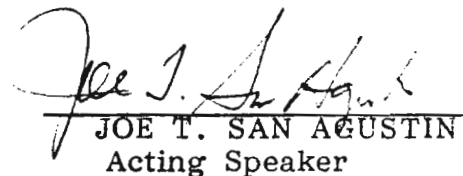


EIGHTEENTH GUAM LEGISLATURE
1985 (FIRST) Regular Session

CERTIFICATION OF PASSAGE OF AN ACT TO THE GOVERNOR

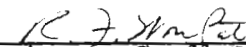
This is to certify that Bill No. 264 (LS), "AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA RELATIVE TO READING SPECIALISTS IN GUAM'S SCHOOLS", was on the 24th day of September 1985, duly and regularly passed.


JOE T. SAN AGUSTIN
Acting Speaker


Attested:


ELIZABETH P. ARRIOLA
Senator and Legislative Secretary

This Act was received by the Governor this 25th day of October
1985, at 12:00 o'clock A.m.


Assistant Staff Officer
Governor's Office

APPROVED:


RICARDO J. BORDALLO
Governor of Guam

Date: 11/6/85 (10:55AM)

Public Law No. 18-21

EIGHTEENTH GUAM LEGISLATURE
1985 (FIRST) Regular Session

Bill No. 264 (LS)
Substitute by Committee
on Education

Introduced by:

F. J. Quitugua
E. P. Arriola
H. D. Dierking

T. S. Nelson
J. T. San Agustin
F. R. Santos
E. R. Duenas
A. C. Lamorena III
A. R. Unpingco
F. F. Blas
J. F. Ada
J. P. Aguon
J. G. Bamba
C. T. C. Gutierrez
F. J. Gutierrez
P. C. Lujan
M. D. A. Manibusan
D. Parkinson
J. M. Rivera
T. V. C. Tanaka

AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA
RELATIVE TO READING SPECIALISTS IN GUAM'S
SCHOOLS.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:
2 Section 1. A new Chapter 5A is added to 17 GCA to read:
3 "Chapter 5A
4 Reading Specialists
5 §5130. Legislative Intent. It is the intent of the Legislature that
6 the reading instruction program provided for in this Chapter be
7 directed to the prevention of, and correction of, reading difficulties at
8 the earliest possible time in the educational career of the pupil and
9 that the reading program in the public schools be of high quality.
10 The Legislature recognizes that early development of reading skills and

1 the early correction of reading difficulties enhance the opportunity of
2 each pupil for success in school and for success in a career upon
3 leaving school. To achieve this purpose, it will be necessary to
4 provide means to employ specialists trained in the teaching of reading.
5 The Legislature intends that the provisions of this Chapter be
6 administered to provide funds and services to those schools which are
7 identified by the latest available norm-based tests to have the greatest
8 need for additional reading instruction.

9 The Legislature does not intend to pre-empt the Department of
10 Education from establishing and maintaining any other special reading
11 program which otherwise complies with the law. The Legislature
12 recognizes that federal programs may be utilized to supplement the
13 Reading Specialists program.

14 §5131. The Territorial Board of Education shall adopt and
15 promulgate all rules and regulations in accordance with the
16 Administrative Adjudication Act necessary to the effective
17 administration of this Chapter, including, but not limited to, those
18 specifically required to be adopted by particular provisions of this
19 Chapter.

20 §5132. Reading Specialists Teacher Appointment. The
21 Department of Education, in order to provide reading instruction under
22 the provisions of this Chapter, may appoint any school teacher to a
23 reading specialist position if the appointee has met the following
24 minimum requirements:

25 (a) Completion of three (3) years as a teacher in any grade and
26 receipt of a 'Reading Specialist Instructor Certificate' displaying an
27 advanced knowledge of both oral and written forms in the reading,
28 writing, and speaking of English.

29 (b) Successful completion of the required college or university
30 courses for Reading Specialists with a minimum grade point average of
31 3.0 in each of the courses or their equivalent.

32 §5133. Selection and Administration of Written Examination. For
33 the purpose of issuing a 'Reading Specialist Instructor Certificate' the
34 Territorial Board of Education shall designate a written examination to

1 be administered to each person seeking the position of reading
2 specialist. The examination shall be designed to test the knowledge of
3 the nominee concerning the various approaches and techniques of
4 reading which have been determined by competent authority to be most
5 effective in diagnostic and prescriptive instruction for meeting the
6 needs of young pupils. The examination shall be administered on a
7 territory-wide basis annually. For this purpose the Board may select
8 an examination prepared by a competent and recognized local or
9 national organization or agency.

10 §5134. Status of Employment. Persons employed by the
11 Department of Education as reading specialist under this Chapter shall
12 be considered as classroom teachers for the purpose of any law dealing
13 with the permanent status of classified employees employed by the
14 Department.

15 §5135. Specific Duties. (a) Reading Specialist employed by the
16 Department of Education shall be relieved of all regular teaching and
17 administrative responsibilities and shall devote their full time in the
18 performance of the following prioritized responsibilities, which shall be
19 directed toward insuring that pupils attain essential reading skills:

20 (1) First priority shall be assigned to (a) supplement the
21 reading instruction in grades 1 through 5 with emphasis on the
22 prevention of reading difficulties, (b) supplement the reading
23 instruction in grades 6 through 12 with emphasis on the
24 remediation of reading difficulties.

25 (2) Second priority shall be to provide supplementary,
26 specialized diagnostic services and prescriptive instruction to
27 small groups of pupils to individual pupils in the need of special
28 reading instruction in the primary grades.

29 (3) Third priority shall be to provide corrective instruction
30 to individuals and small groups of pupils in grades 4 through 6
31 after the primary needs are met.

32 (4) The Specialist shall observe the reading instruction of
33 teachers who are not reading specialists and shall provide

1 information and assistance on a one-to-one basis at least once a
2 semester.

