

Guam's Consolidated Annual Report 2008-2009

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Glossary of Terms

NARRATIVE

By virtue of Title 17 of the Guam Code Annotated, Division 4, Chapter 30, of the Community College Act of 1977, Guam Community College (GCC) is given the responsibility to administer and implement an adult education program within the Territory of Guam. GCC is both the State Education Agency (SEA) and the Local Education Agency (LEA) for Adult Education. Guam's Narrative Report covers the period of July 1, 2008 through June 30, 2009, and addresses progress toward the goals and activities as outlined in the Guam State Plan for Workforce Investment Act, Title II Adult Education and Family Literacy Act (AEFLA).

As the State Agency, services to adult learners provide support to their successful completion and transition into a postsecondary career and technical program and directly link to GCC's primary mission – "... to be a leader in career and technical workforce development by providing the highest quality education and job training in Micronesia."¹ A description of GCC's adult education program and activities, the Adult Education and Literacy, English Literacy, and Family Literacy, are described below.

ADULT EDUCATION AND LITERACY ACTIVITIES:

Through GCC's **Adult Education** program, individuals who have not obtained a high school diploma may enroll in a Basic Skills and/or a General Educational Development (GED) Preparation course. Individuals with a test score – on the Comprehensive Adult Student Assessment System (CASAS), GCC's institutional placement and assessment instrument – below the 7th grade level in at least two of the three grade equivalencies will enroll in a Basic Skills course. In contrast, individuals who score at or above the 7th grade level in two of three grade equivalencies on CASAS or have a desire to prepare for the GED test will take the GED Preparation course. Both Basic Skills and GED Preparation courses are offered on- and off-campus in an effort to curtail educational barriers an individual may experience such as transportation or work schedule.

By maintaining a strong partnership with the Mayors' Council of Guam, GCC is able to provide adult education programs in the villages. During the program year, adult learners attended classes at the mayors' office in the villages of Agana Heights, Agat, Chalan Pago, Tamuning, and Umatac. Through a Memorandum of Agreement, classes were also held at the Superior Court of Guam's Adult Drug Court (ADC) in an effort to assist individuals who committed non-violent crimes and did not have a high school diploma or its equivalent.

In addition to the adult education program, GCC offers a comprehensive **Adult High School** (AHS) program that allows individuals age 16 and older, who left secondary education, an opportunity to attain a high school diploma. The program utilizes a performance-based assessment for placement that includes the CASAS appraisal test, an evaluation of the individual's high school transcript, advisement, and an Individual Educational Plan. Individuals attain an Adult High School Diploma upon completion of four requirements: 1. Successful completion of 48 semester hours; 2. Admission to GCC as a Diploma Student; 3. Successful completion of at least four courses at GCC; and 4. Completion of the Individual Educational Plan.

ENGLISH LITERACY ACTIVITIES:

The **English as a Second Language** (ESL) program offers classes that address four language skills: reading, writing, speaking, and listening. GCC's ESL program serves individuals who are 16 and older, score between 165 and 236 on GCC's institutional placement test (CASAS Life Skills), have not attained a high school diploma, and have difficulty speaking, reading, writing, or understanding the English language. The program utilizes the CASAS appraisal test for placement and evaluation of student progress.

¹ GCC's Mission Statement, March 2009
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FAMILY LITERACY ACTIVITIES:

Through the **Family Literacy** program, participants can prepare their children for success in school and life experiences by strengthening their reading, writing and speaking skills, as well as the ability to compute and solve problems on the job, at home and in society.

The Guam Humanities Council (GHC) and Catholic Social Service (CSS) implemented a FAMILY LITERACY program by using the nationally recognized Motherread/Fatheread curriculum to promote activities such as readiness skills, reading, pre-writing, arts and crafts, story sharing, story extender, and cultural activities. The Motherread/Fatheread curriculum includes five themes: Understanding Families Value, Expressing Needs and Feelings, Establishing Independence, Sharing and Cooperating, and Self Possibilities. The population served by GHC and CSS are those who are incarcerated, court-ordered, or homeless.

Describe successful activities, programs, and projects supported with State Leadership funds and the extent to which these activities, programs, and projects were successful in implementing the goals of the Guam's State plan.

