

I Mina'trentai Ocho Na Liheslaturan Guåhan
BILL STATUS

BILL NO.	SPONSOR	TITLE	DATE INTRODUCED	DATE REFERRED	CMTE REFERRED	FISCAL NOTES	PUBLIC HEARING DATE	DATE COMMITTEE REPORT FILED	NOTES
351-38 (COR)	Vincent A.V. Borja V. Anthony Ada Shelly V. Calvo Jesse A. Lujan Tina Rose Muña-Barnes	AN ACT TO <i>AMEND</i> §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO <i>ADD</i> A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL.	8/24/26 8:40 a.m.	8/28/26	Committee on Education, Libraries and Public Broadcasting.	Request: 8/28/26 9/3/26	9/8/26 2:00 p.m.	9/17/26 As Amended.	



Office of Senator

Vincent A.V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATNA, GUAM 96910
TEL 671-969-8423

CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

September 15, 2026

The Honorable Frank F. Blas Jr.

Speaker, *I Mina'trentai Ocho na Liheslaturan Guåhan*
163 W. Chalan Santo Papa
Hågatña, Guam 96910

Via Honorable Vice Speaker V. Anthony Ada 
Chairman, Committee on Rules

RE: Committee Report on Bill No. 351-38 (COR) As Amended

Buenas yan Håfa Adai Speaker,

Transmitted herewith for your consideration is the Committee Report on **Bill No. 351-38 (COR), As Amended by the Committee on Education, Libraries, and Public Broadcasting**, - Vincent A.V. Borja, V. Anthony Ada, Shelly V. Calvo, Jesse A. Lujan, Tina Rose Muna-Barnes – “AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL”.

Committee votes are as follows:

<u>2</u>	TO DO PASS
<u> </u>	TO NOT PASS
<u>4</u>	TO REPORT OUT ONLY
<u> </u>	TO ABSTAIN
<u> </u>	TO PLACE IN INACTIVE FILE

Sincerely,



Senator Vincent A.V. Borja

Chairman, Committee on Education, Libraries, and Public Broadcasting
I Mina'trentai Ocho na Liheslaturan Guåhan



COMMITTEE ON RULES

RECEIVED:

September 16, 2026 5:36 p.m.

Marie Crisostomo

Revisions Received:

September 17, 2026 10:43 a.m.



Office of Senator

Vincent A.V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

COMMITTEE REPORT

Bill No. 351-38 (COR)

*As Amended by the Committee on Education, Libraries, and
Public Broadcasting*

**Sponsors: Vincent A.V. Borja, V. Anthony
Ada, Shelly V. Calvo, Jesse A. Lujan , Tina
Rose Muna-Barnes**

**“AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1,
CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED
AND TO *ADD* A NEW §3137 TO ARTICLE 1,
CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED,
RELATIVE TO GRANTING THE GUAM
DEPARTMENT OF EDUCATION INDEPENDENT
AUTHORITY TO ESTABLISH AN CLASSIFICATION,
COMPENSATION, AND EVALUATION STRUCTURE
FOR GUAM DEPARTMENT OF EDUCATION
PERSONNEL”.**



Office of Senator

Vincent A.V. Borja

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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

September 15, 2026

MEMORANDUM

To: All Members
Committee on Education, Libraries, and Public Broadcasting

From: Senator Vincent A.V. Borja
Chairperson, Education, Libraries, and Public Broadcasting

Subject: Committee Report on Bill No. 351-38 (COR), *As Amended*

Transmitted herewith for your consideration is the Committee Report on **Bill No. 351-38 (COR), *As Amended by the Committee on Education, Libraries, and Public Broadcasting***, - Vincent A.V. Borja, V. Anthony Ada, Shelly V. Calvo, Jesse A. Lujan, Tina Rose Muna-Barnes – “AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL”.

This report includes the following:

- Copy of COR Referral of Bill No. 351-38 (COR)
- Notices of Public Hearing
- Copy of the Public Hearing Agenda
- Public Hearing Sign-in Sheet
- Copies of Submitted Written Testimony
- Committee Vote Sheet
- Committee Report Digest
- Copy of Bill No. 351-38 (COR), *As Introduced*
- Copy of Bill No. 351-38 (COR), *As Amended*
- Copy of Bill No. 351-38 (COR), *As Amended by the Committee (Markup)*
- Fiscal Note/Fiscal Note Waiver

Please take the appropriate action on the attached vote sheet. Your attention to this matter is greatly appreciated. Should you have any questions or concerns, please do not hesitate to contact me.

Sincerely,

Senator Vincent A.V. Borja
Committee on Education, Libraries, and Public Broadcasting
I Mina'trentai Ocho na Liheslaturan Guåhan



COMMITTEE ON RULES

Vice Speaker V. Anthony Ada, Chairperson
I Mina'trentai Ocho Na Liheslaturan Guahan
38th Guam Legislature

August 28, 2026

To: **Rennae V. C. Meno**
Clerk of the Legislature

Attorney Darleen E.H. Phillips
Legislative Legal Counsel

From: **Vice Speaker V. Anthony Ada** 
Chairperson, Committee on Rules

Subject: **Referral of Bill No. 351-38 (COR)**

Håfa Adai,

As per my authority as Chairperson of the Committee on Rules and subject to §6.01(d)(1), Rule VI of our Standing Rules, I am forwarding the referral of **Bill No. 351-38 (COR)** - Vincent A.V. Borja, V. Anthony Ada, Shelly V. Calvo, Jesse A. Lujan Tina Rose Muña Barnes.– “AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.”

Please ensure that the subject bill is referred to the Committee on Education, Libraries, and Public Broadcasting chaired by Senator Vincent A.V. Borja. I also request that the same be copied to the Prime Sponsor of the subject bill and to Management Information Services (MIS) for posting on our website.

A copy of the bill is available on our legislative website.

Should you have any questions or concerns, please feel free to contact Kamarin Nelson, Committee on Rules Director at 671-472-2461.





Office of Senator Borja <contact@senatorvinceborja.com>

FIRST NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 20262 messages

Office of Senator Borja <contact@senatorvinceborja.com>
To: phnotice@guamlegislature.gov

Mon, Aug 31, 2026 at 9:00 AM

August 31, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA

CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES, AND PUBLIC BROADCASTING

RE: FIRST NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 2026

Håfa Adai! The Committee on Education, Libraries & Public Broadcasting will conduct a Public Hearing on **Tuesday, September 8, 2026, beginning at 2:00 P.M.**, in the Public Hearing Room of the Guam Congress Building.

The Committee will hear and accept testimony on the following:

- I. **Doc. No. 38GL-26-2711** – The Appointment of Richard P. Sablan to serve as a Member (Business Industry - Representative), Board of Trustees, Guam Community College – Five (5) Years; From Date of Confirmation.
- II. **Doc. No. 38GL-26-2710** – The Appointment of Rachel C. Manglona to serve as a Member (Information Technology Representative), Board of Directors, Guam Public Library System – Three (3) Years; From Date of Confirmation.
- III. **Bill No. 351-38 (COR)** – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

How to Participate: Written testimony may be delivered to the Office of Senator Vincent A. V. Borja, DNA Building Suite 502, 238 Archbishop Flores Street, Hagåtña, Guam 96910, or via email to contact@senatorvinceborja.com. The Committee requests that testimonies be submitted at least forty-eight (48) hours before the scheduled hearing.

Please confirm your attendance by contacting the office of Senator Vincent A. V. Borja via email at contact@senatorvinceborja.com or by voice call at (671) 969-8423.

Special Accommodations: All government activities, programs, and services are accessible for people with disabilities in compliance with Title II of the Americans with Disabilities Act (ADA). For assistance or special accommodations to fully participate in this public hearing, please contact the office of Senator Vincent A.V. Borja at (671) 969-8423 or via email at contact@senatorvinceborja.com

Watch Live/Record: The hearing will be broadcast live on local television (GTA, Channel 21, Docomo Channel 117) and streamed online via *I Liheslaturan Guåhan*'s live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.

Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



FIRST NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026.pdf
257K

Ed Pocaigue <sgtarms@guamlegislature.gov>
To: Office of Senator Borja <contact@senatorvinceborja.com>

Mon, Aug 31, 2026 at 9:46 AM

Hafa Adai,

Posted on calendar.

[Quoted text hidden]



Edward S. Pocaigue, Jr.

Sergeant-at-Arms

I Mina'trentai Ocho Na Liheslaturan Guåhan

Guam Congress Building, 1st Floor

163 Chalan Santo Papa

Hagåtña, Guam 96910



1-671-969-3514



sgtarms@guamlegislature.gov

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Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

August 31, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA,
CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES, AND
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FIRST NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026

FIRST NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026

PUBLIC HEARING

 **Posted on:** 08/31/2026 07:56 AM

 **Posted by:** Caden Poblete

 **Public Hearing Date:** 09/08/2026 02:00 PM

 **Department(s):** GUAM LEGISLATURE (/notices?department_id=92)

 **Division(s):** OFFICE OF SENATOR VINCE BORJA (/notices?division_id=297)

 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

 **For Audience(s):** PUBLIC (/notices?public=1)

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August 31, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA

CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES, AND PUBLIC BROADCASTING

RE: FIRST NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 2026

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I. **Doc. No. 38GL-26-2711**

(https://guamlegislature.gov/38th_Guam_Legislature/Mess_Comms_38th/Doc.%20No.%2038GL-26-2711.pdf) – The Appointment of Richard P. Sablan to serve as a Member (Business Industry - Representative), Board of Trustees, Guam Community College – Five (5) Years; From Date of Confirmation.

II. **Doc. No. 38GL-26-2710**

(https://guamlegislature.gov/38th_Guam_Legislature/Mess_Comms_38th/Doc.%20No.%2038GL-26-2710.pdf) – The Appointment of Rachel C. Manglona to serve as a Member (Information Technology Representative), Board of Directors, Guam Public Library System – Three (3) Years; From Date of Confirmation.

III. **Bill No. 351-38 (COR)**

([https://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20351-38%20\(COR\).pdf](https://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20351-38%20(COR).pdf)) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

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Public hearing on appointments to the GCC Board of Trustees and the board of the Public Library System; and a bill to grant GDOE independent authority to set educator salaries

Scheduled for September 8, 2026



This public notice published by
Kandit News Group

[Read More](#)



FIRST NOTICE of Public Hearing by Senator Vince Borja, scheduled for September 8, 2026
Published on Kandit at 6:30 a.m., August 31, 2026

The Committee on Education, Libraries & Public Broadcasting will conduct a Public Hearing on **Tuesday, September 8, 2026, beginning at 2:00 P.M.**, in the Public Hearing Room of the Guam Congress Building.

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1. **Bill No. 351-38 (COR)** – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE

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Office of Senator Borja <contact@senatorvinceborja.com>

SECOND NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 2026

1 message

Office of Senator Borja <contact@senatorvinceborja.com>
To: phnotice@guamlegislature.gov

Sat, Sep 5, 2026 at 11:00 AM

September 5, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA

CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES, AND PUBLIC BROADCASTING

RE: SECOND NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 2026

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Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



SECOND NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026.pdf

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Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
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HAGATÑA, GUAM 96910
TEL 671-969-8423

CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

September 5, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA,
CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES, AND
PUBLIC BROADCASTING

RE: SECOND NOTICE OF PUBLIC HEARING – SEPTEMBER 8, 2026

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SECOND NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026

SECOND NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026

PUBLIC HEARING

 **Posted on:** 09/05/2026 09:00 AM

 **Posted by:** Caden Poblete

 **Public Hearing Date:** 09/08/2026 02:00 PM

 **Department(s):**
GUAM LEGISLATURE (/notices?department_id=92)

 **Division(s):** OFFICE OF SENATOR VINCE BORJA (/notices?division_id=297)

 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

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September 5, 2026

MEMORANDUM

TO: ALL SENATORS, STAKEHOLDERS, MEDIA

FROM: SENATOR VINCENT A. V. BORJA
CHAIRPERSON, COMMITTEE ON EDUCATION, LIBRARIES,
AND PUBLIC BROADCASTING

RE: SECOND NOTICE OF PUBLIC HEARING - SEPTEMBER 8, 2026

Håfa Adai! The Committee on Education, Libraries
& Public Broadcasting will conduct a Public Hearing on **Tuesday,**



September 8, 2026, beginning at 2:00 P.M., in the Public Hearing Room of the Guam Congress Building.

The Committee will hear and accept testimony on the following:

I. Doc. No. 38GL-26-2710

(https://guamlegislature.gov/38th_Guam_Legislature/Mess_Comms_38th/Doc.%20No.%2038GL-26-2710.pdf) – The Appointment of Rachel C. Manglona to serve as a Member (Information Technology Representative), Board of Directors, Guam Public Library System – Three (3) Years; From Date of Confirmation.

II. Bill No. 351-38 (COR)

([https://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20351-38%20\(COR\).pdf](https://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20351-38%20(COR).pdf)) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

How to Participate: Written testimony may be delivered to the Office of Senator Vincent A. V. Borja, DNA Building Suite 502, 238 Archbishop Flores Street, Hagåtña, Guam 96910, or via email to **contact@senatorvinceborja.com** (**<mailto:contact@senatorvinceborja.com>**). The Committee requests that testimonies be submitted at least forty-eight (48) hours before the scheduled hearing.

Please confirm your attendance by contacting the office of Senator Vincent A. V. Borja via email at **contact@senatorvinceborja.com** (**<mailto:contact@senatorvinceborja.com>**) or by voice call at **(671) 969-8423 (tel:(671)%20969-8423)**.

Special Accommodations: All government activities, programs, and services are accessible for people with disabilities in compliance with Title II of the Americans with Disabilities Act (ADA). For assistance or special accommodations to fully participate in this public hearing, please contact the office of Senator Vincent A.V. Borja at **(671) 969-8423 (tel:(671)%20969-8423)** or via email

Borja at (671) 703-6423 (tel. (671) 7020703-6423) or via email
at contact@senatorvinceborja.com
(<mailto:contact@senatorvinceborja.com>)

Watch Live/Record: The hearing will be broadcast live on local television (GTA, Channel 21, Docomo Channel 117) and streamed online via *I Liheslaturan Guåhan's* live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.



This public notice published by
Kandit News Group

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SECOND NOTICE of Public Hearing by Senator Vince Borja, scheduled for September 8, 2026
Published on Kandit at 6:30 a.m., September 6, 2026

The Committee on Education, Libraries & Public Broadcasting will conduct a Public Hearing on **Tuesday, September 8, 2026, beginning at 2:00 P.M.**, in the Public Hearing Room of the Guam Congress Building.

The Committee will hear and accept testimony on the following:

1. Doc. No. 38GL-26-2711 – The Appointment of Richard P. Sablan to serve as a Member (Business Industry – Representative), Board of Trustees, Guam Community College – Five (5) Years; From Date of Confirmation.
2. Doc. No. 38GL-26-2710 – The Appointment of Rachel C. Manglona to serve as a Member (Information Technology Representative), Board of Directors, Guam Public Library System – Three (3) Years; From Date of Confirmation.
1. Bill No. 351-38 (COR) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE

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Please confirm your attendance by contacting the office of Senator Vincent A. V. Borja via email at contact@senatorvinceborja.com or by voice call at (671) 969-8423

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Watch Live/Record: The hearing will be broadcast live on local television (GTA, Channel 21, Docomo Channel 117) and streamed online via *I Liheslaturan Guåhan's* live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.



Office of Senator Borja <contact@senatorvinceborja.com>

Invitation to Provide Testimony for Bill No. 351-38 (COR)

1 message

Office of Senator Borja <contact@senatorvinceborja.com>
To: daniel.leonguerrero@csc.guam.gov

Mon, Aug 31, 2026 at 10:00 AM

August 31, 2026

Mr. Daniel D. Leon GuerreroExecutive Director, Guam Civil Service Commission
Bell Tower, 710 Marine Corps Dr Suite 201
Hagåtña, Guam 96910**VIA EMAIL:** daniel.leonguerrero@csc.guam.gov**Subject: Invitation to Provide Testimony for Bill No. 351-38 (COR)**

Dear Mr. Leon Guerrero,

As part of my commitment to engaging stakeholders in the legislative process, I am writing to invite your agency to participate in a public hearing regarding **Bill No. 351-38 (COR)** for **September 8, 2026, at 2:00 P.M.**

I. **Bill No. 351-38 (COR)** – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

Your agency's insights and expertise are invaluable in shaping the discussion around this important topic.

The public hearing will take place at the Guam Congress Building and will provide an opportunity for agencies, organizations, and members of the community to voice their opinions and share relevant information concerning this proposed bill.

We would like to have a representative from your agency present to provide testimony and engage with other participants. If you have any questions or require additional information, feel free to contact my office at 671-969-8423 or contact@senatorvinceborja.com.

Thank you for considering this invitation. I look forward to your positive response and to an engaging discussion on **September 8, 2026, at 2:00 P.M.**

Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



Invitation to Provide Testimony for Bill 351-38 (COR) - CSC Executive Director.pdf
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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

August 31, 2026

Mr. Daniel D. Leon Guerrero

Executive Director, Guam Civil Service Commission
Bell Tower, 710 Marine Corps Dr Suite 201
Hagåtña, Guam 96910

VIA EMAIL: daniel.leonguerrero@csc.gua.gov

Subject: Invitation to Provide Testimony for Bill 351-38 (COR)

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Thank you for considering this invitation. I look forward to your positive response and to an engaging discussion on **September 8, 2026, at 2:00 P.M.**

Sincerely,

A handwritten signature in black ink, reading "Vincent A. V. Borja". The signature is fluid and cursive, with a long horizontal stroke at the end.

Senator Vincent A. V. Borja

Committee on Education, Libraries, and Public Broadcasting

I Mina'trentai Ocho na Liheslaturan Guåhan



Office of Senator Borja <contact@senatorvinceborja.com>

Invitation to Provide Testimony for Bill No. 351-38 (COR)

1 message

Office of Senator Borja <contact@senatorvinceborja.com>
To: edward.birn@doa.guam.gov

Mon, Aug 31, 2026 at 10:00 AM

August 31, 2026

Mr. Edward M. BirnDirector, Department of Administration
590 S Marine Corps Dr Bldg., Suite 224
Tamuning, Guam 96913**VIA EMAIL:** edward.birn@doa.guam.gov**Subject: Invitation to Provide Testimony for Bill No. 351-38 (COR)**

Dear Mr. Birn,

As part of my commitment to engaging stakeholders in the legislative process, I am writing to invite your agency to participate in a public hearing regarding **Bill No. 351-38 (COR)** for **September 8, 2026, at 2:00 P.M.**

I. **Bill No. 351-38 (COR)** – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

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Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

August 31, 2026

Mr. Edward M. Birn

Director, Department of Administration
590 S Marine Corps Dr Bldg., Suite 224
Tamuning, Guam 96913

VIA EMAIL: edward.birn@doa.guam.gov

Subject: Invitation to Provide Testimony for Bill 351-38 (COR)

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Sincerely,

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Senator Vincent A. V. Borja

Committee on Education, Libraries, and Public Broadcasting

I Mina'trentai Ocho na Liheslaturan Guåhan



Office of Senator Borja <contact@senatorvinceborja.com>

Invitation to Provide Testimony for Bill No. 351-38 (COR)

1 message

Office of Senator Borja <contact@senatorvinceborja.com>

Mon, Aug 31, 2026 at 10:00 AM

To: [REDACTED]
Cc: Mary Okada <mary.okada@guamcc.edu>, paa@gdoe.net, Angel Sablan [REDACTED]
cettorres@gdoe.net, magutierrez@gdoe.net, [REDACTED]

August 31, 2026

Dr. Judith Guthertz

Chairperson, Guam Education Board

501 Mariner Ave.

Barrigada, Guam, 96913

VIA EMAIL: [REDACTED]**Subject: Invitation to Provide Testimony for Bill No. 351-38 (COR)**

Dear Dr. Guthertz,

As part of my commitment to engaging stakeholders in the legislative process, I am writing to invite your agency to participate in a public hearing regarding **Bill No. 351-38 (COR)** for **September 8, 2026, at 2:00 P.M.**

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Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

August 31, 2026

Dr. Judith Guthertz

Chairwoman, Guam Education Board

501 Mariner Ave.

Barrigada, Guam, 96913

VIA EMAIL: [\[REDACTED\]](#)

Subject: Invitation to Provide Testimony for Bill 351-38 (COR)

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Sincerely,



Senator Vincent A. V. Borja

Committee on Education, Libraries, and Public Broadcasting

I Mina'trentai Ocho na Liheslaturan Guåhan

CC: Dr. Mary Okada – mary.okada@guamcc.edu
Peter Alexis D. Ada – paa@gdoe.net
Angel Sablan - [REDACTED]
Carl E. Torress II – cetorres@gdoe.net
Maria A. Gutierrez – magutierrez@gdoe.net
Dr. Ron L. McNinch – [g\[REDACTED\]@gdoe.net](mailto:g[REDACTED]@gdoe.net)



Office of Senator Borja <contact@senatorvinceborja.com>

Invitation to Provide Testimony for Bill No. 351-38 (COR)

1 message

Office of Senator Borja <contact@senatorvinceborja.com>
To: "Timothy R. Fedenko" <tfedenko@gftunion.com>

Mon, Aug 31, 2026 at 10:00 AM

August 31, 2026

Mr. Timothy R. Fedenko
President, Guam Federation of Teachers
153 Sesame Street
Mangilao, Guam 96913
VIA EMAIL: tfedenko@gftunion.com

Subject: Invitation to Provide Testimony for Bill No. 351-38 (COR)

Dear Mr. Fedenko,

As part of my commitment to engaging stakeholders in the legislative process, I am writing to invite your agency to participate in a public hearing regarding **Bill No. 351-38 (COR)** for **September 8, 2026, at 2:00 P.M.**

I. **Bill No. 351-38 (COR)** – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

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Thank you for considering this invitation. I look forward to your positive response and to an engaging discussion on **September 8, 2026, at 2:00 P.M.**

Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

August 31, 2026

Timothy R. Fedenko

President, Guam Federation of Teachers

P.O. Box 2301

Hagåtña, Guam 96932

VIA EMAIL: tfedenko@gftunion.com

Subject: Invitation to Provide Testimony for Bill 351-38 (COR)

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Senator Vincent A. V. Borja

Committee on Education, Libraries, and Public Broadcasting

I Mina'trentai Ocho na Liheslaturan Guåhan



Office of Senator Borja <contact@senatorvinceborja.com>

Invitation to Provide Testimony for Bill No. 351-38 (COR)

1 message

Office of Senator Borja <contact@senatorvinceborja.com>
To: "Dr. Judith T. Won Pat (Superintendent)" <jtwonpat@gdoe.net>

Mon, Aug 31, 2026 at 10:00 AM

August 31, 2026

Dr. Judith T. Won Pat
Superintendent, Guam Department of Education
501 Mariner Ave.
Barrigada, Guam, 96913
VIA EMAIL: jtwonpat@gdoe.net**Subject: Invitation to Provide Testimony for Bill No. 351-38 (COR)**

Dear Dr. Won Pat,

As part of my commitment to engaging stakeholders in the legislative process, I am writing to invite your agency to participate in a public hearing regarding **Bill No. 351-38 (COR)** for **September 8, 2026, at 2:00 P.M.**

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Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E contact@senatorvinceborja.com



Invitation to Provide Testimony for Bill 351-38 (COR) - GDOE Superintendent.pdf
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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
SUITE 502
238 ARCHBISHOP FLORES ST.
HAGATÑA, GUAM 96910
TEL 671-969-8423

August 31, 2026

Dr. Judith Won Pat

Superintendent, Guam Department of Education

501 Mariner Ave.

Barrigada, Guam, 96913

VIA EMAIL: jtwonpat@gdoe.net

Subject: Invitation to Provide Testimony for Bill 351-38 (COR)

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Senator Vincent A. V. Borja

Committee on Education, Libraries, and Public Broadcasting

I Mina'trentai Ocho na Liheslaturan Guåhan



Office of Senator

Vincent A. V. Borja

I Mina'trentai Ocho Na Liheslaturan Guåhan

DNA BUILDING
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238 ARCHBISHOP FLORES ST.
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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
AND PUBLIC
BROADCASTING

PUBLIC HEARING AGENDA
Tuesday, September 08, 2026
Guam Congress Building, Public Hearing Room

AGENDA FOR 2:00 P.M.:

I. [Doc. No. 38GL-26-2710](#) – The Appointment of Rachel C. Manglona to serve as a Member (Information Technology Representative), Board of Directors, Guam Public Library System – Three (3) Years; From Date of Confirmation.

II. [Bill No. 351-38 \(COR\)](#) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

How to Participate: Written testimony may be delivered to the Office of Senator Vincent A. V. Borja, DNA Building Suite 502, 238 Archbishop Flores Street, Hagåtña Guam 96910 or via email to contact@senatorvinceborja.com. The Committee requests that testimonies be submitted at least forty-eight (48) hours prior to the scheduled hearing.

Please confirm your attendance by contacting the office of Senator Vincent A. V. Borja via email at contact@senatorvinceborja.com or via voice call at (671) 969-8423.

Special Accommodations: All government activities, programs, and services are accessible for people with disabilities in compliance with Title II of the Americans with Disabilities Act (ADA). For assistance or special accommodations to fully participate in this public hearing please contact the office of Senator Vincent A.V. Borja at (671) 969-8423 or via email at contact@senatorvinceborja.com.

Watch Live/Record: The hearing will be broadcast live on local television, (GTA, Channel 21, Docomo Channel 117), and streamed online via *I Liheslaturan Guåhan's* live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.



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PUBLIC HEARING SIGN-IN SHEET
Tuesday, September 8, 2026 – 2:00 PM
Public Hearing Room, Guam Congress Building

Bill No. 351-38 (COR) - AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

	NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1	1. Mary S. Ladrido	Gdo-Tryan HS.	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
	2. CATHY D. CATUNY	CSC	SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2	3. Tim Fedenko	GFT	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
3	4. Sanjay Sharma	GFT	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☒	
4	5. Judith W. Nard	DOE	SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
	6. Katherine Ada	GOOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
	7. Edward M. Borja	DOA	SUPPORT ☐ OPPOSE ☒	WRITTEN ☐ ORAL ☒	
	8.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
	9.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



Office of Senator

Vincent A. V. Borja

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CHAIRPERSON
COMMITTEE ON
EDUCATION, LIBRARIES
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BROADCASTING

PUBLIC HEARING AGENDA
Thursday, September 10, 2026
Guam Congress Building, Public Hearing Room

AGENDA FOR 4:00 P.M.:

I. Bill No. 351-38 (COR) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

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Thursday, September 10, 2026 – 4:00 PM
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Bill No. 351-38 (COR) - AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. <i>Tiffany Martin</i>	<i>ATIUMS</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
2. <i>Lulene San Agustin</i>	<i>GDDE/BPCES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. <i>Anita R.T. Tenorio</i>	<i>GDDE/BPCES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. <i>Bella Santos-Cruz</i>	<i>GDDE/BPCES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
5. <i>Claudia Greca</i>	<i>GDDE/BPCES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. <i>Marchelle Roberto</i>	<i>GDDE/BPCES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7. <i>Cheysser Rodriguez</i>	<i>FBLG</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. <i>CELA BOTTWITZ</i>	<i>JRMS</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☒	
9. <i>Maridel Perez</i>	<i>MAUES</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. Nicole Pacheco	GDOE / WES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. Cora mucho	Retired GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Geraldine Balbastro	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Josephine M. Rivera	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Mary Jean Vigilante	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. Charlene Wright	GDOE / HSTES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7. BERTHA R. Cruz	GDOE / MULES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. Ann Marie S. Trusso	GDOE / PCLCS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Kennysha Sablan	GDOE / PCLCS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



- *[Signature]*

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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. <i>Maia Ocampo</i>	<i>ADOE</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8 2. <i>DOMINGO Ocampo</i>	<i>GDOE</i>	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☒	
3.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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	NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1	1. Kyle Adriano	F.B.L.G.	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
2	2. TARA LUBRANI	F.B.L.G.	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3	3. Andrea Santos	F.B.L.G. ms	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
	4. Keri Duenas	GU	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
	5. Joanie LaVile	JQSM28/GF	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
	6. Dr. Elwin Qritano	MES, GDOF	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
	7. Elizabeth Reyes	BPCES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4	8. Mary Okada		SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
	9. Rene Balbin	SPOUSE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
	10. CHRIS LG	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. Ted Montforte	JFKHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
2. Jay Woodward	GNHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
3. Melinda R. Burke	DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Sherry Ulloa	BPCES/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Margaret Surigao	BPLCS/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. April S. Flippo	BPCES/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7. Elvira Magbanua	BPCET/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. Yvonne Camacho	Price Elem/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Briannal Smith	MAUES/DOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. Ashlee Cabrera	IMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. Angela Anderson	IMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Gabriel Posadas	GWHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Mason Edesma	AIJMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. April Flores	AIJMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. Roben Paulino	SSHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
7. Stephanie Nabaa	JFKHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. Marreanne Olalia	JFKHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Kris Sorongan	JAHHS JFK HS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. MAY ANGLES	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. Jane Quitano	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Eircelle Paulino	Astumbo Middle	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
4. Kaiana Mendiola	GDOE UPI	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
5. Amber Ritter-Cruz	GDOE HSTES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
6. Anilita Basto	CHBPES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
7. Lawrence T. Laguarda	GDOE/GWHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
8.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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1. Angelo Andres	JFK High School	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. Kerilyn Lizama-Roberto	P.C. Lujan Elem. School	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Carolyn Haruo	JFKHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Ken Murphy	JFKHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Emily Sanchez Gornale	Southern High School	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. Victoria R.C. Sargee	B.P. Carbullido	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7. Ann Kaai	B.P. Carbullido	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. JESSICA FLORES	IMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Jessica Quinata	IMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. Arias Mendivil	U.S.P.F	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. ANNETTE LEON GUERRERO	GDOE - CLTES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Jordan Vance Santos	GDOE - GWHS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Kelsey Fermo	GDOE - AIJMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Hamy Lee	GDOE - AIJMS	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9.		SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. JULIE LIMTIACO	MAJES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☒ ORAL ☐	
2. Haani Quinata	BP CES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Christine Bartels-Guz	BP CES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Franorlynn Mesongen	BP CES	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Mebric Navisaga	Inalahan Elementary School	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. CJ YOUNG	ECSE SPED	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
7. Renee Lynn Sanchez	Harry S. Truman SPED	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. Gemee-Lynn Escudra	Harry S. Truman Elem	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Rose D. Herrera	Oceanview Middle	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
10. Leon Guerrero, Darlene M M M E S		Support		

11.

12.



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Thursday, September 10, 2026 – 4:00 PM
Public Hearing Room, Guam Congress Building

Bill No. 351-38 (COR) - AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.

NAME:	AGENCY/ ORGANIZATION	POSITION	TESTIMONY	CONTACT INFORMATION
1. Robert Delacruz	GDOE	SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
2. Estrella Saloma - Magbitang	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
3. Francis Labrador	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
4. Miracela Santos	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
5. Mary Ladrido	GDOE	SUPPORT ☐ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
6. Marilyn Collins	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☒	
7. Venus M.C. Mendez	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
8. Rosalie N. Lujan	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	
9. Lucy S. Ignacio	GDOE	SUPPORT ☒ OPPOSE ☐	WRITTEN ☐ ORAL ☐	



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JUDITH T. WON PAT, Ed.D.
Superintendent of Education

September 8, 2026

Honorable Senator Vincent A.V. Borja
I Mina'trentai Ocho Na Liheslaturan Guåhan
Thirty-Eighth Guam Legislature

Re: Bill No. 351-38 (COR)

Relative to Granting the Guam Department of Education Independent Authority to Establish an Educator Classification, Compensation, and Benefit Structure

Håfa Adai Senator Borja and Members of I Mina'trentai Ocho Na Liheslaturan Guåhan:

On behalf of the Guam Department of Education, I appreciate the opportunity to provide testimony on Bill No. 351-38 (COR), which proposes to grant GDOE independent authority to establish and administer an educator classification, compensation, and benefit structure.

First, I want to thank Senator Borja and the co-sponsors of this legislation for recognizing one of the most significant challenges facing public education on Guam: our ability to recruit, retain, and fairly compensate qualified educators.

GDOE supports the fundamental objective of ensuring that our educators are compensated competitively and that our compensation system is responsive to the unique workforce needs of public education.

The legislative findings appropriately recognize GDOE's continuing challenges in recruiting and retaining qualified educators, particularly in specialized subject areas. The bill further recognizes that educator compensation on Guam has historically lagged national averages and that educator attrition contributes to teacher shortages, classroom instability, reliance on provisional or substitute educators, and diminished continuity of instruction.

These are challenges GDOE experiences directly. Every educator we lose represents more than a vacancy. It affects our students, our schools, and the employees who must assume additional responsibilities while GDOE recruits, hires, and prepares a replacement.

Greater Autonomy Presents an Opportunity

Bill 351-38 presents GDOE with an important opportunity.

For covered personnel, the bill would authorize GDOE to establish, administer, and modify its own position classification structures, pay grades and salary schedules, step progressions, recruitment and retention incentives, compensation policies, and employee benefit programs.

This flexibility could allow GDOE to respond more strategically to workforce shortages, changing labor-market conditions, and recruitment and retention needs.

We also appreciate the bill's goal of market competitiveness. For classroom teachers, the legislation establishes a target average salary of at least 95% of the national average public school teacher salary, to be achieved through phased implementation over no more than five fiscal years. It further requires periodic review against national salary data and Guam's cost of living.

GDOE supports the principle that educator compensation should be competitive, equitable, and sustainable.

However, greater authority must be accompanied by the capacity, funding, infrastructure, and time necessary to exercise that authority responsibly.

GDOE's Existing Compensation Environment

GDOE already operates within a complex compensation environment.

Currently, GDOE administers employees under four different pay plans—the Educator Pay Plan, General Pay Plan, Nurse Pay Plan, and Attorney Pay Plan—all of which are established through the Department of Administration.

Bill 351-38 therefore should not be viewed simply as replacing one salary schedule with another. It would represent a fundamental shift in responsibility for the design, administration, maintenance, and modification of compensation for covered personnel.

The bill defines covered personnel to include instructional and professional employees such as classroom teachers, preschool teachers, instructors, substitute teachers, counselors, school psychologists, school nurses, librarians and media specialists, curriculum coordinators, instructional consultants, school administrators, and program directors. It excludes personnel whose classification and compensation remain under the general pay plan administered by the Department of Administration.

This distinction requires careful consideration because GDOE could continue to administer employees under multiple compensation frameworks while assuming independent responsibility for the new educator structure.

Internal Equity and GDOE's Support Workforce

GDOE is particularly concerned about the potential impact of this distinction on employees who would remain under the General Pay Plan.

A public school system cannot operate on instructional personnel alone.

GDOE's financial, administrative, technical, and operational support teams provide services across the entire Department. This includes our Business Office, Budget, Accounting, Procurement, FSAIS, Human Resources, Payroll, and other administrative and operational functions.

In many instances, the scope, complexity, and organizational responsibility of these positions may be greater than similarly classified positions serving smaller agencies because these employees support an entire public school system, including schools, divisions, employees, students, federal and local programs, grants, procurement, financial management, personnel administration, and payroll.

As GDOE considers greater compensation autonomy for educators, we must therefore also consider internal equity across the entire organization.

If compensation for one segment of the workforce is substantially adjusted without evaluating the classifications and compensation of the employees who support that workforce, GDOE could unintentionally create salary compression, supervisory inequities, morale concerns, and new recruitment and retention challenges in critical support positions.

For this reason, GDOE recommends that any independent classification and compensation study authorized or undertaken pursuant to Bill 351-38 examine GDOE's entire workforce, including both covered and non-covered personnel.

This does not necessarily mean that all employees must ultimately be placed under the same compensation structure. Rather, an agency-wide analysis would allow GEB and the Legislature

to make informed decisions based upon market competitiveness, internal equity, organizational responsibilities, and the operational needs of the entire Department.

Implementation Capacity

Establishing an independent classification and compensation structure is a substantial undertaking.

It requires specialized expertise in compensation analysis, position classification, market benchmarking, salary modeling, internal equity, fiscal analysis, collective bargaining, HR information systems, payroll administration, and employee relations.

GDOE's Human Resources Division currently does not have dedicated compensation analysts or classification specialists sufficient to independently design and maintain a comprehensive compensation system of this magnitude.

While outside expertise could assist GDOE in developing the initial structure, the long-term responsibility would remain with the Department.

Once implemented, GDOE would be responsible for maintaining classifications, salary schedules and step progressions; processing personnel and payroll transactions; conducting market reviews; maintaining internal equity; addressing employee concerns and appeals; and periodically revising the structure.

The bill itself permits GEB to obtain an independent third-party compensation or cost-of-living study and allows the Superintendent to use available federal grants or locally appropriated funds for that purpose.

GDOE strongly recommends utilizing qualified independent compensation and classification expertise. However, we respectfully recommend that dedicated funding be provided for this work rather than requiring GDOE to absorb the cost from resources already committed to educational operations.

We must also distinguish between consultant assistance to design a compensation system and GDOE's permanent internal capacity to administer that system after implementation.

If GDOE is granted substantially greater personnel authority, the organizational infrastructure, staffing, technical expertise, systems, and resources necessary to exercise that authority should accompany it.

Fiscal Sustainability and Appropriation

Another significant consideration is GDOE's ability to fund the proposed compensation structure.

GDOE does not generate an independent revenue stream sufficient to fund its compensation obligations. The Department remains dependent upon legislative appropriations and other legally available funding to support personnel costs.

Bill 351-38 appropriately requires GEB to determine the total cost of the proposed structure for each fiscal year of phased implementation and transmit that determination for fiscal review.

The legislation also makes clear that nothing in the bill authorizes the expenditure of funds without legislative appropriation.

This creates an important practical consideration.

Compensation authority and funding responsibility cannot be separated.

Granting GDOE authority to establish a competitive compensation structure without ensuring a sustainable funding mechanism could place the Department in the difficult position of establishing compensation obligations that it does not independently have the resources to fund.

For that reason, GDOE recommends that implementation of any adopted compensation structure be expressly tied to the availability of sufficient legislative appropriations and sustainable funding throughout the phased implementation period.

Timeline and Recommended Implementation Schedule

GDOE is particularly concerned with the timeline contained in the current legislation.

Bill 351-38 requires GEB to complete development of the proposed educator pay scale and compensation structure by January 1, 2027. If the structure has not been approved by that date, GEB must report to the Legislature every 30 days explaining the reasons for the delay and providing an expected approval date.

The bill also requires good-faith negotiations with the recognized representative to commence no later than 60 days after the effective date of the Act.

Given the magnitude of this undertaking, GDOE respectfully recommends reconsideration of the January 1, 2027 development deadline.

Developing an independent classification and compensation structure should not be treated simply as the creation of another salary schedule.

Before implementation, GDOE must conduct a comprehensive classification and compensation analysis; establish appropriate market benchmarks; evaluate internal equity across the Department; determine fiscal impacts; identify sustainable funding; negotiate applicable provisions; develop policies and procedures; configure HRIS and payroll systems; determine employee classification, salary and step placement; establish internal review and appeal procedures; train staff and supervisors; communicate changes to employees; and test and audit the system before implementation.

Our objective should not simply be to meet a deadline. Our objective should be to develop a system that is accurate, equitable, fiscally sustainable, and administratively sound.

GDOE therefore recommends an 18- to 24-month development and implementation period, with the initial structure taking effect no earlier than October 1, 2028, subject to appropriation and implementation readiness.

A more appropriate process would allow for:

Phase 1 – Planning, Funding and Procurement: Establish the project structure, secure necessary funding and procure qualified classification and compensation expertise.

Phase 2 – Comprehensive Classification and Compensation Study: Conduct an agency-wide analysis of covered and non-covered GDOE employees, including the four existing pay plans, market competitiveness, internal equity, organizational scope and fiscal impact.

Phase 3 – Structure Development and Fiscal Modeling: Develop classifications, salary schedules, step structures, incentives, implementation costs and funding requirements.

Phase 4 – Negotiations and Stakeholder Review: Complete required good-faith negotiations, GEB review, fiscal review, legal review and other stakeholder consultation.

Phase 5 – Systems and Implementation Readiness: Configure and test HRIS and payroll systems, determine employee placements, develop SOPs and controls, train personnel, communicate with employees and conduct pre-implementation audits.

Phase 6 – Implementation: Implement the approved and funded structure at the beginning of a fiscal year, with **October 1, 2028** recommended as the earliest reasonable target.

This approach would provide GDOE sufficient time to perform the work responsibly while maintaining accountability for progress.

Employee Protections

GDOE supports the employee protections incorporated into Bill 351-38.

The bill provides that covered employees remain under the existing Government of Guam compensation and classification system until the new structure is approved and executed.

It further provides that no covered employee may experience a reduction in base salary, benefits, accrued leave, or step placement solely because of the transition and preserves existing procedural, grievance, and appeal rights.

The legislation also retains Civil Service Commission jurisdiction over individual employee appeals concerning classification, pay grade assignment, step placement, salary computation, incentives, bonuses, differentials, compensation and benefits, as well as continuing jurisdiction over other specified personnel matters.

GDOE's Recommendation

Senator Borja, GDOE appreciates the intent behind Bill 351-38 and recognizes the significant opportunity it presents.

We support the goal of giving GDOE greater flexibility to establish competitive compensation that responds to the realities of recruiting and retaining educators on Guam.