3 (b) No reading specialist shall maintain a case load in excess of
4 forty (40) pupils at any one time, nor shall the daily case load exceed
5 twenty (20) pupils receiving individual or small group instruction.
6 Each specialist shall be responsible for providing leadership for the
7 entire school program including providing in-service training,
8 demonstration, and servicing as a reading and language resource
9 specialist for the school.

10 (c) Adequate time shall be allotted in the specialist's schedule to
11 allow the time needed for diagnostic and prescriptive planning, for
12 staff development and self-improvement.

13 §5136. Salary of Specialist Teacher. To provide an incentive
14 and remuneration to teachers who attain specialist certification in the
15 critical area of reading, the annual salary of a specialist teacher,
16 employed as such by the Department for a school year, shall be One
17 Thousand Dollars (\$1,000.00) more than that otherwise payable to that
18 teacher under that teacher's regular classified position step and range.

19 Such additional sum shall be paid by the Department of Education
20 in a lump sum payment to the reading specialists teacher no later than
21 June 30 of each year, and the warrant on which such payment is made
22 shall clearly identify the purpose for which the payment is being made
23 with words to the effect of: 'Special Stipend for Guam Basic Reading
24 Program' appearing on the face of the warrant. Partial lump sum
25 payments for specialists reading teachers employed for a portion of the
26 school year shall be paid no later than thirty (30) days after the
27 specialists leave the employment of the Department.

28 §5137. System of Priorities. The Territorial Board of Education
29 shall establish a system of priorities designed to carry out the intent
30 of the Legislature as stated in §5130 of this Chapter. The system
31 shall be designed to give priority assistance to schools in the following
32 order:

1 (1) First, those school which, evidenced by the most
2 recently available nationally based tests, have the greatest need
3 for additional reading instruction.

4 (2) Second, those schools that participated in the program in
5 the previous year, which continue to be eligible, so that they will
6 not be required to reduce program below the level of the
7 preceding year.

8 (3) Third, to those eligible school who apply for new
9 programs in order of the percentage of their pupils who have
10 reading difficulties.

11 §5138. Computation of Salaries. The allowance for salaries for
12 reading specialists to the Department shall be a separate classification
13 called 'Specialist Teachers' for budgetary purposes. The Board of
14 Education shall compute the annual allowance for 'Specialist Teachers'
15 by multiplying the number of reading specialists to be employed by the
16 Department by an amount equivalent to the average salary of school
17 teachers in Guam during the previous fiscal year, plus the sum of One
18 Thousand Dollars (\$1,000.00) per teacher. The Board may recommend
19 a maximum of fifty (50) reading specialists, thirty (30) assigned to
20 elementary schools, and twenty (20) assigned to middle and high
21 schools.

22 Section 2. Section 1 of this Act shall be effective at the beginning of
23 School Year 1986-87.

24 Section 3. Eight (8) FTE, as the term is defined in the General
25 Appropriations Act of 1986, is to be applied to the appropriation made for
26 the Guma Man Hoben Program in Subsection vi of Section 31 of Chapter 10
27 of the General Appropriation Act of 1986, in addition to the FTE levels
28 specified in other portions of that Act for the Department of Mental Health
29 and Substance Abuse.

EIGHTEENTH GUAM LEGISLATURE

(P.L. 18-71)

ROLL CALL SHEET

Bill No.: 220

DATE: 10/24/85

Resolution No.: _____

QUESTION: _____

| SENATOR | <u>AYE</u> | <u>NAY</u> | <u>NOT VOTING</u> | <u>ABSENT</u> |
|--------------------|------------|------------|-------------------|---------------|
| J. F. Ada | | | | ✓ |
| J. P. Aguon | ✓ | | | |
| E. P. Arriola | ✓ | | | |
| J. G. M. Bamba | ✓ | | | |
| F. F. Blas | ✓ | | | |
| H. D. Dierking | ✓ | | | |
| E. R. Duenas | | | | ✓ |
| C. T. C. Gutierrez | | | | ✓ |
| F. J. Gutierrez | ✓ | | | |
| A. C. Lamorena III | | | | ✓ |
| P. C. Lujan | | | | ✓ |
| M. D. A. Manibusan | | | | ✓ |
| T. S. Nelson | ✓ | | | |
| D. Parkinson | ✓ | | | |
| F. J. Quitugua | ✓ | | | |
| J. M. Rivera | | | | ✓ |
| J. T. San Agustin | ✓ | | | |
| F. R. Santos | ✓ | | | |
| T. V. C. Tanaka | ✓ | | | |
| A. R. Unpingco | ✓ | | | |

13

7



Franklin J. Arceo Quitugua

CHAIRMAN, COMMITTEE ON EDUCATION
EIGHTEENTH GUAM LEGISLATURE

P.O. Box CB-1, Agana, Guam 96910 • Tel: 472-3408/9, 477-9182

MEMBERS: *Senators E.P. Arriola, E.R. Duenas, H.D. Dierking, A.C. Lamorena III, T.S. Nelson, J.T. San Agustin, F.R. Santos, A.R. Unpingco*
Committee Coordinator: *Ms. Ignacia T. Tajalle*

The Honorable C. T. C. Gutierrez
Speaker, Eighteenth Guam Legislature
P. O. Box CB-1
Agana, Guam 96910

Dear Mr. Speaker:

The Committee on Education to which was referred **Bill No. 264(LS) as Substituted by the Committee on Education, "AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA, RELATIVE TO READING SPECIALISTS IN GUAM'S SCHOOLS,"** has had the same under consideration and now wishes to report back with the recommendation to do pass as substituted by the Committee on Education.

