

EVALUATION REPORT

GUAM COMMUNITY COLLEGE

Post Office Box 23069

Barrigada, Guam 96921

**A Confidential Report Prepared for the
Accrediting Commission for Community and Junior Colleges
Western Association of Schools and Colleges**

**This report represents the findings of the evaluation team that visited
Guam Community College on March 14-16, 2000**

Team Members

Dr. Edmund Buckley
Vice President, Academic Affairs
Santa Rosa Junior College

Dr. John Muth
Director, Acad. Planning, Assessment
& Policy
University of Hawaii Community Colleges

Dr. Bert Kimura
Professor/Coordinator Ed Media Center
Kapiolani Community College

Mr. Garman "Jack" Pond
Professor, Development Education
Leeward Community College

Mr. Presley Etibek
Dean of Students
Palau Community College

Ms. Deborah Nakagawa
Director of Budget and Planning
University of Hawaii Community Colleges

Ms. BK Griesemer
Professor CC of Business
Maui Community College

Dr. Clyde M. Sakamoto
Provost
Maui Community College

Dr. Doric Little
Professor, Speech
Honolulu Community College

Dr. Serafin Zasqueta
Superintendent/President
Southwestern College

SUMMARY OF THE GUAM COMMUNITY COLLEGE EVALUATION REPORT

Submitted by: Dr. Clyde M. Sakamoto, Evaluation Team Chair

A ten-member team visited Guam Community College (GCC) between March 13-16, 2000, to validate its Self-Study. The Western Association of Schools and Colleges Accrediting Commission for Community and Junior Colleges selected team members from institutions in California, Hawaii, and the Republic of Palau.

GCC is situated on island of Guam; an unincorporated territory of the United States located about 3,800 miles west of Honolulu. The college began in 1959 as Guam Trade and Technical High School and was established as GCC in 1977 by Public Law 14-77. GCC is the only community college on Guam. The college functions as part of the executive branch of the Government of Guam and is governed by a Board of Trustees appointed by the Governor.

The GCC community including its Board of Trustees and legislators were well acquainted with the purposes of visit and the Self-Study procedure. The team met with faculty, staff, students, trustees, and community leaders who indicated their familiarity with the process. The Self-Study candidly reported in the college's progress and deficiencies.

The team noted significant initiatives to meet student needs on campus and at the satellite high schools. The team also observed numerous examples of effective and enthusiastic teaching and learning. GCC's computer and telecommunications technologies commitment is noteworthy and commendable. Excellent examples of GCC-private sector and community-based partnerships are additionally evident. Students have successfully performed in regional marketing, tourism and automotive competitions. Students achievements in these arenas are reflective of educational improvements at GCC. Competent, dedicated, and committed faculty and staff abound. Strong legislative support acknowledging GCC's responsiveness to the island's vocational educational needs and economic constraints was apparent.

Additionally, the team found pieces of a comprehensive assessment system already in place. Some of these parts include a revitalized curriculum development and evaluation process, the establishment of the long-awaited NIAS (National Institute for Administrative System) database, general administrative reviews of faculty plans and contributions, and surveys of feedback from various constituents related to their satisfaction with GCC programs and services.

In contrast to notable and important progress, the lapses in responsiveness to the recommendations by the previous teams posed serious concerns. Despite specific recommendations related to a variety of assessments, the absence of systematic reviews of educational programs, student services, and overall institutional

effectiveness continues. The responsibility for and contribution to assessment must be assumed by all segments of the institution. The team concluded that this primary and conspicuously missing component for institutional improvement should serve as the basis for its overarching recommendations.

Major Recommendations

- 1. In view of the absence of a response to the previous teams' recommendations and the importance of establishing a systematic assessment procedure for educational programs, student services, financial programs and physical facilities, the team recommends that such a comprehensive system be developed and implemented over the next year. The educational program review should identify educational quality through the identification of learner outcomes. (Standard One, 1, 2, 3, & 4; Standard Two, 8 & 9; Standard Three, A1, 2, 3 & 4; Standard Four, A.1, C.3, 4, D.1, 2, 3, 5, & 6; Standard Five, 3 & 4; Standard Eight, 4 & 5; Standard Nine, A1, 2 & 4; C.4).**
- 2. In light of the persisting difficulty with systematic assessments and evaluations of programs, services, and personnel, the team recommends that staff development be provided for the college community to clarify the importance of regular reviews as a process for continuing improvement and the necessity for the Board of Trustees, administration, and faculty to be appropriately involved in these processes. (Standard Three, B.1 & 3, C.3; Standard Five, 6, 7, & 8; Standard Seven, B.1, 2, 3; C.2)**
- 3. In exercising its oversight responsibility, the team recommends that the Board enforce its policies concerning program review and develop or strengthen policies related to assessing the Board's as well as the college's effectiveness (Standard Ten, A.2)**

In addressing these major recommendations, the team urges the college to review the related recommendations, suggestions, and considerations in the following Standards.

INTRODUCTION

GCC is situated on island of Guam; an unincorporated territory of the United States located about 3,800 miles west of Honolulu. The current population, estimated to be over 163,000, consists of Chamorro (43%), Filipino (23%), other Asian (7%), other Pacific Islander (5%), Caucasian (14%), African-Americans (2%), and all others (6%).

Guam Community College began in 1959 as Guam Trade and Technical High School and was established as GCC in 1977 by Public Law 14-77. GCC is the only community college on Guam. The college functions as part of the executive branch of the Government of Guam and is governed by a Board of Trustees appointed by the Governor.

GCC has recently revised its mission statement but continues to generally view its mission as the island's provider of workforce training and economic development. Through its Mangilao campus and four satellite high school programs, the college served 1,791 secondary, 2,004 post-secondary and adult education, 255 continuing education, and 129 apprenticeship and work experience students in Fall 1999. The last on-campus high school class of 41 students will complete its program in Spring 2000 semester. The secondary program will continue in GCC's four satellite high schools. The student body reflects considerable diversity and the general profile of the island's population: Chamorro (45%), Filipino (27%), other Asian (10%), other Pacific Islander (10%), Caucasian (4%), and all others (4%).

Two measures of student outcomes were cited as the bases for the college's institutional effectiveness: course completion rates, which improved from 58.9% in Fall 1994 to 68% in Spring 1999, and program or associate degree completers whose rates have doubled and vocational certificate completers whose rates increased by "more than half" over the last five years.

In Fall 1998, GCC employed 71 main campus faculty, 26 satellite high school faculty, 112 adjunct faculty, 95 support staff, and 25 administrators. Approximately 70% of all GCC employees are members of ethnic minorities.

The team found the college well informed and prepared for its visit. The Self-Study openly displayed the institution's achievements, progress, challenges, and weaknesses. The college staff to the team provided effective, appropriate and gracious assistance in facilitating meetings, numerous class visits, access to files and other materials, and general entrée to the GCC community. Students, faculty, staff, and administrators volunteered their respective views, enthusiasm, and concerns with a clear interest in improving the college.

The Team observed a combination of factors pointing to a pivotal period of college development over the next few years:

- o Economic Challenges: economic and workforce development needs apparent on Guam
- o Presidential Transition: present search for retiring President's replacement

- o **Entrepreneurial Initiatives: evidence of increasing partnerships with private and public sectors**
- o **Unique mission at GCC: includes High School and Community College Students (Last group of GCC High School students on campus in Spring 2000)**

I. Responses to the previous team's recommendations

STANDARD ONE: INSTITUTIONAL INTEGRITY, PURPOSES, PLANNING, AND EFFECTIVENESS

1. The college's mission statement, preamble, philosophy, and goals should be included in a consistent fashion in the college's publication – in particular, the Catalog. Also, mechanisms should be established to communicate the directions of the college as related to the mission statement to the campus community as well as to the community as a whole.

