on student need;

- be built on sound, research-based, time-proven practices that improve student achievement;

- include common academic language for core content areas and grade levels;

- have components of accountability and be linked to teacher performance evaluations; and

- be bolstered by a support system that embraces organizational change, professional learning, and an environment of stability and trust.

A districtwide instructional plan serves as each teacher's tool box. All instruction should be delivered using this set of common tools. 21st Century teachers can no longer be effective if their primary teaching tool is stand and deliver a lecture. GPSS has many fine teachers and administrators who daily deliver high impact instruction. This is the expertise that needs to be harnessed and recorded in an instructional plan that all teachers are expected to replicate.

With leadership from the central office and school administrators, teachers from all grade levels should be brought together for at least three days to ferret out a districtwide instructional delivery and lesson design plan. There is a plethora of sound research that can also be used to guide the development of this instructional plan.

FISCAL IMPACT

This recommendation can be implemented as an addendum to the contract with the Pacific Resources for Education and Learning (PREL) as GPSS teachers and administrators work with PREL to revise standards. Although PREL's costs for additional time are not known, each year's contract for assessment development includes training and is approximately $200,000 per year. A one-time cost for plan development is estimated at $20,000.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop an Instructional Plan	($20,000)	$0	$0	$0	$0

FINDING

There are pockets within GPSS where written procedures have been established and expectations communicated regarding their implementation. Staff is familiar with forms, processes, and timelines. When there is a failure to meet timelines for reports or relevant staff to attend meetings, communications are sent to the staff member who has not complied and copied to supervisors. This reinforces the importance of compliance or attendance, and conveys the message to the employee and the supervisor that the work is important.

The new (and now former, as of late January 2009) Program Coordinator IV responsible for coordination and oversight of the ESL Program received permission for her school coordinators to be released to meet at 1 pm so that they do not have to work after school hours. This release time allows them the opportunity to communicate and share ideas without having to work long hours or compromise the quality of the discussion because the hour is late. Staff development also takes place in these meetings. She has had each school develop an action plan, required quarterly and end-of-year summary reports, and has developed a spreadsheet compiling data on reports that have been submitted. This coordinator disseminates the report to her coordinators, the Superintendent and the Board. Reports noted that all schools are now submitting timely reports as a result of the accountability for deadlines. Testimony reflected that such accountability is supported by the Superintendent.

These procedures are obviously supported at the highest level of GPSS. They have developed a high level of accountability within the program and across all GPSS schools. They should serve as a model to be replicated in other GPSS offices and divisions.

COMMENDATION

The ESL Program has recently created accountable procedures and timelines, communicated the need, and standardized reporting forms that have resulted in full compliance that can serve as a model for accountability throughout the Guam Public School System.

FINDING

The Division Leader for Special Education, who recently returned to GPSS, recognized immediately that the division had exceeded any normal expenditure for travel costs the previous year by spending $479,466, and implemented procedures to curtail such excessive travel. She also found extreme overstaffing of one-to-one aides for special education students and secured the Superintendent's approval to send principals a memo notifying them that they must request the Superintendent's approval before adding more such positions.

COMMENDATION

The Special Education Division has implemented effective accountability procedures.

3.2   *INSTRUCTIONAL DELIVERY AND STUDENT PERFORMANCE*

Successful school systems have established guidelines and expectations that underlie a sound, challenging curriculum designed to foster the success of every student. These expectations extend beyond state standards, providing enrichment and remedial opportunities for students based upon individual needs. Regularly collected and analyzed data guide ongoing curriculum and programmatic decisions. Grounded in research-based strategies, curricular documents and processes define and buttress the realization of clear learning goals.

The curriculum encompasses relationships among goals, specific learning objectives, instructional activities, and student assessments. The curriculum identifies a scope and sequence in which information, skills, and concepts are taught and reinforced through the years to inculcate learning into students' knowledge base. Effective curriculum guides also build in assessments and periodic monitoring of both student achievement and the effectiveness of the documents themselves. Materials can then be identified and purchased that assist in teaching concepts and knowledge not addressed in curricular resources, and that provide for student remediation and enrichment.

It is important that successful school districts begin with clearly defining the written, taught, and tested curriculum. However, this is only the beginning. There must also be targeted focus on the importance of instruction. Teachers must be the masters of instruction and the effective delivery

of clearly-defined curricula.   They and the instructional leaders at the central office and school levels must have thoughtfully conceived, delivered, and supported professional development in order to deliver quality instruction that helps meet the needs of each student in the district.

Successful schools pay particular attention to the curriculum that is provided for each student population, but how the curriculum content is delivered to students is also highly significant. Over the past three or four decades, educational research has given much guidance into the art of teaching and instructional delivery. Schools cannot provide one-on-one tutoring for every student. Therefore, it is important that districts expect teachers to implement those research-based effective teaching practices that promote learning and enable students to achieve. There are established teaching behaviors that support and reinforce learning. Effective school districts have a plan for delivering instruction that is central to every classroom.

To accomplish effective program planning, decisions that impact the education service delivery system and its resource allocation must be based on comprehensive data analyses that direct systematic planning for curriculum and instructional delivery. For example, effective planning of education programs must consider the specific needs of the students served by the school system and the multiple resources available to meet student needs. Best practices demonstrate that effective schools use numerical and informational data to make instructional decisions to identify gaps in the curriculum.

By constantly analyzing data from multiple sources and using various levels of disaggregation, educators determine courses of action that are likely to lead to improved student achievement. Thus, the systematic disaggregation of data provides a baseline by which progress is regularly measured. State test data are not analyzed in isolation, but in conjunction with student classroom assessments. Schools also analyze data both vertically and horizontally, often even within school feeder patterns to search for long-term solutions.

FINDING

In 1996, the GPSS, recognizing the need for standards and performance indicators, began an extensive collaborative process involving teachers from across the district in their development. These standards and indicators were finally adopted in 1999. After that, GPSS offered much training and support. They have not since been revised. This is particularly concerning if, for no other reason than that, in the past decade, many changes have taken place geographically around the world that should be reflected in current social studies standards and performance indicators. Additionally, as one interviewee noted, "national curriculum organizations such as the National Council of Teachers of Mathematics continue to revise the standards they promote in America and other content areas have, but we have not been doing that." Indeed, other districts across the nation as a matter of practice review and revise their standards regularly.

A letter from the Guam Federal Programs Administrator dated June 10, 2008, informed the GPSS Interim Superintendent of the need for "development and/or updating and implementation of Content Performance Standards Indicators to be used by the district." He further recommended that the process be conducted with an RFP for a consultant to facilitate the process. Considering that the process took three years when it was first done, that recommendation is a sound one in order to expedite the process. The district has entered into a

contract with the Pacific Resources for Education and Learning (PREL) for revision of these standards and indicators. GPSS also has a contract with PREL to develop standards-based tests for Language Arts, Math, Science and Social Studies and a Web-based test item bank. Both activities promise to improve teaching and learning when teachers and administrators are well-trained in their use, and the time is dedicated to using the results to reflect on the appropriateness of curriculum and instruction as well as implications for professional development.

COMMENDATION

The Guam Public School System is commended for making plans for a long-overdue revision and updating of its content standards and performance indicators.

FINDING

Although GPSS involved a broad cross-section of teachers almost a decade ago in development of the standards they are supposed to be using today, few staff interviewed referenced them as a basis for instruction. Some said that their use depended on the school, but this was certainly not districtwide. One central office interviewee even noted that, when she had been a teacher for numerous years, she had not used them; in fact, she did not even know what they were.

Even though teachers are involved in other district decisions, teachers at all grade levels and content areas have not had the opportunity for horizontal and vertical dialogue to establish a common understanding of what the standards mean. There are merits and benefits for teachers to fully understand how the sequential knowledge base builds from year to year. However, such conversations have not been a system wide endeavor, so interpretations of standards—when used—remains individualistic, shallow, and textbook driven. If there is not instructional leadership from the central office, teachers will do what they have always done, teaching page by page and tethered to the textbook. In a nutshell, there is no districtwide consistency and no accountability for use of the standards that are supposed to be the basis for all instruction in GPSS.

State standards are not going away. Standards are federal and state legislative mandates. Because of standards, educators should no longer be at the mercy of textbook publishers dictating what should be included in the curriculum. Standards have helped schools across the nation define the skills needed for a literate society and a knowledge base that students need to be productive citizens.

Beyond a lack of awareness among teachers of GPSS standards, findings revealed the problem to be two-fold:

- First, there is no district universal accountability system for across the board implementation of all the standards. It has been said that "what gets measured gets done."

- Second, there is no systematized horizontal and vertical infrastructure to guide and support dialogue and to determine what the standards mean and what academic rigor is and should look like in classrooms.

When the curriculum is horizontally and vertically aligned, there will be a clear and detailed sequence that builds skills and concepts over time, and guides students to academic success and mastery. Horizontal and vertical alignment purposefully considers when skills should be introduced based on grade level standards, and when they should be reinforced over time for mastery. Without reinforcement from the central office of the need to address standards in instruction, there can be no common understanding about what mastery of a standard looks like, and how to ensure there is continuous progress for all students toward mastering all academic standards.

A feedback system needs to inform central office staff that expectations are being achieved in all classes in all schools, and of specific needs for their assistance and support. Change happens when stakeholders build the capacity to change. Teachers and administrators must be taught where they need to be, but more importantly, taught how they can get there. It is impossible to evolve to an aligned standards-driven curriculum without the support and the resources for getting there. There must be equitable accountability to make it happen for all students.

Conversations did not indicate how all content standards were equitably embraced and underwritten with adequate resources for all students. The need remains for accountability processes, procedures, and infrastructures to ensure the districtwide capacity for teaching all standards to all students. Again, compliance issues are largely tended to, but there has been no required compliance related to teaching and learning and is no comprehensive districtwide process for measuring, monitoring and holding all stakeholders accountable for becoming proficient in the curriculum standards and reaching predetermined achievement goals.

When teachers are not clear as to what standards mean, they are unable to identify power or key standards. Identifying power or key standards does not relieve teachers of the obligation to teach all standards. What is necessary in pre-kindergarten through 12 curriculum alignment is to determine which standards are critical and essential for current and future success. Standards with less emphasis can then be taught and assessed as they relate to the identified power or key standards. These power standards need to be determined in all content areas. Power or key standards are foundational to student success. These are the must learn standards that allow teachers to then collapse other standards into a single instructional plan to support the power standards.

Beyond teachers simply having a common understanding of what standards mean, it is also essential for them to understand how they can be integrated across content areas such as using science and social studies content standards to help teach reading and math standards. Collapsing multiple standards into a unit of instruction is an essential component of a curriculum alignment plan.

Testimony reflected that often individual GPSS program offices and units determine their own curricular priorities and actions, and are not required to focus on a common set of curricular goals. It should be the responsibility of all individual units to integrate, inform and collaborate regarding curriculum alignment. There is currently sporadic, disjointed, and isolated participation; this leaves gaps, inconsistencies, and incoherence to plague horizontal and vertical curriculum alignment.

RECOMMENDATION

Recommendation 3-19:

Establish a clear system of curricular monitoring and accountability to ensure that there is clear understanding of standards, why they are important, and an assurance that they are taught to all students.

As stated earlier, there is a maxim that says, "What gets measured gets done." In order for GPSS to make progress towards teaching all state standards, all pre-kindergarten through 12 stakeholders must be held accountable. Setting clear goals for teaching the standards is the first step in this recommendation. Whatever each teacher chooses to include in his/her curriculum provides the basis for a student's learning throughout his/her entire school career. Teachers must have common understanding of standards, skills and concepts across grade levels and content areas for all children to experience equity and access.

Internalized and common agreement on what standards mean enables all teachers to deliver equitable educations to all students. This can be done in staff meetings, professional development trainings, and team meetings. All teachers at all grade levels and in all content areas must have a common understanding of each state standard and curricular goal. To be instructional leaders at their schools, principals must also have those understandings as must central office curriculum and instruction leaders.

In order for curricular uniformity to evolve in all schools throughout GPSS, there must be communication structures in place. There must be detailed expectations clearly outlined. GPSS must have a means of monitoring and reporting real time occurrences with regard to curriculum at all levels. All central office administrators involved with curriculum and instruction must set time in their calendars on a regular basis to be in schools discussing and observing curricular implementation and fidelity. Regular meeting times should include curriculum issues on agendas. All grade-level and content-level curricular standards should be center stage expectations for all teachers and all students.

As GPSS moves forward in its revision of standards, it should also look at working with the University of Guam which has created ESLP standards to integrate them into GPSS standards. Furthermore, Minnesota's students recently ranked above average in their performance on all four major categories that the Trends in International Mathematics and Science Study (TIMSS) study measures. The strong showing is believed to be the result of rigorous state standards for math and science—a decision GPSS should consider for its students.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The GPSS decision-making process that led to the determination to implement Direct Instruction in 31 schools may not have been comprehensive in taking into consideration other ancillary

factors that potentially create conflicts for offering GPSS students "an adequate public education" as intended in PL 28-45.

Regardless of the impact on student learning in the content areas, the decision had a number of apparently unanticipated repercussions. Since 2003, GPSS has implemented Direct Instruction (DI) as, in one person's words, "the curriculum" in 31 of its schools (24 elementary and 7 middle schools). They noted that "standards are our adopted curriculum, DI is a program—we made it be the curriculum." Still others observed:

- *we are using DI benchmarks, but they were never approved;*

- *ESL is a mandate, but the program has superseded the mandate—we need to reverse the process and go back to letting our teachers teach ESL students and work with them regardless of assignment; and*

- *special education students need to learn more than reading, writing and computation.*

In some educator's minds, concerns regarding the time dedicated to the implementation of Direct Instruction and the impact that it has had potentially compromised the district's compliance with laws relating to federal laws [e.g., English as a Second Language (ESL) and Exceptional Student Education (ESE)]. This has raised potential concerns that the district's decision to implement DI was the driving force behind IEP revisions and not the needs of those individual students. Similarly, ESL teachers were assigned to teach DI groups rather than more directly serving their ESL student needs. Yet *No Child Left Behind* legislation [Section 3122 (a) (3)(A)] states that districts must show, at a minimum:

- annual increases in the number of percentage of children making progress in learning English;

- annual increases in those attaining English proficiency by the end of each school year; and

- those making adequate yearly progress for limited English proficient children as described in Section 1111(b)(2)(B).

Additionally, as with all federal funds, instruction by federally-funded teachers should be supplemental and not supplant federal, state, or local funds. Such use of staff does not appear to reinforce those goals for ESL students.

Still others noted concerns relating to the lack of time that remained in the day for instruction in health, science, and social studies. Committing such a huge portion of the day to reading, language arts, and math also placed GPSS in the dilemma of trying to meet the sometimes conflicting mandates of Guam Education Policy Board policies, laws, and grant requirements, complicating principals' ability to systematically provide curricular coherence to their students. Furthermore, central office staff who, at one time, provided professional development for teachers noted that it had not been needed or requested of them as frequently since DI implementation.

Until the recent Board decision to eliminate the second DI block, the time available for commitment of that amount of time to physical activity was not available. Even since that Board's decision, principals told Evergreen representatives that there is now one hour available for instruction in subjects other than reading, language arts, and math in an elementary day. While this is not unlike other districts across the nation that have increased the weekly minutes for instruction in reading and math—while decreasing time devoted to other—content areas such as social studies, science, art and music, physical education, recess or lunch, these contingent effects of the decision must be carefully considered before a final decision on a program in the future.

The Direct Instruction implementation has resulted in improved test scores for students as noted in the DI evaluation. Despite that, there are students who are not achieving well with this one program. Some say that it is an issue of lack of fidelity to program implementation that stands in the way of higher achievement. Others note that it cannot be so with teachers of so many students in specific student groups.

Although DI staff interviewed stated that the needs of special population students had been taken into consideration during implementation of the program, GPSS staff with specific responsibilities for the education of those students differed with this statement. Still others noted anecdotally that inclusion in DI groups had been beneficial to special needs students and improved their reading abilities, despite DI guiding IEP revision decisions.

The recent haste to identify and give schools choices of three reform programs before the DI evaluation was concluded indicates that GPSS is still making decisions that affect student learning without considering fully their secondary repercussions. School-level interviewees voiced a concern about a lack of support in terms of information provided by Curriculum and Instruction staff in the central office about the three reform models that had been selected. Testimony revealed that the principals themselves had to conduct their own research on the three programs rather than having information that might substantiate the district's decision to offer those selections. Finally, data were available from a GPSS school that had been implementing one of the options (Agana Heights Elementary School: Success for All) for over six years but reportedly principals had to solicit information on that school's performance rather than having it provided by the district. Even in its second year of implementation, the 2003 District Action Plan reported noticeable improvements in student reading abilities.

RECOMMENDATION

Recommendation 3-20:

Develop a decision-making protocol that ensures that the requirements of all federal, state and local laws and policies as well as evaluation information are considered before major program decisions are made.

The fiscal, human, and time resources that are involved in programmatic decisions are too precious to be wasted on making decisions on partial information or community emotion. Additionally, programmatic decisions must consider the needs and impact on students with

special needs as well as those for whom a specific program may not be creating the desired results.

Such decisions must be open to alternatives or alterations that best meet the needs of individual students. District leaders, including school principals at all levels and representatives of the Federal Programs Division should meet to identify and discuss conflicts in laws and policies. They should also identify key considerations related to the learning needs of all GPSS students that must be included to develop a comprehensive filter for weighing factors affecting curricular and instructional decisions.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

The time constraints of offering a broad curriculum beyond reading, language arts and math—even with the decision to reduce DI block time— necessitates an examination of the way that GPSS prepares its students for success in the fields of science, the arts, health, and social studies. Especially in an isolated island environment, schools are the logical vehicle for students to be exposed to the arts. Equally importantly, the foundation that elementary students receive in other subjects prepares them for success at the middle and high school levels as well as postsecondary and career experiences so they should be broader than it currently is in GPSS. This also has an impact on testing, graduation rate, and college entrance exams that must be considered for the benefit of students.

The Guam Education Policy Board requires that all students have textbooks in all subjects, but it could be much more cost effective for the district to integrate instruction in these subjects and use supplemental instructional materials instead of textbook adoptions for each subject, since the time available to commit to full use of the books does not exist.

Specific content-related conflicts of laws and policies exacerbate the time constraints. One conflict relates to health education and physical fitness. Guam PL 28-87 requires GPSS to develop and implement a Local Wellness Policy focusing on Nutrition, Nutrition Education, Physical Fitness, Physical Education and the implementation of the Body Mass Index (BMI) process. This requirement is aligned with the Child Nutrition WIC Reauthorization Act of 2004 and the guidelines of the U. S. Department of Agriculture (USDOA). The policy is also required to conform to USDOA and U. S. Department of Health and Human Services Centers for Disease Control and Prevention and the National Center for Health Statistics. The policy, which was signed on December 12, 2005 by the Governor, states that "All students in grades K-12 will have opportunities, support, and encouragement to be physically active on a regular basis." It further states, in part, that "Schools will provide nutrition education and physical education to foster lifelong habits of healthy eating and physical activity."

The policy states that GPSS "aims to teach, encourage, and support healthy eating and physical fitness activities" and that "schools should provide…physical education" and "engage in physical activity promotion that is offered at each grade level as part of a sequential, comprehensive, standards-based program" that "is part of not only health education classes, but also classroom instruction in subjects such as math, science, language arts, social sciences, and elective subjects." In order to implement the policy, it notes that, "for students to receive the nationally recommended amount of daily physical activity, the 2005 Dietary Guidelines for Americans recommend that children and adolescents engage in at least 60 minutes of moderate to vigorous physical activity on most and preferable all days of the week." The policy further specifies that "all students in grades K-12 will receive daily physical education or its equivalent of 150 minutes/week for elementary school students and 225 minutes/week for middle and high school students for the entire year," exclusive of interscholastic or intramural sports. Finally, the policy discourages students from "extended periods (i.e. periods of two or more hours) of inactivity." An examination of health-related content standards at even one grade (fifth) are extensive with six standards and a total of 149 performance indicators—too many to be taught.

Data from the November 21, 2008 Youth Risk Behavior Surveillance—Pacific Island United Stated Territories, 2007 from the Centers for Disease Control and Prevention reinforce the need for the district to focus more concertedly on student health. The report indicates that high school students in the Pacific Island territories engage in behaviors that increase their risk for mortality and morbidity from such things as "cardiovascular diseases; stroke, and diabetes." Guam had the lowest percentage of students who had not eaten the recommended number of fruits and vegetables and drunk three glasses of milk, and the lowest percentage of students who attended PE classes daily in the Pacific Island territories.

The report further notes that "priority health-risk behaviors, which are behaviors that contribute to the leading causes of morbidity and mortality, often are established during childhood and adolescence." Guam also had the highest percentage of high school students who described themselves as "slightly or very overweight." This underscores the importance of instruction in healthy eating and physical fitness habits in school. GPSS has begun requiring 25-30 minutes of exercise at the elementary level recently—a good first step.

Similarly, continuing to use the fifth grade as an example, there are 11 science standards with a total of 62 performance indicators and, in social studies, six standards with 58 indicators. It is virtually impossible for GPSS teachers to effectively teach all of these standards in health, science and social studies, not to mention the arts with the time remaining in the day at the schools that have continued to choose DI or even those that have selected Success For All. One staff member who avowed initial support for DI stated, "the problem with DI is that we are not teaching other content areas. We were wondering why our students were not doing well on the SAT 10 in other areas—they were not being taught!"

Since there are no specified minutes that science, history, social sciences and civics should be taught each day, these subjects are often not a part of daily instruction. Reading and math have formalized formative and summative periodic assessments. However, assessments for science, history, social science are not operationalized to the same degree. Therefore, it makes it even more difficult to carve out specified time for daily and weekly instruction in these areas. Direct Instruction has some connections to these areas, but they do not address all of the standards.

Making curricular connections among reading, math, science and social sciences can be a natural link to broaden and enhance learning in all content areas.

As teachers look for connections between and among the standards, they enable students to see multiple applications of content, where appropriate. Care must be taken that connections are not forced or contrived. Caution must also be taken to ensure that learning segments do not include too much information or are overextended.

Research on curricular integration has been on the educational landscape for many years. A four-year OERI study by Ronald Anderson (1995) found that the most successful reform projects were built around curriculum and instruction designed with integrated themes across multiple subject areas. However, Heidi Hayes Jacobs (1989; 1991; 1997) described most district courses of study as "lifeless inventories of isolated skills" having no application and no integration. She strongly supports cross-curricular mapping, whenever possible.   Integrated instruction has deliberate, built-in reinforcement and connections within and among standards and content areas.

RECOMMENDATION

Recommendation 3-21:

Develop and coordinate cross-divisional curriculum design teams to create curricular materials that integrate science, social studies and health content standards into a cohesive grade-level elementary curriculum, and embed pedagogy theory and strategies relevant to special needs learners into these materials.

GPSS should create teams that include representatives with specific content and pedagogy knowledge along with participation from relevant support divisions to broaden the design perspective as well as to ensure that all the critical pedagogical elements are embedded throughout the materials. The development process also will begin to expand the conversation at the central office about how children and adults learn most effectively, uncovering topics that could foster reflection and genuine learning opportunities within and across central offices and the schools. By using a cross-district design team to develop the curriculum materials, the process could create a common language across content areas to link and reinforce the strategies.

The integration of curriculum can be done without compromising or eroding the integrity of the standards and content. When establishing learning outcomes and benchmark assessments, the skills and objectives of individual subjects can remain distinct enough to be monitored and assessed separately. Teachers should be encouraged to use integration to maximize the depth along with the breadth in student learning. Regularly scheduled professional development and building site meetings can further strengthen and broaden curricular integration.

Science (Jan. 30, 2009) reported on a comparison of Chinese and American student performance and found that "contrary to what many people would expect, even when students are rigorously taught the facts, they don't necessarily develop the reasoning skills they need to succeed," Bao, the lead researcher said "because students need both knowledge and reasoning, we need to explore teaching methods that target both." His Ohio State Physics Education Research Group, is developing new strategies for teaching science, technology, engineering and mathematics

(STEM) disciplines. He points out that students need to learn to handle open-ended real-world tasks in their future careers in science and engineering, but that inquiry-based learning, where students work in groups, question teachers and design their own investigations boosts reasoning abilities and is growing internationally as a teaching approach.

FISCAL IMPACT

This recommendation should result in extensive savings for the Guam Public School System. By using a cross-district design team to create curriculum materials around key concepts in each academic discipline, GPSS can create materials that merge standards and indicators in multiple content areas. This would potentially save on the purchase of multiple adoptions of textbooks that are now being minimally used. This recommendation should be an offshoot of the PREL contract for the review and revision of standards.

Evergreen consultants could not estimate potential savings of the district's stopping the purchase of discrete elementary science, social studies, and health books for every student, but instead used integrated curricular materials because GPSS was in the process of attempting to discern this information while our report was being written. If the district did not purchase individual books in these three content areas at the elementary level, it could save millions. There is no need in today's educational arena for students and teachers to have to rely on books when so many quickly updated and less expensive instructional materials are available on DVD and online.

Even if GPSS only purchased classroom sets of health, science, and social studies books to be used as resource materials, it would save millions by not purchasing individual books for each of its more than 14,300 elementary students.

FINDING

In no conversation throughout the on-site visit did anyone describe a system in which GPSS uniformly either makes an effort to identify effective staff or practices or recognize them in ways that promote replication.

One person mentioned effective practices being shared in administrative meetings, but the sample agenda provided did not show them as a part of the regular meeting. As stated previously, there are exceptional principals in GPSS analyzing data, serving as strong instructional leaders and coaches for their teachers, and taking the initiative to innovate and push the envelope of traditional expectations. They are likely stimulating positive change as well as using effective practices that others could benefit from. Similarly, in each school, there are likely strong teacher-leaders whose students, regardless of their abilities or needs, make academic strides each and every year. Their ability to teach the same students from the same backgrounds as other students throughout GPSS should be examined and used as a means of promoting similar instructional approaches among teachers in other GPSS schools.

The purposeful collection and dissemination of best practices taking place in GPSS schools is a hallmark of effective schools. School systems often create symposia in which their own teachers and instructional leaders have the opportunity to interact with and present to their peers across

their school systems. In this way, districts develop and market their own talents, further building skills and knowledge among presenters and infusing effective ideas in other schools. The practice is also a low-cost way to foster innovation and convey the message that risk-taking is acceptable when results are documented, analyzed, and replicated.

A closer look at the effective schools research can also be used to frame or build a foundation for improved instruction. Drs. Larry Lezotte, Ron Edmonds, and Wilbur Brookover—researchers from Michigan State University—began research on effective schools in the 1960s. Their work has been characterized as simply observing schools that are successful, where student achievement is high, then finding out how they make it happen. The strongest findings, known as the Correlates of Effectiveness, came from successful schools located in areas of high crime and poverty, marginal facilities and resources, and with ethnic and culturally-deprived student populations. Over time, the terms describing effective schools correlates have changed, but the basic concepts still stand true.

Effective schools are characterized as follows:

- a safe positive environment;
- strong instructional leadership;
- clearly-aligned curriculum maximizing student learning time;
- positive home, school, community communication;
- frequent monitoring of student progress;
- a clearly stated, focused mission; and
- high expectations for all students.

This robust research should be used as guiding tenets in developing a districtwide plan for instruction and identifying best practices in GPSS schools for duplication.

RECOMMENDATION

Recommendation 3-22:

Identify and replicate those successful processes, procedures, and practices where standards-driven curriculum is operationalized and student performance is improving in the Guam Public School System.

This can be done as simply and informally as school representatives sharing during regularly scheduled meetings. Those who are open to innovation will hear about a new idea they can use to improve achievement in their own schools.   Replication of best practices can be incorporated into regularly scheduled professional development training, news publications, staff meetings, administrative meetings and Web-based information. When practiced more regularly, program evaluations could also form a basis for discussion and learning. If an evaluation reveals a higher degree of implementation and greater success rate, how it was accomplished should be investigated and actions replicated.

The instructional walk-through forms, shown previously in **Exhibit 3-9,** could have areas for noting evidence of best practices related to faculty discussions, accommodations for special

needs students, and differentiated instruction. The forms could also provide information to identify staff development needs and lead to discussions in administrative and faculty meetings.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Testimony revealed that the Guam Public School System has not yet systematically identified core pedagogical skills that accommodate the needs of all learners. These effective pedagogies should be woven throughout all curriculum areas and professional development training. Neither did findings indicate that the school system has identified a common language that crosses content areas so that a pedagogy, strategy, or practice is referred to by the same vocabulary, regardless of the grade level or content being taught.

Many content areas tout language common to their individual disciplines. For example, science speaks of inquiry, math speaks of concept development, and reading speaks of comprehension strategies. Teaching and instruction that generate high student achievement use all these strategies to create learning regardless of the content. Strategies that are effective for ESL, special education and Chamorro instruction are equally effective with all students, and provide mechanisms for differentiating instruction. However, at this time, GPSS has no comprehensive instructional plan that bridges, guides and leads teachers to understand how all these practices, strategies and pedagogies can be embedded and practiced in all disciplines and content areas.

It takes time and collaboration for teachers to discuss and massage ideas, to study and discuss student work, and to make connections to instructional delivery. Direct Instruction has also defined and articulated instructional strategies that promote improved student achievement and conducted extensive professional development so that teachers use them in daily instruction.

District staff reported that there are many teachers in GPSS classrooms, who are master teachers and who deliver instruction that has high impact on learning. These teachers operationalize the words collaboration, relationship, relevance and rigor, and are doing what is right. Respondents indicated that these instances are sporadic, intermittent, and isolated across the district. Interviewees stated that instructional expectations along with practice must improve. GPSS can no longer use lecture, "stand and deliver, or "sit and get" as vehicles for curricular delivery. They must identify the best practice pedagogies that enhance the quality of instructional delivery.

Interviews made it clear that the district needs to systematically identify pedagogical skills and teacher practices that support all student learning in multiple content areas. Some reported that inclusionary practices are more prevalent at the elementary schools than at the middle schools and that perhaps students are becoming more isolated in middle school. If teachers had an array of effective instructional practices that enabled them to differentiate instruction for all students, they would more willingly and effectively include special needs students in their classes. This should be mandatory, and is certainly aligned with the intent of the Individuals with Disabilities Education Act (IDEA).

In many instances, teachers and content specialists believe that their content is unique and calls for very targeted and specific pedagogy. That thought contributes to "silo" thinking. It is important for GPSS to clearly communicate that best practice teaching strategies are expected of all teachers, assess the degree to which these already exist in classrooms across the district, and then proceed with a plan to make these daily common practice. In order to do that, though, its approach to professional development must change as addressed in **Recommendation 3-27.**

While there are unique nuances to delivering some specified content, research is also clear that there is also common ground for all instructional delivery. There are foundational instructional delivery practices, behaviors, and pedagogies that have proven high impact on student learning. These pedagogies should be developmentally appropriate by age and grade, defined with common vocabulary, and with appropriate interventions.

Robert Marzano's work has given teachers instructional strategies that have the highest probability of enhancing student achievement in all subject areas which can be adapted to all grade levels. Many of his strategies can be either teacher- or student-directed. Marzano advocates writing as a very powerful tool to use in all content areas. It is often forgotten that students must be explicitly taught how to organize their learning. For student learning to be retained and for the retrieval of learning from long-term memory to occur, teachers must equip students with thinking and specific learning skills.

Exhibit 3-12 displays Marzano, Pickering and Pollack's research-based teaching strategies that have a high impact on long-term learning. These strategies improve student learning across all grade levels and in all content areas. The percentage of gain represents the degree to which the strategy increases student achievement.

Exhibit 3-12
Strategies that Increase Student Achievement

Strategy	Percentage of Gain
Identifying similarities and differences	45% gain
Summarizing and note taking	34% gain
Reinforcing effort and providing recognition	29% gain
Homework and practice	28% gain
Nonlinguistic representations	27% gain
Cooperative learning	27% gain
Setting objectives	23% gain
Generating and testing hypotheses	23% gain
Questions, cue, and advance organizers	22% gain

Source: Classroom Instruction that Works: Research-Based
Strategies for Increasing Student Achievement Marzano, Pickering
and Pollock, 2004.

Teachers not only use effective strategies to deliver instruction; the best teachers teach each individual student rather than gear instruction to those students most easily taught. The best teachers enjoy and value all their students. Best teachers have often been described as having a high degree of "with-it-ness," awareness of what is happening in the classroom and in each student's sphere. These teachers are highly aware of the dynamics of their classrooms. They are

versatile, comfortable using many different teaching strategies, and can readily shift among them as needed.

Exhibit 3-13 cites behaviors that enhance learning.

Exhibit 3-13
Effective Teaching Behaviors

- Establishes a classroom based on the belief that all children and learn;

- Questioning techniques elicit higher levels of thinking.

- Give students feedback in personalized, positive language.

- Praises and rewards academic growth and effort.

- Calls students by name.

- Allows adequate wait time for student thought.

- Expects optimal classroom participation-all students engaged in learning.

Source: School Improvement Team Leadership Training, Center for Effective Schools: University of Oklahoma, 2000.

It was evident from school visits that best teaching practices, which are a part of daily instructional delivery, can be found at school sites where the principal is a strong and visible instructional leader. Standards-driven curriculum also hinged on the leadership and expectations of the principal. If the principal is a strong instructional leader, teachers are held accountable for not just a standards-based curriculum, but also those instructional delivery best practices that have high impact on student achievement. Testimony was relatively consistent that the Guam Public School System does not make a concerted effort to develop its principals into instructional leaders, and that principal abilities and skills varied across the district.

In contrast, the operations and administrative responsibilities for principals are very demanding as is the need for much documentation of compliance-related issues. This makes it difficult for principals to operate in the instructional arena. However, in today's climate of extreme accountability, instruction and curriculum need to be a principal's focus. GPSS has principals who know how to "walk the talk" of being an instructional leader. These individuals should be used as resources, learning guides, models, mentors and real life examples of what instructional leadership looks like when it is implemented.

Developing a common set of practices, strategies, and pedagogical practices will help students and teachers connect, deepen, and more easily understand and link learning experiences across grade levels and content areas. This can be accomplished through coaching, classroom observations, and scheduled and focused dialogue among stakeholders at all levels. Once they are taught the key pedagogies GPSS identifies as essential and common across content areas, all teachers and principals should be held accountable for ensuring that they are practiced. Once these are identified and communicated, they must be embraced and give direction to all instructional programs, initiatives and curricular endeavors. In their leadership and support roles, central office staff should serve as resources, locators and disseminators of information, and support systems for practice and reinforcement.

In schools, there is frequently a disconnect between what teachers are doing and what they think they are doing. GPSS needs first to dedicate time in evaluating at what levels the capacities of its teacher groups are in contrast to where they need to be. Part of this analysis should also include an examination of their understanding of what rigorous, standards-based, and standards-driven instruction is. GPSS should then devise differentiated professional development content to move each level of teacher group to a higher level of pedagogical knowledge and performance. Parallel professional development for administrators should better equip them to recognize and support high levels of effective instruction. There must be a districtwide demand that all stakeholders embrace a common belief system regarding rigorous instruction. There must also be processes in place that ensure that, as staff changes, the message continues to be presented and instilled.

RECOMMENDATION

Recommendation 3-23:

Determine districtwide best practice strategies and pedagogies to be included in the districtwide instructional plan.

All teachers must be held accountable for practicing effective pedagogical skills on a daily basis. When a districtwide instructional plan is in place, these should be included as expectations without exception. Accountability should be regular and consistently applied for teachers and administrators. Even though these pedagogies can be observed in some classrooms across the district, they must become common across all classrooms.

The purpose of determining and requiring what works best is to reduce the amount of variation in the quality of pedagogy children encounter as they move throughout the school system. Once these foundational instructional delivery expectations are adopted, they must become the centerpiece for all classroom practice and professional development training. These must be universal expectations at every grade level and content area. All individuals involved with instruction and curriculum must have a working knowledge of these practices and behaviors. In addition,

- these must be common expectations in rolling out new initiatives and programs;

- these must be clearly understood and practiced by all teachers and students; and

- these must inculcate communication across divisions, organizational boundaries, and content areas.

An analysis by Curriculum and Instruction staff of student performance data should also identify teachers whose students are learning at high levels and use them as resources to disseminate and teach effective practices throughout the Guam Public School System.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Data are not easily retrievable for central office administrators, so they not routinely used as a basis for decision making. Staff interviewed reported that, despite proclamations and sincere intent reflected in the District Action Plan, GPSS does not regularly practice the use of data as a basis for decision making. When specifically questioned regarding where one would go to get available data that provide a broad spectrum of information on GPSS students (Special Education, RPE, Student Support Services, the Reading First Center, Federal Programs, and Chamorro Studies). There was a lack of a single point where data can be accessed. This makes the consistent use of data in the district even more challenging no matter how much staff value the importance of data analysis.

Nor does GPSS evaluate pilot programs to use as possible information to expand effective practices/ programs to other schools. The GPSS Curriculum and Instruction Web site shows a number of pilots, but they are dated 2000 and 2001. Apparently, others have been approved since, and the Curriculum and Instruction staff was to update the High School Course Description Book last summer, but the information has not been added to the Web site. As mentioned earlier, Agana Heights "piloted" Success for All for over six years, but GPSS made no effort to evaluate its success and to make a related data-based decision to continue it, expand it to other schools, or eliminate it due to a data-documented lack of effectiveness.

The 2007-08 Annual Report displays charts from the SAT 10 District Results Report that show things such as:

- minimal percentages of students performing at the proficient level and between 41 and 48 percent of students performing below average at all levels of GPSS schools;

- longitudinal percentile ranks of students which are relatively stagnant at each elementary grade level;

- color graphs of student performance at advanced, proficient, basic and below basic in reading, math, language, spelling, environment, and listening by grade;

- scaled scores by grade and content area comparing schools across the district with each other, the 50th percentile rank, and the district average; and

- the performance of cohort groups by content area over a four-year period.

All of the information should provide Curriculum and Instruction leaders and principals with data that raises red flags about a lack of student performance within content areas and across grade levels or among cohort groups as they move from one grade to the next and the next. This information should be carefully examined by district leaders, with principals, and at the school level. District curriculum, staff training, instructional methodologies, and staff support should all be considered in light of the data. Some staff testified that data are examined and discussed, but there was no commentary that led Evergreen consultants to conclude that this data examination was extensive or changed practices, except at isolated schools.

The 2008 DAP recognizes the importance of the collection of data especially as it relates to factors affecting the achievement of ninth grade students. There are isolated attempts within the district to infuse data collection and evaluation into practices. Several principals queried routinely use data at their schools. At these schools, teachers are more likely to use data in their classrooms and in grade or department meetings.

The Project Director for HIV and the Youth Risk Behavior Survey not only shares data on student trends related to risk behaviors with stakeholders at numerous levels within GPSS, but also hosts a five-day conference for school health teachers, counselors and administrators in which the information is shared and attendees are taught how to understand what the data mean and their implication for students. Principals are also given books with their schools' data so that they can share them with their students and staffs. Common increases are discussed and the Director and staff offer Center for Disease Control prevention strategies during the conference. GPSS, however, does nothing to encourage principals to use the data after the conference so that there is a unified effort to reduce student risk behaviors.

In *Whatever It Takes* (Dufour, Eaker, Karhanek, 2004), these questions are posed:

- *How will we know when students have acquired the intended knowledge and skills?*

- *How will we respond when students experience difficulty so that we can improve current levels of learning?*

These are core questions to understanding and planning for student achievement. The natural tendency to find answers and seek solutions to these questions should be to look at student data. Data should be easily accessible, preferably on a district database accessible at the school level and used at the central office, school, and classroom levels. Periodic assessments, as are planned by the district with its contract for development of benchmark tests, can be valuable resources to inform decision making with regard to student needs. When used in effective ways, data are a powerful friend and ally to all GPSS entities.

Two things need to happen before data collection and analysis are commonplace foundations for instructional decision making in GPSS:

- data need to be centralized for easy access by all educators; and

- professional development needs to be ongoing and uniform so that teachers and administrators comprehend the benefits of using data for themselves and their students.

Procedures need to be in place that systematize and support faculty with data analysis and regular, ongoing examination of student performance and program data. The desired goal would be for common sets of activities to be developed at schools to the level of analysis so that teachers can base decisions (such as student grouping, enrichment, and remediation activities) on student performance data. When GPSS fulfills its intention of consistent, ongoing use of data as a basis for decision making, ongoing changes will be made in teacher practice and program

improvement. This will result in continuous, customized instructional changes benefiting individual students as well as the student body as a whole.

Best practices support the analysis of data by educators throughout the school system to continually examine the results of practice, instruction, programs, and curricular materials so that ongoing changes can be made and that each student's learning needs are constantly addressed. This practice keeps teachers and administrators focused on tailoring educational opportunities for student strengths and weaknesses. When educators examine all sources of data from homework to class and weekly assignments and assessments as well as standardized and benchmark tests, instead of narrowing the curriculum and instruction in response to high stakes testing, the range of instructional practices is broadened to promote student participation and learning.

RECOMMENDATION

Recommendation 3-24:

Use student data for decisions regarding program and instructional effectiveness and related revisions, staffing, and professional development.

GPSS must make data analysis the underpinning of its decision-making process. The school system must consolidate all data sources into one office, preferably the Deputy Superintendent for Curriculum and Instructional Improvement. GPSS should develop a plan to systematically use data in all schools. This plan should be useful in identifying staffing assignments, course-taking patterns, curricula, instructional techniques, and resources that are likely to improve student achievement. These discussions and decisions should happen at both the central office and school levels.

Administrators and offices that routinely use data (such as ESL and HIV/YRBS) should be both consulted as resources for implementation of this recommendation and supported in their efforts to create accountability through the use of data. Data should be used to garner an understanding of both curriculum and instruction to determine if students know and have acquired the intended knowledge and skills. Before GPSS can make decisions for responding to students experiencing difficulty, and determine what needs to be done to improve current levels of learning, comprehensive data must be examined.

Data analysis should not be limited to just student performance. There are rich qualitative as well as quantitative data such as:

- ACT participation rates;
- freshman remediation rates;
- college completion rates;
- dual enrollment participation;
- vocational completer data;
- attendance;
- tardiness;
- suspensions;
- cohort graduation rates;

- discipline including time of day, day of week, location in school of incident; and
- professional development needs analysis.

These data should be considered as effective sources of information about the district's and school's climate, as well as student and teacher strengths and needs. Using comprehensive data enables GPSS to make accurate and appropriate decisions. The district's periodic assessments and CST scores provide ample data that can be used for decisions regarding instructional effectiveness.

FISCAL IMPACT

This recommendation can be implemented with existing resources; this recommendation does not require advanced training. The district's calendar has ample opportunities to analyze and use student performance data. Regularly scheduled faculty meetings and professional development opportunities are examples of times when teachers and administrators can review data and make instructional decisions based on the data which are reviewed.

FINDING

One of the contracts GPSS has recently awarded for Benchmark Tracker is for professional development and a software license so that teachers can create benchmark tests aligned with the Stanford 10 norm-referenced test GPSS administers. Teachers can then analyze results and identify student strengths and needs. Reports can also be made available from which learning objectives and standards can be created.

The contract has a four-year term phasing in training—first for five high schools, then eight middle schools, with elementary schools being added as a part of year three. The staff development is hands-on as well as in the train-the-trainer format so that theoretically each school will have a resident expert on hand as they begin development of benchmark tests. Considering that the original DAP identified the need to use quarterly benchmark tests, this action is overdue.

Many districts around the nation have had teachers develop their own content tests that are used as communications tools between grades to help sending teachers know the strengths their students displayed when they arrived at the next grade as well as their instructional needs as a basis for changing their focus, materials, or instructional practices to better prepare students the following year. This contract that GPSS has awarded is a strong first step towards integrating benchmark test results into improving instruction.

COMMENDATION

The Guam Public School System is commended for beginning the process of moving the school system towards using benchmark student performance data as a means of improving curriculum and instruction.

FINDING

With no periodic assessments, GPSS has had no data to determine student progress throughout the school year. Nor has it had a consistent communications tool to use to convey information about student and/or teacher performance strengths and needs between feeder schools. The only consistent tool available to communicate information about student performance has been the Stanford 10 (SAT 10) which is only available annually. The Benchmark Tracker Data System has the potential to provide test information that could be passed from middle/high schools to elementary/middle feeder schools. These data could be analyzed with respect to teaching effectiveness and student preparedness for middle school and high school success.

In successful schools, student achievement data are systematically collected, analyzed, and reported as a means for making decisions about the instructional program. Teachers and administrators regularly use data in both the individual classroom and school-wide planning process. Data disaggregation and analysis take place throughout the school year, and the results are used to make sound instructional decisions about students.

RECOMMENDATION

Recommendation 3-25:

Expand the use of student assessments to inform sending and receiving teachers of student preparedness.

With inception of the Benchmark Tracker, GPSS should require development and use of periodic benchmark tests throughout the school year. Student assessment data should be used at receiving schools to determine the content and skill levels of students. Valuable instructional time can be salvaged at the beginning of each year if teachers are aware of individual student achievement levels. Similarly, receiving schools should provide data to feeder schools on initial student performance so that they know how to adjust curriculum and instruction.

In those instances where robust data are not available, additional assessments should be made available to help design interventions, determine student grouping, decide on tutoring, and determine individual academic plans. When sending schools receive the appropriate data, teachers should be held accountable for analyzing and using the data to understand each student's level of preparedness.   Principals must use data to determine the professional development needs of the staff. Aggregate grade level data can be used to strengthen, plan, and adjust the curriculum.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Currently, the only student performance data GPSS uses is that from the Stanford 10 (SAT 10). Testimony from a number of GPSS interviewees revealed a concern regarding this single source of information about student learning:

- *We need our own criterion-referenced test.*
- *We need to know if we are teaching what our students need to know.*
- *Are our standards accurate? How do we know?*

There are several challenges in using only that data to assess student progress and report that progress to the public:

- SAT 10 provides only annual data so does not provide useful information about student progress throughout the year with which teachers and administrators can make timely decisions about curricular or instructional changes.

- Student performance is gauged through the SAT 10, but the core curriculum, at least at the elementary level, has been Direct Instruction, which is a separate entity and has a low correlation to GPSS standards.

- The SAT 10 itself is not correlated with GPSS content standards and performance indicators so does not provide evidence of student mastery of either. Consequently, there is a disconnect in assessing student achievement and communicating it to parents and the community since the SAT 10 does not reflect the standards GPSS has developed as important for its students to learn, know, and be able to do.

- The School Performance Report Card marks the level of progress for all GPSS schools, with 60 percent of the rating gauged by the SAT 10 according to PL 26-26.

- Public Law 28-45 names the SAT 10 specifically as the measuring tool for schools to increase student achievement at performance levels 3 and 4.

One GPSS administrator observed that, "we have placed so much emphasis on SAT 10 achievement, but we fail to realize we have not developed our own mechanism to test kids based on our own curriculum." If the district and the community want a true measure of student progress, they must align their measurement instruments with the tools they use to teach students.

RECOMMENDATION

Recommendation 3-26:

Engage in a public information campaign with the Governor, Legislature, and community to educate them about the lack of correlation between measurement and learning tools.

The first step in implementing this recommendation should be to develop a criterion-referenced test that measures actual student achievement of the content standards and performance indicators that GPSS considers essential for student success.

The Superintendent and principals on her management team should prepare non-educator, reader-friendly documents or power point presentations and schedule engagements with the

Governor and Cabinet, legislative leaders, key media leaders, and local community organizations. The presentation materials should highlight the challenges that GPSS educators have in using non-aligned tools to accurately report student progress. They should discuss and have a proposed action plan to present that details their best recommendation to better align tools and more accurately present student performance data to the public.

Once GPSS has revised and updated its standards and indicators, it should contract for development of a correlated criterion-referenced test. As a part of updating and revising its standards and indicators, it should examine those in other states (such as Maryland or North Carolina) as models, and consider closely aligning GPSS standards with theirs to maintain high expectations for GPSS students, and to possibly minimize test development costs by piggybacking onto another state's already developed test.

FISCAL IMPACT

The implementation of Phase One of this recommendation can be accomplished with existing resources. The costs of Phase Two are dependent upon whether GPSS and state choose to piggyback on other state standards and tests, or to undertake revising theirs to be completely unique to Guam. If they choose to use another state's standards and test as a model, costs would be greatly reduced.

3.3   *INSTRUCTIONAL PROFESSIONAL DEVELOPMENT*

Over the last 15 years, the concept of professional development for teachers and administrators has undergone a paradigmatic shift. The old model of expert-driven, off-site workshops, attended by teachers and administrators according to their interests or mandated for all by the district, has been replaced by a model of collaborative, constructivist learning focused on supporting improved teaching and learning, and delivered at the school site as part of teachers' regular routines. This job-embedded, research-based learning community approach requires teachers to reflect on student achievement levels as a function of their practice and collaboratively address ways to enhance instruction to promote higher levels of student achievement. The broad descriptor for this process is the Inquiry Model of Professional Development, and it is through the inquiry process that school communities can create short-term continuous improvement cycles that, when connected and focused on instructional practice and student learning, lead to whole school improvement.

In 2001, the National Staff Development Council (NSDC) developed a set of standards for professional development that supports the whole school improvement effort. These standards are organized around the context, processes, and content necessary for teachers to focus their expertise on improving instruction and student learning at all levels of a school district.

Context standards involve the following:

- organizing adults into learning communities in which goals are aligned with those of the school and the district;

- deploying skilled school and district leaders to guide continuous instructional improvement; and

- allocating resources to support adult learning and collaboration.

Powerful professional development creates conditions in which school stakeholders can have honest and open conversation about quality and excellence. In a learning community, participants develop a level of trust that allows them to:

- share their instructional strengths and weaknesses;

- examine student and school data together to identify strengths and challenges, and develop strategies for improvement;

- look at student work together as a way to create working definitions of rigor, creativity, and excellence; and

- ask the questions necessary to improve practice.

Schools and districts must work to employ the facilitative leadership necessary to develop learning communities as well as honor the in-house expertise of participants. There will be times when outside experts can offer valuable content knowledge, but by and large, teachers and administrators working together become their own best consultants. Research has shown that teachers tend to implement what they help design. A supportive context will provide the space and time for the learning community to meet regularly; apply new learning; and get feedback from colleagues on which to reflect, learn, and implement.

Process standards revolve around data collection, data use, and tools for collaboration in which they:

- use knowledge about how people learn;

- provide stakeholders with the knowledge and skills for collaboration;

- use multiple sources of information for data and encourage data collection and analysis; and

- encourage data-driven, research-based decision making focused on outcomes.

Choice is an important element of adult learning, and learning communities often spend many initial meetings evaluating context and process variables. It is important to match the goals of the working group to the context and process elements that best support the group's learning and working styles. Some participants will have more experience in collaborative work groups than others. That experience can be used to avoid pitfalls and highlight effective communication processes.

Content standards are broad and must be flexed to match the particular projects undertaken by a learning community. The standards may relate to content about students, a particular academic discipline, or community issues such as:

- understand and appreciate how all students learn;

- understand how to create supportive learning environments for students;

- hold high expectations for achievement;

- deepen teacher subject area content knowledge;

- deepen teacher pedagogical and assessment knowledge; and

- provide teachers with knowledge and tools for involving community stakeholders in the education process.

When school and district leaders attend to these broad context, process, and content standards for professional development, and integrate them with their school improvement goals, administrators and teachers join their students as learners, and the energy of whole school improvement begins to transform individuals and institutions.

FINDING

In GPSS, two calendar days a year are devoted to professional development. Per union contract, during those days, faculties and principals are allowed to determine the training offered. In GPSS, no district needs assessment dictates a focus for professional development. No GPSS priorities or goals determine an annual or multi-year focus. No analysis of student performance data, that may identify professional development needs, informs prioritized needs. GPSS has no districtwide professional development plan. Yet, some central offices and DI staff regularly offer training to teachers.

District staff interviewed reported:

- *although we know training is needed for regular education teachers in early identification of special education students, when to train is the challenging part;*

- *there needs to be training for consistency—I don't think that happens beyond Federal Programs;*

- *teacher training is very poor—have we even had any?*

- *there has not been a need for staff development over the past few years because of DI;*

- *professional development should be handled at the district level to leverage resources—money, time, we try to have trainer of trainers so we can build capacity;*

- *professional development depends on different projects;*

- *sometimes training occurs when the need arises;*

- *we usually do professional development on a program by program basis—if we have a grant, we do professional development;*

- *our division fails miserably and we get criticized because we are not providing support that the schools claim they need—this is confusing for the entire district;*

- *when content standards were adopted in 1999, we went full force in training and presenting on them, principals received copies of documents, we clustered what teachers should get across grade levels and made sure all schools had access to the content standards and performance indicators;*

- *professional development is very disjointed and fragmented; and*

- *we might as well not have staff development days.*

One person described training at schools as "a little of this and a little of that," with teachers able to attend several sessions of an hour throughout the day. One focus group cited that requests from schools for professional development days included such topics as writing integrated curriculum units, writing lesson plans, how to use textbooks to write unit plans, and noted, "with DI some of the best teachers have atrophied…they don't have to write lesson or unit plans."

According to the GPSS Web site, professional development is largely focused on allowing teachers to attend conferences. The Web states:

> *This Professional Development Program will provide opportunities for educators to attend national conferences or institutes in the various content areas of study to help expand their repertoire of instructional skills so they can better respond to individual student's needs, enliven lessons and help students master new skills to have all their students achieve at higher levels.*

Although there are provisions for teachers who attend conferences to be required to share their learning when they return, district testimony regarding accountability for that was mixed.

The revised District Action Plan (DAP) has a more extensive rationale for professional development, including teacher retention, satisfaction, as well as the heightened contribution they can then make on student achievement.

The DAP further recognizes the importance of NSDC standards in creating capacity among the GPSS teacher corps, and the DAP expresses the intent of providing annual training on the standards. Plans include a number of needs identified in this report:

- *address the unique learning issues related to students with special needs;*

- *equip teachers with knowledge of early intervention techniques and positive behavioral strategies;*

- *understand and use data and assessments;*

- *upgrade pedagogical skills; and*

- *basing professional development decisions on evaluation of training on improving student learning.*

Successful schools create time for professional development activities focused on improving instruction with strategies that address the needs of all students. Specific topics that are intended to increase teacher knowledge and skills are delivered over time, with additional time for reflection, discussion, and more practice between trainings so that teachers learn from practice and each other. Each training session is supported by technical assistance that gives teachers feedback on their use of the new skills and an opportunity to refine them early to prevent ineffective implementation or frustration that leads to disuse of these skills. Professional development also includes a variety of activities to address the interests and learning styles of adult learners.

If principals are to support new skills and knowledge that are applied in their schools as instructional leaders, then they must attend the training, with their teachers. This action reinforces to the teachers the importance of the training, and increases the credibility of the administrator as he/she provides feedback to improve instructional delivery. When training focuses on critical new skills and knowledge for teachers, but does not provide time and support for teachers to practice new learning, nor is it purposefully monitored to ensure that they are using it in instruction, they are likely to take the path of least resistance and use strategies with which they are comfortable, garnering the same results in terms of student achievement.

RECOMMENDATION

Recommendation 3-27:

Formalize the GPSS approach to instructional professional development and set aside additional time for adult learning.

GPSS must analyze data, identify competencies they consider essential for improving student performance, commit sufficient time and funds to the attainment of these competencies, and follow through with support and monitoring. Then and only then will resources be well spent and improvement in teacher competency and student knowledge are most likely to occur. Training should not be "on NSDC standards" as planned in the DAP, but the training provided for teachers and administrators should incorporate those standards in its design.

A 2005 synthesis of research about the influence of standards on K-12 teaching and student learning by the Mid-Continent Research for Education and Learning *McRel Insights: Professional Development Analysis* found a lack of alignment between what is known about high-quality, standards-based professional development and common practice. Many of its conclusions are relevant to GPSS needs. In particular, it notes that "deep changes in teacher

instruction…take considerable time" requiring follow-up and coaching throughout the year. Its study would be instructive to GPSS leaders as a prelude to developing a long-range professional development plan.

Considerations the research suggests in designing professional development include:

- the professional development proposed is of high quality (the study gives examples);

- teacher instruction is examined as an outcome with descriptions of how instructional change is measured;

- a reliable and valid achievement measure is used to assess impact on student learning; and

- the evaluation design can attribute changes to the effect of the professional development.

Five research-based components that should be considered in designing training are:

- imparting knowledge;

- demonstrating or modeling the new strategy or skill;

- providing initial practice in a protected or simulated setting;

- promptly providing structured and open-ended feedback about performance of the practice; and

- coaching and providing follow-up attention to help with the at-home implementation.

All five components are essential for the transfer of skills or new behaviors into classroom practice. All essential elements of staff training processes, that will ensure that teachers use them to change their delivery, must be considered in planning, and executing professional development. Principals should be required to attend specific professional development opportunities that their teachers attend so that they can reinforce the training and suggest modifications during classroom observations.

GPSS must make professional development a higher priority if it is to change student learning. The school system must base its offerings on a data-based analysis of student needs and identify core required professional development geared to address those needs. An annual needs assessment should also inform district planners of teacher needs. Using internal experts who have successfully taught students with the particular needs that data show are needed would build a cadre of resident experts who can serve as resources to others.

The school system must consider new schedules for training—perhaps offering it throughout the day during teacher planning periods as well as extending the school year to create time for professional growth. The district's recognition of the need to "offer financial compensation…for

professional development that occurs outside of their working hours," stated in the March 2008 DAP, recognizes this need. Central office staff, teachers at each school, and principals should be equipped and provided time for site-based coaching.

Nationally-validated programs are available, too, that are highly correlated to improved student performance. The research-based Teacher Expectation Student Achievement (TESA) model of professional training uses a coaching model and is based on research conducted in the Los Angeles schools that correlate 15 teacher behaviors, to student achievement. This model pairs teachers to observe the behaviors in each others' classes and, when uniformly used, assures equity of treatment and opportunity to participate in class and demonstrate knowledge by all students. It would not only contribute to implementation of this recommendation, but also to the need identified in the DAP for teachers to better understand interventions for students. It could also be used to embed other training content into classes. Some districts cost-effectively use the train-the-trainer model for broadcasting such models throughout their schools.

Some districts use professional development committees with representatives from each school, teachers from special areas, a counselor and a parent. The committees consider requests for professional development leave, establish a calendar, locate speakers for districtwide conventions, manage individual professional development points, and organize and even host Teacher of the Year celebrations. Members are selected by teachers at each site.