Votes on the above recommendation are as follows:

To Pass 6 Not To Pass 0
To Report Out Only 3 To Place in Inactive File 0
Off-Island 0

A copy of the Committee's report and pertinent documents are enclosed for your reference and information.

Sincerely,


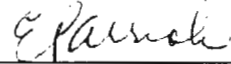
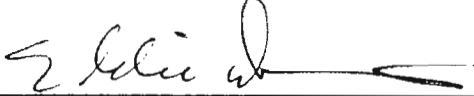
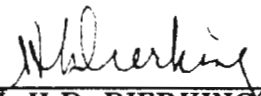
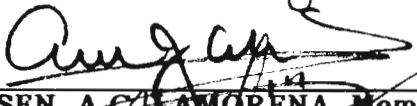


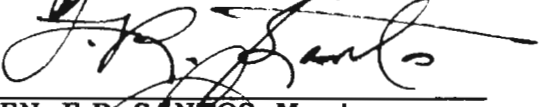
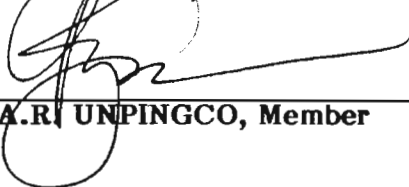
FRANKLIN J. A. QUITUGUA

FJAQ/ecv

Enclosures

VOTE SHEET OF THE
COMMITTEE ON EDUCATION ON
BILL NO. 264

AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA,
RELATIVE TO READING SPECIALISTS IN GUAM'S SCHOOLS.

| <u>COMMITTEE MEMBERS</u> | <u>TO PASS</u> | <u>NOT TO PASS</u> | <u>TO REPORT OUT ONLY</u> | <u>TO PLACE IN INACTIVE FILE</u> |
|--|----------------|--------------------|---------------------------|----------------------------------|
|  SEN. F.J. QUITUGUA, Chairman | ✓ | | | |
|  SEN. E.P. ARRIOLA, Member | ✓ | | | |
|  SEN. E.R. DUENAS, Member | ✓ | | | |
|  SEN. H.D. DIERKING, Member | ✓ | | | |
|  SEN. A.C. LAMORENA, Member | | | + | |
|  SEN. T.S. NELSON, Member | ✓ | | | |
|  SEN. S.T. SAN AGUSTIN, Member | | | ✓ | |
|  SEN. F.R. SANTOS, Member | ✓ | | | |
|  SEN. A.R. UNPINGCO, Member | | | ✓ | |

**REPORT OF THE
COMMITTEE ON EDUCATION
ON BILL NO. 264**

**BILL NO. 264: AN ACT TO ADD A NEW CHAPTER 5A TO
17 GCA, RELATIVE TO READING SPECIALISTS IN GUAM'S
SCHOOLS.**

Introduced by: Senator Franklin J. Quitugua

PREFACE

The Committee on Education conducted a scheduled public hearing on Bill No. 264. The public hearing was conducted in the morning on Tuesday, April 9, 1985 in the Legislative Session Hall. Committee members present at the hearing were as follows:

Senator Franklin J. Quitugua, Chairman
Senator Herminia D. Dierking, Member
Senator Edward R. Duenas, Member
Senator Frank F. Blas, Guest

BACKGROUND

Testimonies heard on Bill No. 264 were as follows:

1. Dr. Ione Wolf, Deputy Director of Education

Dr. Wolf presented the formal testimony of the Department of Education signed by Ms. Gloria B. Nelson, Director of Education. The testimony commends the intent of the bill but does not endorse it. Some of the problems and deficiencies associated with Bill No. 264 are listed below.

- a. The Language Arts and Mathematics Program (LAMP) will appear to support the reading services of Bill No. 264 and federal funds for lamp in the \$2,000,000 will be withdrawn.
- b. Certification and trained Reading Specialists are both lacking to implement the intent of Bill No. 264.
- c. There are additional costs which are not addressed by the bill, such as purchase and administration of standardized tests, purchase of special reading materials, and purchase of diagnostic instruments.
- d. There is no position classification presently existing titled, "Reading Specialists."
- e. Classroom teachers lack training in clinical supervision and will not be able to supervise classroom teachers and carry out administrative duties.

- f. Extra compensation for "Reading Specialist" will cause salary inequities between them and teachers in other specialty areas.
- g. Emphasis of the program in selected schools will, in effect, single them out and create a stigma on teachers, students and community of such schools.
- h. The bill does not address problems of need for a reading program at the secondary level.

2. Dr. Michael Caldwell, Dean of School of Education, University of Guam

Dr. Caldwell mentioned that he had help in his testimony from Dr. Charleen Peryon, Chairman of the Graduate Reading Program at UOG. He believes that Bill No. 264, if amended as recommended, will go a long way to improve the reading skills of students.

Some of Dr. Caldwell's recommended changes are listed below.

a. He recommends for the bill to be amended to provide support to DOE to upgrade classroom teachers in terms of certification and in-service training for teachers who need it. Therefore, the target group of the proposed legislation will shift from "Reading Specialists" to the regular classroom teachers. After all, according to Dr. Caldwell, the regular classroom teacher has three functions in reading instruction, such as:

- to teach developmental reading skills appropriate for their grade level.
- to correct problems immediately to prevent failure.
- to refer children who have more serious problems to specialists.

b. He recommends for the bill to be amended to strengthen the LAMP program instead of adding similar program. Funds appropriated by Bill No. 264 could be used to compensate DOE losses anticipated in federal funds so DOE can maintain the LAMP program. The bill could then serve a very supportive role for DOE's efforts in further developing the program.

c. Dr. Caldwell also recommends deletion of the proposed certification requirements for "Reading Specialists" outlined in Section 5131 through 5135. He feels that certification is a function of a state department of education and mentioned that UOG COE is working closely with DOE on a proposed certification standard for the specialist positions in reading and for reading courses for regular teachers. He believes that the Reading Specialists should be treated the same as other specialist positions in DOE - the functions of developing their position descriptions and determining their salary. He warns against creating dangerous precedent of granting stipend/extra pay.