The college has published its mission statement, philosophy, and goals in the Catalogues and other publications since 1994. "The directions of the college" have also been communicated through a variety of documents, including its Mission Millennium, Ten-Year Master Plan, 1996-2006. On January 5, 2000, subsequent to the publication of the Self-Study, the Board approved the revised mission statement.

2. As part of the development of its Ten-Year Master Plan, the college should take steps to ensure that a mechanism for periodic review and updating of the plan is established.

The college has acknowledged that no formal process for updating the plan has occurred. However, the team noted significant planning occurring in curriculum, program development, and other areas.

3. The college should conduct on-going, systematic institutional research to measure its institutional effectiveness. Program reviews should be conducted for each educational and student service program at least every five years.

While the college has recently installed a new student information system (NIAS), on-going, systematic institutional research does not occur at this time. A program review program process piloted in 1996 was found to be cumbersome and abandoned.

STANDARD TWO: EDUCATIONAL PROGRAMS

1. The college, within the next year, implement, evaluate, and refine its newly developed curriculum planning and development process and its newly developed program review and evaluation system, including the supporting data collection, in order to ensure a relevant, dynamic and quality instructional program.

The college implemented a new streamlined curriculum process and handbook in Fall 1999. Since its inception, 50 curricular actions have reached the Academic Affairs Committee for approval. Of these, this body has passed 40. Faculty remains involved as authors with review and approval at the department and the Academic Affairs Committee level. Faculty and administrators report that the process is working very well.

However, program reviews are not occurring despite several mandates and attempts to institutionalize these reviews.

- 2. The college, within the next year, reviews its diplomas, certificates and degrees offered to ensure that all required courses are offered and that students have the opportunity to complete their entire program within reasonable period of time.***

An informal analysis of the programs, using the student enrollments, completion of data, yearly program plans, and student surveys, by program heads and department chairs will be more formalized when information from the newly installed NIAS system is available. To help students complete in a timely manner, course substitutions, practica, and individualized projects are used. However, these are not always programmatically sound, and students may still have to wait in some areas (e.g. Medical Assistant) until enough students are ready to fill an advanced course.

- 3. The limited general education program of the college be more fully developed and/or coordinated with offerings provided by the University of Guam.***

During Spring 1999, a review of the general education courses by faculty was undertaken and two additional courses were added to the list of approved general education courses. The present catalog lists 43 general education courses. The college continued efforts to articulate its general education courses with the University of Guam (UOG), but progress is very slow. GCC accepts general education courses from UOG as appropriate.

- 4. The college extends its services and programs in the community by strengthening, coordinating, and publicizing the opportunities provided by its Community and Continuing Education program.***

The Community and Continuing Education program continues to expand as it meets community and regional needs through enrichment courses such as the Tour Guide Certification Training Program, Hospitality Institute, Pacific Region Vocational Teachers Education Academy, contract training, and industry related workshops. In fiscal 1999, 886 people enrolled in its programs compared to 796 in fiscal 1998. Programs are publicized through businesses and industry groups and to the general public via newspaper, brochures and other appropriate media.

STANDARD THREE: STUDENT SERVICES AND THE CO-CURRICULAR LEARNING ENVIRONMENT

- 1. The college establishes a systematic mechanism by which students of all parts of GCC become aware of and express their needs for support services, which will be of value to them.***

A comprehensive student services needs assessment has yet to be completed. Through reorganization in 1999, the School of Student Development was incorporated into School of Technology and Student Services. This School assumed the responsibility of monitoring and publicizing the activities of the Campus Life and Project AIM programs.

- 2. The college provides the leadership to evaluate the need for and, if appropriate, redesign support programs to better meet the changing needs of students and the community.*

Although a needs assessment system or process has yet to emerge, the team acknowledges the college's efforts at realigning student supporting services to better serve its students. This recent realignment brings a dean, associate dean, the heads of Project AIM and Campus Life Office, and two full-time faculty together to provide leadership to address student needs and evaluate corresponding support services to meet those needs. The new School of Technology and Student Services provides counseling, financial aid, tutoring, student organizations, advising, disability assistance, admissions and registration services and new student orientation. In addition and under the same School, Project AIM, Developmental Education, Service Learning and the English as a Second Language program assists academically challenged and under-prepared students.

- 3. The college provides leadership in securing resources to support the sports program for the Vocational High School Students attending GCC campus.*

This program will be phased out at the end of this year and the college's need to support a sports program will be reduced to support of GCC's campus-based sports program.

STANDARD FOUR: FACULTY AND STAFF

- 1. The college should consider increasing its efforts at improving the teaching effectiveness of its faculty by reducing its heavy reliance on adjunct faculty, by expending a greater portion of its faculty professional development funds on education and training designed to improve the teaching effectiveness of its faculty, and by exploring a variety of other means to improve the teaching effectiveness of adjunct faculty as well as full-time faculty.*

With the impact of numerous faculty members taking advantage of the early retirement incentive program, the college currently relies heavily on adjunct faculty...many of whom were former full-time, recently retired faculty members called into service to fill vacant positions. While the previously dedicated \$50,000 for professional development continues, there is little evidence that a greater proportion of these funds have been specifically devoted to or resulted in improving teaching effectiveness. Additionally, there is no evidence that the prior team's recommendation regarding attention to strengthening adjunct faculty teaching skills has been addressed.

- 2. The college should take steps to demonstrate its commitment "to the educational benefit of diversity through its staffing" by updating and implementing an affirmative action plan which recognizes the need to increase the number of females in upper level management and the need to increase the number of Micronesian faculty members.*

Although, the Board adopted an Affirmative Action Plan in April 1980 and Policy in March 1994, a procedure for implementing this policy and assessing the college's progress has not been developed.

STANDARD FIVE: LIBRARY AND LEARNING RESOURCES

- 1. Access to internal and external funding sources should be enhanced so the library collection may be expanded, in coordination with curricular development, to a level appropriate for the size and purpose of the institution and so new technologies may be utilized to access information resources available through the University of Guam and other data bases.*

While hard copy components of the library remain limited, external funding has permitted the college to purchase print and multimedia resources. External funding from Title III and Vocational Education Act has allowed the library to acquire the Dynix (computer-based card catalog) system and related computer hardware and software. Other electronic resources have been acquired which support curricular needs. Internet connections at the college facilitate access to the UOG library.

- 2. The college should make use of the Library Advisory Committee, or some alternate means of communication, and raise the awareness of adopted formal procedures for integration of curriculum planning with collection maintenance and development. Additionally, the college should develop stronger professional relationships between the library staff and instructional faculty.*

The Learning Resource Committee (composed of instructional and library faculty) now meets regularly to review and recommend college policies concerning the Learning Resource Center and the Instructional Technology Center. It also provides advice on collection development. Further, instructional departments are encouraged to schedule meetings in the library to discuss collection development in their respective areas. The Librarian assisted in the development of the Ten-Year Master Plan and this has improved integration of new curricular development with learning resources.

- 3. The college should consider entering into written agreements with the Guam Public School System regarding library support for GCC curriculum offered at high schools, and with the University of Guam regarding GCC student and faculty access to the University's library materials.*

General memoranda of understanding exist between GCC and the Public Schools regarding shared use of learning resources other than print materials. The Self-Study indicates plans are developing to electronically deliver documents to the four DOE high schools where GCC holds classes. Vocational faculty recommends acquisitions for the

DOE schools libraries and the GCC Learning Resource Center in support of the college courses. Informal agreements between librarians from GCC's Learning Resources Center, the UOG Library and the Guam Public Library allow faculty and students to access holdings in the different sites. At the time of the Self-Study, formal agreements were in development.

