



# DEPARTMENT OF EDUCATION OFFICE OF THE SUPERINTENDENT

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

April 28, 2025

Angel R. Sablan  
Chairman  
Guam Education Board

**Subject: Recommendations for School Year 2025-26 Regarding Double Sessions**

The Committee to Maximize District Resources (CMDR) took up researching potential solutions to the challenges of double sessions for John F. Kennedy and Simon Sanchez High Schools as well as the Okkodo High School and FB Leon Guerrero Middle School in March of this year. As you are aware, cuts and recalls of federal funding have heavily impacted the completion of the FBLG MS renovation with the follow-on effect of reopening that campus being much later than planned. With funding to complete the FBLG project still to be identified, it is apparent to all concerned that moving students back to the Yigo campus will not be possible for the opening of the 25-26 school year.

The CMDR team has provided me with detailed research and survey data that reflects the input of all major stakeholders involved in the current situation from JFK, SSSH, OHS, and FBLG communities. That is, all students, staff, and parents of all four communities were provided opportunity to respond to specific surveys with specific options presented as the possible way forward for next school year. Examining the results of their work, I conclude that the stakeholder response was sufficient to provide a basis for a sound recommendation. Further, I direct your attention to the attached summary report of the CMDR so that you may examine the data analysis personally. My office is also furnishing a link to the Google Folder containing all of the raw data and working documents underlying my recommendation to the GEB, should members wish to go in depth into the results.

After careful consideration of the evidence provided, I concur with the CMDR recommendation of remaining status quo which is the preferred option for both JFKHS-SSHS and OHS-FBLGMS stakeholders at least until the FBLGMS refurbishment project is completed. This option is least disruptive and most affordable given GDOE's current fiscal challenges.

Respectfully submitted,

K. Erik Swanson, PhD  
Superintendent

cc: CMDR  
Senator Vince Borja  
Dr. Mary Okada, Vice Chair GEB

**Revisiting Options to End the Double-Session Schools**  
**Submitted by the Committee to Maximize District Resources (CMDR)**  
**For Consideration by the Superintendent and the Guam Education Board**  
**Friday, April 25, 2025**

The delays with the F.B. Leon Guerrero Middle School refurbishment completion have prompted concerns in the GDOE and community to address the ongoing double sessions between J.F. Kennedy High School (JFKHS) with Simon Sanchez High School (SSHS) & Okkodo High School (OHS) with F. B. Leon Guerrero Middle School (FBLGMS). By May 2025, JFKHS & SSHS will have completed two school years of double session, whereas OHS & FBLGMS will have completed two and a half years of double session.

Had the FBLGMS refurbishment remained on track, SSHS would have transitioned out of JFKHS and into double session with FBLGMS at the start of January 2025. This plan was acceptable for both Yigo schools, as the students would be closer to home. Since the timeline for the SSHS rebuild is back on track, the FBLGMS/SSHS arrangement is expected to last for at least two years (estimated SY 2025-2026 and SY 2026-2027).

The double-session school communities were surveyed to obtain stakeholder feedback and help the CMDR identify potential options starting SY 2025-2026 and moving forward. A timeline of events that have transpired is detailed below.

**March 13, 2025, Thursday at 6:30 P.M.** - The JFKHS Parent Teacher Student Association (PTSA) Meeting was held in the library, and Senator Vincent Borja was present to hear the parents' concerns regarding the double session and learning loss.

**March 18, 2025, Tuesday at 4 P.M. - Guam Education Board Meeting** – During public participation, JFKHS representatives expressed their frustration with the lack of action to decouple the double session with SSHS and return the schools to full instruction.

**March 21, 2025, Thursday at 2:00 P.M.** – Senator Vincent Borja, Chair of Education, requested the presence of the GDOE Management Team, GEB Chair Sablan, principals of SSHS & FBLGMS, along with the Parent-Teacher Organization officers from JFKHS and SSHS. Dr. Won Pat, the Education Liaison to the Governor, was also in attendance. Senator spearheaded the Resolving Inequities in Student Education (RISE) Task Force. Discussions focused on community concerns regarding learning loss, proposed resolutions from GDOE and other attendees, and the importance of gathering feedback from the stakeholders involved.

**March 21, 2025- April 3, 2025** – Ongoing discussions with the double-session school principals were held, revisiting the options to end the double session and discussing pros and cons for each. The options were prioritized based on the following criteria:

1. Feasibility of the option;
2. Immediate solution to the double session;
3. Availability of resources (i.e., funding, human resources, etc.); and,
4. Resolution will be effective SY 2025-2026.

**April 2, 2025, Wednesday at 12 P.M.** - The SSHS faculty meeting took place in the library, where Senators Vincent Borja and Tina Muna Barnes, along with Superintendent Dr. K. Erik Swanson, Deputy Superintendents

Dr. Barbara Adamos & Morgan Wade, gathered to hear teachers' concerns and recommendations regarding the double-session schedule at JFKHS.

**April 4, 2025, Friday at 4:00 P.M.** – DS Adamos and DS Joseph Sanchez reconvened the CMDR Team with the expressed purpose of addressing the issue of double-session classes for SY 2025-2026.

**April 8, 2025, Tuesday at 4:00 P.M.** – CMDR met to provide additional options and reviewed their respective pros and cons. See Appendix B.

