



## DEPARTMENT OF EDUCATION OFFICE OF THE SUPERINTENDENT

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**K. ERIK SWANSON, PH.D.**  
Superintendent of Education

January 17, 2024

Honorable Benjamin J.F. Cruz  
Office of Public Accountability  
Suite 401 DNA Building  
238 Archbishop Flores Street  
Hagatna, Guam 96910

*Håfa Adai* Public Auditor Benjamin J.F. Cruz,

Per Title 1 Guam Code Annotated Chapter 19 §1922(a), please find the Guam Department of Education's Citizen Centric Report for the fiscal year ended September 30, 2022 attached for your reference. The report will also be published on the GDOE website at <https://www.gdoe.net/District/Portal/citizen-centric-report>

Should you have any questions or concerns, please do not hesitate to contact me at 300-1536 or [keswanson@gdoe.net](mailto:keswanson@gdoe.net).

Best Regards,

K. Erik Swanson, Ph.D.  
Superintendent of Education

CC: Honorable Therese M. Terlaje, Speaker 37<sup>th</sup> Guam Legislature

Attachment:  
GDOE FY2022 Citizen Centric Report

# GUAM DEPARTMENT OF EDUCATION

## CITIZEN CENTRIC REPORT

FISCAL YEAR 2022

(OCTOBER 1, 2021 – SEPTEMBER 30, 2022)



1 OVERVIEW

2 PERFORMANCE

3 FINANCES

4 OUTLOOK

### WHO ARE WE?

The Guam Department of Education (GDOE, Department) is a semi-autonomous agency within the Government of Guam (GovGuam) and is primarily funded through the GovGuam General Fund. The GDOE is a single unified school district that serves just under 30,000 students (from Kindergarten to Grade 12). There are 26 elementary schools, 8 middle schools, 6 high schools, and 1 alternative school for a total of 41 schools. Additionally, the Department administers Head Start, Pre-Kindergarten (Pre-K), and GATE (Gifted and Talented Education) at select elementary schools.

The GDOE is governed by policies established by the Guam Education Board (GEB, Board) composed of elected and appointed board members. The Board appoints the Superintendent of Education who is the Chief Executive Officer of the Department.

All 41 schools are accredited by the Western Association of Schools and Colleges (WASC) and use standards-based or criterion-referenced testing to assess student progress.

### GDOE MISSION

#### Our educational community:

**Prepares all students for life** by ensuring that all students, regardless of gender, ethnicity, national origin, sexual orientation, socioeconomic status, language proficiency, special need, religion or beliefs, receive high quality education that will prepare them for post-secondary education, the workforce, and civic engagement.

**Promotes excellence** by adopting and implementing high standards and expectations for all students and employees with everyone performing at their best at all times. This philosophy is grounded in the belief that all students can learn at high levels and all employees can provide the highest quality of service.

**Provides support** by ensuring that our Department has a framework to identify and address the academic, social, and emotional needs of our diverse student population through a support system that is comprehensive and timely with an unwavering focus and relentless commitment to the success of each and every student.

### STATE STRATEGIC PLAN

On April 19, 2022, the Guam Education Board adopted the GDOE 5-Year Strategic Plan – I Chalan-ta Mo'na. The Strategic Plan focuses on the strategic priorities of Leadership; Curriculum, Instruction, and Assessment; Family and Community Engagement; Student Behavior, Discipline and Safety; Facilities and Maintenance; Finance and Administrative Services; and Data and Accountability Framework.

### VISION

To educate all students to be responsible, respectful, and ready for life.

#### GUAM EDUCATION BOARD

**Chairwoman:** Dr. Mary A.Y. Okada  
**Vice-Chair:** Maria A. Gutierrez  
**Members:** Peter Alecxis D. Ada  
Felicitas B. Angel  
Lourdes M. Benavente  
Karlyn RCG Borja  
Ron L. McNinch  
Angel R. Sablan

**Ex-Officio:**  
**GFT Rep:** Timothy Fedenko  
**Mayor Rep:** Melissa Savares  
**IBOGS Rep:** Chae-Camilla Ragadio

#### GDOE LEADERSHIP

Francis E. Santos  
*Acting Superintendent*

Franklin J.T. Cooper-Nurse  
*Acting Deputy Superintendent of Finance and Administrative Services*

Joseph L.M. Sanchez  
*Deputy Superintendent of Curriculum and Instructional Improvement*

Erika S. Cruz  
*Acting Deputy Superintendent of Educational Support & Community Learning, Assessment and Accountability*



For more information, visit our website at [www.gdoe.net](http://www.gdoe.net)