Many districts join in partnership with local universities to create content academies for teachers who do not yet meet the highly qualified certification required by NCLB. The academies are offered at no charge to teachers, but they must become highly qualified and receive re-certification points by attending. Others offer institutes after school on topics such as classroom management. Attendance is available for those with specific needs or interests and, re-certification points are awarded.

Finally, the district's approach to professional development must recognize that teachers have different needs and abilities depending on their own experiences and backgrounds, and develop a tiered approach to training rather than a "one size fits all" model. This takes into consideration the needs of adult learners and develops the specific skills and knowledge needed by each teacher, much like differentiating instruction for students.

FISCAL IMPACT

The primary cost associated with this recommendation would be extending the school year. Other costs of this recommendation can be phased in over time. Many federal funds support training and can, with planning in the future, be used to support additional training time, resources, and support systems. There would be no cost for conducting an annual needs assessment or the data analysis on which professional development decisions should be based. To begin with, Program Coordinators could become trained trainers and could rotate among GPSS schools providing training, facilitation, and coaching during planning periods throughout the day. Principals or identified lead teachers, too, could become experts in various fields, offering training to their own or other school staffs on days set aside for training.

Initial costs, just using the TESA program as an example, would include fees at $5,500/consultant, airfare, hotel, car and meal costs for two consultants to provide two days of train the trainer training for two representatives from each school, an administrator and a teacher. Each trainer could train as many as 30 teachers and/or administrators on two days. The cost would be $5,500 for one trainer plus travel expenses from California for two people. An estimated plane fare is $1,956 per person. Estimated meal expenses are $50 per day for 3 days x 2 people ($300), car rental of $150 and hotel expenses of $120 per night for 2 nights for 2 people ($480) for a total expense of $15,842 or a cost per teacher/administrator of $264.

All principals should be included in the training to know the skills and knowledge that teachers acquire. Additional release time would need to be scheduled on an ongoing basis for teachers to team and observe implementation of TESA and other professional development skills.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Bring two TESA Trainers to GPSS	($15,842)	$0	$0	$0	$0

FINDING

The Guam Public School System does not routinely use its exemplary teachers or even its central school program consultants or program coordinators as resources to develop the skills and knowledge of its teachers. This is despite the fact that writers of the original DAP recognized the importance of building capacity within the GPSS teacher corps through creation of a LARM Cadre. They are beginning with the Territories and Freely Associated States Grant, to identify and train cadres of teachers in content specific areas. Teachers are being sent to conferences with the expectation that they will return and train others.

Central office staff stated that their content expertise is not used as they are now generalists instead of the content specific positions GPSS formerly had to provide relevant, up-to-date training on specific content-related curricula and pedagogies. Apparently, too, instead of proactively developing content or instructional practice-related training, GPSS staff have been in the position, whether by design or default, of waiting for requests from schools. Schools, in contrast, have not felt that support from staff in the central office has been readily available. This disparity in perception has caused a stand-off in terms of professional development.

As noted earlier, there are certainly exceptional and exceptionally successful teachers whose students make consistent academic progress from year to year, regardless of the class composition. Twenty-two (21) teachers attended the 23rd Annual Pacific Education Conference in 2006 in which one of the stated outcomes was to "build a pool of trainers in various content areas who will provide professional development training to colleagues." However, there is no apparent consistent effort on the part of GPSS to capitalize on and showcase its teacher abilities and talents, and use their expertise for the benefit of others. This is further evidence of the district's lack of accountability and follow through in the area of curriculum and instruction.

Some states, such as Florida, have in the past created a League of Teachers by identifying outstanding teachers at all levels and in all content areas including the arts. These teachers

received training in content areas and pedagogies that spanned the broad needs of state teachers. They were then given a specified number of release days paid by their district to train in other locations.

RECOMMENDATION

Recommendation 3-28:

Expand identification of strong teachers to be developed as a cadre of trainers with knowledge in core content identified as needed by GPSS teachers.

GPSS could replicate the League of Teacher model, using the cadre of trained teachers across the district as it apparently intended in 2006. GPSS could begin the process by first identifying the most common professional development needs of teachers. The school system might then develop a nomination process and set up a committee of principals and Curriculum and Instruction staff in the central office to create criteria for selection and serve as a vetting committee for selection of four teachers from elementary through high school with proven skills based on student performance in the identified areas.

One of the nomination processes should include teacher nominations so that teachers are vested in the quality and services provided. The cadre could be expanded each year as funds become available, and other professional development needs are identified. It is important as the cadre grows for all teachers to have the same training in each area as well as training in teaching adult learners. There must be a plan, identified persons responsible, timelines, and interim benchmarks identified, monitored, and implemented as a part of this recommendation.

FISCAL IMPACT

GPSS could begin by releasing four teachers on the two existing professional development days to train teachers regionally in the identified needs. The district should provide them a stipend for the preparation of training content for each day. The union contract does not specify a rate for stipends, but an estimated day at the average teacher's hourly rate of pay ($55,487 average salary/186 days=$298 average daily rate of pay) is suggested for preparation. Costs would be $298 per day x 4 teachers x 2 days for a total cost of $2,384 the first year.

By adding another four teachers per year, GPSS can anticipate related costs and plan accordingly until the cadre is large enough to maintain a size of 4-6 per region. Other factors that would affect costs would be the addition of training days in the calendar or assignments to train during school hours. GPSS could also control costs by counterbalancing teacher cadre numbers with trained central office staff.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop a Cadre of Trained Teachers	($2,384)	($4,768)	($7,152)	($9,536)	($11,920)

3.3.1   *School Leadership Development*

At individual schools, one can clearly see the interconnection between culture and leadership. The research on effective schools made a strong case for effective principal leadership as the second most important single variable behind a highly qualified classroom teacher in creating and sustaining an effective school. Teachers who have spent long careers in a single school often point to the power of the principal to stimulate either real cultural change or powerful resistance to any change effort.

All principals enter schools with positional power. That power quickly becomes magnified as personal power for those principals who attend to the relationship building necessary for cultural development. These relationships become the bonds that bind principal and faculty, and make it possible to create an atmosphere of mutual trust and respect that permeates all aspects of school life. If and when this happens, the conditions are ripe for creating a shared vision around teaching and learning; and experimenting with curriculum, instruction, and structure; intellectual risk taking; and cultural growth.

In an article entitled *Good Seeds Grow in Strong Cultures,* Saphier and King (1986) argue that successful school improvement efforts build on cultural norms that nurture teachers and students and contribute to their intellectual growth and psychological health. When that set of cultural norms is strong, a school community can engage in the critical pursuits of school improvement:

- *increasing teacher knowledge and skills;*
- *renovating curriculum;*
- *improving the organization; and*
- *developing responsible parent and community partnerships.*

Over the last 20 years, school leaders have come to adopt Saphier and King's list of norms as ones that mark a strong positive school culture. These include:

- *collegiality;*
- *honest, open communication;*
- *high expectations;*
- *trust and confidence;*
- *experimentation;*
- *tangible support;*
- *reaching out to the knowledge bases;*
- *appreciation and recognition;*
- *caring, celebration, and humor;*
- *involvement in decision making;*
- *protection of what is important; and*
- *tradition.*

While one can argue about whether or not to include specific cultural characteristics or the relative importance of any particular construct, these elements—working in concert—provide a climate of norms and values along with suggested structures and processes that support creative,

high-quality instruction and improved student performance that are neither grade level nor curriculum specific. Strong cultures allow strong instructional leaders to develop throughout a school community and create conditions for those leaders to work with a principal to increase the academic effectiveness of the school.

In the words of Saphier and King:

> *If certain norms of school culture are strong, improvements in instruction will be significant continuous, and widespread; if these norms are weak, improvements will be at best infrequent, random, and slow. They will then depend on the unsupported energies of hungry self- starters and be confined to individual classrooms over short periods of time. The best workshops or ideas brought in from the outside will have little effect. In short, good seeds will not grow in weak cultures.*

FINDING

Feedback regarding administrative leadership development was mixed in GPSS. The current Superintendent obviously recognizes the importance of involvement in district decisions by principals both for richer decisions and for professional growth and understanding of districtwide issues by school leaders. Several interviewees referenced a Leadership Academy that has been held annually for leadership development. One GPSS leader stated that "we fund principal training with discretionary grants. Principals identify needs and we have been supporting and advising them." No central office staff provided an example of training oriented to their professional growth needs, although, in the past, the Division of Curriculum and Instruction has held annual retreats during which they have discussed current trends and districtwide issues and concerns. Those retreats have not been held in at least the past two years.

Documentation provided to Evergreen consultants show that both central office and school leaders were included in annual Leadership Academies between July 2004 and June 2007. Reportedly, there was another workshop in June 2008. The focus of the majority of the academies was the Interstate School Leaders Licensure Consortium (ISLLC) standards developed by the Council of Chief State School Officers with the National Policy Board on Educational Administration to strengthen preparation programs in school leadership. The documentation also shows:

- several years of work on developing professional learning communities of all GPSS administrators and role-alike groups;

- one mid-year session was facilitated by district leaders;

- training focuses; and

- some outcomes, but there is no clear evidence of how the outcomes were assessed/intended to be assessed or of actions through each year that reflect support, coaching, or a requirement of evidence of the application of skills learned on job sites.

One principal enthusiastically endorsed the leadership training as beneficial to him in a number of areas. Principals have also been used as presenters in the academies, providing them additional opportunities for professional and personal growth. Yet testimony about the consistent preparedness of school leaders reflects a need to strengthen the district's approach to leadership development.

Exhibit 3-14 shows the ISLLC standards, and the knowledge, dispositions, and performances associated with each standard.

Shared work leads to shared responsibility, quality communication, and shared learning. Several individual expressed a concern that school administrators as a whole do not have the requisite knowledge of instructional practice and learning theory to be instructional leaders.

The personnel of each school need to coalesce around some shared goals and objectives, learn together, and use their collective talents to develop strategic plans and tactical actions. Project teams with some goals, benchmarks, and timelines for reporting progress can become the vehicle for replacing a general culture of silence and compliance with one of shared vision, shared learning, shared responsibility, and collective action.

Many school systems recognize the importance of collaboration among educators as professionals, and set schedules that provide time for teacher collaboration with clear expectations and parameters for what should be accomplished. The quality use of collaborative time needs to be structured so that knowledge and expertise at all staffing levels are developed and deepened. For teachers, talk should be sharply focused on reflection and improvement of instructional practice, curriculum alignment and pacing, analyzing student work, and using assessment data to inform instruction. Over time a school culture of continuous, sustained learning can be established. This culture requires restructuring time throughout the school day. This can only happen as a joint venture through effective instructional leadership of the principal and collaboration among instructional staff.

RECOMMENDATION

Recommendation 3-29:

Institutionalize central office and school leadership development as part of the school system's approach to professional development.

Leadership growth opportunities must become more central to GPSS actions to improve student performance. It is imperative that, once training is provided, there is follow-up, monitoring and support to ensure that this training translates into actions and improved leadership abilities. When identified as important for GPSS leaders to commit time to training, its application should become a part of regular discussions in administrative meetings, school visits, and employee evaluations as well.

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Exhibit 3-14
ISLLC Standards, Knowledge, Dispositions, and Performances

<u>ISLLC Standards</u>

The Interstate School Leaders Licensure Consortium (ISLLC) Standards have recently been developed by the Council of Chief State School Officers in collaboration with the National Policy Board on Educational Administration (NPBEA) to help strengthen preparation programs in school leadership (Van Miter & Murphy, 1997). The Program in Educational Leadership uses the ISLLC standards as a requirement for the student's <u>Learning Portfolio</u>.

There are six standards Each standard is followed by the Knowledge required for the standard, the *Dispositions* or attitudes manifested by the accomplishment of the standard, and *Performances* that could be observed by an administrator who is accomplished in the standard.

Standard 1: A school administrator is an educational leader who promotes the success d all students by facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by the school community.

Knowledge

The administrator has knowledge and understanding of
- learning goals in a pluralistic society
- the principles of developing and implementing strategic plans
- systems theory
- information sources, data collection, and data analysis strategies
- effective communication
- effective consensus-building and negotiation skills

Dispositions

The administrator believes in, values, and is committed to
- the educability of all
- a school vision of high standards d leaning
- continuous school improvement
- the inclusion of all members of the school community
- ensuring that students have the knowledge, skills, and values needed to become successful adults

- a willingness to continuously examine one's own assumptions, beliefs, and practices
- doing the work required for high levels of personal and organization performance

Performances

The administrator facilities processes and engages in activities ensuing that
- the vision and mission of the school are effectively communicated to staff. Parents, students, and community members
- the vision and mission are communicated through the use of symbols, ceremonies, stories, and similar activities
- the core beliefs of the school vision are modeled for all stakeholders
- the vision is developed with and among stakeholders
- the contributions of school community members to the realization of the vision we recognized and celebrated
- progress toward the vision and mission is communicated to all stakeholders
- the school community is involved in school improvement efforts
- the vision shapes the educational programs, plans, and actions
- an implementation plan is developed in which objectives and strategies to achieve the vision and goals we clearly articulated
- assessment data related to student learning are used to develop the school vision and goals
- relevant demographic data pertaining to students and their families are used m developing the school mission and goals
- barriers to achieving the vision are identified clarified, and addressed
- needed resources are sought and obtained to support the implementation of the school mission and goals
- existing resources are used in support of support of the school vision and goals
- the vision mission, and implementation plans are regularly monitored, evaluated, and revised

Exhibit 3-14 (Continued)
ISLLC Standards, Knowledge, Dispositions, and Performances

Standard 2: A school administrator is an educational leader who promotes the success of all students by advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth

Knowledge

The administrator has knowledge and understanding of

- student growth and development
- applied learning theories
- applied motivational theories
- curriculum design., implementation, evaluation, and refinement
- principles of effective instruction
- measurement, evaluation, and assessment strategies
- diversity and its meaning for educational programs
- adult learning and professional development models
- the change process for systems, organizations, and individuals
- the role of technology in promoting student learning and professional growth
- school cultures

Dispositions

The administrator believes in, values, and is committed to:
- student learning as the fundamental purpose of schooling
- the proposition that all students can learn
- the variety of ways in which students can learn
- life long long learning for self and others
- professional development as an integral part of school improvement
- the benefits that diversity brings to the school community
- safe and supportive learning environment
- preparing students to be contributing members of society

Performances

The administrator facilities processes and engages in activities ensuring that:

- all individuals are heated with fairness, dignity, and respect
- professional development promotes a focus on student learning consistent with the school vision and goals
- students and staff feel valued and important
- the responsibilities and contributions of each individual are acknowledged
- barriers to student learning are identified, clarified and addressed
- diversity is considered in developing learning experiences
- life long learning is encouraged and modeled
- there is a culture of high expectations for self, student, and staff performance
- technologies are used in teaching and learning
- student and staff accomplishments are are recognized and celebrated
- multiple opportunities to learn are available to all students
- the school is organized and aligned for success
- curricular, co-curricular, and extra-curriculum programs are designed, implemented, evaluated, and refined
- curriculum decisions are based on research, expertise of teachers, and the recommendations of learned societies
- the school culture and climate are assessed on a regular basis
- a variety of sources of information is used to make decisions
- student learning is assessed using a variety of techniques
- multiple sources of information regarding performance are used by staff and students
- a variety of supervisory and evaluation models is employed
- pupil personnel programs are developed to meet the needs of students and their families

Exhibit 3-14 (Continued)
ISLLC Standards, Knowledge, Dispositions, and Performances

Standard 3: A school administrator is an educational leader who promotes the success of all students by ensuring management of the organization, operations, and resources for a safe, efficient, and effective learning environment.

Knowledge

The administrator has knowledge and understanding of:

- theories and models of organizations and the principals of organizational development
- operational procedures at the school and district level
- principles and issues relating to school safety and security
- human resources management and development
- principals and issues relating to fiscal operations of school management
- principals and issues relating to school facilities and use of space
- legal issues impacting school operations
- current technologies that support management functions

Dispositions

The administrator believes in, values and is committed to:

- making management decisions to enhance learning and teaching
- taking risks to improve schools
- trusting people and their judgments
- accepting responsibility
- high-quality standards, expectations, and performances
- involving stakeholders in management processes
- a safe environment

Performances

The administrator facilities processes and engages in activities ensuring that:

-
- knowledge of learning, teaching, and student development is used to inform management decisions
- operational procedures are designed and managed to maximize opportunities for successful learning

- emerging trends are recognized, studied, and applied as appropriate
- operational plans and procedures to achieve the vision and goals of the school are in place
- collective bargaining and other contractual agreements related to the school are effectively managed
- the school plant, equipment, and support systems operate safely, efficiently, and effectively
- time is managed to maximize attainment of organizational goals
- potential problems and opportunities are identified
- problems are confronted and resolved in a timely manner
- financial, human, and material resources are aligned to the goals of schools
- the school acts entrepreneurially to support continuous improvement
- organizational systems are regularly monitored and modified as needed
- stakeholders are involved in decisions affecting schools
- responsibility is shared to maximize ownership and accountability
- effective problem-framing and problem-solving skills are used
- effective conflict resolution skills are used
- effective group-process and consensus-building skills are used
- effective communication skills are used
- there is effective use of technology to manage school operations
- fiscal resources of the school are managed responsibly, efficiently, and effectively
- a safe , clean, and aesthetically pleasing school environment is created and maintained
- human resource functions support the attainment of school goals
- confidentiality and privacy of school records are maintained

Standard 4: A school administrator is an educational leader who promotes the success of all students by collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources

Knowledge

The administrator has knowledge and understanding of:

- emerging issues and trends that potentially impact the school community
- the conditions and dynamics of the diverse school community

Exhibit 3-14 (Continued)
ISLLC Standards, Knowledge, Dispositions, and Performances

- community resources
- community relations and marketing strategies and processes
- successful models of school, family, business, community, government and higher education partnership

Dispositions

The administrator believes in, values and is committed to:

- schools operating as an integral part of the larger community
- collaboration and community with families
- involvement of families and other stakeholders in school decision making processes
- the proposition that diversity enriches the school
- families as partners in the education of their children
- the proposition that families have the best interests of their children in mind
- resources of the family and community needing to be brought to bear on the education of students
- an informed public

Performances

The administrator facilities processes and engages in activities ensuring that:

- high visibility, active involvement, and communication with the larger community is a priority
- relationship with community leaders are identified and nurtured
- information about family and community concerns, expectations, and needs is used regularly
- there is outreach to different business, religious, political, and service agencies and organizations
- credence is given to individuals and groups whose values and opinions may conflict
- the school and community serve one another as resources
- available community resources are secured to help the school solve problems and achieve goals

- partnerships are established with area businesses, institutions of higher education, and community groups to strengthen programs and support school goals
- community youth family services are integrated with school programs
- community stakeholders are treated equitably
- diversity is recognized and valued
- effective media relations are developed and maintained
- a comprehensive program of community relations is established
- public resources and funds are used appropriately and wisely
- community collaboration is modeled for staff
- opportunities for staff to develop collaborative skills are provided

Standard 5: A school administrator is an educational leader who promotes the success of all students by acting with integrity, fairness, and in an ethnical manner.

Knowledge

The administrator has knowledge and understanding of:

- the purpose of education and the role of leadership in modern society
- various ethical frameworks and perspectives on ethics

- the values of the diverse school community
- professional codes of ethics
- the philosophy and history of education
-
Dispositions

The administrator believes in, values, and is committed to:

- the ideal of the common good
- the principles in the Bill of Rights
- the right of every student to a free, quality education
- bringing ethical principles to the decision-making process
- subordinating one's own interest to the good of the school community
- accepting the consequences for upholding one's principles and actions
- using the influence of one's office constructively and productively in the service of all students and their families
- development of a caring school community

Exhibit 3-14 (Continued)
ISLLC Standards, Knowledge, Dispositions, and Performances

- examines personal and professional values
- demonstrates a personal and professional code of ethics
- demonstrates values, beliefs, and attitudes that inspire others to higher levels of performance
- serves as a role model
- accepts responsibility for school operations
- considers the impact of one's administrative practices on others
- uses the influence of the office to enhance the educational program rather than for personal gain
- treats people fairly, equitably and with dignity and respect
- protects the rights and confidentiality of students and staff
- demonstrates appreciation for and sensitivity to the diversity in the school community
- recognizes and respects the legitimate authority of others
- examines and considers the prevailing values of the diverse school community
- expects that others in the school community will demonstrate integrity and exercise ethical behavior
- opens the school to public scrutiny
- fulfills legal and contractual obligations
- applies laws and procedures fairly, wisely, and considerately

Standard 6: A school administrator is an educational leader who promotes the success of all students by understanding, responding to, and influencing the larger political, social, economic, legal, and cultural context

Knowledge

The administrator has knowledge and understanding of:

- principles of representative governance that undergird the system of American schools
- the role of public education in developing and renewing a democratic society and an economically productive nation
- the law as related to education and schooling
- the political, social, cultural and economic systems and processes that impact schools

- models and strategies of change and conflict resolution as applied to the larger political, social, cultural and economic contexts of schooling
- global issues and faces affecting teaching and learning
- the dynamics of policy development and advocacy under our democratic political system
- the importance of diversity and equity in a democratic society

Dispositions

The administrator believes in, values, and is committed to
- education as a key to opportunity and social mobility
- recognizing a variety of ideas, values, and cultures
- importance of a continuing dialogue with other decision makers affecting education
- actively participating in the political and policy-making context m the service of education
- using legal systems lo protect student rights and improve student opportunities

Performances

The administrator facilitates processes and engages in activities ensuring that:
- the environment in which schools operate is influenced on behalf of students and their families
- communication occurs among the school community concerning trends, issues, and potential changes in the environment in which schools operation
- there is ongoing dialogue with representatives of diverse community groups
- the school community woks within the framework of policies, laws, and regulations enacted by local state, and federal authorities
- public policy is shaped to provide quality education for students
- lines of communication are developed with decision makers outside the school community

Source: Council of Chief State School Officers, 2009.

Some local district administrators in the Los Angeles Unified School District (LAUSD), for example, are using the Halverson Rubric to reflect on distributed leadership skills between principals and teachers. This rubric identifies the kinds of artifacts (policies, programs, structures and procedures, etc.) that school leaders build to establish conditions for improving teaching and learning, and can be used to assist school leaders in understanding the structures that establish school change, stimulate faculty discussions, and suggest potential actions and decisions.

Halverson designed the rubric around five key tasks suggested in the professional literature to support the conditions for improving teaching and learning in highly diverse school systems. These include:

- Focus on Learning
- Monitoring Teaching and Learning
- Building Nested Learning Communities
- Acquiring and Allocating Resources
- Maintaining Safe Learning Environment.

As shown in **Exhibit 3-15**, each key task is deconstructed into component subtasks. At its optimum effectiveness, each task supports the development of instructional central office leaders, and principals can use the rubric to measure the impact of their development efforts on teacher practice and student performance. Its key components would help district and school leaders to focus their efforts on critical tasks supporting continuous improvement and student achievement. They would also integrate learning, create consistency, develop student supports, and build joint accountability for specific activities into school and district activities. The rubric nature of the too should help leaders and staff at the central office and school levels to assess where they are with respect to each item, see what the ideal is to reach for, and assess progress along that path.

These elements are:

- focus on learning;
- monitoring teaching and learning;
- building nested learning communities;
- acquiring and allocating resources; and
- maintaining a safe and effective learning community

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

Exhibit 3-15
IFL Instructional Leadership Work
School Leadership Rubrics
2005– 2007

Developed with IFL Partner District Principals (including LAUSD) by Rich Halverson, UW Madison			
Key Task 1 **Focus on Learning**			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
1.1 Maintaining a school-wide focus on learning	Leaders have not engaged the school community and staff in collective conversations about student learning. The school either does not have a clear vision for learning or the vision is regarded by community members as theory that is unrelated to the daily practices of teaching and learning. Principals rarely discuss either student achievement data or concrete examples of instructional practice with teachers.	Leaders have engaged the school community and staff in conversations about student learning that serve as the foundation of a shared vision. The school has a collaboratively developed vision of learning that largely reflects the actual practice of teachers. Principals sometimes discuss student achievement data or examples of instructional practice with teachers.	Leaders regularly engage the school community and staff in ongoing conversations that serve as the foundation of a collective understanding of student learning. The school has collaboratively developed, and regularly revisits, a vision of learning that reflects the actual practices and aspirations of teachers. Principals frequently discuss both student achievement data and concrete examples of instructional practice with teachers.
1.2 Formal leaders are recognized as instructional leaders	The principal is not widely recognized as an instructional leader. School leaders rarely engage (fewer than 2 times/month) in public instructional leadership activities such as learning walks or classroom visits. Principals either design professional development activities on their own or leave the design to exclusively to teachers. Principals rarely participate in professional development opportunities.	The school staff recognizes the principal of the school as an instructional leaders and seeks his/her input on teaching and learning issues. School leaders occasionally engage (weekly) in public instructional leadership activities such as learning walks or classroom visits. Principals work with teachers to organize professional development and curriculum design, but do not participate in the actual sessions.	School staff and all stakeholders recognize the principal as an instructional leader in the school and consistently seek his/her input on a variety of instructional issues. School leaders regularly engage (several times per week) in public instructional leadership activities such as learning walks or classroom visits. Principals work with teachers to organize professional development, lesson study, and curriculum design, and are active participants in the sessions.
1.3 Collaborative design of integrated learning plan	Teachers are left to their own devices to come up with instructional strategies. Strategies to improve student academic performance are rarely discussed at faculty meetings. School-wide planning for instruction is either not done or is an exercise that exists apart from the actual instructional practices of the school.	Teachers and leaders work together to refine and develop instructional strategies. The school has developed a structured, collective instructional planning process that coordinates specific instructional initiatives toward overall goals of student achievement. Strategies to improve student academic performance are discussed at faculty meetings. The school plan reflects the priorities of the district learning plan.	Strategies to improve student academic performance are the regular focus of faculty meetings. The school has developed a structured, collective instructional planning process that uses student achievement data to coordinates specific instructional initiatives toward overall goals of student achievement. The plan integrates intermittent measures of student progress toward learning goals. The school plan is well-integrated with the district learning plan.
1.4 Providing appropriate services for students who traditionally struggle	EL / Special needs staff work on their own and provide services to students outside the regular classroom. Leaders fail to develop differentiated intervention programs to help students who traditionally struggle. Few if any teachers use pre-assessment tools as a basis for differentiation of instruction; differentiation of instruction is rarely observable.	EL / Special needs staff work together with each other and with teachers to plan services, but services to students are mainly provided outside the regular classroom. Leaders ensure that programs for diverse learners are developed for students who traditionally struggle. Many teachers use pre-assessment tools as a basis for differentiation of instruction in reading, writing and math; differentiation of instruction is often observable.	EL / Special needs staff work together with each other and with teachers to plan services; services are usually provided in the context of the regular classroom. Leaders work with teachers to develop and monitor differentiated instructional practices for students who traditionally struggle. Teachers consistently use pre-assessment tools as a basis for differentiation in all content areas; differentiation of instruction is regularly observed across subject areas.

Exhibit 3-15 (Continued)
IFL Instructional Leadership Work
School Leadership Rubrics
2005 - 2007

Key Task 2			
Monitoring Teaching and Learning			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
2.1 Formative assessment of student learning	Teachers rarely report sharing their practices to provide meaningful, systematic feedback on student performance at grade level or subject matter meetings. Teachers are responsible for developing formative measures of student learning on their own. The school lacks a systematic method for providing intermittent measures of student learning across classrooms and grade levels.	Teachers frequently report sharing their practices to provide meaningful, systematic feedback on student performance at grade level or subject matter meetings. Leaders recognize the value of formative assessments and provide opportunities for teachers to share assessment practices. The school either contracts for or has developed its own systematic method for providing intermittent measures of student learning across classrooms and grade levels.	Leaders provide structured opportunities at grade level or subject matter meetings for teachers to study, share practices for providing meaningful, systematic feedback on student performance. Leaders recognize the value of formative assessments and provide opportunities for teachers to collaboratively analyze / design assessments in light of school learning goals. The school successfully uses a systematic method for providing intermittent measures of student learning in order to predict and shape student learning outcomes across classrooms and grade levels .
2.2 Summative evaluation of student learning	Evaluation of student performance is limited to district or state summative achievement data. There is a marked discrepancy between the quality of assigned classroom grades and the results of standardized achievement tests. Teachers and staff have fewer than 2 annual opportunities to collectively reflect on achievement data and to collaboratively redesign the school instructional program in light of the data.	Evaluation of student performance is based on multiple sources of summative assessment data. There is some disparity between the quality of assigned classroom grades and the results of standardized achievement tests, but this disparity is a topic of conversation among staff. Teachers and staff have 2-5 annual opportunities to collaboratively reflect on achievement data and to redesign the school instructional program in light of the data.	Evaluations of student performance are based on multiple sources of data including student self-evaluation and/or self-reflection. The disparities between the quality of assigned classroom grades and the results of standardized achievement tests have diminished as a result of collaborative instructional design. Teachers and staff have more than 5 annual opportunities to collaboratively reflect on achievement data and redesign the school instructional program in light of the data.
2.3 Formative assessment of teaching	Principals limit classroom visits to resolving problems or for formal evaluation. Teachers are left on their own to find resources to improve their practice. Faculty meetings provide fewer than 2 annual opportunities to use samples of typical or exemplary student performance to clarify teaching and learning tasks or to distinguish levels of student performance.	Principals/administrators visit classrooms monthly for both formative and summative purposes. Leaders provide guidance for teachers in identifying and acquiring resources to improve practice. Faculty meetings use samples of typical or exemplary student performance 2-3 times per year to clarify teaching and learning tasks and to distinguish levels of student performance.	Principals/administrators visit classrooms 2-3 times per month for both formative and summative purposes and regularly provide feedback on teaching. Leaders provide guidance for individual teachers to find resources to improve practice; these resources are collectively reviewed and integrated into teacher and school improvement planning. Faculty meetings use samples of typical or exemplary student performance more than 4 times per year to clarify teaching and learning tasks and to distinguish levels of student performance.
2.4 Summative evaluation of teaching	The teacher evaluation policies and forms focus on performance checklists that do not reflect research on appropriate models of teaching and learning. Evaluation policies are not customized for non-classroom staff. Occasions for evaluation are either selected by teachers or chosen at random by the evaluator. Evaluation practice usually involves a single classroom visit. Formal evaluation practices are primarily used to document poor performance. The evaluation process operates independently of professional development or goals for student learning.	Teacher evaluation policies, forms and procedures are informed by research on appropriate models of teaching and learning. Appropriate evaluation policies are developed for classroom staff. Occasions for evaluation are focused on reviewing the teacher's areas of professional growth in the classroom. The evaluation process draws on multiple classroom visits. Formal evaluation practices are still primarily used to document poor performance. The design of the evaluation process is connected to either the school goals for improving student learning or the school's and teacher's professional development program.	Teacher and staff evaluation procedures informed by appropriate research on models of effective practice. Appropriate evaluation policies are developed for classroom staff and teachers are reviewed annually. Occasions for evaluation are targeted to measure the staff's ability to engage in the school's major instructional initiatives. The evaluation process draws on multiple classroom visits by multiple observers. Evaluation practices are used to document poor teaching as well as to provide valuable feedback for accomplished teachers. The design of the evaluation process integrates measures of student learning and is linked with the school's and teacher's professional development plan.

Exhibit 3-15 (Continued)
IFL Instructional Leadership Work
School Leadership Rubrics
2005 - 2007

Key Task 3 **Building Nested Learning Communities**			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
3.1 Collaborative school-wide focus on problems of teaching and learning	The schools seems to address a different instructional problem every year. Current programs do not build on past initiatives, and may even contradict what went before. Meetings at which school instructional initiatives are discussed are mainly informational rather than participatory. Faculty committees focus mainly on address emergent problems and routine, non-instructional issues. Learning goals are measured in terms of student achievement data. Individual teachers are left alone to reconcile these different instructional priorities in their practice.	The school has determined a long-term vision for instructional improvement. Current programs build on past initiatives, and professional development, lesson study, daily instruction, assessment and school improvement planning are linked to focus on several key problems of teaching and learning. Meetings at which school instructional initiatives are discussed are balanced between informational and participatory formats. Faculty committees routinely focus on issues of teaching and learning. Learning goals are identified and measured in terms of disaggregated student achievement data. Teachers build on prior initiatives within their disciplines to plan and to develop new practices to meet teaching and learning goals.	The school has collaboratively developed a long-term vision for instructional improvement. Current programs build on past initiatives, and professional development, lesson study, daily instruction, assessment and school improvement planning are linked to the key problems of teaching and learning. Meetings at which school instructional initiatives are discussed are mainly participatory. Faculty committees develop intermediate timelines and benchmarks to determine whether new practices are helping achieve student learning goals. Teachers and leaders build on prior initiatives within and across their disciplines to plan and to develop new practices to meet teaching and learning goals.
3.2 Professional development	The school allows teachers to decide on professional development options. Formal in-service time is spent on disseminating information regarding assorted, disconnected topics. There are no formal measures of professional development effectiveness.	The school has developed a long-term plan for continuous support of professional growth that integrates individual teacher needs with whole school goals. In addition to informational sessions, adequate structured time is allocated for staff to engage in these professional development activities. Staff satisfaction surveys provide the main measures of professional development program effectiveness.	The school has developed a long-term plan for focused support of professional growth in key instructional areas that provides differentiated support for individual teacher ability in terms of whole school instructional goals. Information is disseminated in alternative media to allow for maximum time for staff to engage in and reflect upon professional development activities. A variety of summative and formative assessments are developed to assess implementation of instructional practices and impact on student learning in targeted areas.
3.3 Socially distributed leadership	Authority in the school is perceived by teachers and staff as centralized. Control over instructional and budgetary planning is retained by formal leaders. principal. Opportunities for teachers to participate in decision-making are widely seen as token efforts irrelevant to the real decision-making power.	Formal leaders delegate a variety of leadership tasks to a teachers and staff. Although there are opportunities for teachers to participate in school leadership, control over the instructional agenda is retained by local leaders.	Formal leaders create and/or recognize structures through which teachers and staff are able to developing initiatives for the school's instructional priorities. Control over the direction and content of the instructional agenda is shared by formal leaders, teachers and staff.
3.4 Coaching and mentoring	Teachers who have expertise in content or pedagogy do not have structured opportunities to share information, experiences, and/or knowledge with other teachers. Mentoring programs are either ineffective or accidentally effective based on the dispositions of individual mentors and mentees. District-level instructional coaching initiatives do not seem to effect everyday teaching and learning.	Teachers with expertise in content and pedagogy have structured opportunities to share information, experiences and/or knowledge with other teachers. Mentoring programs exist and are structured to help mentees learn from the experience of mentors. District-level instructional coaches are respected members of the community and successfully help teachers with problems of practice.	Leaders provide teachers who have expertise in content and pedagogy with structured opportunities to share information, experiences and/or knowledge with other teachers. Lead teachers / coaches mentor other teachers on a regular basis. Lead teachers / coaches are supported through training programs that help them relate their experiences to mentees. District-level instructional experts / coaches are respected instructional leaders who help teachers solve problems as well as introducing new methods and practices.

Exhibit 3-15 (Continued)
IFL Instructional Leadership Work
School Leadership Rubrics
2005 - 2007

Key Task 4 **Acquiring and Allocating Resources**			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
4.1 Personnel practices	Fewer than 70% of teachers are certified and/or meet requirements to teach in their assigned subject areas and grade levels. School leaders rely on district applicant lists to fill open positions. There are no induction programs. There are few incentives available to reward teachers for excellent performance.	Between 75%-90% of teachers are certified and/or meet requirements to teach in their assigned subject areas and grade levels. Leaders use district supplied applicant lists but also rely on other sources to find qualified candidates to fill open positions. There are limited induction programs to retain new teachers. Leaders have some discretion to reward teachers for excellent performance.	Over 90% of teachers are certified and/or meet requirements to teach in their assigned subject areas and grade levels. Teachers with specialized qualifications and skills are actively recruited to fulfill specified needs of the school community. Teacher induction programs are integrated into mentoring and professional development programs. Leaders have developed an incentive system to reward teachers for progress toward school-wide goals.
4.2 Structuring and maintaining time	Leaders expect staff to use time as an instructional resource, but do not structure or monitor time used for professional learning. Shared time for planning often spent on non-instructional issues.	Leaders support and assist staff to protect time as a valuable resources in providing quality instruction; but leaders do not explicitly organize time use around resolving the complex problems of instruction. Instructional issues are a priority for shared instructional time.	Leaders structure professional time to address complex issues of instruction. Time is provided for whole-school, grade and subject-matter level planning, lesson study, curriculum design and reflection. Teachers receive feedback on effective uses of instructional planning time.
4.3 School resources are focused on student learning	Leaders perceive they have an inadequate range of discretion to acquire and allocate human, material or financial resources. The perception of pre-determined school budgets leave leaders little freedom or ability to repurpose resources for local instructional goals. The budget is developed through an *ad hoc* process that does not adequately support sustained school improvement.	Leaders perceive they have a limited range of discretion for allocating necessary human, material and financial resources. Leaders are able to link budgets, school improvement, professional development plans to school-wide goals for student learning. Fiscal and performance data are used to make informed decisions about resource plans. There is an established, comprehensive budgeting process that adequately supports sustained school improvement.	Leaders perceive they have considerable range of discretion for allocating and acquiring necessary human, material and financial resources. Leaders base decisions about budgets, school improvement, professional on school-wide goals for student learning. Fiscal and performance data are systematically used for making informed decisions. There is an established, comprehensive budgeting process that incorporates staff input and is communicated to stakeholders; the staff receives training to participate in the budget process.
4.4 Integrating external expertise into school instructional program	District experts and external consultants approach the school to provide services. Experts and consultants generally do not customize services to fit ongoing school instructional priorities. The services of experts and consultants are coordinated either with each other or with the main instructional priorities of the school. District resources are not well utilized. Few teachers participate in professional networks outside the school.	Leaders seek out expertise from the district and from outside sources. District experts and external consultants are chosen based on their ability to help the school achieve instructional goals; but the work of consultants might not be well coordinated with each other. School leaders have developed close links with the district and are able to influence the use of district resources. Some teachers participate in professional networks outside the school.	Leaders continuously seek out expertise from the district and from outside sources. The work of external experts is coordinated with each other and with key community members to help the school achieve instructional goals. The school has cultivated "critical friends" to provide perspective on school progress. Leaders have developed strong relations with the district and are able influence the design of district priorities. Most teachers participate in professional networks outside the school.
Key Task 4 **Acquiring and Allocating Resources**			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
4.5 Coordinating and supervising relations with families and the external communities	Most teachers contact fewer than 3 families per month to discuss academic progress, strategies for improvement, or to commend students' successes. Other than parent-teacher conferences, there are no programs to welcome families into the school and the classroom. Teachers, families, building personnel, and community must approach the school for information on instructional priorities.	Most teachers contact 3-5 families per month to discuss academic progress, strategies for improvement, or to commend students' successes. There are a variety of programs developed to welcome families into the school and classrooms. The school regularly reaches out to teachers, students, families, building personnel, and community members to provide information on instructional priorities through a variety of media.	Most teachers contact more than 5 families per month to discuss academic progress, strategies for improvement, or to commend students' successes. Families work with leaders to develop programs that not only make the school more welcoming, but also to bring community resources into the school. The school regularly reaches out information through a variety of media and actively seeks out what community members want to know about the school.

Exhibit 3-15 (Continued)
IFL Instructional Leadership Work
School Leadership Rubrics
2005 - 2007

Key Task 5			
Maintaining Safe and Effective Learning Environment			
5.1 Clear, consistent and enforced expectations for student behavior	Discipline policies are inconsistent or not enforced at all. The responsibility for enforcement is left to individual teachers. Discipline policies are rarely reviewed. Most students perceive behavior polices as unfairly or randomly enforced .	Discipline policies are enforced consistently throughout the school. Teachers and leaders work together to ensure fair enforcement. Discipline policies are annually reviewed. Most students perceive behavioral expectations to be fairly designed and enforced.	Discipline policies are equitably and consistently enforced. Teachers and leaders work together to ensure fair enforcement. Teachers and leaders use data on student conduct and achievement to review and adjust policies. Students take ownership by participating in the development and peer-enforcement of behavior policies.
5.2 Clean and safe learning environment	District/school safety policies or procedures do not reflect conditions in the school. Significant numbers of students are involved in fighting, theft, selling or using drugs, or are perpetrators or victims of harassment. School-wide assemblies are rare and difficult to control. School-wide announcements that interrupt classroom teaching typically occur more than three times per day.	District/school safety policies or procedures reflect conditions in the school, but are not regularly reviewed. A small minority of students are involved in fighting, theft, selling or using drugs, or are perpetrators or victims of harassment. Students interact civilly at regular school-wide assemblies. School-wide announcements that interrupt classroom teaching typically occur between two and three times per day.	District/school safety policies and procedures reflect school conditions and are annually reviewed. Virtually no students are involved in fighting, theft, selling or using drugs, or are perpetrators or victims of harassment. Students regularly lead and interact civilly at school-wide assemblies. School-wide announcements that interrupt classroom teaching typically occur less than twice per day.
5.3 Student support services provide safe haven for students who traditionally struggle	The school's often miscategorizes ELs / students with special needs and is unable to provide services to successfully improve learning for most identified students. The school has underspecified plans for improving attendance, dropout and graduation rates for students who traditionally struggle. No pool of adult mentors or advocates is available for struggling students.	The school effectively identifies ELs / students with special needs but is unable to provide services to successfully improve learning for most identified students. The school has a plan in place and has made progress in improving attendance, dropout and graduation rates for students who traditionally struggle. Students can volunteer to meet with a pool of adult mentors and advocates for academic and social assistance.	The school effectively identifies ELs / students with special needs and successfully provides services to improve learning for most identified students. Leaders work with teachers across the school to continually revise plans for improving attendance, dropout and graduation rates for students who traditionally struggle. An extensive pool of adult mentors and advocates contact students in need to provide academic and social assistance.
Key Task 5			
Maintaining Safe and Effective Learning Environment			
Component Tasks	**Needs attention**	**Proficient**	**Exemplary**
5.4 Buffering the teaching environment	Leaders require teachers to resolve parent and district concerns on their own. The school can fail to meet expectations for classroom access in two ways. 1) The school restricts public access to classroom teachers too tightly. Parents and visitors feel unwelcome in the school, and teaches are reluctant to talk about their work with visitors. 2) The school provides too little control over classroom visitors. Teachers find it difficult to focus on teaching and learning because of external interruptions.	School leaders are able to help teachers deal with parent concerns. Leaders have developed good relations with the district leaders and are able to effectively filter and pass on relevant information to teachers. Leaders have established reliable procedures to provide public access to teachers and classrooms. Teachers feel comfortable with classroom visitors.	School leaders are able to help teachers deal with parent concerns. Leaders are able to relate the message of successful achievement at the school to district and community leaders. This message helps leaders serve as successful advocates for district resources and to filter resources effectively to teachers. Leaders have established and regularly review reliable procedures to control access to the classroom. Teachers welcome classroom visitors.

Source: Richard Halverson - University of Wisconsin-Madison, 2005.

3.4   STUDENT SUPPORT SERVICES

Both the federal and state governments recognize and provide funds for students who are at risk of failing in school and need additional resources to bolster their opportunity for academic success. Research has found that programs that are effective in meeting the needs of students who are not performing in traditional school settings include:

- a low teacher: student ratio which allows more personal time for each student, is likely to provide a higher quality of instruction, and make better behavioral gains;

- a highly structured classroom with behavioral classroom management and greater potential for frequent positive reinforcement;

- clear, directly taught classroom rules;

- adult models/mentors who track behavior, attendance, attitude, grades; and

- high quality academic instruction, involving direct instruction and small, interactive groups.

Dropouts incur personal costs in the form of reduced earnings, higher chances of being unemployed, and the higher likelihood of involvement with crime. Social costs appear in the form of lower total productivity of the labor force, lower tax collections, and higher needs for public services, such as welfare, health, and employment services.

The following findings are reported in the research:

- graduates show higher earnings than dropouts;
- dropouts show higher unemployment rates than graduates;
- dropouts are three times more likely than graduates to live in poverty;
- dropouts are overrepresented in the populations served by public services;
- dropouts report higher public assistance subsidies than do graduates; and
- a higher proportion of dropouts than graduates reported serious trouble with the law.

Students with limited formal education, and who are below grade level in English literacy, are particularly at risk of failing. This makes finding effective instructional approaches that both educate them in English and in content areas imperative. It also makes creating a seamless support system within a school district as a whole and individual communities within the district a mandate for educators and community members together. Other students have physical or other learning challenges that affect their ability to learn at the same pace as the majority of students. The intent of NCLB is for all of these students to have access to an equitable opportunity to reach high learning standards.

Beyond alternative learning programs, many students and their families in today's complex and challenging society need additional support. When these structures are strong, they enable students to focus on learning and families on supporting that learning at home. Districts provide support through the employment of specialists (such as social workers, truant officers,

psychologists) and through collaboration with external social service agencies, governmental entities that work with youth, and local organizations. Federal and state laws across the nation that require parental involvement at a certain level, or require districts to develop parent compacts or outreach strategies, recognize that the task is greater than schools alone can meet.

FINDING

According to statements of those interviewed, GPSS does not now have a planned, comprehensive identification and support system for students in elementary grades so that those at risk of failure can receive services and support before they falter. The Superintendent acknowledged the need for more intentional identification of students at risk in the elementary schools. Still others described backlogs that exist in referrals to Student Services when students are excessively absent and continued that both early identification and more consistent training need to occur. The district needs to be certain that all teachers at those grades need to know risk factors, so that they can identify students, provide in-class support, and refer these students to counselors for additional assistance and perhaps family referral to local social service agencies for even greater levels of support.

GPSS has a large immigrant population of students from outside islands.   Language, culture, adjustment challenges, and often migratory status make these students disproportionately represented in Department of Children and Youth Affairs activities. This factor adds to stressors for parents and students as has been recognized in the Parent Family Community Outreach initiative under Student Support Services. Similarly, a Community Program Aide in Chamoru Studies assists in family support.

Exhibit 3-16 shows that survey data of district and comparison district staffs reinforce the need for GPSS dropout prevention programs to be strengthened.

Exhibit 3-16
Survey Results
Effectiveness of Dropout Prevention Programs
Guam Public School System and Districts in Evergreen's Survey Database

Survey Statement	Guam Public School System		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	**Strongly Disagree/Disagree**	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**
The district has effective special programs for Dropout Prevention.				
Administrators	21.0%	45.2%	34.9%	21.3%
Teachers	10.1%	51.6%	36.7%	25.6%

Source: Evergreen Solutions Survey Results, 2008.

The GPSS graduation rate has increased in recent years as demonstrated in **Exhibit 3-17.** This exhibit shows a relatively dramatic improvement between 2004-05 and 2005-06, and a slight increase the following year. However, overall, the data show a percentage increase of 23 between 2004-05 and 2006-07. Nonetheless, a graduation rate of 68 percent still means that only two of three students are graduating from GPSS schools.

Exhibit 3-17
Guam Public School System
High School Graduation Rate
2004-05 through 2006-07

School Year	Graduation Rate
2006-07	68%
2005-06	64%
2004-05	55%
Three-Year Change	**23.6%**

Source: GPSS Alternative School, revised by Evergreen, January 2009.

The 2007-08 Alternative School Annual Report shows an increase in enrollment from the previous year of over 50 percent from—77 students to 195 students. This report also notes that the percent of students on probation with the juvenile courts increased from 0 to 52 percent (102 students out of 195 enrolled) with the probation rate between October 2007 and December 2007 as high as 84 percent (132 students out of 158 enrolled). The report concludes that is evidence of the need for an alternative education setting for those students. In fact, though, these data demonstrate the urgency of the district's developing a more concerted, earlier intervention plan in schools throughout GPSS and increasing outreach to other family support agencies as noted in **Recommendation 3-32**.

The magnitude of the challenge of improving achievement for student subgroups highlights the need for concerted efforts to design and implement programs and strategies that will keep youth in school, and facilitate successful completion. Additionally, the cost to students who drop out in terms of lower wages and higher unemployment rates, and the costs to society in terms of lost revenue and increased dependence on social programs, necessitate effective solutions to the dropout problem.

The Eskuelan Puengi (Evening School) Program is a high school after-school program initiated to help students recover credits and get back on track after falling behind so that they can graduate within four years. GPSS data show that, in 2005-06, 258 seniors graduated with their cohorts, 34 juniors graduated early, and 975 high school students were back on track. However, in Table 2 on page 7 of the 2007-08 Annual State of Public Education Report, it reports that no students were enrolled during that school year. If that is the case, and there is not a valid reason other than lack of student progress in the program, then those dollars need to be diverted to more effective programs that have a positive impact on student ability to graduate on time with their peers.

Federal funds also support the Department of Education Extended Day (DEED) Program, an after-school enrichment program for children whose parents either work or are full-time students. In 2002-03, this program included a scholarship arrangement for students failing or at risk of failing in reading, math, or language arts.

Studies have found that, in order for a prevention program to be effective, it needs to be delivered over a long period of time to continually reinforce skills. Programs that use a combination of normative education; information about the consequences of drugs and violence; and social skills training, including social influences training (especially peer pressure resistance

skills) are more successful in preventing drug use, crime, and delinquency than using a single approach.

In effective schools, students are given additional learning time in a variety of settings with varied approaches to instruction. Family members and other key persons in the lives of students are encouraged to support the intervention strategies. To meet those needs, some schools provide opportunities for students to double up on credits by compressing content or by integrating remedial content in core subjects into career and vocational coursework. GPSS must take a more comprehensive look at programming and scheduling instructional strategies, and the social needs of all students and teacher characteristics. Without taking that long-range, comprehensive approach to meeting the needs of its students who are not proficient and are falling behind others their age, it will not only fail to meet the intent of NCLB proficiency expectations, but it will also fail to meet the community's need for a literate, educated, and informed citizenry.

RECOMMENDATION

Recommendation 3-30:

Create a comprehensive, long-term, cross-grade plan for students and families to keep students at risk of failing in school.

Current programs meet the needs of a segment of the GPSS academically and behaviorally challenged student body. However, to decrease the number of students needing such programs in their middle and high school years, a broader approach is required that identifies and tracks students at risk of failure earlier in their GPSS experiences, providing academic and counseling support in elementary school. GPSS should seek successful practices in keeping students interested and successful in school, before they reach the point of being recommended for long-term suspension. Such a plan should be extensive enough that it identifies instructional methodologies, class configurations, requisite professional development, scheduling options, program expansion such as additional CTE courses and resources.

Part of the plan should also include early identification of students at risk of failure in elementary school—a goal of the 2008 District Action Plan (DAP). Routinely examining graduation and dropout rates, and conducting exit interviews with students who leave, will enable the district to develop strategies in early grades before students become age-eligible to drop out of school. With NCLB graduation expectations, it is imperative that GPSS become pro-active in addressing dropout needs at earlier grades and all levels of its schools.

In order to uniformly achieve early identification and consequent preventive support strategies, GPSS teachers must be taught characteristics of students at risk and risk factors for which they must be vigilant. The GPSS Special Education Division provides training on such strategies and is an excellent resource to train teachers throughout the district. At a minimum, key lead teachers at each school should be trained and updated with new information and strategies. They could then provide training and information during faculty meetings at their schools.

The implementation of this recommendation could have far-reaching benefits as practices adopted for students in danger of failing also prove effective for all students and expand teacher

repertoires of skills and knowledge. Some schools have begun sending letters to parents after students' second absence, notifying them and inviting them for a meeting to problem-solve together. The letters have decreased absenteeism.

Winchester Public Schools in Virginia have created a system that supports learning for all students. The system individualizes remediation in ways that are varied and give students opportunities to succeed without necessarily singling them out as slow learners. Each principal is required to develop a remediation plan for their schools. The plans are submitted to two curriculum and instruction staff in the central office: one examines the proposal for cost and the other for content. This enables federal funds to be leveraged to support school remediation plans.

The use of data is central to many aspects of the division's approach. School plans are supported with individual intervention/remediation plans for individual students. Subsequent to pre-testing and other benchmark administrations, the central office staff member responsible for testing and accountability provides reports that identify students falling below benchmarks tagged in red so that teachers can identify concepts and skills not yet mastered and re-teach and group students for remediation. Information is also provided to administrators by strand, teacher, school, and student at the department level to support and target plans.

Winchester Public Schools offers remediation both during and after the school day. Some elementary schools have trained college graduates who tutor using a directed program. At the middle school level, during the day, a cadre of Shenandoah University students performs specific activities in content areas with students. Teachers also meet students before school begins for remediation. The sixth grade uses a team of teachers to teach the same subject in a different way. Students rotate through all four instructional methods, enrichment, and remediation. This reaches students with different learning needs, levels, and styles without removing lower performing students for remediation and targeting them as slow learners.

At the high school, core area teachers tutor students one afternoon a week each for make-up work. During the day, a continuum of courses has been devised during the school day for students having difficulty. Core teachers offer extra support. Twelve (12) sections of Core Plus classes allow at-risk students to garner additional support. The system has also developed new policies relating to make-up work, attendance, and interventions. It publicizes opportunities in newsletters, as well as keeping parents informed of student progress through grade reports mailed every three weeks. High school administrators have also taught classes on "clinics," a behavior management approach to teach students responsibility for expected behavior.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

The 2007-08 Annual Alternative School Report reflects many aspects of the program that do not stray from a traditional school setting and especially one for alternative education. Course offerings are basic core subjects taught in homogeneous groups. Staff development selected by

the staff shows a focus on student control rather than essential instructional skills for such a setting such as differentiated instruction and student learning styles. Some more hands-on, collaborative activities are offered students (such as a ROPES course through the Army National Guard and the Passport to Careers conducted by the Agency for Human Resources Development, GPSS Curriculum and Instruction, and school counselors).

However, the report notes that, of 17 students who began the Passports to Careers Program, only two completed it. With those data on completion, the program does not, as a whole, teach students "how to be better students, how to compete in the job market, how to be successful on the job and/or pursue a higher education and how to be independent, socially responsible citizens." Evaluation seems focused on monitoring and discipline rather than student learning.

The report notes that both the homogeneous groups and weekly student enrollment are challenges. It also identified parental lack of interest in following up on social service referrals to agencies that could provide family assistance. These challenges are not small. Certainly teaching homogeneous groups of students with their backgrounds requires both personal and professional traits and training that not all individuals possess or have had the opportunity to develop. It is not clear whether parents and students are required to sign contracts upon entry that might strengthen the school's ability to link them with other services. Mention is made of home visits and monitoring and support by social workers when students transition back to their regular schools. However, no reference is made in the Annual Report of transitional processes that involve sending and receiving teachers, social workers, counselors, administrators, and when indicated, probation officers.

At one point, the Alternative School recognized that not all students learn in the same way and that traditional "sit and get" instruction was a possible factor in the misbehavior and failure of students who had been referred for alternative programs. The school introduced a class in scuba diving in which 10 of the students became certified at the same time building their self-esteem. Interviewees observed that the confidence they built in that experience moved into other areas of their lives and schooling. Eight of the ten parents of these students were on the boat for their certification dive—a prime example of a simple way to involve parents.

RECOMMENDATION

Recommendation 3-31:

Integrate components of effective alternative programs into a district plan to strengthen the GPSS Alternative School by more concertedly basing its staffing, instruction, and operations on best practices.

A successful alternative program provides hands-on experiences, selects teachers for their sensitivity to student needs and their abilities to provide for them. The alternative program should give students hope of attendance leading to graduating with their peers. Classes need to be hands-on, addressing the learning styles of students and integrating academic content with activities where it is applied. If there are any students for whom this is critical, it is those who have not succeeded in traditional settings.

Using book talks to examine and discuss alternative strategies pertinent to GPSS students would be one approach to begin this process. Visiting successful programs is another. Working with local family support agencies, GPSS should develop a comprehensive plan to keep students in school and successful in order to benefit students, their families and the community.

Smyth County Public Schools in Virginia has developed a time-proven, tiered approach to meeting the needs of students with various academic, social, family, attendance, and behavioral needs for learning in alternative settings that has led to a low dropout rate that could serve as a model for GPSS or at the least, for information regarding practices that are effective in providing alternatives to traditional classes for middle and high school students.

Exhibit 3-18 shows components identified by the Oregon School Study Council as effective for alternative programs. GPSS is using some of these components, but could strengthen its support for students by adding or integrating others. They offer modifications that should be considered as GPSS revamps its alternative program to be more focused on student needs and family support.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

Numerous GPSS leaders interviewed stated that they spend an inordinate amount of their time often with each other as well as the same representatives of local community agencies at meetings where they discuss similar, but separate community-wide needs, such as:

- the Guam Early Learning Council;
- the Homeless Coalition;
- the Interagency Collaborating Council for Early Intervention;
- the Division of Disabilities Council for Adults;
- Advisory Council Meetings for Parts A, B, and C; and
- the Guam Advisory Council for Students with Disabilities.

Without a doubt, joint conversations about the topics and needs these councils discuss are essential for Guam's students and citizens. However, the same, sometimes even two of the same staff attending so many overlapping meetings is not a cost-effective use of essential staff time in GPSS or other agencies. Some of these meetings (such as the Advisory Council for Students with Disabilities and the Early Learning Council) are mandated.

In other locations and school districts, community-school partnerships build seamless systems of support for at-risk students and their families. Maryland has a Children's Wraparound Initiative recognized by the Education Commission for the States for its intent towards that end. Its goal is to provide community-based services for high-needs students instead of students being placed in distant and expensive institutions that may not comprehensively address the root causes leading to students' needs. This effort consolidates six different state councils into one to advise the Cabinet in developing a plan and awarding grants from an interagency fund.