At the same time, we respectfully recommend that Bill 351-38 be amended to:

1. Provide dedicated funding for a comprehensive, independent classification and compensation study and qualified technical consultants;
2. Require the study to evaluate **GDOE's entire workforce**, including covered and non-covered employees, to identify internal-equity, compression, classification and organizational impacts;
3. Provide or authorize permanent compensation and classification capacity within GDOE Human Resources to administer and maintain the system;
4. Provide appropriate resources for HRIS, payroll and other technology modifications;
5. Clarify the definition and scope of covered personnel and the relationship among the new structure and GDOE's existing pay plans;

6. Ensure that implementation and future compensation obligations are supported by **sustainable legislative appropriations**;
7. Preserve employee protections, collective bargaining requirements, transparency and appeal rights;
8. Replace the January 1, 2027 development deadline with a realistic phased development process; and
9. Establish **October 1, 2028 as the earliest recommended implementation date**, subject to completion of the classification and compensation study, required negotiations, identification of sustainable funding, system readiness, and GEB approval.

Greater autonomy can be a valuable tool for GDOE, but **autonomy must come with the resources, expertise, infrastructure, sustainable funding, and time necessary to make it successful.**

We share the Legislature's goal of recruiting and retaining excellent educators. At the same time, we must recognize that the educators in our classrooms are supported every day by professionals throughout GDOE whose work makes teaching and learning possible.

Our goal should therefore be a compensation framework that strengthens our ability to recruit and retain educators **without unintentionally creating inequities or recruitment and retention challenges elsewhere within the Department.**

GDOE looks forward to working collaboratively with Senator Borja, the Legislature, the Guam Education Board, our employees and their representatives, and our government partners to strengthen Bill 351-38 and develop a compensation system that is **competitive, equitable, fiscally responsible, administratively sustainable, and ultimately beneficial to Guam's students.**

Si Yu'os Ma'åse' for the opportunity to provide testimony and for your continued support of Guam's public schools, educators, employees, and students.

Respectfully,

DR. JUDITH T. WON PAT
Superintendent of Education

Buenas yan Håfa Adai Senedot!

My name is Felix Chaco, and I currently serve as a School Program Consultant with the Guam Department of Education's Division of CHamoru Studies and Special Projects. I am a twelve-month employee and I'm no longer assigned to a traditional classroom; however, before assuming this role, I dedicated 18 years of my professional career to teaching for the GDOE, as a CHamoru/ELL Teacher.

Today, I often say that while I may no longer have a classroom of students waiting for me each morning, **my CHamoru teachers have become my students.** My responsibility has changed, but my commitment to public education has not. I now have the privilege of supporting CHamoru educators through professional learning, curriculum and standards development, assessment, instructional guidance, and the continuing work of strengthening CHamoru language and culture education throughout our public school system.

I am writing in strong support of **Bill No. 351-38 (COR)** and, more importantly, in support of the educators who continue to serve our children every day.

Although I am no longer a classroom teacher, I have not forgotten what it means to be one. Eighteen years in the classroom taught me that teaching is far more than the hours reflected on a work schedule. Teachers carry lesson planning, grading, student concerns, parent communication, professional requirements, and the emotional responsibility of caring for their students well beyond the school day. Those demands have only become more complex.

Our educators are being asked to meet increasingly difficult challenges within a public education system facing aging school facilities, staffing shortages, limited resources, and the broader challenges confronting public education throughout the United States. At the same time, teachers are working with a generation of learners whose engagement with traditional education has changed considerably. Educators must continuously find new ways to motivate students, build relationships, integrate technology, address different learning needs, and make education meaningful and relevant.

For our CHamoru educators, there is an additional responsibility that deserves recognition.

They are not simply teaching another academic subject. They are part of Guam's continuing effort to revitalize and sustain the CHamoru language. Every day, they enter classrooms knowing that the survival and continued use of our indigenous language depends, in part, upon whether we can convince another generation of children that speaking, reading, writing, understanding, and valuing CHamoru matters.

That is an extraordinary responsibility.

As someone who now works directly with CHamoru educators across our public school system, I see their commitment as well as their challenges. We ask them to strengthen their language proficiency, implement standards, develop meaningful lessons, use effective immersion and communicative practices, assess student learning, participate in professional development, preserve cultural knowledge, and inspire students to embrace a language that many no longer regularly hear or speak at home. At the same time, we must recruit and retain enough qualified educators to carry this work forward.

We cannot speak seriously about CHamoru language revitalization without also speaking seriously about the people whom we entrust to accomplish it.

Compensation is therefore more than an employment issue. It is also a **recruitment, retention, educational quality, and providing teachers, especially our new teachers a livable wage.** When experienced educators leave the profession or leave Guam in search of better economic opportunities, our schools lose more than an employee. We lose years of instructional experience, mentorship, institutional knowledge, relationships with families, and expertise that cannot simply be replaced by filling a vacancy.

My 18 years in the classroom taught me what teachers sacrifice. My current position allows me to see the challenge from another perspective: I now see how difficult it is to build strong programs when we are simultaneously working to retain experienced educators and develop the next generation of teachers.

Bringing educator salaries to ninety-five percent of the national average teacher salary over five years represents an investment in the stability of Guam's public education system. Competitive compensation can help us retain the educators we already have, attract qualified individuals into the profession, and demonstrate to current and future teachers that Guam values the tremendous responsibility we place upon them.

For CHamoru education in particular, strengthening the teaching profession is inseparable from strengthening language revitalization. Buildings, curriculum, standards, assessments, technology, and programs are important, but none of them can replace a knowledgeable, committed teacher standing before our children and helping them discover that their language, culture, and identity have value.

I therefore respectfully ask you, Senator Borja, and your colleagues in the 38th Guam Legislature to support and advance **Bill No. 351-38 (COR).**

I may no longer stand in front of my own classroom each morning, but after 18 years of doing so, I have not forgotten the weight of that responsibility. Today, I have the privilege of supporting the CHamoru teachers who continue that work.

Yanggen ta gasta para siha, in gâgasta hâlom para estodiante-ta, yanggen ta susteni siha, in susteteni tiningo' hinerasiôn, yanggen ta fuetsâyi manmanâ'gue-ta, in fuetsâsayi i mamaila giya Guåhan.

(When we invest in them, we invest in their students; when we retain them, we retain generations of knowledge; and when we strengthen our educators, we strengthen the future of Guam.)

Si Yu'os Ma'åse' for your consideration and for listening to the voices of Guam's public school educators.

GI Minagåhet



Felix Chaco

School Program Consultant

Division of CHamoru Studies & Special Projects
Guam Department of Education

GUAM FEDERATION OF TEACHERS

AFT Local 1581 · AFL-CIO

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Julieta M. Anitok. I am a science teacher at Simon A. Sanchez High School and I have worked in Guam's public schools for 18 years. I am writing in support of Bill No. 351-38 (COR).

As a public school teacher, it is incredibly disheartening that we have come to this forum to ask for what is duly owed to us educators. As a science educator, I am constantly burden with purchasing classroom materials and other essential resources to supplement to my classroom lessons. Overtime, it has become extremely challenging to reach into my personal pocket to provide for additional resources for my classroom especially if our teacher salaries continue to be low compared to our counterparts. It is imperative that as a teacher I provide the utmost quality in my teaching and therefore I will try to continue supplementing my classroom because I want to ensure my students are provided the best learning experience. However, as you know, Guam teacher salaries are insufficient to sustain the continuous rising cost of living on Guam. Personally, every opportunity I have, I supplement my salary by teaching night school, summer school and/or whenever we are given any opportunity to teach a consolidated grant project classroom support or intervention program. In addition to teaching during my regular schedule, majority of my time is also spent preparing and ensuring all necessary information is ready for my other teaching commitments which takes a lot of time away from my family time. With my testimony, I'm hopeful that Bill 351-38 will support our hard work and efforts that we continuously do for our island public school children.

Throughout the years of teaching in a public school, I have seen a great number of my colleagues who have left Guam and/or GDOE primarily for better pay. Obviously, when our school district loses excellent talent, it is challenging to replace these vacant positions which in turn it leaves classrooms without a certified teacher. With this pattern, it definitely impacts student learning, creates frustration not only amongst students but teachers as well. The domino effect of the lack of skills, knowledge, preparation, and lack of rigorousness in the classroom are absolutely unacceptable! It is time to take action and provide us educators the salary we deserve and most importantly, to provide our public students the quality education they rightfully deserve! Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have which is exactly with our students deserve. I humbly ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill.

Respectfully,

Julieta M. Antiok, M. Ed
Science Teacher, Simon A. Sanchez High School
Email: jmanitok@gdoe.net

Dear Members of the Guam Legislature,

I am writing as a GDOE teacher to express my strong support for Bill 351-38 and its goal of establishing a more competitive and sustainable compensation structure for Guam educators.

I currently teach sixth-grade English Language Arts at Inarajan Middle School, and I am still early in my teaching career. I chose to teach in Guam because I believe deeply in our students and in the future of our island. I want to build my career here, but compensation has to make that possible.

The current pay gap is difficult to ignore. Guam's average teacher salary remains well below the national average, while the cost of housing, transportation, healthcare, and everyday necessities continues to rise. For newer teachers especially, starting and advancing through the profession can be financially difficult. A teacher should not have to choose between serving Guam's students and being able to build a stable life.

I also understand that the problem is bigger than any one teacher. I have watched educators leave Guam for better-paying opportunities, taking their experience and knowledge with them. Every teacher who leaves creates another vacancy, another disruption for students, and another challenge for the teachers who remain.

Bill 351-38 provides an opportunity to address this problem structurally rather than continuing to make occasional adjustments after the damage has already been done. Giving GDOE and the Guam Education Board greater authority to establish competitive classifications, salary schedules, step progressions, and retention incentives can help Guam recruit teachers and, more importantly, convince good teachers to stay.

I strongly support the bill's goal of bringing classroom teacher compensation to at least 95 percent of the national average within five years. I also encourage the Legislature and the Guam Education Board to ensure that the new system provides meaningful growth for early-career teachers as well as experienced educators.

I want to continue teaching on Guam. I want to become a better teacher, serve my students, and build a career in our public schools. Guam should make it possible for teachers like me to do that without having to leave the island for financial reasons.

I respectfully ask you to support Bill 351-38 and prioritize competitive compensation for Guam's educators.

Thank you for your consideration and for supporting the teachers who serve Guam's children every day.

Respectfully,

Jason Miller JR
6th Grade English Language Arts Teacher
Inarajan Middle School
Guam Department of Education

Dear Senator Vince Borja and other Honorable Members of the Guam Legislature,

I am writing to express my strong support for Bill No. 351-38 (COR). This legislation represents an important investment not only in Guam's educators but also in the students and families we serve.

For too long, teacher salaries on Guam have remained well below the national average. By allowing the Guam Education Board to establish its own educator classification and compensation system and setting a goal of reaching at least 95% of the national average teacher salary within five years, this bill provides a realistic path toward addressing a longstanding challenge.

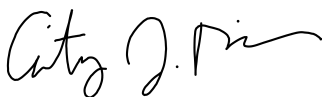
The benefits of this legislation extend far beyond educator compensation. Competitive salaries will help Guam recruit and retain highly qualified teachers, reduce turnover, and encourage experienced educators to remain in our classrooms. When schools can maintain a stable, skilled workforce, students benefit from stronger instructional programs, greater continuity in learning, and more meaningful relationships with their teachers.

Students deserve access to dedicated, talented educators who can focus on providing high-quality instruction rather than worrying about financial challenges. Improving teacher compensation helps schools attract specialists in high-need subject areas, strengthens educational opportunities, and ultimately contributes to higher student achievement and success.

Investing in teachers is an investment in Guam's future. By supporting Bill No. 351-38 (COR), the Legislature will be taking a significant step toward strengthening public education and ensuring that every student has access to the quality education they deserve.

Thank you for your consideration and for your commitment to the students, educators, and families of Guam. I respectfully urge your support for Bill No. 351-38 (COR).

Respectfully,

A handwritten signature in black ink, appearing to read "Anthony J. Taianao". The signature is fluid and cursive, with a large initial "A" and a long, sweeping underline.

Anthony J Taianao
Teacher/Coach/Alumni/Fan, Southern High School

September 8, 2026

Dear Senator Borja,

My name is Patty Duenas and I have been an English teacher in the Guam Department of Education since 1996, over 30 years. I started at John F. Kennedy High School then moved to Inarajan High School and then to Southern High School, where I have remained since the school opened in 1997. I am writing in support of Bill No. 351-38 (COR).

I love teaching, but a teacher's salary simply cannot comfortably support a family. After seven years of teaching, I joined the Guam Army National Guard in order to supplement my income. During the 14 years I spent in the Guard, I juggled life as a mother, a wife, a teacher and soldier. Those 14 years included a deployment to Afghanistan and multiple trainings during which I was away from both my family and my students. Additionally, I sought my Master's degree in order to get a pay increase. Unfortunately, I decided to stop pursuing my graduate studies because I suffered a miscarriage due to the immense stress from the combination of pressures as a teacher, soldier and graduate intern. It was simply too much and something had to "give." Just three credits from completing my degree, I decided that my family and my health needed me more than I needed a Master's degree.

Over the last two years, two of my children have left Guam to join the Air Force. While visiting one of them in Anchorage in 2025, I found that the *average* teacher earns more than what I'm earning after 30 years with a Master's degree equivalent. Teachers there with my education and experience are making well over \$100,000 annually. That was a gut punch.

Therefore, yes, I am in full support of Bill No. 351-38 (COR).

Thank you for supporting teachers and students.

Sincerely,

A handwritten signature in black ink, appearing to read 'pduenas', with a stylized flourish at the end.

Patricia Duenas
Teacher, Southern High School
Talo'fo'fo', Guam



Office of Senator Borja <contact@senatorvinceborja.com>

Bill Support

2 messages

Brendan-Alexander Valera <[REDACTED]>
To: contact@senatorvinceborja.com

Fri, Sep 4, 2026 at 4:07 PM

Dear Senator Borja,

My name is Brendan-Alexander Valera. I am a 6th Grade English Language Arts Teacher at Agueda I Johnston Middle School. I have worked in Guam's public schools for two years on to three as of this writing.

I am writing in support of Bill No. 351-38 (COR).

Being a teacher is the first job I have ever had. Nonetheless, I still am one of multiple breadwinners in my household. Paying for utilities on its own takes a huge percentage of my paycheck and often cutting expenses such as food and grocery is a common practice. Being paid a wage comparable to teachers stateside would make living conditions profoundly easier for teachers to stay working on Guam both new and old.

At this time, there are many teacher vacancies at AIJMS at the point where teachers are taking on multiple grade levels, subjects, and teachers are covering a variety of classes of different specialties. Even I have to teach beyond what I am expected to teach. Raising the wage competitively would help attract more teachers of various backgrounds to cover the many student needs.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Brendan-Alexander Valera
6th Grade English Language Arts, Agueda I Johnston Middle School
Yona
[REDACTED]

Office of Senator Borja <contact@senatorvinceborja.com>
To: Brendan-Alexander Valera [REDACTED] >

Fri, Sep 4, 2026 at 4:24 PM

Hafa Adai,

Acknowledging receipt of your email. Thank you for sharing your thoughts and testimony. Please contact us for questions or concerns.

Respectfully,

Office of Senator Vincent A.V. Borja



Committee on Education, Libraries, & Public
Broadcasting

38th Guam Legislature

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Transmitted via electronic mail.

September 04, 2026

Senator Vince Borja
38th Guam Legislature
I Mina'Trentai Ocho Na Liheslaturan Guåhan
Chair, Committee on Education, Libraries, and Public Broadcasting
238 Archbishop Flores Street
Hagatna, Guam 96910
contact@senatorvinceborja.com

RE: Testimony in Support of 351-38

Håfa Adai Members of *I Liheslaturan Guåhan*,

On behalf of the Guam Commission for Educator Certification, I am writing to express our support for **Bill 351-38 (COR)**.

Our agency ensures that every educator entering Guam's public-school classrooms meets and maintains appropriate training and professional certification standards. However, certification is only half of the equation; recruiting and retaining highly qualified educators requires paying them as the skilled professionals they are.

Bill 351-38 addresses this need by empowering the Guam Department of Education and the Guam Education Board to establish a competitive, localized pay structure. By aligning GDOE teacher compensation to not less than 95% of the national average public school teacher salary over five years, this may address the recruitment and retention crisis our island faces. When compensation lags behind national standards, we risk losing our best-certified educators to off-island jurisdictions or other employment sectors.

By pairing professional licensure expectations with market competitiveness, Bill 351-38 reinforces the dignity of the teaching profession and directly elevates the quality of education for Guam's students.

Thank you for your time.

Sincerely,

Michelle Santos

Dr. Michelle Santos, Executive Director
Guam Commission for Educator Certification



Office of Senator Borja <contact@senatorvinceborja.com>

Teacher Written Testimony -Support of Bill 351-38

1 message

Mary S. Ladrado <msladrido@gdoe.net>

Fri, Sep 4, 2026 at 8:01 PM

To: contact@senatorvinceborja.com, Sharma@gftunion.com

Dear Senator Borja,

Håfa Adai Senator Borja,

Please accept my attached written testimony in support of **Bill 351-38**.

As a Guam Department of Education teacher with **24 years of service**, this legislation is deeply important to me, both professionally and personally. My testimony shares some of the financial realities I have experienced as a longtime educator and why I believe improving teacher compensation is an important investment in teacher retention, our students, and Guam's future.

Thank you for taking the time to consider my testimony and the voices of Guam's educators. I respectfully ask for your continued support of Bill 351-38.

Si Yu'os Ma'åse' for your service to our island.

Respectfully,

Mary Ladrado

Guam Department of Education Teacher

24 Years of Service

msladrido@gdoe.net

Guam Department of Education 2026

**Mary_Ladrado_Letter_to_Senator_Vince_Borja_FINAL.pdf**

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Office of Senator Borja <contact@senatorvinceborja.com>

Bill 351-38

1 message

Michael Bailey <[REDACTED]>
To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Fri, Sep 4, 2026 at 11:37 PM

Dear Sir:

As a secondary teacher for 33 years who was certified in Agriculture, Science and SPED, I can tell you how GDOE ripped off teachers by paying them chump change. Had more than 72 graduate credits and the pay was so low prior to my retirement in 2015 that it is demeaning to the profession. I am retired now and should have more to show for my life's work and dedication to the profession.

I am in support of Bill 351-38 and it is long overdue

Sincerely,

Michael J Bailey

Retired Teacher IV

GUAM FEDERATION OF TEACHERS

AFT Local 1581 · AFL-CIO

Email template: letter of support for Bill No. 351-38 (COR)

Send to contact@senatorvinceborja.com before the public hearing on Tuesday, September 8, 2026, 2:00 PM, Guam Legislature, Hagåtña.

Replace everything in brackets. Please do not send this template as written. Senators count identical emails as one letter. The two middle paragraphs in your own words are what make yours count.

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is [Marie Babauta-Balbin]. I am a [School Counselor] at [Marcial A. Sablan Elementary]. I have worked in Guam's public schools for [21] years.

I am writing in support of Bill No. 351-38 (COR).

The pay gap has caused a struggle for me to provide for the needs for me and my family due to rising costs. In addition, I also buy items for my students just to enhance their learning. I do consider leaving the island or switching careers due to the pay gap and the inability of our department's leaders to take care of their employees. Throughout the years, I have witnessed and experienced the lack of care and concern for employees (teachers, staff, and administrators).

A coworker who is a special education teacher is leaving to work at the Dept of Defense schools and so she is leaving later this month. We also have several classrooms that are at the max of 27-28 students due to "maximization" throughout all the schools. All individuals at our school are doing much in supporting general education students and those with special needs.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR)

Thank you for your work on this bill.

Respectfully,



Marie Babauta-Balbin
School Counselor, Marcial A. Sablan Elementary
Hagat



Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Sarah Damian. I am a librarian at Simon Sanchez High School. I have worked in Guam's public schools for 21 years as an English teacher and now as a school librarian.

I am writing in support of Bill No. 351-38 (COR).

I believe a meaningful increase in teacher salaries would send a powerful message that our teachers and our students truly matter. Fair compensation would recognize the value of the work teachers do every day and could help retain more qualified educators within our public school system.

I recently earned my Master's degree, and while I am proud of this accomplishment, I cannot help but feel that it has made only a small difference in my overall earnings. With the significant increase in the cost of living, it sometimes feels as though I never earned the degree in the first place. Many of our teachers have also pursued advanced degrees and additional certifications, yet they continue to struggle to make ends meet. Some have even taken on second jobs simply to supplement their income. This is unacceptable and tragic. Teachers are already overworked and exhausted. They deserve to be compensated accordingly.

Every year, we continue to see teacher vacancies. Why? Because teaching is not an easy profession. Teachers are overworked, overwhelmed, and often feel underappreciated. If we listened more closely to their concerns and acted on them, perhaps we would not continue facing the same staffing challenges year after year.

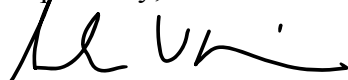
Our public schools have some of the most dedicated and highly qualified educators on Guam. Yet many are leaving, or seriously considering leaving or retiring early, because they can find better compensation elsewhere. DoDEA is one example. Their schools continue to attract educators because they are able to offer competitive salaries and benefits. We cannot expect to retain our best teachers when other employers can offer them significantly better compensation.

Bringing Guam teacher salaries to 95 percent of the national average teacher salary over five years would be an important step toward retaining the teachers we already have and attracting qualified educators to our schools. Most importantly, it would be an investment in our students. Our students deserve experienced, qualified, and committed teachers who can remain in the classroom without having to choose between serving their students and making ends meet.

I respectfully ask you and the Committee to support and pass Bill No. 351-38 (COR). Our teachers have given so much to our students, our schools, and our community. It is time that we demonstrate, through meaningful action and fair compensation, that our work matters and that we matter.

Thank you for your work on this important legislation and for your consideration of the educators who serve our community every day.

Respectfully,



Sarah Damian
School Librarian, SSHS
Yigo

LETTER OF SUPPORT FOR BILL NO. 351-38 (COR)

To the Honorable Members of the 38th Guam Legislature:

Håfa Adai,

I am writing this letter in strong support of **Bill No. 351-38 (COR)** and its efforts to increase teacher compensation on Guam. As an educator who has dedicated more than 25 years to serving the students and families of our island, I have personally witnessed the increasing challenges faced by teachers in the Guam Department of Education. I am a certified special education teacher with a master's degree in Early Childhood Education. Throughout my career, I have served as a first- and second-grade general education teacher, an Early Childhood Special Education teacher, and a resource room special education teacher. My love for teaching and my commitment to being there for Guam's students have always been my greatest motivation. However, dedication and love for our students should not require teachers to sacrifice their financial stability or their ability to adequately provide for their own families.

Over the years, I have seen many outstanding and highly qualified teachers leave the Guam Department of Education. Some have relocated to the mainland United States, others have accepted positions with the Department of Defense Education Activity (DoDEA), and many have left the teaching profession altogether because they could no longer afford to remain in their positions. These losses are deeply concerning because our island cannot afford to continue losing experienced teachers. The rising cost of living on Guam—including housing, food, utilities, transportation, childcare, and other basic necessities—has not kept pace with teacher salaries. For many educators, supporting a family while working as a full-time teacher has become increasingly difficult. Teachers should not have to take on additional employment simply to meet their families' basic needs.

Teaching is already an extremely demanding profession. Teachers are expected to plan and deliver quality instruction, differentiate lessons for students with diverse learning needs, complete extensive documentation, assess student progress, communicate with families, attend meetings and professional development, maintain classrooms, and fulfill an ever-growing number of Guam Department of Education requirements. Special education teachers, in particular, carry additional responsibilities that include developing and implementing Individualized Education Programs (IEPs), conducting assessments, maintaining detailed documentation, attending meetings, ensuring compliance with federal and local requirements, and providing individualized instruction to students with a wide range of needs. The expectations placed upon teachers are never-ending, yet the

compensation often does not reflect the enormous responsibility, expertise, time, and emotional commitment required of the profession.

Teacher burnout is real, and the constant pressure, increasing workload, staff shortages, and financial struggles contribute to the growing number of educators who choose to leave. We ask teachers to take on more and more while continuing to provide a safe, supportive, and high-quality education for every child. We depend on teachers to shape the future of Guam, but we must also recognize that teachers are parents, caregivers, homeowners, and members of families who must also survive the increasing cost of living. It is becoming harder and harder to retain teachers when they can find positions elsewhere that offer significantly higher compensation and greater financial security.

Increasing teacher pay to meet the national average is not simply a benefit for teachers—it is an investment in the future of Guam. Competitive salaries are essential to recruiting qualified educators, retaining experienced teachers, reducing turnover, and ensuring that our students have the stability and quality education they deserve. Guam must recognize the value of its teachers and compensate them in a manner that reflects both the importance of their work and the financial realities of living on our island.

I respectfully urge the members of the 38th Guam Legislature to support **Bill No. 351-38 (COR)** and take meaningful action to increase teacher salaries to meet the national average. Our teachers have dedicated their lives and careers to serving the children of Guam. It is time for Guam to demonstrate that it values, respects, and supports the educators who carry this tremendous responsibility every day. The future of our island depends on our ability to retain and support qualified teachers, and fair, competitive compensation is essential to making that possible.

Thank you for your consideration and for your commitment to the educators and students of Guam. I respectfully ask for your support of Bill No. 351-38 (COR).

Respectfully,

A handwritten signature in black ink, appearing to read 'Jaclyn Dela Cruz', with a stylized flourish at the end.

Jaclyn Dela Cruz

Special Education Teacher - Harry S. Truman Elementary School

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Angela Paul. I am a teacher at Wettengel Elementary School. I have worked in Guam's public schools for 30 years.

I am writing in support of Bill No. 351-38 (COR).

For 30 years, I have dedicated my life to teaching and serving my students. I currently earn at a Teacher V level, yet despite my years of experience and commitment, my income is not enough to meet the increasing financial demands of everyday life.

Teaching has required more than the hours spent in the classroom. I have sacrificed precious time with my family to plan, prepare, and often spend my own money to make sure my students have the materials they need to successfully execute my lessons. I do this because I believe my students deserve every opportunity to learn and succeed.

Unfortunately, my financial situation has reached a point where I do not have enough money to keep up with my student loan payments. As a result, I have been forced to take on a second job just to meet my financial obligations.

After 30 years of giving so much to my students and my profession, it is difficult to find myself in this position. With the cost of living and other financial demands continuing to increase every year, a raise is necessary to help teachers keep up with these changes and maintain financial stability.

I am proud of the work I do and remain committed to my students. However, teachers should not have to sacrifice family time, personal finances, and financial security simply to provide their students with the education and resources they deserve. **A raise is not simply an increase in pay—it is necessary to recognize the experience, dedication, sacrifices, and growing financial demands that come with being an educator.**

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Angela M. L. Paul
Teacher, Wettengel Elementary School
Dededo

Subject: Support for Bill No. 351-38 (COR)

Date: Wednesday, September 9, 2026

Dear Senator Borja,

My name is Charlene Wright. I am going on my 2nd year as a school librarian and I previously had the privilege of teaching 5th grade for 16 years prior to being a librarian at my beloved Alma mater - Harry S. Truman Elementary school in the beautiful village of Santa Rita. I have worked in the Guam public school system for 18 years as of January 2026.

I am writing in support of Bill No. 351-38 (COR). I, along with many of my fellow public school system teachers, have always lived by the quote about teachers that, "we are in it for the outcome, not the income." That is because our hearts are truly in it for the betterment of our students. There is always the option of applying for a teacher position in DODEA because the pay is aligned with the stateside average or moving to the states to experience what adequate looks and feels like. However, I have always stated that our island students in our public school system deserve the best too. I cannot and will not abandon our very own students for better pay. But is that fair for us teachers to suffer? Do other public servants ever weigh the students' future over their own livelihood? Do you hear of other agencies or occupations for that matter that will put up with the long unpaid hours and out-of-pocket expenses just to make a difference at their jobs? Now I'm sure there are a rare few that put more effort and resources...personal, hard-earned resources into their jobs, and you can guarantee those people are most likely teachers. We have the unique need and challenge of trying to make teaching and learning into activities that students will enjoy...and that takes creativity but also physical resources and hours upon hours of preparation. It's sad that teachers back then were considered an occupation of honor, of respect, and were treasured. Teaching was once a noble profession. Nowadays, we're an afterthought or even worse not even thought of. Now, they even want to strip the title of "professional" away from us, yet we are the ones funding our certification, classes to use toward re-certification and re-classification, to include fees for things like transcripts and others. I don't know of any other profession that requires its employees to constantly recertify by paying out of their own pocket. I only know of companies investing in their employees by keeping them trained and up-to-date. Where is that consideration in the educational field or within GovGuam. Once again we're underappreciated or even criticized for wanting the decency of adequate pay. I don't think the teachers of GDOE ask for much even when we give it our all including using our own pay to brighten our students' school experience. Please see us...please hear us...and please help us regain some dignity that is hard to feel when we are beaten down by the daily struggles of being a teacher in the Guam public school system.

Luckily I am a single woman with no children, however it is still a struggle to survive on our current teacher's salary. As a CHamoru born and raised on Guam, family is still a core value and so although I may not be a mother, I am a daughter, granddaughter, aunt, niece and much more who helps my family when needed. Not only do I have family obligations, even my career alone takes a big portion of my bi-weekly pay. My friends and family tell me over and over to not spend my personal money because we will not get it back. Veteran teachers have learned and shared their advice of not reaching into our own pockets just for us to make teaching and learning more exciting. But again I cannot do that to my students. I along with many of my peers still choose to pay out of pocket because we know the difference a well-decorated and prepared classroom has on a child's view on school. That is the difference that counts. I have had to work, aspire, volunteer to coach afterschool extracurricular events that offer some pay compensation just to ensure my utilities are paid. Then once I get comfortable with that, the federal government or programs that exist within

GDOE get budget cuts and hours lessened so some working opportunities once again change drastically or stop altogether. I hate to admit that I've had to apply for a handful of hardship requests, bills have gone overdue, sometimes collections may get involved and even worse, I have taken out loans from a high APR bank because they're quicker to lend due to their finance charges and profit they would make. I even remember a retired teacher who also had taken such loans at these banks known for high APR just to survive. I am most certain had our pay been close to the average, there wouldn't be a need to seek financial help. It's sad to hear year after year that there's no money from the legislature, yet our newly hired superintendent immediately gets a pay raise before even proving her worth? Make it make sense. A little birdie also had mentioned that when the superintendent was in office as a senator, she was known to be opposed to teachers' pay raise claiming the infamous-there's no money. How can there be no money but we hear of agency after agency receiving pay raises, and that's speaking on current events. The math is simply not mathing!

My students-I just love being their teacher. Year after year-working with the kids is the best part of my job. Everything else is just a distraction. One thing I want to share is that nowadays when we ask students what they want to be when they grow up, when someone mentions, "I want to be a teacher." I can't help but be happy for a moment but then think of my personal struggles. And I have said this to a couple of students that the pay isn't great but if you're in it for the right reasons, then let's do it. You have to have the heart and a strong will to be in it for the outcome, not the income. I even have a personal story of a fellow teacher friend who had to have a serious talk with their recent high school graduate who wanted to follow the footsteps of their mom and become a teacher too. But the mother's concern, a fellow and current teacher, with what we teachers are currently fighting against day after day, year after year, made her unfortunately have her child rethink their choice of being a teacher on Guam. It's sad we have to warn our children and students that they have to be ready to deal with the problems that plague our profession, especially on Guam. I want to go back to treating the teaching profession as an honorable one, not a sacrifice-filled road to doom. Teaching truly is an honorable profession when people have a heart and remember what matters most. Without teachers, where would our society be? What would the future look like?

In closing, bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have and help restore dignity and honor back to our teachers. That is what our students need. That is what our teachers need. That is what our island and community needs. I ask you and the Committee to pass Bill No. 351-38 (COR). I hope to see and hear many good things, especially your consideration and support at the upcoming public hearing on Thursday, September 10th, 2026 at 4pm. Thank you also for setting a time that is more conducive for teachers to attend this very important hearing.

Thank you for your work and I hope and pray for your support on this bill.

Respectfully,

Charlene Wright

School Librarian, Harry S Truman Elementary School, Santa Rita



Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Hannah Guevara. I am a teacher at Luis P. Untalan Middle School. I have worked in Guam's public schools for 13 years.

I am writing in full support of Bill No. 351-38 (COR) because of the continued efforts that I have made to support my students and family. I also believe this bill will support the job retention rate. You and the rest of the legislature are aware that gas, rent, food, daycare costs, utilities, etc. have increased and we feel it every month trying to survive. I have use spare funds to support my students by purchasing school supplies such as pencils, notebooks, coloring supplies, and at one point two yearly learning subscriptions to supplement their needs. I also have for the last 4 years had to work a second seasonal job to meet the needs of my family on the current salary from GDOE.

My family has recommended that I apply at other jobs outside the field of education such as United, DoDea, and even private corporations that would compensate my time and skills. Several colleague have left the teaching profession at GDOE in search of something better to sustain their families. However, I continue to stay in this field because of the school community and students that are eager to learn. LPUMS has the second highest enrollment and we have a sizeable amount of vacancies. There are no substitute teachers and staffing numbers fluctuate, so we step in to assist with coverage when needed.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Hannah Guevara
Teacher, LPUMS
Mangilao, Guam
hgguevara@gdoe.net

September 2, 2026

TESTIMONY IN SUPPORT OF TEACHER SALARY INCREASE

Honorable Members of the Legislature,

I am teacher in the district of Mangilao. I am requesting for all teachers working in the public schools to get a salary increase because teachers carry many responsibilities that go beyond classroom instruction. Our work does not end at our job site because we spend countless hours teaching, planning, assessing students' achievement, inputting data, computing grades, attending meetings with grade level, faculty, parents', and committees, completing reports, providing student interventions, parent communication, supervision in class and in the playground when there are no school aides available. We are also paraeducators when aides are absent and there is no one to assist a student with a disability. We are also counselors because we listen to students' problems, resolve conflicts, and provide emotional support. We are also nurses when we tend to students' injuries and illnesses. Teachers should be compensated for every personal investment for additional education, roles that they do to become highly qualified professionals.

Our community relies on teachers to provide a high-quality education for our students, but we cannot sustain academic excellence without investing in people who deliver it. Our salaries are below the national average of about \$15,000 or more for the school year of 25-26. I am aware of the Hay Study in 2010 when we were given a 20% raise, as well as, the principals, and the principals had another 15% raise. For this I am grateful. However, we cannot afford to rely on a one-time solution every decade and a half to get a raise, because the cost of living continues to rise and other increased expenditure causes financial hardship on working family. Salaries must continue to be addressed annually and not every decade and a half to reflect a teachers' years of service, experience, and responsibilities.

I urge the legislative branch to prioritize an annual competitive wage increase to retain veteran teachers and recruitment of teachers. The cost of living and inflation should not wait a decade and a half to be reviewed and increased. Teachers' responsibilities do not wait a decade and a half, yet we are expected to wait a decade and a half for our salaries to be addressed and adjusted. It's really sad that we have to wait every decade and a half to be fairly recognized, when we are the foundation upon every profession is built upon.

I respectfully urge the Legislature to support a salary raise annually to bring our salaries closer to, or in line with national teacher standards. A system in which teacher salaries are ongoing commitment and reviewed annually and not every decade and a half should be enforced. Our salary increase should reflect the many roles we do and the enormous responsibilities we teachers do.

Respectfully,

Joyce G. Cruz

ESL Teacher

September 4, 2026

Senator Vince Borja

238 ARCHBISHOP FELIXBERTO
CHAMACHO FLORES ST. HAGATNA, GUAM 96916

Subject: Support for Bill No. 251-38 (COR)

Dear Senator Borja,

My name is Marilyn Garcia Collins. I am a Multilingual Learner Program (MLP) Math Teacher at Agueda I. Johnston Middle School. I have been in education for 30 years. I spent 16 years as a teacher and an administrator for the Sacramento Unified School District in Sacramento (SCUSD), California and 13 years with the Guam Department of Education as an elementary and middle school teacher.

I am writing in support of Bill No. 351-38 (COR).

The Bill has significant meaning for me because as a previous stateside teacher/administrator and returning home to Guam (I am a product of the Guam public schools) it was a major financial sacrifice and career sacrifice, because I had to leave a school district where I was earning six figures and had already invested 16 years of my educational career. When I returned home (for family reasons), I was only given five years credit for my educational experience with a starting salary of a little more than thirty-six thousand dollars. Not only was my pay drastically cut, but I was starting out less than what a new teacher would be earning starting off for SCUSD. It was only through the support of my family and wise financial planning that I was able to make ends meet. I felt completely unappreciated by the Guam Department of Education and then understood why our island people are not choosing Education as a career path. As a matter of fact, it is so severe that as a specialized teacher in the MLP program (GDOE still calls it English as a Second Language, ESL) my school site has had vacancies for my department for more than four years. I have had to give up a prep so that the students' educational needs are met, which is required because MLP is a federal mandated program in which GDOE receives federal funding for the program.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep teachers we already have and perhaps attract our island people back into education as a career choice. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

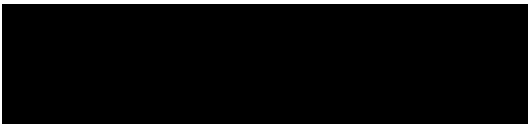
Respectfully,



Marilyn Garcia Collins

MLP Math Teacher, AIJMS

Piti



Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Rhine Reyes. I am a high school teacher at George Washington High School. I have worked in Guam's public schools for 3 years and am currently serving my 4th.

I am writing in support of Bill No. 351-38 (COR).

The pay gap has been very difficult for me as a single status citizen living on our island. To be as transparent as possible I make the starting salary of a certified teacher that is set around \$42k a year. That is \$1,245 every paycheck, about \$2,490 a month. I don't qualify to receive any benefits from the government so all of my utilities and expenses come from my own pocket. Rent on the island is high, I pay \$1000 or more for a single bedroom apartment, \$400 to \$500 for my utilities and the rates are only getting higher, \$400 for my car, \$300 for groceries. If you add all of those up my salary isn't enough especially if you are living on your own.

I lack the resources I need to make my classroom safe and comfortable for my students. I can recall countless times I had to use my own money to buy my students things like paper towels, cleaning wipes for laptops, etc. When repairs are needed for the room to help pass safety inspections, we teachers usually have to buy some equipment and materials to help ensure the school is in opening standards.

Bringing our salaries to ninety-five percent of the national average teacher salary over the course of the five years would keep teachers we have and would raise the standards and expectations of teachers who are especially certified. It could provide teachers with the income necessary to do their job at a higher level and still allow them to live an affordable lifestyle in Guam. I ask you and the Committee to pass Bill No. 351-38 (COR)

Respectfully,

Rhine Reyes
Teacher, George Washington High School
Mangilao
rgreyes@gdoe.net

Verna M.C. Mendiola

[REDACTED]

vmcmendiola@gdoe.net

[REDACTED]

9/9/2026

Subject: Letter of support for Bill No. 351-38 (COR)

Dear Member of the Guam Legislature:

Hafa Adai, my name is Verna Marie Chargualaf Mendiola. I am resident of Santa Rita-Sumai and I teach at Harry S. Truman Elementary School. I am writing in support of legislation to increase compensation for public school teachers. Educators play a vital role in our community. We shape the future of our children and prepare them for higher education and the workforce. However, low pay makes it difficult to hire and keep good teachers. Many of us have to work second jobs to pay our bills. Others leave the profession for higher-paying jobs.

I began my teaching career in January 1997. I have held many jobs in my life but teaching was truly a calling. I received a Bachelor of Science degree at the University of Guam in 1992. I worked at the University of Guam as a Research Assistant from 1992-1993. I worked as a Legal Secretary at the the Attorney General Child Support Division and Public Defender Service Corporation from 1993-1996. I realized that those jobs were not fulfilling. I resigned and began teaching at Mount Carmel Catholic School in January 1997. I took methods courses at UOG for a year while teaching. I moved to the Guam Department of Education (GDOE) in September 1997. The Department of Defense Educational Activity (DODEA) opened up and there was a need for teachers in our public schools. I began teaching at Merizo Martyrs Elementary School, then Mount Santa Rosa Elementary School, and now Harry S. Truman Elementary School.

For almost 30 years, I have remained steadfast and deeply committed to educational excellence. My experience has allowed me the wonderful opportunity to mentor two student teachers. I have learned so much from those experiences. They are both still teaching with GDOE and remain friends with them to this day. I have been able to adapt to the changing curriculums and support our school community during challenging times. I have established long lasting friendships with other teachers too.

I have had several opportunities to move over to DODEA. But my heart has always been with our public school students. We teach for the outcome and not the income. However, I truly believe that teachers deserve an increase in pay. Society says they value our teachers but do not seem to make sure that sentiment matches with our pay. The cost of living has been rising with housing and daily expenses. Investing in our teachers and schools benefit the entire community and help the economy.

Thank you for your time and consideration. Please feel free to contact me via email or phone call if you need further details.

Sincerely,

Verna M.C. Mendiola

Email template: letter of support for Bill No. 351-38 (COR)

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Mary Jane T Nauta. I am a season teacher at the southern end of the island who are the CHIEFS from Inalahan Elementary School. I have worked in Guam's public schools for 27 years this school year.

I am writing in support of Bill No. 351-38 (COR).

I am in support of this bill because it has been long overdue for us "Hard working teachers" who spend more than 8 hours a day at work and home to plan for an effective education to our young minds and prepare them for a futuristic world.

I started out with a small salary that was adequate at the time and still had to fund for my teacher certification from this small salary because the department requires a certified teacher in the classroom but yet salary does not adequately support us for these demanding expenses! The years taught in the public school system has not been favorable in regards to the high cost of living. We teachers still have to budget but yet we are there for the children. I am at my near edge to retire and work for DODEA or work elsewhere because not only we are under paid, we supply our classrooms with the necessities to operate and educate the children we encounter every year! Futhermore, these necessary supplies for the children are outdated, damaged or entirely not enough for students to utilize. Teachers have to use their creative ways to have the children be able to succeed as much as possible with torn books, worn out workbooks, laptops missing keys, desk termitted, chairs stained, aircon useless, no playground or equipment and so so many issues we face every day.