# Institutional Performance

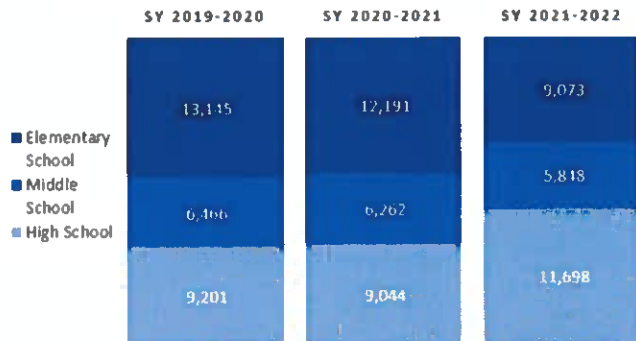
## 1 OVERVIEW

## 2 PERFORMANCE

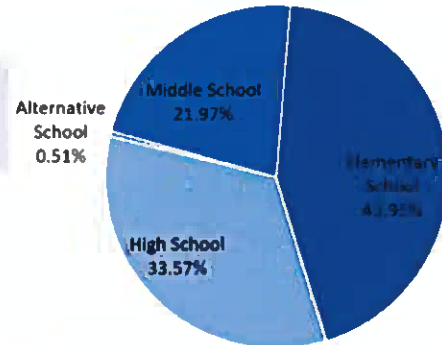
## 3 FINANCES

## 4 OUTLOOK

### GDOE STUDENT ENROLLMENT

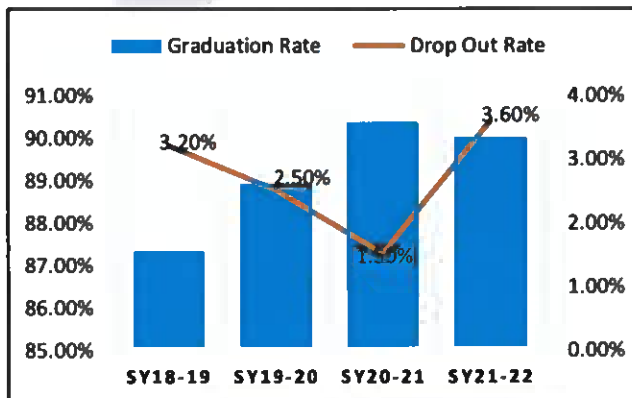


### GDOE STUDENT POPULATION



Total student enrollment for SY21-22 totaled 26,619. From SY19-20, enrollment decreased by 2,193 or 8% and decreased by 878 or 3% from SY20-21.

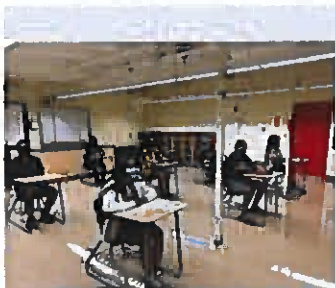
### GRADUATION & DROP OUT RATES



High school graduation rates slightly decreased in SY21-22 from 90.35% in SY20-21 to 90% in SY21-22. Meanwhile, high school drop out rates increased from 1.5% to 3.6% during SY21-22.

### RETURN TO FACE TO FACE INSTRUCTION

On November 29, 2021, the GEB directed for all GDOE schools to resume in-person instruction for all students with the exception of students registered for online instruction. 26,000 students returned to face-to-face instruction and 260 students requested for online instruction.



### SUMMER SCHOOL PROGRAM

The Summer School Program for SY21-22 was intended to provide additional support to elementary and middle school students needing remediation and enrichment and to serve as a credit recovery program for high school students. The SY21-22 Summer School Program drew over 5,000 participants and gave the Department an opportunity to re-introduce students to face-to-face instruction after months of remote learning.

### ALL SCHOOLS ACCREDITED BY WASC



All GDOE schools achieved accreditation from the Accrediting Commission for WASC. In addition to all schools being accredited, GDOE became the first district in 2015 to receive a WASC district-level accreditation.



# FINANCIAL PERFORMANCE

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### REVENUE AND CONTRIBUTIONS (THOUSANDS)

REVENUES	FY 2020	FY 2021	FY 2022	% Change
Appropriations	\$ 248,338	\$ 230,346	\$ 228,474	-0.8%
Federal Grants & Contributions	71,096	115,869	158,058	36.4%
Federal Indirect Cost Reimbursements	-	-	1,958	-
Contributions from Component Units	450	450	450	0.0%
Cafeteria Sales	3	0	4	2005.3%
Student Activity	1,455	202	681	237.1%
Fees & Other Program Receipts	579	207	1,202	480.7%
<b>TOTAL REVENUES &amp; CONTRIBUTIONS</b>	<b>\$ 321,921</b>	<b>\$ 347,074</b>	<b>\$ 390,827</b>	<b>12.6%</b>

GDOE total revenues increased by \$43.7M or 12.6% from FY21 despite a \$1.8M decrease in local appropriations. This increase includes a \$42.2M increase in federal grant awards and a \$3.4M increase in other revenue sources such as indirect cost reimbursements, cafeteria sales and student activities.