Exhibit 3-18
Summary of Research-Based
Alternative Education Strategies

Low Ratio of Students to Teachers

- More personal time for each student
- Better behavioral gains
- Higher quality of instruction

Highly Structured Classroom with Behavioral Classroom Management

- Level systems provide predictable structure
- Self-management skills are taught
- High rates of positive reinforcement
- High academic gains
- Students are able to move to less restrictive settings

Positive Rather than Punitive Emphasis in Behavior Management

- Rewards for acceptable behavior and compliance
- Classroom rules are clear and directly taught
- Initial rich reinforcement "fades" to normal levels when possible (four positives to one negative)

Adult Mentors at the School

- Mentor must use positive reinforcement
- Mentor takes special interest in child
- Mentor tracks behavior, attendance, attitude, grades
- Mentor negotiates alternatives to suspension and expulsion

Individualized Behavioral Interventions Based on Functional Behavioral Assessment

- Identify causes of the behavior
- Identify what "keeps it going"
- Identify positive behaviors to replace problems
- Interview and involve the student
- Use multicomponent interventions

Social Skills Instruction

- Problem solving
- Conflict resolution
- Anger management
- Empathy for others

High Quality Academic Instruction

- Direct instruction and learning strategies
- Control for difficulty of instruction
- Small, interactive groups
- Directed responses and questioning of students

Source: Oregon School Study Council Bulletin, Summer 1999.

In Florida, communities have created Shared Service Networks (SSN) for students and families with needs that are not so severe. Two active tiers of local representatives conduct the work of the SSNs to tackle factors that detract families' attention from education. Leadership councils of social service agencies and schools, all of which have resources and expertise in particular areas related to family and student needs, meet to identify critical issues and identify the local resources available within agencies to be tapped to most effectively address identified needs.

Below the leadership level are key players in each agency who take issues to their supervisors and conduct the work after the leadership council has met. Through regular meetings, often quarterly, such networks weave together supports, eliminate duplication, and fill gaps in service. Some have even moved to the school level to collaboratively problem-solve around the needs of individual students.

In Monroe County, Florida, the program had even resulted in a Students-Outcomes-Services process where student success teams of agency members develop integrated plans leveraging agency resources and targeting them toward dispelling diversions from education.

RECOMMENDATION

Recommendation 3-32:

Create a Task Force to examine the potential for a Shared Service Network collaborative.

Since it is mandated, the Early Learning Council could possibly serve as umbrella for the groups. This action has the potential to better integrate community service planning and heighten the level of support within the community. The group should collect information from school districts and/or states that have created strong community-based approaches to address the social and emotional needs of low-performing students and their families.

Such an initiative would serve as a strong foundation for a comprehensive plan to address external factors affecting student teaching. It would also free up the time of local community and school leaders to focus better on critical issues related to their responsibilities and better leverage local resources. When community agencies band together to weave a fabric of support for family needs, student achievement will be a positive outcome.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

Several strong initiatives are taking place in GPSS that support students in their social and emotional needs that are so critical to academic success. The middle school initiative, Project Menhalom, is in its third year in seven middle schools. Almost 7,000 students have had the opportunity for positive behavioral support. These successes have occurred despite the fact that there are supposed to be nine positions for the program, but only three have been filled. There

has been a high turnover of staff, too, as individuals are trained then have the opportunity for more permanent positions.

Last year, the student support psychologist met with guidance counselors in bi-monthly training sessions on topics such as suicide prevention, bullying, and crisis management. He also co-trained many counselors and mental health representatives with a peer from another agency on school violence. As the only psychologist in Student Support Services, he has created an effective triage system for identifying those students in the greatest need of his assistance. Additionally, with the high percentage of GPSS students and staffs whose family members are in the military and deployed, he has cultivated positive relationships with the National Guard and Reserves for collaborative family support.

The Special Education Division guides child study teams at schools and offers much training as well as responding to school requests. These teams also conduct training for teachers to equip them to make modifications and accommodations for students with special needs in their classes. These special education strategies are equally effective in individualizing instruction for non-identified students.

GPSS has joined with postsecondary institutions to offer students of varying academic abilities dual enrollment classes in which they receive both high school and college credit. The University of Guam has also waived fees for placement exams. These opportunities for earning college credit in high school offer students without funds for college a way to make a college education more easily accessible. In many other districts across the nation, students graduate from high school with almost enough credits for an AA degree. This offers students hope and provides motivation for applying themselves in high school.

District counselors, with encouragement from the Division of Student Support Services, use the American School Counselors Association's model domains in their counseling. When used as the buttress for counseling, they identify competencies and educational goals for students at each grade and outline topics that counselors introduce and discuss in classroom instruction. Adopting this benefits counselors and the students they serve, and provides uniformity of delivery of services in all schools. The curriculum was researched and vetted by counselors across the nation for its inclusiveness and relevance for the current needs of American students. This curriculum provides counselors a comprehensive, grade-appropriate guide to topics, skills, and knowledge that students need in a developmental scope and sequence. Furthermore, this practice should ensure consistency of services to students wherever they attend. Review and discussion of the fit of the curriculum with student needs should be an element of regularly conducted counselor meetings.

COMMENDATION

Numerous divisions within the Guam Public School System have initiated programs and processes that provide support and opportunities for students of all abilities and needs to succeed.

RECOMMENDATION

Recommendation 3-33:

Consider adding elements that further reinforce the importance of counseling and build accountability into such services.

In Campbell County, Virginia, principals and counselors have developed a "Counseling Program Results Agreement" that outlines counselor commitment to appropriate student services, and is a part of their personnel evaluation with their principals. It includes:

- student results regarding outcomes expected as a result of student referrals and programmatic responsibilities;

- staff results relating to provision of resources to classroom teachers, inservice for faculty, and coordination of the drug prevention curriculum;

- parent results that commit to communications, a lending library, explanation of the counseling program, provision of parenting groups, offering a Bullying Prevention Inservice at a PTA, and discussing the drug prevention curriculum;

- self-improvement commitments to attend counseling meetings and trainings; and

- completing specific assigned tasks.

The use of the document provides accountability for provision of a comprehensive range of counseling services to students and helps counselors to balance their job responsibilities. The document could be used as a model to extend similar commitments to other positions.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

Several GPSS interviewees expressed concern that the school system currently lacks a strong support system for early intervention and prevention efforts as well as support for those programs and/or positions that are intended to offer students ancillary health, social and emotional supports. Part of that gap in support is likely due to the fragmented assignment of positions as well as the numbers available across those offices to provide students support. As mentioned in the earlier discussion of staffing and district organization, social workers and psychologists are scattered in various offices in GPSS and serve various case loads. This contributes neither to efficiency nor effectiveness in serving students.

Another reported barrier to consistent, uniform student support services to students and schools is the lack of authority of persons responsible for programs whose staff are located in schools. Although it is not universal, several central office employees are responsible for programs and

for training staff who are based at schools, reported challenges in getting school-based support for meetings and training essential for upgrading the skills and knowledge of those staff members. Several reported that they planned and scheduled training, notified principals ahead of time, orchestrated the logistics of a training session, but had minimal attendance. Reportedly, this is because at some schools, staff members were not released. One referenced a session that had been planned with three representatives from schools being requested to attend. Of 20 schools invited, 15 participants came. One other reported that, because of the Superintendent's full support, they have 100 percent attendance.

The Lieutenant Governor is promoting a health initiative with obesity as one of its priorities. Yet, interviewees reported there is no action on the part of GPSS to integrate health standards into other content areas or trainings. Additionally, as noted above, time and release for training of school-based nurses and others is difficult to obtain.

RECOMMENDATION

Recommendation 3-34:

Identify, prioritize, staff, and implement with full GPSS backing those systems that are essential for consistent student support in all schools.

The concern identified in this finding was frequent enough that it stands as another impediment to consistency and accountability in GPSS. If district leaders of programs cannot get staff released from schools to discuss common matters and provide updated training for the positions related to their roles, they cannot create a common language, uniform skills and knowledge base, or processes that are consistent from school to school. This is critical in instructional areas, but perhaps even more so, in the area of health and student support. GPSS must commit to strengthening student support and creating a more seamless, consistent student support system.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

3.4.1 *Career Technology Education*

A November 2006 *Chicago Times* article notes:

> *In the past, vocational education was seen as a second-class education, the path for students who planned to skip college and head directly into the workforce. But a national focus on academic accountability and a high-tech economy that demands more highly skilled workers has forced a change: Vocational education is now for college-bound students.*

Formerly perceived lax standards for vocational courses have been replaced with rigor and reinforced relevance. In infusing career and technical (CTE) programs with rigor and relevance, districts around the country are integrating standards from academic programs into activities and expectations for CTE courses. It is even more imperative that districts, offering CTE programs,

look at labor-market trends to identify growth areas to match applicants for jobs with qualified high school candidates. They must also prepare CTE graduates for success in related programs at postsecondary institutions. Many districts are forming partnerships with external entities to reinvigorate their vocational programs.

By reaching out to businesses which have the vacancies and understand the preparatory needs, school districts are using corporate knowledge and tapping into their resources to strengthen their programs. In many instances, businesses are investing in CTE programs with materials, equipment, work experiences, and internships. Such partnerships serve the needs of both the schools and the business community.

FINDING

The majority of career tech courses offered in the GPSS schools are provided by Guam Community College. The community college receives the Carl Perkins federal funds that support such courses in Guam. One means of providing additional hands-on experiences in which students apply academics to experiential learning experiences is through Career-Tech experiences.

Three programs that are supported with GPSS federal funds are Integrating Science and Allied Health (ISAAH), Work Experience Cooperative Education, and Technology Education with programs in:

- automotive technology;
- construction technology;
- electronics technology;
- marketing;
- tourism; and
- visual communications.

The Superintendent stated her desire for the district to move towards a STEM (Science, Technology, English, Math) integration as a means of moving toward high school reform. As a means of doing that, she is examining more innovative ways for students to apply their skills and knowledge. Career tech courses are one way to better engage students in learning.

One lack identified was career tech exploratory opportunities for middle school students. Some testimony reflects that leaders examine local job market projections as they consider courses to offer students.

Exhibit 3-19 shows that a fewer GPSS teachers and far fewer of GPSS central office administrators than those in peer districts believe the district has a strong Career/Vocational Program.

It is important that curriculum is presented in as many ways as possible to foster a sense of connection and interrelatedness within and among content areas. Brain and learning research is especially clear on the importance of those kinds of connections for students. Students with learning difficulties especially need assistance with making learning connections through integrated curriculum. Weaving the standards and content areas into as many connections as possible generates learning that is more easily stored and retrieved from long term memory.

Exhibit 3-19
Survey Results
Effectiveness of Career Vocational Programs
Guam Public School System and Districts in Evergreen's Survey Database

Survey Statement	Guam Public School System		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The district has effective special programs for Career Vocational Education.				
Administrators	23.5%	29.5%	69.7%	14.15
Teachers	41.5%	25.0%	51.3%	19.0%

Source: Evergreen Solutions Survey Results, 2008.

There must also be seamlessness among curricular areas, including applied courses and academic standards. Integration and application move learning from memorization of information to meaningful and long-term applications.

Job projections show that most jobs may not require four years of college, but will require high-level technical skills. The goal of career and technical education is to give curriculum more meaning and to help students understand the relationship between school and life after graduation. Data show that more than half of all high school students either drop out or are not ready for college or the workplace when they graduate. Furthermore, 25 to 50 percent of students entering college have to take at least one remedial course. Since students drop out at the highest rates in the ninth and the tenth grades, prodding students early into areas that interest them may be the way to interest them in career options they might not otherwise be exposed to. Strengthening career options in GPSS, and making a concerted effort to integrate academic standards into Career Tech courses, would also be extremely effective dropout prevention strategies.

Project Lead the Way, a nonprofit program created by the high-tech industry to inspire students to high-tech careers, is one example of a program that is proven to prepare students for careers by giving them hands-on experiences in school. Academies that prepare students for careers at several entry points also assist students with various interests and academic abilities to experience career paths before graduation and even serve to maintain interest in school attendance. A companion program, the Gateway Pre-engineering Program, provides a seamless 6-12 grade pre-engineering program for students. Some districts offer pathways classes that parallel 9th grade exploratory courses. These classes take place simultaneously with other classes so that students observe more advanced learning related to their exploratory course. Some even move from exploratory classes into that class in the same semester.

RECOMMENDATION

Recommendation 3-35:

Continue work with Guam Community College and local businesses to expand career and technical courses, pathways, and programs available to students at the middle as well as high school level.

Current meetings held between GCC and GPSS are an excellent foundation upon which to build. This recommendation expands them to ensure inclusion of representatives from middle and high schools, the community college, and community organizations and businesses in formal discussions at CTE Advisory Committee meetings. The implementation of this recommendation also necessitates scheduling times for career and technical teachers and middle and high school guidance counselors to meet at more frequent intervals throughout the year to discuss and plan program expansion and updating. The Program Consultant responsible for Vocational Education should spend time in direct communications with career and technical staff across GPSS. All career and tech teachers should provide input to discussions on program needs, student recruitment issues, issues impacting program completion rates, and be apprised of important information on a regular schedule. The perspective of all teachers is critical for the vitality of any program. Working together to strengthen career-tech courses will heighten core content, help more students to understand the link between school and their futures, and reinforce the district's dropout prevention efforts earlier than high school.

FISCAL IMPACT

The implementation of this recommendation is likely to be accomplished with existing resources. When course offerings are correlated to job projections, some courses will necessarily have to be added, but others will likely be deleted, offsetting additional costs.

3.5   *PARENT INVOLVEMENT*

Research shows that as much as 50-85 percent of variance in achievement scores, IQ or verbal ability, can be attributed to parent, family, and home environment variables. Furthermore, it finds that children with high achievement scores have parents with high expectations for them, who respond to and interact with them frequently, and who see themselves as children's teachers. Parent education programs, especially those that train low-income parents to work with their children improve how well children use language skills, perform on tests, and behave in school. Most effective parent involvement programs emphasize the importance of the parent, the need for a close relationship between the home and the school. They also provide structured, concrete tasks for parents, and take a long-term approach to parent involvement. Many studies have found that when parents become involved in school activities, not only their attitudes improve, but also that of their children.

Studies have shown that teachers involving parents in learning activities at home has a positive and significant influence on improved student reading achievement. Developing programs of teacher-initiated parent involvement activities has been demonstrated to have as positive an effect on reading achievement among low-income parents as those with higher educational backgrounds who traditionally help their children.

FINDING

The Guam Education Policy Board and the Guam Federation of Teachers have included a unique provision in their board contract. Few other Boards of Education and unions across the nation have made the connection between the reaching out to and equipping parents to become partners with schools in their children's education.

The GEPB/GFT contract provides:

The Board and the Union recognize that family-school partnerships are fundamental to successful schools and agree that communication between the schools and parents is essential. Each school will develop information and homework policies and enhance communication. The Union and the Superintendent will collaborate on the development and implementation of a campaign to increase the family's role in the education of their children.

COMMENDATION

The board-union contract recognizes longitudinal research findings that demonstrate the direct correlation between parental engagement and student performance.

FINDING

In both the 2003 and the 2008 versions of the DAP, GPSS leaders recognize the importance of parental engagement in student achievement. Many staff members identified activities that take place in parts of the district that provide outreach and training to parents. Some activities appear to be more planned and consistent than others. Parental engagement is a robust component of the Head Start Program. However, once parents and students move into schools, outreach and training are largely dependent upon the school and/or parents. Staff provided evidence of regular and varied activities organized and sponsored by the Parent Family Community Outreach Partnership. Originally written to provide a social worker to work with students and families from the Federated States of Micronesia, the grant has been extended to support all at-risk students.

Many interviewees referenced Families and Schools Together activities as a matter of course in discussion of parental engagement. Activities range from Parent Fairs and Big Brother Big Sister activities, to guest speakers and training modules. Evaluations of the activities are prepared in many languages. Sign-in sheets also have a column that designates parent ethnicity and the school(s) represented. This process enables the district to know which parents it is effectively reaching and which ones it is not. Documents also demonstrate that GPSS staff tally and examine the evaluation results of the events. GPSS also solicit suggestions from parents for other topics for future sessions.

COMMENDATION

The Guam Public School System is commended for its outreach and training activities for Guam parents.

FINDING

Statements regarding parental engagement made throughout the Evergreen site visit revealed that activities are not consistent throughout the entire school system, and that some of the regions of GPSS are more purposefully reaching out to parents to try to enlist them as partners in their

children's education. Sign-in sheets from the documents provided Evergreen show that attendance at the events represented ranged from 11 to 97. This represents a relatively small percentage of the district's total student enrollment, but shows consistent interest in parent programs.

Beyond the key positive impact that parent involvement has been demonstrated to have on student academic achievement, Title I regulations in Section 1118 specifically require that districts provide coordination, technical assistance, and other support necessary to assist schools in planning effective parent involvement to raise student achievement and school performance. This federal law further directs districts to monitor implementation of their parent involvement policy annually.

Changing demographics in today's America necessitates re-thinking existing methods of parental involvement and considering the needs of parents from all backgrounds and educational levels. Much research documents that developing a long-range approach of outreach to parents and parent education reaps benefits in terms of student achievement, parent opinions of teacher and school efficacy and community support.

RECOMMENDATION

Recommendation 3-36:

Develop a comprehensive parent involvement plan for the entire school system.

Many studies have found that when parents become involved in school activities, not only their attitudes improve, but also that of their children and their achievement rose as well. In order for parent involvement to have a significant effect on achievement, activities must be meaningful so that parents can see:

- a direct benefit to their children;
- commitment from teachers and administrators that parents are important; and
- that what they, as parents, are doing makes a difference.

Demonstrated benefits of carefully designed parent involvement plans include:

- students perform better in schools;

- teachers have fewer problems with students and report greater satisfaction with their work;

- parents have more positive feelings about the school and they are more likely to support school programs; and

- the community is more apt to offer financial and moral support for school-based efforts.

One low socio-economic Volusia County (Florida) school has created a parenting strategy that reinforces parental involvement in student learning while, at the same time, rewarding parents with necessities for their involvement. They have set up a parent center supplied with cleaning products, toiletries, and basic necessities, such as paper towels and toilet paper, where parents earn points for the items by helping their children.

Joyce Epstein at Johns Hopkins University has developed a multi-pronged approach to involving even the most reticent parents in their children's education. This approach can serve GPSS as a template for developing a robust program that enlists parents as partners in their children's education. In districts across the country that have done this, student achievement and public support for the schools have risen. This program would be a potent means, too, of ensuring that children from all walks of life have a supportive educational climate in their homes.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 4:
HUMAN RESOURCES AND PERSONNEL MANAGEMENT

4.0 HUMAN RESOURCES AND PERSONNEL MANAGEMENT

This chapter reviews the human resources and personnel management policies, procedures and practices of the Guam Public School System (GPSS). The review is organized into the following eight sections:

4.1	Organization and Management
4.2	Personnel Policies and Procedures
4.3	Personnel Records Management
4.4	Recruitment, Hiring, and Retention
4.5	Compensation and Classification
4.6	Performance Assessment
4.7	Professional Development
4.8	Labor and Employee Relations

4.1 *ORGANIZATION AND MANAGEMENT*

Human resource and personnel functions in the Guam Public School System (GPSS) are lead by the Acting Assistant Personnel Services Administrator and Personnel Services Supervisor (Personnel Specialist IV).

The Acting Assistant Personnel Services Administrator is responsible for supervision of all GPSS personnel services staff and functions. She provides leadership and supervision over the department and reports directly to the Deputy Superintendent for Finance and Administrative Services. The Personnel Services Department provides recruitment, application processing, employment placement and processing, employee and labor relations, leaves of absence, workers' compensation, staffing pattern review, personnel file development and maintenance, payroll assignment, payroll and personnel data entry, retirement processing, employee benefits, enrollment, and support, as well as related personnel services.

The Personnel Services Supervisor (Personnel Specialist IV) and staff provide hire orientation, employment application and paperwork processing and related clerk typist and personnel specialist services in support of the department's responsibilities and services. The organizational chart for Personnel Services functions is depicted in **Exhibit 4-1.**

Related services such as technology utilization and innovation are performed by the Technology Department. In addition, the primary responsibility for teacher training and professional development rests with the Deputy Superintendent for Curriculum and Instructional Improvement.

Exhibit 4-1
Current Organizational Structure of the
Personnel Services Department

```
                        ┌─────────────────────────┐
                        │   Personnel Services    │
                        │     Administrator       │
                        │       (Vacant)          │
                        └────────────┬────────────┘
                                     │
                 ┌───────────────────┴──────┐   ┌──────────────────┐
                 │   Acting, Assistant      │   │  Administrative  │
                 │   Personnel Services     ├───│    Assistant     │
                 │     Administrator        │   │                  │
                 └──────────────────────────┘   └──────────────────┘
```

Non-Teaching Recruitment	Teacher Recruitment	Special Projects	EEO	EMRO
Personnel Specialist III	Elementary/Secondary	Personnel Specialist IV	EEO Officer	Employee Managements
Personnel Specialist II	Personnel Specialist II	Personnel Specialist I		Relations Offficer
Clerk Typist	Personnel Specialist I	Personnel Assistant I		
	Administrative Assistant	Clerk Typist (2)		

Records & Benefits
Personnel Specialist III
Clerk Typist

Source: GPSS Personnel Services Department, 2009.

Teacher certification responsibilities were removed from the GPSS and replaced with the Guam Commission for Educator Certification in May 2008 by Public Law 29-73. The intent of this law was to remove teacher and educator certification from the purview of the school district and place it under the control of a Commission that would "…establish a system of professional development, professional standards, certification and evaluation that serves to continually improve the quality of instruction for Guam's children…"

FINDING

It is standard practice in most states that a state-level office or commission be responsible for the professional standards and certification qualifications of teachers and educators. Best practice dictates that this important function to be separated from the school district that employ teachers and other educators.

COMMENDATION

The Guam Public School System is commended for working with the Legislature to establish the Guam Commission for Educator Certification to establish and maintain professional standards and training for teachers and educators.

FINDING

The Superintendent, Deputy Superintendent for Finance and Administrative Services, and other GPSS leaders have expressed the need for a Personnel Services Department that can provide the strategic leadership, service, and support required for the Guam Public School System to meet its increasingly complex and difficult challenges.

Human resources responsibilities and services are sufficiently critical to the school system's overall success that a separate and distinct department is needed, under the direction of one strong leader focused and held accountable for professional human resources and personnel services functions and responsibilities.

Typically, labor costs account for eighty (80%) percent or more of a school system's annual budget. In addition, human resource issues are frequently the stimulus for employee dissatisfaction, complaints and grievances, and related litigation. Thus, the existing organization and management structure should be realigned and reengineered to meet the long-term needs of the school system.

As currently configured, the assignment of an Acting Assistant Personnel Services Administrator for the GPSS Personnel Services Department creates a lack of ownership and accountability for accomplishment of results that is appropriately focused on human resources and personnel functions and services. While the Acting Administrator for Personnel Services is responsible for traditional personnel services functions, the position lacks sufficient status to be able to implement and enforce strategic change within the department or to be held accountable for accomplishment of results in support of the overall mission of the Guam Public School System.

RECOMMENDATION

Recommendation 4-1:

Eliminate the position of Acting Assistant Personnel Services Administrator and hire a highly qualified individual for Personnel Services Administrator to fill the existing vacant position. Change the title of this position to Chief Administrator for Personnel Services to reflect a more professional status for this leadership position.

The Personnel Services Department should be lead by a Chief Personnel Services Administrator or similarly titled position. The position Acting Assistant Personnel Services Administrator should be eliminated. The current Acting Administrator should apply for the proposed new position as can other GPSS employees, as well as professionals in other government agencies or private sector companies. An open job search should be conducted to fill this new position.

The creation of one consolidated Personnel Services Department, under the direction of a proven professional leader, will provide functionally aligned and strategically focused services and support required to help meet the increasingly complex needs of GPSS. This reorganization should emphasize to district leaders and governing board members that GPSS is moving towards improved performance and increased professionalism in the area of personnel services. The Chief Administrator for Personnel Services should have the authority and responsibility for

developing functionally aligned personnel services policies, practices, rules and regulations focused on quality performance, enhanced customer service and accomplishment of results.

FISCAL IMPACT

The proposed salary of the Chief Personnel Services Administrator is $62,646 (pay grade "Q" step 11) plus 30 percent benefits which equals $81,349. A comparable position in the GPSS is the Pupil Personnel Services Administrator salary which is paid on pay grade "Q" at a salary of $64,402 plus benefits is $83,703. The salary of the current Acting Assistant Personnel Services Administrator is $54,329 which, with the addition of published benefits, is $68,194.

The elimination of the Acting Assistant Personnel Services Administrator position is estimated to save $68,194 including benefits while the estimated cost of the recommended Chief Personnel Services Administrator is $81,349 including benefits. If both positions were to be filled, the total cost of both including benefits would be estimated to cost approximately $149,543. Thus, the elimination of the "acting" position would represent a cost savings of at least $68,000 including benefits over the total cost of both positions. This represents the difference between the current salary and benefits of the Acting Assistant Personnel Services Administrator position and the estimated budget amount for the vacant Personnel Services Administrator position which should be funded in the current approved budget (see **Recommendation 4-2**).

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Acting Assistant Personnel Services Administrator	$68,000	$68,000	$68,000	$68,000	$68,000

FINDING

Even though the Personnel Services Department is responsible for most traditional personnel functions, it is not sufficiently staffed to accomplish the requirements expected by GPSS within the existing paper intensive, workflow processes. Workflow process are often redundant, repetitive, time consuming, and manpower intensive and outdated. Use of technology and inexpensive software has not been implemented to reduce the use of paper and to improve the efficiency, accuracy and overall productivity of the staff. The elimination or realignment of existing workflow processes for improved efficiency have not been implemented.

One example of needed workflow revision is the personnel action form (PAF) process. A PAF is word processed each time a change in status is taken either with initial employment or with any subsequent action regarding an employee. In addition to initial employment assignments, this includes all changes in location, pay, extra or additional jobs, and promotions. The current process requires that each PAF be word processed independently and then printed as paper copies. Five signatures are required for all and even the least significant of these changes.

In order to change or add to an employee's compensation, the forms are initiated and signed in the Personnel Services Office, then are sent to accounting for certification of funds, then returned to Personnel Services for the staffing pattern, then sent to the Superintendent's Office and finally to Payroll Services for payment. This paper and time intensive process could be dramatically improved by the elimination of required signatures and by holding the personnel services and payroll services personnel accountable for payments they authorize. If five signatures are maintained, the addition of a computer server that could be accessed by each office could reduce time requirements dramatically.

Another time-wasting process in the Personnel Services Office is the handwritten listing of all documents received in Personnel Office related to applications for employment, requests for personnel actions, documents pending/miscellaneous, and resignations. Each of these is entered into one of four notebooks which act as the official tracking record of receipt of documents. Any staff person who needs to verify receipt of a particular document must search through the pages of these notebooks. A spreadsheet electronic process would be more reliable and could be implemented at no additional cost, and can be accessed by all personnel staff on their own computers.

In addition to traditional personnel services functions, the department is expected to perform other duties such as extensive annual reviews of each school's staffing pattern. Staffing in the department has been reduced from 27 positions during the 2006-07 school year to 16 for the current 2008-09 school year. In addition, one Administrative Secretary I funded for the Personnel Services Department is assigned to the Office of the Superintendent.

RECOMMENDATION

Recommendation 4-2:

Reassign all staff funded for personnel services to the Personnel Services Department and revise, reassign or eliminate paper and workflow processes for improvement in operational efficiency and workforce utilization.

Removing functions that are not aligned with established the Personnel Services Office will allow leadership and staff to focus on the provision of improved quality and service delivery. The implementation of improved operational efficiencies will enhance overall productivity and workforce morale within the department.

Functionally-aligned human resources services include, but are not limited to, the following:

- policies, regulations, rules and procedures;
- recruitment, employment, selection, assignment, induction and retention;
- classification and compensation;
- employee assistance and benefits administration;
- employee relations and support services;
- workforce training and development;
- performance evaluation; and
- employee records management.

FISCAL IMPACT

This recommendation should have no fiscal impact since it involves reassignment of responsibilities to align with departmental functions.

FINDING

The Personnel Services Department lacks customer focus. As its name implies, the Personnel Services Department should set the GPSS role model standard for customer service and leadership. The primary role of the department is to recruit, hire, and develop a high quality workforce to meet the needs of the school system toward accomplishment of its goals and objectives. Proactive leadership and a focus on customer service are essential requirements of a high quality personnel department.

Currently, principals and other leaders are not satisfied with the services performed by the Personnel Services Department. Evergreen interviews conducted with leaders and employees in both departments and schools confirmed that the department is focused primarily on transactional requirements with little regard for the customer. Extensive delays, lack of responsiveness, duplication of efforts, and the lack of a service attitude are characteristic of the GPSS Personnel Services Department.

RECOMMENDATION

Recommendation 4-3:

Improve the customer service focus and efficiency of personnel services staff and implement an annual survey of customer service satisfaction.

The employment of a proven leader as Chief Personnel Services Administrator, coupled with the realignment of duties and responsibilities of the existing positions, should help consolidate all personnel-related functions into a fully functioning Personnel Services Department that can dramatically improve performance and service delivery in GPSS. The Chief Personnel Services Administrator should be a proactive, strategic leader who is held accountable for continuous improvement and efficiency of operations and for improved customer service.

With the exception of the summer hiring crunch, departmental staffing levels might be adequate to meet the needs of GPSS if paper processes are revised, workflow is efficiently re-aligned, as recommended in **Recommendation 4-2**, and staff are adequately trained and supported. The Chief Personnel Services Administrator should be able to analyze and improve workflow while at the same time empowering and holding staff accountable for continuous performance improvements.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Even though GPSS developed a District Action Plan in February 2008, little evidence of its implementation was evidenced. The Personnel Services Department does not have a clearly defined set of goals, action plans, or performance targets focused on its strategic mission, core functions, customer service, and results. Yet, the department must perform a wide variety of employment, employee service, and school-related functions that support the instructional and workforce needs of the Guam Public School System.

A strategically-focused plan is required in order to integrate and align all departmental functions. A departmental mission statement, implemented according to clearly defined goals and objectives, provides functional focus for its leaders and staff. In addition, it communicates the department's priorities and service commitments to its customers and stakeholders that enhances accountability.

A sample human resources strategic mission, vision, goal and objective statements aligned according to a continuous improvement model are provided in **Exhibit 4-2**.

Exhibit 4-2
Sample Mission, Vision, Goals and Objectives

Human Resources Departmental Vision and Mission Statement

The Human Resources Department will be a strategic quality leader for the District. The Human Resources Department will recruit, employ, induct, train, evaluate and retain a high quality workforce to support the District enabling students to achieve their maximum potential and meet the instructional and educational requirements of the community.

Performance Improvement Goals and Objectives

- Improve the processes for recruitment and staffing of all jobs on a timely basis.

- All departmental policies, rules and procedures will be written and communicated.

- Job descriptions will be revised and updated to reflect current assignments.

- A classification and compensation study will be conducted to ensure internal equity.

- Employment processes will be revised to improve support for principals and supervisors.

- Payroll and benefits information updates will be communicated to employees annually.

- Employee records will be purged according to all legal requirements and a formal process for check-out, confidentiality and security will be implemented.

Source: Created by Evergreen Solutions, 2008.

RECOMMENDATION

Recommendation 4-4:

Develop a clearly written strategic plan, aligned with the mission of GPSS and the District Action Plan, which includes performance improvement goals, objectives and action plans for the Personnel Services Department.

The adoption of a mission statement, with corresponding implementation goals, objectives, action plans, targets, timelines and results measures, can provide enhanced functional alignment, improved staff performance, help prioritize workflow, and provide guidelines for improved service delivery.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The Personnel Services Department lacks appropriate accountability measures. In order to accurately document performance improvements, it is important that key performance indicators (KPIs) be identified to monitor results. Regular monitoring of performance toward the accomplishment of written goals and objectives is essential for accountability.

In order to facilitate this process, a monthly or quarterly monitoring report of results and accomplishments should be provided. Primary departmental functional or goal areas, the key measures by which results can be determined, and the results or status to date should be provided in these reports. Reporting can include a variety of data including both objective and subjective results, progress and status of projects, as well as customer survey results.

Exhibit 4-3 provides an outline for monthly reporting of primary areas of responsibility.

Exhibit 4- 3
Personnel Services
Key Performance Indicator Monthly Status Report

Core Function: Processing of Applications
KPI: # applications processed and candidates notified within 5 days of receipt
Status/Results this month: 75% completed per the KPI standard

Core Function: Processing of employee status changes (PAF forms)
KPI: # status changes completed within 1 day of receipt of request
Status/Results this month: 35% completed by the KPI standard

Core Function: Qualified candidate lists
KPI: Lists provided within 10 days from date of receipt of request for candidates to fill vacancy
Status/Results this month: 15% completed by the KPI standard

Source: Created by Evergreen, 2009.

RECOMMENDATION

Recommendation 4-5:

Develop key performance indicators, monitor goal and objective key performance results on a monthly or quarterly basis, and provide an annual report of accomplishments for the Personnel Services Department.

Goals, objectives and performance results should be reported on a monthly or quarterly basis; an annual report should be used to determine the accomplishments and performance of the Personnel Services Department, and to guide revision or reestablishment of goals and objectives for future years.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Personnel and Payroll Departments paperwork processing and interoffice operations are inefficient, prone to error, and do not use an integrated computer system to manage data and provide employee information and payroll checks.

The Personnel Services Department uses computer screen templates which must be repetitively reentered and printed on paper by hand for all personnel action forms (PAFs). PAFs are required for every employee status change action which can amount to thousands per year. Moreover, only one specialist in the Personnel Services Department is authorized to access the AS-400 database for employee payroll record files and payroll checks.

RECOMMENDATION

Recommendation 4-6:

Develop a plan for consolidation of the personnel and payroll databases into an integrated personnel/payroll system, and use the preloading of personnel data and electronic transmission of data for personnel action forms (PAFs).

Department heads in the Payroll, Personnel Services, and Technology Departments should deploy an internal project team to map existing databases and workflow, determine AS-400 interface variables, and provide a plan for integration and deployment, including an estimate of both initial and long-term costs.

FISCAL IMPACT

This plan can be developed with existing resources. The cost of implementation of the recommendation can be determined based on the requirements identified by the Project Team.

4.2   PERSONNEL POLICIES AND PROCEDURES

Clearly written personnel policies and procedures are required to identify areas of responsibility and to outline expected performance. Policies provide direction, while procedures provide guidelines for implementation. Written policies and procedures should be used to ensure consistency of processes and to provide for supervision by the Superintendent and School Board.

FINDING

The GPSS personnel policies have not been revised in more than ten years, and do not provide sufficient reference or guidance for employees, parents, or other stakeholders. Personnel policies should provide notice to employees and stakeholders regarding workplace requirements and behaviors which are expected in the best interests of employees, parents, students and the school system community.

Board policies provide direction to the Superintendent and school leaders on the administration of schools based on the perceived needs of the community. Policies that are reviewed and revised on a regular basis provide important information.

The Personnel Services Department does not have a process in place for the regular review, revision, and updating of personnel policies and procedures. Personnel policies should be reviewed on an annual basis to determine that they are up-to-date with changes in legal requirements, revisions in operating procedures, and changing initiatives.

In order to stay current and to maintain accuracy, policies must be reviewed and revised as needed on a consistent basis. Policy changes should be developed to reflect recent changes in laws and statutes on a regular basis. Legal requirements at both the federal and state levels are subject to change based on new and revised legislative statutes. In addition, community and student needs and concerns arise that the Guam Education Policy Board must address through policy revision or additional policy enactment (also see **Recommendation 2-8 in Chapter 2**).

RECOMMENDATION

Recommendation 4-7:

Implement a process for the cycle review and revision of personnel policies.

Personnel policies must be reviewed on a regular basis by the Board's Policy Committee to ensure they are in compliance with both new and revised federal and state laws as well as changes in the needs and requirements of the school system. Personnel Department leaders and staff should be engaged in this process to ensure policy alignment with Standard Operating Procedures (SOPs).

It should be noted that in order to revise personnel policies, GPSS will need legislative approval.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Personnel Services Department has updated written procedures for some of its workflow processes and written standard operating procedures (SOPs). Those procedures that have been revised and updated within the last three years are well developed. In addition, a comprehensive standard operating procedures manual titled *Department of Education Personnel Rules & Regulations* (approved March 4, 1999) is also used. Evergreen consultants determined by a review of this document, and through interviews with leaders and staff, that many of these rules are either out of date or not followed and need revision.

Written standard operating procedures document the actions and steps required to perform major departmental tasks. Workflow process flow charts for both teaching and non-teaching recruitment are provided. A desk reference or online Web reference manual would help maintain departmental consistency of operations, and promote staff teamwork and cross-training. This practice helps institutionalize processes and can be used as a training guide for new employees.

RECOMMENDATION

Recommendation 4-8:

Revise and update written internal practices, procedures and workflow processes, and develop a plan for the annual review and revision of Standard Operating Procedures.

These documents should be organized by topic and include all the required steps to complete routinely performed work processes and tasks. They should be reviewed on a regular basis (i.e., at least every three years) with staff to ensure practices are followed on a consistent basis. They should be used as a basic training guide for new employees and as a tool for cross-training of veteran staff.

Consideration should be given to inclusion of SOPs in a personnel services comprehensive procedures manual to clarify the functional workflow processes to be performed as shown in **Exhibit 4-4.**

FISCAL IMPACT

This recommendation can be implemented with existing resources and should have no additional cost requirements.

4.3   *PERSONNEL RECORDS*

The maintenance of complete, well-organized, and accurate personnel records is one of the most important assignments of a Personnel Services Department. Personnel records contain confidential and historically valuable information on all employees. Personnel records must be maintained in a secure environment that is accessible only to authorized personnel staff. Personnel files are utilized on a daily basis by staff to provide job and salary verifications, to produce personnel reports, to develop required compliance documents, and to maintain accurate data on the school system's workforce.

Exhibit 4-4
Outline of Recommended
Personnel Services Procedures Manual

Departmental procedures and requirements for completion of the following workflow processes should be written and reviewed with staff on a continuing basis. These procedures and practices should be the basis for training of new employees and for the cross-functional succession planning of leadership and staff.

1) Recruitment of employees.

2) Employment applications communications and processing.

3) Qualified candidate requirement verifications and communications.

4) Candidate interview and selection.

5) New hire paperwork, payroll and benefits enrollment.

6) Personnel file development and contents.

7) Employee transfer and reassignment.

8) Payroll updates and processing.

9) Benefits employee communications and management.

10) Civil service requirements and processes.

11 Salary and compensation administration and management.

12) Board report requirements and development.

13) Employee leave and absence processing and management.

14) Board policy and procedure implementation.

15) Termination and retirement communications and processing.

16) Department of Administration requirements and processes.

Source: Created and by Evergreen Solutions, 2009.

FINDING

GPSS does not have well-established processes and procedures for the purging of personnel records, file maintenance, and security of confidential personnel files. Personnel files for current employees are maintained in a small room filled beyond capacity with files that average more than one inch thick per employee. Overflow or non-active personnel files are maintained in a narrow closet type room that is dimly lit and difficult to access.

Personnel files contain applications for employment, background checks, employment references, and other pre-employment information. Also contained are required licenses or certificates, staff development, and training related documentation. Post-employment employee information—including evaluation instruments, status change letters, salary and payroll records and changes in work location or job assignment— are included as well.

Medical files contain confidential employee medical information, including medical diagnoses, doctor statements, medical history, and related documents.

RECOMMENDATION

Recommendation 4-9:

Develop a Board Policy and Standard Operating Procedure on written records disposition that ensures the prompt purging of documents, security of access, and confidentiality of contents and legal compliance of all personnel files.

Federal and state laws dictate the legal requirements for maintenance of personnel files. The adoption of a policy and related procedure for legal adherence, as well for timely document retrieval, should act to guide staff in appropriate enforcement and utilization. Medical files are required by federal law to be maintained in a confidential medical file that is separate from the personnel file. **Exhibit 4-5** contains a sample Board policy which the Board's Policy Committee could use to create its unique policy for the Guam Public School System.

Exhibit 4-5
Sample Policy on Employee Records

Employee personnel files contain personal, sensitive and confidential information as well documentation of their term and status of employment with the school district. Employee personnel files are to be maintained in a secure environment and accessible only to authorized personnel.

Information contained in employee personnel files should be retained according to applicable records retention statutes and purged of non-required documents on an annual basis. Files should be maintained in an electronic format and back-up files should be stored in a remote location to prevent loss due to fire, water or other hazard.

Source: Created a by Evergreen Solutions, 2009.

FISCAL IMPACT

The implementation of this recommendation should result in no additional cost.

FINDING

The GPSS Personnel Services Department maintains paper personnel files and does not scan personnel records and keep electronic files. Also noted in the previous finding, employee personnel files contain both historical as well as confidential documents which are also the source documents for a variety of legal and judicial disclosure reports. These files contain the employment histories of each employee and can be used to defend the school system against complaints and litigation.

The Personnel Services Department does not have the computer or software capability required for electronic submission and processing of employment applications. The result is that an extensive and costly amount of staff time is required to copy, handle, and process hundreds of paper applications for both new applicants and current employees who wish to be considered for different or additional jobs within the Guam Public School System.

RECOMMENDATION

Recommendation 4-10:

Purchase and implement a Web-based electronic system and maintenance contract for submitting and processing employment applications and to develop electronic personnel files.

The implementation of an electronic system for employment applications—that allows potential employees to complete Web-based applications and to review information about the employment process and status of their applications—is a cost effective way to enhance the recruitment process. The application form and process for submission should be user friendly and help create a positive image for the school system.

Document scanning machines and document management programs have been increasingly used in both public and private sector personnel services departments. Computers, document scanners, and related software can be purchased relatively inexpensively from a wide variety of vendors. Remote location back-up file server systems can be contracted at a low annual cost.

FISCAL IMPACT

Cost analysis estimates for a technology-based system for the processing, management and retention of employment applications and confidential personnel files are shown below. This cost can be offset somewhat through savings generated by reduced staff time and materials for paper printing, document handling, copying and filing.

A computer server, high-volume scanners and related software should cost approximately $25,000. Scanning can be done by current staff with an expected savings in staff time of at least one personnel staff FTE.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Purchase Technology-Based System	($25,000)	$0	$0	$0	$0

FINDING

The GPSS Personnel Services Department requires that all applications for employment be submitted in paper form or, if an application is submitted electronically, it is copied by the staff for processing. In addition, each time a current employee wishes to be considered for another job within the GPSS, an additional paper application must be submitted. Thus, many employees have multiple paper applications in their personnel files.

Paper files are difficult to store and subject to destruction by fire, water and other natural hazards. Remote location electronic storage files can easily and inexpensively be used to protect personnel files from loss or damage.

RECOMMENDATION

Recommendation 4-11:

Implement a phased-in personnel file scanning program for GPSS applications and personnel records, including a remote electronic back-up file.

The Personnel Services Department should initiate this recommendation by switching to an electronic employment application process whereby all new applications are submitted either electronically or, if submitted on paper, scanned into the server. At the same time, all new employee personnel files could be developed as electronic files with a process for scanning paper documents into these files as they are received.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with the resources outlined in the cost analysis for **Recommendation 4-10**.

FINDING

The Personnel Services Department does not have an enforced checkout system for management, security, and tracking of confidential personnel files. Personnel files are maintained in files in a file room that is open to all personnel managers and staff.

The lack of an effective and efficient checkout system creates both security and management problems that result in personnel files being lost and staff being required to go from desk to desk to find them. In addition, files could be misplaced or destroyed with no way of tracking the person or persons who may have had the file.

RECOMMENDATION

Recommendation 4-12:

Until personnel files can be maintained electronically, implement a plan to keep personnel files locked in a secure file room accessible only to designated staff. Use a mandatory check-out system that holds persons with file access clearance accountable for security and tracking.

Limiting access by only authorized persons, along with incorporation of a checkout log for removal of files, are essential for the security and confidentiality of personnel files. A checkout system is provided, but is currently not followed consistently. Productivity of staff can be improved as a result of files being easily located and returned to the file room.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.4   RECRUITMENT, HIRING, AND RETENTION

Perhaps the most critical function performed by a personnel department is the recruitment, employment, support and retention of a stable high quality workforce that can support the school district in meeting its increasingly complex challenges. The ultimate success of the school district in meeting its goals and objectives is dependent upon the workforce being able to implement initiatives and accomplish results.

The recruitment and retention of a high quality workforce requires a commitment by all departments and supervisors in a joint partnership with the personnel department to initiate workplace satisfaction and employee support programs designed to retain employees.

FINDING

The GPSS Personnel Services Department has not implemented a recruitment and retention plan that identifies and utilizes various strategies, alternatives, and initiatives to attract job applicants to the district. Examples of initiatives that could be considered include a user friendly Web application process, the redesign of the GPSS Web site to link prospective teachers and employees more directly to existing vacancies, and frequent status of application feedback to applicants.

The results of Evergreen's October 2008 Survey indicated that significant numbers of respondents either *disagree* or *strongly disagree* with statements GPSS accurately projected future staffing needs or had an effective recruitment program. These results are displayed in **Exhibit 4-6**.

Exhibit 4-6
Teacher, School Administrator, and Central Office Administrator Survey Responses
Projection of Future Staffing Needs and Effective Recruitment Program

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
GPSS accurately projects future staffing needs.				
Teachers	14%	63%	46%	24%
School Administrators	15%	70%	56%	22%
Central Office Administrators	0%	93%	47%	30%
GPSS has an effective employee recruitment program.				
Teachers	14%	60%	41%	20%
School Administrators	12%	72%	60%	23%
Central Office Administrators	7%	67%	44%	22%

Source: Created by Evergreen Solutions, 2008.

Additional initiatives include communications that reflect a consumer-oriented approach, a people priority, improved communications between schools and the central office, and increased flexibility in development of qualified candidate lists. Interviews with personnel services staff as well as with principals indicate a high degree of dissatisfaction with existing recruitment and employment practices. In addition, a high number of employees are terminated at the end of each school year and then subsequently rehired at the beginning of the next.

Recent annual teacher recruitment and retention performance data are shown in **Exhibit 4-7.**
Note that the number of teachers declined dramatically by approximately 531 teachers or 21
percent from 2006-07 to 2007-08, while the number of central office administrators increased by
100 percent from 13 to 26.

Exhibit 4-7
Teacher Recruitment and Retention
in the Guam Public School System

Status of Employment	2006		2007		2008	
Resignations	83	57%	41	32%	49	29%
Terminations	42	29%	68	53%	106	62%
Retirements	21	14%	19	15%	15	9%
Total Resignations + Terminations + Resignations	146	100%	128	100%	170	100%
Total Number of Teachers	2,457	62%	2,499	64%	1,968	55%

Source: GPSS Personnel Services Department, 2009.

RECOMMENDATION

Recommendation 4-13:

**Eliminate the process of annual termination and reemployment of teachers, and implement
a strategic teacher recruitment, induction and retention program designed to attract,
develop and retain high quality teachers.**

A high quality teacher recruitment program begins with a forecast of teacher needs based on
projected student enrollments, revenue and budget projections, review of trend data on
retirements and resignations over previous years, and specific teaching areas of high need or
shortage (such as special education). An annual recruitment plan and budget based on this
information should then be developed. This plan should include recruitment on the GPSS Web
site as well as on-site recruitment visits to the University of Guam and other universities or job
fairs in the Pacific rim.

In addition, internal recruitment should be conducted with existing temporary and part-time
teaching staff as well as with high quality teacher assistants who might commit to complete
course requirements in hard to fill teaching areas. Unless student enrollment is projected to be
reduced or individual performance issues are observed, temporary and part-time, nine-month
staff should be continued as employees who are only paid during the school year. This is
common practice in most school districts.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Significant improvements in
utilization of staff time could result in a reduction in the accumulation of additional
compensatory staff time.

FINDING

Over the past several years, a significant percentage of GPSS new hire teachers have become employed with little or no previous teaching experience. In addition, the average number of years teaching experience for teachers who have left the school system is more than ten years. The average length of tenure for teachers surveyed by Evergreen Solutions in their current positions was about 57 percent even though more than 70 percent indicated they had worked in GPSS ten years or more. This lack of veteran teaching experience and stability can make improvements in instruction and student achievement more difficult to accomplish.

RECOMMENDATION

Recommendation 4-14:

Implement a revised recruitment and retention plan focused on increasing recruitment and retention of experienced teachers.

Experienced teachers can have an immediate impact on improvements in student achievement. The loss of experienced teachers is a significant threat to the instructional improvement initiatives of the school system. The increase in salary costs for experienced teachers can be more than justified with improvements in instruction and student achievement.

As has been frequently reported in numerous studies, student achievement is greater with veteran teachers than with beginning teachers. Thus, the more experienced teachers can be hired and retained, the better student achievement is enhanced. The practice of annual termination of a large number of nine-month teachers tends to destabilize the instructional program. Teachers who have an expectation of continuing employment should have a stronger sense of ownership and accountability for student achievement.

In order to attract more veteran teachers, GPSS should conduct surveys or focus groups with current teachers to determine ways to increase job satisfaction and include provision for these as a recruitment incentives. Full recognition for previous teaching experience outside the district, including provision for salary comparable with veteran teachers within GPSS, are essential.

FISCAL IMPACT

Actual cost per teacher would be dependent upon the actual number of years experience for teachers retained and the increased number of experienced teachers hired.

FINDING

Teacher survey responses indicate that more than 60 percent of GPSS teachers surveyed by Evergreen Solutions were concerned that GPSS did not reward competence and experience and they expressed dissatisfaction with their jobs. Teacher satisfaction can be a significant enhancement to the learning environment and instructional stability for students. In addition, teachers satisfaction with their jobs in GPSS is lower than that of the administrators. **Exhibit 4-8** provides specific responses by group of respondents.

Exhibit 4-8
GPSS Teacher and Administrator Job Satisfaction
October 2008

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
I am satisfied with my job in the school system.				
Teachers	60%	25%	82%	9%
School Administrators	61%	26%	72%	2%
Central Office Administrators	80%	0%	74%	3%
I am actively looking for a job outside the school system.				
Teachers	23%	44%	23%	64%
School Based Administrators	20%	54%	7%	52%
Central Office Administrators	27%	46%	2%	68%

Source: Created by Evergreen Solutions, 2008.

The number of teachers who voluntarily leave GPSS appears to be a relatively small percentage. The number of teachers who transfer from school to school, or who are terminated and then rehired, however, can tend to destabilize the teaching workforce and contribute to overall dissatisfaction. **Exhibit 4-9** shows the annual teacher turnover for GPSS for leavers, transfers, and terminations/rehires for three years.

Exhibit 4-9
Annual Teacher Turnover for the Guam Public School System
2005-06 through 2007-08 School Years

Status of Employment	**2005-06 Total Teachers (2,457)**		**2006-07 Total Teachers (2,499)**		**2007-08 Total Teachers (1,968)**	
Resignations	83	57%	41	32%	49	29%
Terminations	42	29%	68	53%	106	62%
Retirements	21	14%	19	15%	15	9%
Total R+T+R	146	100%	128	100%	170	100%

Source: GPSS Personnel Services Department, 2009.

RECOMMENDATION

Recommendation 4-15:

Conduct surveys of satisfaction and focus group discussions with teachers and their bargaining representatives regarding workplace satisfaction concerns, and develop or negotiate strategies to address these concerns.

Exit surveys completed by teachers who leave GPSS can also provide valuable information regarding the reasons teachers leave. Workplace satisfaction and retention initiatives focused on the creation of a stable, highly skilled teaching workforce could help reduce the turnover rate and enhance the learning environment.

FISCAL IMPACT

This recommendation can be implemented with existing resources

FINDING

The GPSS Personnel Services Department requires that a new application be filed for each new or additional job applied for by current employees for promotion or additional assignment in non-teaching positions. Personnel Services employees then apply a time-consuming, outdated, and non-mandated application review and evaluation grading process that is used to develop a prioritized list of candidates for each job. These applications are then filed along with several other applications in the employee's confidential personnel file.

This time consuming and repetitive application submission and screening process requires extensive amounts of staff time and adds very little value to the employment selection process. The Department of Administration governs this process and their current rules do not require submission of a new application for each job for current employees or that a numerical rank order listing of qualified candidates be developed.

RECOMMENDATION

Recommendation 4-16:

Eliminate the requirement that current employees submit new applications for additional jobs within the Guam Public School System and the subsequent numeric rank ordering of qualified internal candidate lists.

A well-established human resources best practice is to provide minimum job qualifications on job postings and for processing clerks to screen applicants to determine these minimums are met by the applicant. In GPSS, a supplemental letter of interest from candidates, showing they meet these minimum qualifications, should provide significant improvement in process efficiency, while maintaining an open, fair and defensible selection process.

FISCAL IMPACT

This recommendation can be implemented with existing resources, and can result in decreased accumulation of compensatory staff time through significant improvement in workflow process efficiency and, at the same time, maintain a defensible selection process.

FINDING

The recruitment, induction, and retention of teachers are critical elements in providing instructional services that help students achieve their maximum potential. In order to encourage and enable early commitment by prospective teacher candidates, GPSS should revise its time lines, application processing processes, and contract offers to improve efficiency, communication, and applicant satisfaction.

These initiatives could include the offering of contracts to highly qualified applicants as much as six months or more prior to the beginning of the school year. More formal and focused partnerships with the University of Guam could help the school system attract and train qualified lateral entry and non-traditional candidates into the teaching profession.

RECOMMENDATION

Recommendation 4-17:

Develop more "grow-your-own" teachers though enhanced programs with the University of Guam, and enhance the school system's employment of teachers through the use of more competitive and efficient application processing and employment processing practices.

Initiatives such as early contract offers, university partnerships, teaching fellowships, teacher mentorships, and teacher advisory councils can enhance the ability of GPSS to recruit and retain qualified teachers.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources and require no additional cost.

4.5   *COMPENSATION AND CLASSIFICATION*

A well-organized plan for classification and compensation is essential for a school system to maintain a stable high quality workforce. Classification systems and compensation schedules must be regularly monitored to maintain their internal fairness and consistency, while at the same time being competitive with the external market place.

FINDING

The Department of Administration is responsible for the development of class descriptions, salary schedules, and pay grade assignments for all Guam government agencies, including the GPSS non-teaching classified employees. In order to attract, reward, and retain a high quality workforce, GPSS must provide competitive salaries and benefits that are administered in a fair and equitable manner. A regular review of job duties and corresponding salary rates are critical to the maintenance of a cost effective, yet market sensitive, compensation plan.

COMMENDATION

A formal plan for regular review of classification and compensation through the Department of Administration is provided for the Guam Public School System.

FINDING

The Guam Legislature passed and funded a law requiring that GPSS teachers be paid at the national average. Another bill that required and funded a comprehensive salary study that includes almost all non-teaching jobs in the GPSS was also passed. Significant dissatisfaction,

however, with salary levels was expressed by all employee groups surveyed by Evergreen Solutions as reflected in **Exhibit 4-10.**

Exhibit 4-10
Survey of Salary Satisfaction in the GPSS

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
Salary levels in the school district are competitive.				
Teachers	14%	75%	34%	53%
School Administrators	5%	84%	31%	41%
Central Office Administrators	20%	73%	32%	50%
My salary level is adequate for my level of work and experience.				
Teachers	19%	75%	30%	61%
School Administrators	15%	84%	20%	50%
Central Office Administrators	7%	87%	41%	39%

Source: Created by Evergreen Solutions, 2008.

RECOMMENDATION

Recommendation 4-18:

Appoint a senior-level Compensation and Classification Committee to review and determine alternatives in addition to budget increases that might mitigate salary dissatisfaction and develop strategies and recommendations to address this issue.

As can be seen in **Exhibit 4-10**, dissatisfaction with salaries in GPSS is dramatically more than in peer school systems. With budget funds being significantly reduced, the addition of salary funds to the budget will be very difficult. Alternatives should be explored that might help address this issue. Salary changes or adjustments may require legislation.

FISCAL IMPACT

This recommendation can be accomplished with existing funds.

FINDING

Job class descriptions are developed and disseminated through the Department of Administration (DOA) for all classified jobs. GPSS job descriptions, aligned with class descriptions, however, have not been revised since 1982 and are out-of-date, incomplete, or non-existent.

Samples of job classification descriptions created as a part of the Hay Classification and Compensation Study completed in 1989 were reviewed. These class descriptions are generic in nature and do not accurately reflect the actual job duties of GPSS employees.

The Fair Labor Standards Act (FLSA) on overtime eligibility status as well as corresponding salary pay grade assignments are listed on separate DOA documents. Class descriptions, however, provide little guidance for the establishment of specific job expectations or for individual performance accountability.

RECOMMENDATION

Recommendation 4-19:

Review, revise, and create job descriptions that accurately reflect GPSS job duties and requirements with consistent and legally defensible content and format.

New and revised job descriptions should include provision for the requirements of the Equal Employment Opportunity Commission, Fair Labor Standards Act, and the Americans with Disabilities Act along with other legally defensible requirements.

A recommended sample of categories to include in job descriptions is provided in **Exhibit 4-11.**

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

Exhibit 4-11
Example of Job Description Components

Job Title:
Division:
Pay Grade/Step:
Reports to:
FLSA Status:
Prepared/Revised Date:
Approved By:
Approved Date:

General Statement of Job:

Essential Duties and Responsibilities: *(Other duties may be assigned)*

Supervisory Responsibilities:

Qualifications:

> Education and/or Experience
> Language Skills
> Mathematical Skills
> Reasoning Ability
> Certificates, Licenses, Registrations
> Physical Demands
> Work Environment

Terms of Employment:

Evaluation Criteria:

EEO Statement:

Source: Virginia School Boards Association, 2006.

FINDING

Overtime compensation rules for employees is governed according to guidelines provided by the United States Department of Labor (USDOL) for determination of employee exempt versus non-exempt status as outlined in the Fair Labor Standards Act (FLSA). This act was first passed in the 1930s and amended in 2005.

The intent of this law is to ensure that employers provide overtime pay at time and one half to all employees who are non-exempt from its provisions. Subsequent to the 2005 amendments, the USDOL provided updated guidelines for employers to follow in making the decision regarding overtime status of employees according to their job duties and descriptions.

The Department of Administration (DOA) is responsible for the dissemination of applicable exempt versus non-exempt status for GPSS employees. According to documents, copies of records and interview statements, however, GPSS may have a number of employees who are not eligible to be paid overtime due to exempt status who, according to their job descriptions, duties and the USDOL guidelines, should be assigned non-exempt status and be eligible for overtime pay.

According to the DOA memo dated January 12, 2002 "List of Exempted Positions," Personnel Specialists I, II, III and IV are exempt from FLSA overtime pay requirements. A review of applicable class descriptions and interviews with incumbents, however, found that these jobs may not meet rule requirements for that status.