During the 2008-09 program year, GCC implemented several State Leadership activities as described in Section 223 (State Leadership Activities/Resources) of the Adult Education and Family Literacy Act of 1998. These activities include professional development, technical assistance, technology assistance, literacy resource centers, monitoring, curriculum development, support services, and linkage with workforce investment and postsecondary education. Below is a brief description of these activities – supported by State and AEFLA funds – which were successfully implemented during the program year.

Professional Development was accomplished this program year through activities that help improve the quality of adult education on Guam. Through State and an Insular Area grant, GCC hosted the 2nd Annual Insular Area Conference (IAC), September 2009 to help the Insular Region (American Samoa, CNMI, Guam, and Palau) with AEFLA activities (e.g., improving instruction, developing service delivery models, improving accountability, and supporting research programs. Facilitated by two certified CASAS trainers, thirty-seven participants from Guam and the region (faculty, program administrators, along with state/local staff) received information and participated in activities that utilized student data to illustrate that data is the conduit to program improvement and student retention.

The Adult Education Office (AEO), held an Advisory Committee meeting (January 2009), to discuss strategies to transition adult learners from an adult education program into postsecondary education. Likewise, GCC conducts a Professional Development Day (Fall and Spring) annually for faculty, staff, and administrators to receive information/training as needed. Finally, a State Agency Office (SAO) staff attended the 29th CASAS Summer Institute in San Diego, California and received training and information on new developments on TOPSpro (Tracking of Programs and Students), June 2009.

Technical Assistance continues throughout the program year. The State Agency Office posted the Notice of Funding Availability in a local newspaper (Pacific Daily News) and GCC's website (September 2008 and April 2009). Included in the Notice is information on the Technical Assistance Workshops which provides guidance and information on AEFLA, application process, local and federal regulations, and other major documents (e.g., Assessment and NRS federal tables). This past year, thirteen individuals, representing faith-based and non-profit organizations, attended the workshops.

Eligible providers (program administrator) awarded with AEFLA funds also received technical assistance at the Post Award Briefing Session held to further their understanding of local and federal rules and regulations, reporting requirements, procurement, budget, assessment, allowable costs, etc. In addition to requiring the program administrator attend the session, the State Agency Office has representatives from the Business and Finance Office (federal accountant and procurement administrator (Materials Management) available to facilitate collaboration between the various stakeholders. Information disseminated during the session includes:

- AEFLA Definitions – NRS requirements
- AEFLA Federal Tables
- Approved Budget
- CASAS Suggested Next Test
- Friendly Reminders
- Guam's Assessment Policy
- Local program guidelines/procedures for recording contact hours – NRS requirements
- OMB Circular A-21 [j. General Provisions for Selected Items of Cost]
- Professional Development
- Ten percent (10%) Transfer Authority (Log Sheet and Budget Transfer Form)
- Required reports (Budget Status, Cumulative Monthly Activity and Close-Out Report, and Inventory report)
- Standard Operating Procedure – AEFLA Follow Up Survey
- Standard Office Procedures - Data Validation

Finally, as the SEA and LEA, State Agency Staff is better equipped to provide immediate technical assistance and resolve concerns almost instantaneously.

Technology Assistance was offered this program year through GCC's Management Information System (MIS) department. MIS successfully relocated and, in consultation with CASAS technicians, installed the TOPSpro database system and OpScan scanner at the State Agency Office. MIS had also dedicated a staff to readily assist the State and AEO with computer and software issues (e.g., TOPSpro, OPT) – support most critical during test dates.

Literacy Resource Centers were accessible to adult learners at two locations: on-campus at GCC's Learning Resource Center and the Adult Education Office and off-campus at the Guam Humanities Council (GHC) office. GCC's resource centers have various learning materials and equipment available to adult learners and faculty. GCC's Learning Resource Center presently maintains a permanent collection of about 21,000 items comprised of books, periodical titles and videos. Computer stations, Internet, and access to the Dynix Public Access Catalog (DPAC) and Ebscohost full-text periodical database are available. Learners are encouraged to use or borrow materials to supplement and reinforce classroom lessons further enabling them to achieve their educational goals. It should be noted that GCC broke ground for a state-of-the-art Learning Resource Center. Once completed, the two-story, 22,000 square feet LEED-certified facility will include a reading area/collection section, computer work areas, a computer lab, group meeting rooms, audio visual rooms, staff areas, and a large group meeting room.²

Lastly, GHC also maintains a complete library of the Motherhead/Fatheread® adult curriculum and books required for the Story Exploring sessions. Often, these resource materials are loaned to participants to reinforce lessons by reading and sharing the stories with their children.