3. Ms. Sheila M. Stevens, GFT Executive Director

Ms. Stevens presented GFT's testimony which favors Bill No. 264 and cited

as justification the poor reading skills of our students as indicated by recent test scores.

GFT's only concern is where to find reading specialists. If recruited from within DOE, it will create replacement problem.

GFT has no objection to the proposed additional \$1,000 salary as long as the reading specialist spends his or her time working with students.

Discussions on Bill No. 264 include the following topics.

1. Senator Quitugua discussed the intent of the additional pay which is to compensate the reading specialists for performing or expected to perform more than the regular classroom teachers.

2. Upon questioning relative to the LAMP program by Senator Duenas, Dr. Wolf explained that Bill No. 264 must be reworded or modified so as not to limit DOE's ability to receive federal funds to continue the LAMP program, to ensure it does not supplant the LAMP program.

3. Dr. Wolf explained further that DOE supports the intent of Bill No. 264 but does not endorse it in its present form. The bill could be modified to make it workable, particularly those recommended by Dr. Caldwell.

4. In response to Senator Blas' question as to why we have finally reached this point of deficiency in reading in our schools, Dr. Wolf explained that it is a problem not unique to Guam but is a problem nation-wide for many years. There are many kinds of responses to that question such as - socio-economic factors, the importance the community places on academic success, liberalization of the curriculum in the '60's. The inadequacies is not limited only to students but system wide, with all educators throughout the United States.

5. In discussing further Senator Blas' question, Ms. Stevens stated that the reading problem is rooted in the society.

6. Dr. Wolf offered her opinion that the reading problem is not unique to Guam, that it is not a result of bi-lingual status of students, that we need to get more serious in school about reading and, that as Ms. Stevens mentioned, we need to read to our students at school and at home.

7. Dr. Wolf, again responding to Senator Blas' question as to what can be done to make Bill No. 264 workable, stated that the bill needs extensive study under the joint efforts of Senator Quitugua's office, UOG and DOE's reading and LAMP staff.

8. Senator Quitugua pointed out to Dr. Wolf that the LAMP program provides services to only a few students, not the entire elementary school population.

9. In response to her explanation that the LAMP program takes care of students at the two ends of the spectrum, Senator Quitugua pointed out to Dr. Wolf that the program fails to do anything to the students in the middle, like the various social programs. Senator Quitugua then pointed out that the intent of Bill No. 264 is to provide system wide services and involves every student.

10. Regarding stipends to pay teacher specialist to teach teachers, both Dr. Wolf and Dr. Caldwell agree to the extra pay if the work is performed outside

of the teacher's regular job, but not if it is part of the teacher's regular assignment.

ANALYSIS OF BILL NO. 264

Bill No. 264 proposes to establish a cadre of "Reading Specialist" within the Department of Education for the prevention and correction of reading disabilities at the earliest possible time and targeted priority at schools having the greatest need for additional reading instruction as evidenced by the most recent available standardized test results.

It also proposes to pay those teachers participating in the program who hold qualifying certificates as "Reading Specialist" an extra pay of \$1,000 per annum.

COMMITTEE FINDINGS

The Committee finds that:

1. Both the Department of Education and the UOG College of Education applaud the intent of Bill No. 264 and both would favor said bill if amended as recommended. Two of the most serious objections to the bill has to do with a negative effect upon the LAMP program so as to cause the loss of federal funds (\$2,000,000) and the payment of stipends of teachers in the program, thereby creating salary inequity between them and other teacher specialists.

2. There is a consensus of opinion to have a joint review by the Committee, DOE and UOG of Bill No. 264 to remove those provisions which are not acceptable within the bill, particularly those which will jeopardize the LAMP program.

3. GFT favors Bill No. 264 without any stipulated amendment but is concerned of the ensuing administrative problem of recruitment. GFT also favors the extra pay for "Reading Specialist" if the person's time is spent in working with students.

EXHIBITS

- | | | | |
|---------|-----|---|--|
| EXHIBIT | "A" | - | Testimony of Ms. Gloria B. Nelson, Director of Education, dated April 9, 1985. |
| EXHIBIT | "B" | - | Testimony of Dr. Michael Caldwell, Dean of COE, University of Guam. |
| EXHIBIT | "C" | - | Testimony of Ms. Sheila Stevens, GFT Executive Director, dated April 9, 1985. |

EIGHTEENTH GUAM LEGISLATURE
1985 (FIRST) Regular Session

Bill No. 264 as Substituted by the
Committee on Education

Introduced by:

F. J. A. Quitugua



AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA,
RELATIVE TO READING SPECIALISTS IN GUAM'S
SCHOOLS.

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8 educational career of the pupil and that the reading program in the public schools
9 be of high quality. The Legislature recognizes that early development of reading
10 skills and the early correction of reading difficulties enhance the opportunity
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12 To achieve this purpose, it will be necessary to provide means to employ specialists
13 trained in the teaching of reading. The Legislature intends that the provisions
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16 need for additional reading instruction.

17 The Legislature does not intend to pre-empt the Department of Education
18 from establishing and maintaining any other special reading program which

1 otherwise complies with the law. The Legislature recognizes that federal programs
2 may be utilized to supplement the Reading Specialists program.

3 §5131. The Territorial Board of Education shall adopt and promulgate all
4 rules and regulations necessary to the effective administration of this Chapter,
5 including, but not limited to, those specifically required to be adopted by particular
6 provisions of this Chapter. The Board may request a waiver of any provision of
7 this Chapter. The Legislature may approve or disapprove the request by resolution
8 to futher the purpose of this Chapter.