Furthermore, incumbents in these jobs have been approved for and allowed to accumulate extensive hours of compensatory time. Compensatory time can be substituted for payment of overtime pay for non-exempt employees and does not apply to exempt employees. It was reported that at least four employees had accumulated more than the maximum allowance of 240 hours in compensatory time.

RECOMMENDATION

Recommendation 4-20:

Review and revise GPSS practices for application of overtime pay and compensatory time accumulation according to GPSS policy and FLSA requirements.

Even though some documents reflect advance authorization, rules and procedures for supervisor approval and employee use of overtime pay and/or compensatory time accumulation are not consistently applied.

The use of compensatory time in GPSS should be more tightly controlled and supervisors should be held accountable for consistent compliance with both GPSS policy and federal FLSA rules and requirements. Accurate records should be maintained that include advanced authorization as well as individual accumulations. In addition, FLSA rules require that accumulated compensatory time be paid out as overtime compensation if the employee is not allowed the opportunity to use the accumulated time. This is normally done by the end of each fiscal year with some provision for carryover of a limited amount of compensatory time.

The Department of Education Personnel Rules and Regulations Rule 907.405, Paragraph D, requires the following:

> *Any additional overtime work performed by employees, who have already accumulated the maximum 240 hours of compensatory time, or 160 hours of actual overtime work, compensatory time off credits shall be compensated not later than the pay period immediately following the period during which the overtime was worked.*

Interviews statements from both personnel and payroll staff indicate this rule is not being followed and that Personnel Services staff continue to work additional hours. It was reported during the on-site visit that non-exempt Personnel Services staff continued to accumulate compensatory time by working until 10:00 p.m. at night and on weekends.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing budget funds and should result in no additional cost. Failure by the GPSS to allow employees to use accumulated compensatory time could result in extensive additional expense for payment of overtime pay. The school system can avoid this expense by holding supervisors accountable for following established rules and requirements.

4.6   *PERFORMANCE ASSESSMENT*

Employee performance assessment is an essential component of a well-managed organization. Regular feedback on work performance in both an informal as well as a formal basis helps employees better understand and work towards meeting expectations. Employees should be held accountable for meeting performance expectations while leaders and supervisors should be held accountable for performing their duties as well as for monitoring the performance of subordinates.

The provision of regular performance assessments provides direction and guidance for quality performance. Performance assessment can be an effective tool for setting expectations, for monitoring performance, for identifying training needs, and for developing of performance improvement plans.

FINDING

Annual performance assessments are not conducted for all classifications of employees in the Guam Public School System. For example, during interviews conducted with school system leaders and staff, Evergreen consultants found that performance assessments were not consistently conducted for non-instructional employees. It was noted that, while principals and teachers receive assessments on an annual basis, central office administrators and staff do not.

Evergreen conducted a survey of teachers, principals, and central office administrators in October 2008. Survey results indicate that more than 70 percent of teachers or administrators *agree* or *strongly agree* that they receive annual evaluations of performance while only 53 percent of central office administrators rate the same. A rather significant 40 percent of central office administrators *disagree* or *strongly disagree* that they received annual performance assessments.

Exhibit 4-12 shows results of survey items related to annual evaluations and qualifications for promotions.

Exhibit 4-12
Teacher and Administrator Survey Responses
Annual Performance Evaluations and Qualifications for Promotion

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
GPSS employees receive annual personnel evaluations.				
Teachers	70%	18%	87%	3%
School Administrators	73%	18%	82%	0%
Central Office Administrators	53%	40%	75%	15%%
GPSS rewards competence and experience, and provides qualifications needed for promotion.				
Teachers	20%	62%	30%	45%
School Administrators	15%	73%	34%	36%
Central Office Administrators	7%	73%	29%	46%

Source: Created by Evergreen Solutions, 2008.

RECOMMENDATION

Recommendation 4-21:

Implement a plan to systematically and consistently provide performance assessments to all GPSS employees on an annual basis.

The results of annual performance assessments provide a measure for leadership accountability and for the identification of staff development and training needs for the GPSS workforce. In order to establish and reinforce employee performance expectation, an annual evaluation of work performance is essential. Supervisors have a responsibility to communicate expectations and to monitor the performance of employees under their supervision. Employees need guidance and feedback on their performance in order to maintain and improve output and overall performance.

In addition, performance assessments should provide the basis for assessment of staff development and workforce training needs. Training and staff development programs should target major workforce performance issues and needs in order to enable the accomplishment of GPSS goals and objectives. During interviews conducted with both GPSS leaders and staff, it was consistently conveyed that the evaluation of performance and training to address performance issues were a major concern in the school system that must be addressed.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

Performance assessments are recorded on paper documents that require extensive handling, filing, and document maintenance. An electronic process for conducting performance assessments has not been implemented in the Guam Public School System.

Technology-based employee assessments can reduce time for entry of data while saving the cost of printing thousands of multiple copy forms annually. Once entered into a computer database, evaluations can be tracked for accountability, for missing information, and for consistency of application.

RECOMMENDATION

Recommendation 4-22:

Develop and implement an electronic performance assessment, tracking, and program monitoring process for the Guam Public School System.

Assessment results can be organized for a wide variety of reporting purposes, including trends that identify where performance is below expectations and where staff development and training resources should be best invested. The established process for the development, documentation and recording of performance evaluation results is totally dependent on multiple copy paper forms. These forms must be printed, distributed, completed in writing on duplicate copies, submitted and filed in personnel files. No evidence of these documents being reviewed for training and development or for general compliance with rules requirements was provided.

In order to facilitate a more efficient method of distribution, completion, submission and review for training needs, an electronic system for managing the evaluation forms and processes would dramatically improve efficiency of implementation and utilization of evaluation results for training and development of employees.

FISCAL IMPACT

This recommendation can be implemented using technology purchased for **Recommendation 4-10**.

FINDING

Employee performance assessment instruments and processes are not reviewed and revised on a consistent basis to reflect changes in school district needs, employee needs, job requirements, assigned duties, or performance expectations.

The program for the performance assessment of teachers is mandated according to the union bargaining agreement and consistently implemented by GPSS. Performance assessment procedures for other classifications of employees, not covered by union bargaining agreements, are not reviewed and revised on a consistent basis.

One exception to this finding is the development of a new assessment instrument for principals which was piloted in four schools during the 2007-08 school year and scheduled for implementation this school year. It was developed over a two-year period in accordance with the Interstate School Leaders Licensure Consortium (ISLLC) Standards, and uses research-based performance, knowledge, and disposition indicators.

Thus, it is evident that teachers and school-based leaders have evaluation programs that can be effectively utilized to determine performance levels and to guide training and development program offerings. These evaluation instruments and programs could be used as guides for the development and implementation of assessment programs for all employees.

RECOMMENDATION

Recommendation 4-23:

Implement a plan for the annual review and revision of all performance assessment instruments and processes for non-represented employee groups.

The evaluation instruments and processes should be aligned with the job descriptions and be applied annually according to established timelines.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Principals and other supervisors, especially new ones, are not provided training on performance assessment strategies and requirements for all classifications of employees. The lack of comprehensive training can result in inconsistent assessments of employees. Training is required in order to ensure fair and consistent implementation of performance assessment procedures and requirements by supervisors.

RECOMMENDATION

Recommendation 4-24:

Develop and implement a comprehensive employee performance assessment training program for principals, managers, and other supervisors.

GPSS leaders who conduct performance assessments with subordinate employees should be required to complete this training. An annual update of requirements should be provided to ensure consistency and reliability of assessments for all classifications of employees.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.7   *PROFESSIONAL DEVELOPMENT*

One of the most critical aspects of a highly-performing organization is the continued training and development of its leadership and workforce. In order for a school district to accomplish its goals and objectives, an ongoing training and professional development program must be available.

Effective training and professional development programs require extensive commitments in terms of employee time and budget. Therefore, these programs must be operated in an efficient, timely, and cost-effective manner. Focused training and development can be of significant value in the provision of increased workforce productivity, improved employee morale, and enhanced knowledge and expertise.

FINDING

The GPSS responsibility for professional development was reassigned from the Personnel Services Department to the Curriculum and Instructional Improvement Division as part of the Superintendent's reorganizational plan in 2008.

During October 2008, Evergreen Solutions conducted a survey of teacher and administrator satisfaction with the GPSS professional development program. Results indicate that teachers and central office administrators tend to agree that "There are not enough high quality professional development opportunities for teachers" with more than 70 percent of teachers and 73 percent of central office administrators rating *agree* or *strongly agree*. School-based administrators, however, responded with a different view with only 59 percent rating the same.

On the question of professional development opportunities for school administrators, responses from each group were in much less agreement. Almost 50 percent of teachers and 64 percent of school administrators either *agree* or *strongly agree* that "There are not enough high quality professional development opportunities for school administrators." This varies significantly from responses by central office administrators with 80 percent in agreement or strong agreement with this statement. It seems evident from these responses that there was a strong belief by all three responding groups that not enough professional development opportunities were provided.

Exhibit 4-13 shows responses to survey questions related to professional development opportunities for teachers and administrators in the GPSS.

COMMENDATION

The Guam Public School System is commended for recognizing the need to provide more high quality professional development opportunities for teachers and school administrators, and for reorganizing and realigning this important function under Curriculum and Instructional Improvement Division.

Exhibit 4-13
Teacher and Administrator Survey Responses
Professional Development Opportunities

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
There are not enough high quality professional development opportunities for teachers.				
Teachers	71%	15%	24%	60%
School Based Administrators	59%	26%	16%	64%
Central Office Administrators	73%	7%	9%	78%
There are not enough high quality professional development opportunities for school administrators.				
Teachers	50%	10%	10%	31%
School Based Administrators	64%	23%	56%	33%
Central Office Administrators	80%	7%	22%	74%

Source: Created by Evergreen Solutions, 2008.

FINDING

Regardless of the responsibility for overall professional training and development, the Personnel Services Department has a responsibility to provide new employee orientation and induction programs. One of the most critical factors in new hire assimilation and initial job satisfaction is the provision of timely, accurate and adequate information and communication about job requirements and responsibilities in the new job.

New hire orientation and induction programs should include information regarding all required documents, directions to various offices and buildings, employee handbooks, union agreements for represented groups, and salary and benefits.

RECOMMENDATION

Recommendation 4-25:

Provide a high-quality orientation and induction program for all new employees in the Guam Public School System.

New employees, who are made to feel welcome and comfortable by being provided all the information they need to make a smooth transition into the new job, should be able to perform well and evidence a higher level of job satisfaction.

High levels of job satisfaction should result in enhanced individual performance and, consequently, high levels of employee retention. Employees who understand what is expected of them and provided adequate assistance and information are more likely to perform well and to remain in their jobs.

During interviews conducted by Evergreen Solutions, it was reported that new employees are provided contact information regarding policies and procedures as well as benefits and salary

information. The provision of only compliance information does not help promote a welcoming and engaging climate that enhances job satisfaction.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Guam Public School System does not have a comprehensive employee handbook. Employee handbooks are important sources of information that help employees understand GPSS expectations as well as rules and regulations that govern their employment. Handbooks also provide insight regarding GPSS policies and procedures that impact day-to-day operations and the working environment.

GPSS provides employees with paper copies and online access to "Personnel Rules and Regulations." An employee handbook, however, should contain much more complete and "how to" information that is updated on an annual basis. This comprehensive manual should include references to applicable union language for bargaining groups and provide general information on most employee-related issues, services, and requirements.

A copy of the Table of Contents for a sample Employee Handbook is provided in **Exhibit 4-14.**

RECOMMENDATION

Recommendation 4-26:

Provide an employee handbook with explanation of and reference to relevant policy, procedures, and bargaining agreement information for employees.

A well-written employee handbook should be produced in an online Web-based format and contain clarifying information that can assist employees in both understanding requirements and acting according to GPSS expectations.

The handbook should contain information with references to applicable policies and procedures explaining the service provided where to find related information and how access or comply with each. New employees need to know the responsible department or office as well as the contact information for additional information or assistance.

Employees represented by bargaining units should be provided relevant information related to contract requirements, how to contact union officials, and the district's commitments to them. Non-represented employees should be informed of all job and work-related expectations and requirements with appropriate references on how to access additional information and responsible officials or departments.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

Exhibit 4-14
Sample GPSS Employee Handbook
Table of Contents

Message from the Superintendent

Absences From Work
    Sick Leave
    Voluntary Shared Leave
    Reinstatement When Temporary Disability Terminates
    Maternity Leave
    Absence With Pay (Other Than Earned Sick Leave)
    Absence Without Pay
    Leaves Of Absence
    Assignment Upon Return From Leave
    Annual Leave (Vacation), Holidays
    Employees Who Work Less Than Twelve Months
    Termination
    Holidays
    Parental Involvement Leave
Advertising In The Schools
Attendance At Meetings

Before and After-School Child Care and Enrichment Services

Career-Technical Education
Construction/Renovation Plans
Copyright Policy
Corporal Punishment
Criminal Record Checks

Drug and Alcohol Testing for Drivers
Drug–Free Workplace Policy
Due Process

Educational Field Trips
Emergency Closing of Schools
Employee Assistance Counseling Program
Employee Contracts
Employee Misconduct
Employee Selection, Appointment And Promotion
Employee Tenure
Energy Conservation
Evaluation
Evaluation of Instructional Programs
    Testing
    Pilot Projects
    Research Projects
Facilities Work Requests
Fees For Summer Activities
Fire Drill/Inspection Reports
Funds
    Proper Procedures for Receiving Funds
    Quality Steps in Handling Funds

Grievance Procedure For Employees
    Introduction
    Informal Procedure
    Formal Procedure
    Discretionary Appeals To The Board

Exhibit 4-14 (Continued)
Sample GPSS Employee Handbook
Table of Contents

Inclement Weather
    If School is Dismissed Early
    If School Opening is Delayed
    If School is Cancelled for Students
    If a Teacher Workday is Scheduled
    Radio/TV Announcements
Instructional Materials Services
Instructional Time
Internet Acceptable Use Policy

License Renewal Board Policy
License Renewal Procedure

Media Catalogs
Medication Administration
    Emergency Medical Care In The School Setting
    Communicable Diseases

Overtime Regulations and Procedures
    Definition of "Non-Exempt"
    Definition of "Overtime"
    Definition of "Workweek"

Payroll Garnishment Administrative Fee
Programs for At-Risk Students
Programs for Exceptional Children
Psychological Services
Public Information
Purchasing
Raffles
Rental of School Facilities
Retirement

Salary Schedules
Salary Supplement Schedule

    High School Coaching and Co-curricular
    Middle School Coaching and Co-curricular
    Coaching Supplement Guidelines
Sale of Cafeteria Food and Supplies
Sales and Solicitations
School Bus Drivers Reporting Bus Accidents
School Calendar
School Directory
School System -- Law Enforcement Relations
School Time
School Volunteers
Selection and Purchase of Instructional Materials
    Objectives of Selection
    Criteria for Selection
    Procedures for Selection
    Challenged Materials

Exhibit 4-14 (Continued)
Sample GPSS Employee Handbook
Table of Contents

Source: Created by Evergreen Solutions, 2008.

4.8   *LABOR AND EMPLOYEE RELATIONS*

Labor and employee relations is one of the most critical personnel services functions because the maintenance of mutually beneficial relations with employees and their bargaining representatives is essential optimum delivery of workforce services. The enhancement of workplace and workforce satisfaction helps create a dynamic environment that supports student achievement and employee performance and retention.

Another important aspect of labor employee relations is the communication of performance expectations and the enforcement of workplace rules and policies regarding employee performance, conduct, and cooperation. All employees have a responsibility to perform to the best of their abilities and to conduct themselves in a manner that contributes to a positive work environment.

FINDING

GPSS policy for non-represented and union contracts for represented employee groups provide grievance processes that prescribe how employees can be heard on issues or actions that impact

them and their employment relationship with the district. Respondent responses to Evergreen Solutions survey of October 2008 indicate that only 21 percent of teachers *agree* or *strongly agree* that GPSS provided a "fair and timely" grievance process while 33 percent *disagree* or *strongly disagree* with this statement. On the other hand, 57 percent of school-based administrators *agree* or *strongly agree* that a "fair and timely" process was provided; only 16 percent *disagree* or *strongly disagree*.

Exhibit 4-15 reflects teacher and administrator survey results regarding perceptions related to teacher and staff discipline, and the existence of a fair and timely grievance process.

Exhibit 4-15
Teacher and Administrator Survey Results
GPSS Teacher and Staff Discipline and the Grievance Process

	GPSS		Peers	
Respondent Group	**SA+A**	**SD+D**	**SA+S**	**SD+D**
Teachers who do not meet expected work standards are disciplined.				
Teachers	29%	46%	27%	38%
School Administrators	36%	44%	64%	23%
Central Office Administrators	7%	80%	50%	30%
Staff who do not meet expected work standards are disciplined.				
Teachers	26%	48%	26%	35%
School Based Administrators	57%	31%	65%	17%
Central Office Administrators	13%	87%	54%	30%
GPSS has a fair and timely grievance process.				
Teachers	22%	34%	28%	15%
School Based Administrators	57%	16%	69%	1%
Central Office Administrators	33%	33%	48%	18%

Source: Created by Evergreen Solutions, 2008.

Additional probing and analysis of this issue might help determine reasons for this response discrepancy. It seems likely, however, that teaches who wish to file grievances may find the process to be frustrating while the school-based administrators who administer the first levels of the grievance process are almost twice as likely to think it is administered well.

RECOMMENDATION

Recommendation 4-27:

Provide enhanced training, and hold administrators and supervisors accountable for the proactive supervision of employees and management of workforce issues and concerns.

One continuing theme expressed repeatedly during interviews with GPSS leaders and staff was the need for employee training at all levels of the organization and for consistent leadership communication, performance, and accountability. The results of surveys clearly demonstrate the dichotomy of perspectives between school leaders and teachers on the question of employee discipline and grievance processes.

Most employees should be aware of these processes and be able to have confidence they will be treated in a fair and consistent manner by leaders and supervisors at all levels of the organization.

School leaders should consistently remind the teachers they supervise of both district expectations and union contract requirements. Proactive communication of practices and procedures, as well as consistent implementation of rules and regulations, can provide a positive stabilizing influence in school and district operations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS does not provide a comprehensive employee discipline policy or standard operating procedure.

Administrators and supervisors are not offered training on applicable contract requirements, for writing letters of concern, and for holding of employee discipline conferences. In some cases, EEO or Employee Relations Managers are called upon to assist with employee performance documentation, but the practice is not consistent. This situation creates the potential for the inconsistent application and enforcement of policies and procedures.

Progressive discipline and performance documentation is the accepted process for dealing with employee job or workplace-related performance and behavior. The policy should be consistent with negotiated agreements, and include a recommendation that employees be notified of expected performance and behavior and that consistent progressive disciplinary action be taken when expectations are not met.

Exhibit 4-16 provides a sample discipline policy that can be used by the Board's Policy Committee to draft a policy for the Guam Public School System.

Exhibit 4-16
Example Board Discipline Policy

It is the intent of the District to provide employees reasonable resources and opportunities to enhance job skills and to demonstrate satisfactory performance in their assigned duties and responsibilities. In order to reinforce expectations and accountability, District leaders are expected to consistently monitor employee performance and to take appropriate disciplinary action when demonstrated performance is less than satisfactory or does not meet expectations

In order to implement this policy, the Superintendent or designee is expected to develop and implement a procedure for progressive discipline of employees. Employees are expected to perform their duties and responsibilities to the best of their abilities and to cooperate with district leaders to address performance concerns and directives. A variety of legally defensible strategies should be employed to assist employees in improving and correcting their performances. Written documentation and disciplinary actions are expected to be taken as needed up to and including termination of employment.

Source: Created by Evergreen Solutions, 2008.

RECOMMENDATION

Recommendation 4-28:

Develop an employee discipline policy, provide mandatory supervisor training, and implement a comprehensive employee documentation and progressive discipline program designed to ensure appropriate employee performance and behavior, in compliance with negotiated agreements.

An essential element of a fully functional employee relations strategy is the implementation of a consistent process for progressive performance and discipline documentation. In order to ensure consistent, legally-defensible processes and practices, a Board policy must be developed. Also, a mandatory training program for administrators and supervisors should be required.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS does not have a program in place that provides employees an opportunity to communicate their issues and concerns related to the workplace. The lack of communication procedures can contribute to employee dissatisfaction and disengagement that reduces productivity and inhibits implementation of improvement initiatives.

Even though GPSS provides an extensive formal process by which employee grievances can be filed, a less formal process that is mutually beneficial can help improve both workplace satisfaction and employee morale. Employee retention is critical to the maintenance of a well-qualified and institutionally-committed workforce. The creation of a Labor and Employee Relations Committee, that would provide the opportunity for employees to be heard on concerns and issues, could be of significant benefit to both represented and non-represented employee groups.

RECOMMANDATION

Recommendation 4-29:

Create a Labor and Employee Relations Advisory Committee with representation from all classifications of employees to enhance communications and to provide a forum to address employee issues and concerns.

This Committee could help improve bargaining relationships and agreements and help develop solutions to a wide variety of workplace issues that could then be included in union contracts and Board policies. Information acquired through this Committee could be used to revise programs, processes, and procedures that might improve employee morale and productivity.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 5
FINANCIAL SERVICES

5.0 FINANCIAL SERVICES

This chapter reviews financial services within the Guam Public School System. This chapter includes four major sections:

5.1   Planning and Budgeting
5.2   Financial Management
5.3   Procurement
5.4   Asset Management

As a reporting entity, GPSS is a line agency of the Government of Guam. The financial statements of GPSS are included within the Government of Guam's general fund.   GPSS follows the same reporting framework as that used by the Government of Guam to facilitate the combination of GPSS financial statements within the Government of Guam's general fund. It is important to note that the Government of Guam's general fund is ultimately liable for the financial operations of the Guam Public School System.

The GPSS independent audit report explains that for years the school system has faced many operational and financial challenges. In an effort to improve its financial management programs, practices and processes, district executives, leaders and staff developed a Financial Management Improvement Plan (FMIP) in 2005 with support from the United States Department of the Interior/Office of Insular Affairs, and the U.S. Department of Agriculture, Pacific Islands Training Initiative. At the time, the FMIP identified the highest priority strategic goals with activities necessary to accomplish them.

The five strategic goals established and prioritized in the FMIP development process are:

- GPSS will comply with the requirements of GAASB, OMG, and federal grantors standards to sustain timely and unqualified audit reports.

- The GPSS automated system will support all business functions for at least five years.

- GPSS will enhance its maintenance program and establish a preventive maintenance program for each facility to meet or exceed the requirements of Public Law 28-45 and to reduce overall maintenance costs.

- GPSS will properly train administrative staff and hold all staff accountable for performing their duties in the most efficient and effective manner.

- GPSS will ensure continuity of and uniformity in effective and efficient financial, personnel, and business operations.

As described in the FMIP, the vision, at that time in 2005, was to increase public and stakeholder confidence in GPSS and its financial operations.   The belief was that by implementing the FMIP, GPSS would be able to issue timely unqualified audits and remove itself from the U.S. DOE's high-risk grantee list. The intent was for its financial operations to provide transparency

and accountability, and ensure that department resources were used to maximum effect. Crisis management was to be replaced with proactive leadership through planning and shared commitment with the outcome that GPSS would become a role model for other agencies as it transformed itself.

While full review of the status of the FMIP is beyond the scope of this study, this chapter reviews several aspects of the 2005 FMIP as they relate to current opportunities for improvement toward best practices. While this review does not extend to the detail of the 2005 study, it will become apparent that many of the same issues and concerns continue to be present in 2009.

One of the most important components of an effective accountability system is an adequate structure of people, policies, and procedures relative to the financial management infrastructure. The current organizational structure of the GPSS Finance and Administrative Services includes functions relative to finance and budget, as well as personnel, safety and capital improvements. The Finance and Administrative Services Division is supervised by a Deputy Superintendent. The Deputy Superintendent of Finance and Administrative Services reports to the GPSS Superintendent.

Within the Finance and Administrative Services Division, the Office of the Comptroller is substantially responsible for budget and finance functions. GPSS employs internal auditors, including a Chief Auditor, reporting to the Superintendent of Education.

Exhibit 5-1 shows the current organizational structure of Finance and Administrative Services Division.

Exhibit 5-1
Finance and Administrative Services Division
Organization Chart
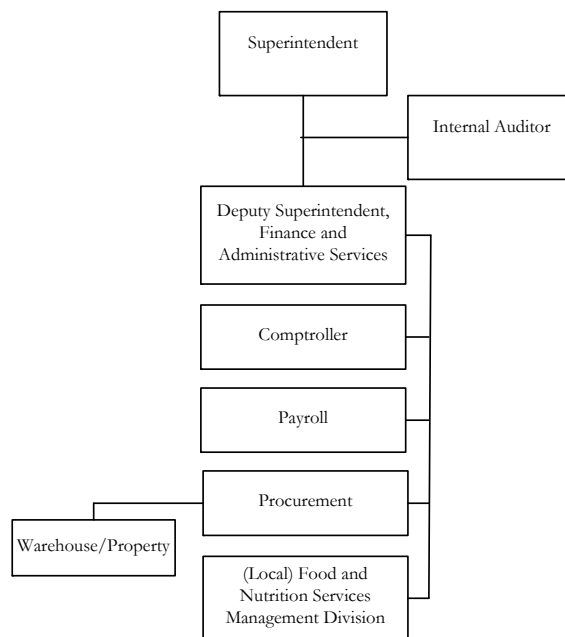
Source: Guam Public School System, Superintendent's Office, 2008.

The Evergreen Team conducted interviews and surveys, reviewed documents, and analyzed GPSS business and financial functions. Evergreen's review included an analysis of the district's policies and procedures, audited financial statements, budgets, and districtwide financial accounting and control systems.

5.1   PLANNING AND BUDGETING

The development of a district's budget constitutes the means by which a school district develops its spending plan to support its priorities and to communicate expectations for particular functions. A sound financial plan is essential for effective management. For effective budget management, a school district must possess a sound financial plan with a budgetary system that ensures limited resources are properly allocated to meet the educational needs of all students.

A district's budget must comply with detailed district policies, procedures, and internal controls to process business transactions efficiently. One purpose of the budget is to provide accurate, complete, and timely information to the public, to the administration, and to the Board of Education to facilitate decision making. Providing quality and timely information to assist management in making prudent financial decisions supports the mission of a school district**.**

Exhibit 5-2 shows the vision statement of GPSS as stated on the district's Web site.

Exhibit 5-2
GPSS Vision Statement

GPSS
Prepares all students for life,
Promotes excellence, and
Provides support.

Source: GPSS Web site, 2009.

In addition to the district's vision, a school district's mission provides guidance for the development of spending plans to meet its needs. School districts develop their spending plans to support priority programs and services through the budget process. As a result, budget development is one of the most important administrative activities undertaken by a district. As the focal point for key resource decisions, the budget is a powerful tool. The quality of decisions resulting from the budget process, and the level of their acceptance, depend upon the characteristics of the budget process that is used.

A budget process that is well-integrated with other activities of a school district, such as the planning and management function, provides better financial and program decisions, and leads to improved operations. A process that effectively involves stakeholders (e.g., board members, administrators, teachers, and other employees as well as citizen, local government and business groups) serves as a positive force in maintaining effective public relations and enhancing the overall effectiveness of the school system.

The effectiveness of the district's budgeting process and its effectiveness have been a topic of discussion resulting with the recent legislation requiring GPSS to move toward performance-based budgeting.   GPSS is required to develop and implement performance-based budgeting pursuant to statutory mandate Public Law 29-113 § 3132.

Exhibit 5-3 shows a brief history of performance-based budgeting in Guam.

Exhibit 5-3
Performance-based Budgeting History

1949—PBB concept initiated by congress - never really took off

1970s—Zero-based Budgeting - the norm

1980s—Management By Objectives - the norm

1993—PBB gains resurgence and momentum through Government Performance Results Act   (GPRA) which was designed to inform congressional and executive decision making by providing objective information on the relative effectiveness and efficiency of federal programs and spending. A key purpose of the act is to create closer and clearer links between the process of allocating scarce resources and the expected results to be achieved with those resources

2001—PBB made a priority during President Bush's term through the President's Management Agenda (PMA)

2005—Presidental mandate that all federal agencies required to develop and implement performance-based budgeting (PBB).

2008—In response to federal initiatives and to mimic federal executive orders, the Governor of Guam signed Public Law 29-113 § 3132 Central Office Budgeting mandating GPSS to develop and implement PBB by September 30 2009 for all GPSS Central Office Operations.

Source: GPSS Board Member Summary, 2009.

At the time of Evergreen's site visit, the process of budget submissions had begun. The intent of the legislation was to improve the accountability for public funds and to help ensure the effectiveness of GPSS programs. Performance-based budgeting is intended to ensure that budget expansions and cuts are based on measurable criteria, and that district programs are measured for effectiveness or for programmatic redundancies as part of the budgetary process.

The goals of performance-based budgeting with measurable performance-based outcomes align with general attributes of effective public budgeting. Effective public budgeting involves certain universal activities that:

- articulate the strategic direction and priorities of the Superintendent and the Board, and incorporate measurable objectives and outcomes for programs—The budget document should communicate how the budget relates to the district's mission, goals, and operational activities and who is accountable organizationally for specified performance outcomes;

- base decisions on program expansions or cuts on goal-driven and measurable criteria—Ineffective as well as redundant programs should be eliminated, not simply reduced in funding;

- work with research and program evaluation to develop objective criteria and create annual evaluation tools for programs in the budgetary process—These tools should be used to measure and to identify redundancies;

- prepare an annual historical budget analysis examining the district's past fiscal issues, problems, challenges, and accomplishments in order to gain additional perspective on how to guide the district in the future;

- tie local departments and school budgets explicitly to the district's instructional goals and priorities;

- establish a clear process to solicit input from local personnel, principals, and others on the annual budget process;

- develop and adhere to a districtwide budget calendar to ensure that finance decisions are made on a standard basis, and can be made early enough to avoid financial disruptions; and

- develop an implementation plan for these items and consistently report back to the school board.

Section 5.1 reviews the current budget documents and budgetary process, and the GPSS progress towards meeting the requirements for implementation of performance-based budgeting and relevant best practices in budgeting.

School district personnel make program and service decisions, and allocate scarce resources using a structured budget process. As a result, this process is one of the most significant activities undertaken by a school district. The quality of the decisions resulting from the budget process, and the level of acceptance of these decisions by all parties, are directly related to the process used and the ability of the proposed and final budget documents to communicate the priorities of the school system in financial terms.

District priorities for the budget are best developed through a strategic planning process. Once a mission statement has been developed and districtwide goals and objectives have been determined, the allocation of financial resources required to achieve those goals and objectives must be addressed through the planning and budgeting process. An effective planning and budgeting process facilitates a long-term strategic view toward the allocation and management of resources, rather than a short-term, year-to-year allocation based on resources currently available. The annual allocation of resources is used for the current year's efforts toward the goals and strategic commitments of the district.

The literature on effective strategic planning processes and strategies is prevalent. One of the most used sources for school districts is the Government Finance Officers Association. The Government Finance Officers Association (GFOA) sets forth recommended best practices in

governmental finance and budgeting.   The GFOA identifies the definition, mission, and key characteristics of the budget process as follows:

- *Definition of the Budget Process – The budget process consists of activities that encompass the development, implementation, and evaluation of a plan for the provision of services and capital assets.*

- *Mission of the Budget Process – The mission of the budget process is to help decision makers make informed choices about the provision of services and capital assets and to promote stakeholder participation in the process.*

- *Key characteristics of the budget process are identified as follows:*

  - *incorporates a long-term perspective;*
  - *establishes linkages to broad organizational goals;*
  - *focuses budget decisions on results and outcomes;*
  - *involves and promotes effective communication with stakeholders; and*
  - *provides incentives to government management and employees.*

The Government Finance Officers Association reflects the industry's key characteristics of effective budgeting as:

The key characteristics of good budgeting make it clear that the budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process moves beyond the traditional concept of line item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

Exhibit 5-4 shows the GFOA's recommended practice for budgeting for results and outcomes. The implementation of a budget process meeting the definition, mission, and characteristics of school system provides a clear picture of how resources are to be allocated and the expected results to be achieved from the expenditure of these resources.

FINDING

GPSS lacks an integrated budgeting process driven by a comprehensive strategic plan setting forth annual goals and priorities, and in accordance with PL 29-19 on the performance-based budgeting strategic plan.   At the time of Evergreen's visit, discussions were taking place and a plan for meeting the performance-based budgeting requirements was being considered.

Although the budget guidelines provided by the Bureau of Budget and Management Research in FL2010 Budget Call identify the performance-based budgeting strategic plan (PBB-02) applicable to departments and agencies listed in PL 29-19, Chapter VI, Sections 42 and 43, the budget documents received and reviewed at the time of Evergreen's site visit did not appear to include the performance-based budgeting component**.**

Exhibit 5-4
Recommended Practice
Budgeting for Results and Outcomes

Background. The National Advisory Council on State and Local Budgeting (NACSLB) has identified four essential principles of effective budgeting. The specific principles include: (1) set broad goals to guide decisions, (2) develop strategies and financial policies, (3) design a budget supportive of strategies and goals and (4) focus on the necessity of continually evaluating a government's success at achieving the goals that it has set for itself (i.e., performance).

All of these documents underscore GFOA's longstanding support of strategic planning and performance measurement as part of the budget process. Consistent with the NACSLB principles, a growing number of governments use the budgeting for results and outcomes approach. Rather than starting with the prior period's budgeted programs and activities, they begin with available revenues, continue with a consideration of desired results and strategies, and then conclude by deciding what activities and programs can best achieve desired results.

This approach is a marked departure from the instrumentalism often characteristic of budgeting. Budgeting for results and outcomes links strategic planning, long-range financial planning, performance measures, budgeting, and evaluation. It also links resources to objectives at the beginning of the budgetary process, so that the primary focus is on outcomes rather than organizational structure.

Recommendation. The Government Finance Officers Association (GFOA) recommends that governments consider budgeting for results and outcomes as a practical way to achieve the NACSLB objective of integrating performance into the budgetary process. GFOA believes that the following steps should help a government in making this successful transition:

(1) Determine how much money is available. The budget should be built on expected revenues. This would include base revenues, any new revenue sources, and the potential use of fund balance.

(2) Prioritize results. The results or outcomes that matter most to citizens should be defined. Elected leaders should determine what programs are most important to their constituents.

(3) Allocate resources among high priority results. The allocations should be made in a fair and objective manner.

(4) Conduct analysis to determine what strategies, programs, and activities will best achieve desired results.

Source: Government Finance Officers Association, 2007.

Exhibit 5-5 shows the arrangement of the 2010 budget package for submission to the Bureau of Budget and Management Research which includes the performance-based budgeting strategic plan component.

BBMR Circular 09-01 states, "The additional PBB budget forms will be provided at the Seminar (a mandated seminar scheduled for November 2008)." Interviews and review of documents indicate confusion and almost a state of panic over the performance-based budgeting requirement and the lack of training, or even information, regarding the new budgeting practice.

Ideally, performance-based budgeting links performance outputs with budget decision making. A Board position paper describes performance-based budgeting and the importance of linkage to outcomes as follows:

> *PBB's allocation of resources is based on the results to be achieved—thereby linking outputs with budget decision making; our PBB goals at GPSS is to link annual budget to specific outcome objectives and the inclusion of performance indicators. All Outcome performance indicators must be linked in delivering the best administrative support services, creating, sustaining, and maintaining the best learning environment, improving student performance in all district feeder school systems, and graduating the best lifelong learners.*

Exhibit 5-5
Timetable of GPSS Budget Process
2009-10 Annual Budget

Submission Requirements
Memorandum / Transmittal to BBMR
Departmental Organization Chart
Agency Narrative Form
Decision Package Form
Program budget Digest Forms
FY 2010 Agency Staffing Patterns - Proposed
FY 2009 Agency Staffing Patterns - Current
Federal Program Inventory
Equipment / Capital Listing / Office Space Requirements
Performance-based Budgeting Strategic Plan
Budget Document Checklist

Source: GPSS Budget File, 2009.

RECOMMENDATION

Recommendation 5-1:

Link the GPSS strategic plan to the budget and district priorities in accordance with performance-based budgeting as required by PL 29-19.

Establishing a budget with a focus on GPSS priorities, as developed through a strategic planning process, provides greater confidence and support for the district's spending plan.   The Board and the Guam Government are commended for recognition of the need to restructure the district's budget processes so that budget decisions can better support GPSS goals.

GPSS must build capacity for an effective planning and accountability process, and improve the conversation about planning priorities for the school system. For a planning process to be effective, however, community and GPSS stakeholders must participate. The tie between the plan and budget should be ongoing with the priorities, as established by an inclusive process, driving the budget allocations.

The fact that the Board adopted rules for performance-based budgeting and the district administration is moving towards compliance is encouraging, but should be a more front-end process guided by the priorities developed through the comprehensive planning process. The allocation of dollars to specific goals should be driven by well-established and widely-discussed priorities. The goals of schools, departments, and units within GPSS should be aligned with the overall district goals.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks a user-friendly budget document for communication of the district's spending priorities and results of operations. The Board is provided a budget digest which contains technical financial information. The 2009 Budget Digest is a series of appropriations and full time equivalents (FTEs) outlined by an overall summary; divisional summary; elementary, middle, and high school summaries; and individual cost centers. The prior year's budget document is comprised of numbers on spreadsheets with no mention of a mission, vision or guiding principles. The budget document is structured in technical terms and accounting format, and lacks user-friendly charts or graphs to depict to a lay reader the GPSS budget priorities or direction.

The 2009 Budget Digest reportedly is compiled from budget documents submitted by principals and department heads. The school budgets are submitted to the GPSS Finance Office, and are comprised of components as follows:

- Department/Agency Budget Certification
- Department/Agency Organization Chart
- Department/Agency Functional Chart
- Department/Agency Narrative including Vision, School Mission, Goals and Objectives
- Decision Package Specific to the School
- Budget Digest with Staffing Pattern and Equipment/Capital and Space Requirement
- Budget Document Checklist

An effective budget document includes an overall view of the district's spending plan linked to expected outcomes for established goals and objectives, as well as disaggregated information to the school and department levels. Such information is most effectively displayed in charts and graphs with concise explanations easily and readily understood by non-financial users.

A user-friendly budget format helps communicate with the public and also helps to create transparency and trust in the school system.   **Exhibit 5-6** provides a sample outline of a portion of an effective budget for a school system. An effective budget not only presents financial information in the form of numbers, but depicts this information in charts and graphs to highlight budget items.

RECOMMENDATION

Recommendation 5-2:

Design and prepare a user-friendly budget document.

As noted in the materials provided, the budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process and document moves beyond the traditional concept of line-item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

Exhibit 5-6
Sample User-Friendly Budget Document

Introduction

- Includes Superintendent's message
- Statement of school district goals
- Information regarding the Strategic Plan
- Organizational charts
- Overview of the school district and the services provided
- Student population trends

Budgetary Process

- Overview of the budget process
- Calendar for budget development
- Board policies as they relate to the budget process
- Detailed explanations of state funding formulas

Fund Information

Budgeted and Actual Beginning Balances, Revenues, Expenditures and Ending Balances for all funds

Budget Pages

- Elementary Schools
- Middle Schools
- Senior High Schools
- Options Schools
- Central Administration Departments

Source: Association of School Business Officers, 2007.

The budget should serve as an effective communication device for the Superintendent and Board to communicate with internal and external stakeholders. With the move to performance-based budgeting, it is important for the new process to be explained to the public to help ensure wider acceptance and understanding of the budget. Understanding the budget document will help build trust in the school system as GPSS strives toward improved accountability.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks a consistently utilized structure for involvement in the budgetary process. Principals have never been involved in the budget process; principal involvement in the budgetary process has not been considered a priority. Interviews indicate that many school administrators feel disenfranchised, and are frustrated with the lack of accountability for fiscal irregularities.

Interviews found that principals and school faculty and staff submit budget requests, but such requests are not encouraged or heard.   The GPSS budget development process is largely unstructured and not understood.   Interviews indicate certain budget requirements were "sprung on them" on the last day before winter break without sufficient instruction or support from the district. In addition:

- A comprehensive budget development calendar is prepared, but not widely communicated or adhered to. Certain GPSS employees working with direct budget preparation are aware of the calendar, but consistent knowledge did not extend to the schools and some departments.   **Exhibit 5-7** shows the district's timetable for the budget process which occurred during the 2008-209 year due to the hirings of the deputies in December 2008.

- There is little established structure or genuine opportunity for the gathering of budget requests. There is limited involvement of principals and the community. Evergreen's review found examples of school outreach for budgetary input into the budgetary process, but such efforts do not appear to be consistently applied districtwide. These efforts are to be commended; however, without timely, reliable data, it is difficult to provide meaningful information to the public. **Exhibit 5-8** shows examples of these efforts at some schools.

- The ultimate decisions are made centrally by senior staff. Interviews indicate that the budget is largely determined by senior management regardless of requests. Comments indicate frustration with time wasted providing budget requests to the central office.

- GPSS lacks sufficient policies and procedures on budget development. Board policies are minimal and standard operating procedures are not widely communicated. The district's policies do not stress the importance of financial stability and accountability. Interviews indicate that GPSS does not budget in accordance with a planning process established through current Board policies.

- At the time of Evergreen's review, GPSS was experiencing confusion and what seemed to be panic about completion of the budget documents in a timely manner and in accordance with the performance-based budgeting requirements.

The Government Finance Officers Association (GFOA) provides guidance on best practices public budgeting, and discusses the process for preparing and adopting a budget. GFOA recommends the following:

1. **Develop a Budget Calendar** – A realistic and relevant budget calendar is important to the integrity, efficiency, and effectiveness of the process. Stakeholders need to be aware of when key budget tasks, events, and decisions will occur so they have an opportunity to plan and to participate in the process. The preparation and communication of a calendar helps ensure that all aspects of the budget process have been considered and that adequate time has been provided.

Exhibit 5-7
Timetable for the GPSS Budget Process
2009-10 Annual Budget

Time Line	Activity
December 15 -17, 2008	• Budget Workshop Business Officer Personnel
December 16, 2008	• Budget Workshop for School Principals – Lagu District
December 17, 2008	• Budget Workshop for School Principals – Luchan District • Budget Workshop for Central Division Heads
December 18, 2008	• Budget Workshop for School Principals – Hays District
December 19, 2008	• Budget Workshop for School Principals – Kattan District
December 23 – 24, 2008	• Budget Workshop for Schools/Divisions
January 5, 2009	• Luchan @ Tamuning Elementary School
January 6, 2009	• Kattan @ Chalan Pago Elementary School
January 7, 2009	• Haga @ Southern High School
January 8, 2009	• Lagu @ Simon Sanchez High School
January 9, 2009	• Divisions and Schools Must Submit a Completed Budget to the Deputy Superintendent of Finance and Administrative Services
January 10 – 14, 2009	• Business Office Staff Reviews all Budget Documents
January 15, 2009	• Upon Completion of Verification Process, Business Office Compiles the Budget Packets for Submission to the Superintendent
January 16, 2009	• Superintendent submits the Budget Package to Guam Education Policy Board for Review and Approval.
January 17 – 23, 2009	• Guam Education Policy Board Review
January 31, 2009	• Fiscal Year 2010 Proposed Budget Submitted to the Guam Legislature Committee on Ways and Means.

Source: GPSS Budget File, 2009.

Exhibit 5-8
School Community Input Effort
2010 Budget Process

2. **Develop Budget Guidelines and Instructions** – Budget guidelines and instructions help ensure that the budget is prepared in a manner consistent with government policies and the desires of management and the legislative body. Instructions are necessary so that all participants know what is expected, thereby minimizing misunderstanding and extra work.   Current instructions reflective of current Board policies and Guam law are critical for organized, systematic budget development.

3. **Develop Mechanisms for Coordinating Budget Preparation and Review** – The complete budget process involves many levels, departments, and individuals in a government, as well as a number of distinct processes and disparate groups of stakeholders. Coordination is needed to ensure that processes move forward as planned, to prevent confusion and misinformation, and to ensure that appropriate stakeholders are involved.

4. **Develop Procedures to Facilitate Budget Review, Discussion, Modification, and Adoption** – Appropriate procedures are needed to resolve conflicts, to promote acceptance of the proposed budget by stakeholders, and to assist in timely adoption of the budget.

5. **Identify Opportunities for Stakeholder Input** – By definition, stakeholders are affected by a government's resource allocation plans and service and program decisions. Stakeholders should have clearly defined opportunities to provide input. This helps to ensure that stakeholder priorities are identified and enhances stakeholder support for the approved budget.

Clearly, the absence of a comprehensive school board policy adds to the ambiguity of the existing budgeting system. The Board has an active Finance Committee; yet clear Board direction has not been given to provide guidance to the administration.

RECOMMENDATION

Recommendation 5-3:

Establish and communicate comprehensive Board policies and standard operating procedures relevant to budgeting, and develop a budget development process using the guidelines identified by the Government Finance Officers Association (GFOA).

The process used to develop the budget should provide the foundation for adopting a budget that will best meet the needs of GPSS, and communicate with the various stakeholders in the school and local community. The Board should hold an open conversation about its expectations to meet the district's and community's needs for the budgetary process. It is important that principals and department heads are provided sufficient opportunities to not only provide input, but to be heard on matters critical to student success.

GPSS has a budget calendar as shown in **Exhibit 5-7**. The school system should ensure the calendar is realistic and sufficient for the expected outcome, and should communicate the calendar with opportunities for input into the budget in a timely manner. The official budget

meetings should include sufficient financial and outcome-based information for effective dialogue and decision making. The budgetary process should be an ongoing process.

The implementation of this recommendation should provide all parties with a clear understanding of how budget decisions are made and the rationale behind these decisions. In order to establish confidence in the district's budget, GPSS should establish a clear process to solicit input from local district personnel, principals, and others on the annual budget process.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The materials provided by GPSS lack incorporation of a long-term perspective for budgeting. GPSS provides insufficient long-term outlook either from an historical perspective or future trend analysis. The budget document does show a comparative view of revenue and expenditures, but does not provide an analysis or commentary to explain variances in the data provided. There is little evidence that the budget incorporates long-term planning for the decisions that result in the adoption of the budget.

It is important that GPSS prepare an annual historical budget analysis examining the district's past fiscal issues, problems, challenges and accomplishments in order to gain additional perspective on how to guide GPSS in the future. Considering the district's long-term negative financial position, it is vital that decision makers have valid, reliable information to make prudent management decisions. With the frequent transition in staff, reliable financial accounting records must be maintained for reference and trend analysis.

Exhibit 5-9 shows the Government Finance Officers Association (GFOA) recommended practice for the use of trend and comparative data for financial analysis. These recommendations are specific to the annual financial report and provide guidance for the use of trend analysis for the budgetary process.

RECOMMENDATION

Recommendation 5-4:

Compile and analyze long-term trend data for budget presentation.

Providing historical financial information in the budget document helps communicate the district's story and helps create a context from which the current and projected budget data can be understood and evaluated. GPSS shows certain comparative annual data—such as the revenue and expenditures—but should expand the information presented to include data relevant to the current budgetary environment.

Exhibit 5-9
Use of Trend and Comparative Data for Financial Analysis
as Recommended by the Government Finance Officers Association (GFOA)

Background

A government's CAFR provides a wealth of data that the government itself and other interested parties can use to analyze the government's financial health. Of course, considering financial data in isolation can lead to inappropriate conclusions-- appropriate context is essential for sound interpretation. For state and local governments, trend data of the government itself and comparative data from other governments frequently have provided this context for evaluating current-year financial data.

The National Council on Governmental Accounting (and later, the Governmental Accounting Standards Board - GASB) saw value in the use of trend data for financial analysis as evidenced by their recommendation to include up to a dozen schedules of trend data in the statistical section of the CAFR. Likewise, the GASB has mandated the presentation of trend data for both defined benefit pension plans and public-entity risk pools. The Government Finance Officers Association (GFOA) also has recognized value in the use of comparative data from other governments as evidenced by its ongoing compilation and publication of a *Financial Indicators Database* that presents selected data from CAFRs submitted to GFOA's Certificate of Achievement for Excellence in Financial Reporting Program.

Recommendation. GFOA makes the following recommendations for the benefit of government officials and other interested parties who wish to use financial data from the

CAFR to analyze a government's financial health:

GFOA believes that a government's own past performance normally is the most relevant (but not exclusive) context for analyzing current-year financial data.

A government's own experience typically is best expressed in the form of trend data for key financial indicators (e.g., revenues, expenditures, fund balance).

- The usefulness of trend data often can be enhanced by examining the percentage relationship among data elements over time (e.g., local revenue as a percentage of total revenue; public safety expenditures as a percentage of total expenditures).

- At a minimum, five years of data typically are necessary for effective trend analysis. Conversely, trend information eventually loses relevance over time because of changes in circumstances. Accordingly, typically no more than ten years of data should be considered. Items that potentially distort trends (e.g., one-time items or changes in underlying assumptions or structures) should be carefully noted.

- When constant dollar presentations are used, it is recommended that the basis of the constant dollar adjustments be disclosed and the unadjusted (non-constant) data also be presented. This allows individuals to make their own decisions regarding whether and how price level adjustments should be made.

- Appropriate comparisons of a government's own data with the data of other similar governments also may be useful for purposes of financial analysis. However, care must be taken to ensure that such comparisons are valid.

Considerations that affect the validity of data comparisons among governments include the following:

- Are the governments of the same level (i.e., state, county, municipality) and type (e.g., general-purpose, special-purpose)?

- Are there significant differences in the scope or quality of services provided?

- Are there significant differences in the number of those served?

- Do the governments define categories in the same way?

- Are the governments from regions where costs and similar environmental factors comparable?

- If costs being compared include significant depreciation expense, were the capital assets being depreciated acquired at roughly the same time?

Comparisons with other governments may be further enhanced by using trend data for these governments rather than relying exclusively upon current-year data.

Source: Government Finance Officers Association Web site, November 2007.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks consistent performance measures established through strategic planning for linkage to the budgeting process. In the past, budget reductions or reallocations have been directed to areas where resources appear to be available, and have not consistently been tied to GPSS priorities. Rather than practice purposeful abandonment based on consistently applied performance standards, interviews indicate that the school system directs across the board cuts regardless of specific outcomes.

A common strategy mentioned is for GPSS to shift budget capacity among accounts as needed. Such practices make it difficult for schools and departments to monitor and maintain accountability over their respective budgets. Since the district has experienced budgetary cuts, the need for performance measures to identify successful programs and services has become more apparent.

As stated, GPSS has begun a performance-based budgeting process. This process uses performance-driven decision making. One industry authority used widely in the area of performance measures with school districts is the Government Finance Officers Association (GFOA). **Exhibit 5-10** shows the GFOA recommendations on performance measurement.

RECOMMENDATION

Recommendation 5-5:

Develop and implement program and service performance measures.

When moving forward with the performance-based budgeting process, GPSS should determine the measurement methodology for the district. Developing and using program and service performance measures should provide the district with a basis to determine the long-term viability and wisdom of continuation or purposeful abandonment of assessed programs or services. The process of developing a strategic plan with measurable goals is one of the first steps towards creating an accountability system.

Once measurable goals and the assessment methodology are established, periodic strategic updates on progress at specific intervals will provide guidance on the effectiveness of the important aspects of a measured program or performance. GPSS should continue with efforts to establish a receptive climate for performance measurement.

Additional training may be needed to implement this recommendation.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Exhibit 5-10
Recommended Practice on Performance Management
Using Performance Measurement for Decision Making

Background. A key responsibility of state and local governments is to develop and manage programs, services, and their related resources as efficiently and effectively as possible and to communicate the results of these efforts to the stakeholders. Performance measurement when linked to the budget and strategic planning process can assess accomplishments on an organization-wide basis. When used in the long-term planning and goal setting process and linked to the entity's mission, goals, and objectives, meaningful performance measurements can assist government officials and citizens in identifying financial and program results, evaluating past resource decisions, and facilitating qualitative improvements in future decisions regarding resource allocation and service delivery.

Recommendation. The Government Finance Officers Association (GFOA) recommends that program and service performance measures be developed and used as an important component of long term strategic planning and decision making which should be linked to governmental budgeting. Performance measures should:

- be based on program goals and objectives that tie to a statement of program mission or purpose;

- measure program outcomes;

- provide for resource allocation comparisons over time;

- measure efficiency and effectiveness for continuous improvement;

- be verifiable, understandable, and timely;

- be consistent throughout the strategic plan, budget, accounting and reporting systems and to the extent practical, be consistent over time;

- be reported internally and externally;

- be monitored and used in managerial decision-making processes;

- be limited to a number and degree of complexity that can provide an efficient and meaningful way to assess the effectiveness and efficiency of key programs; and

- be designed in such a way to motivate staff at all levels to contribute toward organizational improvement.

GFOA encourages all governments to utilize performance measures as an integral part of the budget process. Over time, performance measures should be used to report on the outputs and outcomes of each program and should be related to the mission, goals and objectives of each department. Governments in the early stages of incorporating performance measures into their budget process should strive to:

- develop a mission statement for government and its service delivery units by evaluating the needs of the community;

- develop its service delivery units in terms of programs;

- identify goals, short- and long-term, that contribute to the attainment of the mission;

- identify program goals and objectives that are specific in timeframe and measurable to accomplish goals;

- identify and track performance measures for a manageable number of services within programs;

- identify program inputs in the budgeting process that address the amount of resources allocated to each program;

Exhibit 5-10 (Continued)
Recommended Practice on Performance Management
Using Performance Measurement for Decision Making

- identify program outputs in the budgeting process that address the amount of service units produced;

- identify program efficiencies in the budgeting process that address the cost of providing a unit of service;

- identify program outcomes in the budgeting process that address the extent to which the goals of the program have been accomplished;

- take steps to ensure that the entire organization is receptive to evaluation of performance;

- integrate performance measurements into the budget that at a minimum contains by program the goals and input, output, efficiency and outcome measures; and

- calculate costs and document changes that occur as a direct result of the performance management program in order to review the effectiveness it.

As governments gain experience, they are encouraged to develop more detailed information and use a variety of performance measures to report on program outcomes. These measures should be linked to the goals of the programs and the missions and priorities of the organization. Governments should:

- ensure that the benefits of establishing and using performance measures exceed the resources required to establish performance measures;

- develop multiyear series of efficiency indicators to measure the efficiency of service delivery within programs;

- develop multiyear series of quality or outcome indicators to measure the effectiveness of service delivery (are accomplishments being met?) within programs;

- develop a mechanism to cost government services;

- analyze the implications of using particular measures for decision making and accountability;

- use customer or resident satisfaction surveys;

- adopt common definitions of key efficiency and effectiveness performance measures to allow intergovernmental comparisons;

- develop, measure, and monitor more detailed information within programs;

- develop common or improved approaches to utilization of financial and non-financial

- performance measures in making and evaluating decisions;

- use community condition measures to assess resident needs that may not be addressed by current programs;

- develop and periodically review supportable targets for each performance measure;

- evaluate the data to use in long term resource allocation and budget decisions for continuous improvement; and

- utilize performance information in resource allocation decisions and report the efficiency, effectiveness, and the extent to which the program goals have been accomplished.

It is important that management satisfy itself that the performance measures used are reliable. In the final analysis, GFOA recognizes that the value of any performance measurement program is derived through positive behavioral change. Stakeholders at all levels must embrace the concept of continuous improvement and be willing to be measured against objective expectations. GFOA urges governments to recognize that establishing a receptive climate for performance measurement is as important as the measurements themselves.

Source: Government Finance Officers Association, 2008.

5.2   FINANCIAL MANAGEMENT

Effective financial management ensures that a school district properly accounts for all revenue from federal, state, and local sources, properly identifies and records expenditure transactions, and maintains an accurate and up-to-date statement of its financial position. Proper, accurate, and timely financial information is crucial to the decision-making process necessary for the overall successful operation of a school district.

The GPSS Finance and Administrative Services Division includes several aspects of financial management and accountability. The review in this section included an analysis of financial accounting and reporting, a review of activity funds, and a review of the district payroll system. GPSS financial management and accountability is performed substantially at the central office. The GPSS financial management system comprises the reporting and accountability functions for all funds, including the activity funds accounting system.

FINDING

GPSS lacks sufficient timely, accurate financial information for financial management and budget development**.** The school system needs to ensure that financial transactions are properly recorded, reconciled and balanced for an accurate measure of financial information. Currently, GPSS is in transition and experiencing uncertainty with payables, disbursements, and supporting financial information.

Adequately detailed financial information is not always readily available in the Guam Public School System. Discussions, interviews, and review of records found that adequate information in a timely manner is difficult to obtain. A review of the information available to the Board by Evergreen consultants found a lack of sufficient financial information presented in a timely, meaningful manner. Interviews and a review of GPSS documents indicate that detailed information that is available is not always in a user-friendly format.

An excerpt from GPSS monthly report states:

> *The Monthly Report is reportedly compiled from district documentation through the Adequate Public Education Report Pursuant to Section 2 of Public Law 29-113, certified as true and correct by the Deputy superintendent of Finance and Administrative Services for submission to the Superintendent of Education. This report includes an Allocation of Funds Report, A Non-Appropriated Funds Report, and a Statement of Expenditures.*

This report is currently prepared and submitted as required. While this report provides valuable information, it is not easily understood by non-financial users and does not provide a quick communication of the meaning of the numbers.

By providing detailed prior year information and the percentages of revenues collected to date, along with the percentage of expenditures to date, management reports should easily identify potential deviations from the prior year. The causes of any deviations can be addressed in the written analysis. As resources become more scarce and critical to competing interests, competent financial information becomes ever more important to the school system.   The Board,

Superintendent, and administration must have timely, reliable information to effectively perform their respective responsibilities.

GPSS must develop timelier, user-friendly internal budget reports for departments and school sites to facilitate an improvement in a culture of accountability. Principals and staff require timely, dependable budget and finance data to facilitate management decisions. Interviews indicate frustration that questions about finance cannot be answered, and no one can explain numbers in the financials. Interviews indicate that principals and department heads lack sufficient, timely information for prudent financial decisions. Such inefficiencies and deficiencies in pertinent information fuel the culture of indifference to accountability.