STANDARD SIX: PHYSICAL RESOURCES

- 1. The college needs to continue its efforts to implement the New Campus Master Plan and begin the new campus development as soon as economically feasible.*

GCC responded to previous recommendations adequately through the completion of the Conceptual Master Plan 1999 that serves as a plan for facilities development for the next 10-15 years. The college has opted to leverage the land in Barrigada to fund the facilities improvements at its present site rather than seek new funds to build a completely new facility on this undeveloped site.

- 2. The college needs to develop a Facilities Master Plan for the present campus, establishing a process involving students, faculty, and staff to assist the administration in identifying and prioritizing facilities requirements.*

Limited funding has hindered progress in facilities maintenance, renovation and development. However, there is discussion related to "leveraging" the newly acquired property in Barrigada to generate revenues to meet the college facilities needs. Among other opportunities for input, student (voting), faculty (nonvoting) and staff (nonvoting) involvement is provided through representation on the Board.

- 3. The college should complete a Memorandum of Agreement with the GPSS (Guam Public School System) on facilities requirements and maintenance at high school campuses.*

The college also completed a detailed update of the Memorandum of Agreement with the Guam Department of Education in 1999 to operate vocational programs in public high schools. This agreement delineates the responsibilities of both parties for maintaining facilities and providing custodial services.

STANDARD SEVEN: FINANCIAL RESOURCES

- 1. The college should work closely with the Government of Guam to insure release of funds on a timely basis to Guam Community College based on the approved allocation of appropriated funds.*

The release of funds on a timely basis has improved. However, since Summer 1999, the college has experienced difficulty in obtaining the release of appropriated funds from the Government of Guam. After expenditures have been incurred by the college, the Government of Guam has reduced the funding level and withheld funds from the

college. The college has resorted to borrowing funds from the Non Appropriated Fund category to fund the shortfall.

- 2. The college must complete the preparation and certification of Financial Statements dating back to FY 1988-89 by the close of FY 1993-94 to insure the institutions financial records and internal control processes are current.***

The Financial Statements for FY 1998 and FY 1999 were completed and recently sent to the auditors for certification. This effort to bring the financial statements up-to-date reflects the college's commitment to continue upgrading the financial system and disseminating fiscal information on a timely basis.

STANDARD EIGHT: GOVERNANCE AND ADMINISTRATION

- 1. Governmental interference in college governance must be eliminated. In 1987, the Western Association of Schools and Colleges placed GCC on "Probation" and stated: "Guam Community College will remain on probation until it demonstrates to the Commission that it is in compliance, that authority for appointment and assignments of administrative and academics staff is properly vested in the chief executive office and governing board, and that government will not interfere with the operation of the college by circumventing such duly constituted authority." PL21-59 appears to have circumvented such duly constituted authority.***

The institution was formally placed on probation in June 1994 due to "concerns over the apparent lack of Trustee control, a situation created by Public Law 21-59." The interference related to issues of appointment and assignment of administrative and academic staff. The college was removed from probation in August 1994 after appropriated governmental legislation returned authority to the governing board.

- 2. Specific plans should be developed and implemented, including the role of support staff, to encourage and provide a more consistent, better understood, and meaningful decision making and governance process.***

Since the visit by the previous team, the GFT/BOT (Guam Federation of Teachers/Board of Trustees) Faculty Agreement and the GFT/BOT Support Staff Agreement have been renewed. In each case the affected groups have non-voting members on the Board of Trustees. The team observed active participation of both groups in the deliberations of the Board.

- 3. The Board should adopt a formal evaluation process.***

After discussions on the topic with members of the Board of Trustees, it is fully recognized that they do not yet have such a process in place. The Board has recently completed training sessions in this area through the assistance of Association of Community College Trustees, and they intend to develop such procedures in the near future.

EVALUATION OF GUAM COMMUNITY COLLEGE APPLYING THE 1996 WASC ACCJC STANDARDS

STANDARD ONE: INSTITUTIONAL MISSION

OBSERVATIONS

The Self-Study describes considerable discussion and development of a revised mission statement beginning in 1995, with the preparation of the Ten-Year Master Plan. Two separate attempts in the last five years were made to review and revise the mission statement, each involving members of the college community as well as representatives of the larger community. Apparently, the project foundered not over issues of substance but over the issues of language. However, a statement was ultimately approved by the Board of Trustees on January 5, 2000, after the Self-Study was written. It is adapted largely from the proposed mission statement in the College's Ten-Year Plan.

Standard One expects a mission statement to define the students the institution intends to serve, as well as the parameters under which programs can be offered and resources allocated. The Board resolution adopting the statement identifies the students as "Guam's youth and adult student clientele," for whom the college provides "secondary and post-secondary educational programs, adult and continuing education, community education, and short-term specialized training." The mission statement itself emphasizes the college's intent to be Guam's lead agency in workforce training, education, and economic development. Taken together, the new mission statement and the accompanying Board resolution convey a general sense of the college's scope of programs and services. The mission statement by itself, however, is fairly general. (What does it mean, for example, to be Guam's lead education agency "in all ways"?)

Standard One also expects the mission statement to drive institutional planning and decision-making. Given that the old statement was seen as inadequate and the new one not yet developed, the updated mission statement has not yet guided the college over the last few years. On the other hand, the team was able to verify that the college community shares a common vision of the college as a place that continues to focus primarily on vocational education and workforce development. The new statement attempts to make this point clear. It does not represent a major shift in direction for the college.

CONCLUSIONS

Notwithstanding the delay in crafting a statement, discussions with both faculty and administrators supported the conclusion that the mission of the college remains clearly focused on vocational education and workforce training, with a growing emphasis on economic development. It remains to be seen whether the new mission statement assists in the planning process and effectively communicates the mission to the larger community.

In its January 2000 resolution adopting the mission statement, the Board of Trustees directed the college to reexamine the mission statement by "a date certain." The team understands that this will occur in January 2003 and strongly suggests that this review take place as directed. Such a review might consider at least two questions:

- 1) How effectively does the statement convey the mission of the college, both to the college community and the larger community?
- 2) Does the statement drive institutional planning and decision-making?

RECOMMENDATIONS

(See major recommendations #1)

STANDARD TWO: INSTITUTIONAL INTEGRITY

OBSERVATIONS

Campus and satellite high school personnel and students as well as community leaders were interviewed, college documents reviewed, and classes observed to assess the congruence between policies published and programs and services offered. Key policies examined included: academic freedom—GFT/BOT Faculty Agreement (1996), affirmative action (1980 Plan), and the Student Conduct Code published annually in the Catalog.

The team commends the college for representing itself clearly, accurately and consistently in its regular publications, its Annual Report and its catalog. With the exception related to student access to required courses, student feedback indicates that they are generally able to plan their courses of study from the materials provided. By disseminating GCC materials to the community, maintaining active advisory committees and responding to community concerns, the college actively communicates and interacts with its campus and community constituents.

Although no one office is responsible for updating the college's Web Page, it is a useful innovation and probably should be assigned to a specific office with a set of procedures for updating and monitoring the quality of the information. Further, the team observed that the practice of attaching the college newsletter to paychecks was a very creative way of disseminating college news.

The team verified through a policy review and interviews that the college has no academic freedom policy at the board level. This policy, which fosters the integrity of the teaching/learning process, could incorporate existing language found in the GFT/BOT Faculty Agreement and in the Student Conduct Code. Additionally, it could not be found in the Adjunct Faculty Handbook.