There are so many teachers leaving because the pay is not adequate to meet today's demands. I myself is seriously thinking of moving and working elsewhere because of the salary pay and among other problem GDOE is facing at the moment. Most importantly, the children are the ones who are suffering!

We are encountering short teachers and staff because a coworker left for extremely better salary (this is not even a teaching job here on the island). Now it is a substitute, aide or ??? is taking control of the classroom. Shortage of teachers is becoming and problem every year! In fact, it is increasing year by year because of teachers retiring for a better job, off island recruit or just higher salary. I am seriously thinking about moving forward because the department does not recognize that we are the lowest paid teachers. What does this say about us working hard teachers? Does the department show how much we are appreciated? Do they know that we spend some of that salary, maybe even more for these children to have a certified teacher in the classroom and yet we are living with a small salary.

It is true there should be an equal balance between parties. When teachers receive a pay increased we are so grateful, appreciated, happy and moving forward! A fact that money is enticing which will be one of many challenges for there are other jobs with higher pay and not just being a teacher! Take care of the people who makes a difference in these children and their lives! It is the best investment that our department should consider paying for!

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

[Optional: I plan to attend the public hearing on September 8.]

Thank you for your work on this bill.

Respectfully,

Si

Mary Jane Nauta

Teacher/Inalahan Elementary school

[REDACTED]

LETTER OF SUPPORT FOR BILL NO. 351-38 (COR)

August 31, 2026

Dear Members of the Guam Legislature:

Håfa Adai. My name is Renee-Lynn Sanchez, and I have been a dedicated educator in the Guam Public School System for more than 26 years. I began my teaching career at the age of 21 after graduating from the University of Guam in the fall of 1999. My first teaching position was at Southern High School, where I served as a Basic Life Skills Special Education Teacher. In 2001, I transferred to Harry S. Truman Elementary School, where I have proudly served as a Special Education Teacher for the past 25 years.

If you asked me whether I love teaching, my answer would always be an unequivocal YES. Teaching is not simply a job for me; it is a calling and a commitment to the children, families, and community I serve. However, I believe we must also ask an important question: At what cost?

For more than two decades, I have made significant personal and professional sacrifices simply to make a living while remaining in the profession I love. During the first few years of my career, I worked as a waitress outside of my teaching job so that I could live comfortably and support my family. Even today, as a veteran Teacher V with a master's degree and more than 26 years of experience, I continue to take on additional employment through after-school and summer school programs to supplement my income. These additional responsibilities have allowed me to provide for my family and help support my sons as they pursue their college education.

The reality is that Guam's rising cost of living has created an increasingly difficult financial burden for teachers. While I am grateful for the opportunities to earn additional income, working multiple jobs comes at a tremendous personal cost. The time spent working beyond the school day is time that could otherwise be spent with family, resting, or simply preparing myself to return to the classroom ready to give my students my very best.

I have also made substantial investments in my own education in an effort to advance on the salary schedule. Pursuing higher education has strengthened my ability to serve students, but it has also been necessary to help address the financial challenges associated with Guam's cost of living. Teachers should not have to continually take on additional work and education simply to achieve a financially sustainable standard of living.

Teachers are essential workers. We are the foundation of strong communities. Every day, teachers do far more than deliver academic instruction. We educate, mentor, advocate, guide, and support children while helping them develop the knowledge, character, responsibility, and respect they need to become productive citizens who contribute to their communities. It is one of the most important responsibilities in our society, yet Guam's teachers continue to face a significant pay gap compared with educators across the nation.

Throughout my career, I have watched other professions receive meaningful increases in compensation while teachers continue to struggle to keep pace with the rising cost of living. I have personally considered leaving the Guam Department of Education, pursuing a position with the Department of Defense Education Activity (DoDEA), or even changing careers altogether. What kept me in the classroom was not the salary. It was my love for my community, my students, and the belief that the work we do matters.

Unfortunately, I have also witnessed many outstanding Guam educators leave the Guam Department of Education. Some have transferred to DoDEA, some have moved off-island, and others have left education entirely. They did not leave because they stopped loving teaching or caring about their students. They left because they needed to earn enough to support themselves and their families. When we lose experienced teachers, Guam loses years of knowledge, mentorship, dedication, and institutional experience that cannot easily be replaced.

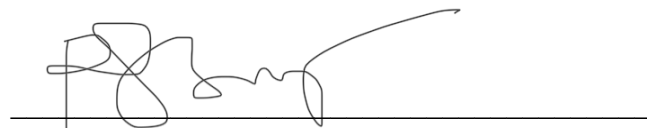
I respectfully urge you to support Bill No. 351-38 (COR) and take meaningful action to bring Guam's teacher compensation in line with the national average. Paying teachers a competitive, fair, and sustainable salary is not simply an investment in educators—it is an investment in Guam's children, schools, families, and future.

After more than 26 years in this profession, I am not asking for special treatment. I am asking for fairness. I am asking that the educators who dedicate their lives to Guam's children be compensated at a level that reflects the importance, responsibility, education, experience, and commitment required of our profession.

Please support Bill No. 351-38 (COR). Pay Guam's teachers what they are worth. Give educators the ability to remain in the profession they love without having to sacrifice their financial security to do so.

Thank you for your consideration and for your service to the people of Guam.

Respectfully,

A handwritten signature in black ink, appearing to read "Renee-Lynn Sanchez", written over a horizontal line.

Renee-Lynn Sanchez

Special Education Teacher

Harry S. Truman Elementary School

Dear Senator Borja,

My name is Stephanie Renee Christian. I am a teacher at Wettengel Elementary School. I have worked in Guam's public schools for 30 years.

I am writing in support of Bill No. 351-38 (COR).

The pay gap has made it difficult for me to keep up with the rising cost of living while meeting my family's needs. As a teacher, I give my students my time, energy, and dedication every day, yet I still have to make difficult financial decisions about bills and expenses. **Fair teacher pay would provide much-needed financial stability and show that the work we do for Guam's children is truly valued.**

My students need consistency, stability, and qualified teachers who understand their individual learning needs and can build strong relationships with them. When classrooms are left with vacancies or frequent substitutes, students can lose valuable instructional time and the continuity they need to make progress. **A certified teacher brings professional training, knowledge of curriculum and standards, and the ability to identify and respond to students' academic, behavioral, and emotional needs in ways that a long-term substitute may not be equipped to provide.**

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

I regret that I am unable to attend the public hearing due to a prior family commitment, but I want to express my **strong support for Bill 351-38 and its efforts to increase teacher pay.**

Thank you for your work on this bill.

Respectfully,

Stephanie Renee L. Christian
3rd Grade Teacher, Wettengel Elementary School
Dededo
slchristian@gdoe.net

September 4, 2026

Attn: Senator Vince Borja - Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Jennifer Estella. I am a teacher at John F. Kennedy High School. I have worked in Guam's public schools for 15 years. I am writing in support of Bill No. 351-38 (COR).

I am writing on behalf of my colleagues, students, and myself. I asked my students to write about whether they think teachers should receive a raise. Their responses are why I chose to write this letter today. Collectively my students all agreed that, YES! Teachers deserve and should get a pay raise. Some explained how they see their teachers working around the clock, even after the dismissal bell rings. Teachers do more than teach. Majority mentioned how they see teachers paying for supplies to assist their students out of their own pocket and giving it all back to their students. Most of my students made it personal by saying that teachers are the reason they feel they want to be better and do better for themselves. I am proud of their responses, because it is my students' voices that will always matter to me. What they say, think, and feel speaks volumes of what my colleagues have done for them and continue to do for our students each year. Inspire, teach, support, train, assist, motivate, and encourage them to be responsible citizens in school and in our community. For myself, a handful of students wrote about how they enjoy my class and appreciate the atmosphere of positivity that they feel when they walk into our classroom. So whether or not this bill is passed. I hope and pray that you would consider the requests of what my students had to share. Please invest in my colleagues as they have been investing in our students each and every day.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Si Yu'os Ma'õse on this bill.

Respectfully,

A handwritten signature in black ink, appearing to read 'Jennifer Estella', written in a cursive style.

Jennifer Estella
Business Education Teacher
John F. Kennedy High School

Dear Senator Borja,

My name is Mrs. Princess Echon. I am a teacher at GWHS. I have worked in Guam's public schools for 3 years. I am writing in support of Bill No. 351-38 (COR).

Teaching is more than a job—it is a commitment to our students, our schools, and our island. However, retaining dedicated educators becomes increasingly difficult when compensation does not reflect the education, responsibilities, and demands placed on teachers. Bill 351-38 provides an opportunity to address this issue by allowing GDOE to establish a compensation structure that better reflects the realities of teaching on Guam.

As a relatively early-career teacher, I believe this legislation is about more than increasing pay. It is about valuing educators, retaining experienced teachers, and giving future teachers a reason to build their careers here on Guam. When we invest in our teachers, we ultimately invest in our students.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Mrs. Echon

ELA Teacher / GWHS

Dededo

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Julie Limtiaco. I am a Special Education Teacher at Maria A. Ulloa Elementary School. I have worked in Guam's public schools for 29 years.

I am writing in support of Bill No. 351-38 (COR).

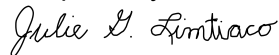
The pay gap has resulted in working part time practically my entire teaching career (mainly the after school programs and summer school and/ or ESY (Extended School Year). Although I am also working because the students need the services, a factor is the need for additional funds to cover basic living expenses. It is clear people did not enter the teaching profession for the salary. However, that does not mean we are not deserving of a higher pay.

As it stands, there is a high need for teachers and the students are the ones who truly lose out when they are in a class with a long term substitute or a teacher who is not certified to teach in a specific field/area. Given the demands placed on teachers, it is difficult to retain teachers, mainly due to the pay, resulting in teachers leaving GDOE to work for DODEA, relocating off island for better teaching opportunities, or just leaving the teaching profession altogether.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,



Julie G. Limtiaco

Special Education Teacher, Maria A. Ulloa Elementary

Village: Tamuning

Email: jglimtiaco@gdoe.net [REDACTED]

Dear Senator Borja,

My name is Sumahen Cabrera. I am writing as an alumnus and former student to express my strong support of Bill NO.351-38 (COR).

As a student, having teachers who were dedicated and invested in my education made a difference in my academic experience. Teachers often become some of the most influential adults in a student's life. They motivate students when they are struggling, celebrate their accomplishments, and help them believe in their potential. Providing enticing raises is one way to show educators that their dedication is recognized and appreciated.

Thank you for your time and consideration. I urge you to support Bill No. 351-38 (COR) and the educators who dedicate themselves to helping students succeed.

Thank you for your work on this bill.

Respectfully,

Sumahen Cabrera

Alumnus and former student

Mangliao

A solid black rectangular box used to redact the signature of Sumahen Cabrera.

September 1, 2026

The Honorable Vincent A.V. Borja
Senator, 38th Guam Legislature
Hagåtña, Guam

Dear Senator Borja:

I am writing in support of Bill No. 351-38 and to thank you for taking the lead on an issue that is so important to our island's educators, students, and families.

For many years, we have discussed the challenges of recruiting and retaining qualified educators within the Guam Department of Education. I appreciate that this legislation recognizes that compensation is not simply about providing employees with a pay increase. It is about creating a system that allows GDOE to compete for talented professionals, retain experienced educators, and build a stable workforce that can continue serving the children of Guam.

As this legislation moves forward, I hope it also opens the door to addressing some of the longstanding issues within our current pay structure.

One issue that is especially important to me is how we treat experienced educators who leave GDOE and later want to return. I personally know several former educators and close friends who left the department because of medical circumstances, family responsibilities, or other situations that required them to relocate. Some would genuinely like to return to our classrooms and serve our students again. Unfortunately, the financial reality of returning can make that decision extremely difficult when their previous years of service and salary progression are not adequately recognized and they are faced with returning near the bottom of the salary schedule.

We should not overlook these educators when we talk about recruitment.

Some of our best potential recruits may already know our schools, understand our students, hold the necessary certifications, and have years of successful classroom experience. We should be creating pathways to bring these educators back. I hope that the flexibility envisioned under Bill 351-38 will allow GDOE to establish policies that appropriately recognize prior GDOE service and relevant professional experience when educators return in good standing.

I also hope that a new compensation structure provides greater recognition for advanced education, specialized certifications, hard-to-fill positions, additional professional responsibilities, and areas in which Guam continues to experience shortages. Our compensation system should provide educators with meaningful opportunities for professional growth while encouraging talented individuals to remain within public education.

Retention must also be viewed as an investment. GDOE invests significant time and resources developing its educators through professional development, mentoring, certification,

training, and years of experience within our schools. When experienced educators leave, we lose much more than an employee. We lose institutional knowledge, expertise, relationships with students and families, and individuals who could otherwise mentor the next generation of educators.

Ultimately, this issue extends far beyond educator salaries. Recruitment and retention directly affect the quality and consistency of education our students receive. Persistent vacancies and turnover place additional demands on the educators who remain and make it more difficult for schools to provide students with the stable, experienced workforce they deserve.

Bill 351-38 presents an opportunity to rethink how Guam values, recruits, retains, and brings back its educators. I encourage you and your colleagues to continue engaging educators as the details of this new structure are developed and to ensure that the resulting system is competitive, equitable, sustainable, and responsive to the realities facing our schools.

Thank you, Senator Borja, for your leadership and for bringing this important conversation forward. I strongly support the intent of Bill 351-38 and appreciate your commitment to strengthening the education profession on Guam.

Si Yu'os Ma'åse' for your service and consideration.

Respectfully,

Orlando O. Cruz Jr.

September 4, 2026

The Honorable Senator Vincent Borja

Hagåtña, Guam

RE: Support for Bill No. 351-38

Dear Senator Borja:

I am writing in support of **Bill No. 351-38** and to advocate for stronger compensation and incentives for educators within the Guam Department of Education (GDOE).

As a specialized instructor in Music, I have seen firsthand the challenges GDOE faces in recruiting and retaining qualified teachers. Specialized areas such as music, band, choir, visual arts, and other elective programs require teachers with specific training, skills, and expertise. Unfortunately, compensation does not always reflect the value and specialization these educators bring to our schools.

One of the biggest concerns is teacher retention. GDOE needs to provide stronger incentives and competitive pay to encourage teachers to remain in the public school system rather than leaving for DODEA or charter schools, where compensation and working conditions may be more competitive.

There is also an issue of pay equity for uncertified teachers. An uncertified instructor entering a charter school in their first year can make more than an uncertified instructor beginning their career in a public school. This creates a difficult situation, especially when many of these public school instructors are actively working toward certification and are committed to becoming fully certified educators within GDOE.

It is difficult to encourage individuals to pursue certification and remain in public education when they can potentially earn more elsewhere while having similar responsibilities. The system should provide an incentive for these educators to stay, grow, become certified, and build their careers within GDOE, rather than losing them to other educational systems.

As a music educator, I believe that investing in teachers is ultimately an investment in our students. Stronger compensation and meaningful incentives can help GDOE attract qualified educators, retain experienced teachers, and strengthen programs that are essential to a well-rounded education.

Thank you for your service to our island and for your continued support of public education. I appreciate your consideration of the concerns of teachers working directly with our students every day.

Respectfully,

Rhojine Javinal

Music/Choir Educator

Agueda I. Johnston Middle School

Guam Department of Education

September 2, 2026

TESTIMONY IN SUPPORT OF TEACHER SALARY INCREASE

Honorable Members of the Legislature,

I am teacher in the district of Mangilao. I am requesting for all teachers working in the public schools to get a salary increase because teachers carry many responsibilities that go beyond classroom instruction. Our work does not end at our job site because we spend countless hours teaching, planning, assessing students' achievement, inputting data, computing grades, attending meetings with grade level, faculty, parents', and committees, completing reports, providing student interventions, parent communication, supervision in class and in the playground when there are no school aides available. We are also paraeducators when aides are absent and there is no one to assist a student with a disability. We are also counselors because we listen to students' problems, resolve conflicts, and provide emotional support. We are also nurses when we tend to students' injuries and illnesses. Teachers should be compensated for every personal investment for additional education, roles that they do to become highly qualified professionals.

Our community relies on teachers to provide a high-quality education for our students, but we cannot sustain academic excellence without investing in people who deliver it. Our salaries are below the national average of about \$15,000 or more for the school year of 25-26. I am aware of the Hay Study in 2010 when we were given a 20% raise, as well as, the principals, and the principals had another 15% raise. For this I am grateful. However, we cannot afford to rely on a one-time solution every decade and a half to get a raise, because the cost of living continues to rise and other increased expenditure causes financial hardship on working family. Salaries must continue to be addressed annually and not every decade and a half to reflect a teachers' years of service, experience, and responsibilities.

I urge the legislative branch to prioritize an annual competitive wage increase to retain veteran teachers and recruitment of teachers. The cost of living and inflation should not wait a decade and a half to be reviewed and increased. Teachers' responsibilities do not wait a decade and a half, yet we are expected to wait a decade and a half for our salaries to be addressed and adjusted. It's really sad that we have to wait every decade and a half to be fairly recognized, when we are the foundation upon every profession is built upon.

I respectfully urge the Legislature to support a salary raise annually to bring our salaries closer to, or in line with national teacher standards. A system in which teacher salaries are ongoing commitment and reviewed annually and not every decade and a half should be enforced. Our salary increase should reflect the many roles we do and the enormous responsibilities we teachers do.

Respectfully,

Joyce G. Cruz

Letter of support for Bill No. 351-38 (COR)

Send to contact@senatorvinceborja.com

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Dana Bollinger. I am a teacher at John F. Kennedy High School. I have worked in Guam's public schools for 23 years.

I am writing in support of Bill No. 351-38 (COR).

The pay gap here on Guam is an issue that needs to be addressed. For over 20 years I have worked in the public school system, I enjoy the students here, my culture, my family is here, and Guam is where I want to continue to call home. Staying here has been a decision that I keep wondering if it is the right one. Inflation is getting higher, housing and rent has almost priced out the average middle class, which is a teacher, that is our bracket. Utilities, gas, food, healthcare, every part of basic living is rising. I have children here and I many times considered moving in order to have more opportunities offered in the states.

I have known many teachers who get offered positions in DODEA, DOE in other states and have left Guam to pursue these better opportunities. It leaves schools scrambling to find someone qualified and willing to take a pay cut, or start their career and a very low starting salary. We are one of the unique professions that need to spend our own money to get higher degrees if we want to get paid more as a teacher III-VI. Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Dana Bollinger

Teacher, JFKHS

Barrigada



Office of Senator Borja <contact@senatorvinceborja.com>

Support for Bill No. 351-38 (COR)

1 message

Dylan Orot [REDACTED]

Sat, Sep 5, 2026 at 12:35 PM

To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Dear Senator Borja,

My name is Dr. Dylan Orot. I am a classroom teacher at John F. Kennedy High School. I have worked in Guam's public schools for 11 years. I am writing in support of Bill No. 351-38 (COR). Over the years of my teaching career, I have seen teachers leave my school for financial reasons, accepting teaching positions in the States, Japan, Korea, or here at home in the DODEA school system. Most of my colleagues cite better pay as one of their reasons for leaving. I must admit that the pay scale appears more attractive when discussed with colleagues, and I have considered leaving GDOE for better pay. Personally, the standard of living has been increasing on Guam, and the wages have not kept pace: my mortgage, groceries, child care, medical bills, gas, and everyday conveniences that help one enjoy life like a trip to the movies has gotten more expensive.

Oftentimes, teachers leave in the middle of the school year for better opportunities, which leaves the school scrambling to find substitute teachers for those teachers' classes. In turn, student learning and academic progress isn't happening in the classroom. Unqualified long-term substitutes—that is, those whose expertise is not in the field they're teaching like Math or English—affect students down the line leading to learning loss and for next year's classroom teacher to "pick up the slack" of teaching students what they were supposed to learn the grade before in a proper classroom with a fully certified teacher. Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill.

Respectfully,
Dylan Orot, Ed.D.
Teacher, John F. Kennedy High School
Tamuning

September 10, 2026

The Honorable Senator Vince Borja
Guam Legislature
Hagåtña, Guam

Re: Bill 351-38 – Increasing Compensation for Guam’s Teachers

Dear Senator Borja:

My name is **Domingo L. Ocampo**, and I have taught 7th Grade Science at Astumbo Middle School for more than **15 years**. My wife has served as a GDOE special education teacher for over **30 years**. I write to respectfully urge your support for **Bill 351-38**, and to ask that the pay increase take effect **October 1, 2027**, rather than being delayed to October 1, 2028.

Guam teachers earn an average of approximately **\$61,000** per year, compared with a national average of roughly **\$76,500** – a gap of about **\$15,500 annually**. This disparity is made worse by Guam’s significantly higher cost of living: gasoline, utilities, groceries, and housing all cost more here than in most of the mainland United States. Guam teachers are asked to meet the same professional standards as their mainland counterparts while earning less and paying more for basic necessities.

This disparity is directly driving a **recruitment and retention crisis** within GDOE. My wife and I have watched excellent, experienced colleagues leave Guam entirely or leave the teaching profession because they could no longer justify the financial sacrifice of staying. Guam competes not only with local industries but with school districts across the United States that offer higher pay and a lower cost of living. When teachers leave, Guam loses far more than a position to fill – it loses institutional knowledge, mentorship for newer teachers, and continuity for students, particularly in high-need areas such as science. GDOE is left in a constant cycle of recruiting and training replacements rather than retaining the experienced educators it has already invested in.

Competitive compensation is not a line item – it is a statement of what Guam believes its children and its teachers are worth. Every year this gap persists, we tell our most dedicated educators that their years of service, their sacrifice, and their commitment to Guam’s students are simply not enough to be worth staying for. That is unacceptable, and it must change. If Guam truly values its teachers, our actions have to match our words: compensation must be strong enough that remaining in Guam is not an act of financial sacrifice, but a proud and sustainable choice – one that lets educators support their families today and retire with the dignity they have earned.

I respectfully ask you to:

- Support **Bill 351-38** and its goal of bringing Guam teacher pay closer to national levels.
- Support an effective date of **October 1, 2027**, not October 1, 2028.
- Recognize Guam’s higher cost of living when comparing teacher pay to mainland salaries.
- Recognize that competitive pay is essential to solving GDOE’s teacher recruitment and retention crisis.

Delaying meaningful compensation for another year means another year of financial pressure on Guam’s teachers, and another year in which experienced educators may decide that remaining in Guam is no longer sustainable. Thank you for your time, consideration, and service to the people of Guam. I sincerely hope you will stand with Guam’s teachers and support Bill 351-38, effective **October 1, 2027**.

Respectfully,

Domingo L. Ocampo
Teacher, 7th Grade Science
Astumbo Middle School
Guam Department of Education

Letter of Support Regarding the Pay Gap for Guam Educators

September 8, 2026

Dear Senator Borja,

I am writing in support of addressing the pay gap affecting educators on Guam.

I am a CHamoru educator at Merizo Martyrs' Memorial School, where I have proudly served for five years. As a CHamoru teacher, I teach not only the language, but also our culture, history, traditions, and the importance of preserving and perpetuating our CHamoru heritage. Each day, I teach and care for more than 80 plus students, doing my best to provide them with meaningful and culturally relevant learning experiences.

However, the current cost of living on Guam does not sufficiently match the salary I receive as an educator. The pay gap has made it increasingly difficult to meet everyday financial obligations, while the costs of housing, food, transportation, utilities, and other necessities continue to rise. It is discouraging to work hard in a profession that I deeply value and still struggle financially.

I have also watched valued coworkers leave Guam because they could no longer afford to remain here. Losing experienced educators affects not only our schools, but also our students and our ability to preserve and strengthen CHamoru language and culture.

I respectfully ask that our educators be recognized and fairly compensated for the important work we do for the children and future of Guam. Supporting educators is an investment in our students, our schools, and our island.

Thank you for listening to the voices of Guam's educators and for supporting efforts to address this issue.

Respectfully,

Darlene C. Leon Guerrero
CHamoru Teacher
Merizo Martyrs' Memorial School

TO: Senator Borja

FROM: Christine Joy B. Mallari, English Teacher, JFKHS

DATE: September 2, 2026

RE: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Christine Mallari. I am an English teacher at JFKHS. I have worked in Guam's public schools for almost 20 years and am a proud graduate of our Guam Public School System.

I am writing in support of Bill No. 351-38 (COR).

Over my almost two decades of teaching, I have had many soul-searching moments about whether to continue teaching. Although my passion for teaching has only grown, the workload versus the compensation is a practical consideration I find myself wrestling with again and again. When prospective teachers ask for advice, teacher pay is something I make sure they are aware of. It is one thing to find fulfillment in a career, but we shouldn't have to compromise financial security to do so. I am fortunate to have a smaller household and can live within our means. Yet I, like so many teachers, make it a point to foster a warm and welcoming classroom furnished with books and other supplies that I pay for out of pocket. However, our family—and many others like ours—are one medical emergency or other major unexpected expense away from really struggling. I hope that this bill can give our current and prospective teachers more peace of mind.

In recent years, the decrease in the number of new teachers, along with the increase in teachers leaving for greener pastures, has meant that students are not being nurtured as fully as they

deserve. Teachers have to contend with larger class sizes and less time per student, and students may go without a certified teacher for months on end when there is no one to fill a vacancy. I hope that this bill can effectively and strategically allow us to invest in Guam's future by keeping our teachers in our public schools and encouraging future teachers to pursue this vocation without having to depend on a second job.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

A handwritten signature in black ink, appearing to read "C. Mallari", with a stylized flourish at the end.

Christine Joy B. Mallari

English Teacher & Accreditation Co-Coordinator

John F. Kennedy High School

Dededo, Guam

Håfa Adai Senator Borja,

I am writing to urge your immediate leadership as Chair of the Committee on Education to address the critical gap in teacher compensation on Guam, where public school educators remain among the lowest paid nationally. Facing an ever-increasing cost of living on-island, our teachers are struggling to stay in the profession, leading to severe retention challenges, classroom shortages, and increased burnout among remaining staff. I ask that you introduce and champion legislation in the 38th Guam Legislature to increase baseline salaries for Guam Department of Education teachers so we can support our educators and secure the future of our students.

Sincerely,

Tracy A. Salinas

ESL Coordinator, Price Elementary School



Håfa Adai,

My name is Jazia Macias, and I am a sixth-year middle school mathematics teacher at Agueda I. Johnston Middle School. Throughout my six years of teaching, I have genuinely loved my job. I love teaching students, helping them grow, inspiring them to become better versions of themselves, and getting to know the many different personalities that walk into my classroom each day.

But loving this profession does not mean that it is easy.

Teaching requires tough skin. Some days are mentally exhausting, physically draining, and emotionally overwhelming. Teachers take on so much more than simply delivering lessons. As educators, we wear many hats. We are teachers, counselors, nurses, mentors, problem-solvers, and, in many cases, parental figures for students who feel deeply connected to us. We do it all because we care.

I would be lying if I said this job was not extremely demanding. The fatigue teachers experience at the end of the day can be difficult to explain to someone who has never stood in front of a classroom. The mental and emotional toll is real. Unfortunately, what does not match the demands of this profession is our pay.

As a sixth-year teacher, I earn approximately \$48,000 annually. After deductions, I bring home approximately \$1,480 per paycheck, or roughly \$2,960 per month. Let us be transparent about what that looks like in real life.

My household expenses include:

- **Rent:** approximately \$1,300 per month
- **Power:** approximately \$300 per month
- **Water:** approximately \$80 per month
- **Car insurance:** approximately \$90 per month
- **Daycare for my two-year-old son:** approximately \$900 per month

That alone accounts for approximately \$2,670 each month, before groceries, gas, phone bills, medical expenses, emergencies, and countless other necessary expenses.

And this does not even include savings.

My husband and I are a dual-income household, yet it often feels as though we are barely getting by. Even as a mathematics teacher, it can be difficult to make the numbers work. There is often little left to save, and lately, I have found myself pulling from my savings more than I would like just to manage unexpected expenses. We are living paycheck to paycheck.

What is especially frustrating is being told that our household “makes too much” to qualify for assistance. We do not qualify for food assistance, housing assistance, utility assistance, or other programs designed to help families who are struggling financially. We did not even qualify for WIC when I gave birth.

So I have to ask:

How is it that I spend approximately 70% of my week educating, mentoring, and caring for Guam's children and adolescents, yet I struggle to afford quality care for my own child?

That is the reality many educators are facing.

Teaching comes with challenges. It places strains on our minds, our emotions, and our bodies. Unfortunately, for many educators, it also comes with significant financial strain. Over the years, I have watched coworkers and fellow teachers leave the profession. They did not leave because they did not love teaching. Many of them were passionate, dedicated educators who cared deeply about their students. They left because the compensation simply did not match the demands of the job.

I love my job. I love my students. I love my coworkers. I love being an educator. But I honestly do not know how much longer educators can continue carrying this level of responsibility while struggling financially. And before anyone says that teachers should simply advance themselves professionally, I am doing exactly that. I am currently pursuing my master's degree and expect to graduate at the end of this month. I am investing additional time, energy, and money into becoming a better educator and advancing in my profession. Hopefully, earning my master's degree will provide my family with a little more breathing room financially. However, there is another reality: once I graduate, I will also begin repaying the student loans I took out to earn that degree.

We continue to hear about shortages of teachers, paraeducators, one-to-one aides, school aides, and other essential education professionals.

The question should be:

How do we make these professions more appealing?

The answer is straightforward.

We must raise the pay.

If Guam truly values education, our students, and the professionals who dedicate their lives to serving them, then educator compensation must reflect that value. Competitive salaries are not simply about rewarding teachers. Fair compensation is about recruitment, retention, stability, and ensuring that Guam's children have qualified, dedicated professionals in their classrooms.

That is why I strongly support efforts to bring Guam educator salaries closer to 95% of the national average.

This is not about asking for luxury. This is about asking for the ability to live. To pay our bills without constantly worrying about the next emergency. To save for our children's futures. To afford childcare. To remain in the profession we love without sacrificing our own financial stability.

Guam's educators are asking to be valued, not just with words of appreciation, but with meaningful action.

Raise the pay. Support our educators. Invest in our schools. Invest in Guam's future.

Thank you for taking the time to hear my story and for considering the realities that so many educators across Guam are experiencing.

Respectfully,
Jazia Macias
Middle School Mathematics Teacher
Agueda I. Johnston Middle School

September 1, 2026
The Honorable Vincent A.V. Borja
Senator, 38th Guam Legislature
Hagåtña, Guam

Dear Senator Borja,

I am writing to sincerely thank you for taking the lead on Bill No. 351-38 and to express my full support for this important legislation.

As an educator who has served our island for three decades, I know firsthand how difficult it can be to remain committed to this profession while carrying the constant weight of financial uncertainty. The struggle to make ends meet is always at the forefront of my mind, and I know that many other educators on Guam feel the same way. We love what we do, we care deeply about our students, and we want to continue serving our island, but dedication alone cannot pay the bills or provide financial security for our families.

Over the years, I have watched several talented and dedicated educators leave Guam to pursue their careers in the mainland United States because they could earn substantially higher salaries there. Many would have preferred to stay home, close to their families and the community they love, but financially, they felt they had no other choice. Other educators have left the Guam Department of Education to teach in the federal school system, where higher compensation allows them to better support their families.

Each time an experienced educator leaves, our schools lose more than a teacher. We lose years of knowledge, mentorship, stability, and a person who understands our island, our culture, and the unique needs of our students. Our children and our entire community feel that loss.

Bill No. 351-38 gives me hope that Guam can begin addressing this long-standing problem in a meaningful way. Our educators deserve compensation that reflects the importance of their work, their education, their experience, and the rising cost of living on our island. Most importantly, they deserve to earn a livable wage without having to leave Guam or the public school system to support their families.

Thank you, Senator Borja, for recognizing this need and for leading an effort that could make a real difference in the lives of Guam's educators. I also extend my appreciation to the other senators who joined you in authoring and supporting this measure. Your willingness to stand behind our educators sends an important message that our work is seen and valued.

I wholeheartedly support Bill No. 351-38 and respectfully urge you and your colleagues to continue moving it forward. Investing in educators is an investment in our children, our schools, and the future of Guam.

With sincere gratitude and support,

Christopher R. Leon Guerrero
Educator for 30 Years
Dededo

September 8, 2026

Håfa Adai Honorable Senator Vince Borja,

I would like to take this opportunity to say “Un Dångkolu na Si Yu’os Ma’åse” to you for coming up with this idea and recognizing the fact that as teachers, we work hard, every day, we are counselors, nurses, parents, school aides, custodians, all of it. You are the first senator to recognize our value. We go through so much every day and I don’t feel appreciated sometimes. Sometimes I feel like no matter what we do, or what I do, it is never enough. So when I feel that way, I try to do more, to get rid of the feeling of being an inadequate teacher. I have been teaching for twenty-one years, I am a Master Educator, Teacher Four. I have a bachelor’s degree in Elementary Education with a specialty in CHamoru Language and Culture and I have a master’s degree in Educational Leadership. I come to work for my students, I love my job.

I have left the department to go and work with DODEA, I did not stay there for long, I came back to G.D.O.E. because I wanted to be with our students, the students of Guam. I then left the classroom to go and work downtown with the CHamoru Studies Division, again, I left there and came back to the classroom. It is where I belong, it is my calling, it is what makes me happy, and it is absolutely what gives me joy.

I recently went on vacation to California during the summer, and I met up with a former teacher from Price Elementary school, she and I have the same exact credentials, and when I told her that I was only making \$73, 025.00 a year, she was shocked. She then told me what her pay was, she is currently making \$110,000.00 a year. Imagine that, they also have amazing classrooms and new desks and chairs and every luxury that we would all love to enjoy here on Guam. I would love to get a bump in pay, I feel like I deserve it. I provide my own materials, I don’t want to list them all otherwise, this letter will be four pages long.

Senator Borja I know so many amazing teachers, they have been teaching much longer than I have been, and even with their credentials, they are not making what they are worth. We deserve this recognition, we deserve to be comparable to the national average pay of teachers, but we are not. This only tells me one thing, we are undervalued and underpaid!! Imagine if all of the teachers on Guam were to leave the island and go and teach in the states. I know many teachers that have left the island to go and do exactly that. I am barely making ends meet, but I still show up for my students. This is where I am supposed to be, so please sir, let’s try to get this idea to become a reality. The teachers of Guam deserve it. Maybe when this happens we won’t lose teachers to the mainland, or to DODEA where they get paid what they are worth.

I thank you for listening to me, letting voice my concerns and feelings. This means the world to me.

Sincerely Yours,

Angelica C. Mariano

Siñora Angelica C. Mariano, Ma’estran CHamoru, Price Elementary School



Office of Senator Borja <contact@senatorvinceborja.com>

letter of support to pay increase teachers

1 message

Bayron Martinez [REDACTED]

Sat, Aug 29, 2026 at 6:11 PM

To: contact@senatorvinceborja.com

I, Dr. Martinez, submitted my application to GDOE three years ago. Despite my 23 years of experience, I was only offered a starting salary of \$52,000 per year. Unfortunately, due to an administrative error, I did not receive payment during the summer months. This situation was quite distressing. Many experienced teachers like myself are facing similar challenges, being hired without proper recognition for our years of service. It is unjust to be compensated as a new graduate when we have dedicated over two decades to education. I fully endorse this bill.

Sent from my iPhone Bayron Martinez



Office of Senator Borja <contact@senatorvinceborja.com>

Bill 351-38 TESTIMONY-A STORY ABOUT OUR STUDENTS

1 message

Benjamin Limes

Thu, Sep 10, 2026 at 9:00 AM

Reply-To: Benjamin Limes

To: "office.senatorborja@guamlegislature.gov" <office.senatorborja@guamlegislature.gov>

Håfa Adai Senators,

My name is Joylene Blas Limes. I have served as a teacher for 30 years, and for the last 13 years I have taught students of our Dededo Astumbo Machanao Ysengsong and NCS areas in the Guam Department of Education.

I am here to tell you about our children & why this bill is important for them.

Too many times in my school community, I have come across our children in crisis.

The child with broken shoes.

The child with smelly clothes, matted hair, and a uniform stained with soot.

I have been told, too many times, by these same children the stories of children living in a dry home with no running water, no lights, and no food.

For over 10 years in GDOE, I have tried to help in any way I can, sending outreach and social workers to assist. My colleagues and I have supported these children by donations of uniforms, canned goods, any household items we can help with first-hand and through organizations and church ministries we volunteer at. We have reported cases to DPHSS-CPS and continue to do this because that is what teachers do. We don't just teach. We care. We also hope. We hope that providing these same children with a vision of a better future and a drive to thrive to their highest potential, we can break the cycle of poverty, abuse, and neglect.

But Senators, I have to ask: "How many more years can we all keep doing this?"

With the cost of living rising, the cost of school supplies rising, and the cost of classroom student prizes & incentives rising, many of my colleagues and I are asking the same question. We are not sure how much longer we can afford to fill these gaps.

And the bigger question is this: "How many more years can our communities survive if GDOE will not invest in GDOE teachers and their students?"

We should not have to beg for this.

Our GDOE. Our Children. Our Future.

That should have already been the priority.

Bill 351-38 is that investment. It is long overdue. A better salary means teachers can stay. It means teachers can afford to keep showing up for the child with broken shoes, without going broke themselves and being left to choose between supporting their/our own families or their/our students' needs. It means we can focus on teaching, investing in our professional development and student learning, instead of mere survival.

Please pass Bill 351-38. Our children are watching. Most especially, so are the teachers who love them.

Si Yu'os Ma'åse',

Joylene Blas Limes Ed.D.

Teacher, Guam Department of Education

30 Years in Education | Doctorate in Education

President, Dededo Parish Confraternity of Christian Mothers

Vice President, Guam Island Board Confraternity of Christian Mothers

*



Office of Senator Borja <contact@senatorvinceborja.com>

BILL 351-38

1 message

Leynebel Leysa Senodo <lisenodo@gdoe.net>

Mon, Aug 31, 2026 at 6:27 PM

To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Hafa Adai, Senator Borja,

My name is Leynebel Senodo, and I have been a GDOE science teacher for 23 years. Teaching has been my first and only profession, and I have stayed in this field because I truly love what I do - to educate and inspire the young generation who will become the future of our island.

I am aware of the salary differences between Guam and other states across the nation. With the rising cost of living and inflation, I have realized how difficult it has become to meet my family's daily needs with the current salary that we receive as teachers.

With the increasing cost of basic necessities such as power, water, and groceries, it has become harder to make ends meet on my income, even after 23 years of experience as a teacher. I often ask myself, "Isn't it true that if I stay longer in this profession and gain more experience, my pay should also increase?" What I have realized, however, is that my salary has not made a significant difference from year to year. Despite my years of service and experience, it is still not enough to keep up with the rising cost of living.

I do not blame the teachers who have chosen to leave GDOE or move off-island in search of better opportunities. I have known several science teachers who have left GDOE and found better-paying jobs off-island. Losing experienced teachers is difficult, especially when we need dedicated educators to serve the students of Guam.

On a personal level, I have a son with special needs, and providing for his needs: including food, medical appointments, and additional support which requires significant financial resources. As a parent, I want to be able to provide him with the care and opportunities he deserves. Having a better income would make a meaningful difference for my family.

If the Guam Department of Education can increase teacher salaries as proposed in Bill 351-38, it would be a tremendous help to my family and to many other teachers who are struggling with the rising cost of living. More importantly, I believe that investing in our teachers is an investment in the children and future of Guam.

I respectfully ask for your support of Bill 351-38 and for your consideration of the teachers who have dedicated years of their lives to educating the children of our island.

Si Yu'us Ma'ase' for your time and consideration.

Sincerely,

Leynebel Senodo
GDOE Science Teacher

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Leynebel L. Senodo
Science Teacher
JFKHS Guam

Guam Department of Education 2026



Office of Senator Borja <contact@senatorvinceborja.com>

Bill 351-38

1 message

Anna Marie Bermudes <ambermudes@gdoe.net>
To: contact@senatorvinceborja.com

Mon, Aug 31, 2026 at 10:27 AM

Senator Borja,

Hafa adai. I am a teacher at LP Untalan Middle School. I know you are very familiar with our school as a former coach. You've seen the dedication and professionalism of our teachers firsthand. Bringing educator pay up to date and keeping it competitive is more than giving teachers what they've earned. It's an incentive to attract talent. It's motivation for the most experienced teachers to resist off-island and private sector jobs and retirement. It's an investment in our future. And it is a message to students, parents and everyone - the people of Guam prioritize education. Our leaders do not just talk about it or make promises, they deliver.

There is no better investment in our future than to invest in education. I stand with my colleagues in support of Bill 351-38 to raise teacher pay to 95% parity with stateside pay or better.

--

Anna Marie B. Paulino
Teacher, 8th grade Math
L.P. Untalan Middle School

Tel: (671) 735-3110
ambermudes@gdoe.net

"Tomorrow belongs to those who prepare for it today."
-Malcolm X

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Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Bill No. 351-38 (COR)**

1 message

**LucyMarie Ignacio** [REDACTED]

Tue, Sep 8, 2026 at 12:54 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

LucyMarie Siguenza Ignacio  
CHamoru Teacher/Finegayan Elementary  
Dededo  
[REDACTED]

Dear Senator Borja,

My name is LucyMarie Siguenza Ignacio. I am a CHamoru Teacher at Finegayan Elementary School. I have been working in Guam's public schools for over 34 years.

I just buried my disabled brother last month whom was living with me. I am taking care of my disabled mom, and my disabled grandson, and I am disabled myself. I have friends and relatives who worked two jobs, and others relocate off-island for better job opportunities.