Accurate accounting is essential for the reliability of financial balances, trends, and assumptions used in the budget development process. Salary and benefits comprise a substantial portion of the district's budget. As such, competent financial information is imperative for the overall fiscal health of the budget, including critical areas such as local, state, and federal financial reporting, grants management, cost allocations and reallocations, and general management decisions. GPSS staff and the new administration have been working to address the deficiencies in the financial accounting system to eliminate the impediments to an effective process. GPSS must establish reliable financial information to create confidence and reliability in its financial records.

RECOMMENDATION

Recommendation 5-6:

Establish efforts toward creating competent and timely financial information critical for development of the budget.

Especially with the new requirement regarding performance-based budgeting and the challenges and inconsistencies of the funding, it is critical that GPSS develop a system with adequate capacity to provide timely, reliable financial information. At the time of Evergreen's visit, the school system was developing its 2009-10 annual budget based on two-year-old budget instructions that they were trying to use for budget preparation. Principals and department heads used the best available data to prepare budget requests.

An accurate financial picture is essential for prudent decision making. Identifying the financial information necessary to effectively monitor and report the financial position and pertinent information for decision making is more important now considering the state of the economy, and the apparent deficit financial position of the Government of Guam as a whole.

In addition, GPSS should provide accurate and timely detailed financial reports for the Board to sufficiently monitor the budget. The district prepares interim reports as required by law and posts these on the Web site. These reports are reviewed by the Office of the Auditor, but do not suffice as user-friendly financial reports to stakeholders, including the Board and the public. The Board must be provided sufficient, competent information to establish confidence in the budgetary process.

In the materials provided by the Government Finance Officers Association (GFOA) involving Best Practices in Public Budgeting, the issue of periodic financial reporting is addressed in Practice 11.2. GFOA notes that "A government should evaluate its financial performance relative to the adopted budget." This section also states:

> *Budget-to-actual or budget-to-projected actual comparisons of revenues, expenditures, cash flow, and fund balance should be periodically reviewed during the budget period. Staffing levels should also be monitored.*
>
> *Consistency and timeliness are particularly important when implementing this practice: it is essential that reports are prepared on a routine, widely-publicized basis. In addition to monitoring budget-to-actual results, reasons for deviations should be evaluated. These factors are important in assessing the significance of variations, including whether they are expected to be temporary or long-term in duration.*

Timely, understandable financial information is crucial for prudent decision making. Users of financial information must have user-friendly reports in a format conducive for their respective functions. Users must be provided timely, financial reports showing revenues and expenditures to date with a comparison to the previous year's percentages to explain the financial standing at a particular point in time. A report of this nature—along with charts, and graphs, and a written analysis—typically provide the Superintendent, the Board, and other stakeholders the necessary financial information to understand the current financial position on an ongoing basis.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS schools and departments are not consistently provided with approved budgets or reliable allocations for their individual areas of responsibility. Evergreen's interviews and a review of district records indicate that there is little understanding of the resources available for use in providing educational services to students. Interviews found that, in some instances, alternative records are maintained at the school or department levels as management tools. Such records reportedly allow for a certain level of monitoring, although reconciliation is difficult or impossible.

An effective accountability system requires certain basic information—such as an operating budget and timely financials. Accountability for decision making at the implementation level is difficult without timely, adequate information communicated to those responsible. Schools and departments function more effectively with information sufficient to utilize resources to the best advantage.

RECOMMENDATION

Recommendation 5-7:

Provide each school and department with a timely budget that clearly communicates resource allocations.

The availability of budgetary information should help ensure that principals, teachers, and department heads are aware of the financial capabilities of GPSS. Sufficient information will provide a basis upon which effective decisions can be made.

In order for GPSS to provide adequate, timely budget information, the school system should develop, at a minimum, budget documents that include the approved and funded budgetary line items and allocations. Moreover, budgets should be updated to reflect current expenditures relative to approved appropriations. In the event revenue collections are expected to fall short of appropriations, budgets should be amended to align expenditures with available revenues. Deficit spending should not be an option.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks an adequate monthly financial reporting procedure. The school system's monthly financial reports are not sufficiently detailed to inform the Board and Superintendent of its financial position. The monthly report shows a summary of financial activities by fund for the previous month that consists of the beginning cash on hand, monthly receipts and disbursements, and the ending balances. The monthly reports do not show a statement of financial position or comparison to the previous year's financial position. Monthly financial reports are not routinely presented to the Board in a user-friendly manner, showing charts, graphs, and explanations of variances or unexpected outcomes.

Especially in today's financial environment, it is imperative that leaders and decision makers have timely, competent financial information sufficient for prudent business decisions. It is important that such information is presented to Board members prior to the Board meetings to allow sufficient time for review. Such information is a valuable tool to use with the public as a means of providing transparency and maintaining support for the school system.

RECOMMENDATION

Recommendation 5-8:

Develop and provide to the Superintendent and the Guam Education Policy Board sufficiently detailed monthly reports that clearly set forth the financial position of the school system.

The monthly financial reports are critical for prudent financial management of the school system. Monthly financial reports should provide budget to actual comparisons for revenue, expenditures, and fund balances. The timely reporting of variances allows for investigation and actions to maintain the integrity of the district's financial position. These reports should be discussed in a public school board meeting and made available to district staff and the community. Posting agenda materials on the Web site prior to the meeting helps facilitate transparency and public discussion.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS does not offer employees the direct deposit option for receiving pay checks. The school system processes more than $180 million in salary and benefit payments annually. The processing of payroll checks is largely a manual process that is cumbersome and time consuming. Checks are hand carried or picked up for distribution. Interviews indicate that employees overwhelming support direct deposit. Reportedly, GPSS is unable to establish a direct deposit function due to difficulties with the Department of Administration.

Direct deposit expedites the availability of funds to employees bank accounts and reduces the possibility of checks being lost or stolen. Direct deposit can provide a convenience to employees and safeguard GPSS resources.

RECOMMENDATION

Recommendation 5-9:

Establish and implement a policy on direct deposit for pay checks.

GPSS should establish a policy that mandates the use of direct deposit for new employees. Current employees should be encouraged to participate in direct deposit of pay checks. Senior staff should collaborate with the appropriate government and/or agency officials to develop and expedite a plan for direct deposit of pay checks.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks current written operating procedures clearly setting forth the work flow of financial transactions. Recent organizational restructuring and personnel changes clearly have the GPSS financial operations in transition. Interviews indicate uncertainty about which employee is responsible for which functions or which employee has what information. The lack of clearly established information processes contribute to a dysfunctional and ineffective system. For

example, GPSS was in the budget preparation process at the time of Evergreen's site visit. There was clear confusion as to roles, responsibilities, and functions.

A lack of clearly defined, communicated, and implemented operating procedures can lead to uncertainty and inconsistency in the processing of financial transactions. An unclear accountability system for financial transactions creates ambiguity for establishing responsibility for potential errors or irregularities. A lack of internal control increases the potential for the occurrence of errors or irregularities. For an effective system of accountability, including efficient work flow processes, operating procedures must be current, communicated, and readily available for reference.

In addition to standard operation procedures, desk procedures are important as a component of the accountability system. Desk procedures provide details of the work practices and the risk involved with such practices. Desk procedures will be most beneficial for the training of current and new employees, and will be a valuable resource in the event an employee leaves the department or takes an extended leave. The procedures include sufficient information to permit an individual who is unfamiliar with the operations to perform the necessary financial activities/tasks in the absence of the primary individual.

RECOMMENDATION

Recommendation 5-10:

Develop and implement standard operating procedures for financial transactions.

Implementing written procedures that document the financial accounting processes should enable GPSS to establish checks and balances, and responsibility for specific transactions.   These procedures are necessary to provide guidance and document work practices.

Once procedures are established, desk procedure should be developed. Such procedures provide documentation of the task, the information needed to complete the task, and the ramifications if the task is not performed. The importance of the task relative to the function should also be determined. Procedures should be maintained in a current status and available for use in the event of employee absences, leaves, or turnover. Such procedures also help to ensure a system of accountability and control, and should be considered part of the GPSS accountability system.

Exhibit 5-11 displays a sample desk procedures template for the task of making payroll tax deposits. Such a template can be tailored to identify critical tasks for each employee in a division.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Exhibit 5-11
Sample Desk Procedures Template

EMPLOYEE INFORMATION	
Employee Name:	**XXXX XXXXXX**
Department:	**Payroll Services**
Job Title:	**Payroll Technician**
Manager:	**XXXX XXXX**
Date Created/Updated:	**February 5, 2009**

INSTRUCTIONS

- **Description of Task -** Briefly describe the task to be performed.

- **Information Needed –** Briefly describe the information that needs to be at hand to complete the task. Identify reports by name.

- **Ramifications If Task Not Performed –** Briefly describe the consequences if task is not completed timely.

- **Importance**. Rank the task as Essential, Important, or Desirable as follows:
    o *Essential* – required for job performance
    o *Important* – helpful for job performance
    o *Desirable* – asset for job performance

- **Timeline.** Indicate the timeframe for completing this task.

TASK

Description of Task:
1) Payroll tax deposits have to be made to the IRS timely.
2) Ensure Funds are available in disbursing account #XXXX.
3) Log into IRS Web site at: https://www.eftps.gov/eftps/.
4) Enter amounts due and submit.
5) Print confirmation page and file in "EFTPS Tax Folder".

Information Needed to Complete Task:
1) Payroll Calendar showing all pay dates
2) Payroll Deduction Report (i.e. Report #PDR806) - identifies social security, Medicare and withholding amounts to report
3) District Federal Identification Number (FEI) - #59-0000000
4) EFTPS Password: XXXXXXXX

Ramifications if Task Not Performed:
 Penalties accrue at 2% of amount due for deposits made 1-5 days late.

Importance:	Essential	Important	Desirable	
Timeline:	Daily	Weekly	Bi-Monthly	
	Monthly	Quarterly	Annually	
	Each Payroll	As Needed		

Source: Created by Evergreen Solutions, 2009.

5.3   *PROCUREMENT*

A critical factor for the successful development of a dynamic school district involves the procurement of essential supplies and services for schools and the central office. School systems must supply their schools and departments with the essential supplies to carry out their missions, but must also balance that directive with the fiscal realities of public environments.

A successful school district will be innovative in its purchasing activities, constantly striving to provide two things – better goods and services to schools and offices, and better value to taxpayers. These may, at first glance, appear to be mutually exclusive, but best practice school districts understand and prove that they do not need to be.

An innovative research program at the Institute of Management Consulting identified a series of 10 foundational elements critical to a best practice public purchasing and procurement system. These elements are shown in **Exhibit 5-12.**

Effective management of purchasing and contracting begins with clearly defined, articulated, and supported policies and procedures governing conduct. Without a codified document outlining the established mechanisms for this function, GPSS runs the risk of having individuals conducting business in a manner that is in their own self-interest, as opposed to the interest of GPSS. This is especially true of the procurement and purchasing function, where regulations can at times seem cumbersome, while the volume of dollars expended by the district can reach into the hundreds of millions of dollars.

GPSS is subject to the procurement laws of the Government of Guam and is authorized to procure goods and services outside of the General Services Agency, pursuant to Title 5 Guam Code Annotated Section 5125.

FINDING

GPSS lacks an effective accountability system over procurement. The school system is experiencing frustration with consistency and responsiveness relative to procurement. A major deficiency in the accountability system for procurement is the lack of a current, comprehensive procedures manual.

The Procedures Manual presented to Evergreen shows a last update of 1994.   **Exhibit 5-13** provides the Table of Contents for the 1994 Procedures Manual.

While the staff has inserts, memos, and certain updated procedures attached to the Procedures Manual, the overall manual has not undergone a comprehensive update for several years. Lack of a current, comprehensive procedures manual makes effective communication of GPSS laws, rules, and regulations difficult.

Interviews indicate several comments regarding the lack of consistency, responsiveness, and accountability of the system. These comments include:

- *the rules are always changing;*
- *orders are placed that never come;*
- *emergency declarations are used as a way to avoid bids; and*
- *process takes too long and creates a high level of frustration with purchasing.*

Exhibit 5-12
Institute of Management Consulting
10 Foundational Elements

1. *Improve your vendor relationships – They don't stay the same from year to year.*
    *   *Avoid cozy or adversarial relationships with suppliers.*
    *   *Is your door open to suppliers or are do you continue to shut them out? Sitting down with vendors once or twice a year to collaborate eliminates surprises from both you and them.*
    *   *Order in a manner that keeps the vendor's cost low.*
    *   *Work with the best vendors, taking into account local, regional, national and global players for the goods and services you are purchasing.*
    *   *Competitive pricing is key, focus on the overall best total cost.*
    *   *Organizations are working with too many vendors, find a pool of great vendors and utilize your leverage.*
    *   *Develop an annual cost reduction plan; the best vendors will understand this concept.*
    *   *Vendors should enjoy working with you (payment policies, return policies, returning phone calls).*

2. *Develop a scorecard for keeping track of vendors' service, quality, delivery and pricing.*
    *   *Track the quality, service and price performance of your vendors.*
    *   *Communicate the results of your scorecard to the vendors.*
    *   *Understand what is important to your vendors, and make sure they understand what is important to your company.*
    *   *Involve the vendor in the design of your product from the beginning.*

3. *Obtaining the right information = right sizing your vendor list and vendor costs.*
    *   *Leverage your volume with your vendors.*
    *   *Purchasing and finance should form a team to identify current spending and where the greatest opportunities for improvement exist.*
    *   *All organization purchasing units should be included to brainstorm ideas for improvements.*

4. *Create a purchasing staff with the following characteristics.*
    *   *Analytical – Great purchasing is based on the ability to roll your sleeves up and get into the details of the items you are looking to buy.*
    *   *Great negotiation skills – Very few purchasing managers and buyers have had the benefit of negotiation training.*
    *   *Business knowledge – Understanding your business goals and the focus of your suppliers business is critical to making sure you reach your company's goals while providing what is necessary to help your suppliers reach their goals.*
    *   *Compliance to policies – Creating purchase orders after the invoice has been generated is a waste of both your time and accounting's time. How many rogue buyers do you have in your organization that are buying from non-preferred vendors?*
    *   *Legal knowledge – Creating contracts that benefit the organization, not solely the vendor, is not an easy process and requires training and understanding of the terms that must be met for a vendor to work with your company. You also have to monitor your vendors to make sure they comply with the agreements put in place.*
    *   *Ability to work in other parts of the organization.*

Exhibit 5-12 (Continued)
Institute of Management Consulting
10 Foundational Elements

5. *Get the leadership team behind purchasing 100 percent.*
    - *The top purchasing executive should report to the CEO or COO and not be stuck behind another executive in the organization.*
    - *Top officials must have a direct line to purchasing so they can understand the impact price increases will have on their organization.*
    - *Potential price increases need to be offset with decreases in other areas.*
    - *A team approach to purchasing helps to focus on the priority areas within an organization.*

6. *Enforce a preferred vendor list.*
    - *Support the purchasing manager when a tough decision needs to be made.*
    - *Preferred vendor lists prevent your total vendor list from getting out of control.*
    - *If every buyer continues to buy from those vendors they like to do business with, you will lose the leverage, the pricing and the efficiencies of consolidating your spending with one or two selected vendors for an expense area.*

7. *Structure centrally led, but locally implemented teams.*
    - *In order to obtain the best leverage available to your organization, you will need to gather data in a central point so that you can evaluate your total spending by area.*
    - *Once you have total spending by area, you must put teams together that can help to identify the best suppliers for those areas.*
    - *Once suppliers are selected, collaborate with them to see what ideas they have to help you achieve greater success.*
    - *The local team will be critical to implementation of the suggested improvements.*
    - *It is extremely difficult to implement a process improvement without local support.*

8. *Develop strong negotiation skills.*
    - *Evergreen Clause – Organizations are burned every day by agreements that force them to use a supplier for another year despite the desire to switch to a new vendor*
    - *Training – Ongoing training and organizational development in the area of negotiation is critical to developing a win/win relationship with your supplier network.*
    - *Planning is the key to a great negotiation.*

9. *Use technology to propel yourself ahead of your competition.*
    - *Utilize e-mail instead of fax and phone when possible.*
    - *The system you utilize everyday can handle incredible tasks and automate things that you are handling manually.*
    - *Capture the correct data in your system, and then tap into that data when you need to develop research-based decisions.*

10. *Wherever possible, design incentives that actually profit the individual and the organization.*
    - *Incentives to your employees are critical to the ability of your organization to accept and embrace implementing change.*
    - *What gets rewarded is what gets done.*

Source: Institute of Management Consulting, 2009.

Exhibit 5-13
Procurements Manual
Table of Contents

- Chapter 1: General Provisions

- Chapter 2: Procurement Organization

- Chapter 3: Source Selection and Contract Formation

- Chapter 4: Specifications

- Chapter 5: Procurement of Construction and Services

- Chapter 6: Modification and Termination of Contracts for Supplies & Services

- Chapter 7: Cost Principles

- Chapter 8: Supply Management

- Chapter 9: Legal and Contractual Remedies

- Chapter 10: Compliance with Federal Requirements

- Chapter 11: Ethics in Public Contracting

Source: GPSS Purchasing Manual, 1994.

In addition, the Office of the Public Auditor's June 2008 Audit Report (Number 08-04) outlines significant concerns regarding procurement practices such as:

- *excessive and unnecessary use of emergency procurement;*
- *artificial division of purchase orders (to avoid the competitive process);*
- *unjustified use of indefinite purchase orders; and*
- *inefficient procurement processing and insufficient documentation.*

The lack of clearly articulated policies and procedures governing the procurement activities of GPSS is a critical gap in internal controls. Without acknowledgement of what the rules governing the process are, GPSS staff, administrators, and vendors will inevitably seek to discern the most convenient method for obtaining their needs—regardless of the overall impact on GPSS. This situation puts GPSS at a competitive disadvantage and makes efficient, cost effective purchasing more difficult to attain.

RECOMMENDATION

Recommendation 5-11:

Improve the accountability system for procurement.

GPSS should improve its accountability system for procurement by eliminating excessive and unnecessary use of emergency procurement, updating operating procedures, adhering to such newly adopted procedures, and improving the processing and documentation of purchasing.

GPSS employees have made efforts to keep their procurement manuals up to date with purchasing requirements by inserts and notes on their manuals. While staff has knowledge of rules and regulations, hard copy manuals make it difficult to adequately communicate districtwide. The school system should consider establishing a user-group committee to review the procedures to help ensure that the procedures meet the needs of GPSS and to help ensure buy in from the end users.

The Procurement Manual is a important management tool. More important, though, is the process of working through issues and concerns to develop effective procedures viable to the users of the organization. With the current economic climate, GPSS must take advantage and command the best possible economic terms for purchasing and procurement. This goal is begun first through developing practical and legally sound policies and procedures governing the process of purchasing and procurement in the school system.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

The GPSS Procurement Manual will be less effective as a guidebook if it is not readily accessible, and if GPSS employees are not trained on the regulations and justification for its existence. One main comment from interviews is that procedures change so frequently that it is difficult to keep up with what is current.   Without adequate communication of the procedures, more responsibility than is necessary falls on the Procurement Office to answer questions.

Once the manual is drafted, it is important to have it reviewed by and made available to pertinent users. Communication of such a guidebook provides a valuable end result to help expedite the procurement process and help ensure consistency and assist in efforts to maximize return on the taxpayer dollar. For effective use as a management tool, it is also important to communicate and train staff on the use of the manual.

RECOMMENDATION

Recommendation 5-12:

Develop and implement a formal communication and training process for the GPSS Procurement Manual upon its development.

Effective communication must begin at the top. As the Board makes the commitment to enact the policies and regulations present in the manual, it must ensure that employees understand the mission, objectives, and justification for all rules that are in place. In many occasions, specific policies may appear to be inconvenient for staff or may be seem to take additional time and resources to comply; however, the overall goal of ensuring the best possible value for GPSS should be the primary determinant for all policies.

The implementation of this recommendation should include several mechanisms for outreach, including:

- posting an electronic version of the Procurement Manual on the GPSS Web site;

- communicating internally regarding the development of the new manual, including an acknowledgement form in the manual that authorized staff must sign; and

- developing regular training seminars on the manual as a whole, as well as on specific areas of procurement.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

GPSS has a critical need for internal training and external professional development for procurement and purchasing. While training and development has been mentioned in previous studies, the district has no apparent commitment to ongoing, regular, and compulsory training to ensure that all GPSS staff know, understand, and support established procurement and purchasing policies in the school system.

Interviews with staff indicate that there is an informal system that has evolved over time through communication with those "in the know," but that recent changes have been too frequent and insufficiently documented to maintain even the informal system. Training on purchasing and procurement is not regularly scheduled, not compulsory, and is not consistently delivered. The delivery system is not a proactive and employee-friendly process, where training seminars are initiated and made available for staff.

RECOMMENDATION

Recommendation 5-13:

Develop a formal compulsory training program, with educational modules for purchasing/procurement staff as well as other GPSS personnel that are involved in the procurement process.

Training is very limited and almost non-existent on purchasing within GPSS. The lack of training has been one component in the internal control breakdown. All personnel who are involved in the purchasing or procurement process should be required to attend an orientation program that would cover all purchasing policies and procedures.

FISCAL IMPACT

This recommendation can be implemented within existing resources provided for training.

5.4 ASSET MANAGEMENT

GPSS is responsible for the protection, prudent management and accountability for public assets. An effective system of accountability for asset and management guards against risk of loss and provides a reasonable safeguarding of assets. Effective asset management requires adherence to the highest levels of accountability standards prescribed by management in accordance with sound business practices. GPSS is responsible for safeguarding district assets including property and fixed assets, as well as human resources (such as students and employees). Effective asset management involves the safeguarding of district assets. In order to achieve an effective asset management program, a school district must identify, evaluate and control the risks of loss through a comprehensive accountability system.

FINDING

The GPSS annual budget does not provide for an adequate projected fund balance. Discussions with staff indicate that the goal of GPSS during the last several budget years was to "get through it", meaning the school year. Interviews indicate significant concern that, even if the school system develops a balanced budget, revenue collections are not consistent.

A review of GPSS and Guam Government financial documents found an alarming practice of budgeting negative fund balances. Discussions indicate that as the Government of Guam runs short of money, the district's funding is negatively impacted. Below is an excerpt from Guam's Public Auditor in the September 2007 Independent Auditor's Report.

> *Fiscal Year 2007 continued to involve significant challenges for the Guam Public school system. The Guam Public School System receives most of its funds through local government appropriations. Although GPSS is dependent on the "General Fund," the department realizes that over fifty percent (50%) of its funding source comes from the same "pot" of funds as other line agencies. Hence, the financial impact public education has on the "General Fund" is a concern and without a consistent funding source, the ability to provide an adequate public education will continue to be compromised.*

Historically, the district has "carried over" obligations for basics such as utilities, and GPSS uses the practice of "unrecorded payables". Legal challenges have resulted from the district's nonpayment of obligations such as salary increases. Deficit spending reportedly is the norm, and review of GPSS fund balances indicates such.

In certain instances, it is acceptable to budget an excess of expenditures over revenues, provided sufficient fund balances exist and such excess is nonrecurring. Annual appropriations are intended to benefit the students in the year of appropriation provided a reasonable—not too high nor too low—fund balance is maintained.

GPSS does not have a current fund balance policy to provide guidance to those preparing the budgetary information or to require a balanced budget. A balanced budget is a fundamental requirement to an effective accountability system. Regardless of the practices of the Government of Guam, GPSS must establish prudent business practices. **Exhibit 5-14** shows a three-year history of GPSS fund balances.

Exhibit 5-14
GPSS Fund Balance History
2005, 2006 and 2007 Fiscal Years

Account	2005	2006	2007
Revenues	$199,884,377	$207,709,103	$229,387,496
Expenditures	215,361,833	214,981,780	225,889,203
Fund Balance Deficits Beginning Year	($25,547,303)	($41,024,759)	($48,297,436)
Fund Balance Deficits	($41,024,759)	($48,297,436)	($44,799,143)

Source: GPSS Independent Public Audit Report, 2007.

The district's budgetary fund balance is a measure of the financial stability of GPSS and is an integral part in the budgeting process. It is absolutely necessary to maintain a comfortable fund balance in order to operate the school district in the early months of the school year until funds begin to be received, and during the waiting period for grant claim reimbursements to be deposited.

The Governmental Finance Officers Association (GFOA) has developed standards for fund balance and recommends that:

- *governmental agencies establish a fund balance policy setting forth the unreserved balances;*

- *the level of these recommended unreserved balances be based on unique characteristics and needs;*

- *unreserved balances be no less than five percent of general fund operating revenues or no less than one to two months of regular general fund operating expenditures; and*

- *accountability measures consider long-term forecasting.*

A fund balance policy can provide guidance for the development and implementation of the district budget.

RECOMMENDATION

Recommendation 5-14:

Develop a Board of Education policy with established fund balance expectations to be used as a guide in budget preparation.

A Board policy, establishing minimum fund balance expectations, should provide guidance for the Superintendent's and Superintendent's staff use in preparation of budget and financial information. Dialogue should take place with the Government of Guam to establish parameters for budgeting and collections. While GPSS has no authority over the Government of Guam, GPSS should encourage and facilitate a more reasonable system of allocation of resources. Prudent fiscal management should be a top priority of both entities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS does not have a current deposit policy for custodial credit risk investments. Especially in today's financial environment, districts must be prudent stewards of taxpayer dollars. The assumption of risk of loss for governmental funds is not prudent nor sound financial management.

The GPSS Independent Auditor's 2007 Audit Report informs GPSS Board, and public that the school system lacks such a policy.

An excerpt from the Audit Report is as follows:

> *Accounting standards require government entities to categorize investments to give an indication of the level of credit risk assumed by the entity at year end. The three categories are described as follows*
>
> - *Category 1 - Insured or registered, or deposits held by GPSS or its agent in GPSS name;*
>
> - *Category 2 - Uninsured and unregistered, with deposits held by the broker's or dealer's trust department or agent in GPSS' name; or*
>
> - *Category 3 - Uninsured and unregistered, with deposits held by the broker or dealer, or by its trust department or agent, but not in GPSS' name.*
>
> *Disclosure for deposits failing into Categories 1 and 2 has been eliminated, but disclosure for deposits in Category 3 is in effect. Category 3 deposits are those deposits that have exposure to custodial credit risk which is the risks that, in the event of a bank failure, GPSS' deposits may not be returned to it. Such deposits are not covered by depository insurance and are either uncollateralized or collateralized with securities held by pledging financial instruction or held by the pledging institution but not in the depositor-government's name. GPSS does not have a deposit policy for custodial credit risk.*

A review of finance and risk-related policies are critical for districts, today, more than ever. Such policies serve as a guide, but also require research and discussion to develop. Prior assumptions about safety are not relevant in today's market place.

Exhibit 5-15 shows the GPSS cash and investments at year end for 2006 and 2007.

Exhibit 5-15
Cash and Investment Year-End Balances
Fiscal Years 2006 and 2007

Category	2006	2007
Cash & Equivalents	$5,617,438	$10,137,943

Source: GPSS Independent Auditor, 2007 and district records, 2009.

RECOMMENDATION

Recommendation 5-15:

Develop and implement a Board investment policy.

Having a current school board investment policy will document the intent of the Board and provide guidance for investments.   Such an investment policy should clearly delineate the roles, responsibilities, and authority of employees with investment functions, along with acceptable parameters for the investment of GPSS assets. The policy should also recognize the importance of prudent decision making in the investment of public funds.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS fails to perform bank reconciliations on a timely basis. At the time of Evergreen's visit, bank statements were three to four months late in reconciliation. Reconciliations, in some cases, included stale dated checks outstanding for several years. Reconciliations also included reconciling items carried over for several reconciliations.   Interviews indicate the back reconciliations are not one of the highest priorities.

Since there are typically timing differences between when data are entered in the banking systems and when data are entered in the district's accounting system, there is generally a normal discrepancy between account balances reported in the district's general ledgers and the balances reported in the bank. The goal of bank reconciliations is to determine if the discrepancy is due to error rather than timing.

Effective internal control procedures require that the GPSS prepare timely and accurate reconciliations on a routine basis of bank account balances with general ledger balances. Reconciliations should be dated, signed by the preparer, and signed by supervisory personnel. Furthermore, reconciling items discovered through the reconciliation process should be promptly investigated and resolved. Reconciliations are intended to provide management reasonable assurance that recorded cash transactions are in agreement with bank records, and facilitate the prompt detection and correction of unrecorded or improperly recorded transactions.

Exhibit 5-16 shows the last month and balance reconciled for each respective bank account.

Exhibit 5-16
Bank Reconciliations
as of February 2009

Bank Accounts	Last Month Reconciled	Last Reconciled Balance
Operations Checking	October 2008	($4,736,659)
Payroll Checking	November 2008	($523,325)
Federal Collections	November 2008	$1,352,354
Operations Savings	September 2008	$3,867,509
ECHEAPE Checking	September 2008	$22,684
Erate Savings	September 2008	$481,847
Federal Savings Deposits	November 2008	$1,313,477
FEMA Checking	September 2008	$394,724
ROTC Savings	September 2008	$171,038
School Lunch & Deed Program	November 2008	$1,414,299

Source: GPSS Financial Records, 2009.

It is important to note that the above accounts have been reconciled to identify differences. These differences are listed on the bank reconciliations. At the time of this report, GPSS is in the process of performing these reconciliations.

RECOMMENDATION

Recommendation 5-16:

Implement procedures to ensure the timely reconciliation of the district's cash accounts and prompt resolution of reconciling items.

Implementing internal controls to ensure timely reconciliations will help eliminate weaknesses in controls over bank reconciliations. The district's lack of controls in these areas results in a greater risk of errors and fraud occurring without timely detection by staff in the performance of assigned responsibilities. Controls over bank reconciliations are important to ensure overall safeguards and accountability for all of GPSS cash assets. District staff should be provided additional training to ensure those with cash reconciling responsibilities understand the importance of the internal controls implemented by management.

Procedures should be implemented to ensure that cash reconciliations are:

- **Prepared Timely** – If reconciliations are not prepared time, the district is at greater risk of not detecting theft or misappropriation of GPSS moneys, should they occur. The district should also establish controls to ensure that all reconciliations are dated as evidence that the reconciliations are prepared timely.

- **Signed by Preparer** – It is important for the preparer to sign bank reconciliations to ensure that the appropriate segregation of incompatible duties is apparent. Without this signature, it is difficult to ensure controls over cash are operating effectively.

- **Signed by Preparer's Supervisor** – It is important that supervisory review is indicated on bank reconciliations to ensure effective controls over such an audit-sensitive asset.

- **Acted upon to Correct the District's Records** – Cash reconciliations are an effective control for providing reasonable assurance that cash assets agree with recorded amounts. However, if discrepancies noted during the reconciliation process are not investigated and corrected, the control is rendered ineffective and the risk of loss to the district is increased. The failure to identify the causes for the differences between bank balances and general ledger account balances may result in not detecting theft or misappropriation of GPSS funds.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Staff of the Financial Services Division has not been cross-trained to perform critical functions. The Financial Services Division has many employees that perform similar functions who can fill in for each other when the need arises; however, other processes are unique where only one employee is trained to perform the function. Cross-training employees helps ensure that processes can continue uninterrupted when key employees or out or leave the district. Relying on a single individual to complete a critical process places a great amount of stress on that employee and requires the employee to work overtime in critical situations. The lack of cross-training is also an internal control weakness.

When only one individual is fully trained and knowledgeable in critical processes the district increases its vulnerability if that individual is unavailable or leaves. Effective districts develop procedures that identify critical processes and provide for cross training which ensures that knowledgeable staff is available as backup when primary support personnel are unavailable.

In addition to providing the district with a back-up for critical processes, cross training an employee gives them the opportunity to learn a new skill. That new skill can make them more valuable, either in their present job or in a different job. Learning the new job can keep them stimulated and reduce worker boredom.

Benefits to cross-training are:

- gives employees more variety in their work;

- improves team work in each department;

- increases employee awareness of co-worker responsibilities and of the effort required for smooth work flow;

- assists in eliminating unhealthy competition; and

- serves as an "alarm bell" to employees who have become complacent or lethargic in their job assignments.

A number of critical activities cause a significant amount of disturbance within an organization if they are not completed on time and following approved processes. A great risk and internal weaknesses is that only one person knows how to process certain transactions or complete a specific function. If that employee leaves the organization or is incapacitated for any reason, there can be a system failure that can quickly impact the entire organization. Cross-training employees on mission-critical processes provided less risk that they will not be performed in a reliable manner, which greatly reduces the chance that any key activity will not be completed on time. Normally, the only staff who ever oppose cross-training are those who are currently in charge of mission-critical functions. They feel more valuable if they are the only ones who can complete a task and will feel less useful if someone else also can do the work.

The lack of adequate cross-training in GPSS disrupts the work flow during an employee's absence. The most effective cross-training is both vertical and horizontal within the system: supervisors cross-train into jobs of other supervisors as well as into lower-level jobs. Effective cross-training is carefully planned so that all district employees buy into the concept. Some districts create a yearly master plan that details who is going to be cross-trained and when. This plan gives employees sufficient time to prepare for this task.

RECOMMENDATION

Recommendation 5-17:

Identify critical financial processes and cross-train employees.

An effective cross-training program for financial staff should ensure that all essential job responsibilities are properly carried out in the absence of an employee who is assigned the primary responsibility. By identifying critical processes, identifying the most qualified employees to act as backups, and putting them through the training regimen will help ensure that critical processes can be performed uninterrupted.

Cross-training of employees should include the policies and procedures for each critical function. At a minimum, the areas for cross-training should include:

- budget policies and procedures;
- payroll policies and procedures;
- accounts payable policies and procedures;
- school-level financial fund policies and procedures;
- procedures governing approvals for checks and journal vouchers;
- procedures for cash receipts and travel reimbursements;
- procedures and policies for bank reconciliations;
- procedures and controls for safeguarding the district's fixed assets; and
- procedures governing distribution of financial reports.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS has recently developed of Standard Operating Procedure (#900-010) on the Fixed Assets Management System. This Standard Operating Procedure (SOP) was developed in response to long-term audit criticisms regarding property accountability and reporting, and serves as guidelines for a prudent, effective system of fixed asset accountability.

The SOP was issued October 2008 and includes the following topics:

- Section 1   Introduction, Objective, Purpose, authority

- Section 2   Definitions

- Section 3   Inventory Control and Accounting

- Section 4   Accounting For Materials Purchased Under Object Class 250 and 450

- Section 5   Assigning of Property Numbers

- Section 6   Functional Responsibilities

- Section 7   Physical Inventory

- Section 8   Reconciliation of General Ledger Fixed Assets Account to Subsidiary Records

- Section 9   Audits

- Section 10   Property Responsibility

- Section 11   Change of Responsibilities

- Section 12   Methods of Obtaining Relief From Responsibility For Property

- Section 13   Transfer of Property

- Section 14   Instructions for In-Kind Donation

- Section 15   Disposal of Surplus Material/Textbooks

- Section 16   Report of Survey

- Section 17   Certificate of Loss of Government Property

- Section 18 Receipt for Property

- Section 19 Fixed Assets Condition Codes, Responsibility Chart, Fixed Assets Flow
              Chart

- Section 20 Property Management Forms

Exhibit 5-17 shows the introduction, objective, purpose, and authority for the fixed asset management system standard operating procedure.

Exhibit 5-18 illustrates the fixed asset accountability process from requisition through to the reporting function. The interrelationship of the flow of data is shown between the school or division, the Procurement Office, the Warehouse and the vendor.

COMMENDATION

The Guam Public School System is commended for the recent development of a Standard Operating Procedure on its Fixed Assets Management System.

FINDING

Although GPSS has developed standard operating procedures for control and accountability of fixed assets, progress towards implementation has been slow. At the time of Evergreen's site visit, GPSS fixed asset accountability functions were in transition. A new system is being implemented, but the school system lacks sufficient control features such loss reports, approval for removal of property, consistent inventories, timely recordkeeping, and reports to the Board.

Property and equipment (including land, buildings, equipment, machinery, vehicles, leasehold improvements, and other such items held by the GPSS) are commonly referred to as the district's fixed assets. Fixed assets are items that are not consumed or sold during the normal course of district activities, but the district uses them to carry on its operations. Assets that are expected to last, or be in use for more than one year are considered fixed assets.

Since capital assets represent one of the largest investments of the GPSS, control and accountability are of significant concern. Generally-accepted accounting principles regarding internal controls and federal funding agencies require districts to maintain records that properly account for fixed assets.

Fixed asset records serve as a management tool and have an important bearing on management decisions, such as long-range acquisition and abandonment projections. Fixed assets can be managed effectively only if responsibilities are clearly defined and the systems and procedures within the district provide the necessary information to track the location and use of these assets from the initial acquisition thorough the time of disposal. Asset values and related acquisitions and dispositions, including appropriate depreciation, are required for an accurate accounting of the district's assets for financial statement purposes.

Exhibit 5-17
Fixed Asset Management System
Standard Operating Procedure

Introduction
This instructional procedure is to establish accounting, internal control, operating procedures and requirements for the acquisition and disposition of the Guam Public School System Fixed Assets. It is designed to:

1. Establish adequate acquisition and disposition control of fixed assets account.

2. Establish internal and external control on movable assets to facilitate inventory.

3. Coordinate financial and physical reconciliation of fixed asset records.

This is also intended to be a working guide for all personnel whom is accountable for all of the Guam Public School System property. The Property Management Office duties are to accomplish specific missions in compliance with the government and Accounting Standards Board (GASB) Pronouncement Number 34. Regardless of the size or complexity of the procedure, the process of recording and accounting property will involve a combination of resources such as people, equipment, documentation and the system and procedures interlocking them together.

Objective
The objective of the Property Management Office includes accountability, preventing waste, continuing full utilization; and obtaining fair return of value upon disposal of fixed assets. In order to achieve these objectives, sound inventory, testing, warehousing, proper receiving and effective means of transferring and disposing of property must be engaged.

Purpose
To establish procedural guidelines, directives, and the proper disposition of excess and surplus property. It will establish precedence in the receiving, transferring and processing of excess and/or surplus property, and to minimize the need for abandonment or destruction.

Authority
The Superintendent of Education shall have general supervision of all property, warehoused or in use, belonging to the Guam Public School System or any of its schools or divisions. This responsibility shall not, however, relieve any school or division of accountability for property under its control. Schools and divisions shall not transfer, sell, trade, or otherwise dispose of fixed assets owned by the Guam Public School System without proper documentation and authorization of the Accountable Officer. Transfers must be approved by School/Division Head Administrators and must have a transfer document number assigned by the Property Management Office. Such Authorization shall then be sent with appropriate documents to the Property Management Office. Source: GPSS Procurement Office, 2009.

Source: GPSS Procurement Office, 2009.

Exhibit 5-18
Fixed Asset Management System
Flow Chart

School/Division	Business Office Procurement Office	GPSS Central Warehouse	Vendor

| Prepares & send requisition to BO/PO | Receives, reviews and certifies requisition. Issues/sends Purchase order to Warehouse BO, PMO, and vendor | | Delivers goods/services Sends invoices to BO |

BO receives and suspense invoice

Receives and verifies quantities
With PMO tags property number to items received, creates record (manual/FMS)
Schedules/delivers goods or services
Sends receiving copies to BO & PMO

| Receives, verifies and records quantities Completes hand receipt & creates record Transfer property | Upon receipt of receiving copies, BO verifies and process payment Runs and reviews Receiving Report Log Runs, reviews and acts on Exception List | | Receives check payment |

| Conducts periodic physical inventory Sends approved property inventory report to PMO | PMO: Monitors property inventory reports Implements fixed assets training program Conducts periodic physical inventory Receives/Reviews/Sends approved property Inventory reports to BO | Inventory Reports | |

| Survey property Reports, certifies/send loss of property | BO reviews/reviews/load approved property inventory in FMS Capture & account all property data to fixed assets in FMS financial statement | Financial Statements | |

| | PMO reviews, approves, schedules pick up & process survey property to GSA Determines/process excess property sold | **GSA** | |

Source: GPSS Procurement Office, 2009.

GASB Statement No. 34 Implementation, Recommendations for School Districts, indicates the accounting system for capital assets should accomplish the following:

- *conform to Education Code requirements for inventorying capital assets;*

- *enable the district to report capital assets and accumulated depreciation in conformity with generally accepted accounting principles;*

- *enable administrators to account for and control all assets under their care;*

- *assist the site administrator in planning and providing proper equipment for schools by furnishing such data as useful life, location, and condition;*

- *aid the district in determining insurable values and in securing insurance appraisals;*

- *aid the district in substantiating loss in the event of fire, theft, or other catastrophe; and*

- *encourage employees and others to better discharge their responsibilities in the care and use of the district's equipment.*

GPSS reports a sizable amount of equipment. **Exhibit 5-19** shows the balances, additions and deletions of equipment at September 30, 2007.

Exhibit 5-19
Personal Property
Beginning Balances, Additions, Deletions, Ending Balances
September 27, 2007

Category	Beginning Balance	Increase	Decrease	Ending Balance
Buildings and Improvements	$202,950,453	---	---	$202,950,453
Vehicles, Furniture & Equipment	3,176,837	---	---	3,176,837
Total Fixed Assets	$206,127,290	---	---	$206,127,290
Less Accumulated Depreciation	(63,912,141)	(4,369,208)	---	(68,281,350)
Net Governmental Fixed Assets	$142,215,149	(4,369,208)		$137,845,939

Source: GPSS Annual Financial Reports, 2007.

RECOMMENDATION

Recommendation 5-18:

Implement the Fixed Asset Management Standard Operating Procedure.

GPSS should immediately implement the Standard Operating Procedure for Fixed Asset Management, and update the fixed asset management records, processes and reporting as outlined. Staff should make periodic reports of progress to the Board to establish and maintain momentum for accountability in the fixed asset management system.

Staff should hold workshops with the Board to initially familiarize members with the system, and present subsequent updates to the Board in a public meeting. A core communicators group should be established to disseminate information on an ongoing basis and act as a resource for training, answering questions, and problem solving. Mandatory training sessions should be provided with periodic follow-up training as a refresher, to discuss impediments or unanticipated

consequences of the system, and to ensure employees new to the fixed asset management function are informed.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS lacks a system of accountability for its Food Service Program. While an in depth analysis of the school food service program was beyond the scope of this study, interviews and a review of documents indicate several concerns within the program. Major concerns include:

- **Lack of sufficient and timely financial information.** School food services decision makers lack sufficient financial status reports that show whether operations are profitable or operating efficiently. Evergreen's review indicated little financial operational indicators such as per meal cost figures, category cost as a percentage of total cost, and district based profit/loss statements.

- **Outdated school meal prices.** School meal prices have remained substantially the same for several years. Meal prices generally as a function of operational costs such as food, labor, and transportation costs all of which have changed substantially over the years.

- **Inadequate school food services policies and procedures.** Policies and procedures serve as guidance for a consistent operation of the school food service program.

- **Lack of productivity-based staffing formulas.** Productivity-based staffing formulas provide parameters from which management decisions can be determined.

- **Lack of a current in-depth program review.** Program reviews indicate most cost effective, attractive, and nutritious student meal service.

The GPSS Food Service Program is funded under the General Fund. GPSS gets federal reimbursement, but over the past two years, the Legislature appropriated monies to cover for the shortfall. The district reports shortfalls over the years and request for additional funding from the Legislature. For example, if a meal costs $3.00, the federal reimbursement is $2.00 which ends up a shortfall of $1.00 per meal. The Legislature reportedly takes the food reimbursement to cover the shortfall. GPSS maintains various information on its Food Service Program, but Evergreen found no summary analysis available for the monitoring and evaluation of the financial operations of the school food service program.

The School Food Service Program is split between an in-house operation and a contractor operation under Kings Food. **Exhibit 5-20** shows the costs associated with providing school meal services. It is important to note that this information is of activities within the National School Lunch Program for all schools funded through reimbursements and program income with

no local subsidy. These figures do not include expenses for employee salaries or benefits and utilities. It is important to note that there are other expenses not included (such as pest control services and repair of cafeteria equipment services). Those expenditures have not been made yet and are not included within the summary.

Exhibit 5-20
Meal Cost per Student per Day
Comparison between Kings Outsourced, GPSS In-House, and Peers

GPSS	KINGS	Peer 1	Peer 2	Peer 3	Peer Average
$2.18	$3.68	$1.45	.95	$1.39	$1.26

Source: GPSS Food Services Staff, February 2009 and Evergreen Database.

Exhibit 5-20 shows that the cost per student in comparable school districts is substantially lower than GPSS, either in-house management or Kings outsourced management. While cost per student per day is not a typical indicator benchmarked against industry standard, such a calculation provides a comparison in potential differences in program operational costs.

RECOMMENDATION

Recommendation 5-19:

Perform an in-depth study of the GPSS School Food Service Program, and implement cost saving measures.

A study of the entire school food service operation would provide valuable information for making management decisions about the operation of the school food service program. A valid comparison could be performed of the outsourced school food service operation in relation to the in-house operation. The study should include cost comparisons for all indicators such as meals per labor hour, staffing, food costs/production/supply costs and breakeven analysis. GPSS should determine the true cost of delivering school food services in relation to the actual revenue.

While food service cost per student per day is not a typical benchmark, it is used here for illustrative purposes, since cost per student per day is the measure provided by the district during Evergreen's review.

FISCAL IMPACT

Numbers provided to Evergreen indicate that Kings serves 11,477 students a day at a cost of $3.68 per day. The average peer cost of $1.26 per day minus the $3.68 Kings costs per day gives a potential savings of $2.42 per day times 11,477 students per day times 180 days equals a potential savings of $4,999,381.

In addition to Kings, GPSS reported serving 5,108 students per day at $2.18. The $2.18 GPSS cost per day minus the peer average cost per day of $1.26 saves .92 per day per student. The .92 times 5,108 times 180 days equals a potential savings for GPSS in-house operation of $845,884.

Assuming the same allocation, and adding the potential savings from GPSS in-house operation of $845,884 to the potential savings from Kings of $4,999,381, the total potential savings is $5,845,265 per year.

Assuming the cost of an in-depth school food service study is about $100,000, the potential net savings equals $5,745,245.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Implement Cost Savings Measures	$5,845,245	$5,845,245	$5,845,245	$5,845,245	$5,845,245
Conduct Food Services Study	($100,000)	$0	$0	$0	$0
Potential Cost Savings	**$5,745,245**	**$5,845,245**	**$5,845,245**	**$5,845,245**	**$5,845,245**

FINDING

The Internal Auditor has developed and implemented an improved monitoring and accountability system for GPSS. The Internal Auditor developed a plan for the periodic, systematic audit or review of high-risk, high-impact functions within the school system.

Several audits have been completed thus far such as:

- Personnel Services
- Textbooks Management
- Cash Management

This work is important not only for the performance outcomes relative to those areas particular areas, but also as a deterrent to any potential instances of fraud, abuse or waste. Improvements to the GPSS accountability system help set the expectation for the safeguarding assets and compliance with federal, state, and local laws, rules, policies, and procedures.

COMMENDATION

The Internal Auditor is commended for the development and implementation of improvements to the GPSS accountability system.

FINDING

The GPSS reporting structure does not provide the level of independence required by auditing standards. The International Standards for the Professional Practice of Internal states:

> *The internal audit activity should be independent, and internal auditors should be objective in performing their work. The internal audit activity should be free from interference in determining the scope of internal auditing, performing work, and communicating results.*

The GPSS current organization chart shows that the Internal Auditor reports to the GPSS Superintendent (see **Exhibit 2-14** for the organization chart). Ideally, to ensure independence, the Internal Auditor reports directly to the Board with administrative responsibility to the Superintendent. While interviews indicate that this reporting structure functions without hindrance, independence remains a concern.

Independence and confidence in the internal auditing function are vital to ensure an effective accountability system. Financial reporting and accountability involves the communication of economic information about a school district by management to interested users. The auditor's function is to lend credibility to the financial reporting and accountability, and, consequently, the school district. The Internal Auditor's responsibilities consist of examinations in accordance with professional standards and reporting the findings. Internal auditors communicate their findings through the issuance of audit reports.

The internal auditors are involved in an independent appraisal activity as a service to the school district with the objective to assist management with effectiveness. The Internal Auditor's activities include:

- reviewing the soundness, adequacy and application of accounting, financial and operating controls;

- ascertaining the extent of compliance with established policies, plans, and procedures;

- ascertaining the extent to which school district assets are accounted for and safeguarded from loss;

- ascertaining the reliability of management data; and

- recommending operating improvements.

RECOMMENDATION

Recommendation 5-20:

Restructure the Internal Audit function to report directly to the Board and administratively to the Superintendent.

Whether the current structure, in fact, impairs the internal audit function, is only part of the independence issue. Standards state that the auditor is to be independent in fact and appearance. The auditor functions must be independent of those they audit.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CHAPTER 6:
FACILITIES/SAFETY AND SECURITY

6.0 FACILITIES/SAFETY AND SECURITY

The manner in which a school system manages its facilities can have a significant effect on other school functions. Useful, well-maintained, up-to-date, and cheerful learning environments can help reinforce positive attitudes and performance by students, teachers and administrators. For example, excellent indoor air quality and thermal comfort have been shown to improve concentration and learning. Facilities that are neither overcrowded nor underutilized create an educational community where team work, cooperation, and other positive attributes can be practiced and promoted.

Safety and security are strongly connected to properly managed facilities. Excellent, timely and appropriate preventive and reactive maintenance will enhance the safety aspects of all learning environments by removing poor indoor air quality, unsanitary and unsafe conditions, as well as potentially dangerous situations due to building and life safety code violations. Standard Operating Procedures (SOPs) for safety and security must also be firmly established and practiced in order to assure students, parents, faculty, administrators and visitors that school campuses and other school facilities are safe and secure for all users.

This chapter contains the following two sections:

> 6.1 Facilities
> 6.2 Safety and Security

6.1 FACILITIES

The GPSS Facilities and Maintenance Department is responsible for the operation and maintenance of 37 schools, but this function has been outsourced to a public-private partnership for the recently completed four new schools. Several ancillary facilities are also served by the Facilities and Management Department, including the central administration offices, the school bus facility, the Maintenance Department, and the Child Nutrition Department. In all, the school buildings comprise 1,892,872 gross square feet.

The individual gross square footage of each facility is shown in **Exhibits 6-1, 6-2, and 6-3.** Please note that these figures, provided by GPSS, are from its *Ten-Year Capital Facilities Plan 2000-10,* which was developed in 1999. This document has not been updated; the need for making this document current is discussed later in Chapter 6.0.

Because the gross floor area information is ten-years old, it is not fully accurate and representative of the current situation. The following factors are known, and other unidentified conditions may also modify the information given in **Exhibits 6-1, 6-2, and 6-3**:

- John F. Kennedy High School is currently closed, condemned and slated for demolition. A replacement facility is to be constructed in 2010;

- portions of other schools (e.g., Oceanview Middle School) are closed and condemned;

- four new schools have been constructed since 1999: Adacco Elementary School, Liguan Elementary School, Astumbo Middle School, and Ukudo High School; and

- various additions, expansions and demolitions have occurred since 1999.

In addition, the *Inventory and Assessment Report of the Ten-Year Capital Facilities Plan 2000-09* describes several attributes of the 26 elementary schools listed in **Exhibit 6-1.**

Exhibit 6-1
Guam Public School System Facilities
Elementary School
Gross Square Footage and Age
as of June 1999

Elementary School Facility	Gross Square Feet	Year of Original Construction
Finegayan	93,800	1972
Upi	40,000	1997
Yigo	40,435	1968
M. A. Ulloa	56,636	1965
Harmon Loop	47,160	1971
Astumbo	51,903	1997
Chief Brodie	14,600	1965
L. B. Johnson	24,891	1974
Tamuning	69,217	1995
Wettengel	49,084	1968
Agana Heights	31,582	1958
B. P. Carbullido	40,275	1965
Captain H. B. Price	27,688	1958
Ordot Chalan Pago	14,600	1997
J. Q. San Miguel	27,904	1971
C. L. Taitano	43,345	1958
M. U. Lujan	48,820	1973
P. C. Lujan	43,822	1962
J. P. Torres	19,680	1956
Marcial Sablan	44,217	1972
Talafofo	27,158	1965
F. Q. Sanchez	11,000	1953
Inrajan	34,160	1997
Merizo	34,469	1966
H. S. Truman	30,677	1966
Mount Santa Rosa	24,570	1998
Total GSF of 26 Elementary Schools	**991,693**	

Source: GPSS Inventory and Assessment Report of Ten-Year Capital Facilities Plan 2000-09.

With regard to the 26 elementary school facilities:

- All are of concrete masonry unit (CMU) construction, with the exception of Talafofo (CMU/precast concrete) and Mount Santa Rosa (wood/tin roof).

- Half of the elementary schools were built over 40 years ago, while five were built over 50 years ago.

- In 1999, four were listed in poor overall condition, nine in fair condition, eleven in good condition, none in excellent condition, and two as new. Based on information obtained during the on-site school visits and interviews, the condition of the 26 elementary schools has deteriorated. Most are now in poor or fair condition.

- Fifteen of the 26 schools did not meet structural code requirements in 1999; this situation is expected to remain the same at the present time.

- Fourteen of the 26 schools were not ADA compliant in 1999. This situation has been corrected in the interim; the schools now meet ADA requirements.

- Nineteen of the 26 schools were listed as having inadequate indoor facilities. Additions, expansions and renovations, especially in the installation of HVAC systems, have alleviated many of these inadequacies.

- In 1999, the 26 elementary schools contained 802 permanent classrooms, and 185 temporary classrooms, or 23 percent of the permanent classroom inventory.

In addition, the *Inventory and Assessment Report of the Ten-Year Capital Facilities Plan 2000-09* describes several attributes of the seven middle schools listed in **Exhibit 6-2.**

Exhibit 6-2
Guam Public School System Facilities
Middle School
Gross Square Footage and Age
as of June 1999

Middle School Facility	Gross Square Feet	Year of Original Construction
F. B. Leon Gerrero	64,496	1974
Benavente (Dededo)	57,804	1966
LO. P. Untalan	49,145	1958
Agueda Johnston	37,831	1966
Jose L. G. Rios	33,283	1999
Oceanview	57,804	1959
Inarajan	5,700	1973
Total GSF of 7 Middle Schools	**353,063**	

Source: GPSS Inventory and Assessment Report of Ten-Year Capital Facilities Plan 2000-09.

Of the seven middle schools:

- All are of concrete masonry unit (CMU) construction, with the exception of Benavente (CMU/precast concrete).

- Four of the seven middle schools were built over 40 years ago, while two were built over 50 years ago.

- In 1999, six were listed in fair overall condition, and one was under construction. Based on information obtained during the on-site school visits and interviews, the condition of the seven middle schools has deteriorated. Most are now in poor condition.

- Three of the seven schools did not meet structural code requirements in 1999. Benavente met the requirements. There was no information available on the remaining three middle schools, but they are presumably not in structural compliance. This situation is expected to remain the same at the present time.

- Three of the seven middle schools were not ADA compliant in 1999. Inarajan was compliant. There was no information available on the remaining three middle schools, but they were presumably not in ADA compliance. This situation has been corrected in the interim. The schools now meet ADA requirements.

- All seven middle schools were listed as having adequate indoor facilities.

- In 1999, the seven middle schools contained 324 permanent classrooms, and 89 temporary classrooms, or 27.5 percent of the permanent classroom inventory.

In addition, the *Inventory and Assessment Report of the Ten-Year Capital Facilities Plan 2000-09* describes several attributes of the seven middle schools listed in **Exhibit 6-3.**

Of the four high schools:

- All are of concrete masonry unit (CMU) construction.

- John F. Kennedy High School was built 50 years ago, and is now closed and condemned.

- In 1999, only the youngest school, Southern, was listed in good condition; John F. Kennedy was listed as poor and the remaining two were listed as fair. All three remaining high schools are now in poor condition.

- Sanchez and Southern met structural code requirements in 1999. No information was available on John F. Kennedy, while George Washington did not meet structural requirements. This situation is expected to remain the same at the present time.

- Three of the four high schools were ADA compliant in 1999; John F. Kennedy did not comply.

- Two of the four high schools (Sanchez and Southern) were listed as having adequate indoor facilities, while the indoor facilities of George Washington and John F. Kennedy were not adequate.

- In 1999, the four high schools contained 428 permanent classrooms, and 20 temporary classrooms, or 5 percent of the permanent classroom inventory.

Exhibit 6-3
Guam Public School System Facilities
High School
Gross Square Footage and Age
as of June 1999

High School Facility	Gross Square Feet	Year of Original Construction
Simon Sanchez	131,112	1974
John F. Kennedy	127,592	1959
George Washington	138,521	1965
Southern	150,891	1997
Total GSF of 4 High Schools	**548,116**	

Source: GPSS Inventory and Assessment Report of Ten-Year Capital Facilities Plan 2000-09.

FINDING

Survey results, research by Evergreen staff, and information provided during on-site interviews indicate strongly that the maintenance function of the Facilities and Maintenance Department has over many years been neither sufficiently preventive nor immediately responsive to meet the needs of GPSS facilities. In addition, a significant deferred maintenance backlog seems to have built-up, leaving most of the 37 schools in poor to fair condition.

Minimum requirements for facilities of Public Law 28-45 (Adequate Education) have largely not been met. Four of the 37 GPSS schools were temporarily, and a fifth one permanently, closed because of immediate health and safety concerns. At other schools, 65 classrooms and several gymnasiums, cafeterias, libraries, science labs, and other instructional and non-instructional spaces, were also closed temporarily for similar reasons.

Exhibit 6-4 displays GPSS teacher survey data compared to peer data Evergreen has collected during its work with similar school GPSS.

Exhibit 6-4
Survey of GPSS Teachers Compared to Peer School Systems on
Maintenance Survey Items

Survey Questions	GPSS		Peer School Systems	
	SA+A	SD+D	SA+A	SD+D
Schools are well-maintained.	22.1%	68.1%	57.8%	34.0%
Repairs are made in a timely manner.	11.3%	82.9%	47.8%	42.6%

Source: Evergreen Survey of GPSS Teachers, 2008.

GPSS teachers appear to be strongly dissatisfied with maintenance and the timeliness of repairs. Compared to peers, over two thirds, and more than twice as many GPSS teachers *disagree* or *strongly disagree* that the schools are well-maintained. And nearly 83 percent of GPSS teachers

disagree or *strongly disagree* that repairs are made in a timely manner, compared to just over 42 percent for peer school systems.