CONCLUSIONS

The college does not provide a college-wide code of conduct that incorporates its entire college population. Students do have a Code of Conduct, which is printed in the Catalog. Faculty has some guidelines in the union contract. Adjunct faculty are not covered – even in the February 2000 Handbook. Academic honesty expectations and sanctions for abuse are printed in the Student Conduct Code.

The Affirmative Action Plan has not been updated since 1980. A faculty member coordinates EEO activities including the interview process and EEO data collection. Staff members who were interviewed reported that they were not aware of any analysis or use of the data for consideration in diversifying the campus staffing composition. The college leadership, however, indicated that representing the island's diversity was an informal consideration in the appointment decisions. Confusion among the staff about where or if the data should be forwarded to other parts of the college or beyond was evident. More than five years ago, there was training regarding Sexual Harassment and a policy was adopted.

RECOMMENDATIONS

(See major recommendation #1)

4. The college community should develop ethical standards for adoption at the Board of Trustees' level. Such a policy or policies must include academic freedom and should cover professional conduct, including adjunct faculty, and/or a code of ethics. (Standard Two, 2, 3, & 5)
5. Due to confusion regarding responsibilities, the Affirmative Action plan has not been fully implemented since its adoption in 1980. The team, therefore, recommends that the college reviews and fully implements its Affirmative Action plan to promote and ensure equity and diversity in the college community (administrators, faculty and staff). (Standard Two, 6; Standard Seven, D.1, 2, & 3)

STANDARD THREE: INSTITUTIONAL EFFECTIVENESS

OBSERVATIONS

GCC has completed the Graduate/Completer and Employee Follow-up Surveys on a consistent basis (1994-1997) and performed the necessary program evaluations for federal grant compliance. These data however do not assess the strengths or weaknesses of institutional effectiveness.

Interviews with Standard Three Self-Study Committee members confirmed that formal institutional review and research did not exist. However, at the informal level, members of the staff conduct performance assessments to respond to the Ten-Year Master Plan. Specifically, when funds for professional development are requested, justifications must relate to the Master Plan. This practice is followed for other program requests. Lastly, all faculties prepare an Individual Faculty Plan for the year. The Program Review pilot project developed in 1995 was abandoned due to the reduction of staff in the Office of Planning and Development. The lack of staff in the research, planning and grants office lessens the likelihood that assessment of institutional effectiveness will occur.

References are made to the Five- and Ten-Year Master Plans and the Conceptual Master Plan as documents that contribute to institutional planning. However, there was no evidence or assertion that these documents were utilized for the purpose of systematic and integrated educational, financial, physical and human resources planning and evaluation to improve programs and services.

GCC is held in high regard as a very productive educational institution. Reports by GCC high school teachers and college faculty indicate that their students successfully completed in regional automotive technology, hospitality and tourism, and marketing competitions. Each year the college publishes an Annual Report that includes information by program, such as degrees and certificates awarded, students enrolled, awards won by students, and other information about programs. This publication serves as a constructive first step in reporting the details of GCC's institutional effectiveness. The faculty and staff echo the similar feelings regarding their contributions to the preparation of students in various career areas. The high school programs are also effective in that the high schools and GCC are able to create early start vocational career paths for students. Through high school and GCC faculty reports, articulation of these programs is evident. However, with the exception of federally funded programs, evidence was not available to verify that the institution systematically collected, analyzed and assessed its institutional outcomes, data as a basis for improving GCC.

CONCLUSIONS

Through a review of the Self-Study files, the team confirmed a high level of planning activity. However, little evidence of follow-up on the plans or evaluation of their effectiveness was available. At the informal level, GCC appears to intuitively perform institutional assessments in that both faculty and staff recognize the importance of student success. The absence of a broad-based integrated system of research, evaluation and planning to assess outcomes does not necessarily nor fully represent the quality of the institution. To some extent, the quality of the institution may be characterized in its positive community image. Specifically, when students were interviewed, approximately 20, a common theme was repeated. Students were prepared for vocations. In a meeting with nine legislators, they also expressed that GCC was an effective institution capable of preparing residents to meet the workforce needs of Guam. Additionally, team members heard legislators say that GCC was fiscally responsible in responding to the worsening economic conditions of the island.

The addition of a formal program review process and an integrated outcomes system would clearly strengthen the college's accountability.

The team suggests that the college review the human resources requirements in the area of planning, research and development in order to gather data and support broad campus involvement in measuring institutional effectiveness. It is additionally urged that the Board annually review the institutional performance based on the plan for that year and communicate this review to the college constituents.

RECOMMENDATIONS

(See major recommendations #1)

STANDARD FOUR: EDUCATIONAL PROGRAMS

OBSERVATIONS

Guam Community College serves a diverse population at the post-secondary as well as the secondary levels. The college operates as the state agency for both vocational and adult education. The college faculty and staff articulate their mission as educating citizens of Guam and the Pacific Region to be productive members of the workforce on the island of Guam and in the region.

The college's educational programs match the mission. College publications list 34 certificates and 24 associate degrees in occupational fields at the post-secondary level, apprenticeship training in 25 journey worker occupations, adult high school diplomas, developmental programs and GED (General Education Diploma) preparation, vocational high school diplomas in three occupational fields, seven secondary vocational programs at four area high schools, cooperative education at the secondary and post-secondary level, service learning, and credit and non-credit vocational and enrichment courses. Apprenticeship training is offered in conjunction with various private and governmental partners, such as the Guam Contractors Association and Guam Hotel Association. Programs such as English as a Second Language, Project AIM, the Learning Resource Center, and developmental programs in mathematics, reading and writing serve special needs population and regular students.

The educational programs are in transition. The secondary satellite vocational programs are now offered at the four high schools under a Memorandum of Agreement between GCC and the Department of Education. A small number of secondary students are still on the main campus. However, at the end of Spring 2000, the secondary vocational diploma program at the main campus will end. Approximately 26 faculty are employed in the secondary programs. Parts of the seven secondary vocational programs are offered at each of the four high schools. The programs offered result from a review of available space and faculty as well as of community need. Students at George Washington High School, located next to the GC campus, will continue to be cross-enrolled for some vocational programs, such as automotive, which cannot be physically housed on the high school campus.

When the Accrediting Commission reviews the high schools, these GCC programs are reviewed along with the other high school programs.

With the closing of the vocational diploma program at the GCC main campus, that facility will be use for post-secondary programs, adult high school, developmental and GED education, the cross-enrolled courses, and credit and non-credit offerings. The college employs 75 full time and over 100 adjunct faculty at the main campus.

Recently several new programs have been developed and implemented in response to community needs, including two secondary tourism academies, a Tour Guide Training Certification program administered by Community and Continuing Education as well as post-secondary programs in Medical Assisting, Sign Language Interpreting, Education Assistant, Technology Studies, and Family Services. Additions to the curriculum, whether secondary, post-secondary, or adult education, are reviewed to assure consistency with the community workforce needs. General education courses are developed to support vocational programs or student development as potential employees and citizens. Additionally course work has been provided to Guam Telephone Authority and Guam Power Authority and pre-GED programs for low-income housing residents on site. The college also provides basic education, Adult High School and some post-secondary courses at the Adult Correctional Facility under a Memorandum of Agreement with the Department of Corrections. Negotiations are presently underway to provide adult basic education, GED preparation, and Adult High School at Southern High School.