Monitoring of Guam's adult education program was accomplished during the year through site visits and review and analysis of key documents - Cumulative Monthly Activity Report (CMAR) and the budget status report to make certain activities are progressing and aligned to the programs' goals and objectives. While a visit was made to the ESL program site to document activities such as student participation and use of technology as a teaching strategy, the

² GCC News Release
Guam's Consolidated Annual Report 2008-2009

Cumulative Monthly Activity Report – which is due the first week of the following month – is yet another tool used to document progress. Finally, State and Local staff has access to GCC's integrated student-financial system (Banner) to help monitor budget, encumbrance, and to quickly identify, notify, and resolve discrepancies which are typically addressed by the end of the day.

Curriculum Development for adult education evolved around the English as a Second Language (ESL) where a faculty member was assigned to review existing course guides (2 – ABE and 5- ESL) for alignment to the National Reporting System's (NRS) educational functioning levels. Accordingly, this task led to the revision of two ABE and five ESL course guides and the adoption of an ESL Advance course guide.

As the State Agency for adult education on Guam, GCC adheres to a four-year assessment cycle for academic programs and a two-year cycle for student services and administrative units. Accordingly, the adult education program conforms to GCC's assessment cycle which demonstrates its commitment to student learning, accountability, and program improvement.

Support Services were successfully implemented during the program year through career guidance and counseling, tutorial services, registration, and other services such as accommodative services, referrals, student parking, food service, book store and student identification cards. These support services were provided by various GCC offices (SAO, Adult Education Office, Accommodative Services, Admissions and Registration, Assessment and Counseling, and Student Services) and community partners (i.e., Mayors' Office, Agency for Human Resources Development (AHRD), Department of Public Health and Social Services, Department of Youth Affairs (DYA), and the Department of Labor (DOL)). Additionally, the opening of GCC's newly constructed Allied Health Building will further expand instructional and support services to adult learners.

Linkage with Workforce Investment was accomplished this program year. The GCC continues to refer participants seeking employment opportunities to AHRD. The Center for Student Involvement (CSI) provides adult learners the opportunity to be involved in programs and activities through Student Governance, Campus Life, and Leadership Development. Students, including adult learners, continue to be engaged with their community. In addition to these activities, this program year students were given the opportunity to attend three informational sessions on Students Leading Students, Building a Stronger Workforce, and Military Build-Up all of which will likely affect their employment opportunities. The military buildup will create at least 33,000 civilian jobs on Guam³; most of which will employ adult learners. In preparation of this, GCC's Continuing Education and Workforce Development Office is tasked to develop a stronger relationship between GCC and industry by working collaboratively with various departments, including the Adult Education Office, and the Department of Labor, Guam Chamber of Commerce, and industry – all in an effort to address Guam's workforce needs.

Postsecondary Linkage is probably the most significant activity as GCC develops individuals for employment opportunities (33,000 jobs) a consequence of relocating Marines to Guam from Okinawa, Japan by the end of 2014. In November 2008, a Memorandum of Understanding pertaining to apprenticeship and apprentice training for construction skilled trades between GCC and a non-profit corporation (Guam Contractors Association Trades Academy) was signed providing a framework for the two entities to work collaboratively on workforce development. Moreover, these opportunities are available to adult learners upon completion of Family Literacy, English as a Second Language, Adult Basic Education, GED or Adult High School and transition into employment and/or a postsecondary education.

³ Japan Official: Buildup a go, Pacific Daily News, December 10, 2009

Describe any significant findings from the eligible Agency's evaluation of the effectiveness of the adult education and literacy activities based on the core indicators of performance.