As educators, we spend out of our pockets for materials for resources, and prizes for incentives. At our school, we have gone through classes being split due to no coverage. In one year, we had two to three special needs students in each Kindergarten class. It is very difficult to teach especially when there is no one-to-one aide, and when there is a shortage of faculties and staffs.

By bringing our salaries to ninety-five percent of the national average teacher salary, would help keep our teachers from leaving, and students from suffering more. Therefore, I ask of you and the Committee to pass Bill No. 351-38 (COR).

Si Yu'os Ma'åse'



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Letter in support of Bill No. 351-38 (COR)**

1 message

**Jana Salas**

Wed, Sep 9, 2026 at 11:20 AM

To: contact@senatorvinceborja.com

Dear Senator Borja:

My name is Jana Salas, and I am a teacher at Luis P. Untalan Middle School. I have worked in Guam's public schools for almost 22 years.

I am writing in support of Bill No. 351-38 (COR).

If I were not married and had to depend on my salary alone, I would not be able to afford rent, food, transportation, utilities, and other basic necessities without a roommate to help share the costs. The cost of living continues to rise each year, yet our teacher salaries remain among the lowest in the United States and its territories. Living from paycheck to paycheck is a reality for many educators.

Despite these challenges, I love being a teacher. I love being in the classroom, interacting with my students, and learning alongside them. Many of our students also come from families that are struggling financially. Because of this, I try to keep required school supplies to a minimum—a notebook and a pencil or pen—and I purchase extras for students who cannot afford even those basic supplies.

Teachers routinely spend their own money to provide what their classrooms and students need. Our teacher tax credit for classroom purchases is only \$250. When the Department of Public Health informed us that our classroom windows needed to be covered with sheer curtains rather than paper, I purchased the curtains myself. This is just one small example of the many expenses teachers quietly absorb because we want our classrooms to be safe, welcoming, and ready for our students.

Every year, we hear that DOE's budget is tight and that we need to make do with what we have. What we also have, year after year, are teacher vacancies that can take months to fill. To help our schools function, teachers give up preparation periods to cover classes or accept additional students into already full classrooms so that students are not left sitting in the cafeteria with nothing meaningful to do.

Our long-term substitutes do what they can, and their willingness to help is appreciated. However, they cannot always provide the content knowledge, instructional strategies, and continuity that certified teachers bring to the classroom.

At my school alone, we lost four teachers at the end of the last school year because they chose to pursue better opportunities elsewhere. We also lost a very dedicated teacher who finally retired after more than 30 years of service. When experienced teachers leave and positions remain vacant, the impact is ultimately felt by our students.

Bringing Guam teacher salaries to 95 percent of the national average teacher salary over five years would be an important investment in retaining the teachers we already have and making Guam a more competitive place for qualified educators to build their careers.

This bill is not simply about increasing teacher salaries. It is about keeping qualified teachers in our classrooms, providing stability in our schools, and ensuring that Guam's children have consistent access to the educators they deserve.

After almost 22 years in Guam's public schools, I remain committed to this profession and to our students. I respectfully ask you and the Committee to support and pass Bill No. 351-38 (COR).

Thank you for your time, your consideration, and your work on this bill.

Respectfully,

Jana Salas

Teacher

Luis P. Untalan Middle School



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of support bill 351-38**

2 messages

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**Charlene Marie Q. Santos-Arriola** <cqsantosarriola@gdoe.net>  
To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Tue, Sep 8, 2026 at 8:33 AM

Sir,

I am writing to you in support of bill#351-38 due to I am a current CHamoru Teacher and this special trait needs this bill to continue my career most especially here in Guam where everything is expensive.

Charlene Santos-Arriola  
CHamoru Teacher  
Finegayan Elem. School

Guam Department of Education 2026

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**Office of Senator Borja** <contact@senatorvinceborja.com>  
To: "Charlene Marie Q. Santos-Arriola" <cqsantosarriola@gdoe.net>

Tue, Sep 8, 2026 at 8:37 AM

Hafa Adai,

Acknowledging receipt of your email. Thank you for sharing your thoughts and testimony. Please contact us for any questions or concerns.

Respectfully,

**Office of Senator Vincent A.V. Borja**

Committee on Education, Libraries, & Public  
Broadcasting

**38th Guam Legislature**

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

T +1 (671) 969-8423

E [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com)

[Quoted text hidden]





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of Support for Bill 351-38**

1 message

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**AAA** [REDACTED]  
To: contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 1:02 PM

**Letter of support for Bill No. 351-38 (COR)****September 10, 2026**

The Honorable Vince Borja  
238 Archbishop Felixberto Chamacho Flores St Ste 502  
Hagåtña, 96910, Guam

Dear Senator Borja,

I hope this letter finds you well. My name is Arabelle Audije and I'm a teacher at Wettengel Elementary School. I have 25 years under my belt with 12 years teaching 1<sup>st</sup> grade; 13 years in 2<sup>nd</sup>.

Teachers are notoriously underpaid in general. The disparity in pay compared to the national average has been an issue for many of us for many years. During a visit to New Jersey in 2022, I was spoke to some relatives who shared with me that the median salary ranged close to, if not exactly, six figures – imagine that! Yet here we are, on Guam, struggling to make ends meet as the economy worsens and prices grow higher.

As a single individual, I don't have a joint income pool which makes things uniquely challenging when it comes to supporting myself and my children. An increment in mere change every 18 months does not suffice these days when it comes to high rent market, rising utility prices, groceries, and other amenities that we choose to make a comfortable lifestyle. Prices are rising all around us yet our salaries barely make any movement.

Students end up suffering as well. With the vacancies and shortage of teachers and other positions in the department, students end up casualties in education. Students are often split into other classes or left with substitute teachers (often school aides). As a result, deprived from the education they deserve. This is primarily because the salary and expectations of teachers are not worth enduring, much less enticing as an occupation and career.

Passing Bill No. 351-38 (COR) would surely improve the situation for our island: our children and their teachers. As I am unable to attend the hearing, I hope this letter helps. Thank you so much.

Respectfully,

Arabelle Audije  
2<sup>nd</sup> Grade Teacher, Wettengel Elementary School  
Dededo



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of Support for Bill 351-38**

1 message

**Rene R. Balbin** <rbalbin@guamcourts.gov>

Fri, Sep 4, 2026 at 8:03 AM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Rene R. Balbin  
  


September 4, 2026

The Honorable Vincent A.V. Borja  
Chairperson, Committee on Education  
I Liheslaturan Guåhan / 38th Guam Legislature  
Guam Congress Building  
Hagåtña, Guam 96910

**SUBJECT: Strong Support for Bill No. 351-38 (COR) – Independent Authority for GDOE Educator Classification, Compensation, and Benefit Structure**

Håfa Adai Chairperson Borja and Members of the Committee on Education,

My name is Rene R. Balbin, and I am writing to you today as a proud husband of a Guam Department of Education (GDOE) teacher to express my strong support for Bill 351-38. This critical piece of legislation is a necessary step toward properly compensating our educators and addressing the severe retention issues plaguing our public school system.

Every day, I see firsthand the immense sacrifices my wife makes for her students and our community. She has dedicated over 25 years of her life as a GDOE teacher, giving a quarter of a century of loyal service to the children of Guam. Yet, her workday still does not end when the school bell rings. Long after contractual hours have passed, our home transforms into an extension of her classroom. I watch her spend her evenings grading papers, meticulously preparing lesson plans, and making calls to parents to ensure her students have the support they need to succeed.

It has gotten to the point where I have repeatedly told her to stop staying back at work, to stop working past 4:00 PM if she is not getting compensated, and to just come home. But like so many dedicated educators, her love for her students keeps her pushing past exhaustion. This uncompensated overtime is not a rare exception—it is her daily reality. The true reward for her dedication comes when we are out in public and she sees the fruits of her labor firsthand. Former students, now grown adults, frequently approach her just to thank her for being such a great teacher and for the lasting impact she made on their lives. Yet, despite over 25 years of changing lives and extreme dedication, public school educators on Guam are compensated at rates that rank at the very bottom nationwide.

As the cost of living, housing, and healthcare on Guam continue to skyrocket, it is becoming increasingly unsustainable for even our most veteran, dedicated teachers to remain in the classroom. We have watched too many of her talented colleagues and friends leave the island or

abandon the profession entirely for jurisdictions that offer competitive pay aligned with their true worth. When teachers leave, our children suffer from classroom instability and a lack of continuity.

Bill 351-38 provides a sensible, collaborative solution by granting the Guam Education Board the autonomy to negotiate a realistic, competitive salary structure alongside the Guam Federation of Teachers. Aiming for 95% of the national average will go a long way in showing educators that their late nights, personal expenses, and lifetime of emotional investment are truly valued.

We are already paying the price of teacher turnover and classroom vacancies. It is time to invest those resources into keeping our best teachers where they belong—in Guam's classrooms. I urge your committee and the entire 38th Guam Legislature to pass Bill 351-38 swiftly.

Thank you for your time, your leadership, and your continued support of Guam's educators and students.

Si Yu'os Ma'åse',

Rene R. Balbin  
Senior Probation Officer  
Adult Probation Office  
Drugs and Alcohol Section  
Judiciary of Guam  
Telephone: (671) 475-0082  
Email: [rbalbin@guamcourts.gov](mailto:rbalbin@guamcourts.gov)





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Letter of support for Bill No. 351-38 (COR)**

1 message

**Alysa E.C. Bustamante** <acustamante@gdoe.net>

Sun, Sep 6, 2026 at 5:49 PM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Alysa Bustamante. I am a kindergarten teacher at Inalåhan Elementary School. I have worked in Guam's public schools for a total of 9 years: 5 years as a substitute/teacher's assistant and 4 years as a certified teacher.

I am writing in enthusiastic support of Bill No. 351-38 (COR).

Being a teacher has always been my life's calling, and I could not be more proud of the career path that I have chosen, but as you may know, the significant pay gap has and will always be a continuing struggle to adequately survive in our island's economy. Aside from my classroom and students, raising my family is my top priority. As a single income household, it has been quite challenging at times to simply afford the cost of living on my current salary. I did not imagine that going to college, earning my degree, and choosing to be a public servant would still mean that my family and I would be "living paycheck to paycheck". I have had no choice but to seek opportunities for additional income, such as Early Bird tutoring and professional development trainings during the summer, just so that I would be able to earn a little more here and there to provide for my family. I just find it ironic that the more I have to go out of my way to find additional income for my family, the less time I have with them, and sending quality time with my son.

While I am still considered a new teacher, I can genuinely say that I will always continue to choose this profession, despite all the obstacles that teachers continue to face. Seeing my students grow and reach their full potential will always be the biggest reward of all, no matter the price. Many people in college have said the saying, "You go into education for the passion, not the paycheck." and I could not agree more, although I regretfully wish that wasn't true. Guam's teachers are amazing, passionate, and intrinsically driven to build up the island's youth for a better tomorrow. I just wish that our community felt the same way and recognized us in the way that we truly deserve, starting with a decent and livable salary.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the amazing teachers we already have, and help to attract new ones. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill. Thank you for recognizing of us.

Respectfully,

*Ms. Alysa Bustamante*

Guam Department of Education  
Inalåhan Elementary School  
Kindergarten Teacher



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9/8/26, 6:25 AM

senatorvinceborja.com Mail - Letter of support for Bill No. 351-38 (COR)

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of support for Bill No. 351-38 (COR)**

1 message

**Francis Noel Labrador** <fplabrador@gdoe.net>

Thu, Sep 10, 2026 at 12:39 PM

To: contact@senatorvinceborja.com

Cc: "Sanjay H. Sharma" &lt;shsharma@gdoe.net&gt;

Dear Senator Borja,

My name is Francis Labrador I am a Photography and Graphic Arts teacher at JFK High School. I have worked in Guam's public schools for 25 years.

The pay gap has made it increasingly difficult for me to balance my financial responsibilities with the time, energy, and personal resources I dedicate to my students and the Guam community. As an educator, I have always believed that my responsibility extends beyond the classroom, which is why I create opportunities such as Press Play Con, where students can use their interests in anime, gaming, art, and culture to develop leadership, creativity, teamwork, and real-world skills. Through Press Play Con's "It's Never Game Over" initiative, I am also working to reach the younger generation through something they already love and use that connection to promote mental health awareness, suicide prevention, belonging, and the importance of asking for help.

A higher salary would give me greater financial stability and allow me to continue investing my own time, resources, and energy into programs and community events that can reach thousands of young people beyond the traditional classroom. I believe Guam's educators should have the ability and support to create innovative opportunities that address not only academics, but also the mental health, confidence, creativity, and sense of belonging our young people need.

When we invest in teachers, we are not simply increasing a paycheck—we are investing in the people who can inspire, mentor, protect, and create opportunities for Guam's next generation.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,  
Francis Labrador  
Art Teacher, JFK High School  
Harmon  


Guam Department of Education 2026





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of Support for Bill no. 351-38 (COR)**

1 message

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**Gloria P. Obias** <gpobias@gdoe.net>  
To: contact@senatorvinceborja.com

Wed, Sep 9, 2026 at 3:47 PM

Dear Senator Borja,

My name is Gloria Obias. I teach art at John F. Kennedy High School. I have been teaching for 13 years at Agueda I. Johnston Middle School and now at JFK. **I am writing in support of Bill no. 351-38 (COR)**

Knowing that teachers on the U.S. mainland make more than teachers in Guam is disheartening. The pay gap insults the profession. Every year, the GDOE central office struggles to fill teacher vacancies because more teachers are either retiring or leaving the profession altogether. Substitutes are filling the classrooms with no knowledge of the content. Teachers' responsibilities are endless, not just teaching our content!

- Planning and Preparing Lesson Plans
- Delivering Instruction
- Creating a Positive Learning Environment
- Continuous Professional Development
- Supporting Students with Special Needs
- Maintaining Student Records and Documentation
- Engaging in School Community Activities
- Adapting to Educational Technology
- Grading assignments, tests, quizzes, projects, etc. (taking work home because there are never enough hours in a day).
- Calling parents/guardians and following up on their absences/tardiness, trancies, etc.
- Working with the Student Support Services Office and the Parent-Outreach officers (thus calling after school hours to document attempted calls and contacts).

That said, Guam teachers NEED the pay raise to reflect all that we do in and out of the classroom!! Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No.351-38 (COR).

Thank you for your work on this bill.

Respectfully,  
Gloria Obias  
Art Teacher  
John F. Kennedy High School

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

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**Jerica Taijeron** [REDACTED]  
To: contact@senatorvinceborja.com

Mon, Sep 7, 2026 at 5:51 AM

Hafa Adai Senator Vince Borja,

My name is Jerica Taijeron, and I am an educator with the Guam Department of Education. I currently teach 3rd grade at Liguán Elementary School, and I have proudly served Guam's students for 11.5 years.

I am writing in support of Bill No. 351-38 (COR), and respectfully ask for your support in bringing Guam teacher salaries to at least 95% of the national average.

Teaching on Guam is more than a job to me. It is an investment in our island, our families, and most importantly, our children. Yet despite the education, certification, professional development, responsibilities, and countless hours required of teachers, our compensation continues to fall significantly behind what educators earn nationally.

For me personally, this pay gap has meant postponing buying a home, struggling with rising cost of living such as grocery and utility costs, using personal money for classroom supplies and resources, and putting off travel or family plans.

Over the years, I have also watched talented coworkers and friends leave Guam for better-paying teaching positions elsewhere. I have seen experienced and qualified teachers and colleagues leave our schools because they could earn substantially more elsewhere while doing the same work.

Every teacher who leaves takes years of experience, relationships, mentorship, and knowledge with them. Their departure does not just affect staffing numbers. It affects the students who lose great teachers, the educators who remain and take on additional responsibilities, and the stability of our entire school system.

Guam should not have to continually lose qualified educators simply because they can earn a more competitive salary somewhere else.

We are not asking to become the highest-paid teachers in the nation. We are asking Guam to make teacher compensation competitive enough that educators can afford to stay here, build their lives here, and continue serving Guam's children.

Supporting competitive teacher pay is not simply an investment in teachers. It is an investment in teacher recruitment, teacher retention, stronger schools, and ultimately the future of Guam.

I respectfully ask you to support legislation that brings Guam's teacher salaries to at least 95% of the national average and establishes a sustainable way to prevent our salaries from falling significantly behind again.

Please stand with Guam's educators and the students and families we serve.

We love teaching Guam's children. We simply want Guam to make it possible for great teachers to stay.

Si Yu'os Ma'åse' for your time, consideration, and support.

Respectfully,

Jerica Taijeron

3rd Grade Teacher

Liguán Elementary School

11.5 Years Serving Guam's Students



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Letter of Support for Bill No. 351-38 (COR)**

1 message

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**Renee Julia Blancaflor** [REDACTED]  
To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Mon, Sep 7, 2026 at 1:38 PM

Dear Senator Borja,

My name is Renee Julia Blancaflor. I am currently a teacher at Southern High School, and this is my fifth year working in Guam's public schools. I am writing in support of Bill No. 351-38 (COR).

Even after only a few years in the profession, the impact of the pay gap has become very real to me. During my first year of teaching, I took on three additional jobs—not only to support myself, but also to help financially support my family. After just two years of teaching in Guam's public schools, I began to wonder what other opportunities were available to me as an educator. After my third year, I ultimately left Guam to experience what many teachers leave the island for: greater professional opportunities, continued learning, and better pay.

Although my goal was always to bring what I learned back to Guam and serve my island community, I have to admit that I did not want to return home as soon as I did. It was a family emergency that brought me home in 2025 when my father was hospitalized. Though I do not regret coming back to support my family, moving back so suddenly was not inexpensive, and neither are the ongoing costs associated with caregiving, including supplies and transportation.

I am grateful to be back teaching in a Guam public school, but I have once again found myself considering whether I need to take on another job just to make ends meet—or potentially leave the island again. However, the demands of both teaching and caregiving leave little room for additional employment.

I know I am not alone in this experience. I believe many of our teachers, especially our veteran educators, would appreciate seeing Guam move closer to the national average for educator pay. Teachers work hard to make their classrooms engaging, rigorous, and supportive, and many of us spend our own money to provide resources and opportunities for our students. We do this because we care deeply about our students and our profession, even while knowing that teaching is often underappreciated and underpaid.

When teachers leave, we feel the effects not only in our schools but throughout our island community. Guam needs to retain the experienced and dedicated educators we already have. The goal of bringing teacher salaries to 95 percent of the national average over five years would be an important step toward doing that. Retaining our teachers means providing greater stability and continuity for our students.

If we truly value our youth and the future of education in Guam, we must begin by investing in the educators who serve them. I respectfully ask you and the Committee to support and pass Bill No. 351-38 (COR).

I am planning to attend the public hearing on September 8, and I appreciate your work on this important bill.

Respectfully,

*Renee Julia Blancaflor*  
*Teacher, Southern High School*  
*Mongmong-Toto-Maite*



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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## Teacher Salary

1 message

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**Joy R. Woodward** <jrwoodward@gdoe.net>

Tue, Sep 8, 2026 at 6:11 AM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Joy Rivera Woodward

Sep 8, 2026

Working on a teacher's salary on Guam is a bit of a challenge after teaching in Norfolk, Virginia for 11 years. I left Norfolk, Virginia in 2014 with a Masters Degree and earned about \$50k. When I returned to Guam to teach, my 11 years of teaching in Virginia was not transferable and returned to teaching at 4 years on my belt. In order to catch up to my Virginia salary, I rushed to get a second Master's degree. My retirement was also not transferable and I had to open a separate retirement account at the bank. I am currently an ED5-9 which means after teaching more than 20 years on my belt, only 9 years counted.

Teaching with passion means to contribute about 10 percent of my salary to the classroom each year. As a math teacher for students with special needs, I purchased class manipulatives to help my students love math and be successful.

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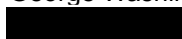
Joy Rivera Woodward

M.A.Ed: Curriculum and Instruction

M.A.Ed: Special Education

Math Resource Teacher

George Washington High School



"Education is the most powerful weapon in which you can use to change the world."

Nelson Mandela

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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## Strong Support for Bill 351-38 – Granting GDOE Compensation Independence to Close the Teacher Pay Gap

1 message

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**J.G.LaVille** <jglaville@gdoe.net>  
To: contact@senatorvinceborja.com

Mon, Aug 31, 2026 at 8:49 PM

Dear Senator Vincent Borja,  
Chair of the Committee on Education, and Members of the 38th Guam Legislature

My name is Ms. Joanie La Ville, and I am a proud classroom teacher at JQ San Miguel Elementary School. I am writing to express my full and unwavering support for Bill 351-38, which would finally allow the Guam Department of Education (GDOE) to establish its own independent pay and benefit structure.

The severe pay disparity on our island directly compromises my financial stability and our schools' retention rates. This critical bill is the missing link to closing the devastating wage gap between local educators and our stateside counterparts.

According to data from the Bureau of Labor Statistics, Guam ranks last among all U.S. kd timeline to bring classroom salaries up to 95% of the national average within five years, Bill 351-38 gives our island a fighting chance to stop the brain drain of our best educators.

Investing in teachers is a direct investment in the future of Guam's children.

I urge the 38th Guam Legislature to pass Bill 351-38 swiftly.

Thank you for your time, leadership, and continued advocacy for public education.

**Regards,**

***Ms. Joanie LaVille***

ESL Coordinator

J.Q. San Miguel Elementary School

Email: [jglaville@gdoe.net](mailto:jglaville@gdoe.net)

***Educating the mind without educating the heart is no education at all. Aristotle***

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Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Strong Support for Bill No. 351-38 (COR)**

1 message

**Matilda Naputi Rivera** <mnrivera@gdoe.net>

Tue, Sep 8, 2026 at 2:24 PM

To: contact@senatorvinceborja.com

Cc: Matilda Naputi Rivera &lt;mnrivera@gdoe.net&gt;

Dear Senator Borja,

I am writing to express my strong support for Bill No. 351-38 (COR) and the effort to finally address the longstanding teacher pay gap on Guam.

As an educator who has dedicated many years to serving Guam's students, I know firsthand that teaching is far more than a job. It is a commitment to our children, our families, and the future of our island. However, we cannot continue to expect educators to make lifelong sacrifices while our compensation remains significantly below national standards. Fair and competitive salaries are essential to retaining experienced teachers, attracting qualified educators to Guam, and ensuring stability and quality in our classrooms.

Our students deserve the very best educators, and our educators deserve to be valued accordingly. I strongly urge you and the Legislature to support and pass Bill No. 351-38 (COR). Investing in Guam's teachers is an investment in Guam's future.

Thank you for championing this important issue and for recognizing that closing the teacher pay gap is long overdue.

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Si Yu'os Ma'ase',

Matilda Naputi Rivera, PhD, EdD

ESL Teacher/Coordinator

[mnrivera@gdoe.net](mailto:mnrivera@gdoe.net)<http://mnrivera.blogspot.com>

Guam Department of Education 2026





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Bill 351 - 38 Educator Designation**

1 message

**Landon Thurber-Dean** [REDACTED]

Thu, Sep 10, 2026 at 8:50 PM

To: malafunkshun@guamlegislature.gov, contact@senatorvinceborja.com

Dear Senators Barnett and Borja,

I am writing to express my support for Bill 351-38, which would grant the Guam Department of Education independent authority to establish its own educator classification, compensation, and benefit structure. I am writing as a certified teacher who taught 4th grade at J.Q. San Miguel Elementary School and, after roughly 15 years across GDOE and international schools in Taiwan, South Korea, and the Philippines, made the difficult decision to leave GDOE this year for a position at an international school.

That decision was not made lightly, and it was not driven by a lack of commitment to Guam's students. It came down to two compounding pressures. The first was financial: the compensation and benefit structure GDOE operates under, tied as it is to the broader civil service classification system, has not kept pace with the actual cost of supporting a family here. The second involved immigration-related matters affecting my family, which added further strain and made long-term planning under the current system untenable.

I mention both because I don't believe my situation is unique. GDOE loses experienced, certified teachers not because they want to leave the classroom, but because the current classification and compensation system leaves no real flexibility to address the practical realities educators and their families face. Bill 351-38 would let GDOE build a structure suited to the actual demands of recruiting and retaining teachers, rather than one constrained by a generic civil service framework.

I hope you will support this bill. I would also be glad to speak further about my own experience if it would be useful to your deliberations.

Respectfully,  
Landon Paul Thurber-Dean



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Bill 358-38**

1 message

**Tara Lubrani** [REDACTED]  
To: Contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 1:54 PM

Good afternoon,. My name is Tara Lubrani, and I have spent 19 years in education as both a school counselor and a certified Social Studies teacher.

I have a master's degree in Education and, I am just a few classes shy of a second masters degree. I make roughly 53,000 a year.

Teachers are required to maintain licensure. We take graduate level courses , and often pay for those continuing education credits ourselves to keep our teaching licenses current. That costs us money, evenings, sometimes weekends, and time with our families just to remain qualified to do the job we already do.

Other professions with this level of education, certification, and continuing requirements are treated and paid like professionals. Teachers should be too.

I agree that others in education deserve to be included in this pay raise but including everyone should not come at the cost of delaying teachers another year.

I teach U.S. History at F.B. Leon Guerrero Middle School in Yigo. Every year , I teach my students about government, representation, the lawmaking process, and how citizens use their voices to create change. Today, I am using mine.

When I chose education, I knew I would never be rich. I stay because I believe in helping guide the next generation so they can be better than we are. But loving and staying in this profession should not mean accepting being under paid and undervalued. I am asking you to recognize our education, our experience, our sacrifice, and our value.

Please support Bill 358-38 without delaying the teacher pay increase.

Sincerely,

Tara Lubrani



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Support for bill 351-38 (COR)**

1 message

**Dennis Malilay** <[REDACTED]>  
To: contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 12:45 PM

Dear Senator Borja,

I am writing to express my strong support for Bill 351-38 (COR) and its effort to establish a more competitive and equitable compensation structure for educators and school personnel within the Guam Department of Education.

As a GDOE school administrator, I believe this legislation is an important step toward addressing the longstanding disparity between compensation for Guam educators and their counterparts in the mainland United States. Recruiting and retaining highly qualified teachers, administrators, counselors, specialists, and other education professionals is essential to providing Guam's students with the quality education they deserve.

I also strongly support ensuring that school principals and other school administrators are appropriately included in the compensation structure contemplated by this legislation. Principals and assistants carry significant responsibilities for student achievement, school safety, personnel management, compliance, parent and community relations, and the overall operation of their schools. Competitive compensation is essential if GDOE is to attract and retain strong school leaders, of which are usually former teachers.

I respectfully urge you and the members of the Legislature to advance Bill 351-38 and support its passage. I also encourage the Legislature and the Guam Education Board to ensure that the final compensation structure recognizes the responsibilities of school administrators along with those of classroom teachers and other education professionals.

Thank you for your leadership on this important issue and for your efforts to strengthen GDOE and improve educational opportunities for Guam's students.

Respectfully,

Dennis A. Malilay  
School Asst. Principal. AMS



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Support for Bill No. 351-38 (COR)**

1 message

**Loretta Cruz**

Wed, Sep 9, 2026 at 5:51 AM

To: contact@senatorvinceborja.com

My name is Loretta Cruz, and I am a CHamoru language teacher at M.U. Lujan Elementary School. I have proudly served Guam's public school students for fifteen years.

I am writing in support of Bill No. 351-38 (COR).

As a dedicated educator with a master's degree and dual certification, I have invested many years in my education and professional growth so that I can provide the best instruction possible for my students. However, teacher salaries have not kept pace with the rising cost of living on Guam. This places a strain on educators and their families and makes it increasingly difficult for qualified teachers to remain in the profession they love.

Our students deserve qualified, experienced teachers who can provide consistent instruction, build meaningful relationships, and understand the unique cultural and educational needs of our island community. When schools struggle to retain teachers, the effects are felt directly by our students through staffing shortages, larger workloads for remaining educators, and disruptions to learning.

As a CHamoru language teacher, I also carry the responsibility of helping preserve and strengthen our language and culture for future generations. Retaining qualified local educators is essential not only to our students' academic success but also to the preservation of Guam's identity.

Bringing teacher salaries to 95 percent of the national average over five years would demonstrate that Guam values its educators and wants to retain the qualified teachers already serving our children. That is what our students and our island community need.

I respectfully ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill and for considering the voices of Guam's educators.

Respectfully,

Loretta Cruz

CHamoru Language Teacher

MU Lujan Ilimentãriu



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Aaron Orot** [REDACTED]

Sat, Aug 29, 2026 at 4:38 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Aaron Matthew L. Orot. I am a first-year school counselor but previously taught primary grade levels at Daniel L. Perez Elementary School. I have worked in Guam's public schools for 8 years. I am writing in support of Bill No. 351-38 (COR).

After hearing the news of the pay gap, I was not surprised. I come from a family of teachers; my mom taught for GDOE for more than 20 years, yet she still needed to take a second job to support us. As for myself, I followed suit of having to pick up additional jobs or duties within and outside GDOE just to simply live comfortably. The notion that teachers are being underpaid reaches a new level for Guam teachers.

Several teachers have left my school due to retirement or better paying opportunities, leaving my school with several vacancies that continue to remain open. There is a clear demand for teachers, but no one wants to be a teacher for GDOE. My fellow colleagues continue to do everything they can to support our students and our school. Teachers are taking on additional students and responsibilities to help fill the gaps. Our students are resilient, but they and our teachers clearly deserve better.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Aaron Matthew L. Orot  
Counselor, Daniel L. Perez Elementary School  
Yigo



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Support for Bill No. 351-38 (COR)**

1 message

**Aileen O. Canos** <aocanos@gdoe.net>

Thu, Sep 10, 2026 at 10:43 AM

To: contact@senatorvinceborja.com

Dear Senator Borja,

I am writing in strong support of Bill No. 351-38 (COR) and its efforts to provide fair and competitive compensation for Guam's educators.

School librarians are educators and teachers who play an essential role in student learning. Our responsibilities extend far beyond managing books and library resources. We teach students reading, research, information literacy, digital citizenship, technology skills, critical thinking, and responsible use of information. We collaborate with classroom teachers to support curriculum and provide resources and instruction that meet the diverse needs of our students.

Librarians also create safe and welcoming learning environments, encourage a love of reading, support academic achievement, assist teachers, and provide students with the skills they need to become independent and lifelong learners. The library is a classroom, and the librarian is an integral member of the instructional team.

Because of the many responsibilities we carry, teachers and librarians deserve to be recognized and compensated fairly. Investing in our educators is an investment in our students, our schools, and the future of Guam.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the educators we already have. That is what our students need. I respectfully ask you to support and pass Bill No. 351-38 (COR) and ensure that teachers and librarians are included and appropriately recognized within Guam's educator compensation structure.

Thank you for your consideration and for your continued support of Guam's educators and students.

Respectfully,

Aileen Canos, NBCT

GWHS Teacher Librarian

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**AILEEN CANOS, NBCT**  
**SCHOOL LIBRARIAN**  
**GEORGE WASHINGTON**  
**HIGH SCHOOL**

aocanos@gdoe.net / gwhslibrary@gdoe.net

298 Washington Drive Mangilao, GUAM 96913

<https://sites.google.com/gdoe.net/gwhslibrary>

Guam Department of Education 2026





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Support for Bill No. 351-38 (COR)**

2 messages

**Amber Ritter** [REDACTED]

Wed, Sep 9, 2026 at 4:34 PM

To: speakerblas@guamlegislature.gov, vicespeakertonyada@guamlegislature.gov, office.senatorbri@guamlegislature.gov, senator.lujan@guamlegislature.gov, senator.duenas@guamlegislature.gov, officeofsenatorshellycalvo@guamlegislature.gov, office.senatorborja@guamlegislature.gov, office.senatorshawn@guamlegislature.gov, [REDACTED], senator.munabarnes@guamlegislature.gov, malafunkshun@guamlegislature.gov, senator.parkinson@guamlegislature.gov, office.senatorperez@guamlegislature.gov, [REDACTED]

Harry S. Truman Elementary School  
182 Pale Ferdinand Way  
Santa Rita, Guam, 96915

Guam Department of Education  
Guam Board of Education  
[501 Mariner Avenue](#)  
Barrigada, Guam, 96913

Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja and Senators,

My name is Amber Ritter-Cruz. I am a certified teacher at Harry S Truman Elementary School. I have worked in Guam's public schools for 15 years.

I am writing in support of Bill No. 351-38 (COR).

This pay raise is 100% needed in my life because of all of the school supplies that I purchase with my own money because the department tells us not to ask parents for donations, but with the same breath won't give us the necessary supplies that we need. It means I can make progress towards building my home on my family property that I can't afford to do at the moment, with the salary we make. Friends of mine who are teachers off-island have shared their income that they earn and while I'm entirely happy for them, I can't help wish our own government appreciated and put their money where they claim to support, instead of just choice buzz words during campaign season. It also makes me sad because I understand why our own people have to leave the island because the cost of living keeps going up and our salary doesn't reflect the same increase.

Teachers earn EVERY. SINGLE. PENNY. that we make and that number should only increase because of our ability to make every situation work with what we have, while rising to every challenge that the department throws at us. Teachers are absorbing classes to cover when there aren't enough aides to help cover, we stay over time and many, like myself, volunteer to coach extra curricular activities like Spelling Bee, Science Fair, Art-a-Thon, Robotics Competitions, etc. because our priority is our students and exposing them to different activities to make them well-rounded members of society. We got into this profession not for the money, but we also need to make a livable wage to support our families. I know of many teachers who are leaving the department to find a job that pays better (most times with less stress and less expectations). If someone is able to be hired at a competitive salary with the US standard as the Superintendent, then the Government of Guåhan should be able to do the same with teachers who have been committed to our common goal of pushing our students to success! The same ones who have put in the invisible and, oftentimes, unpaid work school year after school year. Yes, we do it for the children, but how many other professions are asked to sacrifice all of their time, energy, and hard earned money to carry out their duties?

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR). I plan to attend the public hearing on September 10 because this is of the utmost importance. Thank you for your work on this bill!

Respectfully,  
Amber Ritter-Cruz  
Teacher at HSTES

Santa Rita  
[afritter@gdoe.net](mailto:afritter@gdoe.net)



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**Office of Senator Borja** <[contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com)>

Thu, Sep 10, 2026 at 6:18 AM

To: Amber Ritter 

Hafa Adai,

Acknowledging receipt of your email. Thank you for sharing your thoughts and testimony. Please contact us for any concerns or questions.

Respectfully,



**Office of Senator Vincent A.V. Borja**

Committee on Education, Libraries, & Public  
Broadcasting

**38th Guam Legislature**

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

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E [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com)

[Quoted text hidden]



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Bertilia Agulto** [REDACTED]

Tue, Sep 8, 2026 at 1:21 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Bertilia Yamasta. I am a CHamoru teacher at Captain H.B. Price Elementary School, and I have proudly served in the Guam Department of Education for 18 years.

I am writing in support of Bill No. 351-38 (COR).

After 18 years in GDOE, I have dedicated a significant part of my life to serving Guam's children and families. As a CHamoru educator, I feel a deep responsibility to contribute to our island and to help our students grow academically while also understanding and valuing who they are and where they come from. At the same time, the gap between what Guam educators earn and what teachers earn elsewhere makes it increasingly difficult to feel that our years of service and commitment are being valued in a way that reflects the importance of our work.

Our students deserve experienced, dedicated teachers who are able to make teaching a long-term career on Guam. When teachers leave because they can earn more elsewhere, our schools lose not only a qualified educator, but also someone who has built relationships with students, families, and the community. After 18 years, I know firsthand that consistency and relationships matter, especially for our elementary students.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have and attract qualified educators to Guam. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill and for standing up for Guam's educators and students.

Respectfully,

Bertilia Yamasta  
CHamoru Teacher  
Captain H.B. Price Elementary School  
Mangilao  
[REDACTED]



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Denise D. Benavente** [REDACTED]

Tue, Sep 8, 2026 at 12:15 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Denise Benavente. I am a CHamoru teacher at Captain H.B. Price Elementary School. I have worked in Guam's public schools since 2019.

I am writing in support of Bill No. 351-38 (COR).

I love teaching in Guam and serving our students, but the rising cost of living has made it increasingly difficult to make ends meet on a teacher's salary. I have personally considered leaving Guam for better-paying opportunities because the cost of living here is so high. It is difficult to think about leaving when this is home and when I know how much our students need experienced teachers, but teachers also need to be able to afford to stay.

As a CHamoru teacher, I see how important consistency is for our students. There are already not enough CHamoru teachers, and compensation makes it harder to attract and retain teachers in this field. Our students deserve teachers who can consistently build their language skills, connect learning to our culture, and develop relationships with them over time. They also deserve the additional support they need in the classroom, including more one-to-one aides, so that teachers can focus on helping every student succeed.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have and make it possible for more educators to choose to stay in Guam. I want to continue teaching here, and I want our students to have teachers who can build a career here rather than having to leave because they cannot afford to stay. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill and for listening to the voices of Guam's teachers.

Respectfully,

Denise Benavente  
CHamoru Teacher  
Captain H.B. Price Elementary School  
Mangilao, Guam



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Fu'una A. Sanz** <fasanz@gdoe.net>

Fri, Aug 28, 2026 at 9:45 AM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Fu'una Sanz. I am a teacher at Faneyåkan CHamoru (CHamoru immersion program) at PCLujan. I have worked in Guam's public schools for 7 years.

I am writing in support of Bill No. 351-38 (COR).

I truly enjoy teaching and hearing our children bring to life our language. I always commit extra hours throughout breaks, summer, weekends, holidays to ensuring these students receive the best education. I've spent so much from my own pocket to provide a meaningful experience for my students, so that they can love learning and love going to school. Many of my colleagues have left education or went to teach at DODEA because of the higher salary. Personally, I want to serve my own community and those most at-risk on our island which is why I'm still here.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Fu'una Sanz  
Faneyåkan CHamoru

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

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**Jamielynn S. Mantanona** <jsmantanona@gdoe.net>  
To: contact@senatorvinceborja.com

Wed, Sep 9, 2026 at 9:26 AM

Dear Senator Borja,

My name is JamieLynn Mantanona and I am a CHamoru language teacher at M.U. Lujan Elementary School. I have proudly served Guam's public school students for 10 and a half years.

I am writing in support of Bill No. 351-38 (COR).

As a dedicated educator with a master's degree and dual certification, I have invested many years in my education and professional growth so that I can provide the best instruction possible for my students. However, teacher salaries have not kept pace with the rising cost of living on Guam. This places a strain on educators and their families and makes it increasingly difficult for qualified teachers to remain in the profession they love.

Our students deserve qualified, experienced teachers who can provide consistent instruction, build meaningful relationships, and understand the unique cultural and educational needs of our island community. When schools struggle to retain teachers, the effects are felt directly by our students through staffing shortages, larger workloads for remaining educators, and disruptions to learning.

As a CHamoru language teacher, I also carry the responsibility of helping preserve and strengthen our language and culture for future generations. Retaining qualified local educators is essential not only to our students' academic success but also to the preservation of Guam's identity.

Bringing teacher salaries to 95 percent of the national average over five years would demonstrate that Guam values its educators and wants to retain the qualified teachers already serving our children. That is what our students and our island community need.

I respectfully ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill and for considering the voices of Guam's educators.

Gi Minagâhet,  
si Siñorita J. Mantano'ña  
Fafa'nâ'guen Lengguâhen yan Kotturan CHamoru  
Giya Eskuelan Manuel Ulloa Lujan Ilimentâriu

[jsmantanona@gdoe.net](mailto:jsmantanona@gdoe.net)

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Guam Department of Education 2026





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Janelle A. Kasala** <jakasala@gdoe.net>

Thu, Sep 10, 2026 at 9:55 AM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Janelle Agulto Kasala, and I am a third-grade teacher at Wettengel Elementary School. I am currently in my fifth year of teaching in Guam's public schools. **I am writing in support of Bill No. 351-38 (COR).**

I truly love being a teacher, and I have worked hard to continue growing in this profession, including recently earning my Master of Education in Reading. At the same time, I still find myself struggling to keep up with bills and the rising cost of living. Every school year, I also spend a lot of my own money on my classroom. I buy supplies, books, materials, decorations, and other things because I want my students to walk into a classroom where they feel safe, comfortable, and ready to learn. I do it because I care about my students, but those expenses add up, especially when I am already trying to keep up with my own financial responsibilities.

I also worry about what happens to our students when teachers feel like they cannot afford to stay in the profession. Our students need consistency, especially those who are struggling and need additional support. In my classroom, teaching is so much more than delivering a lesson. I am constantly assessing my students, working with them in small groups, adjusting my instruction, and trying to figure out what each child needs. Students deserve qualified teachers who have the ability and the desire to stay here and continue serving Guam's children.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I respectfully ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your time and for your work on this bill.

Respectfully,

Janelle Agulto Kasala

Third-Grade Teacher, Wettengel Elementary School

Dededo, Guam

[jakasala@gdoe.net](mailto:jakasala@gdoe.net)

Respectfully,

*Janelle A. Karala*

3rd Grade Teacher  
Guam Department of Education  
Wettengel Elementary School  


Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Jonilin San Nicolas** [REDACTED]

Tue, Sep 1, 2026 at 6:00 AM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Jonilin San Nicolas, and I am a teacher at Maria Ulloa Elementary with 17 years of experience in Guam's public schools. I am writing in strong support of Bill No. 351-38 (COR).

As a teacher and homeowner, the current pay gap has made it necessary for me to work extra hours through the ASPIRE program just to make ends meet. This month also marks a little over a year since my family and I began caring for Ashton. Although owning a home and being a mother has always been a dream of mine, especially after growing up in Sagan Linahyan ("Dollar Housing"), the financial strain has also forced me to pause my doctoral studies.