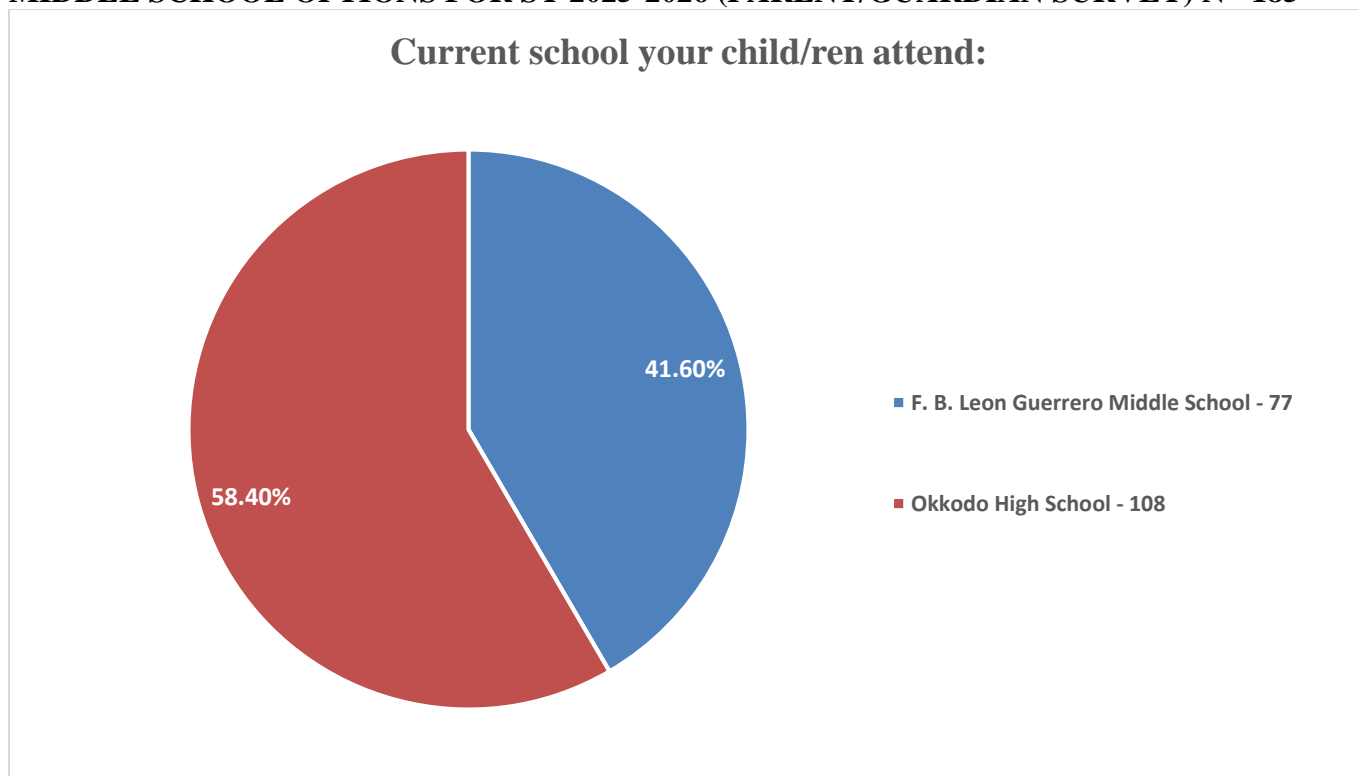
**April 9, 2025, Wednesday at 10:30 A.M.** – Double Session school principals (Masnayon, Rosete, Flores, and Mafnas), Human Resources Division representative (D. Faisao), DS Sanchez, and DS Adamos met with GFT president Tim Fedenko to review the options and provide clarifications where needed. It was suggested that an option for reassigning attendance areas be included in the proposed changes. Additionally, it was also recommended that stakeholder input be solicited to determine their preferred options. Four surveys were developed and distributed to stakeholders of JFK High School, SSHS, FBLGMS, and OHS.

- Survey 1: HS Options for SY 2025-2026 (Students/Employees)
- Survey 2: HS Options for SY 2025-2026 (Parents/Guardians)
- Survey 3: MS Options for SY 2025-2026 (Students/Employees)
- Survey 4: MS Options for SY 2025-2026 (Parents/Guardians)

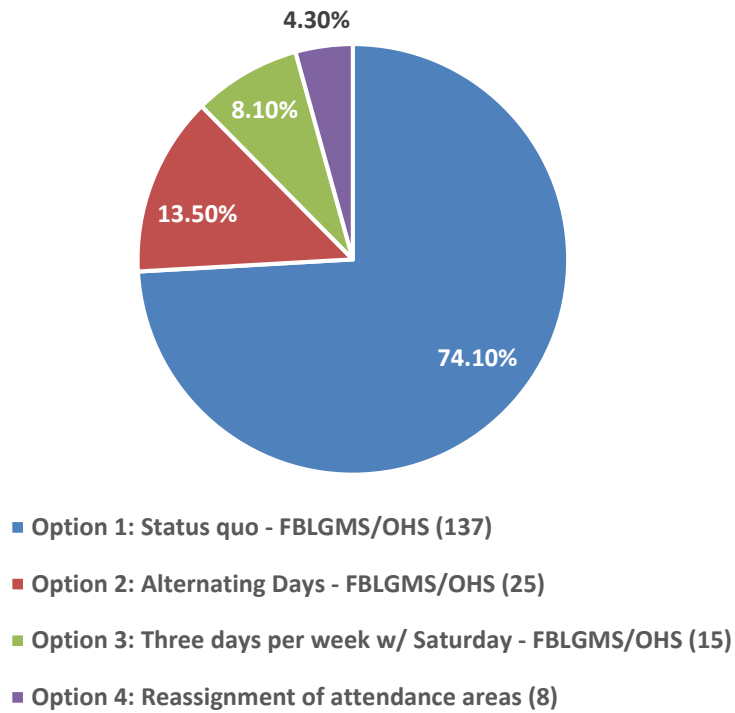
**April 9 – 22, 2025** - Surveys were deployed to the stakeholders of the double-session schools on April 9, 2025, and the collection of responses ended on April 22, 2025.