### EXPENDITURES (THOUSANDS)

EXPENDITURES	FY 2020	FY 2021	FY 2022	% Change
Elementary Education	\$ 74,586	\$ 73,227	\$ 73,537	0.4%
Secondary Education	85,235	85,687	89,799	4.8%
Direct Student Support	83,850	119,510	162,076	35.6%
General Administration	35,170	33,901	25,397	-25.1%
Retiree Healthcare Benefits	10,824	11,308	11,993	6.1%
Lease Payments	31,087	23,070	20,328	-11.9%
<b>TOTAL EXPENDITURES</b>	<b>\$ 320,753</b>	<b>\$ 346,704</b>	<b>\$ 383,130</b>	<b>10.5%</b>

GDOE total expenditures increased by \$36.4M or 10.5% from FY21. The overall increase in expenditures is attributed to the following: \$19.6M in increased personnel costs; a \$10.7M increase in supply costs; and increases of \$4.7M and \$945K in power and water expenses.

### FEDERAL GRANT AWARDS (THOUSANDS)

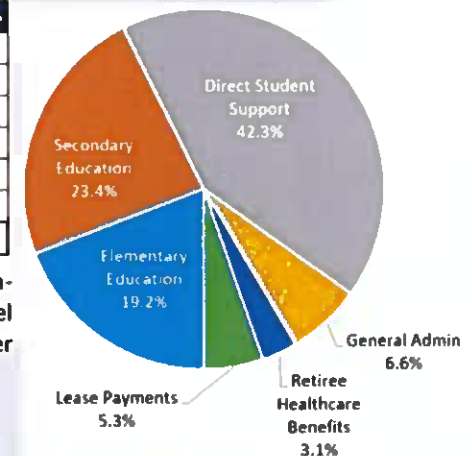
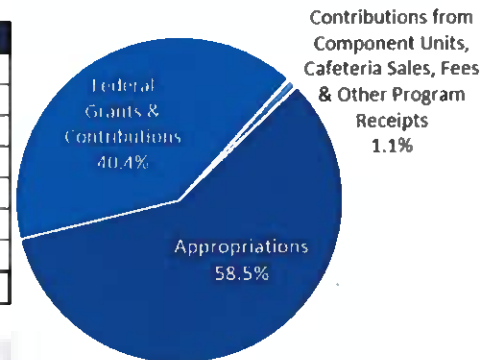
FEDERAL GRANTORS	FY 2020	FY 2021	FY 2022	% Change
U.S. Department of Education	\$ 48,257	\$ 52,971	\$ 55,987	5.7%
U.S. Department of Agriculture	13,353	15,290	15,710	2.7%
U.S. Dept. of Health & Human Services	3,975	4,020	4,104	2.1%
U.S. Department of Interior	2,980	2,671	-	-100.0%
<b>COVID-19 Impact Aid:</b>				
U.S. Department of Education	41,522	400,889	-	-100.0%
U.S. Department of Agriculture	2,917	89	-	-100.0%
U.S. Dept. of Health & Human Services	-	800	-	-100.0%
U.S. Treasury	1,000	-	-	-
<b>TOTAL GRANT AWARDS</b>	<b>\$ 114,004</b>	<b>\$ 476,730</b>	<b>\$ 75,801</b>	<b>-84.1%</b>

In FY22, total federal grant awards decreased by 84.1%, which is largely due to expiring COVID-19 relief funds. Additionally, the U.S. Department of Interior did not award GDOE any new grant funding in FY22 contributing to the overall decrease in total federal awards.

### Expiring Grants

The GDOE leveraged COVID-19 grant funds to fund allowable expenditures such as \$13.8M for power; \$5M for water; \$2.3M for custodial services; and \$6.5M for the Educator Pay Increases.

Grant Name	Total Award	Available Budget	Available %	Expiration Date
Education Stabilization Fund I (ESF I)	\$ 41,522	\$ -	0.00%	9/30/2022
Education Stabilization Fund II (ESF II)	110,563	201	0.18%	9/30/2023
American Rescue Plan (ARP)	286,941	165,290	57.60%	9/30/2024
<b>TOTALS</b>	<b>\$ 439,026</b>	<b>\$ 165,491</b>	<b>37.70%</b>	



### FINANCIAL AUDIT PERFORMANCE

GDOE received an unmodified opinion from its independent auditors, Ernst & Young, LLP. FY22 marked the 10th consecutive year GDOE received clean opinions on its financial statements and compliance with major programs.