I also want to highlight the challenges teachers face with class sizes. While the CBA sets the kindergarten cap at 18 students, my team and I have consistently taught above that number. I currently have 19 students, including two with IEPs. It is extremely challenging to meet the academic and individual needs of every child while maintaining a productive learning environment. Unfortunately, students with special needs do not count as two students when determining whether an additional kindergarten class should be opened, even when two classes already have 19 students and the remaining two classes have 18 students each, with each class serving a student with an IEP who need a DDA.

Increasing teacher salaries to 95% of the national average over five years would make a meaningful difference in attracting and retaining quality educators. It is heartbreaking to see talented teachers leave Guam for better opportunities, and I fear that I, too, may have to consider opportunities with DODEA or on the mainland to see what my 17 years of experience and Master's degree are worth.

I respectfully ask you and the Committee to support and pass Bill No. 351-38 (COR). Investing in our teachers is an investment in Guam's children and future.

Thank you for your work on this bill.

Respectfully,

Jonilin San Nicolas

MAUES

Yigo

[REDACTED]



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Kelcey S. Flores** <ksflores@gdoe.net>

Wed, Sep 2, 2026 at 10:54 AM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Kelcey Flores, and I am an English 9 teacher at John F. Kennedy High School. I have worked in Guam's public schools for nine years and hold a master's degree in education.

I am writing in support of Bill No. 351-38 (COR).

After nearly a decade in the classroom and continuing to invest in my education and profession, I want teaching on Guam to be a career where educators can build a stable life—not one they eventually feel they have to leave in order to afford one. Like many working families on Guam, I have watched the cost of housing, utilities, groceries, transportation, and raising a family continue to increase. Our compensation should reflect not only the rising cost of living, but also the education, experience, and responsibility required of us as professionals.

I also see firsthand how important it is for our students to have qualified, experienced teachers who stay. As a freshman English teacher, I work with students entering high school with a wide range of academic needs, including students reading several grade levels below where they should be. Meeting those needs requires experience, consistency, collaboration, and individualized support. When experienced educators leave Guam for better opportunities elsewhere, our students ultimately feel that loss.

Bringing educator salaries closer to the national average is an investment not only in teachers, but in the stability and quality of Guam's public schools. I want experienced educators to be able to remain on Guam, raise their families here, and continue serving the students and community they have invested so much in.

I respectfully ask you and the Committee to support and pass Bill No. 351-38 (COR).

Thank you for your work on this bill and for listening to the voices of Guam's educators.

--

Sincerely,

**Kelcey S. Flores**

English Teacher

John F. Kennedy High School

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Support for Bill No. 351-38 (COR)**

1 message

**Merlyn P. Villaverde** <mpvillaverde@gdoe.net>

Thu, Sep 10, 2026 at 10:21 AM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Merlyn Pama Villaverde. I am a teacher at Juan M. Guerrero Elementary School. I have worked in Guam's public schools for 10 years.

I am writing in support of Bill No. 351-38 (COR).

This pay gap has impacted my life in many ways. My husband and I are both certified educators, who have both been teaching in the public school system for more than 10 years. We have two young children. We are currently renting and do not qualify for any food or housing assistance. I am still paying back student loans from my Bachelor's and Master's Degree. Because of the rising cost of living on Guam (groceries, gas, rent, power) and my student loans, we find ourselves often living paycheck to paycheck. My husband has to teach summer school and after school aspire just to pay off our debt. Our dream of owning a house one day seems far off with our salary. We often find ourselves exploring other career options to be able to provide the best for our family.

As for my school, there are vacancies. One teacher retired, leaving her position vacant. And now, that vacant position is being covered by a long term substitute teacher.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Merlyn Villaverde

1st grade teacher, Juan M. Guerrero Elementary School

Mangilao, Guam



Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

**Roger Reoganis** [REDACTED]

Wed, Sep 9, 2026 at 11:31 AM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Roger Reoganis. I am a MLP teacher at Agueda I. Johnston Middle School. I have worked in Guam's public schools for 19 years.

I am writing this on my lunch break... in support of Bill No. 351-38 (COR).

The wide pay gap in reference to teachers' salaries in the Guam Department of Education is one of the most challenging factors that a person with a master's degree and 19 years of experience has to endure. I live pay check to pay check because I am one of the few millennials who dare commit to purchasing a home without any kind of military affiliation or support. When there are not enough teachers at the worksite, I essentially do two jobs of covering for that missing person and making sure the students in my program are supported. Increasing the teacher salary would not only help many professionals in my situation who just want to be in the same league as other professions, but it would also attract others to our profession and ultimately boost the morale of all schools. This ultimately is a win for our students.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Roger Reoganis

MLP Teacher, Agueda I. Johnston Middle School

Yona  
[REDACTED]





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

ursula pangelinan [REDACTED]

Wed, Sep 9, 2026 at 3:22 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Dear Senator Borja,

My name is Ursula Umadhay. I am a first grade teacher here at M.U. Lujan Elementary School. I am writing in strong support of **Bill No. 351-38 (COR)**. I have been teaching and working for the Guam Department of Education for more than **28 years**, and throughout those years, I have dedicated my career to serving the students and families of Guam.

After nearly three decades of service, I feel that educators like myself have been **left unheard and undervalued** for far too long.

Before COVID-19, teachers routinely struggled with a lack of basic instructional supplies and consumables, particularly in the areas of reading and mathematics. During the pandemic and shortly afterward, we saw an increase in available resources and supplies, which was greatly appreciated. However, as those funds have been depleted, many classrooms are once again facing shortages of the consumable materials teachers need to effectively teach our students.

Teachers should not have to continually find ways to stretch limited resources while being expected to meet increasingly demanding academic and professional expectations.

I am also concerned about the disparity in compensation between educators and other government employees. Beginning April 1, 2023, the Government of Guam implemented a **22% across-the-board pay increase for general pay plan employees**. GDOE school principals received a **20% base salary increase along with an additional 15% administrator differential**, while assistant principals received the **20% base increase plus an additional 10% administrator differential**.

Certified GDOE teachers and related educators, however, received only a **20% increase in base salary**.

While I appreciate that teachers did receive an increase, the difference is significant. When educators are consistently expected to do more with less, yet receive less compensation than other government employees, it sends a discouraging message about how our profession is valued.

It is also difficult for educators to understand the priorities reflected in compensation decisions when the salary of the Superintendent of the Guam Department of Education was increased to **more than \$200,000**, despite the Superintendent having served in the position for less than seven months. Decisions such as this naturally cause educators to question where they stand in the priorities of our education system.

After **28 years of service**, I believe teachers deserve to have their voices heard.

We must also consider how GDOE teacher salaries compare with teachers employed by **DoWEA schools** and public-school teachers in the mainland United States. When these salary differences are considered alongside Guam's **high cost of living**, it becomes increasingly difficult to argue that Guam's educators are

adequately compensated for the education, experience, responsibilities, and dedication they bring to their classrooms every day.

Teachers are not simply employees. We are the people entrusted with educating Guam's children, preparing them for their futures, and helping build the next generation of our community.

After dedicating more than 28 years of my life to the Guam Department of Education, I am asking that our elected leaders recognize the value of that service. **Teachers deserve competitive salaries, adequate classroom resources, and meaningful recognition for the work we do.**

I respectfully urge our legislators to support **Bill No. 351-38 (COR)** and to take meaningful steps toward addressing the compensation and working conditions of Guam's educators.

We have continued to show up for our students. We have adapted, persevered, and continued teaching despite the challenges placed before us. **After 28 years, I believe it is time for our government to show that it is willing to show up for its teachers as well.**

Thank you for considering my statement and for recognizing the voices of the educators who have dedicated their careers to serving the children of Guam.

Respectfully submitted,

Ursula Umadhay

1st grade teacher, MU Lujan Elementary

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Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Subject: Support for Bill No. 351-38 (COR)**

1 message

**V Garrido**

Wed, Sep 9, 2026 at 1:10 PM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Vanessa Garrido. I am an elementary school librarian at J.Q. San Miguel Elementary School. I have worked in Guam's public schools for 20 years.

I am writing in support of Bill No. 351-38 (COR).

As an elementary school librarian serving more than 500 students, I operate the library without a library technician while managing instruction, circulation, collection management, and daily library operations. Like many educators across GDOE, I have taken on increasing responsibilities because of staffing shortages while continuing to provide the services our students depend on.

After 20 years in Guam's public schools, I believe competitive salaries are necessary to retain experienced, qualified educators. When we lose educators because they can earn more elsewhere, the responsibilities do not disappear—they fall on the employees who remain, and ultimately our students feel the impact.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers and other certified educators we already have. Competitive pay is not only about attracting new employees; it is also about retaining experienced educators who have continued serving Guam's public schools despite increasing workloads and staffing shortages. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Vanessa Garrido  
School Librarian, J.Q. San Miguel Elementary School



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support for Bill No. 351-38 (COR)**

1 message

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**Zelle Chen** [REDACTED]  
To: contact@senatorvinceborja.com

Wed, Sep 9, 2026 at 10:28 AM

Dear Senator Borja,

My name is Liezl Chen. I am an ESL Coordinator at Luis P. Untalan Middle School. I have worked in Guam's public schools for 20 years.

I am writing in support of **Bill No. 351-38 (COR)**.

The cost of living on Guam is incredibly high for educators to survive. Power, water, gas, groceries, and practically everything has become extremely expensive. I am grateful I purchased my home before the average home cost reached half a million. I often find my credit card bills are higher than my monthly salary. Educators must constantly maintain their teaching certificates, which is money taken out of their pockets. Most of us can barely make ends meet, especially with a family to raise.

This is probably why there is a shortage of teachers every year as the profession becomes less desirable. Teachers have had to cover classes, because there were no substitutes. Sometimes we monitor hallways because there aren't enough school aides. It often leads to burnout and absenteeism which affects students in the classroom. I understand why our teachers leave for other professions, DODEA, or to the mainland for a more competitive salary. Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us retain current teachers.

I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Liezl R. Chen  
ESL Coordinator LPUMS  
MTM



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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## Teacher Pay Raise

1 message

**Antoinette B. Nadeau** <abnadeau@gdoe.net>

Tue, Sep 8, 2026 at 12:23 PM

To: contact@senatorvinceborja.com

Hafa Adai Senator Borja,

Thank you for trying to get teacher pay on Guam competitive to stateside pay. We really need to retain good teachers. It is harder now to get a degree in education than it was a decade ago. There are much fewer graduates in Elementary Education than a decade ago. Yet teacher pay has not increased much from a decade ago.

Aside from teacher salary, GDOE needs help to increase their budget to allot for substitute teachers from the beginning of the school year. Did you know that in almost all the elementary schools, if a teacher is on sick leave or military leave, or there is a teacher vacancy, all the students in that teacher's class is divided into the remaining teachers of the grade level? That's an additional 6 students on top of their already maxed out classes. Yes, it's ridiculous. That also on top of many classes with 1-3 students in need of SPED services and due to the shortage of 1-1 aides and TAs, the teacher also has to take care of those students on a 1-1 basis. Sounds unbelievable right? Well it isn't. It's happening right now and there is a lot of teacher burn out.

I know of many teachers who have left the profession because they've "had enough". We love children. We love teaching. But we are only human and can only withstand a certain level of stress before we break.

Please Senator Borja. Please look into this. Please look into how we can help the classroom teacher aside from pay. Higher pay is of course a great incentive to attain great teachers but classroom support is also very much needed.

Thank you for your time.

Sincerely,  
Antoinette Nadeau  
Teacher

💖 With God All Things Are Possible 🙏

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Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Teacher Raise**

1 message

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**Romina Salgado** [REDACTED]  
To: contact@senatorvinceborja.com

Wed, Sep 9, 2026 at 5:53 PM

My apologies for not being able to attend the meeting.

I've been teaching 1st grade for almost 25 years. I earn \$80k with a family of 4. I've used my money to buy supplies, resources, classroom decorations, backpacks, shoes, socks, and eye glasses for students in need. I know it was my choice to purchase mentioned items, but it was needed. With everything going up, I'm living paycheck to paycheck just to make ends meet. I've given up buying a house of my own and to further my education.

RSM  
1st grade teacher

Sent from my iPhone





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Teacher's Pay Bill**

2 messages

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**Kaiana Mendiola** [REDACTED]  
To: contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 8:16 AM

To whom it may concern,

My name is Kaiana R. Mendiola and I am a Special Education Teacher at UPI Elementary School.

I have been in the Special Education Field for 22 years and this is my 23rd year.  
I have worked in schools since Typhoon Poingsong Wa with no available classrooms, no teacher resources, no curriculum, no materials and no assistance at various times.

I have worked with all kinds of students with various disabilities and have experienced a plethora of negative to harmful behaviors while trying to teach students academics and functional life skills with the attitude that workmen's comp is what is available for injuries on the job.

I spend on average of 250-500 dollars a year or more on school supplies, various diapers and student supplies, resource materials to aid my students in learning with no compensation from  
The Department.

For the last three years, I have bought paint, caulking, brushes, and cleaning supplies from my own resources to prepare my school and classroom for the Public Health Inspection with no compensation and the attitude of it's my job to fix what the government neglected for 20+ years.

I have spent money for gas and car repairs because of the situations where schools had to share campuses or cohort schedules.

Recently, I was only given one week of pay in August because the department changed the school calendar and the teacher's contract couldn't cover the second week.

This is unacceptable!! But teachers have lived with this for two decades. If you want to retain your teachers then do what is right!!! Otherwise you lose!!! More teachers will leave and students will be the ones who suffer.

Respectfully,  
Kaiana R. Mendiola

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**Office of Senator Borja** <contact@senatorvinceborja.com>  
To: Kaiana Mendiola [REDACTED]

Thu, Sep 10, 2026 at 9:09 AM

Hafa Adai,

Acknowledging receipt of your email. Thank you for sharing your thoughts and testimony. Please contact us for any questions or concerns.

Respectfully,



**Office of Senator Vincent A.V. Borja**

Committee on Education, Libraries, & Public  
Broadcasting

**38th Guam Legislature**

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

**T** +1 (671) 969-8423

**E** [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com)

[Quoted text hidden]



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support of Bill 351-38**

1 message

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**Alicia M.C. Whitaker** <amcwhitaker@gdoe.net>  
To: contact@senatorvinceborja.com

Tue, Sep 8, 2026 at 8:09 AM

Hafa Adai Senator Borja,

I am the Benavente Middle School Librarian. I am writing in support of Bill 351-38. I have been with GDOE since 2011.

Over the years, I've seen many former coworkers opt to work for DODEA or seek off-island alternatives because of the financial benefits. This salary shortfall causes a depletion of our talent pool and a strain on the Department. With the passing of this bill, we could avoid the loss of talented and qualified educators. Bringing our salaries within ninety-five percent of the national average would negate the need to seek employment elsewhere, keeping our students engaged in classrooms led by qualified educators.

Bill 351-38 would have a great impact on our household finances. With the continual rise in the cost of living on Guam, there is a definite strain. Seeking additional sources of income has become essential. The passing of this Bill would allow fair compensation considering the exorbitant cost of living..

We kindly ask that you and the Committee pass Bill No. 351-38 (COR). Thank you for your work and commitment to improving the education of our children.

Sinseramente,

Alicia Whitaker  
Yigo



**Mrs. Alicia Whitaker**  
School Librarian  
Sison Library, Benavente Middle School  
**288 W. Santa Monica Ave.**  
**Dededo, Guam 96929**

**Email:** [amcwhitaker@gdoe.net](mailto:amcwhitaker@gdoe.net)  
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Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Support of Bill No. 351-38 (COR)**

1 message

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**Ave'&John Dabu** [REDACTED]  
To: "contact@senatorvinceborja.com" <contact@senatorvinceborja.com>

Thu, Sep 10, 2026 at 1:43 PM

Dear Senator Borja,

My name is Ave' Ferreras Dabu. I am a 3rd grade teacher at Wettengel Elementary School. I

have worked in Guam's public schools for nearly 5 years.

I am writing in support of Bill No. 351-38 (COR). As a 3rd grade teacher at Wettengel Elementary, I not only invest my time and energy into planning lessons, creating materials, communicating with families, and supporting my students, but I also regularly invest my own money back into my classroom. At a school that serves an underprivileged demographic, many students come to school without basic supplies, and teachers often step in to provide the materials they need to participate and learn. The reality is that a portion of the money I work hard to earn goes right back into making sure my classroom has the basic supplies and resources necessary for my students.

There are also times when the supplies we purchase and provide are not even safe from being taken. My classroom has been burglarized three times, and I have personally had to spend my own money replacing supplies and materials that were stolen. It is difficult to reconcile these experiences with the fact that teachers are already struggling to keep up with the cost of living and are being paid less than what we could earn elsewhere. I have been encouraged by many people to consider applying for teaching positions in the private sector, where I may have opportunities to earn more, but I continue to choose public education because I genuinely want to serve these children. I want to be able to stay in the profession without constantly having to weigh my passion for teaching against my financial needs.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill.

Respectfully,

Ave' Dabu



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Teacher Pay Adjustment**

2 messages

**Elwin C. Quitano** <ecquitano@gdoe.net>

Tue, Sep 1, 2026 at 6:15 AM

To: contact@senatorvinceborja.com

Hafa Adai Senator Borja,

Our government must pay employees what they are worth. We are losing so many trained and certified professionals to the Department of War, and many others are leaving island. Now all we have left are people in the classrooms with degrees—but no full certification. Basically, glorified substitute teachers supposedly teaching our children. This loss of teachers will get worse as the Marines begin to make their way to Guam in the next few years. Teacher like me...who have spent thousands of dollars to get a terminal degree (Ph.D.)—continue to get very little in return for our sacrifice and commitment to excel in this field of pedagogical. All I ask is that Gov'Guam fairly compensate for quality faculty...in order to get quality results. Therefore I support your effort to revisit and alter the current teacher pay scale to reflect fair and just compensation. Si Yu'os Ma'asse!

Elwin Champaco Quitano, Ph.D.  
Machananao Elementary School

Sent from my iPhone

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Guam Department of Education 2026

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**Office of Senator Vince Borja** <contact@senatorvinceborja.com>

Tue, Sep 1, 2026 at 6:23 AM

Reply-To: Office of Senator Vince Borja &lt;contact@senatorvinceborja.com&gt;

To: ecquitano@gdoe.net

Hafa Adai,

Acknowledging receipt of email. Thank you for sharing your thoughts and testimony. Please contact our office for concerns or questions.

Respectfully,

**Office of Senator Vincent A.V. Borja**

Committee on Education, Libraries, & Public  
Broadcasting

**38th Guam Legislature**

Suite 502, DNA Bldg. 238 Archbishop Flores St.

Hagåtña, Guam 96910

**T** +1 (671) 969-8423**E** [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com)

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Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Teacher's Pay Bill**

1 message

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**Kaiana Mendiola** [REDACTED]  
To: contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 8:16 AM

To whom it may concern,

My name is Kaiana R. Mendiola and I am a Special Education Teacher at UPI Elementary School.

I have been in the Special Education Field for 22 years and this is my 23rd year.  
I have worked in schools since Typhoon Poingsong Wa with no available classrooms, no teacher resources, no curriculum, no materials and no assistance at various times.

I have worked with all kinds of students with various disabilities and have experienced a plethora of negative to harmful behaviors while trying to teach students academics and functional life skills with the attitude that workmen's comp is what is available for injuries on the job.

I spend on average of 250-500 dollars a year or more on school supplies, various diapers and student supplies, resource materials to aid my students in learning with no compensation from  
The Department.

For the last three years, I have bought paint, caulking, brushes, and cleaning supplies from my own resources to prepare my school and classroom for the Public Health Inspection with no compensation and the attitude of it's my job to fix what the government neglected for 20+ years.

I have spent money for gas and car repairs because of the situations where schools had to share campuses or cohort schedules.

Recently, I was only given one week of pay in August because the department changed the school calendar and the teacher's contract couldn't cover the second week.

This is unacceptable!! But teachers have lived with this for two decades. If you want to retain your teachers then do what is right!!! Otherwise you lose!!! More teachers will leave and students will be the ones who suffer.

Respectfully,  
Kaiana R. Mendiola





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**My Child has no teacher!**

1 message

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**Jeffrey M. Avery** <jmavery@gdoe.net>

Sun, Aug 30, 2026 at 10:41 AM

To: speakerblas@guamlegislature.gov, senator.lujan@guamlegislature.gov, senator.duenas@guamlegislature.gov, officeofsenatorshellycalvo@guamlegislature.gov, senator.sabrina@guamlegislature.gov, office.senatorbri@guamlegislature.gov, [REDACTED], malafunkshun@guamlegislature.gov, vicespeakertonyada@guamlegislature.gov, office.senatorborja@guamlegislature.gov, office.senatorshawn@guamlegislature.gov, senator.munabarnes@guamlegislature.gov, senator.parkinson@guamlegislature.gov, [REDACTED]

I am a parent of a GDOE student (Jonathan Matthew Avery). My child is in 3rd grade at B.P. Carbilido Elementary School in Barrigada. This year, my child's class has no teacher. I am told by the school that nobody has even applied for the job. I am told that I should just accept that my child will have a school aide as a teacher for the remainder of the year. My son tells me that he spends his day coloring, drawing, and making paper airplanes. He hasn't had any homework.

In previous years (when he had a teacher), my son liked school. This year he constantly complains that he hates school. When I ask why, he says it's because he is so bored everyday. Why? I was told by the school it's because the 3rd grade teacher (he would have had) left to go teach in the states.

PLEASE PASS BILL 351-38. This is a good start to correcting the problem. We need teachers, and a big part of that is to pay them fairly.

Guam's Teachers currently are the lowest paid out of every state and territory. This is embarrassing of Guam to show such little respect for teachers or education by paying them that low. I know there are going to be some people upset that the teachers are getting a raise. However, this raise is desperately needed and long overdue. The rapid inflation has destroyed any/all previously given raises.

GUAM TEACHERS RECEIVE THE LOWEST PAY IN THE ENTIRE NATION (EVEN THE TERRITORIES). GIVE THEM A REAL RAISE. PASS THIS BILL.

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Personal narrative on how the low teacher pay on Guam has affected me.**

1 message

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**Phillip Ada** [REDACTED]  
To: contact@senatorvinceborja.com

Sat, Aug 29, 2026 at 9:20 AM

Hafa adai, Senator.

My name is Phillip Ada. I have been teaching math since Spring 2023 (for 3 years and change now). My sister and I both earned our Masters of Arts in Teaching from UOG in Spring 2024. Our parents threw a graduation party for us. My grandfather congratulated me and asked "So how much money will you be making? \$70,000 a year?" When I told him no, that the pay was not that high, he asked "Oh, surely \$60,000 then?" I explained to him that I expected to earn \$50,106 a year once my reclassification went through. With the cost of living on Guam, even if I were to save half of every paycheck, it will be many years until I can afford a reasonable down payment on a house of my own. I have a master's degree and a stable job and I cannot afford a house. As a single adult with no dependents, I don't qualify for affordable housing at my salary. In my short teaching career, I have seen high teacher turnover in our schools and heard HR personnel lament at legislative hearings that few applicants are available to fill vacancies. It always prompts me to think: surely the pay should be increased to improve recruitment and retention. It is already stereotypical to believe that teachers are not motivated by pay alone. This has some truth to it even if it is a stereotype that hurts teachers' standing. Senator, right now, teachers are not making enough to live a lifestyle people would expect highly educated professionals to live. I hope this letter encourages you to support Bill 351-38 which proposes increasing average teacher salaries on Guam to something closer to the national average, not even the average itself. Personally, I feel our faculty and staff members, everyone who works in our schools deserve much more. An increase to a salary still below the national average is a very humble and reasonable proposal.

Very respectfully,  
Phillip Ada  
[REDACTED]



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Please Support Fair and Competitive Pay for Guam's Teachers**

2 messages

**Aldrin Jay B. Cajigal** <abcajigal@gdoe.net>

Sat, Aug 29, 2026 at 11:27 AM

To: contact@senatorvinceborja.com

Hafa Adai Senator VINCE BORJA,

My name is DR. ALDRIN JAY CAJIGAL, and I am an educator with the Guam Department of Education. I currently teach 3rd Grade at Liguana Elementary School, and I have proudly served Guam's students for 15 years.

I am writing to respectfully ask for your support in bringing Guam teacher salaries to at least 95% of the national average. Teaching on Guam is more than a job to me. It is an investment in our island, our families, and most importantly, our children. Yet despite the education, certification, professional development, responsibilities, and countless hours required of teachers, our compensation continues to fall significantly behind what educators earn nationally.

For me personally, this pay gap has meant working a second job, struggling with rising grocery and utility costs, using personal money for classroom supplies, putting off family plans and just struggling to save for retirement. Over the years, I have also watched talented coworkers and friends leave Guam for better-paying teaching positions elsewhere. I have seen experienced teachers, special education teachers and colleagues with advanced degrees leave our schools because they could earn substantially more elsewhere while doing the same work.

Every teacher who leaves takes years of experience, relationships, mentorship, and knowledge with them. Their departure does not just affect staffing numbers. It affects the students who lose great teachers, the educators who remain and take on additional responsibilities, and the stability of our entire school system. Guam should not have to continually lose qualified educators simply because they can earn a more competitive salary somewhere else. We are not asking to become the highest-paid teachers in the nation. We are asking Guam to make teacher compensation competitive enough that educators can afford to stay here, build their lives here, and continue serving Guam's children. Supporting competitive teacher pay is not simply an investment in teachers. It is an investment in teacher recruitment, teacher retention, stronger schools, and ultimately the future of Guam.

I respectfully ask you to support legislation that brings Guam's teacher salaries to at least 95% of the national average and establishes a sustainable way to prevent our salaries from falling significantly behind again.

Please stand with Guam's educators and the students and families we serve. We love teaching Guam's children. We simply want Guam to make it possible for great teachers to stay.

Si Yu'os Ma'åse' for your time, consideration, and support.

Respectfully,

**Dr. Aldrin Jay Cajigal**

**Liguana Elementary School**

**3rd Grade Teacher**

**15 Years Serving Guam's Students**





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Bill 351-38 Testimony**

2 messages

**Gabriel T. Posadas** <gtposadas@gdoe.net>

Fri, Sep 11, 2026 at 12:13 PM

To: "contact@senatorvinceborja.com" &lt;contact@senatorvinceborja.com&gt;

Hafa Adai, Senator Borja! I'm submitting my testimony in support of Bill 351-38 for the teacher pay raises.

Since joining GDOE in 2017 as a teacher and presently school counselor, I climbed the Teacher Class and Step increment ladder in order to earn a living that's being rapidly outpaced by inflation. I've earned my Bachelors in Special Education, my Masters in School Counseling, and Masters in School Administration. Through the lens of GDOE, I would be regarded as a Highly Qualified Teacher (HQT) for those areas of great need. While I climbed the Teacher Class ladder to increase my pay with the two Masters degrees, it feels like the Return On Investment (ROI) hasn't held much value. Even with those credentials, I continually keep a spreadsheet open to keep track of my tight budgeting. I'm also single; I don't have the luxury of having a spouse to share another income with. I have to fight for every penny I earn. I have already given up the dream of purchasing a home because of my income. My sibling and her spouse, who are also veteran teachers, also had to get second jobs at GCC in order to increase their income.

The typhoons in recent years have also escalated my budgeting fears. As opposed to SNAP recipients who were compensated for food loss, I don't qualify any of those compensation programs. This forced me to repurchase goods from all the food loss and, while I know families who aren't SNAP recipients go through the same struggle, it was still painful on a tight budget.

It's no secret that teachers use their pay to purchase things for their classroom and/or students, and I am no exception. My empathy goes out to the students I counsel, and have often gone out of my way for struggling students to buy their cap/gown, shoes for everyday use, and other supplies. At this time of writing, I'm still waiting for my increment to go into effect (that was in early August). It's a bit embarrassing that I have to express my struggles to the powers that be to ask a little more to just, live. Thank you for your time.

--

Mr. Gabriel Posadas

School Counselor

George Washington High School

Alpha Student Listing: Ong - Salas

School Website: <https://www.gwhsgeckos.com/>Counseling Website: <https://sites.google.com/gdoe.net/gwhscc/home>

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Guam Department of Education 2026

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**Office of Senator Borja** <contact@senatorvinceborja.com>

Fri, Sep 11, 2026 at 12:18 PM

To: "Gabriel T. Posadas" &lt;gtposadas@gdoe.net&gt;

Hafa Adai,

Acknowledging receipt of email. Thank you for sharing your thoughts and testimony. Please contact us for any concerns or questions.

Respectfully,



**Office of Senator Vincent A.V. Borja**

Committee on Education, Libraries, & Public  
Broadcasting

**38th Guam Legislature**

Suite 502, DNA Bldg. 238 Archbishop Flores St.

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Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Testimony**

1 message

**Tricia Alconaba** [REDACTED]

Thu, Sep 10, 2026 at 1:23 PM

To: contact@senatorvinceborja.com

Buenas Yan Hafa Adai Senator Borja,

My testimony is that I have been working for 22 years now with the Guam Department of Education. I only making \$73,000 yearly (teacher V). There are so many new teachers who have worked less years than me and making above my pay scale. The reason is that when I was an Assistant Principal for 6 years and decided to step down to go back into teaching; GDOE personnel office took my salary/increments away and put me back at my teacher pay rate. This was unbelievable. I am still fighting for my pay as we speak. But regardless any of this; yes for 22 years in the department and only making \$73,000 yearly; with 3 masters degree. I am so underpaid. They don't even take the number of degrees and experience to boost my pay up. This is why I am looking to relocate or apply for dodea schools.

Thank you! 😊

Tricia Alconaba



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**Educator Testimony: Bill 351-38**

1 message

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**Haane Barcinas LG** [REDACTED]  
To: contact@senatorvinceborja.com

Thu, Sep 10, 2026 at 8:27 AM

I am submitting this testimony in strong support of Bill 351-38, which would give GDOE the authority to negotiate teacher pay toward 95% of the national average.

I have applied to teach at DODEA every year since I started teaching over a decade ago. Not because I am unhappy with my current school, coworkers, and teaching position. DODEA simply pays more, and it is extremely disheartening to know that even though I did everything "right," it is just not enough money to live comfortably as a GDOE teacher. I have two master's degrees, and my husband and I have stable jobs. We make fine money, so of course we don't qualify for any sort of assistance that many islanders use to help offset the current cost of living.

How much money could I be earning in the states? According to GFT, Guam teachers are earning tens of thousands of dollars less than the national average. I have worked so hard over the last 12 years, and I still do not earn what the average teacher earns in the 50 states. So should I move there? Should I follow my friends and family members that have relocated to find better opportunities? Is this what GDOE wants? For all of their dedicated teachers with energy and passion to teach to simply...leave? I think of some classmates I had at UOG's School of Education. Many moved off-island, and they are happy and successful now, teaching in school districts that value their advanced degrees and years of service with a pay that reflects it.

I hope that my cries for money and my willingness to leave to another organization that pays more does not make it seem like I do not "care about the kids." I do. I spend so much of my own money caring about these kids that I allow into my heart for the school year. I love my job. It is fulfilling, challenging, and fun. There is joy every day. But when it comes to living on Guam, and the current teacher pay rates, teachers like me are forced to choose between staying in the classrooms we love and providing for our families. It is not a nice feeling to consider fresh strawberries or watermelon as an indulgence that I cannot afford. I hope Bill 351-38 can help us. Guam's students deserve teachers who can afford to stay.





Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

**Re: Testimony in Support of Bill No. 351-38 (COR)**

1 message

**Al Edrich C. Labang** <aclabang@gdoe.net>

Thu, Sep 10, 2026 at 10:04 AM

To: "office.senatorborja@guamlegislature.gov" &lt;office.senatorborja@guamlegislature.gov&gt;

September 10, 2026

Honorable Senator Vincent A. V. Borja  
Chairperson, Committee on Education, Libraries, and Public Broadcasting  
38th Guam Legislature  
Hagåtña, Guam

Re: Testimony in Support of Bill No. 351-38 (COR)

Håfa Adai Senator Borja and members of the Committee:

My name is Al Labang, and I am a seventh-grade mathematics teacher at Astumbo Middle School. I also serve as Math Department Chair, team leader, PBIS School Facilitator Leader, NJHS Co-Advisor, and advisor for our student council. This is my fifth year teaching Guam's students, and I am currently classified as an ED-2, Step 5 educator. In addition to my full-time responsibilities at Astumbo Middle School, I work a second job as an adjunct instructor at the University of Guam.

I respectfully submit this testimony in strong support of Bill No. 351-38 (COR).

Teachers wear many hats. We are instructors, mentors, counselors, advocates, data analysts, planners, mediators, communicators, and leaders. We teach several classes, provide interventions, accommodate students with disabilities, modify instruction for English language learners, analyze assessments, contact families, supervise students, complete reports, and support extracurricular programs. After the final bell, we continue grading, planning, attending meetings, advising clubs, leading committees, and preparing for the next day. We accept these responsibilities because our students need us, but our compensation does not adequately reflect the complexity and importance of the work.

As an ED-2, Step 5 teacher, my annual salary under the existing schedule is approximately \$53,483. This is considerably below the national average teacher salary and the bill's proposed benchmark of 95% of that average. The pay gap affects a teacher's ability to support a family, prepare for emergencies, save for retirement, pursue an advanced degree, and remain in the profession over the long term.

My work as an adjunct instructor allows me to continue serving students at another level. At the same time, working a second teaching job after a full school day reflects the financial reality faced by many educators. Those additional hours could otherwise support lesson preparation, professional growth, rest, or family time. A full-time teacher should be able to achieve reasonable financial stability through the primary profession.

Too many teachers are relocating to places that offer better salaries or leaving education for careers that provide stronger financial security. Every departure costs Guam valuable experience and continuity. The teachers who remain inherit larger classes, coverage assignments, additional preparations, and greater pressure. Students lose stable relationships with qualified educators, while the government must spend more on vacancies, substitutes, recruitment, and training. Competitive compensation is therefore an investment in retention, stable classrooms, and student achievement.

Bill 351-38 gives Guam an opportunity to establish a measurable compensation goal. An educator-specific plan negotiated by the Guam Education Board and the Guam Federation of Teachers recognizes the profession's specialized qualifications and workforce challenges.

I especially support the bill's goal of bringing classroom-teacher salaries to at least 95% of the national average within five fiscal years. However, I respectfully recommend strengthening the bill with the following safeguards:

1. Require proportional adjustments across every educator grade and step. ED-2 and other early- and mid-career educators must receive fair increases rather than measuring compliance only through the overall average teacher salary.

2. Protect increments and earned placement. Bill-related adjustments must be added to regular step increases while preserving credit for experience, certification, graduate credits, and advanced degrees.
3. Use a clear, current benchmark. Identify an authoritative national data source and update the comparison annually so the target does not become outdated.
4. Protect benefits and bargaining rights. Salary improvements must not be financed by reducing retirement, health insurance, leave, or negotiated protections.
5. Require annual funding, reporting, and enforcement. Publish appropriations, salary adjustments, vacancies, retention rates, and progress toward the 95% target. If progress is missed, require a public explanation and corrective funding plan.
6. Recognize additional responsibilities. Consider appropriate stipends or differentials for department leadership, mentoring, advising, hard-to-fill assignments, additional classes, and substantial duties beyond the regular workload.

Without sufficient funding and accountability, the target could become another promise educators are asked to wait for. Teachers are often asked to do more because we care about our students. Our willingness to wear many hats should be recognized as professional service—not used to justify expanding responsibilities without fair compensation.

I chose teaching because education can change the direction of a student's life. I want educators to build careers and raise their families on Guam without relocating or leaving the profession in search of fair compensation. Supporting teachers means supporting students: competitive salaries will improve recruitment, retention, classroom stability, and learning.

I respectfully urge the Committee and the 38th Guam Legislature to report Bill No. 351-38 (COR) out favorably, strengthen it with the protections described above, and provide the funding necessary to fulfill its purpose.

Si Yu'os Ma'åse' for the opportunity to provide testimony and for recognizing the many roles Guam's teachers fulfill every day.

Respectfully submitted,

Al Labang  
Seventh-Grade Mathematics Teacher  
Astumbo Middle School  
ED-2, Step 5

Mr. Al Labang  
Astumbo Middle School  
Mathematics Teacher  
VIA: Phone Email

Guam Department of Education 2026



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**YES TO BILL 351-38**

1 message

**Evan Jay M. Lanada** <ejlanada@gdoe.net>

Wed, Sep 9, 2026 at 5:04 PM

To: contact@senatorvinceborja.com

Dear Senator Borja,

My name is Evan Lanada and I am a Elementary teacher at Astumbo Elementary School. I have proudly served Guam's public school students for five years.

I am writing in support of Bill No. 351-38 (COR).

As a dedicated educator with a master's degree and certified professional educator, I have invested years in my education and professional growth so that I can provide the best instruction possible for my students. However, teacher salaries have not kept pace with the rising cost of living on Guam. This places a strain on educators and their families and makes it increasingly difficult for qualified teachers to remain in the profession they love.

Our students deserve qualified, experienced teachers who can provide consistent instruction, build meaningful relationships, and understand the unique cultural and educational needs of our island community. When schools struggle to retain teachers, the effects are felt directly by our students through staffing shortages, larger workloads for remaining educators, and disruptions to learning.

Bringing teacher salaries to 95 percent of the national average over five years would demonstrate that Guam values its educators and wants to retain the qualified teachers already serving our children. That is what our students and our island community need.

I respectfully ask you and the Committee to pass Bill No. 351-38 (COR). Thank you for your work on this bill and for considering the voices of Guam's

Sincerely  
Mr. Evan Lanada  
5th Grade Teacher III  
Astumbo Elementary School

Guam Department of Education 2026

Dear Senator Borja,

My name is April Patraw. I am a teacher at Capt. HB Price Elementary School. I have worked in Guam's public schools for 8 years.

I am writing in support of Bill No. 351-38 (COR).

For many years, I have had to pay for the supplies in my classroom. Things that should be provided by the school have been paid for with my hard earned teacher salary. It is very difficult to prioritize bills when my class needs pencils or papers. Both of which are necessary for everyday use in a classroom.

My school is in need of teachers but with such low pay and so much work to do, nobody wants to apply and seeks jobs in other departments or schools. Our students are the ones taking the biggest hit.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

April Patraw

1st Grade Teacher, Capt. HB Price Elementary School

Mangilao

## **GUAM FEDERATION OF TEACHERS**

AFT Local 1581 · AFL-CIO

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### **Subject: Support for Bill No. 351-38 (COR)**

Hafa Adai, Senator Borja,

My name is Martina Aoki. I have worked for the Department of Education for eighteen years; first as a middle school teacher and for the past eight years as a School Librarian. I am writing in support of Bill No. 351-38 (COR).

I made the decision to move home in 2008 after living in California for nearly a decade. It has taken eighteen years to reach the level of pay I earned as a Bachelor's level social worker in Sacramento County. While I made it work, I imagine that may not be an option for others who long to return and give back to their island. I can think of a specific example involving a family member who taught on Guam for a few years before relocating to Hawaii. After starting a family, my relative and her spouse considered moving home. Since she was gone for over four years, return rights did not apply and she would have to start from the first step. The department lost out on two certified special education teachers with over a decade of experience each.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us retain the teachers we already have. This will also recruit educators and make it less prohibitive for our diaspora to return home. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Si Yu'os Ma'ase for your work on this bill.

Kon Respetu,

Martina Aoki

School Librarian, AsTumbo Elementary School

September 10, 2026

Thank you for the opportunity to submit written testimony to the 38th Guam Legislature, Senators, and especially Senator Vincent A.V. Borja. This testimony supports Bill No. 351-38 (COR), which aims to empower the Guam Department of Education with a clear educator classification, compensation, and benefit structure, and to provide a pay raise for teachers and public-school staff.

Committee on Education, Libraries, and Public Broadcasting

Chairperson: Senator Vincent Anthony V. Borja

To: All Honorable Senators of Guam

From: Maryhelen S. Lizama

Contact No.: [REDACTED]

Subject: Support Pay Raise for Teachers and Public School Workers and Staff

Reference: Bill No. 351-38 (COR)

I am writing to express strong support for the proposed pay raise for teachers, public school workers, and staff. Guam's cost of living has risen dramatically since the 1970s, while wages have not kept pace. This gap places a growing burden on educators and their families, undermining morale, retention, and the ability of our schools to attract and keep qualified professionals.

Historical context and current impact

In previous decades, a combination of lower living costs and stable wages allowed educators to live without extraordinary financial strain.

Today, the cost of housing, utilities, food, transportation, and other essentials has surged, far outpacing wage growth.

Many families struggle to afford the cost of living in Guam, contributing to financial stress and, in some cases, housing insecurity.

The public education system relies on highly skilled teachers and dedicated staff. Without competitive compensation, recruitment and retention become

increasingly challenging, negatively affecting student learning and school operations.

### Personal and community perspective

I have lived here on Guam for more than fifty years and attended the Public Schools here from Kinder to 12<sup>th</sup> grade. I then attended U.O.G. and GCC. I then worked for the Government of Guam Public Safety and now going to be retired soon. My success was because we had good, happy, and qualified teachers, counselors, school aides, cafeteria workers, janitors, and all of the school staff. They were all supportive and good to us.

I have family across elementary, middle, high school, and higher education who are employed in Guam's schools. Their dedication underscores the need for a salary structure that reflects the responsibilities and demands of modern education. Pay raises are needed immediately.

A well-supported workforce in education leads to safer, cleaner, more welcoming, and better-maintained school environments, which in turn fosters student engagement, achievement, and pride in our schools.

### Supporting changes proposed by Bill No. 351-38 (COR)

Establish an independent authority within the Guam Department of Education to set educator classification, compensation, and benefits in a fair, transparent, and sustainable manner.

Implement competitive pay scales and comprehensive benefits to attract and retain qualified teachers and essential support staff.

Invest in school facilities: maintenance staff, custodial services, and groundskeeping to ensure clean, safe, and engaging learning environments.