**April 23, 2025, Wednesday at 11:00 A.M.** – The CMDR met to review and discuss the survey results. The following are the results:

#### **MIDDLE SCHOOL OPTIONS FOR SY 2025-2026 (PARENT/GUARDIAN SURVEY) N= 185**

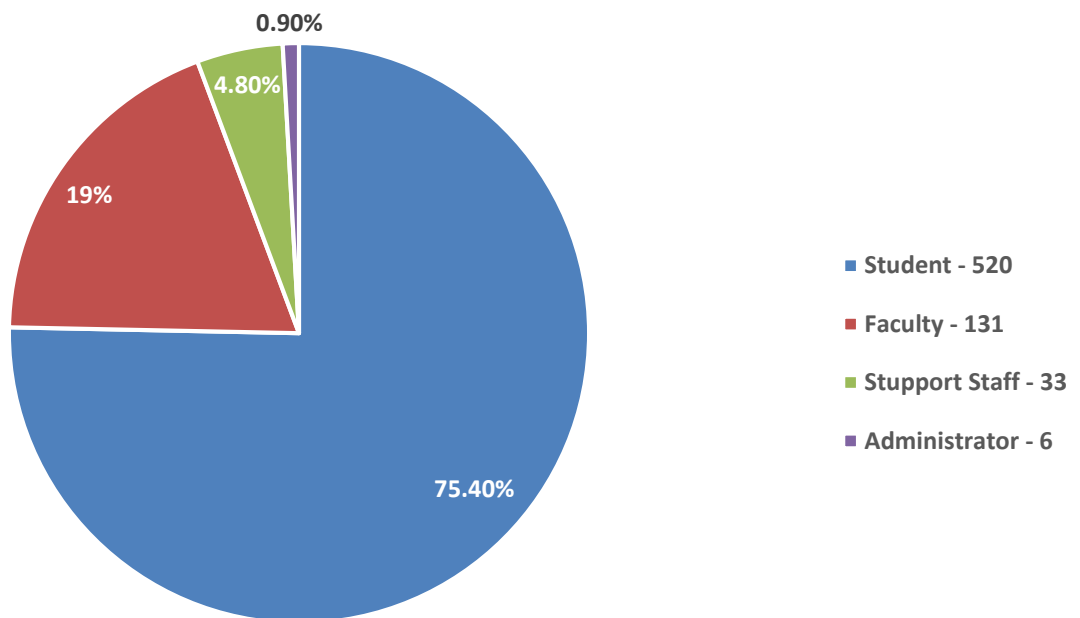


### Which option do you best support?

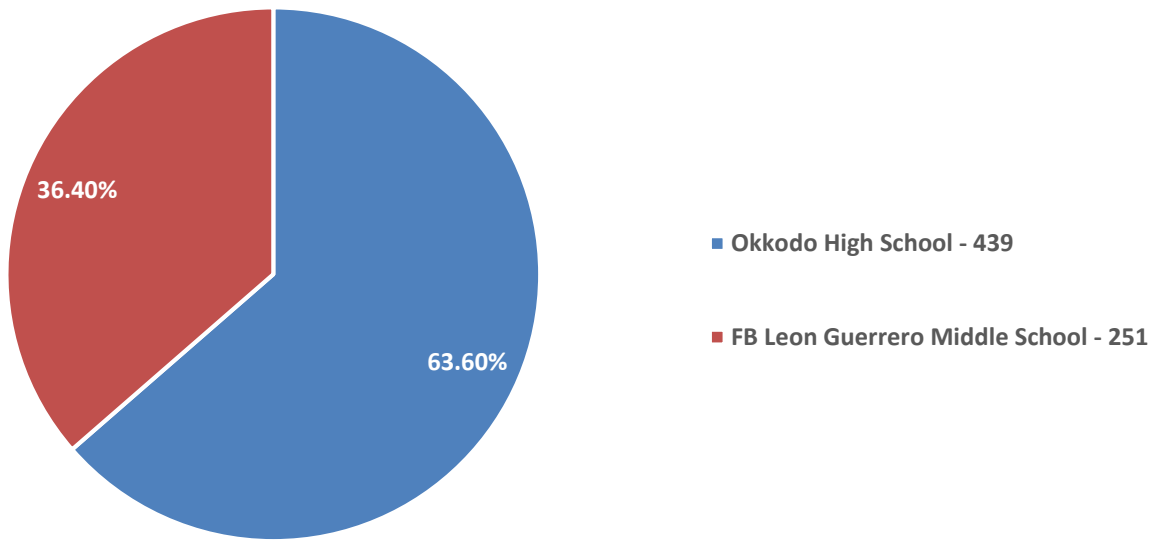


### MIDDLE SCHOOL OPTIONS FOR SY2025-2026 (Student/Employee Survey) N= 690

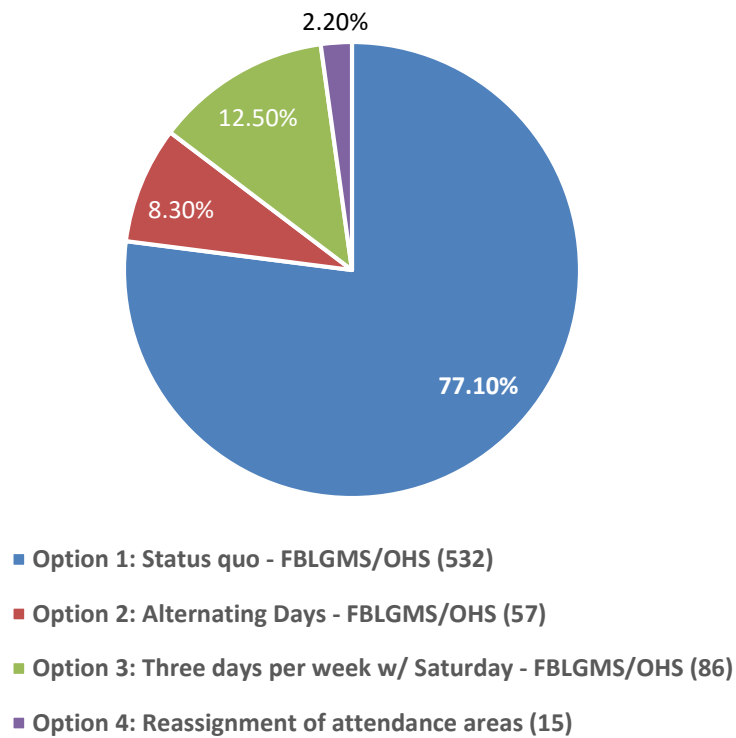
#### Person completing this survey:



### Current school you work for or attend:



### Which do you best support?



## Summary of Middle School Options For SY2025-2026

- A total of 185 parent/guardians (FBLGMS = 77, OHS = 108) and 690 students/employees responded (FBLGMS = 251, OHS 439) to the survey. Of these, 520 were students and 170 were faculty, staff and administration from both schools.
- Overall, the most preferred option by all stakeholders is to remain status quo (Parents/Guardians = 74.1%, Students/Employees = 77.1%).

Some comments for consideration from the stakeholders include the following (see attachments for the complete breakdown of responses):

Student from OHS - Keep it status quo. It's not broken, so why need fixing? Also, a lot of people's schedule is already adapted to this current schedule.

Faculty from OHS - Working on a Saturday is NOT feasible/will you work on a Saturday? An alternate schedule will cause confusion. Redistricting students is NOT FAIR, ESPECIALLY TO STUDENTS WHO ARE IN THE TOP 10.

Student from OHS – Status quo is the best option.

Student from OHS - As a rising senior of Class of 2026, none of the options benefit OHS students. In fact, the others options place a bigger burden upon students, teachers, and faculty alike.