Exhibits 6-5 and 6-6 show survey results on maintenance for school administrators and central office administrators, respectively. The perception of these two groups of the degree of maintenance and the timeliness of repairs shows greater dissatisfaction, whereas peer school district survey results are even more strongly positive.

Exhibit 6-5
Survey of GPSS School Administrators Compared to Peer School Systems on Maintenance Survey Items

	GPSS		Peer School Systems	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
Schools are well-maintained.	21.3%	68.8%	68.2%	31.2%
Repairs are made in a timely manner.	6.6%	88.6%	66.0%	27.9%

Source: Evergreen Survey of GPSS School Administrators, 2008.

Exhibit 6-6
Survey of GPSS Central Office Administrators Compared to Peer School Systems on Maintenance Survey Items

	GPSS		Peer School Systems	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
Schools are well-maintained.	0.0%	73.3%	82.4%	11.1%
Repairs are made in a timely manner.	6.7%	80.0%	60.8%	29.2%

Source: Evergreen Survey of GPSS Central Office Administrators, 2008.

On-site interviews and correspondence amplified and articulated the above survey results as follows:

- On March 14, 2008, the Guam Public School System Health and Safety Task Force led by the Guam Attorney General closed Southern High School because of serious and immediate threats to health and safety. Concerns were a severe shortage of working bathrooms, an abandoned, festering swimming pool, and pockets of unidentified hazardous materials. Three more schools were shut down before summer began. At Maria Ulloa Elementary School and Oceanview Middle School, water leaks were dangerously near electrical sockets. At Ordot Chalan Pago Elementary School, inspectors found evidence of rats in every room. Finally, the task force closed John F. Kennedy High School on June 9, 2008. According to the Attorney General, JFK had "absolutely the worst conditions I've seen all year." While the other schools have been re-opened, JFK has been condemned and will not be renovated. A new school will be constructed. In the mean time, JFK students attend the second of two sessions scheduled at George Washington High School. A temporary facility for JFK High School is being sought to accommodate the students until the new school has been completed.

- Even at school campuses that stayed open, 65 classrooms spread across a dozen schools were closed. Several gymnasiums, cafeterias, libraries, science labs and non-instructional spaces were also shut across the 37 GPSS campuses.

- According to http://www.guampdn.com , all schools except JFK are now once again open. Southern High School was able to open after two weeks. "About 20 working toilets were transferred to Southern from an unused building, the hazardous waste was removed, and the pool was drained and cleaned. A fish that lived in the pool was kept in the office until it died…Students returned to a cleaner, safer campus than they had seen in years."

- Facilities and Maintenance Department employees themselves acknowledge that school maintenance is not able to respond properly and in a timely manner to the many work orders they receive – estimated by administrators as an average of 80 per day. Although many persons interviewed by Evergreen have charged that neglect and lack of proper management are to blame for the poor maintenance of GPSS facilities, some rank and file Facilities and Maintenance employees cite additional reasons:

  – A maintenance staff that was once at a peak of 180 employees in 1995, now numbers 79 due to Public Law 27-32 of 2002. That law has frozen new hiring as well as promotions in maintenance, custodial and food service ranks. It is aimed at reducing GPSS staffs in these ranks due to attrition, and perhaps due to dissatisfaction with no prospects for advancement. Privatization or outsourcing of custodial and maintenance services has been used – and is expected to continue to be used - to replace these GPSS staff. However, GPSS has not developed an official policy for outsourcing of maintenance work.

  – In 2005, Public Law 28-45 was enacted. It is known as the "Adequate Education Law." It defines and sets a legal requirement for the minimum level of facilities infrastructure at a school. Listed in this infrastructure requirement are such items as indoor air quality, fire safety, electricity, air conditioning, water, sanitary facilities, handicapped accessibility, and structural integrity. While some progress has been made in air conditioning, asbestos abatement, and fire alarm installation/replacement, the general lack of repair of the schools, combined with a chronic and perceived lack of personnel and a realistic maintenance budget, and no direction from the GEPB on outsourcing, have left most other facilities requirements of Public Law 28-45 largely unmet. Instead, the Guam Attorney General's "surprise" school closings of 2008 ensued.

  – A high turnover of Facilities and Maintenance Department directors – eight in 18 years.

  – Performance evaluations are done late or not at all, and thus salary increases also lag behind.

  – Typhoons in 1997, 2002, 2007, and 208 caused significant damage to GPSS facilities. Because of a claimed lack of staff and resources, GPSS was never able

to make the repairs needed to recover completely. JFK High School was heavily damaged in 2002. Although it was minimally repaired and kept open for several years since, it was never again fully acceptable as a healthy and safe environment.

- Central office administrators have noted that maintenance workers are frequently requested on little or no notice to perform various tasks that divert them from their originally scheduled assignments, causing serious disruption of their appointed rounds.

- Many maintenance vehicles are very old and in extremely poor repair. They demonstrate that there is apparently no fleet management practiced at the Facilities and Maintenance Department.

- There is no recognizable preventive maintenance program at GPSS. Instead, the GPSS Facilities and Maintenance Department has established a "one week per school" program. This effort was described by GPSS maintenance staff as a means to concentrate maintenance efforts for one entire week on one school at a time. It is, in essence an attempt to fix as many deficiencies as possible in one intense weekly session. According to maintenance staff, this attempt to perform maintenance one school at a time seems to work better than anything that has been tried before. However, it is not a substitute for an organized preventive maintenance program, a responsive work order system, and an effort to reduce the large maintenance backlog at GPSS.

- In response to a request for data on the maintenance backlog at GPSS, Evergreen was furnished a job status summary for a two month period: October 1, through November 30, 2007. Out of a total of 1,444 work orders, 718 projects were listed as "completed," while the remaining 726 were not completed. This means that approximately 32 work orders were received on an average work day during the period in question, and that more than half were not completed. (Current claims by maintenance officials have the number of work requests at 80 per day; if that number also applies to the period in question, over half of the requests are apparently denied on average.) Assuming that this status report is representative of recent performance years, a significant maintenance backlog exists at GPSS. Unfortunately, a full and clear estimate of the size of this backlog does not appear to be available.

- Members of the Evergreen team visited 13 of the 37 schools during their on-site work from January 12 through 16. The new Astumbo Middle School was in excellent condition and well-maintained and professionally operated. However many of the other schools were in poor to fair condition. Southern High School, recently re-opened after being shut-down for health and safety reasons, still has its auditorium closed yet wastefully illuminated while it is unused.

- **Exhibit 6-7** shows illustrations of the haphazard installation of air conditioners, the closed auditorium with lights remaining on, and windows that remain broken after school has been re-opened. Other pictures show poor electrical installations, replaced heat pump remaining at site, and broken water fountain.

John F. Kennedy High School exists virtually as the second shift in George Washington High School.

Exhibit 6-7
Various Examples of Poor Workmanship or Neglected Maintenance at GPSS: Haphazard Air Conditioner Installation; Interior of Closed Auditorium; Broken Window Frames; Poor Electrical Installation Workmanship; Discarded Heat Pump After Replacement; Non-functioning Water Fountain.

Source: Created by Evergreen Solutions, 2009.

There is no doubt that the current state of repair of the existing GPSS schools (with the exception of the four new schools) is largely at a poor to fair level. There is also very little argument with the other findings described previously. However, based on the many observations by GPSS officials that the maintenance staff has dwindled below its full strength and capacity, it is surprising that the number of current maintenance employees appears to be more than sufficient based on commonly accepted benchmarking and best practice principles in the fifty United States. Moreover, the funds allocated for maintenance over the past five years also appear to be significantly greater than the amounts spent by most schools in the United States.

Based on **Exhibits 6-1, 6-2, and 6-3,** the current total gross square footage among the 37 schools is 1,892,872. Based on **Exhibit 6-8** below, the total number of maintenance employees is 79. The number of square feet allocated per maintenance employee is therefore approximately 24,000.

Exhibit 6-8
Total Number of Maintenance Employees at
in the Guam Public School System
January 2009

Maintenance Worker Category	Number of Workers	Maintenance Worker Category	Number of Workers
Facilities and Maintenance Director	1	Plumber	+*6
Administrative Assistant	1	Maintenance Worker	*10
Building Maintenance Supervisor	2	Trades Helper	*12
Auto Mechanics	2	Welder	+*3
Carpenters	+*15	Clerk	2
Carpenter Supervisor	+*3	Multi-Media Technician	2
Refrigeration Mechanic	+*6	Custodian	2
Electrician	+*7	Warehouse Supervisor	1
Painter	+*4	**Total Warehouse Staff**	**79**

Source: GPSS Locally-Funded Staffing Pattern, 2008.

The square feet maintained by the average maintenance worker in the United States as a whole is over four times this amount. According to the latest benchmark survey of K-12 schools by *American School and University Magazine,* dated April 1, 2008*, the average floor area allocated per maintenance employee is 107,439 square feet. Based on this standard, only 18 maintenance workers should be needed for a well-functioning and effective maintenance staff at GPSS. Counting only those positions that actually work on buildings directly (asterisked items in **Exhibit 6-8**) the employee roster for maintenance still contains the excessive amount of 66 positions. If only tradespersons are used as the base (items with a plus sign and an asterisk), the number of positions is still 44, more than double the number of maintenance staff needed by the average K-12 school in the USA.

Clearly, the Facilities and Maintenance Department must find greater efficiencies in its use of maintenance staff. While it may be argued that the poor state of repair of the schools represents a higher than normal workload for maintenance staff, it must also be remembered that many decades of maintenance deferral and neglect with an even larger maintenance staff (reported as being up to 160 persons in the mid-1990s) have led to the current conditions. Consequently, there appears to be an inherent tradition and complete acceptance of poor, dysfunctional and clearly deficient facilities maintenance at GPSS.

Another significant analysis is the cost, in median dollars per square foot, of maintenance services. **Exhibit 6-9** compares the GPSS costs with the benchmarks reported by the *American School and University Magazine* Survey of April 1, 2008.

In GPSS, maintenance payroll expenditures for 2007-08 amounted to approximately $2,233,589. This included overtime of $869,715. Divided by 1,892,872 square feet, this computes to $1.18 per square foot, and compares unfavorably to a survey benchmark of $.53. It should be pointed out that the above floor area number includes the condemned John F. Kennedy High School, plus many areas not in use, such as the Southern High School Auditorium and other school portions closed after the typhoons of 1997 and 2002.

*http://asumag.com/Maintenance/37th_annual_maintenance_schools/

**Exhibit 6-9
Maintenance Cost in
Median Dollars per Square Foot
Based on 2007-08 School Year Data**

Maintenance Cost Category	GPSS Cost	ASUMAG Benchmark Comparison
Payroll	$1.18	$.53
Outsourcing	$.84	$.21
Eqpmt & Supplies	$.36	$.27

*Source: GPSS Facilities and Maintenance Expenditure
Report and American School and University
Magazine 37[th]Annual Maintenance and Operations
Cost Study, April 1, 2008 .*

The total expenditures for outsourcing in 2007-08 amounted to at least $1,590,000, and compute to $.84 per square foot. Much of this outsourcing work was for the installation and/or repair of air conditioning, water supply, drinking fountains, fire alarms, ADA compliance and asbestos mitigation. This amount is four times greater than the $.21 average of the survey. A June, 2008 performance audit of procurement practices for construction and air conditioning by the Guam Public Auditor's Office notes that "the GPSS procurement office did not award construction and air-conditioning contracts in accordance with Guam Procurement Law." Lack of use of competitive bidding, unjustified use of Indefinite POs, and insufficient documentation were the major findings.

In 2007-08, the GPSS cost of equipment and supplies for maintenance amounted to $681,434, or $.36 per square foot. The benchmark comparison of $.27 also includes custodial supplies, whereas the GPSS figure does not. This shows that GPSS spends considerably more on materials and supplies than the average school district maintenance department.

Exhibit 6-9 shows three serious inefficiencies:

- the GPSS maintenance staff is significantly larger than recognized benchmarks suggest it should be;

- outsourcing costs are significantly greater than average; and

- funds spent on equipment and supplies are greater than average.

When viewed in the light of obvious under performance over many years, the foregoing findings and statistics for the GPSS Facilities and Maintenance Department point to irreparable dysfunctions in every respect of maintenance. There are no fine adjustments that can be made. The entire maintenance function at GPSS must be replaced at this time to obtain desirable results.

RECOMMENDATION

Recommendation 6-1:

Overhaul the maintenance operation at GPSS thoroughly, radically, and completely.

The GPSS maintenance function is in need of complete overhaul. Little, if anything, about the current undertaking can or should be salvaged.

Two major options present themselves for a drastic renewal of the maintenance function:

- switch to a completely outsourced maintenance component at GPSS; or

- a complete and thorough inspection and reorganization of the in-house maintenance function.

While either option may be feasible, Evergreen recommends that the first option be implemented because GPSS has already embarked, with significant success, on outsourced maintenance as well as other outsourced functions.

- the four new schools are preventively maintained and repaired in a timely manner, kept clean and sanitary, and students are served in an organized manner by a complete outsourcing of maintenance, custodial services, and child nutrition;

- custodial services are partially or fully outsourced across most of the GPSS schools; and

- Public Law 27-32 is aimed at reducing GPSS staffs in custodial, maintenance and food service workers due to attrition, and due to dissatisfaction with the current system. Privatization or outsourcing of custodial and maintenance services has been used – and is expected to continue to be used - to replace GPSS staff.

The Scope of Work, displayed in **Exhibit 6-10**, for outsourced maintenance and custodial services is currently in use successfully at the four new schools.

This recommendation should be implemented by the Guam Education Financing Foundation as quickly as procurement procedures permit.

Because the schools to be covered by this outsourcing of maintenance are old and in generally poor repair, the initial outsourcing must include sufficient funds for the systematic renovation and rehabilitation of these schools in order to remove maintenance backlogs, and any still remaining violations of Public Law 28-45, the "adequate education" law, in such areas as HVAC replacement and repair, fire alarms and intercoms, ADA compliance, and asbestos mitigation.

A separate maintenance plan must be prepared for each school, detailing these needs and required actions, along with a budget estimate.

Exhibit 6-10
Scope of Work for Outsourced
Maintenance and Custodial Services

Guam Educational Financing Foundation
Maintenance and Operations
Work Scope

Facilities are to be maintained and operated in a safe and healthful condition to provide an effective learning environment and preserve GEFF's investment. Provider is responsible for preventive and routine maintenance of the Facilities and selected custodial activities. The parties have assumed from representations by the Government of Guam that the schools will only be occupied during the normal school year and not used for summer school activities and have prepared this budget on this assumption . If Guam elects to utilize the schools dining the summer months, Customer and Provider will mutually agree on the increase in scope and price for such additional scope of work. Although, as planned, the work required to maintain the properties doting the summer months will be less than during the school year, the parties have agreed to level billing for each month of the year. At Customer's request, Provider will field any calls or services request directly the Government of Guam, to the extent issues arise or items need immediate attention.

Preventative Maintenance Service

Preventative maintenance refers to the recurring day-to-day, periodic, or scheduled work required to preserve or restore a facility or equipment to such-a condition that it maybe effectively utilized for its designated purpose.

The Preventative Maintenance program will include the following:

- Preventative maintenance for specified equipment items intrinsic to HVAC, electrical, and plumbing systems as required to maintain all manufacturer's warranties and to prevent premature failure or replacement.
- Repairs, replacements, and renovations to HVAC, electrical and plumbing systems and equipment, including controls and energy management systems.
- Testing and balancing- of specified HVAC equipment and operating energy management systems.
- Routine building preventative maintenance and repair for all exterior and interior components, including roof cleaning and upkeep of the waterproofing and insulation.
- Locksmithing
- Energy management system monitoring.
- Complex wide light fixture cleaning and replacing.
- Work order processing.
- Ordering, inventory, and distribution of all required materials and supplies to support the activities of the physical plant.
- Monitoring and administration of contracts to provide other maintenance, custodial. or grounds services.
- Roof inspection and repair.
- Preparation of cost estimates to repair student-caused damage or vandalism.
- Structural maintenance, i.e., painting playground and field equipment, repairing fences and gates, preparing athletic fields.
- Pavement and asphalt maintenance activities.
- Maintenance of grounds and landscaping.
- Other related activities as required by GEFF.

Exhibit 6-10 (Continued)
Scope of Work for Outsourced
Maintenance and Custodial Services

Custodial Service

Provider will provide selected custodial services to the Facilities which will include routine grounds maintenance and landscaping, including athletic fields. The food service provider will be responsible for cleaning and kitchen end cafeteria. WE teachers and their students will be responsible for cleaning their class rooms and Provider will principally be responsible far common areas and grounds. Specifically, each teacher will clean chalk boards, have students clean-up around their desk, place chairs on top of desks and place trash cans in the hail or corridor. The custodial tasks and frequency supplied by Provider are described below:

Daily

- Sweep all common areas including enhances, lobbies and corridors.
- Remove debris, police grounds for litter, and remove.
- Disinfect drinking fountains.
- Clean entrance door glass.
- Empty waste receptacles and change liners.
- Thoroughly clean and disinfect toilets and urinals.
- Thoroughly clean and disinfect shower roams and dressing rooms.
- Restock dispensers: soap, gaper towel, toilet tissue and sanitary napkins.
- Clean mirrors, clean and disinfect urinals and Stalls; clean basins; polish stainless steel and chrome surfaces.
- Wet mop all tiled floors.
- Spot-clean finger marks and smudges on walls, door facings, and doors.
- Remove fallen leaves or vegetation from grounds.
- Cutting, mowing, weed-eating, edging, blowing, planting foliage.

Bi-Weekly

- Restore floor finish on non-carpeted floors
- Performs shrubbery and tree maintenance activities.

Work Orders

Request for repairs or extraordinary items will be requested by Customer through DOE through a work order system. Work orders will be handled on the basis of priority and efficiency, using knowledge of the personnel, equipment and location within the building.

Work schedules are assigned on the basis of

1. Schedules in our Programmed Preventative Maintenance plan and approved by the appropriate Guam official(s).
2. Service request.
3. Individual work orders.
4. Other operational activities as they occur.
5. Assignment to maintenance crews.

Source: Guam Education Financing Foundation, 2009.

A very clear transition plan must be developed to move swiftly from the current maintenance function to an outsourced operation. This transition should take place preferably within the very next school year (2009-10). Non-school facilities, such as the GPSS central office building, must also be included.

GPSS maintenance employees who are scheduled to lose their jobs should be given an opportunity to interview with the selected outsourcing company. However, considerably fewer maintenance staff will be needed, and the selected private company should have the prerogative to provide its own staff.

FISCAL IMPACT

Using the *American School and University Magazine's 37th Annual Maintenance and Operations Cost Study* as a guideline*, the following costs should be expected on the basis of a facilities inventory of about 1,892,872 square feet:

Total payroll for maintenance:	$.53/square feet. x 1,892,872	=	$1,003,222
Total equipment and supplies:	$.15/ square feet x 1,892,872	=	$283,931
Outside contract labor:	$1.52/ square feet x 1,892,872	=	$2,877,165
Total			**$4,164,318**

Outside contract labor of $2,877,165 is expected to be required for three years at the average survey level to cure Public Law 28-45 deficiencies and deferred maintenance. Thereafter, such funds should no longer be needed above and beyond of the outsourced maintenance function. Fiscal Year 2007 maintenance expenditures amounted to $6,046,000.

During the first three years, a savings of $1,881,682 is therefore likely ($6,046,000 - $4,164,318) with a potential for $4,758,847 in savings thereafter, once the $2,877,165 in outsourcing is no longer required..

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Outsource Maintenance	$1,881,682	$1,881,682	$1,881,682	$4,758,847	$4,758,847

FINDING

GPSS currently operates with 88 in-house custodians, plus outsourced custodial services provided by four different private vendors. These statistics do not include the four new schools, where custodial services are part of the long-term contractual maintenance package.

According to the custodial staffing pattern of GPSS in 2008-09 the 88 in-house custodians earn a combined salary and benefits amount of $1,331,346. The Facilities and Maintenance Department notes that the total fully and partially outsourced custodial fees among four vendors amount to $4,133,967, for a combined total cost of all custodial services of $5,465,313.

*http://asumag.com/Maintenance/37th_annual_maintenance_schools/

According to the previously quoted *American School and University Magazine 37ᵗʰ Annual Maintenance and Operations Cost Study*, the median cost per square foot in the USA of custodial payroll is $1.61. With a facility inventory of about 1,892,872 square feet, the total custodial payroll at GPSS should be approximately $3,000,000. It is clear that GPSS is currently paying about $2,500,000 more for custodial services than the average school district in the 50 states.

This is due in part to the GPSS facilities being a challenge to keep clean due to their poor to fair condition. However, it is also a factor because custodial and maintenance functions most likely have overlaps and redundancies in their functions. In addition, there are similar redundancies and overlaps in the many instances where schools have some GPSS custodians during the day, and outsourced custodial services overnight. Currently, 23 schools are partially outsourced, whereas only five are fully outsourced. The remaining nine schools are fully staffed with in-house custodians.

RECOMMENDATION

Recommendation 6-2:

Rebid custodial services as part of a total outsourced combination maintenance and custodial package for GPSS.

Recommendation 6-1 advocates the complete outsourcing of all maintenance activities at GPSS. **Recommendation 6-2** further encourages the complete outsourcing of custodial services by creating a combined maintenance and custodial service contract for GPSS facilities. Such a contract would cover the scope of services illustrated in **Exhibit 6-10.** While this scope of services was intended for the new schools, it can apply equally to the existing GPSS facilities.

By creating a competitive bid situation, and by combining the two services, optimal conditions for achieving a fair price and significant savings can be achieved.

The transition plan to move from partial to full outsourcing of custodial services should be as much as possible the same as that advocated in **Recommendation 6-1.** This transition should take place within the very next school year (2009-10).

Non-school facilities, such as the GPSS central office building, should also be included. GPSS custodial employees who are scheduled to lose their jobs should be given an opportunity to interview with the selected outsourcing company. However, considerably fewer custodial staff will be needed, and the selected private company should select its own staff.

FISCAL IMPACT

Using the *American School and University Magazine's 37ᵗʰ Annual Maintenance and Operations Cost Study* as a guideline, the following costs should be expected on the basis of a facilities inventory of about 1,892,872 square feet:

Total payroll for custodians $1.61/square foot x 1,892,872 = $3,048,000
Total equipment and supplies $.12/ square foot x 1,892,872 = $227,000
TOTAL: **$3,275,000**

Total current expenditures for custodial services – in-house as well as outsourced - amounted to $5,465,313. Anticipated future costs of custodial services of $3,275,000 should therefore yield an annual savings of about $2,190,000.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Outsource all Custodial Services	$2,190,000	$2,190,000	$2,190,000	$2,190,000	$2,190,000

FINDING

GPSS has constructed four new schools, converted an elementary school to a middle school, and is about to replace JFK High School, using an innovative public/private enterprise model.

In essence, this model provides for the use of private enterprises to plan, design, build, maintain and operate new schools under a multi-year lease-back arrangement. **Exhibit 6-11** shows excerpts from the table of contents of a lease agreement between the Guam Education Financing Foundation, and the Guam Public School System. A full copy of the lease agreement can be obtained from the GPSS Superintendent's Office.

In essence, the agreement in **Exhibit 6-11** very comprehensive. The agreement provides for the financing by the Guam Education Financing Corporation of the construction and full maintenance (including custodial services) for 20 - 30 years of four new schools and the similar conversion of one elementary school to a middle school, with subsequent full maintenance. Private contractors were solicited to submit bids, and the lowest cost responsible bidders were selected.

As shown in **Exhibit 6-12,** the new schools are now completed.

The conversion of Guerrero Elementary School to middle school has also been accomplished. Members of the Evergreen Team visited Astumbo Middle School and were impressed by the design, the materials used inside and out, and the excellent maintenance and cleanliness evident in all parts of the facility.

All persons connected with GPSS that were interviewed during the on-site work by the Evergreen Team pointed to the success of this public-private partnership initiative. A new initiative is now under way for the construction of a replacement for John F. Kennedy High School. This initiative differs in one major regard: a developer with his own financial resources is being sought, and a long-term repayment by the Guam Education Financing Foundation is offered for the same 20-plus year "construction and maintenance" scope of services. Details on a temporary JFK facility can be found at http://www.guampdn.com/article/20081217/NEWS01/812170345/1002. Information on the Guam Government's efforts to build a new JFK High School is at http://www.pacificnewscenter.com/index.php?option=com_content&view=article&id=3828:guam-public-school-system-working-on-new-jfk-plans&catid=34:guam&Itemid=141.

Exhibit 6-11
Partial Table of Contents of Lease Agreement
of May 25, 2005

LEASE AGREEMENT

Dated as of May 25, 2005

Between

GUAM EDUCATION FINANCING FOUNDATION,
a Guam nonprofit corporation

as LESSOR

and

GUAM DEPARTMENT OF EDUCATION,
GOVERNMENT OF GUAM

as LESSEE

This Lease Agreement and all right, title and interest of the Guam Education Financing Foundation in any rents, revenues and receipts derived hereunder are subject to assignment to a trustee under an indenture of trust under which certificates of participation are to be issued representing a fractional undivided interest in Base Rental Payments to be made under this Lease Agreement.

DOCSSF1:78758:15
40300-6 S/D

Exhibit 6-11 (Continued)
Partial Table of Contents of Lease Agreement
of May 25, 2005

TABLE OF CONTENTS

(This Table of Contents is not a part of this Lease Agreement, but is only for convenience of reference.)

DOCSSF1:78758:15
40300-6 S/D

Source: GPSS Superintendent's Office

Exhibit 6-12
Four New Schools Financed in Public-Private Partnership
Arrangement for GPSS Through Guam Education Financing Foundation

New School	Gross Floor Area	Student Capacity
Adacao Elementary School	54,700	588
Liguan Elementary School	54,700	588
Astumbo Middle School	81,600	766
Ukudo (Guam) High School	134,000	1,208

*Source: Lease Agreement between Guam Education Financing Foundation
and GPSS, dates May 25, 2005.*

RECOMMENDATION

Recommendation 6-3:

Establish by law, as a permanent method of facilities improvement, a public-private partnership arrangement for the construction and maintenance of all future new schools, as well as for the renovations and expansions of existing school facilities.

In concert with the re-establishment of the Ten-Year Capital Facilities Plan and the re-staffing of the Capital Improvements Program Office (see **Recommendations 6-4**), all new schools as well as all types of renovations, additions, conversions emanating from the plan, should be procured using the public-private partnership approaches employed previously for the four new schools, for the conversion of Guerrero Elementary to a Middle School, and for the new JFK High School.

If this approach continues to be employed in the same astute manner as before, it should yield not only highly successful new and renovated facilities, but also responsible and accountable outsourced construction, maintenance and custodial services.

There is only a small part of this recommendation that is perhaps different from what has been done previously: the design process exclusively should be outsourced to private architectural firms, and the design contract should require consultation by the designers of user representatives (such as students, teachers, staff, maintenance experts, custodians, and administrators). In addition, life-cycle costing principles should be used in the selection of interior and exterior materials, to obtain the lowest possible costs of maintenance and operations.

Life cycle costing* is defined as:

A procurement and production costing technique that considers all life cycle costs. In procurement, it aims to determine the lowest cost of ownership of a fixed asset (purchase price, installation, operation, maintenance and upgrading, disposal, and other costs) during the asset's economic life.

*http://www.businessdictionary.com/definition/life-cycle-costing.html

FISCAL IMPACT

As **Recommendation 6-3** is implemented, staff at the Capital Improvements Programs Office may need to be expanded by one additional coordinator position (estimated $58,500 per year, including benefits). Otherwise, the fiscal impact on the overall budget should be positive, since the costs of new facilities are not immediately payable, but are instead financed over a longer term, similar to a bond or a mortgage.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Establish Public-Private Partnership	($58,500)	($58,500)	($58,500)	($58,500)	($58,500)

FINDING

In 1999, a *"Ten-Year Capital Facilities Plan 2000-10"* was developed by GPSS in consultation with a Guam-based engineering firm, Earth Tech. This document contains

- An inventory of existing schools;
- A ten-year enrollment projection;
- Conceptual site plans and facility standards; and
- A Capital Improvement Plan

In these sections, the plan addresses the need for new schools, upgrades to existing schools, school maintenance, and school equipment and building repairs. Unfortunately, this plan was never used, nor was it kept up-to-date. Copies of the plan are not easily found. Evergreen was able to view a copy, but was not allowed to keep it as it was considered "rare."

There is no evidence that this plan has ever been used officially or unofficially to guide the work at CIP, Maintenance or Procurement. It may have been used to plan the four new schools, but no references to this effect could be found.

RECOMMENDATION

Recommendation 6-4:

Prepare a new "Ten-Year Capital Facilities Plan 2010-19", update it annually, use it as the official planning guide, and measure progress against the plan.

The Capital Facilities Plan should be established as a living document that guides the facilities planning, design and construction activities of GPSS and all related Government of Guam agencies. The plan's characteristics should include:

- The Plan document should be officially monitored, updated and its contents distributed by the Capital Improvement Programs Office of GPSS. The initial document, and all subsequent updates, should take into account the potential effects of the U.S. Military's build-up on the Island. Only planning actions compatible with

this plan document may be initiated. If plans contrary to the document, or not contained in the document, are contemplated, then the plan must be amended.

- The original 2010-19 document, to be completed in time for the 2010-11 budget preparation, should contain an immediate funding request for 2010-11 for such items as new construction, renovation, additions, land acquisition, and similar activities. The funding request should also contain a forecast for the remaining nine-year period to alert government fiscal planners to needs that will come up in the future.

- Every year, as one year of the plan is implemented, a new year should be added to the plan. This type of plan updating activity must become mandatory to keep the ten-year Plan up to date, and to keep it useful as a guide document.

The basic components of the Capital Facilities Plan are outlined below:

- **Prototype Plan Description**

  The Ten-Year Capital Facilities Plan describes the strategy that is required to meet the need for facility improvement and for the capital investments necessary to support existing and projected educational needs. The Ten-Year Capital Facilities Plan must meet the educational goals of GPSS and satisfy the needs of students, parents, educators, administrative staff and the community. The Ten-Year Capital Facilities Plan should be a fact-based planning tool to help GPSS provide for the short- and long-range term facilities needs. The planning process is never ending. As such, when the Ten-Year Capital Facilities Plan has been adopted, GPSS should then commence a review of the plan, re-evaluating the plan in light of current and future needs. These reviews should occur frequently, but no less than annually.

  This Ten-Year Capital Facilities Plan prototype description is designed to guide the process of achieving GPSS's long-term facilities goals. The result of this process will provide:

  - a template for managing short- and long-term facility requirements;

  - a documentation trail of priorities, as identified by GPSS stakeholders;

  - a roadmap, guiding GPSS in resolving facility problems;

  - a synopsis of the projects that need to be accomplished, including costs and financial resources; and

  - an implementation plan to achieve needed changes in facilities.

- **Ten-Year Capital Facilities Plan Goals**

  Planners must address four critical factors throughout the planning and design process: quality, educational program, budget and time.

What are the priorities of GPSS? Before the planning process begins, GPSS should decide which of these four priority areas is most important:

– Financial constraints
– Time constraints
– Educational specifications (facility programs)
– Quality

For example, if GPSS is having financial problems, then budget may cause GPSS to follow a certain path to its end. Likewise, if time is a constraint, then GPSS staff and Guam Government Officials must consider that quality and educational specifications may have to take a back seat. It would be advised that key personnel address all four of these factors when considering compromises on the needs of the educational program.

The goals of the Ten-Year Capital Facilities Plan should be:

– Recommend priorities and strategies concerning proposed projects (including Public Law 28-45 remedies), student and faculty stations, and potential financial sources that will meet the facility needs and educational goals of GPSS.

– Conduct a through review, analysis and evaluation of data that relates to facilities. This process will enable understanding of the issues that require resolution.

– Continue gathering data and prepare a Project Plan of Action. The Project Plan of Action should identify projects and their priorities, define the scope, budgets and construction/renovation schedules, and it will help to coordinate the financial and project phase issues.

– Provide a process that includes all stakeholders: community, schools, administrators, the Guam Education Policy Board, other agencies of Guam Government, such as the Guam Education Financing Foundation.

– Develop implementation guidelines for the Ten-Year Capital Facilities Plan and the Project Plan of Action.

As this is not an all-inclusive list, the Ten-Year Capital Facilities Plan Committee should review these goals with key stakeholders as noted above. Goals should be revised as needed, adding to or subtracting from, as deemed appropriate for the needs of GPSS.

• **Committee Structure**

GPSS should establish several committees or working groups. These groups will provide the input and guidance necessary to conduct the master planning process. The overall-planning group should be the Ten-Year Capital Facilities Plan Team. This

Team should include Board members, facilities and real estate experts, demographers, educators and the Superintendent or a representative.

Additional committees should be established to focus on three specific areas:

– Educational Process
– Facilities and Real Estate
– Financing of GPSS Facilities

Membership of the focus committees should be comprised of experts in their respective fields, GPSS staff and community members.

Once the membership of the various committees has been established, committee meetings should be conducted not less frequently than every two weeks. This will speed the process and focus the membership on those issues that are being researched, developed or contemplated. As the entire process becomes more routine, the meetings may occur monthly and occasionally more frequently.

It may be valuable to include members from other local and state government agencies on the various working committees. Other school districts have found that by partnering with non-educational agencies during the planning process, it is often possible to develop school facilities that provide for other activities, thus increasing prospective revenue.

- **Community Meetings**

  Authentic community engagement instills a sense of ownership within a community, which is a key factor in sustaining school improvement efforts. Community input is essential in any Ten-Year Capital Facilities Planning process. It is advised that the Ten-Year Capital Facilities Plan Team conduct a series of "town-hall" meetings, around the Island, encouraging community participation. There should be at least three rounds of meetings in strategic locations that maximize the potential for community involvement.

  During the first round of meetings, the facilities master-planning process should be explained, goals and objectives presented, and community input solicited on the educational needs of the community. Included in this appraisal should be discussions eliciting information about special needs of community students, including but not limited to Public Law 28-45 issues, special education needs of students, and whether these needs are currently being met.

  During the second round of meetings, the community should be apprised of the data collection efforts to date, the current status of school facilities for GPSS, and the demographic data affecting the master plan.

  The third round of meetings should present the Ten-Year Capital Facilities Plan, the project plan, the implementation plan, and the financing plan. Any recommendations

to construct new facilities, abandon existing facilities, or consolidate two or more facilities should be explained in detail at this meeting. Sufficient time should be allotted to ensure community awareness and impact of recommendations.

As there may be considerable community discussion regarding the proposed project plan and financing plan, follow on meetings may be held to address these concerns.

- **Data Collection**

The Ten-Year Capital Facilities Plan should address critical issues that affect GPSS's educational facilities. These issues should be identified at the beginning of the planning process, and analyzed by the Ten-Year Capital Facilities Plan Team along with the three focus committees. These discussions should be based on GPSS data.

All committees should discuss the implications of the GPSS educational goals on its facilities. Actions that will help achieve these goals should be proposed.

The educational process committee should look at the impacts of current and projected enrollment vis-a-vis the capacity of the existing facilities. Data that may be included are demographics, floor plans of school buildings, fire evacuation plans, and enrollment data from the previous school year.

The facilities and real estate committee should assess the physical condition of the 41 schools, along with any additional school-related buildings owned or leased by GPSS. Professionals in design and construction from the community may assist the sub group in this assessment. The data collected should be building by building, with as much detail as possible. For example, it is not sufficient to state that Building X had its roof replaced 13 years ago. The type of roof that was installed, the date of installation, what warranty covers the roof, the duration of the warranty, and other relevant information should be entered into the data sheets. Anecdotal information may include warranty work, renovations, etc., that may have been required since the roof was installed. Without such detail, it will be difficult to develop an effective capital construction and renovation plan. Whatever data is compiled during the assessment should be used to analyze the facility's ability to meet the educational goals of GPSS. The Building Operating Managers Association's (BOMA) life-cycle information might be useful in evaluating the current condition of building systems.

The financing of school facilities committee should review historic budgets, major construction costs and costs of renovations. These data should be collected in any convenient form that is available to the committee. An analysis of current project budgets, including any shortfalls or overages, should be made as they relate to the ability of GPSS and individual schools to meet the educational goals of the GPSS.

Each committee will be collecting data and information that will be required by the other committees to do their analyses. It is imperative that the committees share what data and information is collected, as soon as is practical.

- **Evaluation**

   Several evaluation studies should be commissioned based on the objective analyses of the GPSS provided data. The Ten-Year Capital Facilities Plan Team should conduct:

   – **Capacity Analysis.** The capacity analysis should focus on existing facilities and whether these facilities can support the projected or forecasted enrollment in years 1 through 10. The capacity analysis should also address educational program requirements as well as special needs. This analysis will lead to a determination of whether or not the existing facilities will support anticipated changes on a GPSS-wide basis, as well as an individual school basis. To accurately determine building capacity, it is essential to identify programs currently ongoing in the facility, and to anticipate future program needs. Building capacity should be based on square footage requirements for each program.

   – **Housing Analysis.** The housing analysis should focus on individual school sites and whether they meet the educational needs of the GPSS. An appraisal of whether specific sites should be sustained, expanded or closed can often be made. Variables should be considered in this analysis, such as site specific migration. The Ten-Year Capital Facilities Plan Team and School Board should review trends and expectations, along with other applicable variables.

   – **"What if" Analysis.** The "What-if" analysis will present several "what if" scenarios. Sample scenarios could be:

      ❖ "What if we consolidate two or more schools into one, then how would the variables on the Island be affected?"

      ❖ "What if we were to build a new high school, how would the variables be affected?"

      These "What if" scenarios become particularly relevant in evaluating whether the educational needs of the GPSS are being met under various conditions.

   – **GPSS Cost Analysis.** During the physical condition assessment, the Facilities and Real Estate committee should consult current U.S. Department of Education standards and requirements regarding the facilities. These guidelines should be factored into the facility assessment, with a view toward bringing individual buildings, classrooms or other spaces up to code.

      The Financing committee should develop a GPSS Cost Model by evaluating the costs of the 41 schools of GPSS. This assessment will arrive at a total cost to bring the schools into conformance with the educational plan and into compliance with USDOE guidelines for facilities. A projection, for five to ten-years, can then be made of costs associated with the plan.

- **Conclusions.** The findings of the various evaluation studies should be used to develop conclusions, which form the basis for recommendations. Conclusions can take on any form, but must address whether or not existing facilities do not meet, meet, or exceed the educational needs of the GPSS.

- **Recommendations.** Based on the conclusions drawn from the following areas of study: school housing, proposed projects, and funding mechanisms, the Ten-Year Capital Facilities Plan Team should work with GPSS and other agency staff to form recommendations. These recommendations are strategic responses to the critical issues identified in the plan, and are aimed at supporting the educational goals and meeting the facility needs of the GPSS. These recommendations are focused on GPSS-wide actions and structured as follows:

  ❖ **Housing Plan Recommendations**, describing how the surplus capacity or deficit at each school, on a GPSS-wide and attendance area basis, could be addressed. For example, if the Capacity Analysis concludes that GPSS has excess capacity, then a recommendation may be to decrease capacity over a five-year period.

  ❖ **Project Recommendations**, depicting the types of projects GPSS should undertake in the next ten-years. These recommended projects should be categorized into three different scenarios:

  1) Projects to support educational goals
  2) Projects to meet most critical needs
  3) Projects to implement with potential ten-year or longer-term funding

  ❖ **Funding Recommendations**, denoting how the various sources of known funding could be applied to the recommended projects and strategies and how the gap between available funding and needed funding can be addressed. These strategies will include pursuing additional Federal funding, and funding using future bond elections.

- **Project Planning**

  GPSS staff must now collaborate with Guam Government Agency staff to plan and outline the additional steps that will be followed in the planning process. A follow on Implementation Plan must be agreed upon which might include such items as site-specific data gathering, and an implementation plan report. A site-specific data-gathering element would:

  - Assess the needs and deficiencies of each site, using the guidelines developed in the Ten-Year Capital Facilities Plan. In addition, the Ten-Year Capital Facilities Plan Team may wish to avail itself of the site-specific data form developed by Harold L. Hawkins and H. Edward Lilley: *Guide for School Facility Appraisal.* This Guide is available from the Council of Education Facility Planners International (CEFPI).

- Develop recommended scopes of work for each site

- Provide a site-based Cost Model with detail and summary reports

After the site-specific data have been gathered, the implementation plan report would identify specific projects with a defined scope, budget and schedule for each respective project, supporting GPSS educational goals and facility needs.

When the various planning projects have been developed, a screening, or ranking, system should be devised. This ranking system should align with the project scope identified in the GPSS Cost Model Analysis with the educational facility needs and goals of the GPSS. This prioritization of projects should balance critical needs, GPSS-wide equity issues and relative sequences of work.

- **Documentation**

  Documentation of the Ten-Year Capital Facilities Plan and the master planning process should include both written reports and briefing materials. As the community should be kept fully informed during the process, meetings should be conducted and briefing materials should be well scrutinized for clarity and completeness.

  Interim written reports from each of the committees should be required, with the final Ten-Year Capital Facilities Plan document being presented to the GPSS.

- **Review**

  The Ten-Year Capital Facilities Plan should be a living document, subject to continual revision and update. The Plan should be reviewed no less frequently than annually, and then re-published. The Guam Education Policy Board should require that the GPSS Ten-Year Capital Facilities Plan be submitted annually for review, and then should be updated.

FISCAL IMPACT

There are two types of fiscal impact to be considered for **Recommendation 6-4.**

- First, the annual cost of creating and then updating the Plan is estimated as follows:

  - Year One: Staffing of the CIP Office ($100,000 for a Planning Director and two planning assistants) and consulting fees/expenses for plan preparation ($80,000).

  - Year Two and Beyond: Staffing ($100,000) and consulting fees for plan updates ($45,000).

- Second, the full implementation of the Capital Facilities Plan, and its official use as a guide document for decision-making about facilities, has the potential to create an atmosphere of deliberate, planned action, as opposed to unsystematic reaction to

emergencies and surprises as has often been the rule at CPSS. Savings due to an avoidance of mistakes, and less need to react quickly (and often expensively) to emergency situations, are palpable, but cannot be easily quantified.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Prepare and Update a Ten-Year Plan	($180,000)	($145,000)	($145,000)	($145,000)	($145,000)

FINDING

Although **Recommendation 6-4** advocates the implementation of a *Ten-Year Capital Facilities Plan,* one typical planning decision appears not to require much further investigation: F. Q. Sanchez Elementary School should be closed, and the students (and perhaps some faculty) should be absorbed by Merizo Elementary School. The two schools are approximately three miles apart from each other, on the southwest side of the Island. According to GPSS officials, Merizo Elementary School is currently occupied under capacity and could easily absorb the approximately 90 students from F. Q. Sanchez Elementary School (**see Exhibit 6-13**).

Moreover, the location of F. Q. Sanchez is on the side of a bluff overlooking the Oceanside road, leaving very little room for parking and drive-up space for buses and automobiles. There is apparently no space for play areas, as these have been located instead across this well-traveled, and potentially dangerous, Oceanside road.

Finally, GPSS has apparently recognized that the relative smallness of F. Q. Sanchez Elementary School does not require a separate administrative staff: Merizo and F.Q. Sanchez Elementary Schools already have the same the Principal and Assistant Principal.

Exhibit 6-13
Gross Floor Areas and Construction Years
of Sanchez and Merizo Elementary Schools

School Name	Gross Floor Area	Year of Construction
F. Q. Sanchez	11,000	1953
Merizo	34,469	1966

Source: GPSS Inventory and Assessment Report of Ten-Year Capital Facilities Plan 2000-09.

RECOMMENDATION

Recommendation 6-5:

Close F. Q. Sanchez Elementary School and absorb students as well as some faculty members into Merizo Elementary School.

The F. Q. Sanchez school facility can be sold to a private school concern, or to any other enterprise that can adaptively re-use the building and grounds. At 11,000 square feet, it is an exceedingly small building that may lend itself much more to a private school or office use.

Administrative staff has already been combined, but there will be some savings in support staff. Finally some faculty members may not be needed in the transfer of students to Merizo Elementary School. Money will be saved by combining these schools. Moreover, a potentially dangerous and unsafe condition at F. Q. Sanchez Elementary School will be removed from the inventory of liabilities at GPSS.

FISCAL IMPACT

One time income from the sale of the F. Q. Sanchez facility is estimated at $110 per square foot, or approximately $1,200,000.

Operating cost savings per year are estimated at $1.52 per square foot, or $17,000.

Staff cost savings are estimated for one support staff position, and two teaching positions, for a total combined salary and benefits of $120,000.

Due to the smallness of the facility, no further maintenance or savings are anticipated after outsourcing has been completed. It is probable that one-half of an outsourced custodial position could be eliminated, at an approximate annual savings of $20,000, including benefits. Year One includes the one-time savings from the sale of the property, although this income may not be realized right away.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Close One School	$1,357,000	$157,000	$157,000	$157,000	$157,000

FINDING

The upkeep of the GPSS central office building appears to have been minimal over the years. One person interviewed described the building's appearance as "abandoned."

The building's exterior is in need of cleaning, mold-removal and re-painting. The interior also requires renovation and rehabilitation in many of its areas, with the possible exception of the Federal Programs Office. Various items of maintenance deferral or neglect are as follows:

- roof leaks as well as leaks through exterior walls at the rear of the building are a constant nuisance to building users, and threaten records;

- mold and mildew threaten indoor air quality;

- HVAC installations are ramshackle and fragile; and

- the appearance of the signature building of GPSS radiates an attitude of carelessness and low self-image, rather than evidence of pride and self-respect in the school system.

Exhibit 6-14 shows a side view of the GPSS central office, with evidence of the need for cleaning, mold removal, and painting.

Exhibit 6-14
Exterior of the GPSS Central Administration Building

Source: Created by Evergreen Solutions, 2009.

RECOMMENDATION

Recommendation 6-6:

Hire a private architecture and engineering firm to prepare plans for the full renovation and rehabilitation of the GPSS Central Office facility, then move swiftly forward with the building's upgrading.

A full assessment of the building's existing condition must be made at the outset by the hired firm. The firm must then draw up a detailed program for the building's complete exterior and interior renovation.   Since the building is owned by the Guam Legislature, this recommendation will need legislative support and endorsement.

The exterior will require extensive, thorough and effective cleaning and waterproofing, along with window replacement or window repair. The installation of a sloped, standing seam metal roof should be examined, together with the use of the resulting attic space as a means to house HVAC and other mechanical equipment. The selection of materials and workmanship shall be aimed at having the lowest total cost of ownership.

On the interior, a full removal of all mold spores, and of old electrical, plumbing and HVAC components will be essential. State-of-the art electrical, plumbing and mechanical systems must

be specified to replace them. While ostentation and excessive costs should be avoided, the materials for interior finishes, furnishings, and equipment shall be selected for durability and ease of maintenance and cleaning. The selection of materials and workmanship shall be aimed at having the lowest total cost of ownership.

It is important to note that a due diligence step is required during the planning and design phase—if the estimated costs to accomplish a full renovation of the building equal or exceed the cost of acquiring and equipping a new facility, serious consideration must be given to the latter alternative. In addition, the building is currently occupied by another Guam Government agency. Consideration should be given to moving out any and all other agencies, and dedicating this facility to GPSS.

If the due diligence step validates that the building should be kept, then renovation work should be accomplished in two or three phases to allow GPSS to remain functioning in the building. This will be made easier if the building's other agency occupants are moved to other locations.

The CIP Office should be in charge of monitoring this activity. Once the building has been fully rehabilitated, it should be included in the outsourced maintenance and custodial services of **Recommendations 6-1 and 6-2.**

FISCAL IMPACT

Without the required building condition analysis, it is difficult to assess the probable cost of **Recommendation 6-6.** A realistic estimate is likely at $150 per square foot. At approximately 25,000 square feet for the building, this estimate amounts to $3,750,000. The estimated architectural fee of $262,500 is included in 2009-10, whereas the remaining amounts are shown as spread evenly between 2010-11 and 2011-12.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Rehabilitate the GPSS Central Administration Building	($262,500)	($1,743,750)	($1,743,750)	$0	$0

FINDING

Recommendations 6-1, 6-2, 6-3 and 6-4 have direct implications on parts of the organizational chart of GPSS. First, the Facilities and Maintenance Division has been eliminated. Second, the Capital Improvements Division has been given new or renewed responsibilities in the preparation and execution of the Ten-Year Capital Facilities Plan, the monitoring of outsourced maintenance and custodial contracts, as well as the intensified public-private partnership for new and rehabilitated facilities design and construction.

Consequently, the GPSS organizational chart must reflect these new initiatives.

RECOMMENDATION

Recommendation 6-7:

Remove the GPSS Facilities and Maintenance Division from the organizational chart, and reposition the newly revitalized GPSS Capital Improvement Programs Division.

Exhibit 6-15 shows the Facilities and Maintenance Division removed. The Capital Improvement Projects Division now reports directly to the Deputy Superintendent for Finance and Administrative Services. As noted under earlier recommendations, the new CIP Division will be staffed with a Director and three coordinators. Together, these four staff members will be in charge of the following:

- the Ten Year Capital Facilities Plan;

- coordination and monitoring of the outsourced maintenance and custodial contracts; and

- coordination and monitoring of the public-private partnership for new construction, renovation and rehabilitation.

Exhibit 6-15
Revised GPSS Organizational Chart Reflecting
Capital Improvement Programs Division
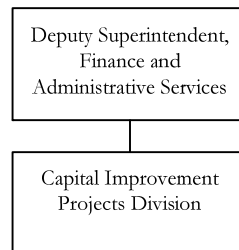
Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

The savings and costs associated with this reorganization are already reflected in the fiscal impact sections for **Recommendations 6-1, 6-2, 6-3, and 6-4.** The reorganization itself can be accomplished with existing resources.

6.2   SAFETY AND SECURITY

Traditionally, most school safety actions involve surrounding schools with fences to create safe zones and creating alternative education programs for violent or disruptive students. In today's environment, school districts need a more comprehensive approach that involves awareness, prevention and intervention, and recognizes school violence as part of a community problem requiring broad-based community involvement.

According to most experts in the field, the best action plans continue to implement comprehensive policies that make safety a priority and that are well-organized, predictable, and ongoing. Experts also suggest some common elements schools should consider in developing comprehensive school safety policies. These elements include:

- eliminating the philosophy that "it can't happen here"—a focus on safety and orderly behavior is appropriate in all schools and at all levels;

- developing clear rules and high expectations for behavior and school performance, and enforcing them consistently;

- adopting clear statements of student and staff responsibilities;

- providing professional development for teachers, staff, and volunteers in all aspects of safety, supervision, classroom management, and crisis intervention;

- adopting procedures for identifying and responding to the needs of at-risk/disruptive students; and

- ensuring adequate presence of adult supervision.

In GPSS, responsibility for safety and security rests with the Safety Administrator, who reports to the Deputy Superintendent for Finance and Administrative Services. The current Safety Administrator was hired in November 2006 at a time when GPSS was under pressure to upgrade and intensity its safety and security initiatives. Prior to that time, several persons had been appointed as Safety Administrator in an acting capacity, and initiatives in the area were few.

According to GPSS documentation, the current Safety Administrator faced a lack of confidence on the part of GPSS administrators, including his supervisors. Since his hiring, he has worked individually, without support staff. Several requests for additional staff have been either ignored or denied. Efforts were made at one time to relocate his office from the central building to the maintenance facility, and to have him report to the Facilities Manager, instead of the Superintendent.

Despite his sole status, the Safety Administrator has created many initiatives over the two years he has been in the position. Many of these initiatives should not only be continued, but expanded. Although a considerable number of new safety and security initiatives have been started, many more need to be designed and implemented for a well-rounded safety and security program in the Guam Public School System.

FINDING

The Safety Administrator prepared several major Standard Operating Procedures (SOPs), and each were implemented via signature of the GPSS Superintendent on August 31, 2007. These include:

- School Chemicals Management Program;
- Emergency Response Procedures;

- Asbestos Management Plan; and
- Indoor Air Quality Management Program

Each SOP consists of the following:

- References: technical reports, rules, regulations, standards, codes, and associations;

- Applicability: all schools, all facilities, or selected facilities;

- Purpose or Scope: the reason for and/or content of the SOP;

- Assumptions: assumptions behind the SOP;

- Policies: GPSS policies that will guide the SOP—usually a specification of how the SOP will be implemented;

- Responsibilities: who will be responsible with carrying out the requirements of the SOP;

- Procedures: the specific procedures to be followed in the SOP;

- Penalties: penalties for non-compliance or insubordination concerning the SOP; and

- Changes: how changes will be implemented and announced.

The Emergency Response Procedures are perhaps the most significant of the four SOPs. These procedures require every school to use the template of this SOP in the formulation of its own campus-specific emergency response plan. The comprehensive scope of this SOP includes earthquake, assaults/fights, bomb threats, bus incidents, fire, gas leaks, general emergencies, hazardous materials events, intruder/hostage event, media relations, radiological events, serious death/injury, storm sheltering procedures, student unrest, suicide, terrorist events, weapons, and weather-related incidents.

COMMENDATION

The Guam Public School System is commended for the formulation of four significant standard operating procedures for safety and security within less than 12 months after the current Safety Administrator was hired.

FINDING

Although the formulation and formal implementation of the SOPs are commendable, GPSS has not followed through on their enforcement and thorough implementation.

The Safety Administrator has been given no staff support; he works as the only individual in the GPSS Safety Office. All responsibility for assuring compliance with the SOPs rests on this one individual. This creates a problem in implementing the four SOPs:

- The School Chemical Management SOP requires training and full compliance monitoring at all schools, but especially at middle and high school campuses. There is no staff other than the safety administrator available for this purpose.

- The Emergency Response Procedures SOP requires a review of all campus-specific plans prepared using the template of the SOP. There is no staff other than the Safety Administrator currently available for this purpose. Because the Safety Administrator has not been able to follow-up on individual schools, only one school has so far used the SOP template and adopted it as part of their customized school plan. Only two other schools are close to completing this process, but two thirds of the schools have not yet even started.

- The Asbestos Management Plan SOP requires the Safety Administrator to furnish a training program, training logs, quality control, and a data file of all asbestos-containing floor tiles slated for removal or replacement. There is no staff other than the Safety Administrator available for this purpose.

- The Indoor Air Quality (IAQ) Management Program SOP requires the Safety Administrator to identify and work with an IAQ Coordinator at each school. The Safety Administrator has been unable to follow through, as he has no support staff.

RECOMMENDATION

Recommendation 6-8:

Staff the Safety Administrator's Office to permit the full implementation of the Standard Operating Procedures and related training programs.

Exhibit 6-16 shows the staffing request recently submitted by the Safety Administrator to GPSS administrators. This diagram shows a request for three Safety Inspector III positions, plus a Program Coordinator II position. This request appears to satisfy the requirements for the responsible administration of the four SOPs. The need for three safety inspectors is clear, given the requirements of the four SOPs. A Program Coordinator is needed for grant writing, office management, and training program coordination.

FISCAL IMPACT

At an average cost of $50,000 each, including benefits, the total cost of these four positions would be about $200,000.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Staff the Safety Office	($200,000)	($200,000)	($200,000)	($200,000)	($200,000)

Exhibit 6-16
Proposed Staffing for the Safety Administrator's Office

Safety Administrator		Program Coordinator II
Develop Training Reports and Recommendations Annual Facilities Reports School Safety Planning Team Pandemic Planning Team Develop/Review SOP's, Policies & MOA's Standardize School Site Emergency Operations Plans Workmens Comp Injury Reviews & Reports Log all training into AS400 for personnel		Grant Research, Writing & Management Document Distribution/Filing Grant Training Schedules Preparing Training Materials

Safety Inspector III	Safety Inspector III	Safety Inspector III
Training Instructor Field Inspections & Reports Incident Follow-ups Reports Annual Facilities Inspections & Reports Drill Evaluations & Hotwash*	Training Instructor Field Inspections & Reports Incident Follow-up & Reports Annual Facilities Inspections & Reports Drill Evaluations & Hotwash*	Training Instructor Field Inspections & Reports Incident Follow-ups & Reports Annual Facilities Inspections & Reports Drill Evaluations & Hotwash*

* The term "hotwash" in this exhibit refers to the following: after a drill/exercise is conducted the staff, administrators & evaluators (fire, police etc.) hold a "hotwash" to go over strengths & shortfalls observed during the drill/exercise. This hotwash is documented and becomes an after action report. If needed, adjustments are made to address the shortfalls in the procedures as part of a refinement process.

Source: GPSS Safety Office, 2008.

FINDING

Shortly after assuming his position, the Safety Administrator approached Guam Homeland Security (GHS)—the local arm of the U.S. Department of Homeland Security—about the possibility of having GPSS receive safety and security training on a no-fee basis. This connection has been fruitful, as it has resulted in the following:

- GPSS and GHS have formed the Safe School Planning Team jointly with the Guam Police and Fire Departments; this has allowed appropriate security and safety trainers to be identified throughout the Guam Government for "training the trainer" activities.

- GHS has provided GPSS with access to FEMA training programs, funding for the training venues, as well as off-island training, including air fare.

- Campus training was originally to be attended by police officers on the mainland, but GHS was able to pay for having trainers travel to Guam instead. Thus, GPSS administrators and staff were also invited to the training. The Safety Administrator has since aided the SWAT teams in their "shooter on campus" practices.

COMMENDATION

The Guam Public School System is commended for tapping into the resources of Guam Homeland Security for funding and providing vital security and safety training programs.

FINDING

In addition to the cooperative ventures with GHS and FEMA, the Safety Administrator has proposed further cooperative memoranda of agreement (MOAs) with seven agencies of the Guam Government, including:

- Guam Department of Public Health and Social Services (DPHSS)
- Guam Water Authority (GWA)
- Guam Department of Public Works (DPW)
- Guam Fire Department (GFD)
- Guam Police Department (GPD)
- American Red Cross
- U.S. Customs and Quarantine

Exhibit 6-17 shows the main areas of cooperation proposed for each MOA.

Unfortunately, only the Memorandum of Agreements (MOAs) with GWA and DPW are nearing ratification. The remaining agencies have not yet shown a considerable interest in an intensive security and safety-related cooperation with GPSS. The ratification of these proposed MOAs would provide a significant set of resources to GPSS and its Safety Office.

RECOMMENDATION

Recommendation 6-9:

Commit appropriate GPSS resources to increase interest with other government agencies in cooperating with the school system.