9 §5132. Reading Specialists Teacher Appointment. The Department of
10 Education, in order to provide reading instruction under the provisions of this
11 Chapter, may appoint any school teacher to a reading specialist position if the
12 appointee has met the following minimum requirements:

13 (a) completion of two (2) years as a teacher in any grades 1-6 and receipt
14 of a 'Reading Specialist Instructor Certificate' displaying an advanced knowledge
15 of both oral and written forms in the reading, writing, and speaking of English.

16 (b) Successful completion of the following college or university courses
17 with a minimum grade point average of 3.0 in each of the courses or their
18 equivalent:

- 19 (1) ED301a Language Arts Method
- 20 (2) ED301b Reading Methods
- 21 (3) ED477g Corrective Reading
- 22 (4) ED460g Management and Materials in Reading
- 23 (5) ED465 Reading in the Content Areas
- 24 (6) ED570 Developmental Reading
- 25 (7)ED572 Diagnosis of Reading Difficulties
- 26 (8) ED574 Remedial Reading
- 27 (9) ED580 Reading Clinic

28 §5133. Selection and Aministration of Written Examination. For the purpose

1 of issuing a 'Reading Specialist Instructor Certificate' the Territorial Board of
2 Education shall designate a written examination to be administered to each person
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16 than that otherwise payable to that teacher under that teacher's regular classified
17 position step and range.

18 Such additional sum shall be paid by the Department of Education in a lump
19 sum payment to the reading specialists teacher no later than June 30 of each
20 year, and the warrant on which such payment is made shall clearly identify the
21 purpose for which the payment is being made with words to the effect of: 'Special
22 Stipend for Guam Basic Reading Program' appearing on the face of the warrant.
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27 a system of priorities designed to carry out the intent of the Legislature as stated
28 in §5130 of this Chapter. The system shall be designed to give priority assistance

1 to schools in the following order:

2 (1) First, those school which, evidenced by the most recently available
3 nationally based tests, have the greatest need for additional reading instruction.

4 (2) Second, those schools that participated in the program in the
5 previous year, which continue to be eligible, so that they will not be required
6 to reduce program below the level of the preceeding year.

7 (3) Third, to those eligible school who apply for new programs in order
8 of the percentage of their pupils who have reading difficulties.

9 §5138. Computation of Salaries. The allowance for salaries for reading
10 specialists to the Department shall be a separate classification called 'Specialist
11 Teachers' for budgetary purposes. The Board of Education shall compute the annual
12 allowance for 'Specialist Teachers' by multiplying the number of reading specialists
13 to be employed by the Department by an amount equivalent to the average salary
14 of elementary school teachers in Guam during the previous fiscal year, plus the
15 sum of One Thousand Dollars (\$1,000.00) per teacher. The Board may recommend
16 a maximum of fifty (50) reading specialists, thirty (30) assigned to elementary
17 schools, and twenty (20) assigned to middle and high schools.

EIGHTEENTH GUAM LEGISLATURE
1985 (FIRST) Regular Session

Bill No. 264(LS)

Introduced by:

F. J. Quitugua 

AN ACT TO ADD A NEW CHAPTER 5A TO 17 GCA,
RELATIVE TO READING SPECIALISTS IN GUAM'S
SCHOOLS.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:
2 Section 1. A new Chapter 5A is added to 17 GCA to read:

3 "Chapter 5A

4 Reading Specialists

5 §5130. Legislative Intent. It is the intent of the Legislature that
6 the reading instruction program provided for in this Chapter be
7 directed to the prevention of, and correction of, reading disabilities at
8 the earliest possible time in the educational career of the pupil and
9 that the reading program in the public schools be of high quality.
10 The Legislature recognizes that early development of reading skills and
11 the early correction of reading disabilities enhance the opportunity of
12 each pupil for success in school and for success in a career upon
13 leaving school. To achieve this purpose, it will be necessary to
14 provide means to employ specialists trained in the teaching of reading.
15 The Legislature intends that the provisions of this Chapter be
16 administered to provide funds and services to those schools which are
17 identified by the latest available norm-based tests to have the greatest
18 need for additional reading instruction.

19 It is not the intent of the Legislature to pre-empt the Department
20 of Education from establishing and maintaining any other special
21 reading program which otherwise complies with the law.

22 §5131. The Territorial Board of Education shall adopt and
23 promulgate all rules and regulations necessary to the effective
24 administration of this Chapter, including, but not limited to, those
25 specifically required to be adopted by particular provisions of this

1 Chapter. The Board may request a waiver of any provision of this
2 Chapter. The Legislature may approve or disapprove the request by
3 resolution to further the purpose of this Chapter.

4 §5132. Reading Specialist Teacher Appointment. The Territorial
5 Board of Education, in order to provide reading instruction under the
6 provisions of this Chapter, may appoint any elementary school teacher
7 to a reading specialist position if the appointee has met the following
8 minimum requirements:

9 (a). completion of three (3) years as a teacher in any grades 1-6
10 and receipt of a 'Reading Specialist Instructor Certificate' displaying
11 an advanced knowledge of both oral and written forms in the reading,
12 writing, and speaking of English.

13 (b). Successful completion of the following college or university
14 courses with a minimum grade point of 3.0 in each of the courses:

15 (1) A basic course in the teaching of elementary school
16 reading; and

17 (2) A basic course in the teaching of elementary school
18 language; and

19 (3) A basic course in the diagnosis and remediation of
20 reading disabilities; and

21 (4) A course in directed clinical practice in the remediation
22 of reading disabilities. This course may be taken concurrently
23 with the first year as a reading specialist.