The Community and Continuing Education program serves a variety of credit and non-credit community and regional needs and interests. It offers all courses that are not part of the regular schedule of classes. This program then can respond quickly to community, industry or regional needs pricing the courses at a level that at least breaks even but usually generates revenue for the college. Examples of meeting community needs are the recently developed Tour Guide Certification Training, the Hospitality Institute and the Professional-Technological Institute.

CONCLUSIONS

Interviews with faculty and staff and review of the supporting materials indicate that the college generally conforms to Standard Four. Records indicate excellent progress in the area of curriculum development and reform. A competency-based curriculum has been the standard since 1992 and is evident in all vocational program areas. A new, more streamlined curriculum process and handbook completed in Fall 1999, now guide's course and program development. The checklist for completing the appropriate forms includes sections on relationship to the mission, goals, and occupational requirements, employment outlook, articulation agreements, target population, and competencies. Additionally, although the program checklist requires information on how the program outcomes and effectiveness will be evaluated, this process has yet to be institutionalized.

Faculty confirmed also that curricular competencies have not been consistently translated into learner outcomes that can be measured and evaluated. Courses and programs that have been adopted and/or revised most recently have competencies that are more outcome-based. The primary outcome measures used by the college to demonstrate student academic performance include: course and program completion rates, grades from teacher-generated evaluations, feedback from advisory committees, community members, student evaluations and surveys. Although the college recognizes that assessments of curricular breadth and student competencies are required, specific plans and assignments have not yet emerged.

Through the curricular revision process, many courses and programs have recently been reviewed and revised. Several efforts have been undertaken to develop and implement a program review and evaluation system. However, despite recommendations from the two previous teams, systematic program reviews are not taking place at this time. Files indicate that some advisory committees meet to provide input on workforce needs and update competency requirements. The Graduate/Completers Survey provides a variety of feed-back from students. Additionally, other pieces of information exist, such as the Annual Program Plans. All of this information is available. However, the pieces are not presently assessed as part of a systematic review of each program's performance. The new NIAS student information system is providing basic data, which could also be analyzed and used to build a foundation and framework for program reviews.

Although the number of students completing programs has risen while the enrollment has remained static, faculty report difficulty with continuing to offer many of the required advanced courses due to the large number of programs offered, relatively small enrollments in many programs, and high student attrition. To avoid delays of several semesters before students can enroll in a course needed for graduation, a course substitution policy has been established that permits "special projects" and practicums to be substituted. However, in some areas, (e.g. Medical Assisting), some students have to wait to take a class if one is canceled due to low enrollment. With notable exceptions, such as the as Early Childhood Education program, the college does not have a consistent method of monitoring student progress through its programs.

Presently the college employs the ASSET placement assessment to place students in appropriate mathematics and English courses. Plans to adopt the COMPASS placement assessment in Spring 2001 are under discussion. Although the degree programs require successful completion of an English and mathematics course, current practice does not require students to take these courses early in their programs. This lack of sequencing results in many students delaying these courses. As a result, they perform more poorly in other classes than they might otherwise. Through the Academic Affairs Committee, faculty are presently considering the issue and preparing a recommendation to establish a sequencing policy.

The college catalog does not include a Liberal Arts transfer A.A. program. General education courses are limited but complement and enrich the vocational programs. Presently 10 General education courses are listed among the 27 courses listed in the catalog as articulated with and transferable to the University of Guam. Articulation

agreements also exist with Hawaii Pacific University and Chaminade University, both in Hawaii. The last two teams have made recommendations that the general education component of the curriculum be strengthened and/or better coordinated with the offerings by the University of Guam. However, reports on articulation of general education with UOG suggest little movement. According to one estimate by a counselor, about 10% of students are expressing interest in being able to transfer their courses to UOG. Presently advisement for transfer students includes the selection of appropriate transferable courses.

Computer equipment, obtained through various grants, projects, and donations is readily available. Considering GCC's extensive vocational program offerings and their increasing technologically related courses and programs, faculty and staff voice a concern over whether state-of-the-art equipment can be maintained for all program areas. For example, programs such as automotive are expensive and need to be maintained at a state-of-the-industry level. Equipping laboratories for the sciences and for technological access is another continuing area of concern. Increasingly individual programs and the college are developing partnerships with local business, government and/or industry, such as Mobil Oil, 3M, Guam Automobile Dealers Association, and the hotel industry, to help with the equipment and technology issues. Faculty and college leadership is commended for inventing these private partner solutions to address these persistent challenges.

RECOMMENDATIONS

(See major recommendation #1)

6. The college implements and support an English and Mathematics assessment and sequencing program and insure student access to appropriate courses and permit program completions in a reasonable time. (Standard Four, A.2 & B.1)

STANDARD FIVE: STUDENT SUPPORT AND DEVELOPMENT

OBSERVATIONS

In general, the team was able to verify that GCC's Student Support and Development Programs adequately met the needs of its students. Admission, academic, social, and refund policies; student conduct standards; complaint and grievance procedures; and individual prerequisites are widely published.

The team observed student support services and interviewed the staff from counseling, financial aid, tutoring, student activities, academic advising, registration services, and a new student orientation arenas. Support Services for academically challenged and under-prepared students, such as tutoring, counseling, transfer information, peer mentoring, computer skills development and language instruction, are provided by Project AIM, Developmental Education, Services Learning and the English as a Second Language Program.

The Self-Study acknowledged that the policy on academic probation, while widely published has not been enforced for several years due to personnel shortages. The

college has switched to the National Institute for Administrative System (NIAS), student information system. Based upon interviews and discussions with the college staff, the NIAS system is now fully operational and is producing timely student academic standing reports and enabling staff to access the student data without leaving their offices.

CONCLUSIONS

While a wide range of student support services exists, the team could not ascertain the existence of a systemic review and evaluation mechanism that would evaluate all the college's student support services. Staff that the team visited and discussed this issue with acknowledged the absence of a formal and systematic evaluation, but felt content that student data and information reported annually in their Annual Report was sufficient.

Student support services observed and discussed with staff included counseling, tutoring, peer mentoring, computer skill development, English as a Second Language program, and language instruction. Although these services appear to be comprehensive and appropriate for GCC's diverse student population, more coordination between and among these service areas would improve the effective use of resources by students. Such enhanced coordination would additionally present student services as an integrated and coordinated delivery system to students and the community.

The NIAS system, which generates student academic standing and student reports, has improved the reporting capabilities of Student Services. The team commends the college for this improvement.

The new student orientation, conducted at the beginning of each semester, is a worthwhile improvement. However, students are not required to attend the orientation even though it is specifically designed to familiarize them with the campus, student support services and registration. The students' feelings of isolation and inadequate preparation for college life, noted in the Self-Study survey, could be positively impacted if attendance at orientation were required. The college plans to address this problem.

Student involvement in planning and evaluation of student services is primarily through the Council on Post-secondary Student Affairs. Student satisfaction reports are mixed. Some are satisfied with their role in campus decisions and services. Additionally, there is a student representative on the Board of Trustees. The relationship, however, between the student representative to campus student organizations and to the Board of Trustees are unclear. Others voice a concern with the overall lack of satisfaction with student leadership opportunities and information about student activities. Some students feel isolated from the decision-making process. Although few extracurricular activities are available on campus, plans indicated that the college intends to promote more. The college is looking toward expanding student life activities as the high school students leave and the proposed dormitory facilities are built.

In the spring of 2000, the college plans to replace the Test of Adult Basic Education (TABE) as a tool for placement into English classes with the COMPASS test. Based on

information from other community college experiences, the team suggests that GCC examine possible problems due to changing cut off scores, increased testing costs, and the absence of localized norms.