During this program year, adult education and family literacy programs were provided through GCC's AEO, Catholic Social Services (CSS), and the Guam Humanities Council (GHC). Federal Table 1, Participants by Entering Educational Functioning Level, Ethnicity and Gender, indicates that one thousand one hundred fifty-four (1,154) adult learners having at least 12 hours of instruction were served during the program year - 724 or 62%⁴ were enrolled in adult basic education, 306 or 27% in adult secondary education and 124 or 11% in ESL. Over half of the total number of adult learners (623 or 54%) are female; Native Hawaiian or Other Pacific Islander (1024 or 89%); and are between the ages of 16 and 44 (1093 or 95%).⁵ GCC's AEO served a majority of the adult learners (1,055 or 91%) while the remaining received services from Catholic Social Services (86 or 7%) and Guam Humanities Council (13 or 1%). Table A, Summary of Program Participants, provides a quick profile of Guam's adult learners in terms of gender, educational functioning level, ethnicity, and age group.

Table A ~ Summary of Program Participants

Providers	Total	Gender		Educational Functioning Level			Ethnicity		Age Group		
		Male	Female	Completed a level & advanced one or more levels	Separated before completed	Remaining within level	Native Hawaiian or other Pacific Islander	Other	16-24	25-44	45 & older
AEO	1055	492	563	348	174	533	929	126	646	364	45
CSS	86	28	58	36	47	3	82	4	39	34	13
GHC	11	11	2	6	7	0	13	0		10	3
Total	1154	531	623	390	228	536	1024	130	685	408	61

Source: Federal Table 1, Participants by Entering Educational Functioning Level, Ethnicity & Gender
 Federal Table 2, Participants by Age, Ethnicity and Gender
 Federal Table 4, Educational Gains and Attendance by Educational Functioning Level

Federal Table 4 (Educational Gains and Attendance by Educational Functioning Level) is used to measure and evaluate Guam's adult education and literacy programs by assessing participants' entering educational functioning level, attendance hours, and completion percentage against the negotiated performance indicators. Table 4, reflects that Guam achieved nine of the fifteen negotiated core indicators of performance: ESL Beginning Literacy, ESL Low Beginning, ESL Low Intermediate, ESL High Intermediate, ESL Advanced, Entered Employment, Retained Employment, Obtain High School Diploma/GED and Entered Postsecondary Education/Training. On the contrary, Guam did not meet six core indicators of performance: ABE Beginning Literacy, ABE Beginning Basic Education, ABE Intermediate Low, ABE Intermediate High, ASE Low, and ESL High Beginning.

In general, ability to meet its targeted core indicators of performance for ESL and follow up outcome measures (employment obtain GED or placement) may be a result of permanence of the ESL faculty and timeliness of conducting survey instruments and reports. Conversely, Guam's inability to meet six core indicators of performance may be directly linked to the adult learners' initial placement into the instructional level that differs from the CASAS appraisal test that gauges the individual's reading, math, listening comprehension, writing and speaking skills. This issue is being investigated further with the goal of resolving this problem.

The CASAS appraisal or locator test is given to prospective adult learners/education participants to

⁴ Table 3, Participants by Program Type and Age

⁵ Table 2, Participants by Age, Ethnicity and Gender

determine the appropriate lowest level of instruction and pre-test. The CASAS appraisal or locator test results guide placement into the appropriate program or educational functioning level, and identifies the appropriate progress pretest level. Unfortunately, learners are not necessarily placed or they decide not to take the appropriate class. For example, data reflects that one hundred fifty-three (153) participants were appraised at an *educational functioning level* of ABE Beginning Literacy, ABE Beginning Basic Education, ABE Intermediate Low, ABE Intermediate High, and ASE Low. Rather than taking the appropriate instructional course based on their test results, participants elected to take the GED test. Therefore, these participants who are reported on Table 4 in the educational functioning level based on CASAS test results actually skewed the percentage completing level (Column H, Percent Completing Level) because they elected to take the GED test. Table B reflects those participants (759) identified under “entering the educational functioning level” (Federal Table 4) of the 759, 153 or 20% elected to disregard the appropriate instructional level and went directly to take the GED test. Should these participants take the appropriate instructional level, the gap between actual and target performance indicators will be minimized.