24 §5133. Selection and Administration of Written Examination. For
25 the purpose of issuing a 'Reading Specialist Instructor Certificate', the
26 Territorial Board of Education shall designate a written examination to
27 be administered to each person seeking the position of reading
28 specialist. The examination shall be designed to test the knowledge of
29 the nominee concerning the various approaches and techniques of
30 reading which have been determined by competent authority to be most
31 effective in diagnostic and prescriptive instruction for meeting the
32 needs of young pupils. The examination shall be administered on a
33 territory-wide basis annually. For this purpose the Board may select

1 an examination prepared by a competent and recognized national
2 organization or agency.

3 §5134. Status of Employment. Persons employed by the
4 Department of Education as reading specialists under this Chapter shall
5 be considered as classroom teachers for the purpose of any law dealing
6 with the permanent status of classified employees employed by the
7 Department.

8 §5135. Specific Duties. (a) Reading specialists employed by the
9 Department of Education shall be relieved of all regular teaching and
10 administrative responsibilities and shall devote their full time in the
11 performance of the following prioritized responsibilities, which shall be
12 directed toward insuring that pupils attain essential reading skills:

13 (1) First priority shall be to supplement the reading
14 instruction in grades 1 and 2, with emphasis on the prevention of
15 reading difficulties.

16 (2) Second priority shall be to provide supplementary,
17 specialized diagnostic services and prescriptive instruction to
18 small groups of pupils or to individual pupils in need of special
19 reading instruction in the primary grades.

20 (3) Third priority shall be to provide corrective instruction
21 to individuals and small groups of pupils in grades 4 through 6
22 after the primary needs are met.

23 (4) The specialist shall observe the reading instruction of
24 teachers who are not reading specialists and shall provide
25 information and assistance on a one-to-one basis at least once a
26 semester.

27 (b) No reading specialist shall maintain a case load in excess of
28 thirty (30) pupils at any one time, nor shall the daily case load exceed
29 twenty (20) pupils receiving individual or small group instruction.
30 Each specialist shall be responsible for providing leadership for the
31 entire school program including providing in-service training,
32 demonstrations, and servicing as a reading and language resource
33 specialist for the school.

1 (c) Adequate time shall be allotted in the specialist's schedule to
2 allow the time needed for diagnostic and prescriptive planning, for
3 staff development and self-improvement.

4 §5136. Salary of Specialist Teacher. The annual salary of a
5 specialist teacher, employed as such by the Department for a school
6 year, shall be One Thousand Dollars (\$1,000.00) more than that
7 otherwise payable to that teacher under that teacher's regular
8 classified position step and range.

9 Such additional sum shall be paid by the Department of Education
10 in a lump sum payment to the reading specialist teacher no later than
11 June 30 of each year, and the warrant on which such payment is made
12 shall clearly identify the purpose for which the payment is being made
13 with words to the effect of: 'Special Stipend for Guam Basic Reading
14 Program' appearing on the face of the warrant. Partial lump sum
15 payments for specialist reading teachers employed for a portion of the
16 school year shall be paid no later than thirty (30) days after the
17 specialist leaves the employment of the Department.

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21 shall be designed to give priority assistance to schools in the following
22 order:

23 (1) First, those schools which, evidenced by the most
24 recently available nationally based tests, have the greatest need
25 for additional reading instruction.

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27 in the previous year, which continue to be eligible, so that they
28 will not be required to reduce programs below the level of the
29 preceeding year.

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31 programs in order of the percentage of their pupils who have
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34 reading specialists to the Department shall be a separate classification

1 called 'Specialist Teachers' for budgetary purposes. The Board of
2 Education shall compute the annual allowance for 'Specialist Teachers'
3 by multiplying the number of reading specialists to be employed by the
4 Department by an amount equivalent to the average salary of
5 elementary school teachers in Guam during the previous fiscal year,
6 plus the sum of One Thousand Dollars (\$1,000.00) per teacher. The
7 Board may recommend a maximum of thirty (30) reading specialists."



GLORIA B. NELSON
Director of Education

OFFICE OF THE DIRECTOR

DEPARTMENT OF EDUCATION
GOVERNMENT OF GUAM
P.O. BOX DE
AGANA, GUAM 96910
TEL.: 472-8901/2/3/4



IONE M. WOLF, Ed.D.
Deputy Director

April 9, 1985

The Honorable Franklin J. Quitugua
Chairman, Committee on Education
18th Guam Legislature
Box CB-1
Agana, Guam 96910

Dear Senator Quitugua:

The Department of Education finds Bill 264 to be commendable in its intent to improve reading scores on Guam.

However, there is already in existence the Language Arts and Mathematics Program (LAMP) which is presently carrying out most of the provisions of Bill 264. It is federally mandated that LAMP may not supplant school programs but may only supplement them. In the event that Bill 264 is implemented, the LAMP program would no longer be necessary and the federal funds would be withdrawn. The Government of Guam would then assume the \$2,000,000.00 cost of implementing a reading program.

At present, there is no certification category for Reading Specialists, although one is being proposed. Since Guam does not enjoy a large pool of teachers from which to draw the positions specified by Bill 264, they would go unfilled until the necessary training of specialists is completed.

Over and above the salaries and stipends of the Reading Specialists there are hidden costs which the bill does not address. This includes the purchase and administration of standardized tests required of the bill, the purchase of special reading materials and the purchase of student diagnostic instruments.

Bill 264 states that the Board of Education may appoint teachers to these positions, however, this is an administrative function specifically in the hands of the Civil Service Commission which requires that the positions be announced. At present, the Civil Service Commission has no category for the position as described.

From past experience, the Department of Education has learned that classroom teachers not trained in clinical supervision cannot be expected to carry out administrative duties and to supervise classroom teachers as outlined in the bill.


EXHIBIT "A"

Counselors, special education and classroom teachers have taken many hours of training beyond their Bachelor's Degree to qualify them for the positions they hold, yet no arrangements for special compensation have been made for them. The Reading Specialists should not be singled out for special monetary compensation. If the test scores do not improve, does the Reading Specialist still qualify for the stipend?