The decentralized nature of student services at GCC makes it difficult to systematically assess the appropriateness, adequacy and effectiveness of the student services program. It does not appear that the overall student services efforts are evaluated on a five-year rotational cycle of general program evaluation.

RECOMMENDATIONS

(See major recommendations #1 & 2)

STANDARD SIX: INFORMATION AND LEARNING RESOURCES

OBSERVATIONS

Library hours are generous. Documentation provided in the team room, however, may have been outdated as it indicated the Library was open 70 hours per week including Saturdays. In discussion with staff, however, it was revealed that the Library was actually only open 65 hours per week and was closed on Saturdays. Computer lab hours appear adequate although students report a need for more computer workstations indicating usage is high. Additionally, documents in the team room verified that the Library has acquisition and weeding policies that are developed which include significant faculty input.

Most decisions regarding the kind of learning resources needed to support the college programs and courses are made at the Division level each with their own set of written plans. While this system allows for maximum faculty input it has often resulted in duplication, incompatible computer purchases and a lack of sharing of existing resources. The college recognizes that a more centralized, campus-wide technology plan that will address collaboration between departments, the library and the numerous computer labs on campus is needed. The Self-Study indicates the college is working to develop such a plan.

Further investigation revealed that the initial phase of the plan development fell within the purview of the Technology Growth Committee that consists of representatives from a cross-section of the college. This Committee was created in response to various technology issues faces the college (including satellite locations) for some time. The Committee was asked to prepare recommendations relating to policies that will guide the institution's technology growth. By February 2000, this Committee had developed the following recommendations: Internet and e-mail ethics, courtesy and respect; use policies and restrictions; student fees; minimum computer competencies for students; employee training; standardization of hardware and software; purchase approval processes; networking; and areas of internal responsibility. This Committee also reached an agreement on other related issues also to be addressed by the Technology Growth Committee.

Additionally, the Committee suggested that GCC utilize a guidebook for developing effective technology plans such as the one prepared by Mississippi State University in the development of its own plan.

The team notes that there is adequate staff and resources (mostly from external sources) available to support Information and Learning Resources in spite of substantial budget cuts to the college. One exception to this otherwise adequate situation was the Management Information Systems Office that experienced such a severe shortage in personnel in the fall of 1998 that maintenance and repairs of computers were severely impaired. This situation led to a crash of the library's system that was not restored for seven months. With the addition of a full-time Coordinator, the MIS Office appears to be better staffed than it was at the time the Self-Study was prepared. One of the first tasks of the Coordinator was to assist MIS to establish a list of priorities for demand on staff time. Problems that now receive immediate attention are those which impact the college's server and those directly related to classroom support.

The college recently installed Internet Service campus-wide via a T-1 server and plans to include expansion to the satellite sites as well.

The team hopes that the technology plan currently under development will address the need to develop an equipment replacement schedule and budget. At the time of the visit, the team could find no mention of such a component of the plan though discussions with staff indicated that this topic had been discussed.

The team verified a lack of security in the various computer labs. A "Tech Ranger" program using work-study students to monitor student use of computer labs was implemented a year ago and has addressed some of the security problems. Due to problems with adequate and available staff for "Ranger" duties, this procedure has not reported consistent success. Therefore, all but one of the computer lab remains locked during non-scheduled hours of operation.

The dilemma currently faced by the college can be found in the fact that the number of computers on campus is increasing dramatically while support staff is not. MIS therefore finds itself under increased and sometimes urgent demand for services. With the addition of a new MIS Coordinator, many on the campus feel that this picture will improve.

CONCLUSIONS

Generally, the library adequately serves the needs of the students, faculty and programs of the GCC. The college recognizes that an increase in library holdings would put a strain on current space in the library. The Conceptual Master Plan calls for the construction of larger library facilities, but no time frame for construction has been determined.

Overall, the team verified that GCC's information and learning resources and services are adequate to support its programs and activities on and off campus. However, GCC lacks college-wide systematic planning and evaluation of services beyond the department level. The planning agendas for Standard Six, while general and lacking in specificity, call for increasing computer availability for students, additional computer support and the use of the Ten-Year Master Plan to guide departments' upgrading and expansion of learning resources. The Plan, however, fails to address the need for increased security of computer labs, a centralized learning resource plan and the need to complete and implement the technology plan as begun by the Technology Growth Committee. Clearly, it is too early to evaluate the college's efforts in long-range learning resource and technology planning.

The Ten-Year Master Plan: 1996-2006 indicates that the college seeks to develop itself as an "Advanced Technology Institution." It is soon apparent to an observer that the GCC has indeed made many steps in this direction and has indeed identified "key implementation steps" but efforts to date have not resulted in concrete planning or vision. The team urges the college to expedite the completion of the Technology Plan including the development of policies to assure adequate and continual support.

STANDARD SEVEN: FACULTY AND STAFF

OBSERVATIONS

From observations and analysis of the Self-Study and college during the team visit, GCC meets most of the Faculty and Staff Standards. The institution possesses impressive tools such as the Professional Development Fund awarding up to \$50,000 per year to faculty members and the Staff Development Fund at \$30,000 each year for staff and administrators. Interviews with faculty and staff and observations of their performance in classes and labs and at their desks reveal a competent, committed and conscientious community of professionals.

The college employees numbered 217 in Fall 1998. This consisted of 97 faculty (26 are GCC secondary faculty at off-campus satellites), 95 staff, and 25 administrators. Since the data was published in the Self-Study, a significant number of full-time faculty and staff have taken advantage of a retirement incentives program. Some of these faculty members have returned as adjunct part-time faculty as no other qualified faculty and staffs were available. As a result of various economic and budget actions and uncertainties, the President reported that more than 70 vacant positions were currently unfilled. An appeal for the restoration of funding the most critical positions is under discussion with the legislature.

There also appear to be fewer faculty members holding advanced degrees when compared with 1993 data. In spite of decreases in the institution's resources, all reports and interviews suggested that overall morale was high and commitment to students evident. During the team's visit, there appeared to be questions related to whether funds restricted by the government did or did not include provisions for filling essential full-time faculty positions temporarily staffed by adjunct faculty.

The team additionally learned about the innovative and constructive approach to collective bargaining through a workshop which all but one Board member attended along with nine faculties, and nine administrators. This investment in "interest-based bargaining" workshop may possibly shorten the negotiation period and foster a more positive focus. The participating college leaders are commended for this initiative. Long-standing issues such as Equitable Faculty Workloads, Rules and Regulations, and Faculty Appraisal, are expected to be addressed as part of the "interest-based bargaining" process.

CONCLUSIONS

While criteria and procedures for initial appointments of faculty and staff are appropriate and checklists for continuing faculty goals available, the team could not uncover consistent faculty and staff evaluation processes to assess effectiveness and encourage improvement. Although faculty and administration generally recognize that a more effective full-time and adjunct appraisal system needs to be developed and implemented, there is little evidence of progress. As one example, a Pilot Appraisal System was implemented, modifications proposed, options assessed by faculty, and then stalled. Despite the availability of evidence regarding appropriate responses to previous teams' recommendations for a formal, systematic faculty and staff assessment procedure, the college professional community appeared to be dedicated and enthusiastic. It was finally verified by interviews that the responsibility for educational assessment would be assumed by the vice president for academic affairs.

The team found appropriate personnel policies, procedures, and record security in place. An Affirmative Action Plan with specific steps, assignments, and target dates is available, but no evidence of follow-through exists. EEO responsibilities have been assigned to four staff members. However, the AA/EEO Policy affirmed by Board in March 1994 (Policy 160) still lacks a systematic process for making and evaluating progress in gender and minority appointments that are more reflective of the population the college serves. The data collected are not analyzed to identify underrepresented groups.