With the exception of the American Red Cross, the proposed Memorandum of Agreements are with Government of Guam agencies. Consequently, administrative officials of GPSS should identify and use connections they may have to promote the proposed MOAs, and the mutual benefit that may be derived from them.

Social gatherings, informational meetings, and presentations should be used to advance the MOA concept. Formal presentations and discussions with mid-level staff should be used to follow-up on initial discussions. MOAs should be ratified with specific scopes of cooperation clearly identified and incorporated.

Exhibit 6-17
Proposed Memoranda of Agreement
Between GPSS Safety Office and Seven Agencies

MEMORANDUM OF AGREEMENT DPHSS AED (Defibrillator)
SHELTER ASSISTANCE WITH NURSES TRAINING FOR SCREENING & QUARANTINE
SCHOOL HEALTH & SANITARY INSPECTIONS
PANDEMIC INFLUENZA

MEMORANDUM OF AGREEMENT CUSTOMS & QUARANTINE
CANINE DRUG SWEEPS

MEMORANDUM OF AGREEMENT AMERICAN RED CROSS
SHELTER MANAGEMENT
TRAINING SHELTER KITS

GPSS SAFETY OFFICE

MEMORANDUM OF AGREEMENT GWA
WASTE WATER STATIONS
WATER TESTING

MEMORANDUM OF AGREEMENT GPD
SHOOTER ON CAMPUS TRAINING
SAFE SCHOOLS PLANNING TEAM

MEMORANDUM OF AGREEMENT DPW
SCHOOL BUS SAFETY
SCHOOL ZONING TRAFFIC REQUIREMENTS
PROJECTS @ SCHOOLS

MEMORANDUM OF AGREEMENT GFD
FIRE SAFETY TRAINING
EVACUATION DRILLS
SAFE SCHOOLS PLANNING TEAM

Source: GPSS Safety Office, 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

GPSS has implemented a uniform policy for students in all schools. This policy states:

…as of Fall 2008, the district requires all schools to have school uniform policies for students. Any new schools opening must have policies in place after one year after the opening. Students of 18 years of age or older may opt out of the uniforms for medical, religious, or other reasons as approved by the building principal.

This policy has had many supporters and few detractors in GPSS. According to a recent article*, the major benefits of school uniforms are:

*http://www.buzzle.com/articles/benefits-of-school-uniforms.html

- *A school uniform makes it easier for the school authorities to recognize students belonging to their school. It also makes it somewhat tougher for those that don't belong to slip in; unless, of course, they go to all the trouble of buying a uniform that fits.*

- *A school uniform saves the school administrators from having to police what the students wear. There are no daily battles regarding what's appropriate or not for school.*

- *A school uniform saves students from putting their fashion tastes before their learning requirements. When they don't have to spend time wondering what to wear and how to make a fashion statement, they can devote more time to getting an education. Theoretically, that is.*

- *Wearing the same type of dress reduces social snobbery and peer pressure in educational institutions. It is also supposed to reduce incidents of bullying and theft. How do you pick on someone for wearing the same dress as yourself? Why would you steal a pair of shoes you both have and can afford?*

- *School uniforms cramp the style of gang members. They have to recognize each other by names and faces instead of by flaunting aggressively painted jackets, T-shirts with obscene messages, clunky jewelry, and things like that. Instead of 'my gang' and 'your gang', they also have to think in terms of our school.*

- *A school uniform can instill a sense of discipline and community. This naturally reduces incidents of violence. Students can come to school without worrying about personal safety. Teachers don't have to double as guards, and can concentrate on teaching.*

The Evergreen Team witnessed the presence of school uniforms at all schools visited. While there was evidence of some non-stock items used, there was little noticeable evidence of non-conformity.

COMMENDATION

The Guam Public School System is commended for implementing a uniform policy at each of its schools in order to lessen behavioral and disciplinary incidents for dress, and potentially reduce competition, gang activity, and other undesirable matters.

FINDING

While school uniforms appear to be making a significant difference at GPSS schools, there is a gap in other needed safety and security measures, especially where middle schools and high schools are concerned. This gap is in the lack of School Resource Officers (SROs) and in the absence of any form of security and safety technology, such as electronic screening devices and surveillance cameras and monitoring systems.

As noted by security expert Kenneth Trump in his book, *Practical School Security: Basic Guidelines for Safe and Secure Schools*:

> *The majority of elementary and secondary schools in the United States were not designed with security in mind. In fact, many of them are unintentionally designed for disaster, in terms of professional security standards. Poor visibility, inadequate communications, excessive access points, varying levels of lighting, limited intrusion detection systems, nonexistent key control, inconsistent or inaccurate inventory control, and inoperable or nonexistent locks characterize the state of security in many of these schools.*

There are no SROs assigned to any GPSS school, and there are no screening devices or cameras installed. The U.S. Department of Justice's COPS Program offers grants-in-aid for the placement of SROs, and screening and monitoring devices. According to the USDOJ Web site*, the following is a state-of-the-art profile of community policing for schools:

> *Local law enforcement agencies have been asked to play an increasingly prominent role in ensuring school safety. Youth violence, gangs, and drugs are important issues not only for federal and local policy makers, but for school administrators, parents, and students as well. The community policing philosophy has become a critical element to making schools safer in the 21st Century. State and local law enforcement agencies are bringing community policing to schools:*

> - *hiring school resource officers (SROs) who utilize a community oriented policing philosophy;*

> - *engaging in student training programs proven to reduce violence and drug use and reinforce student conflict resolution skills;*

> - *developing early warning systems that can alert school administrators and SROs to potentially problematic students and geographic areas within schools;*

> - *using problem solving skills to develop innovative solutions to local school problems, including gangs, drugs, loitering, disorderly conduct, fights, larceny, and vandalism;*

> - *collecting and analyzing data using a wide variety of traditional and non-traditional data sources (such as suspensions, dropout rates, calls for service, GPA, attendance, and parent and counselor information) to study school safety problems;*

> - *developing partnerships with parents, local businesses, school bus drivers, school officials, and students to develop outcome-based solutions to school safety problems; and*

> - *mentoring students and exposing them to positive role models.*

*http://www.cops.usdoj.gov/Default.asp?Item=106 ,

Arguments in support of installing CCTV cameras and monitors* are noted as follows:

- *Provides officials with evidence that would not be available otherwise—With constant video monitoring, school officials have access to detailed evidence of any suspicious or criminal activity.*

- *Acts as a crime deterrent – It is a proven fact that people are less likely to commit a crime if they know that they are being watched. If students are aware of the fact that their school is being monitored, vandalism and other acts of violence may be greatly reduced. In addition, in the event a crime is caught in action, emergency officials will be better able to contain the situation.*

- *Instills a sense of security for both parents and students – It is a comfort to many to know that their school is being monitored on a daily basis. Care must be taken though to ensure that video footage is actually being monitored on a regular and timely basis. A sense of security can be dangerous if the security measures implemented are not being properly utilized.*

Metal detectors are not as uniformly supported as SROs or CCTV. Concerns are often voiced for the cost of metal detectors, the need for trained staff, and the potential delays as students and faculty are screened at any given morning. Nevertheless, it is also clear that the use of metal detectors is advocated retrospectively after a knifing or shooting incident has occurred. For example, an incident at the Success Tech School in Cleveland, Ohio is seen as having been preventable, if an inactive metal screening device had been in use.

The GPSS Office of Safety will submit a COPS grant application in a few months. This grant application requests funds for CCTV camera and monitoring equipment, plus interoperable radios for police and school use. The justification in the grant application reads as follows:

> *In October of 2006 a high school junior was assaulted in a restroom at a southern high school. He went into a coma at the hospital and died a few weeks later. The assault took place in an area of the campus that is referred to as a "blind spot". At the end of that school year, in a central high school, another high school student was assaulted by two students during a lockdown/shelter-in-place procedure. This assault eventually led to the discovery of an extreme fighting ring that was conducting fights on campus. Students observing the fights recorded them via their cell phones on You-Tube.com., which led to the disciplinary action of the students involved in the fights, the rings leaders and the lookouts. Two homemade bombs were detonated at two high schools with several student injuries reported at one of the explosions. In late 2005 through 2006 numerous "California Seals" were detonated at the various high schools.*

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*http://www.video-surveillance-guide.com/pros-and-cons-to-school-security-cameras.htm

Between August of 2007 and February of 2008, the GPSS Student Support Services division reported that there were a total of 497 fights/assaults on high school campuses with 8 weapons confiscated. There were also 73 cases of vandalism and graffiti to high school facilities by students during school hours and 52 cases of theft, 23 cases of burglary and 13 cases of vandalism reported to police that occur after hours. Drugs cases that were reported during this period numbered 52 with another 19 alcohol cases. Due to a lack of staff many cases go undetected and reported.

The Guam Public School System participated in the Top Officials 4 Full-Scale Exercise held here in Guam in October of 2007. The After Action Report detailed the need for interoperable communications between the school Incident Commander and fire/law enforcement agencies as the incident unfolds. The lockdown/shelter-in-place procedure at the school phone lines were inundated hampering critical communications with first responders.

The Guam Public School System (GPSS) has been in a financial crisis for over five years and there is a lack of manpower for surveillance and student control on campus before and between classes. There is currently no School Resource Officer (SRO) program in effect with the Guam Police Department because they also are in a financial crisis and under staffed. Guam's Attorney General, who is an active member of the National Association of Attorney Generals Task Force Report on Campus and School Safety (2007), committed an investigative officer under her jurisdiction to temporarily support the southern high school as a SRO due to the high incidence of fights, drugs and vandalism on this campus.

The Office of Guam Homeland Security/Office of Civil Defense and the GPSS Safety Office has implemented a Safe Schools Task Force to develop interagency collaboration with Fire, Police and agencies that can provide support. The Guam Customs and Quarantine Director provided support with their canine division in sweeping a central high school campus for drugs. An after action report on the sweep identified surveillance as the key to the successful sweep and added that additional training and surveillance technology is necessary on campus.

The COPS grant application requests both interoperable radios and surveillance equipment for all four high schools within GPSS. **Exhibit 6-18** details the funding request. As can be seen, this request does not include middle schools, nor does it request SROs or metal detectors.

RECOMMENDATION

Recommendation 6-10:

Add SROs and metal detectors for all middle schools and high schools, and expand interoperable radios and video surveillance installations to middle schools, as part of the COPS Grant Application.

Exhibit 6-18
Funding request items for COPS Grant

EQUIPMENT		
Item	**Computation**	**Cost**
30 VDC-455V03-20S Camera	30 each @ $300 ea	$9,000.00
30 SMB455BX Surface Mounted Box	30 each @ $26.00	$780.00
1 MHW-W66M20-US High Performance Management System	1 each @ $4675.66	$4,675.66
1 D7212GV2K2 Alarm P anel	1 each @ $321.13	$321.13
1 D8125INV INTERFACE MODULE FOR G SERIES	1 each @ $58.04	$58.04
1 FA400 REMOTE RECEIVER	1 each @ $126.39	$126.39
6 FA575 HIGH POWER INOVONICS REPEATER	6 each @ $303.85	$1,823.10
4 D8129 OCTO-RELAY 8 RELAY MODULE FOR G SERIES	4 each @ $78.67	$314.68
4 D1260W ATM STYLE ALPHA COMMAND CENTER	4 each @ $127.68	$510.72
30 FA210 REDUCED-SIZE UNIVERSAL TRANSMITTERS	30 each @ $40.95	$1,228.50
	sub-total per school	**$18,838.22**
2 42" LCD Flat Screen Monitor	2 each @ $1,019.56	$2,039.12
2 UPS	2 each @ $248.16	$496.33
1 DIBOS Recorder, 30 CH	1 each @ $10,384.19	$10,384.19
65 Video Baluns NVT	65 each @ $54.78	$3,560.70
2 RJ 45 Connector pack of 100	2 paks @ $123.16	$246.32
10 CAT5 Cable 1000	1000 LF. @ $2.196 PER LF.	$2,196.00
2 24V Power Supply	2 EACH @ $205.30	$410.60
200 3/4" EMT Conduit/clamps/fastners	200 EACH @ $20.08	$4,016.00
1 DVR RACK	1 each @ $3,516.70	$3,516.70
2 BATTERY, 12V 7 AH	2 each @ $25.35	$50.70
1 DUAL BATTERY HARNESS 8.82	1 each @ $8.82	$8.82
2 SIREN, 12V 15 WATT 144.19	2 each @ $72.10	$144.20
30 BACK BOX 653.47	30 each @ $21.78	$653.40
30 12V 15-75C Wall Strobe Lights 1,294.90	30 each @ $43.17	$1,294.10
30 Panic Buttons 746.43	30 each @ $24.88	$746.40
	sub-total per school	**$29,763.58**
	Total equipment cost per school	**$48,601.80**
Labor and Installation per school		**$22,040.00**
	Total equipment & labor cost per school	**$70,641.80**
	x 4 schools	**$282,567.20**
PT25 Compliant Motorola XTS Radios Model 1.5	4 each (1 per high school) @ $1400	$5,600.00
PT25 Compliant Motorola XTS Radios Model 3	2 each @ $3000	$3,000.00
	Total Communications equipment	**$8,600.00**
Consultants/Contracts:		
Alarm System Monitoring Services	4 each @ $30 mo. X 24 mo.	$2,880.00
Platinum Repair Service	4 each @ $607 mo. X 24 mo.	$58,272.00
On-Call IDS/CCTV Consult/Data Extract Fee	4each @ $400 per session for 6 sessions	$9,600.00
CCTV/IDS User Training Session	4 each @ $760 x 2/ 4 hour sessions	$3,040.00
		$73,792.00
Other		
Basic & Advanced Video Surveillance	$250 per course (16)	**$0.00**
	Grand Total for all 4 schools	**$364,959.20**

Source: GPSS Safety Office, 2009.

While it may be acceptable to submit the currently prepared COPS grant application as it is written, immediate consideration should be given to a follow-up COPS grant application that adds one SRO position to each high school and middle school. Interoperable radios and video surveillance cameras should also be installed in middle schools. For the moment, metal detectors should not be requested. Instead, the use of metal detectors should be debated before a decision is reached.

This recommendation should be implemented in time for the start of the 2009-10 school year.

FISCAL IMPACT

Eleven SRO positions are needed in middle and high schools for an average salary of $55,000, including benefits. Half of the requested amount is shared by the school system, and the remainder paid by the grant. Thus, the total annual cost to GPSS for the SROs is $302,500. ($55,000 x 11 = $605,000/2 =$302,500.)

Seven additional schools should receive the interoperable radios and cameras and monitoring equipment. The additional cost is $91,239.80 per school, for an additional total of $638,679. This amount will be borne completely by the Grant, but the $302,500 must be borne by GPSS as an in-kind contribution. Therefore, only the $302,500 figure is shown in the time line below.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Modify Comprehensive COPS Grant Application	($302,500)	($302,500)	($302,500)	($302,500)	($302,500)

FINDING

Recommendation 6-10 purposely did not include the selection of metal detectors. Metal detectors in schools are a more controversial subject than SROs or CCTV cameras and monitors. This is illustrated by the following discussions found on the Internet*:

National School Safety and Security Services receives a number of inquiries about metal detectors and school safety, especially after high-profile school shootings or other incidents of school violence involving weapons.

Are metal detectors in school necessary? Are school metal detectors effective? Should all schools have metal detectors to improve school safety?

The majority of schools in the United States do NOT use metal detectors on a day-to-day basis. While there are no credible statistics on the exact number of schools using metal detectors, stationary metal detectors used on a daily basis are typically limited to large urban school districts with a chronic history of weapons-related offenses. U.S. schools regularly using stationary metal detectors on a day-to-day basis are the exception, not the rule…

*http://www.schoolsecurity.org/trends/school_metal_detectors.html)

Moreover, there is no single strategy, or for that matter even a combination of strategies, that can provide 100% guarantee that there will not be a shooting or other act of violence at a school.

School officials must therefore exercise caution to avoid overreaction, knee-jerk reactions and/or the temptation to throw up security equipment after a high-profile incident primarily for the purpose of appeasing parents and relieving parental, community and media pressures. Doing so may very well create a false sense of security that will backfire on school officials in the long haul.

It is clear from the above discussion that the decision to select metal detection screening devices must take into account how GPSS would implement their use, and whether or not a true increase in security and safety can be achieved.

RECOMMENDATION

Recommendation 6-11:

Before making a decision to select or reject metal detection devices, conduct a deliberate and transparent discussion and review of the usefulness of metal detection devices in the security and safety programs of the Guam Public School System.

The Guam Education Policy Board should establish a Metal Detection Task Force. The membership should include the GPSS Superintendent and Safety Administrator. Other members may include representatives of the Guam Police Department and Guam Homeland Security. School administrators, parents and students may also be considered for representation.

This Task Force should hold public information and discussion sessions in the various GPSS districts, and encourage further discussion through online blogs and newspaper op-ed pages.

After a set deadline, such as nine months, the Task Force should make a recommendation to the Guam Education Policy Board on the selection or rejection of this technology. If the recommendation is in favor of the purchase of metal detection devices, the Task Force should investigate the best types of metal detectors for the intended use at GPSS. The initial purchases, if any, should be limited to the four high schools.

FISCAL IMPACT

The operation of the Task Force can be accomplished with existing resources.

FINDING

According to the GPSS Safety Office, serious safety and health hazards have existed at the GPSS Warehouse in Piti. In a report dated June 13, 2008, the GPSS Safety Office noted the following conditions:

- rodent infestation: the second floor is riddled with rodent feces, holes, and related debris;

- wiring throughout the building does not meet the National Electrical Code due to use of flexible wiring that can easily be chewed through by rodents - rodents seek opportunities to sharpen their teeth and are attracted by electrical current;

- fire extinguishers are in need of re-charging or replacement – and additional fire extinguishers are needed;

- a water leak at ground level floods the CIP office, damaging building plans and site maps;

- metal roofing has numerous leaks throughout the building, causing potential slipping and falling hazards in addition to damage to stored goods;

- trash and other flammable materials are found throughout the building;

- several fire exit code violations are in evidence and must be corrected; and

- storage rooms at the back of the building contain flammable materials and constitute a fire hazard.

During several visits to the facility by members of the Evergreen Team, it was observed that portions of the facility are used for the storage of bulk foods made available to Guam by the USDA Emergency Food Assistance Program. Food storage is incompatible with the rodent infestations that have been observed.

In addition, the Warehouse is especially ill-kept on the side where the Facilities and Maintenance Division is housed. Inoperable, abandoned trucks, vans, and other maintenance vehicles surround the facility. Construction debris from typhoon damage has been piled and left at the property line between the GPSS site and an adjoining neighborhood. This situation creates an opportunity for the re-emergence of rodents, and is both a sign of disrespect for the residential neighborhood and of lack of self-respect for GPSS. Unfortunately, the lack of attention to orderliness and sanitation appears to be just one more reflection of the lack of care that has been a key characteristic of the Facilities and Maintenance Division.

RECOMMENDATION

Recommendation 6-12:

Close the GPSS Warehouse in Piti, and relocate any remaining functions to the GPSS central office or elsewhere.

The GPSS Facilities and Maintenance Division should be disbanded, as previously recommended, and will no longer occupy its current spaces in the Piti Warehouse. All warehouse maintenance supplies, currently stored in the building, should be surplused.

The recommended Capital Improvements Programs Office should be relocated from the Piti Warehouse to the central office facility. The Food and Nutrition Services Division, also currently located in the Piti Warehouse, should be relocated, preferably to the GPSS central office.

School textbook storage should be changed from a central storage function to a just-in-time distribution from the publishers directly to each school.

The Warehouse should be demolished and the site detoxified as may be necessary. The site should be reused by GPSS, or sold to a public or private buyer. If GPSS continues as the distributor for the USDA Emergency Food Assistance Program, then an alternative sanitary and rodent-resistant warehouse should be found for purchase or lease.

FISCAL IMPACT

The initial cost of demolition and site clearing is estimated at $250,000. Surplus maintenance supplies and building materials may bring a total of up to $30,000, for a net cost of $220,000. Subsequently, likely savings are from energy costs and eliminated warehouse positions:

- Estimated annual energy costs $5,000
- Savings from two eliminated warehouse positions $50,000

Thus first year costs are estimated as a net of $165,000 ($220,000 - $55,000), with savings of $55,000 thereafter.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Close and Demolish the Piti Warehouse	($165,000)	$55,000	$55,000	$55,000	$55,000

CHAPTER 7:
TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter reviews the staffing and organization of administrative and instructional technology in Guam Public School System (GPSS) and includes four major sections:

> 7.1   Organization and Staffing
> 7.2   Technology Planning and Management
> 7.3   Classroom Technology
> 7.4   Staff Development

Several decades ago, technology was seen as something that was nice to have, but not an operational or educational necessity. Now, technology plays a role in almost every major process in most organizations. Rarely, can a school system be considered efficient or effective without having automated most of its major processes and brought technology into its classrooms to better prepare students for further education and entrance into the workforce. In addition, the requirements of *No Child Left Behind* include that systems utilize data to make major operational decisions, that students achieve technological literacy before 9th grade, and that teachers effectively integrate technology into the classroom. Meeting these mandates depends heavily on a district's technology implementation and utilization.

Although some valiant efforts have been made by the GPSS Financial, Student, Administrative, Information System (FSAIS) Division in the past, it remains somewhere between five to ten years behind its educational peers in technology utilization for administration as well as education delivery. In order to illustrate this worrisome gap, three basic comparisons were conducted.

- The first comparison is based on a national average of technology-related outcome metrics collected by *Education Week*.

- The second component of the review is based on the results of the Evergreen survey of administrators and teachers as well as the GPSS internal technology survey.

- The third and final snapshot compares GPSS information technology operational practices with best practices.

Exhibit 7-1 illustrates the differential between the results of *Education Week's* annual Technology Counts survey for 2008 with GPSS outcome metrics. As can be seen, GPSS falls short of the national average.

Similarly, as part of Evergreen's review of GPSS, a series of survey questions were included in the general surveys of central office administrators, school administrators, and teachers to assess technology availability, usage, and customer satisfaction. **Exhibit 7-2** captures the respective respondent overall ratings for administrative and educational technology in comparison to Evergreen's national school system benchmark database. Even at a glance, the differentials are staggering. Administrators as well as teachers responded with high levels of concern regarding administrative and instructional technology in comparison to other school systems in Evergreen's database.

Exhibit 7-1
Overall GPSS School Technology Environment Compared Nationally

Technology Environment	GPSS Average	National Average
Access to Technology		
Number of students per instructional computer	18.0	3.8
Number of students per instructional computer in a classroom	25.0	7.6
Number of students per high-speed Internet-connected computer	63.2	3.7
Number of students per Internet-connected computer in a classroom	78.9	8.0
Use of Technology		
Student standards include technology	Yes	48 states
State tests students on technology	No	5 states
State has established a virtual school	No	25 states
State offers computer-based assessments	No	27 states
Capacity to Use Technology		
State includes technology in its teacher standards	No	44 states
State includes technology in its administrator standards	No	35 states
State includes technology in its initial teacher license requirements	No	19 states
State includes technology in its initial administrator license requirements	No	9 states
State includes technology in its teacher recertification requirements	No	10 states
State includes technology in its administrator recertification requirements	No	6 states

Source: Editorial Projects in Education Research Center, www.edweek.org, 2008.

Exhibit 7-2
Comparison of Administrators and Teachers Responses Related to Technology in Guam Public Schools System and Districts in Evergreen's Survey Database

Group	School District Operation	GPSS		Peers	
		Need Major/Some Improvement	Adequate / Outstanding	Need Major/Some Improvement	Adequate / Outstanding
Central Office Administrators	Administrative Technology	80.0%	13.3%	62.5%	25.8%
School Administrators		88.2%	5.9%	48.7%	48.4%
Teachers		67.2%	10.7%	NA	NA
Central Office Administrators	Instructional Technology	73.4%	20.0%	58.1%	25.7%
School Administrators		98.1%	1.9%	49.8%	48.6%
Teachers		81.2%	9.2%	42.2%	52.1%

Administrators at the central office and schools alike indicate a strong concern with the current administrative technology systems. Given the age of the systems, disconnect between processes and systems, lack of maintenance, limited knowledge among central office and site staff, and the lack of structured training, these findings are not surprising. Instructional technology suffers from a similar level of alarm. Almost 100 percent of school administrators and more than 80 percent of teachers feel that the use of technology in education delivery needs improvement. In both cases—administrative and instruction technology—these numbers are double what Evergreen staff has encountered in working with other school systems.

Given the magnitude of these differentials, a more specific analysis is provided in **Exhibit 7-3** and includes more detailed questions and responses from each respondent group. As can be seen, central office administrators possess a high level of concern over classroom technology computers are not used in the classroom, teachers do not possess the necessary skills, and teachers receive inadequate training on technology. Moreover, under the current structure, less than 50 percent of central office administrators felt that teachers were expected to use technology in the classroom. Not surprisingly, less than 15 percent of administrators feel that the system provides adequate instructional technology. A key observation during the review relates to access and speed of the Internet connection and the survey reinforces this finding.

Exhibit 7-3
Central Office Administrators Survey Results on Technology
in GPSS and School Districts in Evergreen's Survey Database

	GPSS		Peers	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
Students regularly use computers.	33.3%	46.7%	91.1%	4.3%
Teachers receive training in how to integrate technology into the classroom.	20.0%	46.7%	82.8%	5.5%
Teachers are expected to integrate technology into the classroom.	46.7%	26.7%	88.4%	2.0%
Teachers know how to use computers in the classroom.	20.0%	46.7%	79.9%	6.6%
The GPSS Web site is a useful tool.	53.0%	46.6%	86.3%	7.5%
I get assistance quickly when I have a computer problem.	46.7%	46.7%	90.6%	5.6%
The school district provides adequate instructional technology.	14.3%	57.1%	86.1%	5.5%
The school district provides adequate administrative technology.	26.7%	60.0%	88.1%	9.0%
I have adequate equipment and computer support to conduct my work.	60.0%	33.4%	93.7%	5.7%
Teachers and students have fast and easy access to the Internet.	20.0%	53.4%	86.9%	3.4%
Most administrative process (purchasing, payroll etc.) are done on-line.	6.7%	66.7%	47.4%	32.3%

Source: Evergreen Solutions Survey Results, 2008.

Administrative technology does only slightly better. Less than 50 percent of administrators have their technology issues resolved in an expeditious manner, less than 30 percent feel that there is adequate administrative technology available, and few administrative processes are automated.

Exhibit 7-4 summarizes similar opinions from school administrators on computer usage, but alternative views on teacher capabilities. The higher percentage of agreement with the statements for teacher usage, expectation, training, and knowledge arises partially from the use of site-based resources to increase teacher technical competencies. There is slightly more confidence in the accessibility to and speed of the Internet. Once moving away from the central office information technology resources, the speed of service decreases significantly with only 14 percent of administrators indicating that they receive timely technology support and assistance. Similar to central office administrators, school administrators feel that the current administrative technology does not meet their needs.

Exhibit 7-4
School Administrators Survey Results on Technology
in GPSS and School Districts in Evergreen's Survey Database

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
Students regularly use computers.	8.9%	84.0%	86.5%	10.9%
Teachers receive training in how to integrate technology into the classroom.	26.8%	64.3%	84.0%	5.7%
Teachers are expected to integrate technology into the classroom.	57.1%	33.9%	100.0%	0.0%
Teachers know how to use computers in the classroom.	71.9%	17.55%	72.9%	18.8%
The district Web site is a useful tool.	70.2%	22.8%	99.5%	0.2%
I get assistance quickly when I have a computer problem.	14.0%	77.2%	98.9%	1.0%
The school district provides adequate instructional technology.	12.3%	73.7%	89.7%	10.1%
The school district provides adequate administrative technology.	12.7%	65.4%	91.2%	8.3%
I have adequate equipment and computer support to conduct my work.	45.6%	52.6%	99.5%	0.2%
Teachers and students have fast and easy access to the Internet.	31.6%	64.9%	87.0%	13.0%
Most administrative process (purchasing, payroll etc.) are done on-line.	7.1%	82.5%	74.1%	5.5%

Source: Evergreen Solutions Survey Results, 2008.

Exhibit 7-5 shows that only slightly more than 16 percent of teachers regularly use computers with students in comparison to almost 85 percent of teachers in Evergreen's benchmark database. Moreover, based on the survey results, more than 60 percent of teachers *agree* that they are expected to include technology, almost 50 percent have the necessary technical knowledge, and almost 30 percent receive training. Although teachers may not be involved in utilizing administrative technology on a daily basis, there was a high level of concern with the inadequacy of the current tools.

Exhibit 7-5
Teacher Survey Results on Technology
in GPSS and School Districts in Evergreen's Survey Database

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
Students regularly use computers.	16.4%	76.8%	84.4%	11.2%
Teachers receive training in how to integrate technology into the classroom.	27.5%	63.3%	82.3%	12.0%
Teachers are expected to integrate technology into the classroom.	62.8%	28.6%	91.5%	2.8%
Teachers know how to use computers in the classroom.	48.3%	36.4%	73.7%	9.9%
The GPSS Web site is a useful tool.	46.6%	30.4%	80.9%	7.3%
I get assistance quickly when I have a computer problem.	16.9%	54.3%	68.3%	25.9%
The school district provides adequate instructional technology.	14.0%	72.6%	75.3%	20.0%
The school district provides adequate administrative technology.	15.5%	53.3%	60.6%	11.0%
I have adequate equipment and computer support to conduct my work.	24.4%	67.7%	72.2%	24.2%
Teachers and students have fast and easy access to the Internet.	17.5%	73.6%	70.4%	16.7%
Most administrative process (purchasing, payroll etc.) are done on-line.	4.2%	44.5%	29.1%	9.5%

Source: Evergreen Solutions Survey Results, 2008.

Although there is a slight disconnect between the central office and the schools in regards to perception, this is very minor in comparison to the near universal recognition of the failure of GPSS to employ effective administrative and educational technology.

Similar results arose from the *2008 Technology Assessment* surveys completed as part of the development of the *2008 Gateway to Success Technology Master Plan*. Approximately 2,448 GPSS administrators, teachers, librarians, and support staff responded to questions on hardware, professional development, and atmosphere. Almost 58 percent of respondents are teachers while support staff makes up 26 percent of the total sample. The overall results are shown in **Exhibit 7-6**.

As can be seen, GPSS scores poorly in each of the major survey areas: hardware, professional development, and atmosphere. Forty (40) percent of respondents indicated that no computer was accessible in the office or classroom. Among those offices or classrooms with computers, only 44 percent have Internet access.

The *Technology Counts 2008* Report from the Education Research Center found that 94 percent of classrooms nationally have at least one Internet-linked computer. Unsurprisingly, only 16 percent of respondents use a computer regularly. Almost 50 percent of respondents did not receive training or found the training to be unbeneficial. Only 38 percent of work environments encourage technology use, and only 30 percent of schools have made using technology in the classroom an important priority.

Exhibit 7-6
Technology Assessment Survey Results for
GPSS Administrators, Teachers, Librarians, and Support Staff

Area	Question	Response	Percentage
Hardware	Presence of Computers	No computer present in office or classroom	40%
		One computer present in office or classroom	30%
		Two or more computers present in office or classroom	30%
	Internet Access	No computers with Internet Access	44% of 60% with computers
		One computer with Internet access	29% of 60% with computers
		Two or more computers with Internet access	27% of 60% with computers
Professional Development	Computer Usage	Does not use a computer for instruction	19%
		Uses a computer for basic operations	25%
		Uses a computer regularly	16%
	Training Quality	Never received technology training from the system	30%
		Received training, but was not beneficial	18%
		Training was "somewhat" beneficial	41%
		Training was very beneficial	11%
Atmosphere	Work environment	Mostly encourages technology usage	38%
		Indifferent to technology usage	31%
		Mostly discourages technology usage	31%
	Use of Education Technology	Effective use important	30%
		Middle priority	33%
		Indifferent to it	31%

Source: GPSS Financial, Student, Administrative, Information System Division, 2009.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in K-12 education, has developed a Technology Support Index rubric to assist school districts in determining their needs in a variety of technology support areas.

In the most recent release of the Index (Version 2.4), school districts are ranked into one of four categories for various aspects of technology usage and support. These categories are:

- **low efficiency** - a strategy or domain that needs attention and improvement;

- **moderate efficiency** - these strategies address major technical support issues, but with incomplete implementation or inadequate resources;

- **satisfactory efficiency** - these strategies are generally effective in sustaining the technology infrastructure and promoting the integration of technology in teaching and learning; and

- **high efficiency** - these strategies make the most of available technology support resources, emergent problems are rapidly detected, solutions are quickly implemented, and problem sources are identified and corrected.

The complete Index can be found at http://tsi.iste.org/techsupport/ and provides expectations for four areas of technology support: equipment standards, staffing and processes, professional development, and enterprise management. The results of the ISTE Index appear in **Exhibit 7-7**

Exhibit 7-7
ISTE Technology Assessment Rubric Results

Area	Low Efficiency	Moderate Efficiency	Satisfactory Efficiency	High Efficiency
Equipment				
Cycling Equipment	X			
Brand Selection	X			
Model Selection		X		
Platform			X	
Standard Operating System	X			
Application Software Standard	X			
Donated Equipment		X		
Granted Equipment		X		
Peripheral Standards	X			
Surplus Practices	X			
Warranties			X	
Security Procedures			X	
Security Hardware and Software		X		
Staffing and Processes				
Structure				X
Contracted Primary Support	X			
Contracted Supplemental Support	X			
Staffing to Computer Ratio	X			
Formula-Driven Staffing	X			
Certification of Technical Staff	X			
Differentiated Job Descriptions			X	
Technician Retention		X		
Competitive Compensation	X			
Escalation Process for Technical Issues		X		
Help Desk	X			
Use of Online Knowledgebase for Technical Help	X			
Software Support Protocols		X		
New Equipment Deployment	X			
Documented Procedures	X			
Student Support	X			
Professional Development				
Comprehensive Staff Development Programs	**X**			
Online Training Opportunities	**X**			
Just-in-Time Training		**X**		
Expectations of All Staff		**X**		
Troubleshooting as Part of Professional Development		**X**		
Training for Technical Staff	**X**			
Enterprise Management				
Trouble Ticketing System		**X**		
Virus Protection		**X**		
Network Infrastructure and Bandwidth		**X**		
Desktop and Software Standardization Tools			**X**	
Network Sniffing Tools		**X**		
Online Knowledgebase	**X**			
Integrated Systemic Electronic Communication	**X**			
Remote Computer Management	**X**			
Imaging Software		**X**		
Metering and Application Push Technology	**X**			
Server Farms and Centralized Services	**X**			
Application Service Providers (ASP)	**X**			
Thin-client Computing	**X**			
Vendor-specific Management	**X**			
Quality Assurance (QA)	**X**			
Student/Fiscal/HR/ Assessment Systems		**X**		

Source: http://tsi.iste.org/techsupport/

The ISTE Assessment reveals that GPSS has more than a few low efficiency policies, practices, or processes. In fact, the only areas that possess a satisfactory level of efficiency is platform support, warranties, and security for hardware; none for professional development; and desktop and software standardization for enterprise management.

7.1   *ORGANIZATION AND STAFFING*

Ideally, technology is one area of a school system that supports all administrative and instructional personnel in a positive manner. Organizing technology resources to effectively achieve this outcome can be challenging, but is necessary for operational and educational success. Not only does it require the necessary staffing level, but also the necessary skills, tools, and leadership.

The current organization structure for supporting technology is shown in **Exhibit 7-8**. The FSAIS Manager reports to the Deputy Superintendent of Finance and Administrative Services and all central office technology staff reports to the FSAIS Manager.

Exhibit 7-8
Financial, Student, Administrative, Information System
Organizational Structure
2008-09 School Year
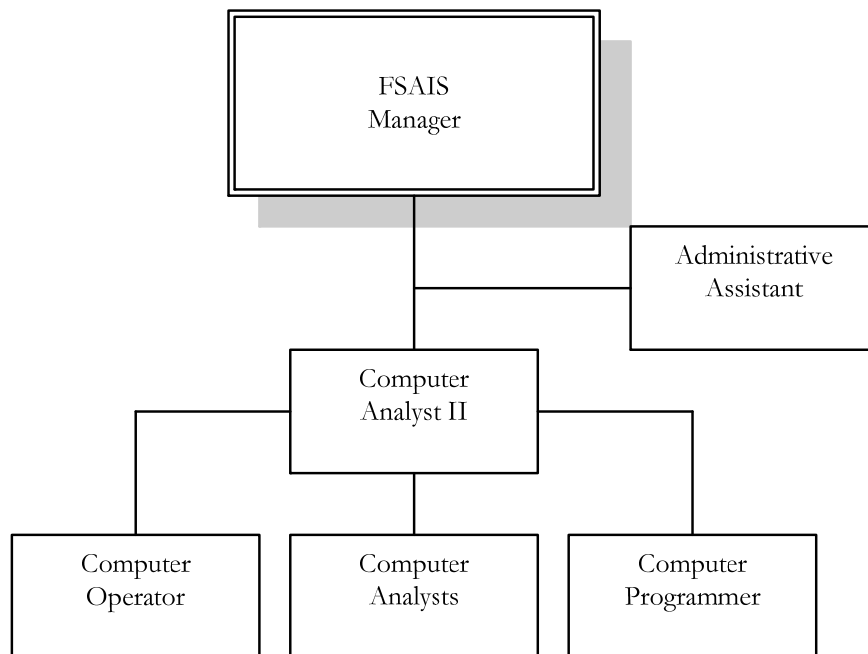
Source: *GPSS Financial, Student, Administrative, Information System, 2009.*

Some of the major issues of the current organizational structure of FSAIS include:

- a lack of senior leadership position in the information technology area;

- too few positions coupled with an overconcentration of job sharing; and

- an antiquated structure that would be more relevant to a smaller information technology operation.

FINDING

The FSAIS Division could best ensure that its administrative and academic technology needs are being addressed by having a Director of Technology managing FSAIS.

The current organizational structure has the area manager reporting to the Deputy Superintendent for Finance and Administrative Services. Although this reporting relationship coincides with the current operational position and types of services provided by FSAIS, there is a missing organizational level that should be between the Manager and the Assistant Superintendent.

By creating a Director of Technology position, GPSS would benefit from:

- creating a champion for technology that could assist in developing a consistent vision and mission for technology, as well as working with diverse stakeholders to ensure that goals are realized;

- focusing attention more equally on educational as well as administrative technology;

- granting more importance to technology in GPSS as a whole by having a senior management position in the area that would possess more strategic and less tactical responsibilities;

- assigning overall responsibility for much needed technological improvements to a specific organizational position; and

- providing a much needed resource to work with central office functions as well as schools in their needs and areas for improvement.

In interviews, with FSAIS as well as central office staff, repeated concerns arose over the lack of a person assigned to drive the use of technology in GPSS. The current manager of FSAIS functions primarily in a project management or even team member role. The current use of his time resembles more a middle-level manager that fills in for other lower level staff than a leader of a technology team in an environment the size of GPSS. Although this is necessary given the lack of resources and skills, as well as the overabundance of needs in the system, the current organizational structure will nearly ensure that the current issues are not successfully resolved in the future.

RECOMMENDATION

Recommendation 7-1:

Create a Director of Technology that reports directly to the Deputy Superintendent of Finance and Administrative Services.

The new Director of Technology position should enhance the ability of FSAIS to define the role of the area, meet stakeholder needs, and accomplish its strategic goals.   Given the gap that GPSS needs to close in regards to administrative and educational technology, a champion position is critical.

Once this structural change has been implemented, GPSS can more efficiently move forward with implementing the *2008 Gateway to Success Technology Master Plan* and other major initiatives in administrative technology.

FISCAL IMPACT

Evergreen estimates that adding a Director of Technology will require $123,500 per year, including benefits ($95,000 in salary x 30 percent).

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Create a Director of Technology	($123,500)	($123,500)	($123,500)	($123,500)	($123,500)

FINDING

FSAIS staffing levels are insufficient to meet even the most basic needs of the Guam Public School System. Interviews with FSAIS staff, central office administrators, and school administrators revealed that the current staffing level is insufficient to even provide a minimal level of service. Similarly, overall surveys results as well as questions on specific operational areas pointed to lack of the necessary staff in almost all categories.

In order to gauge the magnitude of the shortfall, FSAIS staffing levels were compared to national information technology benchmarks.   Based on student population, amount of hardware, and number of schools and other facilities, the size of FSAIS staffing should be between 12 and 20 staff depending on the level of service desired, degree of decentralization, and current practices. Currently, FSAIS employs six team members.

Based on ISTE standards, the number of technicians for a school system the size of GPSS should be at least seven (see **Exhibit 7-9**). Currently, technical support is provided piecemeal between three team members. Moreover, the staff member assigned as the principal technician responsibility for the schools has eight other job tasks assigned.

Exhibit 7-9
ISTE Technology Support Index Rubric for Staffing

Index Area	Efficiency of Technology			
	Low	Moderate	Satisfactory	High
Technician Staffing to Computer Ratio (# of computers: technician)	250:1	150:1 to 250:1	75:1 to 150:1	Less than 75:1

Source: www.iste.org, 2006.

Current technology employees hold a variety of roles and work well as a team. However, the span of knowledge necessary to perform these roles, coupled with the lack of formal training for information technology staff, hampers the development of strong, consistent level of performance. The core staff and responsibilities needed based on the current status of GPSS appear in **Exhibit 7-10**.

Based on division of duties, current performance levels, and requirements in the *2008 Gateway to Success Technology Master Plan*, and information provided in the 2005 *GPSS FSAIS Workload Analysis* Report, a total of 17 positions are needed compared to the current total of six. Four of the recommended classifications are not present in GPSS and would need to be established. These include:

- Director of Technology
- Lead Technician
- Computer Technician
- Education Technology Coordinator

The addition of these classifications would fill the void in the current structure from a knowledge as well as workload standpoint.

RECOMMENDATIONS

Recommendation 7-2:

Create the Lead Technician and Education Technology Coordinator positions.

If GPSS is going to improve its service to the central office and schools with regard to hardware service and maintenance, a specific employee needs to be given responsibility. Moreover, that employee should have the time and resources necessary to provide high quality customer service. If technical support is provided by internal staff, then the person would serve as the manager of the staff. If the support function is outsourced, then the Lead Technician would be the contract manager and primary point of contact between GPSS and the contacting firm.

The Education Technology Coordinator position is necessary to address many of the education technology initiatives included in the *2008 Gateway to Success Technology Master Plan* (especially Goal 1 and 2), and to provide direct support to school teachers and administrators. Currently, the schools have limited communication conduits to the central office when dealing with technology. The creation and filling of this position will provide a resource to schools, communication conduit, and general training on classroom techniques.

Exhibit 7-10
Proposed Staffing and Responsibilities for
Technology Positions in the Guam Public School System

Position	Responsibilities
Director of Technology (1)	• Coordinate the development and implementation of short and long-range technology plans. • Champion information technology with major GPSS stakeholders. • Assist schools and administrative departments to develop and implement plans to address technology needs, including evaluation of hardware, software and management relating to attendance, grade reporting, scheduling, demographic data and financial information. • Manage, direct and assign priorities and personnel to major projects to ensure attainment of organization and department goals and objectives. • Coordinate the development and implementation of an effective data network. • Ensure the timely and accurate reporting of required data to Guam and US DOE. • Develop and implement a disaster recovery plan that includes all key district data.
Manager (1)	• Oversee the day-to-day operations of the IT staff and coordinate resource allocation. • Provide support to the Director of Technology on major projects and initiatives. • Manage internal and external information technology projects. • Oversee the installation, maintenance and repair of all computer hardware and software. • Develop and implement a customer satisfaction program to improve service provision. • Supervise the technical continuing education efforts of the FSAIS.
System Analyst II (2)	• Oversee the operations of the major GPSS systems [Student Information System (SIS) and Finance and Human Resources (CIMS)]. • Provide training and assistance to users of the major GPSS systems. • Tracks and documents business needs of the major GPSS system users. • Provide support to the Director of Technology on major projects and initiatives.
System Analyst (1)	• Provide support on major GPSS systems. • Coordinate E-Rate program. • Support facilities WAN and LAN efforts. • Maintain GPSS secondary systems.
Programmer (2)	• Maintain GPSS secondary systems. • Produce reports as requested by customers. • Create custom code for minor improvements to the current systems. • Provide technical support to users of current systems.
Lead Technician (1)	• Supervise technicians. • Evaluate work performances. • Facilitate work orders and process workflow for technicians. • Compile school updates and follow up on work orders as needed. • Train technicians. • Create standard loads for schools. • Inventory hardware needs. • Maintains the GPSS website. • Provide AS400 maintenance support. • Monitor hardware and network resources.
Computer Technicians (7)	• Respond to service requests from the central office and schools. • Troubleshoot and repair hardware, software, and network equipment. • Support the WAN and LAN. • Install new equipment. • Rehabilitate used equipment for redeployment.
Education Technology Coordinator (1)	• Serve as the primary liaison between schools and the central office on education technology. • Coordinate the development and implementation of a comprehensive staff development plan for use in instructional technology. • Develop training options and improvement plans to ensure exemplary operations in the technology area. • Provide staff development to teachers and administrators in methods of involving technology in the delivery of curriculum. • Coordinate the writing of curriculum for technology programs and monitor the instructional process in all content areas using technology. • Develop and implement a continuing evaluation of the instructional technology program and implement changes based on the findings.
Administrative Assistant (1)	• Provide administrative support to FSAIS. • Provide initial communication link between technicians and schools. • Provide initial technical troubleshooting. • Provide minimal staff development and support. • Assist the Manager and Director of Technology, as needed.

Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

Evergreen estimates that adding the Lead Technician and Education Technology Coordinator will require $58,500 per year, including benefits ($45,000 in salary x 30 percent) and $78,000 per year, including benefits ($60,000 x 30 percent).

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Technical Staff	($136,500)	($136,500)	($136,500)	($136,500)	($136,500)

Recommendation 7-3:

Increase GPSS technical support capabilities by outsourcing computer support.

The current state of GPSS hardware, high level of backlog, percentage of hardware arising from donations, and limitation on "canalizing" parts from donated machines presents a daunting task for any technical team. The confluence of these factors necessitates a multi-phased approach to addressing needs: assessment, repair or replace, and maintain.   Although GPSS could hire the necessary resource to address each phase, it would be more cost effective to increase and decrease staff resources with each phase instead of having a fixed workforce.

FSAIS should develop an RFP to solicit technical support from the private sector. The selected vendor, at a minimum, should provide all PC support in each GPSS facility. The contract should include the cost of each phase necessary to improve the quality and operational performance of the current hardware resources. In addition, the contract should include issues tracking, resource planning, and costing metric reporting.   FSAIS should maintain the help desk function internally and consider outsourcing it in the future once confidence is restored.

FISCAL IMPACT

Evergreen estimates that the outsourcing contract would be between $120,000 and $450,000. The exact amount is hard to determine without a more detailed inventory of the current status of existing computers.   Some grant resources may be available to defer some of this cost.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Outsource Technical Support	($285,000)	($285,000)	($285,000)	($285,000)	($285,000)

RECOMMENDATION

Recommendation 7-4:

Create additional System Analyst and Programmer positions.

FSAIS has released an RFP for its Student Management System (SMS) replacement system and selected a vendor—Pearson. The RFP document is well thought out and fairly comprehensive.

As FSAIS moves forward with this project, it will be critical to provide the necessary project management, business analysis, implementation, and training support necessary for the project to be a success. In addition, some resources will need to be dedicated to the current system until the new system can be brought up and tested, and a transition can occur. These additional positions will increase the chance of success in that process.

Once the SMS project nears completion, GPSS needs to begin the process of selecting a new Financial/Human Resources/Budget System. This will necessitate similar staffing requirements for the transition.

FISCAL IMPACT

Evergreen estimates that adding the System Analyst and Programmer positions will require $52,000 per year, including benefits ($40,000 in salary x 30 percent) and $45,500 per year, including benefits ($35,000 x 30 percent) for a total of $97,500.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Hire System Analyst and Programmer	($97,500)	($97,500)	($97,500)	($97,500)	($97,500)

7.2   *TECHNOLOGY PLANNING AND MANAGEMENT*

Successful technology planning is the foundation for successful technology implementation and development. School system technology is not just a stand-alone program; it is a long-term ongoing effort that affects every aspect of school system operations. The technology planning process is complicated. There are many factors to consider, including instructional integration, legislated data reporting, funding, training, and staffing for support.

On average, technology plans should cover between three to five years. By analyzing current trends in system demographics and available technology, planners can predict what the needs of the system will be and what technology will be available to fill those needs. Technology, however, is the fastest changing segment of our society, so frequent updates and revisions of any technology plan are required. GPSS has made technology planning a requirement of every school in the system.

FINDING

The FSAIS Division has developed an outstanding technology plan—*2008 Gateway to Success Technology Master Plan*—that is aligned with the FCC Universal Service Fund (E-Rate), *No Child Left Behind*, U.S. Department of Education, and national best practices. Perhaps even more importantly, it can be used to guide day-to-day technology management and decisions.

As outlined in the introduction to its Technology Plan, the vision for technology in GPSS is:

> *The Guam Public School System will strive to enhance communication, attain administrative efficiency, and advance students' academic achievement through the use of technology.*

The GPSS plan is quite detailed and includes a rather in-depth needs assessment. The plan also includes detailed goals by element area, which are shown in **Exhibit 7-11.** Each goal has specific objectives, each with strategies for achievement, approximate costs, a timeline, and the person responsible.

In addition to having the Technology Master Plan Committee (TMPC) create the plan, the Committee will serve as a resource to GPSS during the implementation and updating processes. The TMPC includes school representatives, administrative representatives, members of Guam Federation of Teachers, parent representatives, and public/private sector representatives.

The allocated costs include infrastructure, hardware, software, and professional development. The primary desired outcomes from these expenditures include:

- public classrooms are equipped with at least three instructional computers with Internet access;

- libraries in public school are equipped with at least six instructional computers with Internet access;

- professional development to increase teacher confidence and to infuse technology in teaching practices;

- infrastructure to improve and meet the demands of its stakeholders and to support learning in the classroom; and

- a student management system and electronic document management system to enhance productivity and professional practices.

The outcomes would significantly improve the current shortfalls in computers as well as Internet availability in the classroom. Improving infrastructure would improve the responsiveness of the Internet and improve teacher confidence in technology as an educational resource.

The implementation of a 21st Century student and financial information system would allow GPSS to better track, report, and improve its operations at all levels.

The completed plan was submitted to the U.S. Department of Education by the Superintendent on December 26, 2008 for approval.

Exhibit 7-11
Gateway to Success Technology Plan
Goals and Objectives
2008-11

Goals	Objectives
1: To assist every student to ensure that every student is technologically literate by the time the students finishes the eighth grade.	1.1: Update the district's curriculum to integrate current and effective educational technology-and strategies for classroom instruction;
	1.2: Provide equal access to information and communication technology for students and parents; and
	1.3: Provide instruction that develops literacy with technology tools and resources.
2: To effectively integrate technology resources and systems with teacher training and curriculum development to establish research-based instructional methods that can be widely implemented as best practices by state educational agencies and local educational agencies.	2.1: Teachers will plan and design effective learning environments and experiences supported by technology;
	2.2 Teachers will implement curriculum plans that include methods and strategies for applying technology as a learning tool to maximize student learning; and
	2.3: Teachers will use technology to enhance their productivity and professional practice.
3: To develop, maintain, and improve GPSS infrastructure to support the goals and action steps of the district action plan	3.1: Develop a GPSS Network Infrastructure Action Plan to support teaching and learning
	3.2: Implement the GPSS Network Infrastructure Action Plan; and
	3.3: Maintain the GPSS Network Infrastructure Action Plan.
4: To develop, maintain, and improve GPSS administrative functions to support the goals and action steps of the district action plan.	4.1: Implement the web-based Student Management System;
	4.2: Develop end-user standard operation procedure on the operations of the new student management system;
	4.3: Maintain the current Financial Management System (FMS), Employee Management System (EMS), Human Resource Management System (HMS), and Fixed Asset System (;"AS); and
	4.4: Maintain and expand the capability o the current district Web site.

Source: 2008 Gateway to Success Technology Master Plan, 2009.

The National Center for Educational Statistics released the *National Education Technology Plan* in January 2005. This plan outlines seven action steps school districts should take to prepare today's students for the technology challenges of tomorrow. These action steps are:

- Strengthen Leadership
- Consider Innovative Budgeting
- Improve Teacher Training
- Support E-Learning and Virtual Schools
- Encourage Broadband Access
- Move Toward Digital Content
- Integrate Data Systems

All of these steps are addressed in the *2008 Gateway to Success Technology Master Plan.*

COMMENDATION

GPSS has adopted a Technology Plan, entitled *2008 Gateway to Success Technology Master Plan,* and is using this plan to guide technology utilization.

FINDING

GPSS does not have a comprehensive disaster recovery plan. A disaster recovery plan will enable systems to continue functioning with limited disruption to their day-to-day operations. FSAIS staff mentioned that it has an agreement with the Department of Administration to use their AS400 in the event of an emergency and stores some backup information off-site. In addition, some progress has been made on a plan at this point.

RECOMMENDATION

Recommendation 7-5:

Prepare a comprehensive disaster recovery plan.

A comprehensive disaster recovery plan would help GPSS recover its technology operations quickly should a disaster occur. A review of disaster recovery plans used by other school districts could speed the planning process.

The essential elements of a disaster recovery plan include a disaster recovery team; a list of persons to contact after a disaster; and an assessment of critical school functions, essential office equipment and staffing needed immediately to recover from a disaster. A disaster recovery plan must include contingency and backup plans for information technology (**Exhibit 7-12**).

FISCAL IMPACT

Evergreen estimates that a plan can be developed with current resources.

Exhibit 7-12
Summary of Key Disaster Recovery Plan Elements

Step	Details
Build the disaster recovery team	• Select a disaster recovery team that includes key policymakers, building management, end-users, key outside contractors, and technical staff.
Obtain and/or approximate key information	• Develop an exhaustive list of critical activities performed within the district. • Develop an estimate of the minimum space and equipment necessary for restoring essential operations. • Develop a timeframe for starting initial operations after a security incident. • Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties	• Develop an inventory of all assets including data, software, hardware, documentation and supplies. • Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster. • Make plans to procure hardware, software and other equipment as necessary to ensure that critical operations are resumed as soon as possible. • Establish procedures for obtaining off-site backup records. • Locate support resources that might be needed (e.g., equipment repair, trucking, and cleaning companies). • Arrange with vendors to provide priority delivery for emergency orders. • Identify data recovery specialists and establish emergency agreements.
Specify details within the plan	• Identify individual roles and responsibilities by name and job title so that everyone knows exactly what needs to be done. • Define actions to be taken in advance of an occurrence or undesirable event. • Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data integrity. • Identify actions to be taken to restore critical functions. • Define actions to be taken to reestablish normal operations.
Test the plan	• Test the plan frequently and completely. • Analyze the results to improve the plan and identify further needs.
Deal with damage appropriately	• If a disaster actually occurs, document all costs and videotape the damage. • Be prepared to overcome downtime on your own; insurance settlements can take time to resolve.
Consider other significant issues.	• Do not make a plan unnecessarily complicated. • Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed. • Update the plan regularly and whenever changes are made to your system.

Source: Adapted from the Technology and Security Task Force, National Forum on Education Statistics, "Safeguarding your Technology," November 18, 1998.

FINDING

The Guam Public School System has few written policies and procedures for technology. There are policies governing acceptable use of personal computers and minimum purchasing standards, but there is little documentation of current tools, processes, and resources. Given the turnover of staff, lack of knowledge redundancy in current staff, and the presence of sizable needs, it is critical that clear policies and procedures be developed.

RECOMMENDATION

Recommendation 7-6:

Create Technology Procedures Manual.

As a minimum, technology procedures should be documented and distributed electronically for the following areas:

- software installation and license maintenance;
- equipment connectivity;
- equipment maintenance, repair, and replacement;
- virus prevention, spyware, and firewall software (basic security);
- backup requirements;
- disaster recovery activities and storage requirements;
- technical support transactions and expectations; and
- customization, reporting, and system procedures.

The creation of a Technology Procedures Manual should be managed within FSAIS and each team member should contribute to the area within their area of responsibility. The draft document should be circulated to all FSAIS staff for feedback and then to other users. Once completing this second round review, the document should be finalized and made available in an electronic format.

FISCAL IMPACT

Evergreen estimates that the manual can be developed with current resources.

FINDING

The current FSAIS space would better accommodate a small and less sophisticated technology team. Very little repair work, meeting, or technical resource space is available. Given the necessity of interacting on a regular basis due to the de facto job sharing going on with the current staffing levels, the space is a real determinant.

RECOMMENDATION

Recommendation 7-7:

Find alternative space for technology storage, and improve the facility used to house technology.

FSAIS does not have sufficient space for general operations or equipment storage. Depending on the division's plan for the GPSS central office complex overall, improving the facility housing its technology should be addressed in that manner.

FISCAL IMPACT

The exact fiscal impact will depend on the methods selected by the system regarding the GPSS central office complex.

FINDING

Most schools reported as part of the survey process as well as during site visits that hardware repair is slow or non-existent. Any FSAIS staff going out to schools must use their own vehicles, purchase gas without reimbursement, and leave other responsibilities unfulfilled due to a lack of staffing. FSAIS does not have a single staff member exclusively assigned to assist the schools with their on-site technical needs. Most schools have a person designated as a technology coordinator, but there are few systemwide standards set for their capabilities or performance. Basically, each school does the best it can with its own resources.

A snapshot of the last three months of requests is shown in **Exhibit 7-13**.

Exhibit 7-13
FSAIS Request Summary

Type of Request	Number	Percent
Financial Management System (FMS)	25	8.80%
Employee Management System (EMS)	37	13.00%
Human Resources Management System (HRMS)	13	4.60%
Columbia School System – Reports	23	8.10%
Columbia School System – Troubleshooting	30	10.67%
Network	57	20.28%
Email/Internet	5	1.77%
Virus	27	9.60%
Donation Inspection	2	0.70%
Website Update	21	7.47%
Other (phone)	41	15.01%
Total	281	100.00%

Source: GPSS Financial, Student, Administrative, Information System, 2009.

The average time during this 90-day period to resolve school-based issues was 21 to 40 days. Network issues were the most reoccurring during the period. Some of the factors resulting in the high demand for network services include:

- absence of network skills among school staff;
- lack of consistent maintenance on the network;
- climate and geography of Guam;
- age of wiring and facilities in general; and
- network overload dropping responsiveness below dial up speed during 10am and 2pm.