Singling out the schools with the lowest test scores places a stigma on the teachers, students and community of that school. The accompanying negative connotation would be very difficult to overcome and could foster a defective attitude that might result in even lower scores. Further, it denies special opportunity for services for all public school students.

The bill does not address the problems of the secondary teachers and their need for a reading program. The Department of Education is currently addressing this problem and is developing a high school reading program.

Sincerely,



GLORIA B. NELSON
Director of Education

Testimony for Bill No. 264; Eighteenth Guam Legislature

AN ACT TO ADD A NEW CHAPTER 5A TO 17GCA,
RELATIVE TO READING SPECIALISTS IN GUAM'S SCHOOLS

Submitted by Dr. Michael Caldwell
Dean of College of Education
University of Guam

Relative to Bill 264, I submit the following:

1. Reading Problems. "Disabilities" have a permanent connotation. I prefer "Problems" or "Difficulties," which mean, they can be ameliorated. Since the intent of Bill 264 is to provide for "preparation of, and correction of reading disabilities at the earliest possible time" (Sec. 5130, line 7 & 8), the target group should be the regular classroom teachers. Their job in reading instruction is three-fold: 1) to teach the developmental reading skills appropriate for their grade, 2) to correct problems immediately to prevent students from failing, and 3) to refer children who have more serious problems to specialists (Zintz 1982). If regular teachers are trained well to do this, i.e. teach developmental reading and apply corrective measures immediately and know when to refer, we will have fewer failures and drop-outs later. However, if the regular classroom teachers do not perform all three functions of their jobs, no amount of specialists will make a difference, because it will be too late. The regular classroom teacher is the child's first line of defense against reading problems. I, therefore, recommend that Bill 264 be amended to provide support to the Department of Education in their efforts to upgrade teachers in terms of certification and in-service for teachers who need it.
2. Program. The DOE has the LAMP (Language Arts & Mathematics Program) in all schools, now for the 4th or 5th year. The LAMP program is aimed at

EXHIBIT "B"

providing the same kind of reading services stated in Bill 264 with the additional services of needed language and math specialists. The program, to my knowledge, is currently funded by federal money, which will no doubt be decreased by "Reagonomics" very soon. Funds provided in Bill 264, however, could be used to compensate the DOE for losses anticipated in federal funds, so they can maintain the LAMP program.

Since the intent of Bill 264 is not to pre-empt the DOE, I believe the present LAMP program should be strengthened by Bill 264 instead of adding another similar program. This would mean that the Bill 264 be amended to contain the features of what the DOE is planning for the LAMP program positions. As you know, the LAMP program has slowly evolved from a teacher-resource program to one which is multi-faceted in providing direct services to pupils, teacher assistance administrator and even, parent assistance. Teachers in these positions need to be highly trained, not only in reading, language or math, but also in skills of consultation. (I am happy to say that many of the present LAMP specialists are former students of our graduate reading program.) The Bill 264 could serve a very supportive role for the DOE's efforts in further developing the program. The committee on Education is to be commended for this effort in the right direction.

3. Position. Relative to Section 5131, the DOE has committee working on certification. I believe this committee is in its third year and is about to complete its work and submit its recommendations to the Board soon. Our college is represented on this committee by the Dean, myself, and Prof. Gloria Peckens. The DOE has regularly sought our recommendations for the impending certification requirements. The Chairperson of our graduate reading program, Dr. Charleen Peryon, submitted recommendations

for the specialist positions in reading and for reading courses for regular teachers. (See Appendix A). According to Prof. Peckens, these recommendations of Dr. Peryon's will be adopted by the committee.

Certification is one of the main functions of a state department of education. I believe this task of developing certification standards should remain with the DOE. Therefore, I recommend deletion of Sections 5131 through 5135 in their entirety. If, however, the Committee on Education feels it necessary to legislate the standards, I recommend they coordinate their work with DOE Certification Committee. Let's not re-make the wheel!

If the committee does not see fit to delete the sections above, I must state in the spirit of being constructive and helpful, that Section 5132 has some very serious flaws that need to be addressed. Sub-section (b) has three requirements (1), (2) & (3) which are recommended requirements for a basic teaching certificate (Appendix A), not a specialist certificate. Right now, a new teacher is required to have basic courses in reading and language arts. These are our ED301a and ED301b. Dr. Peryon has recommended Corrective Reading (ED477) in her list for new teachers. This course covers basic corrective action for a regular teacher, not a specialist. Item (4) of this subsection (b) is also a serious problem. A clinical practice course is a final course in the sequence of training reading specialists. There are a number of prerequisite courses for such a course (See Appendix A). Also, to hire a specialist who has not completed such a critical course and allow them to take it during the first year, would be a serious error. Therefore the last sentence should be deleted. If the first three sub-qualifications are adopted as



1

stated, it will not provide for true specialists, since these are requirements for regular teachers. Item (4) cannot be listed without other prerequisites at the graduate level.

Relative to Sections 5134 and 5135; again I believe there should be the prerogative of the DOE. The specialist positions should be treated the same as any other specialized support, staff positions such as counselors and speech therapists. Position descriptions are an inherent function of the DOE.

Relative to Section 5136: The salary of all specialist positions should be decided by DOE. Granting a stipend would create a dangerous precedent and will definitely cause morale problems. The only justification may be if these specialists are expected to work on an extended schedule as they do in some states. In States that have specialists work an extended schedule, it is usually one week in August just before the regular teachers and one week in June after the regular teachers leave. Except for circumstances involving extra duties, hours or days, they should not be paid extra stipends.

Therefore this section relative to section 5138: should be deleted.