The number of administrators and staff relative to instructional positions suggests that the college may wish to re-examine staffing its priority vacancy needs through possible reallocations of positions.

RECOMMENDATIONS

(See major recommendations # 1, 2, & 5)

7. To take full advantage of the significant professional development resources, the team recommends that a Full- and Part-time Faculty (including staff and administrators who teach) Evaluation System that covers teaching effectiveness, scholarship, service and other respective institutional responsibilities be developed and implemented. (Standard Seven, B.1, 2 & 3; C.1, 2, & 3)

STANDARD EIGHT: PHYSICAL RESOURCES

OBSERVATION

Interviews with students, staff, faculty and administrators indicate that substantial improvements in infrastructure have recently occurred. This includes reliable electrical power and water supplies, disability access, maintenance, campus lighting, and security. Many buildings, however, especially older ones, exhibit considerable corrosion and surface deterioration. Fortunately, building interiors are in good condition.

Students and faculty cite the recent availability of electronic mail and access to the Internet as significant learning improvements. The college offers a reliable campus-networking infrastructure with improved Internet access. The system is scalable to meet anticipated growth in Internet users. Disruptive power and water outages no longer occur. The college cited changes to the power grid distribution infrastructure fronting the college and acquisition of a new 400,000 gallon gravity-fed water storage tank. The storage tank is designed to meet water pressure standards and provide water to a new student dormitory planned for construction.

Substantial progress was made to accommodate students with disabilities. Projects in progress include installing automatic doors and compliant doorknob handles. With an increase in computer labs and classrooms, the ADA coordinator is aware of issues related to assistive technology and online information access. The coordinator cited a need for wider dissemination of available services for the disabled, greater accessibility to the services and increased confidentiality when meeting students. The disabilities services coordinator, whose office is located in the Adult Education department, may better serve the student population if placed closer proximity to other student services offices.

The quality of custodial work was reported to be a concern. Only four of eleven available positions are presently filled in this area. Unexpectedly but happily, several staff and faculty indicated that maintenance services have improved substantially in recent months. This is attributed to the hiring of key supervisors.

Documents and discussions with faculty indicate that college has acquired a huge quantity of computers to provide students with training on current hardware and software. A visit to Southern High also verified this commitment. GCC faculty at Southern was aware that the college had provided the equipment. GCC administration stated that the equipment had also strengthened the high school program.

The team visited Southern High School where facilities and equipment used for instruction were cleaning, well maintained and in good working condition. Students appeared to be working in a healthy and safe environment with proper instructions, precautions and signage provided. However, faculty at another high school (Simon Sanchez) location, mentioned that custodial services were inadequate due to recent retirements.

There are 700 computers on the GCC campus including seven computer classrooms and open labs. Infrastructure issues relating to technology implementation arise when a department decides to acquire and install a computer classroom. Presently, academic departments work together to acquire and maintain computers for instruction. Departments rely on the staff from the Management Information System Office to handle repairs of classroom computers. Faculty troubleshoots and handle minor maintenance. This process is adequate to address computer repair and maintenance since most systems were recently acquired.

The college is aware that after acquisition, attention must be given to maintenance and soon thereafter, obsolescence of computing equipment. The college realizes the need for a planned approach to acquiring, installing, maintaining and replacing computer technology. The Technology Growth Committee, made up of campus-wide representation, has drafted recommendations to address these issues.

Each department has the latitude to specify and purchase classroom and lab equipment. There is no equipment acquisition or replacement plan other than items included in annual budget requests.

An energy conservation policy was recommended in a survey of the campus conducted during the Self-Study. The survey noted a lack of energy efficient lighting and air conditioning systems. Older buildings were not sealed properly, thus increasing heat loss. The present cost of power for the college is approximately \$510,000 annually.

The college has implemented a hazardous material and waste management program. Discussion with AMT (automotive technology) instructors and a walk-through of the maintenance shop verified this. The generation of hazardous waste is minimal, primarily consisting of waste motor oil. Employees are trained to handle hazardous materials and waste.

The Facilities Committee, a subcommittee of the college Affairs Committee, serves as an advisory group for renovation, maintenance and other facilities related concerns. The Committee consists of faculty and administrators and meets on an as needed basis.

Due to budget constraints, special repair and maintenance of facilities are conducted on an as needed basis. Maintenance supervisors maintain work requests logs. Unresolved jobs are used to generate additional budget requests for funding toward the end of the fiscal year.

CONCLUSIONS

Although the Self-Study stated that the campus is in general disrepair, it is well-equipped with modern interiors; classroom and laboratory equipment, air conditioned classrooms, and, in general, meets the needs for instructional and student services. Building exteriors corrode and weather as a result of the salt spray carried with the prevailing wind in a very humid and warm climate. The maintenance of facilities has definitely been a challenge with a decreasing funding base and a hiring freeze.

The high satisfaction levels observed during interviews with students, faculty and staff indicated that significant progress was recently made with maintenance services and security. The college also actively attempts to correct Americans for Disability Act (ADA) deficiencies and continues to be strongly committed to barrier free access to student with disabilities.

GCC has integrated technology into student learning activities and upgraded computers to increase faculty and staff productivity by acquiring a substantial quantity of current computer hardware and software. The college, however, will soon face maintenance, obsolescence, and replacement issues relating to desktop computers and computer labs. Early completion of the Technology Plan will help resolve this important issue.

GCC maintains a list of fixed assets (inventory) that is used primarily to facilitate the disposal process with the government. The list does not appear to be used when planning for equipment replacement or to monitor how GCC's physical resources are effective in supporting student learning. The team could not find evidence that the college has attempted to review the effectiveness of physical resources on student learning.

The team suggests that GCC consider establishing an energy conservation policy and program to reduce the cost of utilities. The team also suggests that the college may wish to also adopt policies relating to developing minimum standards, purchasing procedures, installing and replacing desktop computers.

RECOMMENDATIONS

(See major recommendation #1)

8. To predictably meet maintenance needs, the team recommends that the college develops and implements strategies to raise the level of funding for campus maintenance and renovation projects. (Standard 8.3, 8.5)

STANDARD NINE: FINANCIAL RESOURCES

OBSERVATION

The on-going economic downturn beginning in FY 1992 continues to adversely affect the college. The college has experienced funding reductions since FY 1993 and delays in receiving its appropriation from the Government of Guam. In addition to this problem during this fiscal year, the college experienced significant funding reductions mid-year. Recent retirement incentive and the voluntary separation programs have resulted in vacancies in critical areas and loss of funds for those positions. Efforts to restore funding for critical positions are being conducted to assure a minimum staffing level to enable the college to meet student and community needs. The Government of Guam has implemented a new financial system in FY 2000, which has thus far been unable to provide decision-makers with information relating to the availability of funds. Consequently, appropriation and restoration funding problems continue.

To offset the funding difficulties, the college is attempting to become more entrepreneurial in the delivery of continuing education classes and special projects to businesses and specific populations. These programs are considered self-sufficient with incentives to generate revenue. A part of these revenues cover overhead costs and the balance is reserved for future use.

The framework for the college's financial planning is reflected in the Ten-Year Master Plan. However, to meet funding uncertainties and reductions, the college has implemented short-term actions, including keeping positions vacant, delaying the hire of positions, using more adjunct faculty, reducing equipment and supply purchases, and deferring maintenance. Also, due to the magnitude of the proposed reduction for FY 2000, the college is proposing an increase in student fees, preparation for reduction-in-force and other cost saving measures.