Student from OHS- Option 1 offers the most practical and least disruptive solution for both FBLGMS and OHS while the refurbishment of FBLGMS is ongoing. Continuing the current arrangement of double sessions allows both schools to maintain in-person instruction without the need for temporary relocation or costly alternatives. This approach minimizes logistical challenges and helps preserve consistency for students, staff, and families. Additionally, by revisiting the bus and bell schedules, there is an opportunity to further optimize operations , potentially increasing instructional time and improving transportation efficiency. Maintaining the status quo provides stability while allowing room for gradual, thoughtful improvements that can benefit both school communities.

Student from FBLGMS - Complete FBLG renovations so we can go back to our campus

Staff from FBLGMS - Status Quo, to eliminate the confusion with our students and parents. Parents and Students already have plans in place for our schedule. Most especially, parents who work.

Student from OHS - I think the other options are absolutely horrible. I'm certain that any of those other options other than status quo will ruin everybody's education and everybody's days. Nobody wants to alternate days and have a complicated schedule. Same as 3 days a week, especially Saturday?? That's ridiculous, Saturday is a rest day regardless of the other days off. And the last option is going to be really complicated. Dissolving a school as a solution to your laziness is hilarious. Do what you're supposed to and build the school.

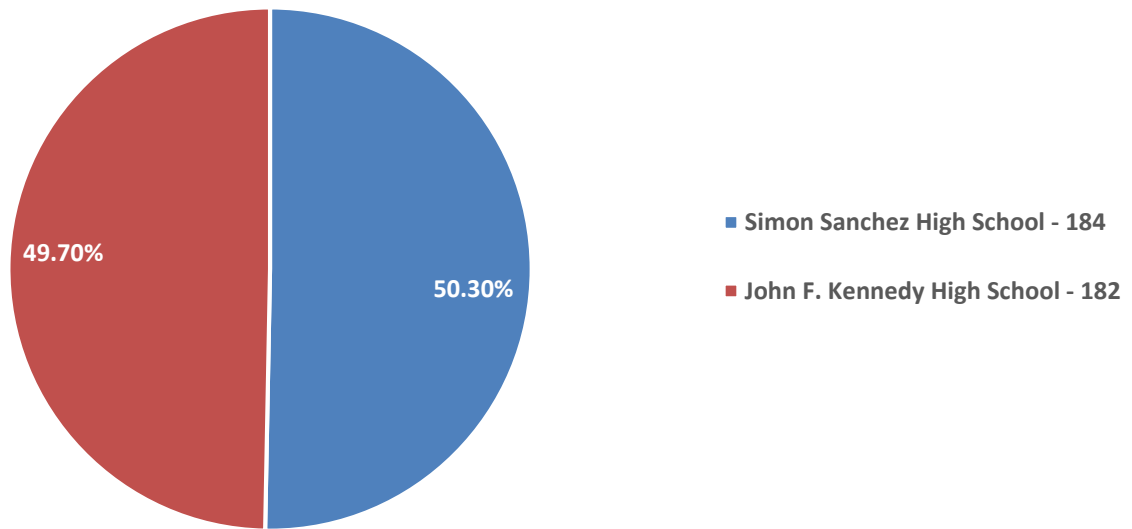
Parent from OHS - I feel comfortable with the current schedule Status Quo for FB and OHS.