Restore and promote positive school culture: reduce reliance on substitutes, enable stable teaching teams, and support robust extracurriculars and school activities that foster a love of learning.



Minimize financial barriers for families, including reviewing school uniform policies and ensuring adequate school supplies and resources.

Suggested focus areas for implementation

Salary structure clarity: develop transparent progression paths, performance incentives, and cost-of-living adjustments.

Recruitment and retention: prioritize certified teachers, paraprofessionals, and maintenance staff with competitive compensation.

School environment: fund custodial and maintenance roles to sustain clean, safe, and welcoming campuses.

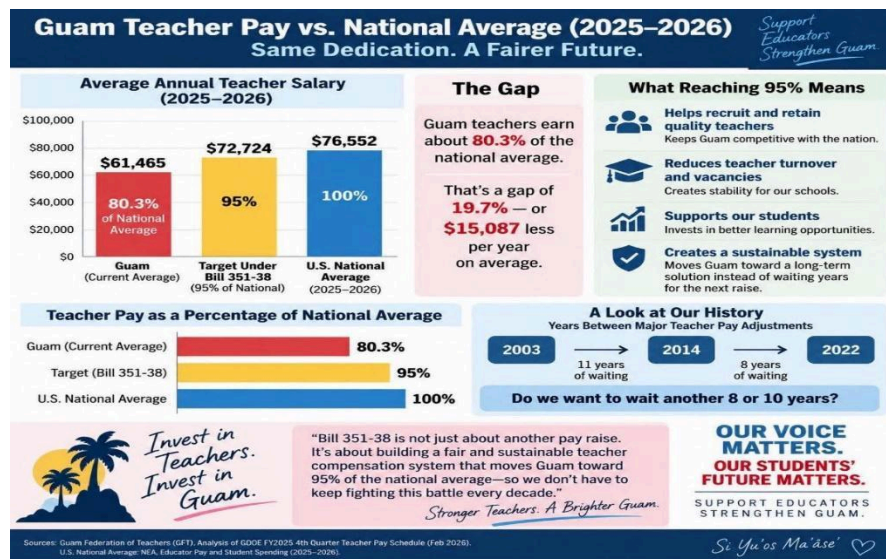
Student-centered programs: sustain arts, athletics, and extracurriculars that contribute to holistic education.

Administrative safeguards: ensure fiscal responsibility and accountability in the new compensation framework.

Conclusion

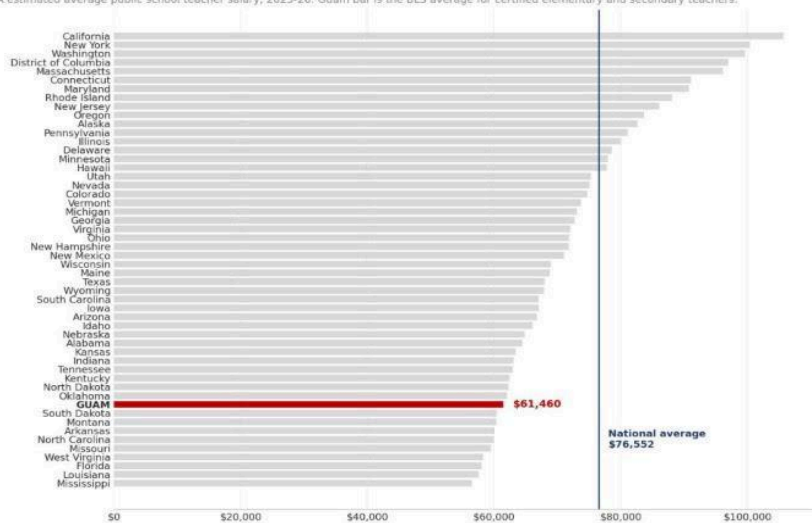
Support for Bill No. 351-38 (COR) is an investment in Guam's future. By ensuring fair pay and robust support for our educators and school staff, we can restore the joy of learning, improve student outcomes, and create stable, thriving school communities for generations to come. Please consider approving the pay raise and the independent authority to establish a fair and sustainable compensation structure for Guam's educators and public-school workers. Your support on this matter is greatly appreciated.

Respectfully,  
Maryhelen S. Lizama



### Guam teachers would rank 43rd of 52 against the NEA state averages

NEA estimated average public school teacher salary, 2025–26. Guam bar is the BLS average for certified elementary and secondary teachers.



Attachments are from GFT Union. (msl)

To: Senator Vincent Borja

Subject: **Support for Bill No. 351-38 (COR)**

September 8, 2026

Dear Senator Borja,

My name is Jolynn M. Flores. I am an educator at Capt. H.B. Price Elementary School, and I have worked in Guam's public schools for 29 years.

I am writing in support of Bill No. 351-38 (COR).

After 29 years of serving the children of Guam, I have seen firsthand how important it is to have experienced, dedicated teachers in our classrooms; however, the difference between Guam's teacher salaries and the national average makes it harder for educators to stay on island and continue in this profession. With the rising cost of living, teachers are often forced to make difficult choices about their finances, despite years of experience and commitment to our students. It is especially difficult knowing that educators with the same dedication and experience can receive better compensation elsewhere, yet many of us continue to stay because we care deeply about our students, our schools, and our community.

Our students feel the impact when we struggle to recruit and retain qualified teachers. When a position remains vacant, other teachers and staff often have to step in and take on additional responsibilities, which can affect the time and attention they are able to give their own students. A certified and experienced teacher brings knowledge, consistency, classroom management, and a commitment to building strong relationships with students—things that are difficult to replace. Our children deserve teachers who are here not just to fill a position, but who are able to build lasting connections, understand their needs, and provide them with the stability they need to succeed.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have and make Guam more competitive in attracting qualified educators. That is what our students need. I ask you and the committee to pass Bill No. 351-38 (COR).

I plan to attend the upcoming public hearing and show my support for this important legislation. Thank you for your work on this bill and for recognizing the importance of investing in Guam's educators and, ultimately, our students.

Sincerely,

Jolynn M. Flores  
Educator -Capt. H.B. Price Elementary  
Talo'fo'fo'

## **GUAM FEDERATION OF TEACHERS**

AFT Local 1581 · AFL-CIO

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### **Email template: letter of support for Bill No. 351-38 (COR)**

Send to [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com) before the public hearing on Tuesday, September 8, 2026, 2:00 PM, Guam Legislature, Hagåtña.

### **Subject: Support for Bill No. 351-38 (COR)**

Dear Senator Borja:

My name is Emiliana Limtiaco. I am a CHamoru Teacher at John F. Kennedy High School. I have worked in Guam Department of Education public schools for 18 years.

I am writing in support of Bill No. 351-38 (COR).

As a single 66 years old senior citizen, working full-time to support myself has been very difficult and challenging.

I am always looking for opportunities offered by Guam Department of Education (e.g., Credit Recovery School Programs, substitute teacher during Preparation period) to supplement my income because of the high cost of living on our island.

Every year, my goal is to continue to be an effective teacher as I'm certified in Chamorro Language & Culture K-12, Early Childhood Pre K-2, Elementary K-5, Special Education Pre K-12, Language Arts and Social 6-12.

My students come from diverse socio-economic backgrounds, therefore it is important that no child is left behind by bridging the gap for all learners.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

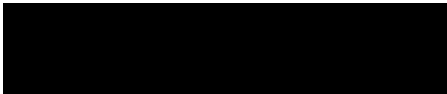
Thank you for your work on this bill.

Yu'os Ma'ase,

Emiliana Limtiaco

Teacher, John F. Kennedy High School

Tamuning



September 10, 2026

The Honorable Senator Vince Borja  
Guam Legislature  
Hagåtña, Guam

**Re: Bill 351-38 – Increasing Compensation for Guam's Teachers**

Dear Senator Borja:

My name is **Maia Ocampo**, and I have had the privilege of serving as a special education teacher with the Guam Department of Education for more than **30 years**. My husband is also a GDOE teacher and has served for more than 15 years. As a result, the outcome of **Bill 351-38** will have a profound impact not only on our professional lives, but also on our family's financial security and future.

I am writing to respectfully ask for your support of Bill 351-38 and, most importantly, to request that the proposed teacher pay increase take effect on **October 1, 2027, rather than being delayed until October 1, 2028**.

After three decades as a Guam teacher, I can say with certainty that teacher compensation is no longer simply a matter of asking for a raise. It is a matter of **fairness, equity, retention, and whether experienced educators can afford to remain in the profession and on Guam**.

Guam teachers currently earn an average of approximately **\$61,000 per year**, compared with a national average of approximately **\$76,500**. That represents a difference of roughly **\$15,500 annually**. However, looking only at salary does not tell the entire story. Guam residents face substantially higher costs for many necessities, including **gasoline, utilities, groceries, housing, and other everyday expenses**. Therefore, a Guam teacher earning considerably less than the national average is simultaneously being asked to live with a higher cost of living.

The disparity becomes even more concerning when considering where Guam ranks nationally. Guam teachers currently rank approximately **43rd out of 52 jurisdictions** when compared with NEA state salary averages. We should be asking ourselves why the educators responsible for educating Guam's children continue to fall so far behind their counterparts throughout the United States.

I have personally experienced what these wages mean in everyday life. Throughout my 30-year career with GDOE, I have had to take **two and sometimes three part-time jobs** just to make ends meet. For the last three decades, I have worked virtually every summer and during school breaks because my teaching salary alone has not provided the financial security that one would reasonably expect after dedicating an entire career to public education.

And I am far from alone.

I see too many of my fellow teachers doing the same thing—working additional jobs during evenings, weekends, summers, and school breaks simply to supplement their GDOE income. These are dedicated professionals who should be spending their time recovering from the demands of the school year,

preparing for their students, pursuing professional development, and spending time with their families. Instead, many are working additional jobs because they cannot afford not to.

I have also witnessed many excellent teachers and colleagues **resign from GDOE and relocate to the mainland United States** in search of better compensation, more financial stability, and a better quality of life for their families. These are not educators who wanted to abandon Guam or the students they served. In many cases, they simply reached a point where remaining in Guam was no longer financially sustainable.

I am now beginning to consider the same possibility.

After dedicating more than 30 years to GDOE, it is heartbreaking to contemplate leaving Guam because I cannot be confident that I will be financially secure in retirement. I worry about whether I will have enough money to retire after giving the majority of my adult life to educating Guam's children. I worry that I may have to continue working well beyond the point at which I should be able to retire simply to survive financially.

My husband and I are both educators. Therefore, this issue is not theoretical for our family. **Both of our incomes are directly affected by the decisions made regarding Bill 351-38.** We are two people who have devoted decades of our lives to public education, yet we still have legitimate concerns about our ability to achieve financial security and retire with dignity.

I also remember the **failed Hay Study of 2014**. At that time, as a Teacher V, I recall receiving an increase of approximately **five cents**. That increase was so insignificant that it did not meaningfully improve my financial situation or even compensate for the annual increase in the cost of living.

I sincerely hope we do not repeat that experience.

**Bill 351-38 is not simply about giving teachers another pay raise. It is about creating a teacher compensation system that is fairer and more equitable in relation to national teacher salaries while recognizing the unique and substantially higher cost of living in Guam.**

Our teachers face enormous challenges every day. We are **underpaid and understaffed**, while working with limited resources and increasingly heavy workloads. We manage classrooms filled with students with diverse academic, behavioral, social, emotional, and mental health needs. We deal with classroom disruptions, student distractions, behavioral concerns, time constraints, paperwork, meetings, testing requirements, and countless responsibilities that extend far beyond the hours for which we are officially compensated.

Teachers are expected to take care of everyone else, often while having very little time to take care of ourselves.

The result is exhaustion, stress, burnout, and ultimately the loss of experienced educators.

When teachers leave Guam for better-paying positions elsewhere, GDOE does not simply lose an employee. **Guam loses experience, institutional knowledge, mentoring capacity, and educators who have spent years building relationships with our students, families, and communities.** Recruiting and retaining

qualified teachers should therefore be viewed as an investment in Guam's future—not merely as an expenditure.

Competitive teacher salaries are essential to attracting new educators to Guam, retaining experienced teachers, encouraging educators to remain in the classroom, and ensuring that our students receive the quality education they deserve.

For these reasons, I respectfully ask you to:

1. **Support Bill 351-38 and its goal of bringing Guam teacher compensation closer to national teacher salary levels.**
2. **Support an effective date of October 1, 2027, rather than delaying the increase until October 1, 2028.**
3. Recognize that Guam's higher cost of living must be considered when comparing teacher salaries with those on the mainland.
4. Recognize that competitive teacher compensation is essential to **teacher recruitment, retention, morale, and the long-term stability of GDOE.**
5. Consider the financial realities facing veteran teachers who have devoted decades to Guam's public schools and are now concerned about whether they will ever be able to retire comfortably.

Senator Borja, teachers should not have to work two or three additional jobs to make ends meet after dedicating 30 years to public education. They should not have to choose between staying close to their families and community or moving thousands of miles away because they can no longer afford to remain in Guam.

We love our students. We love our schools. We love Guam.

**But love for our profession and our island cannot pay the mortgage, rent, electricity bill, groceries, gasoline, or retirement expenses.**

I respectfully urge you to recognize the urgency of this issue and to support **Bill 351-38 with an October 1, 2027 effective date.** Our teachers have waited long enough. We should not have to wait another year while continuing to struggle financially, lose experienced educators to the mainland, and ask teachers to sacrifice even more of their personal and family lives.

After 30 years of service, I am proud to call myself a Guam teacher. I simply want to be able to continue serving my students while also knowing that the career to which I have devoted my life will allow me to eventually retire with **financial security and dignity.**

Thank you for your time, your consideration, and your service to the people of Guam. I sincerely hope you will stand with Guam's teachers and support the timely implementation of Bill 351-38.

Respectfully,

**Maia Perez Ocampo, M.A., M.Ed.,**  
Teacher V  
Guam Department of Education\



Dear Senator Borja,

My name is Gemee-Lynn L. Escuadra. I am a first grade teacher at Harry S. Truman Elementary School. I have worked in Guam's public schools for almost 25 years now.

I am writing in support of Bill No. 351-38 (COR).

I feel that the teachers on Guam do not get paid enough. The cost of living on Guam is very high for food, electricity, gas, housing, and everyday needs. I feel that teaching today is harder now than it was years ago. Classrooms have more students with different needs. In addition, we deal with more behavior challenges, and pressure to help every child succeed. This job asks more of us than it used to, yet the pay has not kept up. I strongly believe that bringing our salaries to ninety-five percent of the national average teacher salary over five years would help keep good teachers on Guam, and attract new ones. This is what our students need! I ask you and the committee to pass Bill No. 351-38 (COR).

Please support higher pay for Guam's teachers!  
Thank you!

Sincerely,  
Mrs. Escuadra  
First Grade Teacher  
Harry S. Truman Elementary School

**September 8, 2026**

Dear Senator Borja,

My name is Dr. Maridel Perez I am a GATE Teacher at Maria A Ulloa Elementary School. I have worked in Guam's public schools for almost 30 years.

I am writing in support of Bill No. 351-38 (COR).

I believe that our island teachers have been long overdue to receive a pay comparable to our counterparts off island. We have been diligently working to uphold our educational values and help our youth succeed. Although many of us are overwhelmed mentally, physically and financially, we still do our best to ensure our island students receive the education they deserved. Many of us also personally dig into our pockets to provide materials and incentives to keep our students engaged in learning.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Dr Maridel Perez  
Teacher, MAUES  
Dededo

## Letter of support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Tara Tydingco I have been a teacher at John F. Kennedy high school for over 25 years.

I am writing in support of Bill No. 351-38 (COR).

I would like to share my perspective as a parent of three children who have attended GDOE schools. When my daughter was attending middle school, the Chamorro teacher was covering her Language Arts class and the school nurse was covering her science class. They were not certified to teach those classes. While it is not uncommon for school employees to step up and do the best with what they have, and we really do appreciate the extra effort of these employees, it is not acceptable. The Language Arts teacher resigned to take a better paying job in order to support his family. Science positions have always been difficult to fill because teacher pay cannot compete with other salaries that are offered to STEM majors. Better teacher pay would have helped my daughter and her classmates to receive the education they deserve.

During my son's freshman year in high school, his Chamorro teacher quit within one month because he was offered a better paying job at another government agency. His Math teacher resigned because the job was overwhelming. Teaching is tough, and low pay makes it even more difficult to recruit new college graduates.

I have had friends leave teaching positions for better paying jobs when their own children start attending college. While these teachers want to teach public school students, they have no choice but to leave because they need to support their families.

We are not living extravagant lives, and many of us teachers have to do some sort of part time work to get extra money to pay our bills. That is a reality of many people on our island, but when you are trying to recruit new teachers to fill so many vacancies, it is going to be difficult when they see the starting pay.

Guam needs to decide whether it values public education on Guam. We need qualified, certified teachers in the classroom, and increasing teacher pay is one step towards making that happen.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Tara Tydingco

Teacher, JFKHS

[trtydingco@gdoe.net](mailto:trtydingco@gdoe.net)

[REDACTED]

Dear Senators,

I wish to remain anonymous out of fear of retaliation, yet I can no longer stay silent. I am an educator in Guam's public school system, and I am pleading for your help. I urge you please, listen to us. I offer my unwavering support for Bill No. 351-38 (COR), which aims to finally create an independent educator classification, compensation, and benefits structure for the Guam Department of Education.

Every day, my colleagues and I pour our hearts and souls into our classrooms while our salaries remain painfully below the national average even as the cost of living on our island climbs higher and higher. We are expected to do more with less, to carry impossible burdens, and to keep showing up, no matter how dire our circumstances become. For too long, we have been ignored, dismissed, and undervalued. Our passion for our students is met with indifference to our basic needs.

We do not teach for the money if we did, we would have left long ago. We stay out of love for our students and our island. But love alone does not pay the bills or feed our families. The harsh truth is that more and more talented educators are leaving Guam in search of the dignity and respect they deserve elsewhere. Our schools are bleeding experienced teachers, and our students are the ones who suffer most. We are exhausted. We are discouraged. We are sounding the alarm: We cannot do this alone anymore.

This bill is not just about salaries it is about survival. It is about ensuring that our children have mentors who are stable, committed, and able to give their best. It is about building a future where teaching on Guam is not a sacrifice, but a calling that is valued and protected.

I am hopeful and ask you to please pass Bill No. 351-38 (COR). Show us that our leaders recognize our struggles, listen to our voices, and are ready to stand up for us. If you fail to act now, we face the real danger of losing even more educators who are the backbone of our community.

Please, stand with Guam's educators. Stand with our families. Stand with our island. Your decision will echo in every classroom and every home. Lift us up, so we can continue to lift up the next generation of Guam's leaders.

We need your help now, more than ever.

Good Afternoon Senator Camacho and committee members,

My name is Bella Santos-Cruz, and I'm a third grade teacher at B.P. Carbullido Elementary School. This is my 30th year as a GDOE educator. Of the 30 years, I spent 26 years in the classroom teaching several grades.

I was a teacher mentor with Project Hatsa and had the privilege of working with Aline Yamashita, Nieves Flores, Vince Leon Guerrero, Mike Skinner, Ana Leon Guerrero, and Connie Guerrero. I was mentored by Norma Tabayoyong and Karen Skinner when they were my administrators. If you recognize any of those names, you will know that it is because of their outstanding leadership, guidance, and passion for education that I am a better teacher today and one who speaks the truth, questions, and always thinks of what's best for our school community and most especially our students.

I spent most of my career in the classroom as a kindergarten, 3rd, 4th and 5th grade teacher. I think I share the same sentiment as other teachers who did not pursue a career in education because of the pay. For some of us, we had teachers who inspired us when we were students, family members who were educators, and for many of us we chose this profession because we wanted to inspire our own children to make Guam a suitable place to raise their children.

Despite all the challenges we have experienced as GDOE educators, many of us have chosen to stay because we know Guam can't get better if so many of us leave. Many teachers reach into their pockets to purchase items for classrooms and the school without ever asking for anything in return. We spend countless hours with our family preparing our classrooms, both financially and physically, at the beginning of every school and as we prepare to conclude the school year.

As you ponder whether or not we deserve a raise, I want you to think of a teacher in your life who inspired you, who was patient with you, who went the extra mile to help you understand a skill, and who made sure you knew that you were special. I want you to ask yourself how much that teacher is worth. Also, I want you to think of our GDOE teachers. Teachers who show up every day even when they're sick because they worry about their students and the shortage of personnel at the school sites. The teachers who have a room full of students including students with special needs who don't have adult support (1:1 aides). The teacher who buys supplies, school bags, lunch pails, shoes, and sometimes uniforms for their students because their student's family can't afford it. The teacher who purchases learning materials for their classroom to ensure their students are enjoying what they're teaching. The teacher who volunteers after school or on the weekends to have students take part in extracurricular activities.

None of you truly know the challenges we face in the classroom yet you have the opportunity to determine whether or not we deserve an adequate salary that is at the bottom of the list according to the United States national average. I invite you to visit the school sites and talk with those who have a direct impact on students. Ask them what they're worth. No amount of pay will ever suffice to our worth, but we deserve it just as much as nurses and law enforcement officers. We are professionals too. I ask that you support any efforts that are made to increase the salary of teachers at the school sites. I also ask that after teachers receive their much deserved raise, please advocate for the rest of the school staff.

Thank you for this opportunity.

## GUAM FEDERATION OF TEACHERS

AFT Local 1581 · AFL-CIO

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### Email template: letter of support for Bill No. 351-38 (COR)

Send to [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com) before the public hearing on Tuesday, September 8, 2026, 2:00 PM, Guam Legislature, Hagåtña.

*Replace everything in brackets. Please do not send this template as written. Senators count identical emails as one letter. The two middle paragraphs in your own words are what make yours count.*

### Subject: Support for Bill No. 351-38 (COR)

Dear Senator Borja,

My name is Joanna Payumo. I am a teacher at Simon A. Sanchez High School. I have worked in Guam's public schools for 21 years.

I am writing in support of Bill No. 351-38 (COR).

The pay gap has forced me to teach Eskuelan Puengi and Summer School as needed. Also, I took short-term part jobs as a single parent to provide for my family which is challenging. Until this day, I have to do a side hustle for this pay gap.

When teachers at my school relocate to the States or another country, the class is closed and the students are reassigned to a required subject with another teacher who teaches it. When there are many teachers out for the day, department chairs or colleagues in the same departments subs the class with their own class at the same time.

Bringing our salaries to ninety-five percent of the national average teacher salary over five years would help us keep the teachers we already have. That is what our students need. I ask you and the Committee to pass Bill No. 351-38 (COR).

Thank you for your work on this bill.

Respectfully,

Joanna Payumo  
Social Studies, Simon A. Sanchez High School  
Mangilao





Testimony 9/10/2026

Hâfa Adai everyone, my name is Kyle Adriano and I am the band teacher at FB Leon Guerrero Middle School. I will simply use this time to introduce myself and the program at FB.

I have been teaching at FB for 2 years, making this my third year of teaching. I am the successor of Mrs. Carroll Flores, a wonderful band teacher who has been teaching, and still is teaching, for 43 years, and has been the mentor of many of the musicians I work with today. During these two years I have been in FB, our school was in the afternoon double session at Okkodo High School, making this my first year teaching on the FB campus.

Despite making it to the campus, I do not have a classroom. I currently move between a total of three classes, with some of my colleagues moving between four classrooms. Because of my lack of a space for rehearsal, my students are unable to practice on their instruments at this time.

I make \$1,374.01 biweekly. I pay for my car, and I pay rent.

I have currently purchased equipment worth \$1,151.74. This is not the total that I have spent in my two years teaching, nor is it the total from the beginning of the year. This is the amount that was purchased for this school year alone, SY26-27. This is \$1,151.74.

These purchases do not include instruments. I am unable to provide instruments for the students, and I already do have my students use my personal equipment, including a bass guitar, a trombone, and a keyboard. Just the trombone alone is worth \$1,200.

The woodwind and brass instruments (instruments that a majority of my students play) that were last purchased by GDOE are from 1998.

I was born in 1999.

These instruments are still in use, along with the instruments that Mrs. Flores, herself, has bought for students. We are still unable to play these instruments at this current time.

Again, my name is Kyle Adriano. Thank you very much for your time.

## FOLLOW-UP TESTIMONY ON BILL 351-38

Mary Ladrido | GDOE Teacher | 24 Years of Service | Five-Minute Oral Testimony

Hafa Adai Senator Borja, Members of the 38th Guam Legislature, and Members of the Guam Education Board:

Thank you again for hearing us, seeing us, and for the support expressed for Bill 351-38. At the previous hearing, I shared my personal story as a teacher of 24 years. Today, I want to focus on why the structure Senator Borja is proposing matters, and how we can make sure it lasts.

**I have lived through our major pay adjustments: 2003, then 2014, then 2022. That was about 11 years between 2003 and 2014, and another 8 years between 2014 and 2022. Now we are here again.**

I was also part of the period when we pushed through the Hay Study. I remember the hope that another compensation study would finally bring meaningful change. Yet, as Mr. Sanjay Sharma reminded us in our recent discussion, some employees saw increases of only five or ten cents. After 24 years, I understand Senator Borja's point: we should not need another expensive study simply to tell us what the wage data already shows.

**And while teachers waited years between adjustments, the cost of living never waited. Gas increased. Power increased. Groceries increased. Housing and the basic cost of supporting a family increased. Our salaries may be adjusted once; the cost of living does not wait eight years to adjust.**

One senator correctly noted that teachers are not the only profession asking for higher wages in this economy. I agree. Many Guam workers and families are struggling. Supporting teachers does not diminish their needs. But education is part of the foundation of every profession Guam depends on. Before Guam has another nurse, engineer, police officer, electrician, accountant, entrepreneur, or public servant, there is a teacher helping prepare that future worker.

I also listened carefully to Department of Administration Director Edward Birn during the September 8 hearing. My understanding from his testimony was that Guam's wage comparisons have traditionally looked toward the lower 25 percent of states, and therefore we should not necessarily expect wages to approach the national average.

**I respectfully ask us to reconsider that philosophy for education. If we choose the lower-paid portion of the nation as our benchmark, we should not be surprised when our salaries remain near the bottom. The benchmark we choose eventually becomes the standard we accept.**

That is why I appreciate the direction Senator Borja has taken with Bill 351-38. This is not simply another across-the-board raise. The bill proposes giving GDOE independent authority to establish an educator classification, compensation, and benefits structure, with the Guam Education Board negotiating the salary structure with GFT and building classroom-teacher salaries toward at least 95 percent of the national average.

The bill also recognizes that this must be financially planned. It provides for implementation over no more than five fiscal years, requires the Board to determine the cost of implementation, and requires annual reporting on the market gap, recruitment, retention, vacancies, and compensation earned but unpaid because of insufficient appropriation.

**Those protections matter. I ask you to preserve them - and strengthen the funding side of them.**

Because reporting an unfunded amount tells us there is a problem; it does not solve the problem. If the Board and GFT establish the appropriate compensation structure, what will ensure that sufficient appropriations follow? What safeguard will keep the 95-percent benchmark from becoming a promise on paper rather than a commitment teachers can depend on?

We are not asking to be the highest-paid teachers in America. We are not even asking for 100 percent of the national average. We are asking Guam to move us toward 95 percent - a competitive standard that can help recruit and retain qualified educators.

Senator Borja has also made an important economic point: Guam is already paying for teacher turnover through vacancies, substitutes, recruitment, training, and the loss of experienced educators. Competitive compensation

is therefore not simply an employee expense. It is an investment in stability, our students, and Guam's future workforce.

**But once we reach toward 95 percent, we must protect it. Fund it. Review it. Maintain it.**

If the national benchmark moves while Guam's structure remains frozen, 95 percent can eventually become 90, then 85, then 80 - and another generation of teachers will be standing here making the same request.

**I have already lived through 2003. I lived through 2014. I lived through 2022. After 24 years as a Guam teacher, I do not want the next chapter to be another eight or ten years of waiting.**

I want Bill 351-38 to accomplish what Senator Borja is asking us to consider: stop repeatedly paying to replace good teachers and create a competitive structure that gives them a reason to stay.

So I respectfully ask you to preserve the 95-percent benchmark, preserve GFT's seat at the negotiating table, preserve the annual accountability measures, and strengthen the assurance that the resulting compensation structure will actually be funded and maintained.

If we do that, Bill 351-38 can be more than another teacher pay adjustment. It can finally break a cycle teachers have lived through for decades.

For 24 years, I have watched students leave our classrooms and become the adults who keep Guam moving. We have spent our careers preparing Guam's future. Today, I am asking you to protect the profession that prepares that future.

Thank you for listening to us, recognizing the value of Guam's educators, and working toward a solution that can last. Si Yu'os Ma'ase'.

**Respectfully,**

Mary Ladrado  
GDOE Teacher  
24 Years of Service



Office of Senator

**Vincent A. V. Borja**

*I Mina'trentai Ocho Na Liheslaturan Guåhan*

DNA BUILDING  
SUITE 502  
238 ARCHBISHOP FLORES ST.  
HAGATÑA, GUAM 96910  
TEL 671-969-8423

CHAIRPERSON  
COMMITTEE ON  
EDUCATION, LIBRARIES  
AND PUBLIC  
BROADCASTING

**COMMITTEE VOTE SHEET**

**Bill No. 351-38 (COR), As Amended**, - Vincent A.V. Borja – V. Anthony Ada – Shelly V. Calvo – Jesse A. Lujan – Tina Rose Muña-Barnes – “AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONEL”.

| Committee Members                                                    | INITIAL                                                                           | TO DO<br>PASS | TO NOT<br>PASS | TO REPORT<br>OUT ONLY | TO<br>ABSTAIN | TO PLACE IN<br>INACTIVE<br>FILE |
|----------------------------------------------------------------------|-----------------------------------------------------------------------------------|---------------|----------------|-----------------------|---------------|---------------------------------|
| <b>Senator Vincent A.V. Borja</b><br><i>Chairperson</i>              |  | ✓             |                |                       |               |                                 |
| <b>Senator Tina Muña Barnes</b><br><i>Vice Chairperson</i>           | E-VOTE<br>09.16.26                                                                | ✓             |                |                       |               |                                 |
| <b>Speaker Frank F. Blas, Jr.</b><br><i>Member</i>                   | E-VOTE<br>09.16.26                                                                |               |                | ✓                     |               |                                 |
| <b>Vice Speaker V. Anthony Ada</b><br><i>Member</i>                  |                                                                                   |               |                |                       |               |                                 |
| <b>Legislative Secretary Sabrina Salas Matanane</b><br><i>Member</i> | E-VOTE<br>09.16.26                                                                |               |                | ✓                     |               |                                 |
| <b>Senator Shelly Calvo</b><br><i>Member</i>                         |                                                                                   |               |                |                       |               |                                 |
| <b>Senator Christopher Duenas</b><br><i>Member</i>                   |                                                                                   |               |                |                       |               |                                 |
| <b>Senator Eulogio Shawn Gumataotao</b><br><i>Member</i>             | E-VOTE<br>09.16.26                                                                |               |                | ✓                     |               |                                 |
| <b>Senator Joe S. San Agustin</b><br><i>Member</i>                   | E-VOTE<br>09.16.26                                                                |               |                | ✓                     |               |                                 |
| <b>Senator Chris Barnett</b><br><i>Ex-Officio Member</i>             |                                                                                   |               |                |                       |               |                                 |



Office of Senator Borja &lt;contact@senatorvinceborja.com&gt;

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**URGENT REQUEST FOR E-VOTE Bill 351-38 (COR)**6 messages

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**Office of Senator Borja** <contact@senatorvinceborja.com>

Wed, Sep 16, 2026 at 3:25 PM

To: "Frank Blas Jr." <speakerblas@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

Buenas yan Håfa Adai, Honorable Committee Members,

Please see the attached Committee Report of **Bill No. 351-38 (COR) – AN ACT TO ADD AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED, AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH A CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL.**



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Please indicate your preferred action, based on the following options:

- **TO DO PASS**
- **TO NOT PASS**
- **TO REPORT OUT ONLY**
- **TO ABSTAIN**
- **TO PLACE IN INACTIVE FILE**

Please submit your response **ASAP**. Your responses will be logged into the vote sheet which will be submitted as part of the final Committee Report to the Committee on Rules.

**Si Yu'os Ma'åse',**



**Caden Nathaniel Ong Poblete**  
*Office of Senator Vincent A.V. Borja*  
 671-969-8423  
[caden.poblete@guamlegislature.gov](mailto:caden.poblete@guamlegislature.gov)  
 DNA Building Suite 502, Hagatna

**Senator Tina Rose Muña-Barnes** <senator.munabarnes@guamlegislature.gov> Wed, Sep 16, 2026 at 3:29 PM  
 To: Office of Senator Borja <contact@senatorvinceborja.com>  
 Cc: "Frank Blas Jr." <speakerblas@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

to do pass

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**Office of Legislative Secretary Senator Sabrina Salas Matanane** Wed, Sep 16, 2026 at 3:34 PM  
 <office.senatorbri@guamlegislature.gov>  
 To: Office of Senator Borja <contact@senatorvinceborja.com>  
 Cc: "Frank Blas Jr." <speakerblas@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

To Report out Only.

On Wed, Sep 16, 2026 at 3:26 PM Office of Senator Borja <contact@senatorvinceborja.com> wrote:

[Quoted text hidden]



**Office of Legislative Secretary**  
**SENATOR SABRINA SALAS MATANANE**  
*I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature*  
 Chairperson, Committee on Health and Veterans Affairs  
 163 W. Chalan Santo Papa, Hagåtña, Guam 96910  
 ☎ office.senatorbri@guamlegislature.gov  
 ☎ 671-989-2572

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**Senator Shawn Gumataotao** <office.senatorshawn@guamlegislature.gov> Wed, Sep 16, 2026 at 3:35 PM  
 To: Office of Senator Borja <contact@senatorvinceborja.com>



Cc: "Frank Blas Jr." <speakerblas@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>

To Report Out Only

On Wed, Sep 16, 2026 at 3:26 PM Office of Senator Borja <contact@senatorvinceborja.com> wrote:

[Quoted text hidden]

Office of Senator Eulogio Shawn Gumataotao  
Chairman, Committee on Public Safety, Emergency Management, and Guam National Guard  
38th Guam Legislature  
[120 Father Duenas Avenue](#) Capitol Plaza Building, Suite 103, Hagåtña, Guam 96910  
(671) 647-1409/1411

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**Speaker Frank Blas Jr.** <speakerblas@guamlegislature.gov>

Wed, Sep 16, 2026 at 3:40 PM

To: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>  
Cc: Office of Senator Borja <contact@senatorvinceborja.com>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>

Hafa Adai,

To report out only.



## Office of Speaker Frank F. Blas, Jr.

I Mina'trentai Ocho na Liheslaturan Guåhan 38<sup>th</sup> Guam Legislature

Guam Congress Building, 163 Chalan Santo Papa, Hagatña

(671)969-6456

[speakerblas@guamlegislature.gov](mailto:speakerblas@guamlegislature.gov)

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[Quoted text hidden]

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**Joe S. San Agustin** <senatorjoessanagustin@gmail.com>

Wed, Sep 16, 2026 at 4:00 PM



To: Senator Tina Rose Muña-Barnes <senator.munabarnes@guamlegislature.gov>  
Cc: Office of Senator Borja <contact@senatorvinceborja.com>, "Frank Blas Jr." <speakerblas@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>

To report out.

## The Office of Senator Joe S. San Agustin

*I Mina'trentai Ocho na Liheslaturan Guåhan*

38th Guam Legislature

Guam Congress Building, 163 Chalan Santo Papa, Hagåtña, Guam 96910

T: (671) 989-5445 F: (671) 969-6737 E: [senatorjoessanagustin@gmail.com](mailto:senatorjoessanagustin@gmail.com)

Website: [www.senatorjoessanagustin.com](http://www.senatorjoessanagustin.com)

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**COMMITTEE REPORT DIGEST**

*Committee on Education, Libraries and Public Broadcasting*

Senator Vincent Anthony V. Borja, Chairman

**I. OVERVIEW:**

The **Committee on Education, Libraries and Public Broadcasting** convened a Public Hearing on **Bill No. 351-38 (COR)** on **Tuesday, September 8, 2026** at **2:00 PM** in the Guam Congress Building's Public Hearing Room.

**PUBLIC NOTICE REQUIREMENTS:**

Public Hearing Notices were posted to the Government Public Notices Portal and disseminated via electronic mail to all Senators and all main media broadcasting outlets on **August 31, 2026** (5-Day Notice), and again on **September 5, 2026** (48-Hour Notice).