Table B			
Educational Functioning Level	Number of Adult Learners		Difference
	Entering	Electing to take GED	
ABE Beginning Literacy	43	5	38
ABE Beginning Basic Education	197	39	158
ABE Intermediate Low	237	44	193
ABE Intermediate High	247	53	194
ASE Low	35	12	23
Total	759	153	606

Table C below compares the negotiated and the actual core indicators of performance (program year 2007-08 and 2008-09) that Guam did not meet.

Table C ~ Educational Functioning Level Core Indicator of Performance			
Description	Actual PY07-08	Performance	
		Target PY08-09	Actual PY08-09
ABE Beginning Literacy	84%	41%	30%
ABE Beginning Basic Education	52%	39%	29%
ABE Intermediate Low	50%	47%	40%
ABE Intermediate High	50%	34%	16%
ASE Low	22%	25%	11%
ESL High Beginning	67%	46%	42%

Source: Federal Table 4 – Educational Gains and Attendance by Educational Functioning Level

Guam’s target for ABE Beginning Literacy is 41%; actual performance is 30%. Guam had forty-three (43) participants who placed into this educational functioning level; of the 43, nine (9) were not in the appropriate instructional level: 4 elected to take the GED test, 4 did not take a post-test, and one took a post-test but remained with the scale score range for their educational functioning level.

Guam’s target for ABE Beginning Education is 39%; actual performance is 29%. Guam did not meet this core indicator of performance. One hundred ninety-seven (197) participants tested at this educational functioning level. Of the 197, sixty-one (61) were not in their appropriate instructional level: 39 opted elected for the GED test, 13 do not take a post-test, 2 remain within their educational functioning level, 5 successfully completed a level, and 2 drop in their educational functioning level.

Guam was unable to achieve the ABE Intermediate Low core indicator this program year; target is 47% and actual performance is 40%. There were two hundred thirty-seven (237) participants placed in this level of which **only** forty-seven (47) participants were placed in the correct instructional level. Of those remaining (190) participants, 44 chose to take the GED test and 146 participants were not placed in their appropriate instructional level.

Guam's target for ABE Intermediate High is 34%; actual performance is 16%. Two hundred forty-seven (247) participants tested at this educational functioning level: fifty-three (53) participants choose to take the GED test while 194 were not placed in their appropriate instructional level.

Guam's target for ASE Low for PY08-09 is 25%; the actual performance is 11%. Guam did not meet the ASE Low core indicator of performance due to twenty-eight (28) participants were not in the appropriate instructional level. Of the 28, 12 elected to take the GED test, 10 left the program, two 2 had no post-test, one drop in their educational functioning level, and 3 remained within their educational functioning level.

Guam's target for ESL High Beginning for this program year is 46%; actual performance 42%. There were twelve (12) participants who placed in this level; five (5) completed a level and six (6) separated before completion for humanitarian reasons.

Key Findings:

A consistent problem with having a small number of participants is that percentages are often misleading. Take for example the percentage completing ESL Beginning Literacy and ESL Low Beginning – both at 100%. Raw numbers however reflect that only one and 8 participants ESL Beginning Literacy and ESL Low Beginning, respectively, enrolled and completed the educational level. Therefore, as the overall number of participants is small, it is often difficult to make conclusions from the data gathered.

Key findings indicate that adult learners are not placed into the appropriate instructional programs; a large number opt to take the GED test rather than into the appropriate instructional program and learners are not taking post-test. In light of these findings, GCC's SAO and AEO focus on four areas: 1. develop strategies to encourage learners into the appropriate instructional program, 2. recruit and retain instructors, 3. diligently enforce pre- and post-testing, and 4. provide professional development sessions that reinforce Guam's Assessment Policy, NRS, and TOPSpro.

Describe how the Eligible Agency has supported the integration of activities sponsored under Title II with other adult education, career development, and employment and training activities. Include a description of how the eligible agency is being represented on the Local Workforce Investment Boards, adult education's involvement on the State Workforce Investment Board, the provision of core and other services through the One-Stop system and an estimate of the Title II funds being used to support activities and services through the One-Stop delivery system.