The lack of all computers having virus protection increases issues with PCs and will continue to be an issue as long as the necessary software is not procured. Interviews and a review of the current SMS and financial system found that many of the issues with both systems pertain to the age of the systems and the supporting technology. FSAIS has not had the budget to maintain these systems at the level necessary, and that coupled with age, increases the likelihood of support challenges.

RECOMMENDATIONS

Recommendation 7-8:

Track performance data on work requests and other major operational processes to develop specific standards.

FSAIS has tracked work orders and other key metrics in the past and had a sizable database. However, all except the most recent records were lost when the computer the data were stored on failed. It is critical that FSAIS return to tracking performance measures and maintaining a database for assessment.

In addition, FSAIS should track outcome metrics related to *2008 Gateway to Success Technology Master Plan* and be prepared to report them to the Technology Master Plan Committee. Given the number of contingent activities, it would be beneficial to monitor the impact of various action steps.

FISCAL IMPACT

Evergreen estimates that the database can be developed and maintained with current resources.

Recommendation 7-9:

Continue the Student Management System (SMS) procurement and implementation process.

FSAIS released a RFP on August 9, 2007 and Pearson was selected to provide the new Student Management System (SMS). The RFP was well written and the selected vendor is a nationally recognized provider of SMS systems. The *2008 Gateway to Success Technology Master Plan* highlights the importance of the system to the future of GPSS. Moreover, the current system utilizes more than ten-year-old technology and increases administrative cost and risk. The current system requires a computer operator at each school to accumulate, load, store, and send the necessary data. This process is slow and cumbersome.

By implementing the new SMS, GPSS would gain from operational efficiencies, more user-friendly processes, more dependable data exchanges, and greater analytical rigor. Current staff possesses some of the skills necessary for implementation, but additional resources will be necessary.

FISCAL IMPACT

This cost is factored into the *2008 Gateway to Success Technology Master Plan.*

Recommendation 7-10:

Begin the procurement process for a new business system (financial/budget/human resources).

The current business system, CIMS from Weidenhammer Corporation is an AS400 application that combines the following modules:

- HMS (Human Management System);
- EMS (Employee Management);
- FMS (Financial Management); and
- FAS (Fixed Asset Management).

The system is nearing the end of its useful lifespan and needs to be replaced.   More than 26 percent of the issues that come to FSAIS to assistance relate to the business system.

FSAIS does not have the resources to complete the SMS and business system implementation, concurrently. Consequently, the requirement process should begin near the end of the SMS implementation process.

FISCAL IMPACT

The exact fiscal impact will depend on the type of system selected and timing for implementation.

7.3   *CLASSROOM TECHNOLOGY*

While the 'back office' technology within a school system is critical to its efficient operation, often the most visible technology is that employed in the classrooms. The requirements of *No Child Left Behind* include that students achieve technological literacy before 9th grade and that teachers effectively integrate technology into the classroom. Moreover, few would dispute the pervasive nature of technology in society and the need to adequately prepare students to be productive members that environment.

In many GPSS classrooms, the use of technology to enhance learning is poorly embedded.

In school visits, Evergreen observed a simplistic level of technology integration in many classrooms at best. Of the sample of classrooms reviewed as part of this study, less than 20

percent had working computers hooked to the Internet. Moreover, in almost every school visited, there were some PCs that did not work or at least function properly.

The *2008 Technology Assessment* Survey, conducted by GPSS, found key barriers to technology in the Guam Public School System. There barriers are identified in **Exhibit 7-14.**

Exhibit 7-14
2008 GPSS Technology Assessment
Barriers to Technology

Barrier	Percent
Not enough or limited access to computer hardware	49.10%
Outdated computers	41.42%
Slow Internet access	33.87%
Lack of access to technology for students at home	32.69%
Lack of technical support	27.55%
Limited time in school day	25.75%
Insufficient software available	24.72%
Software is outdated	22.17%

Source: GPSS Financial, Student, Administrative, Information System Division, 2009.

Limited computer access, slow Internet speed, lack of technical support, and insufficient software coincides with anecdotal and observational reviews conducted by Evergreen consultants. Professional development scores low in the survey, but would be considered secondary to the lack of the necessary tools for integrating technology into the classroom. For example, the lack of curriculum support, lack of knowledge to technology, and lack of integration as a priority receive support from 19.15, 14.15, and 16.6 percent, respectively. Almost 31 percent of respondents indicated an interest in taking an Introduction to Computers class. Almost 40 percent would like a class on how to teach with a one computer classroom. Forty-six (46) percent indicated an interest in learning how to teach with the Internet, and 44 percent want to know more about integrate technology more effectively.

Basically, like any school system, classroom technology could flourish in GPSS if the necessary tools and support were coupled with a culture of support and development.

FINDING

Even with the preponderance of challenges, Evergreen also found small pockets of technology excellence. For example, LBJ Elementary School possesses a best practice technology plan and had negotiated directly with vendors for discounts and additional warranty time. At this school, teachers seemed excited about technology and had students actively engaged in using it.

COMMENDATION

GPSS is commended for requiring schools to complete school-based Technology Plans, and for the best practices occurring on some campuses.

RECOMMENDATION

Recommendation 7-11:

Provide support to schools and hold them accountable for submitting Technology Plans.

Like any system, the GPSS school technology plans vary in quality. A sample of school-based information technology plans were reviewed as part of this study. Most schools have completed a plan and submitted it to FSAIS. The strongest plans were linked to the system goals, identified alternative sources of funding, and were built around the individual schools strengths and opportunities.

In order to improve the quality of the technology plans and implementation, schools need more support in the development process. The Education Technology Coordinator, once hired, should be a key resource to providing assistance to schools in technology planning and ensuring compliance with the submission requirements.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Currently, GPSS has no structured procedures in place to assess satisfaction with, and usage of, technology. As a result, it is not ensuring it is maximizing its technology expenditures or allocating scarce resources as effectively as possible.

Anecdotally, staff reports that some services and tools are in high demand and nearly always in use, but these observations should be quantified and analyzed on a regular basis. In addition, the low satisfaction scores for education technology services observed in the Evergreen survey (**Exhibit 7-2**) as well as on the *2008 Technology Assessment* survey, indicate that the system has a lot of room for improvement. Ninety-eight (98) percent of school administrators and 81 percent of teachers included in the Evergreen survey state that instructional technology could be improved. Given the limited resources available, it is critical that GPSS strategically allocate resources to meet its needs.

RECOMMENDATION

Recommendation 7-12:

Develop procedures to assess technology usage and satisfaction.

GPSS should track and analyze technology use by department or school site, grade level, and subject area in order to ensure it has used its technology funds wisely, to identify areas needing additional technology, and to determine whether additional support, such as training or further infrastructure, is needed for full technology implementation. FSAIS should also implement a method to assess student and community satisfaction with classroom tools and its Web site, as it already has online surveying capabilities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.4   *STAFF DEVELOPMENT*

Training in the use of technology is the most critical factor in determining whether that technology is used effectively or even used at all. Administrative and instructional staff must be able to use effectively the technology available to them. Training must be ongoing; the technology environment is continuously evolving, and divisions/departments must keep pace with the evolution.

The ISTE Technology Support Index identifies exemplary systems as having these staff development practices:

- A comprehensive staff development program is in place that impacts all staff. The program is progressive in nature and balances incentive, accountability, and diverse learning opportunities.

- Online training opportunities are provided for staff both, on-site and remotely, and represent a diversity of skill sets.

- Expectations for all staff are clearly articulated and are broad in scope. Performance expectations are built into work functions and are part of the organizational culture.

- Technical staff receives ample training as a normal part of their employment, including training towards certification.

- Basic troubleshooting is built into the professional development program, and is used as a first line of defense in conjunction with technical support.

FINDING

Teachers have to feel comfortable with technology, well versed in its use in the classroom, work in an environment that supports technology, and have the tools necessary to engage students. When teachers lack one of these elements, there will less emphasis placed on technology in teaching.

Exhibit 7-5, shown previously, compares teacher survey responses related to technical training and technology usage.   As can be seen, less than 30 percent of teachers feel they receive training on how to integrate technology in the classroom compared to more than 80 percent in the Evergreen survey. Less than 50 percent of responding teachers indicate that they know how to use computers in the classroom, while the peer organizations have more than 70 percent of teachers prepared.

Several tools exist for assessing the level of teacher technical literacy. One such tool is Dr. Moersch's Levels of Technology Implementation (LoTI) Framework. The LoTI Framework, in

use in a number of districts across the country, focuses on the use of technology "as a tool within the context of student based instructions with a constant emphasis on higher-order thinking."[1]

The LoTI Framework provides system administrators with an analysis of the current professional development needs of their teachers. Outlined in **Exhibit 7-15**, the framework has been validated and is aligned with several state frameworks, as well as the national framework from ISTE.

Exhibit 7-15
LoTI Framework for Assessing Teacher Technical Proficiency

Level	Description
Level 0 Non-use	A perceived lack of access to technology-based tools or a lack of time to pursue electronic technology implementation. Existing technology is predominately text-based.
Level 1 Awareness	The use of computers is generally one step removed from the classroom teacher (e.g., integrated learning system labs, special computer-based pull-out programs, computer literacy classes). Computer-based applications have little or no relevance to the individual teacher's operational curriculum.
Level 2 Exploration	Technology-based tools generally serve as a supplement to the existing instructional program. The electronic technology is employed either as extension activities or as enrichment exercises to the instructional program and generally reinforce lower cognitive skill development (e.g., knowledge, comprehension, application).
Level 3 Infusion	Technology-based tools including databases, spreadsheet, and graphing packages, multimedia and desktop publishing applications, and Internet use augment selected instructional events (e.g., science kit experiment using spreadsheets/graphs to analyze results, telecommunications activity involving data sharing among schools). Emphasis is placed on higher levels of cognitive processing (e.g., analysis, synthesis, evaluation).
Level 4a Integration (Mechanical)	Technology-based tools are integrated in a mechanical manner that provides rich context for students' understanding of the pertinent concepts, themes, and processes. Heavy reliance is placed on prepackaged materials and outside interventions that aid the teacher in the daily operation of their instructional curriculum. Technology is perceived as a tool to identify and solve authentic problems perceived by the students as relating to an overall theme/concept. Emphasis is placed on student action and issues resolution that require higher levels of student cognitive processing.
Level 4b Integration (Routine)	Teachers can readily create Level 4 (Integrated Units) with little intervention from outside resources. Technology-based tools are easily integrated in a routine manner that provides rich context for students' understanding of the pertinent concepts, themes, and processes. Technology is perceived as a tool to identify and solve authentic problems relating to an overall theme/concept.
Level 5 Expansion	Technology access is extended beyond the classroom. Classroom teachers actively elicit technology applications and networking from business enterprises, governmental agencies (e.g., contacting NASA to establish a link to an orbiting space shuttle via Internet), research institutions, and universities to expand student experiences directed at problem-solving, issues resolution, and student involvement surrounding a major theme/concept.
Level 6 Refinement	Technology is perceived as a process, product, and tool toward students solving authentic problems related to an identified "real-world" problem or issue. Technology, in this context, provides a seamless medium for information queries, problem-solving, and/or product development. Students have ready access to and a complete understanding of a vast array of technology-based tools to accomplish any particular task.

Source: www.loticonnection.com, 2006.

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[1] www.loticonnection.com

The developers of LoTI conducted a nationwide survey of a sample of nearly 45,000 teachers in 2005-06, assessing their classroom technical proficiency with the framework. They found this distribution:

- Level 0 - eight percent
- Level 1 - 18 percent
- Level 2 - 22 percent
- Level 3 - 23 percent
- Level 4a - 18 percent
- Level 4b - nine percent
- Level 5 - one percent
- Level 6 - less than one percent

The developers recommend a target technology level of at least Level 4b.

GPSS possesses teachers at each of these levels. There are standout examples throughout the system and they should be recognized and rewarded. In the future, the most important outcome is to move the overall average higher. Although schools offer a limited amount of technology training to teachers and staff, GPSS should go further in developing overall competency levels by developing explicit technology proficiency expectations for administrators, teachers, and staff.

RECOMMENDATION

Recommendation 7-13:

Develop rigorous technology expectations for GPSS teachers and staff.

GPSS has a few pockets of educational technology innovation at its disposal. Developing more explicit rigorous expectations for technical expertise will ensure that all teachers are maximizing technology resources. Moreover, expectations for technical expertise should extend to all staff, including administrative clerical and support personnel.

The heart of this recommendation appears in the *2008 Gateway to Success Technology Plan* (Goal 2). However, for this recommendation to be successful, each school must embrace the plan and commit to its implementation. This action will require that administrators work with teachers to customize the approach and tools necessary for his or her success, and provide essential training.

FISCAL IMPACT

This recommendation can be implemented with existing resources, *2008 Gateway to Success Technology Plan* funds, and individual grants.

FINDING

FSAIS staff receives little, if any, ongoing training. When interviewed, most staff could not remember the last time that training was provided to them. No money has been allocated in the last few years and none is in the current FSAIS budget. The *Gateway to Success Technology Plan* includes training for teachers and on the new SMS ($697,600). However, little, if any training dollars are designated for FSAIS staff.

The benefits of a well-trained technology staff include:

- improved productivity, effectiveness and efficiency of service by helping employees develop and better utilize their talents, skills and potential;

- knowledge, skills and abilities so that staff become better qualified to perform the duties of their present jobs and advance to more responsible positions;

- enhanced managers and supervisors capabilities at organizing and developing effective management systems for the accomplishment of the organization's goals and objectives; and

- heightened employee satisfaction and reduced personnel turnover.

As the *2005 Workload Analysis* Report found, FSAIS is spending more time than necessary per transaction given the limited training and depth on the team. Thus, an additional benefit of more training would be reduced cost of services over time.

Off-island training can be very expensive and time consuming. However, in some cases, it is necessary. Other sources of training are available and should be used in a consistent manner. The Web is a source of free or more cost effective training. The slow Internet speed in GPSS, however, presents a challenge to Web-based learning, but this issue could be dealt with by capturing the sessions in off-peak hours. Technology vendors, for instance, routinely offer free training materials about their products, ranging from publications to DVDs to Webinars.

FSAIS has done a good job of drawing on internal resources to distribute IT knowledge. Team members possessing extensive knowledge in a particular area have been teamed with a less-experienced colleague to cross-train employees in different disciplines at little or no cost.

COMMENDATION

FSAIS Division employees are commended for leveraging current talents to train other team members.

RECOMMENDATION

Recommendation 7-14:

Develop a training expectation for FSAIS staff.

FSAIS staff would benefit considerably from additional training. Developing more explicit and rigorous expectations for technical expertise will ensure that IT employees are maximizing their resources, being challenged, and providing the highest quality of service possible.

A structured, competency-based plan should be developed for FSAIS staff. The plan should include each level in the organization and training opportunities that support professional development. Clear milestones should be established to guide each employee over the life of his or her career in GPSS. Web-based training opportunities should be identified and tied directly into the competency plan. Each employee should be allocated an amount for training and the Director of Technology or his or her designee should ensure participation.

FISCAL IMPACT

This recommendation would require approximately $2,000 per employee. Based on current staffing, less than $25,000 is needed. Based on future staffing and volume discounts the amount would more than likely be less than $30,000.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop FSAIS Training Expectations and Funding	($14,000)	($30,000)	($30,000)	($30,000)	($30,000)

In summary, GPSS faces some extensive technology challenges in the future. FSAIS possesses a highly dedicated, yet undertrained and unsupported staff. As illustrated in the survey and practice comparison, in almost every operational category, the resources and associated outcomes are below what would be expected in a 21st Century school system.

GPSS has recognized these shortcomings and completed a thorough planning process. The GPSS Technology Master Plan Committee has developed a highly detailed technology plan that provides strategic direction for both instructional and administrative technology. However, little if any of the necessary staff, tools, or resources are currently available.

CHAPTER 8:
FISCAL IMPACT OF RECOMMENDATIONS

8.0 FISCAL IMPACT OF RECOMMENDATIONS

The Evergreen Team has developed 26 commendations and 136 recommendations in this report. Twenty-nine recommendations however have a fiscal impact. **Exhibit 8-1** shows the total costs and savings for all study recommendations that have fiscal impacts. As can be seen, the total gross savings is $175.8 million over five years with a net savings of $156.1 million.

The five-year costs and savings are shown in 2009 dollars. It is important to keep in mind that the identified savings and costs are incremental.

Exhibit 8-1
Summary of Annual Costs and Savings by Year
Over Five Years Recommendations

Savings/Costs	Years					Total 5-Year (Costs) or Savings	One-Time (Costs)
	2009-10	2010-11	2011-12	2012-13	2013-14		
Total Savings	$34,988,537	$33,843,537	$33,739,527	$36,616,692	$36,616,692	$175,804,985	
Total Costs	($3,396,411)	($4,861,045)	($4,863,429)	($3,122,063)	($3,124,447)	($19,367,395)	($325,842)
Total Net Savings	$31,592,126	$28,982,492	$28,876,098	$33,494,629	$33,492,245	$156,437,590	
Total Five-Year Net Savings Minus One-Time (Costs)							$156,111,748

Exhibit 8-2 shows costs and savings by chapter for recommendations in Chapters 2 through 7.

About 106 additional recommendations in this report do not have a fiscal impact. These recommendations are included in Chapters 2 through 7 of the full report. For these recommendations, Evergreen developed no fiscal impact for one of two reasons:

- In some cases, the anticipated outcome from a recommendation is not one with a fiscal impact, such as the development of policies and/or procedures that will improve effectiveness, but will not have a directly quantifiable impact on GPSS revenues or expenditures.

- In other cases, the exact fiscal impact will depend on the specific path chosen by the school system, each path having a significantly different fiscal impact.

Consequently, Evergreen has only developed fiscal impacts for those recommendations where the most likely implementation path is clear and direct savings can be estimated from that implementation. In all cases, Evergreen has sought to be conservative in our savings estimates; we anticipate that far greater savings is possible. While Evergreen has used the best data available in determining fiscal impacts, it should be remembered that these are estimates.

Implementation Strategies

Many recommendations in this report require a change in official policies and procedures, and should therefore be initiated and implemented with the full knowledge and participation of the Superintendent and Guam Education Policy Board. As a first step in implementing the recommendations of this report, Evergreen suggests that GPSS leaders review all report recommendations to identify which (in whole or in part) can be implemented immediately or within the next three months.

Once recommendations have been assigned to individuals or teams, a method to monitor and follow-up needs to be established by the Superintendent. At minimum, this method should contain these elements:

- periodic checkpoints or meetings (weekly, monthly) to discuss progress;

- decision points where the Superintendent gives additional guidance or direction to individuals and team members;

- monthly reports to the Superintendent, Guam Education Policy Board, and other appropriate parties (e.g., an Implementation Oversight Committee);

- a system for tracking the savings and benefits derived from implementation; and

- regular, open two-way communication internally and with the public.

Exhibit 8-2
Summary of Annual Costs and Savings by Year

Chapter/Recommendation		Estimated (Cost)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 2: GOVERNANCE, MANAGEMENT AND COMMUNICATIONS								
2-3	Increase Training for Board Members	($1,000)	($1,000)	($1,000)	($1,000)	($1,000)	($5,000)	
2-17	Eliminate Assistant Principal Positions	$1,480,000	$1,480,000	$1,480,000	$1,480,000	$1,480,000	$7,400,000	
2-18	Delete PIO Position and Contract with Public Relation Firm	$10,000	$10,000	$10,000	$10,000	$10,000	$50,000	
Chapter 2 Subtotal (Cost)/Savings		**$1,489,000**	**$1,489,000**	**$1,489,000**	**$1,489,000**	**$1,489,000**	**$7,445,000**	
CHAPTER 3: EDUCATIONAL SERVICES DELIVERY AND CURRICULUM REVIEW								
3-3	Eliminate Excess Elementary Teaching Positions	$2,870,331	$2,870,331	$2,870,331	$2,870,331	$2,870,331	$14,351,655	
3-5	Eliminate 335 Vacant School Aide Positions and Eliminate 302 Additional School Aide Positions	$16,700,229	$16,700,229	$16,700,229	$16,700,229	$16,700,229	$83,501,145	
3-6	Eliminate Vacant One-to-One Special Education Aide Positions, Eliminate Vacant Part-Time Special Education Aide Positions, Eliminate 10 Percent of the Current 264 One-to-One/Part-Time Positions Per Year, and Add Program Consultant Position	$2,315,551	$2,315,551	$2,315,551	$2,315,551	$2,315,551	$11,577,755	
3-8	Eliminate Two Graphic Artist Positions, Eliminate One Secretarial Position, and Fill two Chamoru Language Specialist Positions	$42,560	$42,560	$42,560	$42,560	$42,560	$212,800	
3-9	Upgrade Proposed Program Coordinator Position to a III or IV, Eliminate Seven proposed School Program Coordinators, and Add Two Program Coordinator Positions per year after 2010-11	$227,939	$227,939	$123,929	$123,929	$123,929	$827,665	
3-10	Fill Two Research, Planning and Evaluation Positions	($83,304)	($83,304)	($83,304)	($83,304)	($83,304)	($416,520)	
3-12	Add 29 Psychologist Positions	($1,649,723)	($1,649,723)	($1,649,723)	($1,649,723)	($1,649,723)	($8,248,615)	
3-18	Develop Instructional an Plan	$0	$0	$0	$0	$0	$0	($20,000)
3-27	Bring two TESA Trainers to GPSS	$0	$0	$0	$0	$0	$0	($15,842)
3-28	Develop a Cadre of Trained Teachers	($2,384)	($4,768)	($7,152)	($9,536)	($11,920)	($35,760)	
Chapter 3 Subtotal (Cost)/Savings		**$20,421,199**	**$20,418,815**	**$20,312,421**	**$20,310,037**	**$20,307,653**	**$101,770,125**	**($35,842)**

Exhibit 8-2 (Continued)
Summary of Annual Costs and Savings by Year

Chapter/Recommendation		Estimated (Cost)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 4: HUMAN RESOURCES AND PERSONNEL MANAGEMENT								
4-1	Eliminate Acting Assistant Personnel Services Administrator	$68,000	$68,000	$68,000	$68,000	$68,000	$340,000	
4-10	Purchase a Technology-Based System	$0	$0	$0	$0	$0	$0	($25,000)
Chapter 4 Subtotal (Cost)/Savings		**$68,000**	**$68,000**	**$68,000**	**$68,000**	**$68,000**	**$340,000**	**($25,000)**
CHAPTER 5: FINANCIAL SERVICES								
5-19	Conduct Food Services Study	$5,845,245	$5,845,245	$5,845,245	$5,845,245	$5,845,245	$29,226,225	($100,000)
Chapter 5 Subtotal (Cost)/Savings		**$5,845,245**	**$5,845,245**	**$5,845,245**	**$5,845,245**	**$5,845,245**	**$29,226,225**	**($100,000)**
CHAPTER 6: FACILITIES/SAFETY AND SECURITY								
6-1	Outsource Maintenance	$1,881,682	$1,881,682	$1,881,682	$4,758,847	$4,758,847	$15,162,740	
6-2	Outsource all Custodial Services	$2,190,000	$2,190,000	$2,190,000	$2,190,000	$2,190,000	$10,950,000	
6-3	Establish Public-Private Partnership	($58,500)	($58,500)	($58,500)	($58,500)	($58,500)	($292,500)	
6-4	Prepare and Update a Ten-Year Plan	($180,000)	($145,000)	($145,000)	($145,000)	($145,000)	($760,000)	
6-5	Close One School	$1,357,000	$157,000	$157,000	$157,000	$157,000	$1,985,000	
6-6	Rehabilitate the GPSS Central Administration Building	($262,500)	($1,743,750)	($1,743,750)	$0	$0	($3,750,000)	
6-8	Staff the Safety Office	($200,000)	($200,000)	($200,000)	($200,000)	($200,000)	($1,000,000)	
6-10	Modify Comprehensive COPS Grant Application	($302,500)	($302,500)	($302,500)	($302,500)	($302,500)	($1,512,500)	
6-12	Close and Demolish the Piti Warehouse	$0	$55,000	$55,000	$55,000	$55,000	$220,000	($165,000)
Chapter 6 Subtotal (Cost)/Savings		**$4,425,182**	**$1,833,932**	**$1,833,932**	**$6,454,847**	**$6,454,847**	**$21,002,740**	**($165,000)**
CHAPTER 7: TECHNOLOGY MANAGEMENT								
7-1	Create a Director of Technology	($123,500)	($123,500)	($123,500)	($123,500)	($123,500)	($617,500)	
7-2	Increase Technical Staff	($136,500)	($136,500)	($136,500)	($136,500)	($136,500)	($682,500)	
7-3	Outsource Technical Support	($285,000)	($285,000)	($285,000)	($285,000)	($285,000)	($1,425,000)	
7-4	Hire System Analyst and Programmer	($97,500)	($97,500)	($97,500)	($97,500)	($97,500)	($487,500)	
7-14	Developing Training Expectations and Funding	($14,000)	($30,000)	($30,000)	($30,000)	($30,000)	($134,000)	
Chapter 7 Subtotal (Cost)/Savings		**($656,500)**	**($672,500)**	**($672,500)**	**($672,500)**	**($672,500)**	**($3,346,500)**	
TOTAL COSTS		**$34,988,537**	**$33,843,537**	**$33,739,527**	**$36,616,692**	**$36,616,692**	**$175,804,985**	
TOTAL SAVINGS		**($3,396,411)**	**($4,861,045)**	**($4,863,429)**	**($3,122,063)**	**($3,124,447)**	**($19,367,395)**	
TOTAL NET SAVINGS		**$31,592,126**	**$28,982,492**	**$28,876,098**	**$33,494,629**	**$33,492,245**	**$156,437,590**	**($325,842)**
TOTAL FIVE-YEAR NET SAVINGS MINUS ONE-TIME (COSTS)								**$156,111,748**

APPENDIX A:
CENTRAL OFFICE ADMINISTRATORS
SURVEY RESULTS COMPARED TO PEERS

B. MANAGEMENT AND ADMINISTRATION

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
4. The GPSS strategic plan guides daily decision making.	47.1%	23.6%	86.2%	4.2%
5. I know how my work activities and objectives tie to the GPSS strategic plan.	61.1%	22.3%	95.4%	0.5%
6. School board members know and understand the educational needs of students in the school district.	29.4%	47.1%	73.2%	23.2%
7. School board members know and understand the operations of the school district.	22.2%	72.3%	71.8%	23.8%
8. The Superintendent is a respected and effective instructional leader.	55.6%	5.6%	80.0%	8.3%
9. The Superintendent is a respected and effective business manager.	27.8%	16.7%	77.1%	9.1%
10. The district administration is efficient.	11.8%	58.8%	78.3%	11.0%
11. The district administration supports the educational process.	72.2%	11.1%	79.9%	9.6%
12. School-based personnel play an important role in making decisions that affect schools in the district.	55.6%	27.8%	86.3%	6.4%
13. Principals are effective instructional leaders in their schools.	33.4%	33.4%	74.9%	16.6%
14. Principals are effective managers of the staff and teachers in their schools.	22.0%	38.9%	82.7%	11.3%
15. Most administrative practices in the school district are highly efficient and effective.	22.2%	72.3%	76.9%	9.9%
16. Administrative decisions are made promptly and decisively.	16.7%	72.2%	79.2%	10.3%
17. School district administrators are easily accessible and open to input.	16.7%	55.5%	88.0%	8.1%
18. Authority for administrative decisions is delegated to the lowest possible level.	11.1%	72.2%	53.9%	31.8%
19. Major bottlenecks exist in many administrative processes that cause unnecessary time delays.	87.5%	6.3%	16.5%	70.2%
20. The school district has too many layers of administrators.	50.0%	44.5%	5.7%	74.1%
21. GPSS administrators provide quality service to schools.	44.40%	27.80%	92.5%	5.4%

C. CURRICULUM AUDIT

Survey Questions	GPSS		Peers	
	SA+A	**SD+D**	**SA+A**	**SD+D**
22. GPSS uses detailed classroom-level data for instructional decision making.	11.8%	35.4%	N/A	N/A
23. Lessons are organized to meet students' needs.	29.4%	11.8%	N/A	N/A
24. GPSS has effective special programs for the following:				
a. Honors/Gifted and Talented Education	53.0%	11.8%	70.3%	11.7%
b. Special Education	56.3%	12.6%	70.3%	13.4%
c. Head Start and Even Start Programs	70.6%	11.8%	63.9%	4.3%
d. Advanced Placement	35.3%	11.8%	65.4%	6.9%
e. Alternative Education	29.4%	23.6%	63.1%	11.7%
f. English as Second Language (ESL)	17.7%	35.3%	56.9%	15.5%
g. Career and Vocational	23.5%	29.5%	69.7%	14.1%
h. Dropout Prevention	23.5%	29.4%	41.0%	22.5%
25. Parents are immediately notified if a child is absent from school.	11.8%	58.8%	59.8%	15.5%
26. Teacher turnover is low.	5.9%	47.1%	49.5%	30.3%
27. Educational programs are regularly and objectively evaluated.	11.8%	70.6%	70.2%	13.4%
28. Teacher openings are filled quickly.	12.5%	62.6%	65.2%	16.4%
29. Teachers are held accountable for ensuring students learn.	6.7%	80.0%	73.8%	15.8%
30. Principals are held accountable for ensuring students learn.	11.8%	76.5%	83.3%	10.0%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	11.8%	58.8%	N/A	N/A
32. Teacher/teacher groups use data to tailor learning experiences for individual students/student groups.	17.7%	41.2%	N/A	N/A
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	29.4%	58.8%	62.2%	23.4%
34. Our schools can be described as "good places to learn."	35.3%	41.2%	83.2%	6.9%
35. NCLB has been effectively implemented in our school district.	17.7%	53.0%	83.5%	5.7%

D. HUMAN RESOURCES

	GPSS		Peers	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
36. Salary levels in the school district are competitive.	20.0%	73.3%	32.3%	50.0%
37. My salary level is adequate for my level of work and experience.	6.7%	86.7%	41.0%	38.9%
38. Teachers who do not meet expected work standards are disciplined.	6.7%	80.0%	49.6%	29.7%
39. Staff who do not meet expected work standards are disciplined.	13.30%	86.7%	54.3%	29.6%
40. GPSS has a good orientation program for new employees.	0.0%	93.3%	72.5%	13.8%
41. GPSS accurately projects future staffing needs.	0.0%	93.3%	46.8%	29.9%
42. GPSS has an effective employee recruitment program.	6.7%	66.6%	43.5%	21.5%
43. GPSS employees receive annual personnel evaluations.	53.3%	40.0%	74.5%	14.7%
44. GPSS rewards competence and experience, and provides qualifications needed for promotion.	6.7%	73.3%	29.1%	45.5%
45. I am satisfied with my job in the school system.	80.0%	0.0%	74.1%	3.1%
46. I am actively looking for a job outside the school system.	26.7%	46.7%	2.4%	67.5%
47. GPSS has a fair and timely grievance process.	33.4%	33.3%	47.5%	17.9%
48. There are not enough high quality professional development opportunities for teachers.	73.3%	6.7%	9.4%	77.7%
49. There are not enough high quality professional development opportunities for school administrators.	80.0%	6.7%	21.6%	73.6%

E. COMMUNITY INVOLVEMENT

	GPSS		Peers	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
50. GPSS regularly communicates with parents.	40.0%	26.7%	70.5%	9.3%
51. Parents play an active role in decision-making in our schools.	26.7%	53.3%	54.4%	30.1%
52. Teachers regularly communicate with the parents of the students they teach.	20.0%	33.3%	67.3%	21.3%
53. Most parents seem to know what goes on in our schools.	13.3%	60.0%	51.0%	27.3%
54. GPSS explains test results to parents.	26.7%	40.0%	54.1%	30.9%

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
55. Schools have plenty of volunteers to help student and school programs.	13.3%	60.0%	54.7%	24.3%
56. At least some local businesses are actively involved in supporting our schools.	66.7%	6.7%	N/A	N/A

F. FACILITIES USE AND MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	26.7%	40.0%	62.2%	15.8%
58. Schools are clean.	20.0%	53.3%	86.6%	8.9%
59. Our schools have sufficient space and facilities to support the instructional programs.	6.7%	60.0%	55.2%	37.3%
60. Schools are well-maintained.	0.0%	73.3%	82.4%	11.1%
61. Repairs are made in a timely manner.	6.7%	80.0%	60.8%	29.2%
62. GPSS facilities are open for community use.	46.7%	20.0%	77.3%	4.2%
63. Emergency maintenance is handled promptly.	26.7%	53.3%	77.8%	11.2%
64. GPSS has an effective energy management program.	0.0%	80.0%	61.6%	18.0%

G. FINANCIAL MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
65. Site-based budgeting is used effectively to extend the involvement of Teachers and teachers.	N/A	N/A	48.6%	19.1%
66. Campus administrators are well trained in fiscal management techniques.	N/A	N/A	46.4%	17.1%
67. Funds are managed wisely to support education in the school district.	N/A	N/A	80.7%	8.4%
68. The district's financial reports are easy to understand and read.	N/A	N/A	41.9%	17.6%
69. Campus and program administrators have sufficient access to the financial data they need.	N/A	N/A	81.5%	2.8%
70. Financial reports are made available to community members when asked.	N/A	N/A	69.3%	2.1%

H. PURCHASING

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
71. The Purchasing Office gets me what I need when I need it.	26.7%	60.0%	65.4%	17.0%
72. The school district purchases the highest quality materials and equipment at the lowest cost.	26.7%	60.0%	59.8%	13.0%
73. The purchase order process is efficient and effective.	13.3%	80.0%	47.8%	17.1%

I. TECHNOLOGY MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
74. Students regularly use computers.	33.3%	46.7%	91.1%	4.3%
75. Teachers receive training in how to integrate technology into the classroom.	20.0%	46.7%	82.8%	5.5%
76. Teachers are expected to integrate technology into the classroom.	46.7%	26.7%	88.4%	2.0%
77. Teachers know how to use computers in the classroom.	20.0%	46.7%	79.9%	6.6%
78. The GPSS Web site is a useful tool.	53.0%	46.6%	86.3%	7.5%
79. I get assistance quickly when I have a computer problem.	46.7%	46.7%	90.6%	5.6%
80. The school district provides adequate instructional technology.	14.3%	57.1%	86.1%	5.5%
81. The school district provides adequate administrative technology.	26.7%	60.0%	88.1%	9.0%
82. I have adequate equipment and computer support to conduct my work.	60.0%	33.4%	93.7%	5.7%
83. Teachers and students have fast and easy access to the Internet.	20.0%	53.4%	86.9%	3.4%
84. Most administrative process (purchasing, payroll etc.) are done on-line.	6.7%	66.7%	47.4%	32.3%

J. OVERALL OPERATIONS

School District Operation	GPSS		Peers	
	Need Major/Some Improvement	Adequate / Outstanding	Need Major/Some Improvement	Adequate / Outstanding
a. Strategic Planning	100.0%	0.0%	55.8%	32.4%
b. Curriculum Planning	85.8%	7.1%	61.5%	27.2%
c. Facilities Planning	100.0%	0.0%	58.3%	24.7%
d. Budgeting	100.0%	0.0%	62.0%	32.1%

	School District Operation	GPSS		Peers	
		Need Major/Some Improvement	Adequate / Outstanding	Need Major/Some Improvement	Adequate / Outstanding
e.	Financial Management	100.0%	0.0%	58.9%	35.3%
f.	Asset Management	86.7%	13.3%	70.7%	21.2%
g.	Risk Management	93.3%	6.7%	58.1%	23.5%
h.	Community Relations	86.7%	6.7%	38.8%	34.0%
i.	Program Evaluation	80.0%	0.0%	50.2%	25.3%
j.	Instructional Coordination	73.3%	6.7%	65.7%	19.1%
k.	Student Support Services	66.7%	20.0%	67.2%	16.0%
l.	Federal Programs (e.g., NCLB) Coordination	66.7%	26.7%	62.5%	17.1%
m.	Instructional Technology	73.4%	20.0%	58.1%	25.7%
n.	Administrative Technology	80.0%	13.3%	62.5%	25.8%
o.	Grants Administration	80.0%	20.0%	55.6%	26.6%
p.	Personnel Recruitment	80.0%	13.3%	64.0%	23.7%
q.	Personnel Selection	73.4%	20.0%	59.5%	17.9%
r.	Personnel Evaluation	66.7%	20.0%	60.7%	19.2%
s.	Personnel Retention	86.6%	6.7%	82.6%	8.1%
t.	Professional Development	86.6%	0.0%	63.1%	27.3%
u.	Safety And Security	80.0%	6.7%	58.8%	28.3%
v.	Facilities Maintenance	80.0%	0.0%	54.5%	32.7%
w.	Custodial Services	86.6%	0.0%	53.6%	31.5%

Guam Public School System
School Administrators
Compared to Peers

B. MANAGEMENT AND ADMINISTRATION

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
4. The GPSS strategic plan guides daily decision making.	71.4%	20.7%	89.6%	5.5%
5. I know how my work activities and objectives tie to the district's strategic plan.	87.1%	8.0%	80.0%	0.0%
6. School board members know and understand the educational needs of students in the school district.	35.5%	45.2%	52.6%	36.1%
7. School board members know and understand the operations of the school district.	23.8%	54.0%	62.3%	30.5%
8. The Superintendent is a respected and effective instructional leader.	73.0%	9.5%	82.7%	6.5%
9. The Superintendent is a respected and effective business manager.	63.5%	6.4%	85.9%	7.6%
10. GPSS administration is efficient.	30.2%	55.5%	62.5%	16.0%
11. GPSS administration supports the educational process.	38.7%	40.3%	83.5%	5.7%
12. School-based personnel play an important role in making decisions that affect schools in the district.	82.3%	11.3%	63.1%	23.1%
13. Principals are effective instructional leaders in their schools.	82.3%	11.3%	85.9%	11.1%
14. Principals are effective managers of the staff and teachers in their schools.	88.7%	6.5%	93.0%	4.1%
15. Most administrative practices in the school district are highly efficient and effective.	65.5%	21.3%	66.9%	14.4%
16. Administrative decisions are made promptly and decisively.	72.6%	14.5%	65.1%	16.4%
17. GPSS administrators are easily accessible and open to input.	79.0%	12.9%	82.2%	5.2%
18. Authority for administrative decisions is delegated to the lowest possible level.	38.7%	25.8%	44.2%	32.1%
19. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	69.4%	19.3%	34.2%	44.9%
20. The school district has too many layers of administrators.	56.5%	32.3%	8.1%	54.3%
21. GPSS administrators provide quality service to schools.	67.7%	14.5%	73.0%	13.1%

C. CURRICULUM AUDIT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
22. GPSS uses detailed classroom-level data for instructional decision-making.	61.3%	30.7%	N/A	N/A
23. Students find curriculum, course selections, and lessons relevant to their needs and interests.	51.7%	30.7%	N/A	N/A
24. GPSS has effective special programs for the following:				
a. Honors/Gifted and Talented Education	84.2%	9.6%	67.7%	12.5%
b. Special Education	82.5%	12.7%	75.0%	11.5%
c. Head Start and Even Start Programs	84.1%	1.6%	59.8%	7.7%
d. Advanced Placement	44.5%	14.3%	66.2%	5.4%
e. Alternative Education	58.7%	12.7%	58.7%	18.7%
f. English as Second Language (ESL)	69.8%	22.3%	63.3%	16.6%
g. Career and Vocational	46.8%	16.1%	33.1%	30.5%
h. Dropout Prevention	21.0%	45.2%	34.9%	21.3%
25. Parents are immediately notified if a child is absent from school.	19.1%	73.0%	85.2%	9.4%
26. Teacher turnover is low.	9.7%	71..0%	52.0%	39.5%
27. Educational programs are regularly and objectively evaluated.	30.5%	54.3%	67.3%	21.6%
28. Teacher openings are filled quickly.	9.7%	77.4%	36.0%	57.7%
29. Teachers are held accountable for ensuring students learn.	74.6%	17.5%	87.5%	12.0%
30. Principals are held accountable for ensuring students learn.	79.4%	15.9%	95.0%	0.0%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	47.7%	38.1%	N/A	N/A
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	79.3%	15.9%	N/A	N/A
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	12.7%	79.4%	61.5%	32.6%
34. Our schools can be described as "good places to learn."	74.6%	15.9%	85.5%	4.5%
35. NCLB has been effectively implemented in our school district.	42.9%	25.4%	73.5%	0.5%

D. HUMAN RESOURCES

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
36. Salary levels in the school district are competitive.	4.8%	83.9%	31.4%	41.4%
37. My salary level is adequate for my level of work and experience.	14.7%	83.6%	19.5%	50.4%

Survey Questions	GPSS		Peers	
	SA+A	**SD+D**	**SA+A**	**SD+D**
38. Teachers who do not meet expected work standards are disciplined.	35.5%	43.5%	64.4%	22.8%
39. Staff who do not meet expected work standards are disciplined.	57.4%	31.2%	65.4%	17.3%
40. GPSS has a good orientation program for new employees.	13.1%	67.3%	73.5%	15.9%
41. GPSS accurately projects future staffing needs.	14.7%	70.5%	55.7%	22.4%
42. GPSS has an effective employee recruitment program.	11.5%	72.1%	59.9%	22.9%
43. GPSS employees receive annual personnel evaluations.	72.6%	17.7%	81.6%	0.2%
44. GPSS rewards competence and experience, and provides qualifications needed for promotion.	14.5%	72.6%	34.1%	36.4%
45. I am satisfied with my job in the school district.	61.3%	25.8%	71.9%	1.5%
46. I am actively looking for a job outside the school district.	19.7%	54.1%	7.2%	52.2%
47. GPSS has a fair and timely grievance process.	57.4%	16.4%	69.4%	1.3%
48. There are not enough high quality professional development opportunities for teachers.	59.1%	26.2%	15.5%	64.3%
49. There are not enough high quality professional development opportunities for school administrators.	64.0%	23.0%	56.4%	33.1%
50. The district regularly communicates with parents.	57.4%	34.4%	92.0%	2.6%
51. Parents play an active role in decision-making in our schools.	55.0%	31.7%	45.8%	31.0%
52. Teachers regularly communicate with the parents of the students they teach.	77.1%	9.8%	69.0%	27.8%
53. Most parents seem to know what goes on in our schools.	65.6%	21.3%	52.2%	31.3%
54. The school district explains test results to parents.	66.1%	25.4%	58.1%	35.6%
55. Schools have plenty of volunteers to help student and school programs.	16.4%	72.1%	83.2%	10.8%
56. At least some local businesses are actively involved in supporting our schools.	85.3%	8.2%	N/A	N/A

F.   FACILITIES USE AND MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	24.6%	54.1%	82.5%	8.8%
58. Schools are clean.	49.2%	42.7%	75.8%	19.3%
59. Our schools have sufficient space and facilities to support the instructional programs.	34.4%	62.3%	54.5%	40.6%
60. Schools are well-maintained.	21.3%	68.8%	68.2%	31.2%
61. Repairs are made in a timely manner.	6.6%	88.6%	66.0%	27.9%
62. District facilities are open for community use.	49.2%	34.4%	88.9%	0.3%
63. Emergency maintenance is handled promptly.	29.5%	67.2%	67.8%	16.4%
64. The district has an effective energy management program.	9.8%	72.2%	61.8%	16.1%

G.   FINANCIAL MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	N/A	N/A	68.4%	15.4%
66. Campus administrators are well trained in fiscal management techniques.	N/A	N/A	63.3%	25.8%
67. Funds are managed wisely to support education in the school district.	N/A	N/A	60.9%	15.9%
68. The district's financial reports are easy to understand and read.	N/A	N/A	46.5%	16.0%
69. Campus and program administrators have sufficient access to the financial data they need.	N/A	N/A	73.0%	5.7%
70. Financial reports are made available to community members when asked.	N/A	N/A	67.4%	0.0%

H.   PURCHASING

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
71. The Purchasing Office gets me what I need when I need it.	8.8%	80.8%	74.8%	8.8%
72. The school district purchases the highest quality materials and equipment at the lowest cost.	14.3%	75.0%	56.9%	6.1%
73. The purchase order process is efficient and effective.	10.7%	75.0%	64.6%	11.6%

K. TECHNOLOGY MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
74. Students regularly use computers.	8.9%	84.0%	86.5%	10.9%
75. Teachers receive training in how to integrate technology into the classroom.	26.8%	64.3%	84.0%	5.7%
76. Teachers are expected to integrate technology into the classroom.	57.1%	33.9%	100.0%	0.0%
77. Teachers know how to use computers in the classroom.	71.9%	17.55%	72.9%	18.8%
78. The district Web site is a useful tool.	70.2%	22.8%	99.5%	0.2%
79. I get assistance quickly when I have a computer problem.	14.0%	77.2%	98.9%	1.0%
80. The school district provides adequate instructional technology.	12.3%	73.7%	89.7%	10.1%
81. The school district provides adequate administrative technology.	12.7%	65.4%	91.2%	8.3%
82. I have adequate equipment and computer support to conduct my work.	45.6%	52.6%	99.5%	0.2%
83. Teachers and students have fast and easy access to the Internet.	31.6%	64.9%	87.0%	13.0%
84. Most administrative process (purchasing, payroll etc.) are done on-line.	7.1%	82.5%	74.1%	5.5%

L. OVERALL OPERATIONS

School District Operation	GPSS		Peers	
	Needs Major/ Some Improvement	Adequate/ Outstanding	Needs Major/ Some Improvement	Adequate/ Outstanding
a. Strategic Planning	84.4%	11.8%	49.8%	44.8%
b. Curriculum Planning	92.3%	5.8%	53.2%	45.5%
c. Facilities Planning	88.5%	5.8%	47.3%	46.8%
d. Budgeting	90.4%	1.9%	31.9%	63.3%
e. Financial Management	88.2%	2.0%	40.7%	56.0%
f. Asset Management	84.7%	1.9%	31.8%	32.8%
g. Risk Management	80.8%	3.9%	48.5%	30.9%
h. Community Relations	73.1%	25.0%	26.0%	50.7%
i. Program Evaluation	78.9%	17.3%	37.5%	38.0%
j. Instructional Coordination	80.8%	13.5%	32.6%	62.3%
k. Student Support Services	82.7%	15.4%	27.2%	67.5%
l. Federal Programs (e.g., NCLB) Coordination	73.1%	15.4%	56.4%	36.4%
m. Instructional Technology	98.1%	1.9%	49.8%	48.6%
n. Administrative Technology	88.2%	5.9%	48.7%	48.4%

	School District Operation	GPSS		Peers	
		Needs Major/ Some Improvement	**Adequate/ Outstanding**	**Needs Major/ Some Improvement**	**Adequate/ Outstanding**
o.	Grants Administration	84.7%	5.8%	35.4%	44.5%
p.	Personnel Recruitment	86.6%	9.6%	60.5%	33.9%
q.	Personnel Selection	78.9%	15.4%	46.8%	27.4%
r.	Personnel Evaluation	75.0%	21.2%	40.7%	34.8%
s.	Personnel Retention	78.9%	13.5%	58.0%	31.9%
t.	Professional Development	77.0%	23.1%	55.1%	42.0%
u.	Safety And Security	82.3%	13.8%	63.3%	43.3%
v.	Facilities Maintenance	90.4%	5.8%	56.8%	40.3%
w.	Custodial Services	86.6%	7.7%	61.1%	36.0%

B. MANAGEMENT AND ADMINISTRATION

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
4. The GPSS strategic plan guides daily decision making.	42.5%	20.3%	65.9%	9.6%
5. I know how my work activities and objectives tie to the GPSS strategic plan.	63.3%	13.9%	77.1%	9.1%
6. School board members know and understand the educational needs of students in the school district.	24.6%	57.3%	52.3%	33.3%
7. School board members know and understand the operations of the school district.	24.6%	54.5%	58.5%	25.3%
8. The Superintendent is a respected and effective instructional leader.	70.3%	9.0%	70.8%	21.3%
9. The Superintendent is a respected and effective business manager.	62.7%	11.9%	70.4%	18.9%
10. The district administration is efficient.	23.0%	58.0%	63.9%	22.5%
11. The district administration supports the educational process.	32.7%	43.6%	79.1%	12.8%
12. School-based personnel play an important role in making decisions that affect schools in the district.	68.3%	20.8%	59.0%	23.9%
13. Principals are effective instructional leaders in their schools.	67.6%	19.9%	75.7%	20.5%
14. Principals are effective managers of the staff and teachers in their schools.	69.8%	20.5%	77.0%	19.8%
15. Most administrative practices in the school district are highly efficient and effective.	54.1%	32.7%	56.8%	19.8%
16. Administrative decisions are made promptly and decisively.	51.0%	33.5%	57.0%	20.3%
17. School district administrators are easily accessible and open to input.	60.2%	25.7%	63.5%	19.5%
18. Authority for administrative decisions is delegated to the lowest possible level.	33.8%	27.0%	27.8%	20.3%
19. Major bottlenecks exist in many administrative processes that cause unnecessary time delays.	59.5%	10.2%	28.3%	32.7%
20. The school district has too many layers of administrators.	67.4%	15.2%	26.5%	37.6%
21. GPSS administrators provide quality service to schools.	46.9%	29.9%	60.6%	16.3%

C. CURRICULUM AUDIT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
22. GPSS uses detailed classroom-level data for instructional decision making.	42.4%	36.6%	N/A	N/A
23. Lessons are organized to meet students' needs.	45.4%	37.7%	N/A	N/A
24. GPSS has effective special programs for the following:				
a. Honors/Gifted and Talented Education	70.7%	20.8%	61.4%	24.0%
b. Special Education	66.2%	26.6%	64.4%	27.5%
c. Head Start and Even Start Programs	68.8%	6.2%	56.1%	7.0%
d. Advanced Placement	35.9%	28.5%	56.1%	11.9%
e. Alternative Education	41.2%	24.1%	51.6%	23.9%
f. English as Second Language (ESL)	61.4%	30.5%	43.4%	26.4%
g. Career and Vocational	41.5%	25.0%	51.3%	19.0%
h. Dropout Prevention	10.1%	51.6%	36.7%	25.6%
25. Parents are immediately notified if a child is absent from school.	21.4%	64.7%	60.0%	14.9%
26. Teacher turnover is low.	32.1%	43.8%	37.3%	50.0%
27. Educational programs are regularly and objectively evaluated.	37.0%	44.3%	59.6%	18.1%
28. Teacher openings are filled quickly.	20.4%	66.5%	58.8%	25.9%
29. Teachers are held accountable for ensuring students learn.	78.2%	17.1%	86.3%	7.3%
30. Principals are held accountable for ensuring students learn.	60.6%	27.3%	75.4%	11.9%
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	55.0%	34.2%	N/A	N/A
32. Teacher/teacher groups use data to tailor learning experiences for individual students/student groups.	69.4%	20.7%	N/A	N/A
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	17.2%	74.5%	47.5%	34.8%
34. Our schools can be described as "good places to learn."	59.0%	27.2%	83.7%	7.7%
35. NCLB has been effectively implemented in our school district.	30.3%	30.4%	60.3%	7.9%

D. HUMAN RESOURCES

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
36. Salary levels in the school district are competitive.	14.4%	75.1%	33.5%	52.9%
37. My salary level is adequate for my level of work and experience.	18.7%	75.2%	30.1%	61.4%

	GPSS		Peers	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
38. Teachers who do not meet expected work standards are disciplined.	29.3%	45.8%	27.1%	38.4%
39. Staff who do not meet expected work standards are disciplined.	26.4%	48.3%	26.4%	35.4%
40. GPSS has a good orientation program for new employees.	18.4%	60.1%	46.0%	25.3%
41. GPSS accurately projects future staffing needs.	14.2%	63.0%	46.3%	23.9%
42. GPSS has an effective employee recruitment program.	13.8%	59.7%	41.3%	20.4%
43. GPSS employees receive annual personnel evaluations.	70.3%	17.9%	86.8%	2.9%
44. GPSS rewards competence and experience, and provides qualifications needed for promotion.	19.7%	61.7%	29.7%	44.5%
45. I am satisfied with my job in the school system.	60.3%	25.1%	82.3%	8.7%
46. I am actively looking for a job outside the school system.	23.0%	43.8%	23.2%	64.1%
47. GPSS has a fair and timely grievance process.	21.7%	33.8%	28.4%	14.5%
48. There are not enough high quality professional development opportunities for teachers.	70.8%	14.9%	23.7%	59.6%
49. There are not enough high quality professional development opportunities for school administrators.	49.8%	10.0%	9.6%	31.4%

E. COMMUNITY INVOLVEMENT

	GPSS		Peers	
Survey Questions	**SA+A**	**SD+D**	**SA+A**	**SD+D**
50. GPSS regularly communicates with parents.	44.1%	37.2%	73.1%	9.0%
51. Parents play an active role in decision-making in our schools.	37.7%	50.0%	43.1%	31.1%
52. Teachers regularly communicate with the parents of the students they teach.	78.4%	14.7%	82.5%	14.6%
53. Most parents seem to know what goes on in our schools.	41.9%	44.7%	49.6%	31.1%
54. GPSS explains test results to parents.	48.7%	34.7%	50.3%	33.9%
55. Schools have plenty of volunteers to help student and school programs.	13.7%	74.5%	36.0%	45.1%
56. At least some local businesses are actively involved in supporting our schools.	60.8%	21.9%	N/A	N/A

F. FACILITIES USE AND MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	25.8%	53.1%	54.6%	20.9%
58. Schools are clean.	33.9%	55.2%	60.4%	30.2%
59. Our schools have sufficient space and facilities to support the instructional programs.	37.6%	53.3%	42.7%	47.8%
60. Schools are well-maintained.	22.1%	68.1%	57.8%	34.0%
61. Repairs are made in a timely manner.	11.3%	82.9%	47.8%	42.6%
62. GPSS facilities are open for community use.	34.8%	37.1%	65.8%	7.6%
63. Emergency maintenance is handled promptly.	19.2%	62.9%	67.9%	14.9%
64. GPSS has an effective energy management program.	13.3%	57.0%	51.7%	18.5%

G. FINANCIAL MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
65. Site-based budgeting is used effectively to extend the involvement of Teachers and teachers.	N/A	N/A	44.5%	27.0%
66. Campus administrators are well trained in fiscal management techniques.	N/A	N/A	46.2%	8.2%
67. Funds are managed wisely to support education in the school district.	N/A	N/A	38.5%	28.0%
68. The district's financial reports are easy to understand and read.	N/A	N/A	24.6%	17.9%
69. Campus and program administrators have sufficient access to the financial data they need.	N/A	N/A	37.4%	5.6%
70. Financial reports are made available to community members when asked.	N/A	N/A	34.4%	3.0%

H. PURCHASING

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
71. The Purchasing Office gets me what I need when I need it.	8.9%	70.1%	56.2%	21.9%
72. The school district purchases the highest quality materials and equipment at the lowest cost.	8.8%	62.8%	38.9%	18.2%
73. The purchase order process is efficient and effective.	5.9%	66.3%	55.6%	21.5%

I. TECHNOLOGY MANAGEMENT

Survey Questions	GPSS		Peers	
	SA+A	SD+D	SA+A	SD+D
74. Students regularly use computers.	16.4%	76.8%	84.4%	11.2%
75. Teachers receive training in how to integrate technology into the classroom.	27.5%	63.3%	82.3%	12.0%
76. Teachers are expected to integrate technology into the classroom.	62.8%	28.6%	91.5%	2.8%
77. Teachers know how to use computers in the classroom.	48.3%	36.4%	73.7%	9.9%
78. The GPSS Web site is a useful tool.	46.6%	30.4%	80.9%	7.3%
79. I get assistance quickly when I have a computer problem.	16.9%	54.3%	68.3%	25.9%
80. The school district provides adequate instructional technology.	14.0%	72.6%	75.3%	20.0%
81. The school district provides adequate administrative technology.	15.5%	53.3%	60.6%	11.0%
82. I have adequate equipment and computer support to conduct my work.	24.4%	67.7%	72.2%	24.2%
83. Teachers and students have fast and easy access to the Internet.	17.5%	73.6%	70.4%	16.7%
84. Most administrative process (purchasing, payroll etc.) are done on-line.	4.2%	44.5%	29.1%	9.5%

J. OVERALL OPERATIONS

School District Operation	GPSS		Peers	
	Need Major/Some Improvement	Adequate / Outstanding	Need Major/Some Improvement	Adequate / Outstanding
a. Strategic Planning	67.6%	10.6%	38.1%	37.1%
b. Curriculum Planning	76.9%	16.3%	44.3%	49.0%
c. Facilities Planning	80.4%	9.0%	32.2%	37.8%
d. Budgeting	82.6%	5.2%	52.8%	27.3%
e. Financial Management	81.3%	5.5%	36.2%	34.5%
f. Asset Management	70.5%	7.2%	46.4%	16.5%
g. Risk Management	66.2%	7.4%	21.7%	38.7%
h. Community Relations	76.0%	15.2%	48.9%	41.5%
i. Program Evaluation	72.3%	16.1%	37.1%	43.8%
j. Instructional Coordination	69.8%	17.4%	52.1%	34.7%
k. Student Support Services	71.7%	19.0%	58.9%	30.7%
l. Federal Programs (e.g., NCLB) Coordination	68.0%	18.9%	35.7%	45.4%

	School District Operation	GPSS		Peers	
		Need Major/Some Improvement	**Adequate / Outstanding**	**Need Major/Some Improvement**	**Adequate / Outstanding**
m.	Instructional Technology	81.2%	9.2%	42.2%	52.1%
n.	Administrative Technology	67.2%	10.7%		
o.	Grants Administration	66.4%	10.9%	24.0%	30.9%
p.	Personnel Recruitment	73.1%	10.4%	32.3%	42.4%
q.	Personnel Selection	69.2%	15.1%	33.9%	45.8%
r.	Personnel Evaluation	66.8%	21.9%	35.6%	54.7%
s.	Personnel Retention	69.8%	13.9%	39.4%	47.6%
t.	Professional Development	73.0%	20.5%	41.1%	53.2%
u.	Safety And Security	77.5%	14.6%	23.8%	25.8%
v.	Facilities Maintenance	82.3%	9.6%	32.2%	45.0%
w.	Custodial Services	78.9%	14.0%	39.2%	53.8%