**SENATORS PRESENT:**

Vincent A.V. Borja, Chairperson  
Christopher Dueñas, Member  
Chris Barnett, Ex Officio Member  
Jesse A. Lujan  
Telo T. Taitague

**ORAL TESTIMONY:**

**Dr. Judith T. Won Pat**, Superintendent, Guam Department of Education  
**Mr. Edward Birn**, Director, Department of Administration  
**Mr. Timothy R. Fedenko**, President, Guam Federation of Teachers  
**Mr. Sanjay Sharma**, Vice President, Guam Federation of Teachers  
**Dr. Mary Okada**, Member, Guam Education Board  
**Mr. Kyle H.E. Adriano**, Teacher, F.B. Leon Guerrero Middle School  
**Ms. Tara Lubrani**, Teacher, F.B. Leon Guerrero Middle School  
**Ms. Andrea Santos**, Counselor, F.B. Leon Guerrero Middle School  
**Mr. Domingo L. Ocampo**, Member (Public Classroom Teacher- Representative), Guam Commission for Educator Certification  
**Ms. Marilyn Garcia Collins**, Teacher, Agueda I. Johnston Middle School  
**Ms. Mary S. Ladrido**, Teacher, Tiyan High School  
**Ms. Celia Bonhoff**, Teacher, Guam Department of Education  
**Mr. Christopher R. Leon Guerrero**, Teacher, Guam Department of Education  
**Mr. Rene Balbin**, Senior Probation Officer, Judiciary of Guam  
**Mr. Francis Noel Labrador**, Teacher, John F. Kennedy High School  
**Ms. Joy Rivera-Woodward**, Teacher, George Washington High School

**Ms. Emiliana Limtiaco**, Teacher, John F. Kennedy High School  
**Ms. Verna Marie Chargualaf Mendiola**, Teacher, Harry S. Truman Elementary School  
**Ms. Maya Ocampo**, Teacher, Astumbo Middle School  
**Ms. Nicole Pacheco**, Teacher, Wettengel Elementary School  
**Ms. CJ Young**, Teacher, Guam Department of Education  
**Mr. Glenn Lujan**, Teacher, Guam Department of Education  
**Ms. Icel Paulino**, Teacher, Astumbo Middle School  
**Mr. Robin Paulino**, Teacher, Simon Sanchez High School

**WRITTEN TESTIMONY:**

**Anonymous**

**Dr. Judith T. Won Pat**, Superintendent, Guam Department of Education  
**Ms. Fu'una Sanz**, Faneyåkan CHamoru Teacher, PCLujan Elementary School  
**Mr. Jeffrey Avery**, Parent, Guam Department of Education  
**Mr. Bayron Martinez**, Teacher, Guam Department of Education  
**Mr. Aaron Orot**, Counselor, Daniel L. Perez Elementary School  
**Dr. Aldrin Jay Cajigal**, Teacher, Liguana Elementary School  
**Mr. Phillip Ada**, Teacher, Guam Department of Education  
**Mr. Jason Miller**, Teacher, Inarajan Middle School  
**Ms. Anna Marie B. Paulino**, Teacher, L.P. Untalan Middle School  
**Mr. Elwin Champaco Quitano**, Teacher, Machananao Elementary School  
**Mr. Jonilin San Nicolas**, Teacher, Maria A. Ulloa Elementary School  
**Ms. Joanie LaVille**, ESL Coordinator, J.Q. San Miguel Elementary School  
**Ms. Renee-Lynn Sanchez**, Special Education Teacher, Harry S. Truman Elementary School  
**Ms. Leynebel Senodo**, Teacher, Guam Department of Education  
**Ms. Orlando Cruz**, Constituent, Guam Department of Education  
**Mr. Christopher R. Leon Guerrero**, Teacher, Guam Department of Education  
**Ms. Jaclyn Ocampo-Dela Cruz**, SPED Teacher, Harry S Truman Elementary School  
**Ms. Kelcey Flores**, John F. Kennedy High School  
**Ms. Christine Joy Mallari**, Teacher, John F. Kennedy High School  
**Ms. Joyce Cruz**, Teacher, Guam Department of Education  
**Mr. Rene Balbin**, Senior Probation Officer, Judiciary of Guam  
**Ms. Jazia Macias**, Teacher, Agueda I. Johnston Middle School  
**Mr. Anthony J Taianao**, Teacher, Southern High School  
**Mr. Rhojine Javinal**, Music/Choir Educator, Agueda I. Johnston Middle School  
**Ms. Marilyn Garcia Collins**, Teacher, Agueda I. Johnston Middle School  
**Ms Jennifer Estella**, Teacher, John F. Kennedy High School  
**Dr. Michelle Santos, Executive Director**, Guam Commission for Educator Certification

**Ms. Ciann San Nicolas**, Teacher, Guam Department of Education  
**Ms. Jonilin San Nicolas**, Teacher, Guam Department of Education  
**Ms. Joanie LaVille**, Teacher, J.Q. San Miguel Elementary School  
**Ms. Mary-Jane Nauta**, Teacher, Inarajan Elementary school  
**Ms. Joy Rivera-Woodward**, Teacher, George Washington High School  
**Ms. Renee Blancaflor**, Teacher, Southern High School  
**Ms. Alyssa Bustamante**, Teacher, Inarahan Elementary School  
**Ms. Jerica Taijeron**, Teacher, Liguán Elementary School  
**Mr. Brendan-Alexander Valera**, Teacher, Johnston Middle School  
**Mr. Michael J. Bailey**, Retired Teacher, Guam Department of Education  
**Ms. Mary S. Ladrido**, Teacher, Guam Department of Education  
**Mr. Dylan Orot**, Teacher, John F. Kennedy High School  
**Ms. Charlene Santos-Arriola**, Teacher, Finegayan Elementary School  
**Ms. Patricia Duenas**, Teacher, Southern High School  
**Ms. Alicia M.C. Whitaker**, School Librarian, Benavente Middle School  
**Ms. Tracy A. Salinas**, ESL Coordinator, Price Elementary School  
**Ms. Darlene C. Leon Guerrero**, Teacher, Merizo Martyrs' Memorial School  
**Ms. Angelica C. Mariano**, Teacher, Price Elementary School  
**Mr. Felix Chaco**, School Program Consultant, Guam Department of Education  
**Ms. Julie G. Limtiaco**, Teacher, Maria A. Ulloa Elementary School  
**Dr. Maridel Perez**, Teacher, Maria A. Ulloa Elementary School  
**Ms. Denise D. Benavente**, Teacher, Captain H.B. Price Elementary School  
**Ms. Antoinette B. Nadeau**, Teacher, Guam Department of Education  
**Ms. LucyMarie Siguenza Ignacio**, Teacher, Finegayan Elementary School  
**Ms. Bertilia Yamasta Agulto**, Teacher, Captain H.B. Price Elementary School  
**Dr. Julieta M. Antiok**, Teacher, Simon A. Sanchez High School  
**Dr. Matilda Naputi Rivera**, ESL Teacher/Coordinator, Guam Department of Education  
**Ms. Martina Aoki**, School Librarian, Astumbo Elementary School  
**Ms. Loretta Cruz**, Teacher, M.U. Lujan Elementary School  
**Ms. Sarah Damian**, School Librarian, Southern High School  
**Ms. Gemee-Lynn L. Escuadra**, Teacher, Harry S. Truman Elementary School  
**Ms. Jolynn M. Flores**, Teacher, Captain H.B. Price Elementary School  
**Ms. Hannah Guevara**, Teacher, Guam Department of Education  
**Ms. Princess Echon**, George Washington High School  
**Ms. Sumahen Cabrera**, Alumni, Guam Department of Education  
**Ms. Jamielynn S. Mantanona**, Teacher, M.U. Lujan Elementary School  
**Ms. Liezl Chen**, ESL Coordinator, Luis P. Untalan Middle School  
**Ms. Rhine Reyes**, Teacher, George Washington High School  
**Ms. Jana Salas**, Teacher, Luis P. Untalan Middle School

**Mr. Roger Reoganis**, Teacher, Agueda I. Johnston Middle School  
**Ms. Vanessa Garrido**, School Librarian, J.Q. San Miguel Elementary School  
**Ms. Charlene Wright**, School Librarian, Harry S Truman Elementary School  
**Ms. Ursula Umadhay**, Teacher, M.U. Lujan Elementary  
**Ms. Gloria Obias**, Teacher, John F. Kennedy High School  
**Ms. Amber Ritter-Cruz**, Teacher, Harry S. Truman Elementary School  
**Ms. Romina Salgado**, Teacher, Guam Department of Education  
**Mr. Evan Lanada**, Teacher, Astumbo Elementary School  
**Ms. Tara Tydingco**, Teacher, John F. Kennedy High School  
**Ms. Kaiana R. Mendiola**, Teacher, UPI Elementary School  
**Ms. Haane Barcinas Leon Guerrero**, Teacher, Guam Department of Education  
**Ms. April Grace Patraw**, Teacher, Capt. H.B. Price Elementary School  
**Ms. Dana Bollinger**, Teacher, John F. Kennedy High School  
**Ms. Maia Perez Ocampo**, Teacher, Guam Department of Education  
**Ms. Maryhelen S. Lizama**, Teacher, Guam Department of Education  
**Dr. Joylene Blas Limes**, Teacher, Guam Department of Education  
**Ms. Stephanie Renee L. Christian**, Teacher, Wettengel Elementary School  
**Ms. Angela M. L. Paul**, Teacher, Wettengel Elementary School  
**Ms. Janelle Agulto Kasala**, Teacher, Wettengel Elementary School  
**Ms. Marie Babauta-Balbin**, Teacher, Marcial A. Sablan Elementary School  
**Mr. Al Edrich C. Labang**, Teacher, Astumbo Middle School  
**Ms. Merlyn Pama Villaverde**, Teacher, Juan M. Guerrero Elementary School  
**Ms. Aileen O. Canos**, Librarian, George Washington High School  
**Ms. Bella Marie Santos-Cruz**, Teacher, B.P. Carbullido Elementary School  
**Ms. Arabelle Audijs**, Teacher, Wettengel Elementary School  
**Mr. Francis Noel Labrador**, Teacher, John F. Kennedy High School  
**Ms. Verna Marie Chargualaf Mendiola**, Teacher, Harry S. Truman Elementary School  
**Mr. Dennis A. Malilay**, Asst. Principal, Astumbo Middle School  
**Ms. Joanna Payumo**, Teacher, Simon A. Sanchez High School  
**Ms. Tricia Alconaba**, Teacher, Guam Department of Education  
**Ms. Ave' Ferreras Dabu**, Teacher, Wettengel Elementary School  
**Ms. Emiliana Limtiaco**, Teacher, John F. Kennedy High School  
**Ms. Tara Lubrani**, Teacher, F.B. Leon Guerrero Middle School  
**Mr. Landon Paul Thurber-Dean**, Teacher, J.Q. San Miguel Elementary School  
**Mr. Kyle H.E. Adriano**, Teacher, F.B. Leon Guerrero Middle School  
**Ms. Kaiana Mendiola**, Teacher, UPI Elementary School  
**Mr. Gabriel T. Posadas**, Counselor, George Washington High School

## **II. SUMMARY OF TESTIMONY & DISCUSSION:**

The public hearing for **Bill 351-38 (COR)** began at **2:00 PM**.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Håfa Adai and Good Afternoon. Thank you everyone for being here with us today. Today's date is **September 8, 2026**. This afternoon's public hearing held by the Committee on Education, Libraries and Public Broadcasting is called to order. The time is now **2:00 PM**.

Before we begin there are some housekeeping matters that I will briefly discuss. The first Notice of this public hearing was disseminated to all senators and media outlets on **August 31, 2026** with its second notice disseminated on **September 5, 2026**.

Notices of this hearing were also made available on Kandit News Group, the Guam Legislature's Website, our Legislative Calendar, and the Government of Guam's Public Notice Portal.

Today's public hearing is being broadcast live on the Guam Legislature YouTube Channel, and the transcript will be filed with the Committee on Rules and be made available on the Guam Legislature website.

Today, we will be hearing testimony on:

Doc. No. 38GL-26-1848 - The Appointment of Rachel C. Manglona to serve as Member (Information Technology Representative), Board of Directors, Guam Public Library System - Three (3) Years; From Date of Confirmation.

&

[Bill No. 351-38 \(COR\) – AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.](#)

At this time I would like to welcome my colleagues who are joining me this afternoon, Senator Taitague, Senator Duenas, and Senator Barnett.

But before we begin, I'd like to remind everyone in attendance of *I Liheslaturan Guåhan*'s general rules of conduct. Individuals testifying shall first be recognized by the Chairperson before speaking and shall state their full name for the record. Questions and testimony shall be

confined to the substance or nature of today's agenda. Personal inferences to the character or motive of any senator or individual testifying are not permitted.

Pursuant to Section 11.07 of the 38th Guam Legislature's Standing Rules, a Chairperson may order the removal from a hearing of a Committee or a Subcommittee of any person who is not a Member of *I Liheslaturan Guåhan* and who fails to observe proper decorum. Any violation to this general rule of conduct will result in immediate removal from this public hearing room.

The Committee on Education is now back in session, or back to order. We'll now proceed on the last item on the agenda, which is to hear testimony on Bill 351-38, which is An Act to Amend §§6102, 6103, Article 1, Chapter 6, Title 4, Guam Code Annotated, and to Add a new §3137 to Article 1, Chapter 3, Title 17, Guam Code Annotated, relative to granting the Guam Department of Education independent authority to Establish an Educator Classification, Compensation, and Benefit Structure, introduced by myself, Senator Vincent Borja. I'll now begin with my opening remarks.

“Hafa Adai and Good afternoon. I want to begin with a simple question. How do we keep good teachers in Guam's classrooms? We talk a lot about the teacher shortage. We talk about recruitment, and those things matter. But what we have to confront is a more basic problem: what we are doing to keep the teachers who are already here, teachers who have already chosen Guam, teachers who have already chosen our children, teachers who have already invested years, and in many cases, decades into our public schools. Bill number 351-38 is about them.

It's about retention. It's about giving GDOE the ability to compete for its own workforce and making sure a teacher does not leave their classroom, leave their department, or leave Guam simply to earn a competitive salary. Forty-one individuals and more have submitted testimony to the committee in support of this legislation.

I've read every one of them; teachers working second jobs, teachers buying classroom supplies with their own money, teachers who have served Guam for 20, 25, and 30 years and still worry about whether they can afford to keep doing the work they love. One educator described waiting tables while teaching just to support her family. Another described cutting back on groceries because utilities consumed so much of his paycheck. Others described watching colleagues leave for the mainland or out of the profession entirely because the compensation simply made more sense.

We're not only losing positions, we're losing people. And I want this committee to understand exactly what we are losing because we did not just ask our teachers to teach. For too many of our children, the teacher is the adult who notices. They are the ones who notice the children who



come to school hungry. They are the ones who notice the children wearing the same clothes three days running. They are the ones who notice a child who flinches or who has gone quiet, who has stopped turning in their work. They are the ones who notice a child who does not want to go home. We ask them to be a counselor. We ask them to be nurses. We ask them to feed a child out of their own pocket, and many of them do. We ask them, in some cases, to be the closest thing to a stable parent that a child has all day. And they do it every single day without being asked twice.

For a child living in poverty, a child moving between households, a child in a home that is not safe, that classroom may be the only place in that child's life where an adult is consistent, prepared, and paying attention. That is not something you can advertise for. That is something you can't backfill. What that teacher leaves that child does not simply get a different instructor. That child loses that one adult who knows, and it takes years to gain that again if we ever do.

That is why teacher retention is not a personnel issue. It's a child welfare issue. Now let's put some numbers behind it. Federal wage data ranks Guam last among all states and territories in education and library occupations. Not near the bottom, last. The average core classroom teacher on Guam earns \$61,465. The single most common salary among teachers held by most of them, any other figure, is \$65,880. That is the grade carrying the master's degree and the longest service. The national average this school year is \$76,552. Our most experienced teachers are more than \$15,000 behind, and that gap is widening, not closing.

Meanwhile, GDOE is struggling to fill more than 100 teaching positions. And at the University of Guam, an institution founded in 1952, is a teacher training school whose first degrees were in elementary education. The Master of Arts and Teaching Pathway for Elementary Education is currently on hold. It cannot assemble 12 candidates, but it must assemble 12 candidates in order for that program to start. The next generation is not entering fast enough to replace the teachers we are losing. Bill 351 gives GDOE the authority to build a compensation structure around the actual needs of the education workforce. We compete with DOA. We compete with charter schools. We compete with school systems across the country. And we compete with the very real decision many teachers make to leave the profession altogether.

Now, I want to be honest about what the current system says. Our staffing patterns are public. They are posted quarterly. They are required by law. Pull them up. Anyone in this room can. They do something simple. Put a classroom teacher's requirements next to a political appointee's requirements. To stand in front of our children, the teacher must hold a degree. They must hold a certificate. They must maintain it. They must recertify. They must keep taking coursework on their own time, at their own expense, for as long as they want to keep their job. A political hire has no such requirement. That is not a rumor. That is the design. Unclassified positions sit outside the qualification system entirely. No required degree. No required certification. No

recertification. Now put the salaries next to each other. And here is what I keep coming back to. Nobody bats an eye. We have accepted this for years. We have renewed it every budget cycle. We have signed off on it, quarter after quarter, in documents we ourselves required to be published.

I'm not here to take anything away from anyone. Every one of these employees work. Every one of those positions were created lawfully. And most were created by the legislature. But we made a choice. We built a compensation system that moves faster for proximity to power than it does for a credential teacher paid for herself at night, after grading papers so she could teach algebra to children, to someone's child in Zonia. That was not an accident. That was a schedule. And a schedule can be changed.

So when I hear that this bill goes too far, I would ask a different question. If we can pay what we pay to whom we paid for with no credential required, with no objection, what exactly is the argument for telling a certified teacher with a master's degree that the money is not there? We will hear that. I have not heard that. I have not heard of one yet. But we're listening today. And let's be clear about what this bill does not do. It does not write a blank check. The Education Board must develop the structure and conduct a study. The cost must be calculated, certified in writing, and independently reviewed. Implementation is phased over five years, with no single year increase above 15%, and nothing applied retroactively. And funding remains subject to appropriation by this legislature.

We also want the committee to understand something about the cost. Attrition is not free. Every time a teacher leaves, we recruit a replacement. We relocate one, we orient, and train one. And in the meantime, we could cover the classroom with long-term substitutes, combined classes, and courses taught outside the teacher's specialty. We are already spending this money. We're just spending it on a turnover instead of teachers. Because for too long, Guam's approach has been reactive. A teacher leaves, we post a vacancy, we struggle to fill it. Another teacher covers the class, and we repeat this cycle. That is not a retention strategy.

We cannot keep filling a bucket with a hole in the bottom. We have to keep the teachers we already have. That is what Bill No. 351-38 is about.

I want to thank Vice Speaker Tony Ada, Senator Jesse Lujan, Senator Shelly Calvo, and Senator Tina Muna-Barnes for joining me in sponsoring this legislation. I want to thank the Guam Federation of Teachers for working with our office, and thank the 41 individuals who have submitted testimony so far.

To our teachers who chose Guam, you chose our children, you chose this profession, and some of our children, you are the reason today went better than yesterday. Our responsibility is to give you a reason to keep choosing it. Thank you.”

And with that, we will invite those that are here to provide testimony to please come to the podium. And just to share with the listening audience and my colleagues, after accepting testimony, we'll open up for some questions, and then we will recess till 4 PM on Thursday at the request of teachers who would like to come down and testify. So, we will accept testimony for those who are present, and then we'll open it up for questions from my colleagues, and then open up for recess until 4 PM on Thursday for other teachers who would like to come and testify.

On the list, we have Ms. Mary S. Ladrado from Tiyan High School, Mr. Tim Fedenko, GFT, Mr. Sanjay Sharma, GFT, and Dr. Judi Won Pat from GDOE. And Mr. Ed Birn from DOA. Whenever you're ready, Ms. Ladrado, if you go ahead and press the button, and just state your name for the record.

**[START OF TESTIMONIES FOR BILL NO. 351-38 (COR)] [44:25]**

**MS. MARY S. LADRIDO, TEACHER, TIYAN HIGH SCHOOL:**

I'm Mary Ladrado. Buenas and Hafa Adai, Senator Borja, members of the committee, and other senators. My name is Mary Ladrado, and I have proudly served as a Guam educator for 24 years. I am writing to respectfully ask for your support of Bill 351-38 because teacher compensation is no longer simply a question of what educators earn. It is a question of whether experienced teachers can afford to continue living, working, and raising their families on Guam.

I love my profession and my students. Yet, throughout my career, my regular teacher salary has not been my only source of income. I teach night school and summer school. I have worked as a tutor at Silver Learning Center, operated tutoring services through Guam Training Center, served as an educational consultant, training teachers, and helping develop locally relevant science curriculums, and I'm currently an adjunct professor as well.

I have taken on this additional work because the cost of living on Guam has required me to continually supplement my income. The numbers help explain why. The National Education Association estimates the average public school's teacher salary nationwide for 2025-2026 at \$76,552, while Guam's average core classroom teacher salary has been reported at approximately \$61,465. That is a difference of about \$15,000 a year. And I was speaking here with my colleague Sanjay that in about four years, that will hold us back for another 24% less. Guam educators are earning substantially less than the national average while living on an island where many necessities can cost more.

Our geographic isolation and dependence on imported goods affect the price of groceries and household necessities. Shipping costs are ultimately passed on to local consumers. Housing costs remain a major burden for many families, while electricity and gasoline are affected by our dependence on imported fuel. I remember when \$100 could fill a grocery cart for my family of four. Today, the same amount sometimes barely feels like it fills a bag. My own household power bill just recently increased to \$300. At the same time, wages have struggled to keep pace with rising prices. A Guam cost of living analysis reported that consumer price increased 5.4% during the recent one-year period, while average hourly wages increased only 1.7%.

For working families, the difference between what things cost and what people earn are felt every month. This year, the closure of Tiyan high school made this reality especially personal for me because we face the possibility of operating a double-session schedule at George Washington High School, I could not be certain that my regular teaching schedule would remain compatible with my adjunct professor schedule. After discussing the uncertainty with my dean, I made the difficult decision to rescind my adjunct contract. That was not vacation money or disposable income. It was an income I depended on to help maintain financial stability. My parents raised me to work hard, contribute to my community, and support myself rather than depend on government assistance when I am capable of working. I have tried to live by those values throughout my career, but after 24 years of teaching, I believe it is reasonable to ask how many additional jobs an experienced educator should need simply to maintain a stable life.

This issue also extends beyond my personal circumstances. Competitive compensation is essential to recruiting and retaining qualified educators. When teachers can earn substantially more elsewhere, Guam risks losing experienced professionals and the institutional knowledge they bring to our classroom. Teacher turnover ultimately affects students, families, schools, and the wider community. I know that personally because we went from 12 certified science teachers to only 3, and I am now asked to cover those other classes that do not have certified teachers.

I respectfully ask you and your colleagues to view Bill 351-38, not simply as another government expense, but seen as an investment in Guam. My greatest reward has never been my paycheck. It is seeing former students become nurses, engineers, teachers, tradespeople, professionals, parents, and leaders. I want their generation to inherit a Guam where working hard is enough to build a good life, not merrily enough to survive.

After 24 years, I remain in education because I believe in my students and this island. I respectfully ask you to support Bill 351-38, and help demonstrate that Guam also believes in the educators who prepare its next generation. Thank you for your time, consideration, and service to our island.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Ms. Ladrido. Mr. Fedenko.

**MR. TIMOTHY R. FEDENKO, PRESIDENT, GUAM FEDERATION OF TEACHERS:**

Good afternoon, senators, and thank you for allowing me to testify on Bill 351-38. Hi, my name is Tim Fedenko, retired teacher, 33 years, also representing the Guam Federation of Teachers, GFT Local 1581, who represents teachers and support staff. I also have the pleasure of sitting as an *ex officio* member of the school board, so I'm still active.

One might say, why do you have no skin in the game anymore? Why are you here? Well, we do have skin in the game because we educate, or I used to, but the teachers educate the public sector students who become workforce members in our community, and they need it. Without them, that fails.

AFT September 2nd wrote a report, a survey of teachers in the nation. One-third of those teachers are going to leave in the next three, five years. One-third of those teachers also said to their children to not go into education. There will be a massive teacher shortage, and the reason this affects us is because in past practice we see, even with great programs such as Yamashita Corps and certifying teachers, and every way everyone has tried to retain teachers, the fact is the pay is where they go to raise their family. You have to think of their family first, and they do, and you can't blame them for going.

We've always had a teacher shortage since the day I landed, and was invited to this island in 1992. We had 300 teachers come in every year from off island. There's never been an overage of teachers on this island, and there will always be a shortage. And then on top of it, we have teachers retiring. We have the workforce on the end of the old pay plan for retirement. Those terms are coming to fruition, and you will see more teachers retiring on that. Every single board meeting we hear, we're short here. We've got school aides subbing in the classroom. Everything you said at the beginning of this testimony is very, very true.

The only way I can see with the cost of living going through the roof right now to keep teachers is to give them at least the national average to be competitive. You can't go over there and recruit 300 teachers when the pay is so low and the cost of living is so high here. It won't work. No one's going to come back for that. And the reason that, and to exasperate that too, is the working conditions of these schools. Teachers go to bathroom subpar, and I like the fact that we're taking this on and getting those buildings up to health code inspections, but that is another big factor you have. My late father visited my school one time, and he said, "Tim, there are prisons in the United States of America that are in better condition than the school you teach at," and I taught

there for 25 years. I saw the leaking faucets. I saw the broken toilets. I saw the non-functioning teacher lounges and lunchrooms. And all this, I'm not placing blame on anyone, but all this is our Guam public school system.

So you have many, many factors. You're going to have to change the buildings that were built in the 1950s. You have to increase the teacher's pay just to entice or get somebody to go to school, and I think UOG, I believe, only had like 10 educators graduate last semester, so UOG's not keeping up with it as well. So this may be a way to retain and hold teachers to Guam. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Mr. Fedenko. Mr. Sharma.

**MR. SANJAY SHARMA, VICE PRESIDENT, GUAM FEDERATION OF TEACHERS:**

Hello. My name is Sanjay Sharma. I've been a teacher at JFK for 24 years, and we began this school year with 105 teacher vacancies, and that wasn't me saying it. That was what was reported at Guam PDN. Currently, from that last board meeting, and I'm assuming up to now, we still have 40 vacancies, even though school began about a month ago.

Each one of them is a classroom. Long-term substitutes do not adequately replace the knowledge and skill that a certified teacher brings into the classroom. Children get one attempt at a school year, and what they lose in that classroom does not get made up later. The surest way to put a certified teacher in front of a student is to keep the one who is already there. Teacher pay on Guam has moved on a political calendar rather than a professional one. Politicians should not be able to use educator pay to win votes in an election year and then leave the subject alone in the years between.

This bill ends that practice. Under it, compensation is developed by the elected Guam Education Board. Its full cost is determined and certified before anything is adopted, and it takes effect only at the start of a fiscal year that the senators get to approve, with review every two years against published national data. Pay stops being a matter of timing that follows an election cycle, and then to speak on what my colleagues had said earlier. With teachers graduating with their bachelor's degree, educators make 20% less than any other bachelor's degrees that are available. So if you compare us against accountants to bio majors, chem majors, engineering, your teachers are making 20% less, on average, just because it's a teacher penalty.

You go into the classroom, you are already going to be paid less. Most of our secondary educators have degrees in more than one area. For instance, my colleague has her degree in physics, as well as in secondary education. If she were to go and use her physics degree, she would be getting paid a whole lot more if she had started in that field. Same with your math

majors. Your math majors could pick up jobs as statisticians that pay well above 20% more than what they are getting as a secondary education teacher.

And with that, we all know the numbers. We know that currently our teachers are getting paid roughly \$61,000 a year. The national average is at \$76,000 a year. That's a huge gap. Speaking about myself, with my PhD, if I were to go to DODEA, I would be making about \$20,000 more simply by teaching on the other side of the fence. And that's their starting pay. My experience with my degree is 24 years, and still I would be getting an offer of about \$20,000 more if I had just jumped across the fence on that.

So pay really is an issue in retaining teachers. I stick in the classroom only because my kids have gone through the school that I'm currently teaching at, and that's what keeps me there. That's not to say that it's going to keep all the other teachers on island in those classrooms, too. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Mr. Sharma. Dr. Won Pat.

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

Buenas and Hafa Adai, Senator Borja, Senator Lujan, Senator Duenas, Senator Barnett, and Senator Taitague. I am Judith Won Pat, the Superintendent of Education, and here is my testimony.

On behalf of the Department of Education, I appreciate the opportunity to provide testimony on Bill 351-38 (COR), which proposes to grant GDOE independent authority to establish and administer an educator classification, compensation, and benefit structure. First of all, I'd like to thank Senator Borja and the co-sponsors of this legislation for recognizing one of the most significant challenges facing public education in Guam: our ability to recruit, retain, and fairly compensate qualified educators.

GDOE supports the fundamental objective of ensuring that our educators are compensated competitively and that our compensation system is responsive to the unique workforce needs of public education. The legislative findings appropriately recognize GDOE's continuing challenges in recruiting and retaining qualified educators, particularly in specialized subject areas. The bill further recognizes that educator compensation on Guam has historically lagged from national average and that educator attrition contributes to teacher shortages, classroom instability, reliance on provisional or substitute educators, and diminished continuity of instruction.



These are challenges GDOE faces directly. Every educator we lose represents more than a vacancy. It affects our students, our schools, and our employees who must assume additional responsibilities while GDOE recruits, hires, and prepares a replacement. For covered personnel, the bill would authorize GDOE to establish, administer, and modify its own position classification structures, pay grades, and salary schedules, step progressions, recruitment, and retention incentives, compensation policies, and employee benefit programs. This flexibility could allow GDOE to respond more strategically to workforce shortages, changing labor market conditions and recruitment and retention needs. We also appreciate the bill's goal of market competitiveness.

For classroom teachers, the legislation establishes a target average salary of at least 95% of the national average public school teacher's salary to be achieved through phased implementation over no more than five fiscal years. It further requires periodic review against national salary data and Guam's cost of living. GDOE supports the principle that educator compensation should be competitive, equitable, and sustainable.

However, greater authority must be accompanied by the capacity, funding, infrastructure, and time necessary to exercise that authority responsibly. GDOE already operates within a complex compensation environment. Currently, GDOE administers employees under four different pay plans. The educator pay plan, general pay plan, nurse pay plan, and the attorney pay plan, all of which are established through the Department of Administration. Bill 351-38, therefore, should not be viewed simply as replacing one salary schedule with another. It would represent a fundamental shift in responsibility for the design, the administration, maintenance, and modification of compensation for covered personnel.

The bill defines covered personnel to include instructional and professional employees, such as classroom teachers, preschool teachers, instructors, substitute teachers, counselors, school psychologists, school nurses, librarians, media specialists, curriculum coordinators, instructional consultants, school administrators, and program directors. It excludes personnel whose classification and compensation remain under the general pay plan administered by the Department of Administration. This distinction requires careful consideration because GDOE could continue to administer employees under multiple compensation frameworks while assuming independent responsibility for the new educator structure.

GDOE is particularly concerned about the potential impact of this distinction on employees who would remain under the general pay plan. A public school system cannot operate on instructional personnel alone. GDOE's financial, administrative, technical, and operational support teams provide services across the entire department. This includes our business office, budget,

accounting, procurement, FSAIS, human resources, payroll, and other administrative and operational functions.

In many instances, the scope, complexity, and organizational responsibility of these positions may be greater than similarly classified positions serving smaller agencies, because these employees support an entire public school system, including schools, divisions, environments, and schools, employees, students, federal and local programs, grants, procurement, financial management, personnel administration, and payroll. As GDOE considers greater compensation autonomy for educators, we must therefore also consider internal equity across the entire organization.

If compensation for one segment of the workforce is substantially adjusted without evaluating the classification and compensation of the employees who support that workforce, GDOE could unintentionally create salary compression, supervisory inequities, morale concerns, and new recruitment and retention challenges in critical support positions. For this reason, GDOE recommends that any independent classification and compensation study authorized or undertaken pursuant to Bill 351-38 examine DOA's entire workforce, including both covered and non-covered personnel.

This does not necessarily mean that all employees must ultimately be placed under the same compensation structure. Rather, an agency-wide analysis could allow the board and the legislature to make informed decisions based on market competitiveness, internal equity, organizational responsibilities, and the operational needs of the entire department. Establishing an independent classification and compensation structure is a substantial undertaking. It requires specialized expertise in compensation analysis, position classification, market benchmarking, salary modeling, internal equity, fiscal analysis, collective bargaining, HR information systems, payroll administration, and employee relations.

GDOE's Human Resource Division currently does not have dedicated compensation analysts or classification specialists sufficient to independently design and maintain a comprehensive compensation system of this magnitude. While outside expertise could assist GDOE in developing the initial structure, the long-term responsibility would remain with the department. Once implemented, GDOE would be responsible for maintaining classifications, salary schedules, and step progressions, processing personnel and payroll transactions, conducting market reviews, maintaining internal equity, addressing employee concerns and appeals, and periodically revising the structure.

The bill itself permits the board to obtain an independent third-party compensation or cost-of-living study and allows the superintendent to use available federal grants or locally

appropriated funds for that purpose. GDOE strongly recommends utilizing qualified independent compensation and classification expertise. However, we respectfully recommend that dedicated funding be provided for this work rather than requiring GDOE to absorb the costs from resources already committed to educational operations.

We must also distinguish between consultant assistance to design a compensation system and GDOE's permanent internal capacity to administer that system after implementation. If GDOE is granted substantially greater personnel authority, the organizational infrastructure, staffing, technical expertise, systems, and resources necessary to exercise that authority should accompany it.

Another significant consideration is GDOE's ability to fund the proposed compensation structure. GDOE does not generate an independent revenue stream sufficient to fund its compensation obligations. The department remains dependent upon legislative appropriations and other legally available funding to support personnel costs. Bill 351-38 appropriately requires the board to determine the total cost of the proposed structure for each fiscal year of phased implementation and transmit that determination for fiscal review. The legislation also makes clear that nothing in the bill authorizes the expenditure of funds without legislative appropriation. This creates an important practical consideration. Compensation authority and funding responsibility cannot be separated.

Granting GDOE authority to establish a competitive compensation structure without ensuring a sustainable funding mechanism could place the department in the difficult position of establishing compensation obligations that it does not independently have the resources to fund. For that reason, GDOE recommends that implementation of any adopted compensation structure be expressly tied to the availability of sufficient legislative appropriations and sustainable funding throughout the phased implementation period.

GDOE is particularly concerned with the timeline contained in the current legislation. Bill 351-38 requires the board to complete development of the proposed educator pay scale compensation structure by January 1, 2027. If the structure has not been approved by that date, the board must report to the legislature every 30 days explaining the reasons for the delay and providing an expected approval date. The bill also requires good faith negotiations with the recognized representative to commence no later than 60 days after the effective date of the act.

Given the magnitude of this undertaking, GDOE respectfully recommends reconsideration of the January 1, 2027 development deadline. Developing an independent classification and compensation structure should not be treated simply as the creation of another salary schedule. Before implementation, GDOE must conduct a comprehensive classification and compensation

analysis, establish appropriate market benchmarks, evaluate internal equity across the department, determine fiscal impacts, identify sustainable funding, negotiate applicable provisions, develop policies and procedures, configure HRIS and payroll systems, determine employee classifications, salary and step placement, establish internal review and appeal procedures, train staff and supervisors, communicate changes to employee, and test and audit the system before implementation.

Our objectives should not simply be to meet a deadline. Our objectives should be to develop a system that is accurate, equitable, fiscally sustainable and administratively sound. GDOE therefore recommends an 18 to 24 month development and implementation period with the initial structure taking effect no later than October 1, 2028, subject to appropriation and implementation readiness.

A more appropriate process would allow for phase one, planning, funding and procurement, establish project structure, secure necessary funding and procure qualified classification and compensation expertise. Phase two, comprehensive classification and compensation study, conduct an agency-wide analysis of covered and non-covered GDOE employees, including the four existing pay plans, market competitiveness, internal equity, organizational scope, and fiscal impact. Phase three, structure development and fiscal modeling, develop classifications, salary schedules, step structure, incentives, implementation costs, and funding requirements. Phase four, negotiations and stakeholder review, complete required good faith negotiations with the board's review, fiscal review, legal review, and other stakeholder consultation. Phase five, systems and implementation readiness, configure and test HRIS and payroll systems, determine employee placements, develop SOPs and controls, train personnel, communicate with employees and conduct pre-implementation audits. Phase six, implementation, implements the approved and funded structure at the beginning of the fiscal year with October 1, 2028, recommended as the earliest reasonable target.

This approach will provide GDOE sufficient time to perform the work responsibly while maintaining accountability for progress. GDOE supports the employee protections incorporated in Bill 351-38. The bill provides that covered employees remain under the existing Government of Guam compensation classification system until the new structure is approved and executed. It further provides that no covered employee may experience a reduction in base salary, benefits, accrued leave or step replacement solely because of the transition and preserves existing procedural grievance and appeal rights. The legislation also retains civil service commission jurisdiction over individual employee appeals concerning classification, pay grade assignment, step placement, salary computation, incentives, bonuses, differentials, compensation and benefits, as well as continuing jurisdiction over other specified personnel matters.

Senator Borja, and members of this August body, GDOE appreciates the intent of Bill 351-38 and recognizes the significant opportunity it presents. We support the goal of giving GDOE greater flexibility to establish competitive compensation that responds to the realities of recruiting and retaining educators on Guam. At the same time, we respectfully recommend that Bill 351-38 be amended to:

One, provide dedicated funding for a comprehensive independent classification and compensation study and qualified technical consultants. Two, require the study to evaluate GDOE's entire workforce, including covered and non-covered employees, to identify internal equity, compression, classification and organizational impacts. Three, provide or authorize permanent compensation and classification capacity within GDOE HR to administer and maintain the system. Four, provide appropriate resources for HR, payroll and other technology modifications. Five, clarify the definition and scope of covered personnel and the relationship among the new structure and GDOE's existing pay plans. Six, ensure that implementation and further compensation obligations are supported by sustainable legislative appropriations. Seven, preserve employee protections, collective bargaining requirements, transparency, and appeal rights. Eight, replace the January 1, 2027 development deadline with a realistic phased development process. And nine, establish October 1, 2028 as the earliest recommended implementation subject to completion of the classification and compensation study, required negotiations, identification of sustainable funding, systems readiness, and the board's approval.

Greater autonomy can be a valuable tool for GDOE, but autonomy must come with the resources, the expertise, infrastructure, sustainable funding, and time necessary to make it successful. We share the legislature's goal of recruiting and retaining excellent educators. At the same time, we must recognize that the educators in our classrooms are supported every day by professionals throughout GDOE whose work makes teaching and learning possible. Our goal should therefore be a compensation framework that strengthens our ability to recruit and retain educators without unintentionally creating inequities or recruitment and retention challenges elsewhere within the department.

GDOE looks forward to working collaboratively with you, Senator, other members of the legislature, the Guam Education Board, our employees and other representatives, and our government partners to strengthen Bill 351-38 and develop a compensation plan that is competitive, equitable, fiscally responsible, administratively sustainable and ultimately beneficial to Guam students.

Thank you for this opportunity to provide testimony and for your continued support of Guam's public schools, educators, employees and students.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Dr. Won Pat. Mr. Birn.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Good afternoon, senators. Thank you for inviting me to give testimony on Bill 351. I'm pretty sure none of us at this table, nor indeed anyone behind, thinks that teachers should not be adequately paid.

We rely upon teachers to provide an education to the students of Guam. They do a job that's hard to actually compensate properly because it's a really difficult job. Nevertheless, and I'm going to talk about this in a minute, we have a single Guam civil service and some parts of this bill, which I find rather troubling, seem to contradict the mandates of the Organic Act of a single civil service.

DOA is in the final draft of making a recommendation to the governor for an increase in teachers pay. I can't share that with you at the moment because it hasn't yet been sent to the governor, but I will undertake, with the governor's consent, that it will be issued in time for your committee to be able to see it as you deliberate the testimony that's being offered today. And in your submissions that you spoke about, we have a single civil service.

We have a single health system with one small difference with the judiciary, and we have a single pension system. That was set up so that Government of Guam employees know, hopefully starting out on a long career, what their benefits are going to be throughout the years of their service. If we start to change that, we need to be really, really careful, and the superintendent has recommended a kind of phase into this process, and I think that's really a good approach, but we have to address the pay in the immediate few months, and that's what we're proposing to do.

There is another aspect of the mechanics of the bill that I think troubles me a little bit, and you probably heard me speak about this in other contexts before, that this is another step in the decentralization of the government. Now that might be something that senators wish to do, but along with that comes a burden of the financial responsibility which the superintendent spoke about, and the effects on the finances of the government generally of separating out some of the compensation plans. You've heard me speak before of some of the autonomous agency compensation plans, which pull all sorts of qualified people, and I was particularly concerned about accountants at DOA, away from the central civil service by setting up classifications particular to their operations, and attempting to compensate them differently for what is essentially the same work. That isn't the case for teachers, because nobody does the same work, but there is a requirement under the current law to consider internal and external equity when

setting compensation plans, and that has been included in the plan that we're going to put forward.

But this decentralization is having a kind of effect on the finances of the government. I had a look at the third quarter general fund report that we provided at the beginning of August, which is the financial results of the general fund for the three quarters for the year to date. And we reported that total revenues were \$844.1 million, and the amount of the general fund that went to other agencies, not the executive branch, but other agencies who have a modicum or a great deal of autonomy was \$371.4 million. That's 44% of the general fund went to agencies who are not responsible for the finances of the general fund, and I'm not the only person to have noticed that.

In its recent report, auditors made the following comment. "The Government of Guam provides significant support to its enterprises, mainly to Guam Memorial Hospital Authority, University of Guam, and Guam Community College. Payments to enterprises increased in FY 23 because of additional support for the Guam International Airport and Guam Waterworks Authority following Typhoon Mawar. Total payments to all of its enterprises amounted to \$175 million in FY 24, about 13.6% of home source governmental revenue, with significant increase of support for the Guam Memorial Hospital. Supported enterprises is not uncommon for state and local governments, but Guam's low-income population necessitates general government support for its enterprises, particularly the hospital, which has had large and growing deficits. Payments to support Guam's enterprises could become an even larger budget item in the future, pressuring budgetary balance."

And I just want to remind senators that we've got three big projects for which funding will be needed. And we've been looking to the providers of capital to give us an acceptable rate so that the government and the people of Guam don't have to pay high rates of interest for these projects. It's actually in the Department of Administration Enabling Act that the Director of Administration has a duty to ensure that each student on Guam has a good education. We take that very seriously. It will be reflected in the compensation study that we're going to submit to the governor.

But I would like to associate myself with the superintendent's idea of phasing this in. It needs a little bit more consideration, and it's certainly a concern of the Department of Administration that we don't overburden the compensation system. In a fair and well-meaning attempt to make sure that teachers are adequately paid. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**



Thank you, Mr. Birn. We'll go ahead and start with questions. And I'll start with Dr. Won Pat, in regards to the BBMR request for the fiscal note. I know that you weren't able to respond. When can we get the information they need to complete the fiscal note for this bill?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

I'll get it to you tomorrow.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. Mr. Birn, I think for me when we look at how we use unclassified employees at the governor's office, because when we talk about inequity, how do we determine how much you pay an unclassified employee at the governor's office? And I only ask this because when I look at, even in the formulation of this bill, when I look at pay across the Government of Guam, when I look at some individuals in unclassified positions, and then you look at, I'll use a good example. I have a friend who, his wife, got stationary in Guam. He's not a certified teacher. He's not a certified teacher here on Guam, but then came to Guam, which is working on getting certified. Master's degree, tenure's teaching, and DODEA.

I think he's a substitute teacher at GDOE right now, getting paid less than \$20 an hour. I'm not sure, I think for me when I see that, and then I think of how other people get paid, and granted, I'm not going to take away any of their credentials in whatever reason they got put in those positions, but I think that when we look at our system, there's obviously something wrong with our system, which is why I was comfortable with this bill. And I get it, it's not perfect, there's definitely a lot, and maybe the timeline is aggressive for sure, but I think this is a good start to the conversation. I think there were other pay raises, have there been pay raises in the Government of Guam, even without the study being given to the governor for other positions in the last year maybe?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

We're in the process of completing reports for law enforcement and education, and then we're going to move, because it's a three-year cycle, then we're going to move towards the general pay plan, and you recall the difficulty we had in the last cycle was that many groups of employees hadn't received a pay increase for many, many years, with the result was when you made market studies, there was a significant increase that had to be awarded to these employees in order to bring them up to an equitable amount, so we wanted to avoid that. We wanted to keep the increases, if appropriate, up to date and rolling.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Back to my original question in regards to unclassified employees at the governor's office, how do you guys determine what their pay is? Just based on what the governor recommends, or is there some kind of criteria in how you evaluate?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

It's not a magic formula. Most of those are unclassified employees, and the law allows the governor to have unclassified employees. That's one of the areas where the law permits the employment of unclassified employees, matched with the classified system, so the work they're doing is compared with the work that those with the classified system are paid, and they're paid the same amount.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. Mr. Sharma, in discussion with this bill, or at least formulating this bill, what do you think, aside from teachers, because of course we want, there are some other things that we've done to try and address the staff, with the disability pay, but what is the consensus from GFT in regards to the proposal of this bill for non-educators?

**MR. SANJAY SHARMA, VICE PRESIDENT, GUAM FEDERATION OF TEACHERS:**

Well, the intent with this was in comparison to bringing a car in for an oil change and with an occasional rotate your tires, including all the other four pay plans, this is more like building a brand new car, and I don't know if DOE would have the capacity to carry out the actions of having everyone in DOE put underneath this bill. Having the educators separated out is easier to work with, especially since there's data both at the national level and with our payroll as well. And so there is a comparison group that we could always reference.

When we get into the general pay plan, there are many, many different types of occupations, and there's not always a comparison group to have on that one. For instance, with our nurses, there is no Guam average being reported for our nurses on the island. That's just not a part of the database. Guam doesn't report that in its entirety. And so if you go and look at nurse wages at the Bureau of Labor Statistics, Guam is missing on that. And so it's easy to work with the educators because the data is available.

If we were to use the general pay plan and the nurses pay plan and then the attorney plan, we don't have the data reported out to the Department of Labor as we should.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Dr. Won Pat, would you happen to know the many reasons why teachers are leaving the profession, aside from obviously retirement? Would it be safe to say, would you agree that pay is the number one reason that most would leave the profession in the middle of the school year?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

No. I mean, I totally agree that, yes, the salary definitely for our teachers is a big factor. But what we're also seeing is that there are those who are actually leaving the island. There are those who also feel that there's extra requirements now for our teachers. Just this morning, I met with our legal counsel of a list of like 21 things now that are going to be required of us, our para-educators, our teacher assistants, our school aides. And currently with their salary, there is no way I'll be able to retain them, much less I'm going to require them to get more training. And then they're not going to be able to get that pay increase. That's one of our biggest number of employees right now that we're having difficulty recruiting and retaining.