As the State Agency for Adult and Career and Technical Education, integration of adult education activities with career development, employment, and training is relatively seamless since adult learners have the opportunity to utilize GCC's student support services. These services (i.e., Assessment and Counseling Department, Center for Civic Engagement, etc.) help minimize barriers and prepare adult learners for training in career and technical education or other career paths. GCC's adult and career and technical (secondary and postsecondary) programs integrate counseling and advising for a seamless student support system. In addition, formal Memorandum of Agreements (MOA) are in place that link GCC's programs in adult and career and technical

education to other employment and training agencies and outline how GCC's programs and services (e.g. direct instruction, counselor training, and/or promotional presentations) will be provided. These agencies include AHRD, One Stop Career Center, Division of Vocational Rehabilitation, Department of Corrections, Guam Public School System, and the University of Guam.

Several of GCC's career and technical program curricula adopted industry standards and materials. Course guides for Basic Skills and GED prep were adopted from materials developed by the National Center on Adult Literacy (NCAL). The content of the ABE instructional modules, (Workplace Essential Skills and GED Connection) are framed in workplace terms. The CASAS assessment tests correlate to workplace competencies.

The ability to know how to use a computer system is considered an entry-level skill in the Information Age of the 21st century. The adult education program allows participants, upon entry and throughout their educational experience, to be immersed in the use of computers through activities such as e-Tests, class assignments, and Internet activities. Additionally, GCC has implemented a campus-wide web accessible information system that allows students to register online, access grades and course/class information while also providing portal services to students, faculty, staff, and administrators.

GCC is an active member of the Workforce Investment Act (WIA) Workforce Investment Board. Due to Guam's small geographic size and population, Local and State Boards were consolidated into the Guam Workforce Investment Board (GWIB). The College's Chief Executive Officer (CEO) is a member of GWIB to assure both adult and career and technical education initiatives are well represented. The Guam Workforce Board continues to prioritize the need to increase the number of programs assisting individuals in obtaining their GED or adult high school diploma to address Guam's high number of individuals without a high school diploma. Additionally, GCC's Assistant Director of Continuing Education and Workforce Development will continue to work closely with Department of Labor, Guam Chamber of Commerce and industry representatives to help strengthen the link between education and workforce development.

GCC continues to receive referrals from the One-Stop Career Center for clients interested in both adult and career and technical education. GCC maintains brochures and other informational materials at the One-Stop Career Center that describes the various adult and career and technical programs. An electronic informational presentation on GCC's adult and career and technical programs was provided to AHRD for clients' to view at their reception area. GCC's Assessment & Counseling Department continues to provide training to the One-Stop Career Center staff on career counseling and has a counselor on site weekly to provide immediate services to clients.

WIA, Title II funds are not expended directly to support activities at the One-Stop Career center. Instead, as a One-Stop Career Center partner, GCC provides assistance through on-site counseling, career exploration workshops, and informational materials/brochures.

Describe successful activities and services supported with EL Civics funds, including the number of programs receiving EL Civics grants and an estimate of the number of adult learners served.

Guam does not receive EL Civics funds.

GLOSSARY OF TERMS

ABE	Adult Basic Education
ADC	Adult Drug Court
AEFLA	Adult Education and Family Literacy Act
AHRD	Agency for Human Resource Development
AHS	Adult High School
AVP	Academic Vice President, Guam Community College
CASAS	Comprehensive Adult Student Assessment System
CEO	Chief Executive Officer
DISID	Department of Integrated Services for Individuals with Disabilities
DOC	Department of Corrections
DYA	Department of Youth Affairs
DVR	Department of Vocational Rehabilitation
ESL	English as a Second Language
GCC	Guam Community College
GED	General Educational Development Test
GHC	Guam Humanities Council
GDOE	Guam Department of Education
GHURA	Guam Housing and Urban Renewal Authority
GWIB	Guam Workforce Investment Board
LEA	Local Education Agency
MOA	Memoranda of Agreement
NCAL	National Center on Adult Literacy
NRS	National Reporting System
PY	Program Year
SCANS	Secretary's Commission on Achieving Necessary Skills
SAO	State Agency Office
SEA	State Education Agency
UOG	University of Guam
WIA	Workforce Investment Act