Parent from OHS - Prefer double session than for my kids to attend school on a Saturday

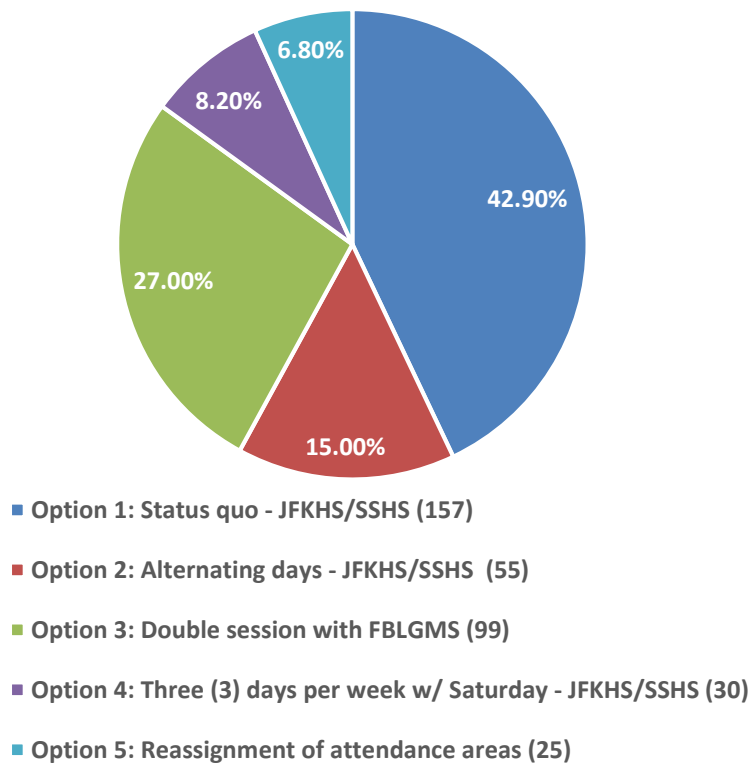
Parent from OHS - Okkodo High School students need to get full-time in high preparation for college or any career. FBLG needs to go back to their campus. It's unfortunate that this problem still persists.