Our complete financial audit information can be found at <https://gdoeiao.weebly.com/financial-and-single-audit-reports.html>

# FUTURE OUTLOOK

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### NEW EDUCATION BOARD MEMBERS

In FY22, GEB Chairman Mark Mendiola stepped down from his position and Dr. Mary Okada accepted the nomination as Chairwoman of the Board. In FY23, Angel Sablan was elected to the GEB and Christine Baleto was appointed. This represents the two newest members to the GEB.

### NEW GDOE MANAGEMENT

On December 27, 2022, the GEB selected Dr. Kenneth E. Swanson as the Department's new Superintendent of Education. Dr. Swanson has over 50 years of education experience. Dr. Judith T. Won Pat, former legislative speaker, was appointed as acting Superintendent from February 2023 to July 2023.



Dr. Swanson appointed two new deputies to his management team in 2023. Kenneth Perez was appointed as the Deputy Superintendent of Educational Support & Community Learning and Joann Camacho was appointed as the Deputy Superintendent of Finance and Administrative Services.

### HIGH-RISK STATUS

As a result of an on-site visit in May 2022, the FY22 Specific Conditions reflected a reduction in the TPFA's responsibilities from 21 to 13. The specific conditions also directed for the TPFA to work with GDOE in returning all purchase order functions back to GDOE control in GDOE's Munis. USDOE further acknowledged GDOE's progress in December 2022, allowing GDOE to perform all fiscal operations within the GDOE Munis.

In March 2023, GDOE submitted its Transition Plan which outlined how GDOE will assume financial management over all ED funds. The plan was approved by USDOE and GDOE was granted a probationary period from April 2023—September 2023 to demonstrate readiness to fully or partially transition fiscal management and oversight from the TPFA back to GDOE. At the end of the probationary period, USDOE conducted a validation visit and concluded that GDOE had successfully completed its probation and that a TPFA would no longer be required past October 31, 2023.

### SMARTER BALANCED TESTING

GDOE chose the Smarter Balanced assessment tool as the new summative assessment for gauging how well students in grades 3 through 11 are learning. The assessment tool switch was made after the ACT-Aspire assessment tool was phased out nationally, but delays in implementing the Smarter Balanced assessment prevented GDOE from testing students last school year.

### GDOE LOCAL BUDGET

In developing the FY23 Budget Request, the GEB committed to leveraging federal funding to cover allowable operational costs and produced a FY23 budget request of \$268.3M. The GEB also submitted an adjusted FY23 request of \$298M to account for the 22% pay adjustment to the General Pay Plan.

P.L. 36-107 appropriated \$232.6M to the GDOE for FY23. This represented an overall increase of \$26.2M from FY22 appropriations, however it was still \$65.7M less than the Department's budget request. The budgetary shortfalls in FY23 operations are supported by available federal COVID grants. However, with the approaching expiration of these grants, the Department's ability to leverage additional funding to cover local budget shortfalls will be challenged.

### SIMON SANCHEZ HIGH SCHOOL

On July 5, 2023, P.L. 37-22 was signed into law and focuses on the solicitation for financing, construction, and all the related services for the new Simon Sanchez High School. The public law authorizes principal financing for the new school campus at \$166.4M with \$16.3M in annual payments over 30 years. TRMA completed its design phase and procurement responsibilities.

### FACILITIES MASTER PLAN

In May 2022, GDOE prepared the Facility Master Plan with support from HHF Planners, funding from the Department of Insular Affairs and oversight by the U.S. Army Corps of Engineers. The ten-year master plan highlights and prioritizes the work that is needed to ensure safe and healthy educational environments for all public school students. The ARP and ESF funding was anticipated to provide funding relief in executing the facility needs, however with the expiration of the ESF grants and expiration of ARP in 2024, GDOE will need additional budget or federal support to carry out the facilities master plan.

Several pieces of legislation have been passed into law aimed at upgrading school facilities:

- P.L. 37-4 was passed to bring GDOE in compliance with DPHSS sanitation rules and regulations.
- P.L. 35-5 appropriates \$20M to GDOE for school infrastructure repairs and maintenance.
- P.L. 37-6 provides temporary expedited procurement protest procedures for acquisitions funded with ARP, ESF, and Head Start grant funds.

**We want to hear from you!**

Was this report helpful?

What other information would you like to see in this report?

Guam Department of Education

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