The DOE has the responsibility of developing priorities, as any school district has. It takes its direction from the Board of Education. The DOE have just completed a comprehensive five-year plan "Blueprint for Excellence", which includes its priorities. A few of our professors had the privilege of working on this master plan with the DOE working committees. So it appears this part of the bill is already covered. So this section should be deleted, also.

In conclusion, I wish to re-iterate my applause for the legislature's translating your concern into action to conquer some of our educational problems. I believe that Bill 264, amended as recommended here,

will go a long way in your just efforts with the DOE to improve the reading skills of our students. You have my support in this endeavor.

Thank you for giving us the opportunity to testify on this important bill.

4. Reading Seminar (3) (Issues in reading)
5. Minimum of six credits from:
 - a. children's literature
 - b. special education
 - c. curriculum
 - d. psychology
 - e. statistics
 - f. counseling
 - g. administration
 - h. field experience in reading

Note: These recommendations are consistent with those of the International Reading Association, the professional association for reading teachers and specialists, world wide, The Master in Education program at the University of Guam follows these recommendations.

Appendix A

RECOMMENDATIONS THE DOE RELATIVE TO CERTIFICATION OF TEACHERS
AND READING SPECIALISTS.

Submitted by Charleen D. Peryon Ph.D., Chair Reading Education Program,
UOG, to Ms. Evelyn Salas, Certification Officer

Date: May 16, 1984

I. For regular teachers: BA and Certification which includes the following
courses

- A. Elementary (K-5) teachers
 - 1. ED301a Language Arts Methods (3)
 - 2. ED301b Reading Methods (3)
 - 3. ED477g Corrective Reading (3)
- B. Secondary & Middle (6-12) teachers
 - 1. ED462 Reading Methods

II. For reading specialists (K-12) (minimum recommended)

- A. BA plus Certification (above) plus at least one year successful teaching
plus:
- B. Minimum of 18 graduate credits as follows:
 - 1. ED460g Mgmt & Materials in Reading (3) (deals with adopted texts)
 - 2. ED465g Reading In the Content Areas (3) (deals with reading skills
in math, literature, science, history, vocational subjects)
 - 3. ED570 Developmental Reading (3)
 - 4. ED572 Diagnosis of Reading Difficulties (3)
 - 5. ED 574 Remedial Reading (3)
 - 6. ED 580 Reading Clinic (3)

III. For reading specialists (K-12) full certification

- A. All of above in II, A & B, plus:
 - 1. Research Course (3)
 - 2. Tests & Measurements (3)
 - 3. Reading Programs in Middle & High School (3)

GUAM FEDERATION OF TEACHERS

Local 1581 American Federation of Teachers
P.O. Box 2301, AGANA, GUAM 96910
Tel: 734-4391-2

April 9, 1985

TO: Eighteenth Guam Legislature
FROM: GFT Executive Director
SUBJECT: Bill 264

The Guam Federation of Teachers is in favor of Bill 264. Recent test scores indicate that poor reading skills are a chronic ailment in our island schools.

Our only concern with Bill 264 is where DOE will find reading specialists. We need fully certified teachers in the regular classroom. When qualified teachers become reading specialists, they will leave a space which may be difficult to fill.

We see no problem with the additional \$1,000 salary as long as the reading specialist spends his or her time working with students and not in "consulting" or "pushing paper."

We thank you for the opportunity to testify on this bill.

Sheila M. Stevens
SHEILA M. STEVENS

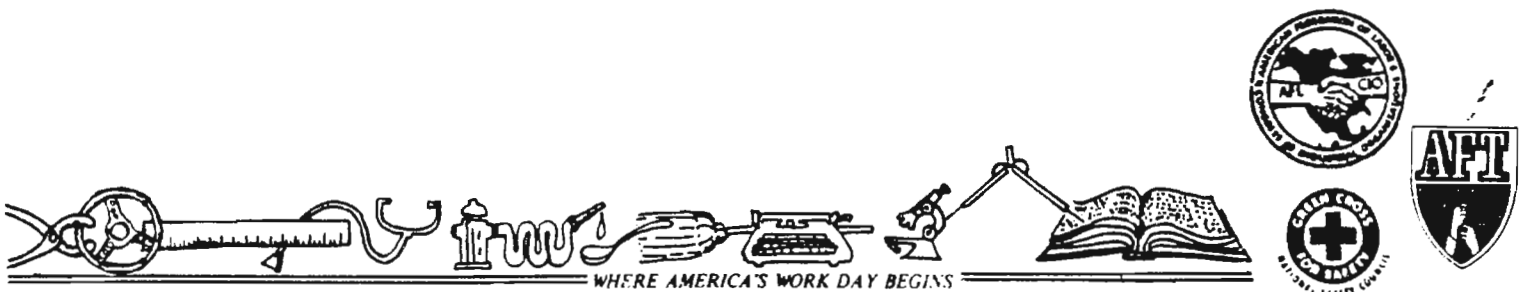


EXHIBIT "C"

FEB 21 '85

EIGHTEENTH GUAM LEGISLATURE
1985 (FIRST) Regular Session

Bill No. 264(LS)

Introduced by:

F. J. Quitugua



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10 The Legislature recognizes that early development of reading skills and
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12 each pupil for success in school and for success in a career upon
13 leaving school. To achieve this purpose, it will be necessary to
14 provide means to employ specialists trained in the teaching of reading.
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18 need for additional reading instruction.

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21 reading program which otherwise complies with the law.

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24 administration of this Chapter, including, but not limited to, those
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10 and receipt of a 'Reading Specialist Instructor Certificate' displaying
11 an advanced knowledge of both oral and written forms in the reading,
12 writing, and speaking of English.

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14 courses with a minimum grade point of 3.0 in each of the courses:

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16 reading; and

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18 language; and

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30 reading which have been determined by competent authority to be most
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