College management personnel are provided with monthly financial reports, staffing reports, and a comprehensive fixed asset inventory report, all of which are used in budget development. Administrators, faculty, and staff have opportunities to participate in the budget development process, but only a minority of these groups agrees that the budget is aligned with institutional planning goals and priorities. Additional access to information for program managers will be available with the extension of the local area network and resulting access to the database. The Board of Trustees is provided with an annual financial statement and monthly financial information is available. Plans for dealing with financial emergencies include reducing personnel and implementing financial priority recommendations.

The efforts of the Business and Finance Office include implementation of standards for contracts, increasing account receivable collections, fixed asset inventory, and timely distribution of financial reports.

CONCLUSIONS

The team found adequate financial management, documentation and control procedures in place. However, a comprehensive financial plan, addressing short-and long-term requirements to meet institutional plans, would better enable the college to meet fluctuations and delays in funding. A formal review would provide the mechanism to link and analyze programs and services to improving financial planning.

The uncertainty of funding levels and timing of reductions has made planning difficult for the college. The college has responded by implementing short-term cost-reduction strategies. The team understands the college's appeal to the government to create a more predictable budget process. This cash flow management issue must be resolved to enable the college to regain control of decisions regarding its financial resources and, by extension, its institutional priorities. The college must continue working closely with the Government of Guam to secure the appropriate and timely release of its higher education funds.

Continuing short-term reductions will adversely affect all programs of the college. This prolonged economic downturn requires the college to consider adjusting and/or reducing funding in appropriate areas. A comprehensive review of college programs and operations should be conducted to determine priority areas that will enable the college to meet its mission and serve students and the community,

This Standard expects that the various constituency groups of the college should be involved to provide input to align the financial plans and budget with institutional planning goals and priorities. Involvement of the various college groups and dissemination of information will also improve communications and understanding of college requirements and needs. As a corollary to their involvement in budget development, faculty and staff are expected to participate in the subsequent and on-going efforts of assessing the effectiveness of the financial planning and budgeting process. Reports to the government providing assessments of the college's contribution to developing a trained workforce and supporting the island's economic development should be integral parts of these publications. Such data may be useful in securing more adequate and timely funding from the government.

RECOMMENDATIONS

(See major recommendations # 1)

9. Given the Government of Guam's current financial position, the team recommends that the college take appropriate steps to plan for the unpredictability of its funding sources to address its institutional priorities. (Standard Nine, A.1, 2, & C.3)

STANDARD TEN: GOVERNANCE AND ADMINISTRATION

OBSERVATIONS

Reviews of Board of Trustee materials reflect numerous changes in the composition of the Board since the previous accreditation visit. Both faculty and staff contracts currently provide for direct, although non-voting members on the Board. Additionally, there is now a voting student member of the Board, elected on an annual basis by the student body. These three representatives appear to have the general respect of the Board and participated fully in the meeting that was observed.

The present Board understands its role in the direction and oversight of the college. Although there are experienced Board members, other members acknowledge their limited experience in and knowledge of Board operations and procedures. The Board has undertaken regular monthly training retreats, with help from the Association of Community College Trustees (ACCT), to learn the details of their individual assignments. The Board appears to understand its role to include oversight, advocacy, and support of the college without involving itself in daily operations. The Board appeared to be enthusiastic about its charge and responsibility.

Through Board materials and interviews, a firm conclusion could not be drawn as to whether the Board had a clear view of where the college may be at present, where they may want it to go, and how they can help insure that it gets there. An example of this ambivalence is mirrored in the serious institutional effort at updating GCC's mission statement recently approved and delivered by the Board to the visiting team after its arrival. The generality of the statement may not provide much guidance for the college. Is the plan to be a strong technical institution, a comprehensive community college that includes both liberal arts and vocational education, or some other combination of activities? The college's vocational education charter and the revised mission must be reconciled and articulated through broad and collective college/community discussion. The Board should be leading or directing the administration to clarify the college's mission and then galvanizing GCC's constituents around its focus.

The team found Board policies in place that deal with assessment of programs on a 5-year cycle. However, a review of the Board policies did not clearly indicate that procedures existed to insure compliance. Through a cross-section of interviews and discussions as well as a review of the Self-Study files, faculty, staff, and administration have effectively developed plans but have yet to consistently follow-through with analyses, evaluations, and refinements to complete the cycle.

The President of the college has been in office for eleven years and has been an effective advocate for the college and acknowledged academic leader on Guam. His announced retirement and indication of deliberate detachment was intended to support greater independence among GCC's top administrators. It is not clear, however, that his administrative team understands or appreciates this approach. In discussions with various administrators there was a wide variation in their feeling of connectedness with the President in the areas of goal definition, plan development, and the establishment of priorities. As the presidential transition materializes, a communications or meeting routine would assist the coordination required among administrators and other staff.

The team observed that roughly 43 percent of the student body was enrolled in high school satellite programs and the remaining post-secondary (2004), continuing education (255), and apprenticeship (129) students on the main campus with an overall headcount of approximately 4,179 students. Neither the size nor complexity of the institution clearly warrants GCC's broad administrative structure with four vice presidents and other administrators and director level positions. At the same time, support positions for the existing administrators appear to be vacant in many cases due to the current economic situation on the island. While some organizational restructuring has taken place in recent years, the team suggests that the college consider an administrative and staff structure that more appropriately matches the size and complexity of the college. A related concern relates back to the issue of assessment and accountability. Efficient leadership and effective management are difficult to sustain or validate in the absence of supporting evidence, which is systematically collected, analyzed, organized, and presented, yet another reason to urgently devise a comprehensive assessment system. As noted in the Self-Study, the concept of institutional governance is a confusing issue for a number of administrative team members, and hence there are feelings of not actually participating in the governance

structure... while faculty feel that their role is reasonably well defined and effective. There is no faculty senate, although there is a committee called the College Affairs Committee, which serves some of the functions that might come under the purview of a senate. It was expressed that faculty are generally unfamiliar with the senate concept and what it would mean for them. Concern was also expressed that faculty at the high school sites were not included sufficiently in governance, due in part to their teaching schedules and off-GCC campus locations. However, it was also noted that attempts to adjust meeting schedules or moving to a representative system for the high school faculty have also been unsuccessful and that perhaps many of these faculty are not interested in governance issues at this time.

Staff of the college are likewise represented on the Board of Trustees by a non-voting member whom they elect annually.

Students have a role in institutional governance with an elected member to the Board of Trustees, although there is some concern that awareness among students of their ability to participate in areas of governance was not as widespread as it should be.

CONCLUSIONS

With the following exceptions, the Governance standards reviewed by the team have been generally met. The team could not find support for the standard that the Board fully ensured high quality or confirmed that institutional practices are consistent with institutional mission and policies. As no evidence of a formal assessment of college operations was available, the team concluded that the college did not comply with Board Policy that requires program review and implies broader formal assessments of institutional effectiveness.

Validated both through conversations with Board members, faculty, staff and administrators and through the documentation provided, the broad area of governance within the area of Institutional Administration and Governance appears to have been met.

Within the arena of Institutional Administration, the team indicated reservations concerning both the size of the administrative structure relative to the purpose, size, and complexity of the institution as well sustaining the effective and efficient qualities alluded to in B.3. given the lack of follow-through in the areas of assessment and validation of institutional and program outcomes.

RECOMMENDATIONS

(See major recommendation #3)

10. As recommended by the previous team, the present team urges the Board of Trustees to continue its efforts with ACCT's support to expeditiously establish a formal process for evaluating its performance (Standard Ten, A.5)