## HIGH SCHOOL OPTIONS FOR SY 2025-2026 (PARENT/GUARDIAN SURVEY) N= 366

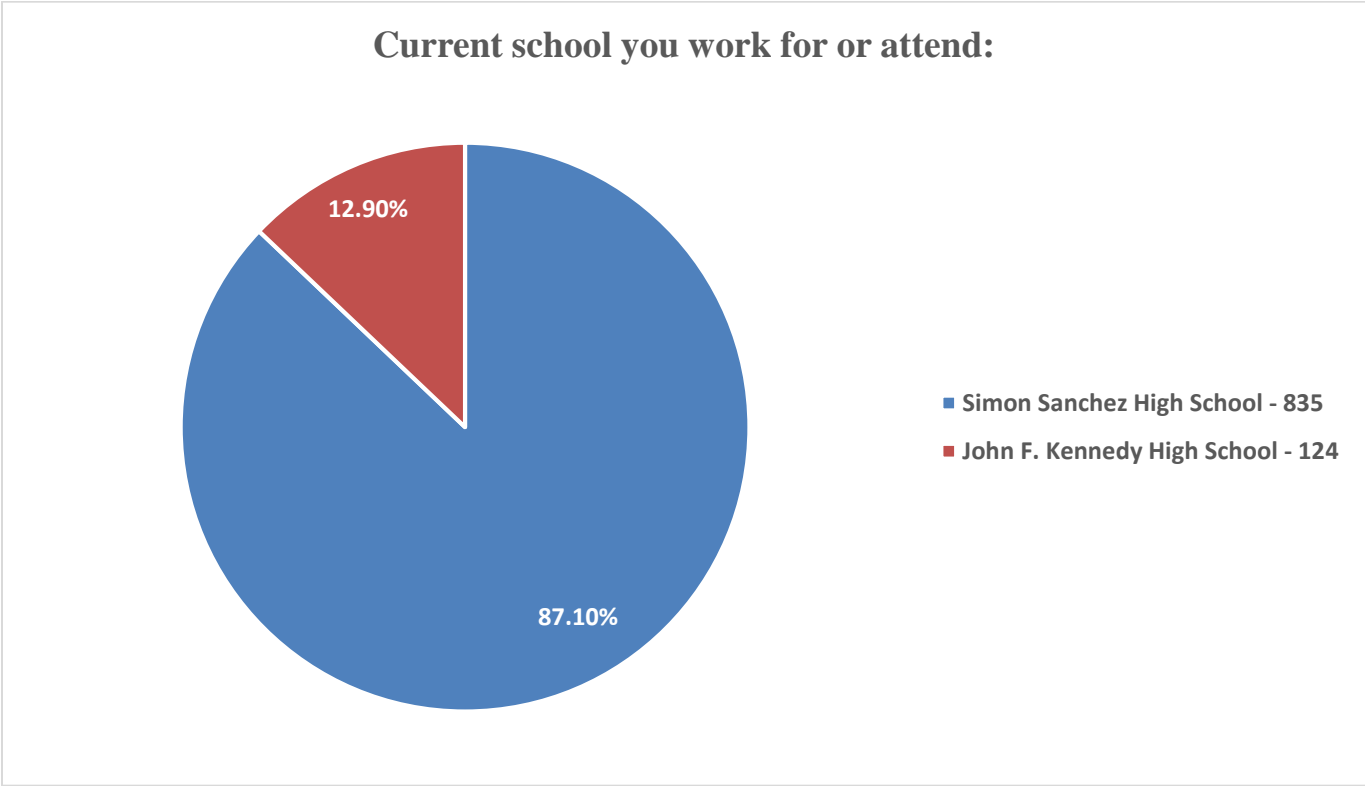
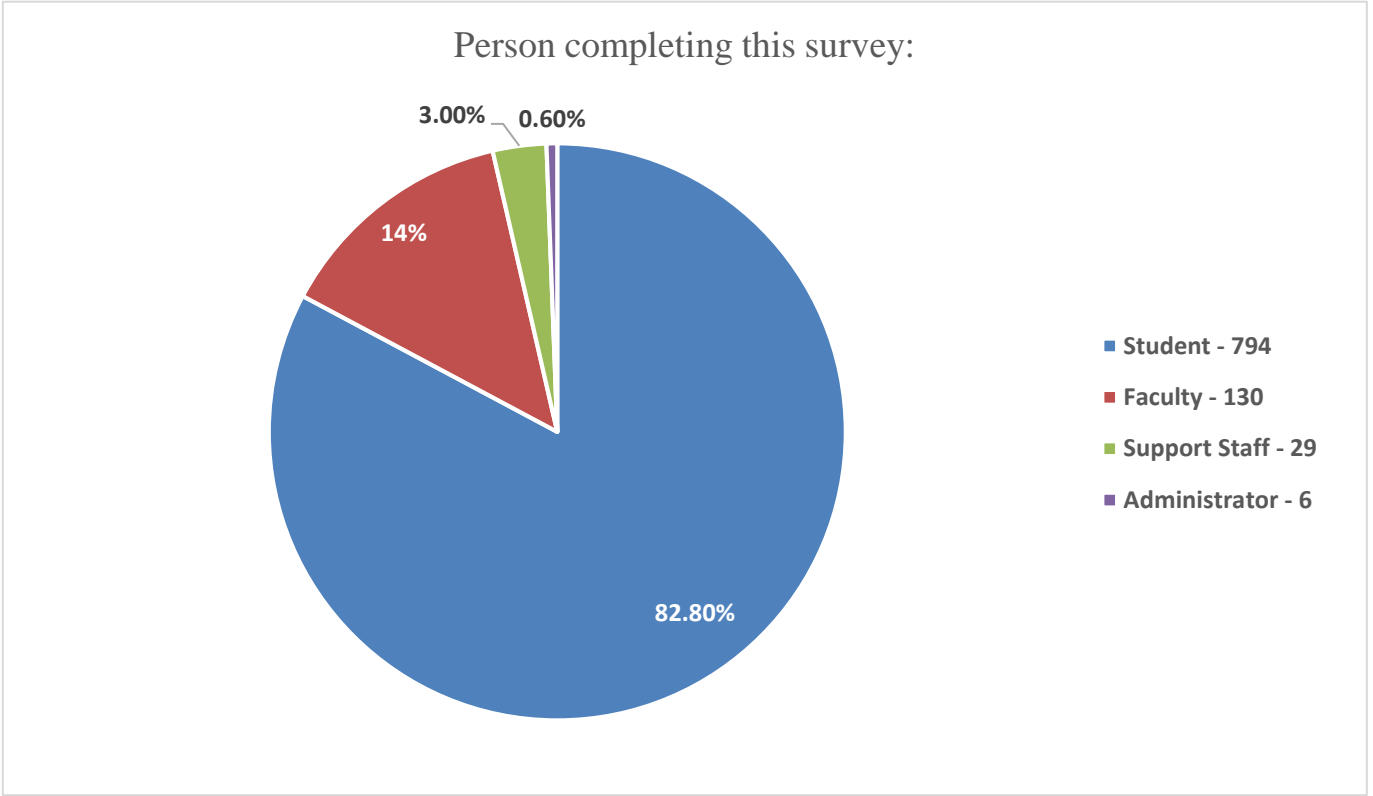
### Current school your child/ren attend:



### Which do you best support?

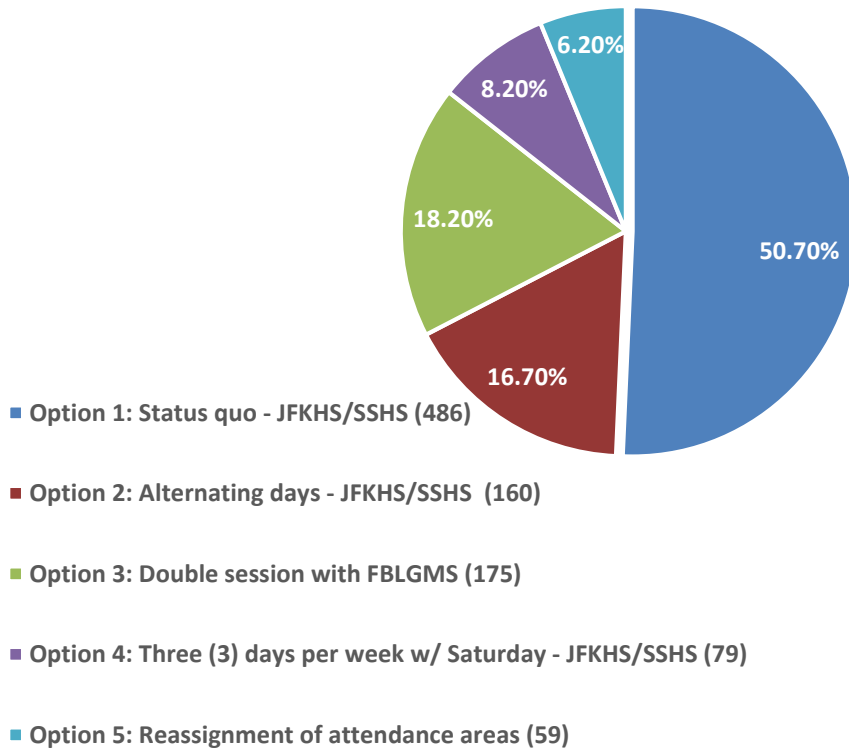


**HIGH SCHOOL OPTIONS FOR SY 2025-2026 (Student/Employee Survey) N=959**





### Which do you best support?



### Summary of High School Options For SY2025-2026

- A total of 366 parent/guardians (JFKHS = 184, SSHS = 184) and 959 students/employees (JFKHS = 124, SSHS = 835) responded to the survey. Of these, 794 were students and 165 were faculty, staff and administration from both schools.
- Overall, the most preferred option by all stakeholders is to remain status quo (Parents/Guardians = 42.9%, Students/Employees = 50.7%). It is also important to note that the next preferred option was to have double session with FBLGMS once their refurbishment was complete.

Some comments for consideration from the stakeholders include the following (see attachments for the complete breakdown of responses):

Faculty from SSHS - Students and Faculty and Staff are already accustomed to the situation.

Student from SSHS - If Status Quo isn't an option, I would prefer to go to GCC Campus. I would not like to do Option #3 or Option #5.

Student from SSHS - Considering that the summer break is approaching, the best option for both students and administrators is to maintain the status quo for the following school year, as the time may not be sufficient to adjust to the new proposed operations. Additionally, the adjustment efforts may further interfere with educational hours aside from the already shortened time of the current schedule.

Faculty from SSHS - Maintaining the status quo is currently the most feasible and cost-effective option. It's also the one we're all most accustomed to, which minimizes disruption for both students, faculty, and staff. I fully understand and support the need to end double sessions. However, the alternative options being proposed are likely to do more harm than good, particularly to our students. Options 2 and 4 closely resemble the cohort model we experienced during the pandemic - a model we know contributed significantly to learning loss. If the current concern is that double sessions are negatively impacting learning, these alternatives will undoubtedly worsen the issue. The accelerated pace of instruction, reduced classroom time, and increased homework load will be overwhelming for many students. Teachers will also struggle to provide sufficient in-class support, and the fast pace may resemble a college-style system that our students are not yet prepared for. Additionally, asking students to attend school on Saturdays is not a viable solution. It's unrealistic to expect high motivation or consistent attendance on weekends. Do we really want teachers spending valuable time filing excessive OTRFs for unexcused absences simply because students are unmotivated? Option 3, while reasonable in theory, is not practical. Moving campuses mid-year presents major logistical challenges. On top of that, GCC programs currently in place may not have access to properly equipped classrooms if relocated. If modular classrooms are proposed as a fix, those funds would be better invested in building our new, permanent campus. Option 5 is a clear non-brainer. Forcing students—especially juniors and seniors—to change schools, adjust to a new environment, make new friends, and adapt to different staff and schedules would take a serious toll on their mental health. What happens to the Class of 2026, 2027, and 2028 who have spent years fundraising for their graduation and events? Displacing them undermines all their hard work and memories. Morale will drop, and once again, academic performance will likely suffer. In the end, Option 1 remains the only path forward that avoids further upheaval. While not ideal, it allows us to maintain stability until a permanent solution is ready. If attending classes at GCC is still an option, that too would be a strong alternative. I acknowledge the frustration and challenges faced by both SSHS and JFKHS communities. Everyone wants their own space - and rightfully so. But this is the situation we've been placed in by the decisions of our government. None of us chose this, but we must make the best of it. Most importantly, we must consider what truly benefits our students. If Option 1 is the only path that ensures stability and minimizes harm, then it's the path we need to take. We can endure this for another 2–3 years until our new campus is built if it means protecting our students' well-being and learning.

Faculty from JFKHS - Option 2 is unreasonable. Option 3 solves nothing and FBLG will inherit the issue at hand. Option 4 is also unreasonable. Option 5 is inconvenient and needs parent input.

Staff from JFKHS - I feel Option 1 is the best, going on 2 school years. System works. I feel Option 3, would be ok but would SSHS students fit. Why double session with a middle school. Option 4 and 5, I feel would interrupt student and parent routines and attendance issues would increase.

Faculty from JFKHS - Missing 41.67% of instructional time will impact the college readiness of high school graduates specially those who will be in their 3rd year of double session.

Parent from JFKHS - Students are already used to the current schedule. Why consider changing it? Parents are used to it too.

Parent from JFKHS - Hafa Adai! I chose OPTION 1. The 5 hours of education that my child is receiving is acceptable.

Parent from SSHS - Stay the way it is, until FBLG moves back to their campus then maybe consider moving Sharks to Bulldogs campus.

Parent from SSHS - All though my last child attending school is graduating this year, I would like to just say, the alternating days with JFKHS/SSHS would of been a better choice instead of the students only doing 1/2 days everyday.

## Findings

**Based on the results of the surveys and comments provided, the CMDR concluded that the following options most effectively meet the criteria noted above.**

- JFKHS-SSHS Double-Session: The number one preferred option by the stakeholders is to remain status quo with the intent to revisit the plans when the FBLGMS refurbishment project is completed.
- OHS-FBLGMS: The number one preferred option by the stakeholders is to remain status quo until the FBLGMS refurbishment project is completed.

**The CMDR acknowledges the stakeholders' concerns** - The results from stakeholder surveys indicate a strong preference for maintaining the status quo, at least temporarily, while improvements are sought. This indicates that stakeholders, particularly parents and students, feel more comfortable with a familiar structure during a transitional period rather than abrupt changes that could lead to further disruptions.

**The CMDR recommends prioritizing the completion of FBLGMS Refurbishment** - Given that the refurbishment of FBLGMS is expected to conclude within a specified timeframe, delaying any significant changes until after its completion may minimize complications. Once FBLGMS is operational, we can analyze the flow and effect on other students, making the transition smoother without the additional strain of immediate changes.

**The CMDR recommends that the GDOE Management maintain open lines of communication:** Continue to engage with stakeholders through regular surveys and meetings to ensure their voices are heard and considered in future decisions. This involvement can foster community support and trust, which are crucial elements for enacting any changes smoothly.

Upon analysis of the survey results, the CMDR further discussed the reassignment of attendance areas not presented in the surveys:

**1. Temporarily reassign attendance areas for SSHS students only.**

- a. **Description:** Students from SSHS will be distributed to neighboring high schools. Once the new SSHS campus is built, SSHS students will return to their district school. Students will be distributed based on attendance areas (proximity to neighboring schools), and enrollment will be integrated with the host schools (for example, students from both schools attending classes together).
- b. **Discussion:**
  - i. Collectively, OHS, JFKHS, GWHS, and THS can absorb 1,567 students (based on April 23, 2025, enrollment). These enrollment numbers remain fluid when 8th-grade students transition to 9th grade because families have the option to enroll in non-GDOE schools for high school during the summer.
  - ii. It is very important to note that this option is not favored by the DPW Bus Supervisor because transporting students from Yigo to four other high schools will result in late pick-up and drop-off of the elementary and middle school students. There are also additional concerns from principals regarding the integration of students. The potential for fights between the two schools would be higher.

## 2. Temporarily reassign attendance areas for FBLGMS students only.

- a. Description: Students from FBLGMS will be distributed to VSABMS (updated capacity: 1,350) and AMS (capacity: 750). Once the FBLGMS refurbishment is completed, they will transition back to their campus.
- b. Discussion:
  - i. VSABMS can take an additional 450 students; AMS can take an additional 300. However, this leaves a difference of 150 FBLGMS students who will need to be distributed to the next middle school - L. P. Untalan Middle School (LPUMS). It is important to note that the DPW Bus Supervisor is not in favor of this because transporting students from Yigo to Barrigada will delay pick-up and drop-off of the FBLGMS students because the elementary schools start and end beforehand.
  - ii. Instead of LPUMS, another option is to shift the remaining students to OHS (capacity: 1,800) and attend classes concurrently with OHS. In this model, FBLGMS and OHS will need to have their separate spaces due to the difference in grade levels. However, this option will not be favorable to teachers because they will need to teach multi-grade classes instead of by grade level.

In support of the majority decision by JFKHS and SSHS stakeholders of “status quo,” the CMDR engaged in discussions to reinforce the existing framework. In addition to recognizing the community’s concern about perceived learning loss, JFKHS and SSHS principals have initiated discussions focused on enhancing school operations and providing opportunities for teachers and students to address these challenges. Below are some talking points:

- *Cross-enrollment for students seeking credit recovery:* With the principal’s approval, SSHS students may cross-enroll in classes during JFKHS time and vice versa. Students will need to provide their own transportation to and from school.
- *Interscholastics sports:* More efforts will be made to share facilities. JFKHS/SSHS will have priority to use the school facilities during their respective times. It is highly recommended for ISA to schedule major field games at other locations so that there are no disruptions to SSHS operations in the afternoon, and only JFKHS/SSHS home games should be reserved for the JFKHS campus. For example, Track & Field, cross country meets will be scheduled at other venues such as GWHS.
- *Office spaces:* Office spaces will be reorganized so that there are dedicated spaces when both schools are on campus.
- *Extended instruction:* Teachers who would like to extend their lessons (Honors and Advanced Placement courses) may request to conduct classes during the other school’s time. For example, JFKHS would like to extend classes and may do so during SSHS lunch. Principals of both schools will be responsible for coordinating this arrangement.
- *Half-day vs. Traditional Schedule:* Parents who are not pleased with the half-day instructional time will have the option to explore out-of-district requests with other schools that are on a traditional schedule.
- *Co-curricular activities* will be coordinated by both schools and are not an issue.
- *School counselors meeting individually with students:* School Counselors' time to meet with students will be reserved during the schools’ respective times; however, counselors may use their office hours on campus to complete any paperwork.

## CMDR Conclusions

- The CMDR concluded that the preferred option for both JFKHS-SSHS and OHS-FBLGMS stakeholders is to maintain the status quo until the FBLGMS refurbishment is completed.

- The CMDR discussed temporarily reassigning attendance areas for SSHS or FBLGMS students, but noted potential issues with transportation, integration, and multi-grade classes.
- Enhancements to the existing framework, such as cross-enrollment, shared facilities, and extended instruction, were discussed to address learning loss concerns.

**ATTACHMENTS:**

- I. Options with Pros & Cons
- II. End of Double Session Surveys
- III. Stakeholder comments from the Surveys
- IV. CMDR Meeting sign-in sheets