Yes, aside from the teachers, it's so true. I was one of those teachers that was brought to Guam when there were 300 vacancies. We're fortunate now that we're able to bring the numbers down to a lower number like in the hundreds because the legislature has granted retired teachers to come back into the system. But the more we require, I guess, our staff to do, especially those that are not in the educator categories, is that we're addressing one to retain and recruit. But then on the other hand, those that support the teachers in the classroom, we're going to end up losing them. I mean, just like today I found out that there is this requirement now that I must put my school aides to get some training in special education. I must put them through training for autism. I must also teach them, train them to be able to assist the teachers in the classroom.

And then the other thing that goes further, I know this is not part of the subject matter here, but we have to also consider, like you said, in the case of a teacher coming from DODEA, even coming from Hawaii, is that we don't have reciprocity to pick them. I know that, because my son and daughter-in-law were teaching in Hawaii, but they didn't count any of their years of teaching in Hawaii when they came in at the beginning. So most definitely that needs to be addressed.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

What is the requirement to be a substitute teacher in the Department of Education?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

It's usually a bachelor's degree. For education, if they're an educator at the university, then they would follow the education.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

You said a bachelor's to be a substitute teacher.

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

Oh, a substitute teacher. It's usually a high school diploma. And we do have some that have two years of education on their record, and they can still also come in as a substitute teacher or even a limited-term part-time teacher.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

What is the starting salary for a limited-term part-time teacher?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

Oh, it's by the hour.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

And what's it by the hour?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

It's \$19.89 per hour.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

And that's with the bachelor's degree? I mean with a high school diploma?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

For the school aid, yes.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Okay. We'll go ahead and open up the panel for questions. I'll put it up to my colleague, Senator Taitague. You're recognized.

**SENATOR TELO T. TAITAGUE:**

Thank you, Mr. Chair. I'm here and I'll be back for the next round to hear from the teachers themselves. But I thank the superintendent for these recommendations, and most especially to just continue that parity within your agency that the support staff is also adhered to. And I think that's important.

However, in the bill, in your perception of the bill, even as well as GFT who's here. Hi, Sanjay. Good to see you always. So what part of the bill that guarantees, because this bill will guarantee

teachers will receive materials and technology, materials or anything in the classroom that these teachers have been having to fork out with their own money? I mean, what part of this legislation can also ensure that these teachers have those materials that are really needed?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

It does not. And many times what we do in the department is that we try to always look at federal funds to be able to get some supplies and materials just to make sure, first of all, if the legislature doesn't mandate this because then you'll be supplanting, because as soon as you do, then we can no longer offer federal dollars.

**SENATOR TELO T. TAITAGUE:**

But also, even though we've been seeing that federal funds have been falling short in other areas and not funded as they did in the past, and I want to make sure that DOE, if that should happen, that they do have some funds set aside for these classrooms where teachers need these materials, and they end up pulling out of their own pocket many, many times over.

I know it's not in here, and I just want to see if there's any place we can put it in here and maybe rethink about how we can do that in the event the federal funding is not there without jeopardizing supplanting anything by law. So I guess that means it can't be in law then, right, superintendent? Because then we'd be supplanting, but I hope you put that in consideration.

Who is actually going to be monitoring or evaluating how the government measures whether this bill actually will improve the conditions of our teachers? Who will be doing this evaluating? Who will be doing the planning?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

No, I mean, we do the evaluation, the principals evaluate their teachers every year, and they set up certain times to go in to do an observation, and this is normally something between the teacher and the principal to discuss where maybe they may need help, and then you'll be the deputies who would evaluate the school administrators.

But in terms of monitoring this whole process, there isn't one specific, because if we're the ones developing it, designing it, implementing it, then there's nobody basically accountable. I mean, the board, yes, of course they do, but that's just worth making sure, though, that we do follow the implementation plan, but that's basically it.

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

You said in here that you want to do your own assessment, and based on your testimony, it's going to need some reevaluation, and it's a third party. You talk about a third party coming in. What would be the cost for something like that?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

You should ask him.

**SENATOR TELO T. TAITAGUE:**

Oh, yes, because you've done many pay adjustments.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Senator, we do it internally because of the expense. We have the expertise within DOA. I think that one budget law allowed us to spend something like up to \$5 million to do a compensation study, but that's expensive, especially when we can do it ourselves.

**SENATOR TELO T. TAITAGUE:**

Say that last part.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

It's expensive, and we choose to do it ourselves.

**SENATOR TELO T. TAITAGUE:**

But like you said, you have that capacity within your own agency.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Yes, ma'am.

**SENATOR TELO T. TAITAGUE:**

Okay, that's going to save us a lot of money on that one. I did notice that when you're going through this, they're probably going to assess other jurisdictions on how much percentage of what we appropriate for every new revenue that we collect, and how much of that percentage goes to education? You know, and I've looked at areas in this, and I'm pretty sure you've also looked at that. But out of the 50 states and U.S. territories, I'm finding that 10, someone mentioned, starting in \$66,000, right? So I've taken that, and I looked across the board in all jurisdictions, as well as territories, that 10 out of the remaining states and territories are the ones paying above the \$70,000 amount. And everyone else is actually below that.

What jurisdictions, if you were to assess this pay increase, what jurisdictions would you use?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Well, generally, when we look at any of our pay studies, when we look at the left coast and the right coast, they tend to be rather expensive and not necessarily reflective of Middle America. So we tend to look at Middle America when we're evaluating that. However, recently, we've had to pay more attention to federal pay plans, which are almost universal across the states, with the exception, in fact, some federal employees are paid more here because they get locality pay and cola pay.

So we've actually had to pay more attention than we did in the past to federal employees. But if I could also point out that the way that school districts across the states are funded is very different from the way we fund it here. We fund our education system, both primary and tertiary under the general fund, whereas most jurisdictions, certainly when I lived in California, it was funded by property taxes, and property taxes tend to be more steady and generate more income to allow school districts to pay more.

**SENATOR TELO T. TAITAGUE:**

I did notice that. And then I also looked at a chart that shows how much of revenue, for instance, our general fund, we have about \$990 million in appropriations, not including federal funds that we get to appropriate. And how much of that percentage, how much of that pie is cut out for education?

And I looked at the other states and looked at their percentage of cut out. And some states are required by law, by federal law, mandated to spend some money in certain areas, but the remaining revenues go to them. So I looked at that percentage too as well and found that we are still short, you know? We are short when it comes to that piece of the pie based on the other jurisdictions. Even the middle part of the United States, which you just said, will be looked at to evaluate this cost, but we are still falling short.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Well, looking at the numbers I have here, which are the numbers I quoted from, if you add together DOE, charter schools, UOG, and GCC, you are getting a total that is well over 25%.

**SENATOR TELO T. TAITAGUE:**

I am sorry, how much?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**



Well over 25%.

**SENATOR TELO T. TAITAGUE:**

Oh, but if you look at the chart from other jurisdictions, you will find that that is very low. That is on the low side. And that is not even incorporating higher education, GCC and UOG. I am just talking about K-12. And that is what we are talking about here. So I hope you take those spreadsheets and look at that thoroughly. I am sure you will.

Mr. Birn, you have been very good at getting that. But I am saying that we are still falling short when it comes to providing the funds needed for what we generate here, as far as revenue and how much should be allocated to education, we fall short. So it is something I am hoping that we can address sooner than later.

Last question. Superintendent, when you do these evaluations, like you said, your principals are the ones who look at teachers and see if they are doing a job, right, do you take into consideration the testing scores of these students?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

No, not at all.

**SENATOR TELO T. TAITAGUE:**

So no testing scores of students are evaluated with the teacher in the classroom?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

There are standards already that have been negotiated with the union, and that is what we use when we evaluate teachers. We don't go beyond that at all.

**SENATOR TELO T. TAITAGUE:**

Do other jurisdictions do that? Do other jurisdictions evaluate based on the testing scores of students?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

Yes. To determine. And there are those also who would actually provide incentives to schools and administrators with test scores that are high. So that is also something to consider as well provided we have the funding for it.

**SENATOR TELO T. TAITAGUE:**

I see. Thank you. Thank you, Mr. Chair.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Senator Taitague. Senator Duenas.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

Thank you, Mr. Chair, and thank you all for being here. So I read through most of the current submissions, and I'm sure it's to be expected, and I think we all agree on one thing today, and that is recruitment, retention, and the necessity to pay our teachers adequately as it's been discussed.

I think where the problem lies that I'm seeing with the testimony that's in front of me is that we have a really big divide on what we're talking about here. So I think I got to try to vet that. Mr. Birn, it sounds to me like if this bill were to pass in its current form, you would recommend the governor to veto it.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Well, I've never actually done such a thing, but certainly I would find some difficulty. As I said before, I somewhat align myself with the superintendent that a phased approach would be an appropriate approach to this, because I think that would take account of some of the other issues that hopefully I've highlighted, or that maybe didn't get highlighted by others today. But the governor makes up her own mind what she's going to veto or not.

I actually wouldn't, although there is some peripheral involvement of DOA in this bill, I wouldn't be involved in what seemed to be the difficult details, which might be a relief. But I really do recommend a phase-in, and probably a phase-in for all these pay plans who have this mandate to have internal-external equity, because it means different things to different people. And we've made one approach to this, but as I mentioned to Senator Taitague, the need to take account of federal pay plans with their special provisions to pay any type of professional people to stay on Guam has been a new thing that we've had to take into account of in this particular round.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

While you say you don't make that recommendation, I'm sure your evaluation is heavily weighted. And so that's why I present to you this. I mean, just in the situation of decentralization, I mean, is that a non-starter? Because that's what I'm seeing here, and even in the superintendent's lengthy testimony, that seems to be what the superintendent's concerned about too, is two-phased. One is the decentralization and taking on the duty and having to fund and get the independent contractor for this purpose, and the second is that bifurcating the plan doesn't look like something that the superintendent and Department of Education is in favor of.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Decentralization, as the superintendent said in her testimony, requires resources, and we really don't have those resources in the decentralized parts of the government. Maybe we should set out on a long process, or maybe not too long, perhaps, to actually get those resources into the right area and into those agencies.

But I think you can see on a general level, I've been thinking about this for some time, on a general sort of top-down view, we do lack those resources, although we give those agencies certain responsibilities.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

So Ed, you said there's a recommendation forthcoming for teacher pay. Is that just teacher pay or DOE?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

It's teacher pay because the remainder of DOE is under the general pay plan.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

Okay, so I think maybe for Mr. Fedenko and Mr. Sharma, there may be some light, at least for the first phase of this, because it looks like DOA is working on recommending to the governor a higher pay scale, but it is also decentralized as you've discussed, meaning what I seem to, and if you want to comment differently, I seem to hear what you're saying in contravention to the superintendent's presentation that you want to see a teacher-centric pay scale increase, as close, I guess, as it can get to national average, whereas the testimony from DOE is all of the pay plans. Can you comment?

**MR. SANJAY SHARMA, VICE PRESIDENT, GUAM FEDERATION OF TEACHERS:**

I could, and if the system were working, our teachers would not be number 43 out of 52 states and territories on Guam. That's where we are right now. It's not just the west coast. It's not just the east coast states. We're number 43. There's 42 other entities ahead of Guam insofar as paying their teachers better. If we were to wait for the machine on DOE's part to be built out to figure out how to negotiate general pay plans, how to do their attorneys and how to do their nurses, we're open for that, but we could do the educators now. There are plans, as we've heard today, which is a surprise to me, that educators are to be expecting a pay raise.

There's no timeline on this yet, but if there were, that would be great, because if this bill were to proceed, as is, we would end up having that accounted for in whatever pay raise teachers were to

have, and then see how that would affect the goal of being at 95% of the national average. Again, this is not us saying we want to be the highest paid. We just want to be paid average.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

I hope you understand my question, though, because I want to keep it focused. I got you, and I got your presentation. My issue here is you see what's happening, right? We're going to end up with what normally happens. We're going to end up with this argument of all or nothing, and I'm saying good news to you more than likely because of the fact that DOA has a recommendation coming. So maybe phase one of this is done, because we're going to have to deliberate this bill based on the testimony that's come in. Your job to present national averages and where we're at, excellent work, no problem.

Our job within the grand scheme of the appropriations of the government is to figure out, how do we do this, and then when we get testimony where DOA is having an issue with the decentralization, DOE is having difficulty in saying that they recommend this, we've got to come out with a product. So I'm just trying to say that I want to get you officially on the record so when we deliberate, we know what we are going to do moving this bill forward.

**MR. TIMOTHY R. FEDENKO, PRESIDENT, GUAM FEDERATION OF TEACHERS:**

Yeah, it'd be great to lift all the boats at once, true, but financially, I mean, you're the legislation. You guys have the purse strings to do what you can do, right? And the issue is these plans sound grand and also timely. There's no timeline. Maybe your bill is short, but put some time on it. Your teacher shortage is going to increase greatly in the next few years. You're going to be in a crisis. And with the national average, I mean, there are places with nice weather that are even ahead of us, so the weather's not going to save us either.

This emergency is the crisis that I worry about, waiting and waiting and developing play plans. In the last pay plan, senior teachers got a nickel raise. You lost teachers from that insult. One nickel for a 30-year teacher. Yes, it brought up the starting teachers, but it doesn't work. And these 20% jumps, this is just asking incrementally over the years to bring it up to an average, which I have to say is maybe we should have asked for number one, right, to be the best. But I just don't see it happening anytime soon.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

And I agree with you. We control the purse strings, but we have to work with an executive branch that has to execute it, right? When we start our budget process, as you're familiar, we get a budget request from the governor in January, and that is for the entire government. This is not a legislature-only endeavor. It's what the governor working with the executive branch says. This is

what our estimations are based on projection, collection, and economic development. Those are the three pillars.

So I get your testimony. I'm trying to narrow it down to see how this bill is going to work. And so my thing is that if we have an announcement from the administration coming soon on what the teacher pay adjustment that they're working on is, we may have phase one. I'm saying that we're going to have to mark this bill up to where we've taken the consideration. Are we going to not take the DOE's recommendation? And what does that mean in terms of what the differences are between the rest of the pay scales? So I'm asking the question so that we can formulate the bill, not to take a position one way or the other.

**MR. SANJAY SHARMA, VICE PRESIDENT, GUAM FEDERATION OF TEACHERS:**

Right. And then the beauty of this bill is that it does create a structured timeline for its implementation. And so, yes, it's going to be the process of not blindsighting the legislature. It gives the breakdown to the legislature to see what could fit into the budget. And so, again, the five-year timeline on it is meant to give the legislature ample time, same with the governor's office, ample time to review how much of an increase it should be. And if we were to have a pay raise this year, and if it were to bring us up to the national average, then that would be great. I would still recommend that this bill go through so we don't fall back to number 43 of 52.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

I see Mary Okada here from the board. Does the board have a position on this yet? So the board hasn't adopted an official position on this bill.

Madam Superintendent, if this bill passed in the next 30 days, could you implement it as is?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

We will not have any choice. Otherwise, every time we delay, remember, every 30 days, the board would have to respond as to why it is that we're not able to respond or to work towards implementing it. I mean, if we have to, yes, it's a mandate, then we'll do what needs to be done, what we're mandated to do.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

But what I read in your testimony is you're not ready to until all of these structural changes are made.

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

Only primarily. I mean, yes, I gave a whole bunch of other reasons, but I have to consider the number of employees that I have at HR, where daily they're dealing with retirees, where they're dealing with those that we're wanting to hire, we're having to do background checks, we're interviewing. There's a lot with a small number of professionals that we have at the HR office, and that is the reason why even if we are to continue with the current workforce and without the funding, then it makes it very difficult to do.

**SENATOR CHRISTOPHER M. DUEÑAS, MEMBER:**

Thank you. I just wanted to manage expectations, and as these panelists come forward, we'll hear more testimony on Thursday on how to move forward and deliberate on the bill and see where it goes through the process.

Thank you, Mr. Chair.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Senator Duenas. Senator Barnett.

**SENATOR CHRIS BARNETT, EX OFFICIO MEMBER:**

Thank you, Mr. Chair, and again, good afternoon to the people of Guam. Thank you for the testimony from the panel. I think at the outset, I just want to say that I definitely support our teachers. I have a few teachers and family, and part of what makes the job so challenging is not just the compensation. It's really, from what I hear from the teachers, a lack of support from the Guam Department of Education, and whether that's providing supplies that GDOE is mandated to provide or otherwise supporting them. You know, I get a lot of texts from teachers, the air con's not working, this and that and this, and this is after they bring these concerns up to the appropriate parties many, many times. I just first would like to ask GDOE management to search within itself and find ways to better support our teachers.

Now, with that being said, I think supporting our teachers doesn't necessarily mean supporting any bill that comes out to give them a raise during an election year. And I think when we talk about managing expectations, that's all the teachers have heard about this Bill 351, is that it's going to increase the teacher pay. Many of the teachers that I talk to aren't clear on what the process is going to be. So I thank you, Superintendent, for providing a little more perspective from your side about what it's going to take to implement this bill.

And again, we're not sure of the actual cost, so I don't know if anyone can provide what that cost would be. Nobody knows, right? And if we had a cost, this would actually be being heard in Senator Duenas' committee because he's the chair of appropriations. So I don't want to say it's an unfunded mandate, but just for the teachers watching, this is by no means an immediate increase

to your salaries. In fact, although, Mr. Sharman, I love GFT, while you say that it has timelines forced, the bill actually allows GDOE to keep writing to the legislature every 30 days and explain to us why the timelines aren't being followed. And I know in your testimony, Ms. Mary, right, it's a very compelling testimony. And just with all due respect, it sounded like testimony could have come from any number of our working people.

As you know, I mean, people in the private sector, people in the Government of Guam, they're struggling. I mean, you've got to have two jobs and four side hustles just to make ends meet, right? So I think when we talk about bringing pay up to the national average, it's not just the teachers who deserve that. I mean, are we ready for the conversation about employees across the government? Saying, why is 95% of the national average good? Not just for teachers, because this isn't just a raise for teachers. This is a raise for everybody in the educator pay plan, which includes principals and assistant principals, and other types of positions like consultants. And so while many teachers are thinking this is a raise for teachers, it is a raise for teachers, but it would potentially be a significant increase in pay to all of the different positions which were named in the educator pay plan.

And so in the chair's open, he had talked about how teachers are often the ones who see the kids wearing the same clothes for x amount of days. And I just want to say that so do the aides, the one-to-one aides, all of the other educational support staff who are in the general pay plan, and they would not be benefiting from this. And so superintendent, I know we don't always agree, but I agree with you there that the general pay plan should absolutely be considered as part of any increase for education related or adjacent employees.

And so, Mr. Sharma, I mean, I got to give you credit, to not just look at a 10% increase, but to try and bring the educator pay up to 95% of the average. I mean, it's a very noble intent, and you had said that you just wanted the oil change. But, if anyone's ever been to the mechanic, sometimes you go in for the oil change and they open the hood, and the radiators blow, and you need to change out the injured oil, fluid pump, etc. And so I just hope you can acknowledge that there are very significant concerns with this bill and how it will deliver the increase that we want to see for all the educators.

Personally, I think we take care of the teachers and principals, administrators, with all due respect, it's my understanding that they're kind of close to the national average, at least closer than the teachers are. And so I think that's kind of part of the problem is that this increase will be delivered for the educator pay plan individuals, but the GPP people who work alongside the teachers won't see any increase, and the bill doesn't contemplate that. So I appreciate their inclusion.



And as we talk about the resources that GDOE doesn't have, Mr. Birn, clearly DOE has been the one to implement these types of pay increases. So we're talking about timelines. What is the timeline and what does the law say as far as you being mandated to review these different pay plans every x amount of years? Because we did hear about the teacher pay plan review. You said that also the law enforcement is up for another study. So how often are you guys supposed to look at these pay plans and recommend to the legislature any increases?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Every three years.

**SENATOR CHRIS BARNETT, EX OFFICIO MEMBER:**

So there is a timeline.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Yes, sir.

**SENATOR CHRIS BARNETT, EX OFFICIO MEMBER:**

Okay. So I know I'm out of time. Thank you, Mr. Chair. Thank you again to the panel, you know, I'm willing to meet with you guys as well and work on any issues to turn out a product that is actually going to do what it says, hopefully sooner rather than later, because I'll tell you politically, if we get this increase from the teachers for the educators from DOA with a recommendation and an attached funding amount, unfortunately, politically, your bill might end up taking a back seat to that. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Senator Barnett. Senator Lujan.

**SENATOR JESSE A. LUJAN:**

Thank you, Mr. Chair. And thank you, panel, for being here this afternoon.

Mr. Birn, I heard it right earlier. You had said that the governor will be sending down her proposal for teacher compensation, is that what I heard?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

The process is DOA formulates a plan, which is what they're currently doing and makes a recommendation to the governor, and the governor either approves or disapproves, hopefully she will approve the pay plan, but obviously we have to take account of the expected cost that comes along with that pay plan, and this will have an expected cost in it so that she will be able to evaluate.

**SENATOR JESSE A. LUJAN:**

No, because you just said that you would suggest, again, her proposal to mesh it with this bill. So I'm just wondering, when do you think that'll be sent down here? And I know you said you were not, you weren't at liberty to divulge the contents of that proposal.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

But I did undertake to make our best efforts to make sure that we get it to the governor in time for the governor to consider it when the committee looks at all the testimony, and that pay study will be available for the committee at that time.

**SENATOR JESSE A. LUJAN:**

Okay. Now, the other thing is again, from that proposal, again, not at liberty to divulge the contents of that proposal, but is that proposal inclusive of the concerns that the superintendent had mentioned? Is this a holistic, I guess, compensation package, or is this just the teacher as well?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

The way the law is at the moment, there's different pay plans. This just addresses the educator pay plan. Educator pay plan. The remainder of her staff are under the general pay plan.

**SENATOR JESSE A. LUJAN:**

So my question then is what's the difference between that proposal and this bill then, other than, some tweaks and stuff like that, but what's the difference between what you had recommended to the governor and her possibly sending that bill down to us versus this particular bill, if it's just a teacher pay plan.

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

Well, I think the two differences are one, we've already done it in advance of this bill, but this bill talks about this 95% mark, which we have really not been able to operate because, like I mentioned a couple of times before, because of the effect of federal pay on comparisons. And we don't want to lose teachers to the federal system any more than we want to lose law enforcement or anybody else to the federal system, simply because they have these built in the pay enhancements, which kind of aren't fair, but we have to deal with it.

**SENATOR JESSE A. LUJAN:**

Sure. No, and I understand again, my mom was a teacher, my oldest daughter's a teacher. And I mean, I know my mom has been a while back, but when she retired, her compensation package was wow. It's terrible. And likewise, my daughter's a SPED teacher back in mainland and

something that we really need out here, but what she's being paid out there versus what she would be paid here. She's got two young kids, brand new home. There's no way she can afford to relocate, you know? I mean I want my daughter to come back, but there's absolutely... I mean, really?

But that being said again, my mother and my oldest daughter are teachers and I know where you guys are coming from. And you definitely don't do it for the pay, but it doesn't mean that, you know, you shouldn't be compensated fairly and equitably, right? But thank you for that. And I'm looking forward to what the governor's going to bring down and how this is going to work out and mark up, but thank you. Thank you very much for being here.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Senator Lujan. So we're going to recess until 4 PM on Thursday so that we can allow more opportunity for the teachers who would like to come down and testify, but thank you guys for coming. I know when we put this together, I knew I was going to be at the top, climbing a mountain, trying to push this, and I get it, there's a huge gap and if it was easy, it would have been done a long time ago. But my commitment, I mean, not just teachers across the government itself. We see a lot of inequities in regards to pay scales and especially in professions where there are opportunities outside of Guam. And our goal here, not just with teachers, but with one-on-ones is a conversation that we'll probably be talking about tomorrow.

And I'm sure pay is going to come up when we talk about special education and why people are not coming into the profession or leaving the profession. And I'm sure pay is going to be one of the bigger things. And so we'll recess until 4 PM on Thursday.

Dr. Won Pat, go ahead.

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

I just wanted to expand a little bit in terms of who you covered as personnel, and we're finding this to be a problem for the department, for us to be able to recruit, like an ophthalmologist, an audiologist, occupational therapist, physical therapist, all those that are not even included in this. And that's why we're having these, you know, litigation, because we're unable to require and hire these individuals on the island.

So, you know, it's expanded to others that are totally related, of course to our children, all of our children's, bad children as well. And let's not forget as well that when I addressed all these other staff that are "para-educators," because they are in the classrooms, they do assist, and they work one to one with our children as well.

And having heard Mr. Birn mention about that study, and I don't know how you want to deal with this, but there is that possibility that implementation passage of that bill at the same time that we go through this process as well, should it change, should the study change, what was originally passed for the teachers, but also inclusive of all the others following that timeline, then there could be that second increase for the educators as well.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Just one final question. Would it be possible for the Department of Education, Mr. Birn or Dr. Won Pat, to address the pay across the department without any action from the legislature, or is there action that legislation that needs to happen from the legislature? Can you give teachers a pay raise or school aides or nurses at the Department of Education a pay raise or address this pay inequity without legislation from us? Aside from funding, obviously we need to fund it, but I'm saying to address this, because one of the main reasons this bill was introduced, one of the common things I heard from a lot of legislators is that there's nothing we can do because their pay plan is tied to the general pay plan, which is managed by the Department of Administration. But is there any other way outside of legislation for the Department of Education to address pay on their own?

**MR. EDWARD M. BIRN, DIRECTOR, DEPARTMENT OF ADMINISTRATION:**

That's something you'll have to ask the superintendent. As far as DOA is concerned, we're going through this cycle, but as you mentioned, the issue is funding, right?

**DR. JUDITH T. WON PAT, SUPERINTENDENT, GUAM DEPARTMENT OF EDUCATION:**

We've considered that, as a matter of fact, for several other positions that are hard to recruit, and we were working closely with DOA to make sure that it is within our authority to do, and since we have these four different plans under the Department of Administration, then technically we have to follow that plan and it's authorized to do other ways.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, and we'll go to recess until 4 PM on Thursday, where for those watching, if we could get more people, invite everybody to come and provide testimony in support of this. Thank you. We're in recess.

[\[ADJOURNMENT OF PUBLIC HEARING\] \[2:19:20\]](#)

**[CONTINUATION OF PUBLIC HEARING, SEPTEMBER 10, 2026, 4:00 PM]**

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Hafa Adai and good afternoon, welcome to the Guam Legislature, the people's house. We're now back from recess, the time is now 4:01 PM, and we'll continue to accept oral testimony on Bill 351-38 (COR). If you're going to speak on the measure, please introduce yourself for the record and we'll get the list.

I know we have a large number of people here today that will be testifying, and what we'll do that's a little different is first, I think my colleague, Senator Taitague, who's joining us here today will be going first, but we'll give her a couple minutes. If you would like to give, share a few words before we start accepting testimony.

**SENATOR TELO T. TAITAGUE:**

Thank you. Good afternoon, Mr. Chair, and thank you everyone for showing up today and voicing your concerns. This is the people's house. That means this is your house. So be comfortable, it is your house, and hearing your voice is mostly needed, especially for senators and those who are listening today. I thank you for taking the time out of your busy schedule.

I greatly appreciate the work that you do for our children of Guam, the future, the next generation, and I know I have another meeting I have to attend to around 5:50 PM, so I'll have to excuse myself, but I'm here to listen to you, and what I do miss, we catch all on YouTube, which you can watch yourself on YouTube after this is done to see how well you did. But other than that, again, I greatly appreciate all the hard work, and of course, there's chairs out there. If there's not enough seats in here, there's some chairs out there. You can sit down if you need a chair. This is the man to see.

So other than that, again, thank you, Mr. Chair, for having this opportunity at this time compared to when we had the last one at 2 o'clock to give them the ability to come and testify. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. All right, so we have Kyle Adriano, sorry, I hope I didn't butcher that, from FBLG, Tara Librani from FBLG, Andrea Santos from FBLG, and Dr. Mary Okada. If you guys could come up to the table here if you're here to submit your testimony. We also have Marilyn Collins. Is there anybody else I didn't call that is here to submit oral testimony? If none, we'll go with Mr. Kyle.

How do you say your last name? Go ahead and before you speak, please state your name for the record, and if you want to mention what school you're from as well. But you can go ahead and start, thank you.

**MR. KYLE H.E. ADRIANO, TEACHER, F.B. LEON GUERRERO MIDDLE SCHOOL:**

Yes, sorry, my name is Mr. Adriano, or sorry, Kyle Adriano. I'm a band teacher at FBLG Middle School. I'm simply going to use this time, or will I be starting my testimony now? I apologize, okay, yes. I'll simply be using this time to introduce myself and the program that I have here at FB.

I have been teaching at FB for two years, making this my third year of teaching. I am the successor of Mrs. Carol Flores, a wonderful band teacher who has been teaching, and still is teaching, for 43 years and has been the mentor of many of the musicians that I still work with today. During these two years I have been in FB, our school had an afternoon double session at Okkodo High School, making this my first year teaching on the FB campus. Despite making it to the campus, I do not have a classroom. I currently move between a total of three classes, but some of my colleagues are moving between four different classrooms. Because of my lack of a space for rehearsal, my students are currently unable to practice on their instrument at this time.

I make \$1,374.1 bi-weekly. I pay for my car. I pay for my rent. I have currently purchased equipment totaling worth \$1,151.74. This is not the total that I have spent in my two years of teaching, nor is it the total from the beginning of this year. This is the amount that was purchased for this school year alone, SY 26-27. This is \$1,151.74. These purchases do not include instruments. I am unable to provide instruments for the students, and I already do have my students use some of my personal equipment, including a bass guitar, trombone, and keyboard. Just the trombone alone is worth a total of \$1,200. The woodwind and brass instruments, instruments that a majority of my students use and play, that were last purchased by GDOE, are from 1998. I was born in 1999. These instruments are still in use, along with the instruments that Mrs. Flores herself has bought it for students. We are still unable to play these instruments at this time.

Again, thank you. My name is Mr. Kyle Adriano. Thank you very much for your time.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you for that, Mr. Adriano. Ms. Tara Lubrani.

**MS. ANDREA SANTOS, COUNSELOR, F.B. LEON GUERRERO MIDDLE SCHOOL:**

Again, Senator, she submitted her oral, I mean written testimony.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Okay, thank you. Andrea Santos.

**MS. ANDREA SANTOS, COUNSELOR, F.B. LEON GUERRERO MIDDLE SCHOOL:**

Thank you. Good afternoon. My name is Andrea Santos, and I am a ninth year school counselor at FBLG Middle School.

My school is named after Francisco B. Leon Guerrero, and I feel it important today to honor him and his leadership and advocacy that ultimately gained our island, passage of the Organic Act, and thus our position as citizens of the United States. I'm not sure many of you know this story, but I read the first time a delegation was sent to Washington, D.C. to lobby for citizenship. Leon Guerrero sold family land to fund the cost of this trip.

We herald this action as one of great sacrifice and expression of his commitment to the cause and his love for the people of Guam. I do not say this with any hyperbole, but every single day, the teachers of our island do the very same thing. They sacrifice their own money, hours of their own time, doing things far outside the bounds of their job descriptions because they are committed to their cause and they are motivated by the sincere love for the people and the future of our island.

Like so many of our school teachers, I am able to do this, to make these sacrifices, because we have second and sometimes third jobs. I have been an adjunct professor at the UOG in the psychology department for the last 10 years. For four years I also taught a class that was cross-listed in women and gender studies. Teachers' work is gendered female and thus historically undervalued, because one, so many of us are women, or historically have been, and I love the male turnout today, but because we nurture and we raise up children. While many would protest this and say with their mouths that they value teaching and teachers, they betray their mouths with their actions. The rate at which teachers on our island are paid tells us that education and teachers are not valued.

Every person on this island should be afraid of the ramifications of the devaluing of the teaching profession. In droves, teachers are abandoning the work they love because of burnout and unlivable salaries. Every school on our island has critical vacancies. The teacher pipeline is shrinking and we see it. Interest in teaching among high school and college students is at the lowest rate it has ever been in decades.

The evidence is clear. Each semester, UOG publishes a student and course enrollment report. This report lists 320 students in their education pathways in 2020. Only five years later, in the fall of 2025, the same report lists 164 students. Please hear this. There are half as many students committing themselves to education in just five years. This is a terrifying trend, but it makes



sense given the context of low compensation, coupled with higher and extraneous demands of teaching today.

I heard that only three teachers were present on Tuesday at the 2 PM public hearing. I want to be emphatic here and say that this small number should not be misread as our collective apathy. Rather, it should be read as our collective commitment to our profession and to the children of this island. Only three people were here to testify because everyone else was at work. Those of us in education often quiet the hardships and the injustices we experience with incantations like “but it's for the kids.”.

We need to stop being the bearers of this sacrifice. It is time for our teachers to be given the respect they need to continue on. This is not simply the right choice for our teachers. It is the right choice if we care about the future of our island. I do not, and I'm so sad by how few senators are here, but I do not know the specific platform every legislator campaigned on. I have some good ideas that each rallied people over promises of creating a better future for our island. I'm here to urge our legislators to keep your promises.

We must be clear if we claim to prioritize the future of our island, if you say you care about our families, care about our children, if you want to make real enough at Malek, then you must support increasing teacher salaries. We must all understand that if teachers are not our priority, then neither are the children or the future of our island. To make material or your commitment to our people, the only vote should be yes and that you will pass Bill 351-38. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Ms. Santos. Dr. Okada.

**DR. MARY OKADA, MEMBER, GUAM EDUCATION BOARD:**

Good afternoon, Senator Borja, Senator Barnett, Senator Telo. Thank you very much. My name is Mary Okada. I'm a retired government of Guam employee.

After I served over 30 years in an educational institution, I am here today to provide testimony on Bill 351-38. I want to thank the members of this legislature for recognizing the hard work of the Guam Department of Education employees and their urgency to create a system to evaluate the need to recruit, retain and provide adequate compensation for all educators. I would like to start by requesting for consideration of a review of sections of the proposed bill that will ensure that it is within the intent of this legislation.

First, the bill states that the general cost of living increases, which is on page 2. I am not aware of any mechanism that the Government of Guam provides for cost of living increases except for

lump sum amounts provided to Guam retirees. Is this legislature intending to provide a cost of living adjustment? And if so, how often? Second, covered personnel that are listed should be in alignment with the job titles that exist within the Guam Department of Education. This is on page 5. In addition, it should also reflect what is covered under the agreements between the Guam Federation of Teachers and the Guam Education Board. Although the collective bargaining agreements do not include administrators, I would recommend that any study of GDOE employees include all administrators, including the superintendent and the deputy superintendents. Third, I would suggest the deletion of benefits, which is provided on page 6, as part of the structure to maintain the alignment with other government of Guam employees. In my professional opinion, the study should be conducted by a third-party consultant, perhaps the University of Guam, not between the Guam Education Board and a recognized representative, which is on page 6. This third-party consultant should also handle the initial appeals for employee classification, pay grade assignment, and step placement, based on their methodology.

In terms of the timeline, I would suggest a later date than January 1, 2027, for this to be adopted. Perhaps this should be the commencement of the study, primarily because a new Guam Education Board will be elected in the next couple of months. As of today, there will be only two members returning to the board, Dr. Ron McNinch and Mr. Carl Torres II. This will allow the incoming board to take ownership of this process.

These are my comments if this bill is to provide or move forward, which again, I recognize can help to recruit, retain, and provide adequate compensation for all GDOE educators. However, I would like to now transition my testimony into providing some other areas for consideration.

What current process exists to recruit employees? Have we considered above-step recruitment? This is only on that recruitment component. Have we considered above-step recruitment for the hard-to-fill positions? Can the Guam Education Board identify a recruitment bonus, similar to what other industries or entities use? What programs exist to train individuals for the workforce? How about teacher apprenticeships or boot camps? Have these been explored? While career fairs are often at certain times of the year, what prevents us from increasing these efforts? Perhaps we should consider a program such as Troops to Teachers or Teach for America, or create the emergency certification for interested individuals.

Now that I have identified processes and programs, let me shift to the bigger picture. How many unfunded mandates currently exist for the Guam Department of Education? A couple of weeks ago, Superintendent Won Pat provided a \$400 million narrative that is needed to update GDOE facilities. While I have advocated as a member of the Finance Committee for the Board for a separate budget submission for capital projects for the past several years, instead of incorporating it into the operational budget for GDOE, we may see this request for FY 2028 and forward. For

the past several years, the Guam Education Board has been focusing on coming into compliance with a collective bargaining agreement or the CBA with the GFT. I can remember a time in 2024, or in 2004, when the funding allocated to GDOE was only enough to cover salaries, benefits, and utilities. I urge you to consider the financial ramifications to the department.

In my decades in education of Guam, I have learned of financial offsets. I heard this in meetings in Washington, D.C. It was used on Guam to pay for the war survivor benefits, and this legislature probably used it in the 2027 budget deliberations. What do we anticipate to be the financial offset used to provide adequate compensation to our educators? Perhaps this is just a process that needs to be further explored so that the essential services of the Government of Guam are provided to our people. We need to look at opportunities to modernize and digitize our processes. We need to activate the cost savings that can be recognized through solar panel projects on GDOE facilities, etc. Through these efforts, we can organically create the funding source needed to periodically review, implement, and evaluate a compensation structure to support our educators.

Lastly, I must emphasize that compensation is a component of retention of our employees. I wholeheartedly agree that we need to keep up with the review of the compensation structure. Accompanying any new pay structure should incorporate an updated evaluation process as well. However, let's do this in a fiscally responsible way. Let's look at what we can do in the interim while looking for a longer-term solution that takes into consideration the big picture, as I mentioned earlier, of where we are today, what we need to do, and map out a strategy on how we're going to get there.

I want to thank all of you for the opportunity to provide my support for Bill 351-38, but ask for your consideration of the other components of my testimony to add value to this bill. Thank you very much.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Dr. Okada. Ms. Mary Lidrado. Or Ms. Marilyn Collins.

**MS. MARILYN GARCIA COLLINS, TEACHER, AGUEDA I. JOHNSTON MIDDLE SCHOOL:**

Hi, my name is Ms. Marilyn Collins. Boy, that was hard to follow. So my testimony is about me and my experiences. Buenas and Hafa Adai, senators, my name is Marilyn Garcia Collins, and I am currently the Multilingual Program Math teacher at Agueda I. Johnston Middle School. I'm approaching my 30th year in education, which 16 years was spent at the Sacramento City Unified School District in Sacramento, California as a teacher and an administrator. I then moved

back home for family reasons, where I am currently a teacher for the Guam Department of Education for the past 13 years.

When I returned home to Guam, I was only given 5-years credit for my 16 years of service I had already done in education. I was already earning six figures with Sac. City Unified School District and thought that I would surely be fairly compensated due to my years of service and expertise in education. That was not the case.

I was granted a starting salary of \$36,000 dollars, which is even lesser than the starting salary of a first-year teacher working for the Sacramento City Unified School District. If it had not been for the support of my family and wise financial planning, there is absolutely no way I would have been able to survive on my own as a single woman living on Guam. My salary has slowly increased since 2013. However, my salary now would not provide me with the basic living needs when I retire when I turn 62. And that is on the assumption, which is a big one, that inflation will level out and cost of living will stabilize.

By passing Bill 351-38-COR, this would bring our salaries to 95% of the national average teacher salary and this would allow us that five-year period to get there. This would help us keep teachers we already have, and perhaps attract our island and people back into education as a career choice, and even attract off-island teachers. This is what our students need and this is what they deserve. And as a proud product of Guam public education from kindergarten at Maria Ulloa Elementary School, to a high school graduate of John F. Kennedy High School, I asked the committee to pass Bill number 351-38 (COR).

Now, GPA and GWA Port Authority, Airport Authority, Higher Education, the Judicial Branch, and even the Legislative Branch internal staff all have independent authority on salary wages. And with GWA being a significant agency for preparing our island children to be part of those other agencies in the future, it would only make sense to also be included.

So once again, I humbly ask for you to uphold your platform promises on education and pass Bill 351- 38 (COR). Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. Ms. Celia Bonhoff.

**MS. CELIA BONHOFF, TEACHER, GUAM DEPARTMENT OF EDUCATION:**

Good afternoon senators, thank you for allowing me this chance to speak. My name is Celia Bonhoff and I have been a teacher for 17 years, continuing the educational legacy that my mother and her sisters started decades ago. Most of those 17 years were spent working at GDOE.

I became a teacher because I wanted to serve Guam's children, but right now I am struggling to afford to live on the island that I serve. All my classes are at max capacity due to maximization. I am a teacher, a counselor, and sometimes even a nurse in the same hour. After the last bell, I tutor, I call parents, I create lessons that work even without our internet or the AC at times. Last school year alone, I spent over \$800 of my own money on pencils, paper, books, and admittedly Kotex for those that needed it, because that's not being funded anymore and cleaning supplies for my classroom. Many teachers I know, including me at times, work a second job on weekends or even three jobs just to cover rent, gas, and groceries or the mortgage. For some, having a mortgage is impossible. We all know what the average price of homes are and for most of us that would mean our whole salary.

We are asking to be able to stay here. We're not asking for luxury. I love my students, but I have watched too many great teachers leave GDOE for a federal job, DODEA, United, you name it, or just relocate in the states, crossing their fingers that they're going to make it. A raise would allow us to focus fully on our students. Instead of worrying about how we're going to pay our bills, how are we going to survive? Our students deserve that. A pay raise is not a reward, it is a retention. Thank you for my chance to speak.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Ms. Bonhoff. Sir, if you could state your name.

**MR. CHRISTOPHER R. LEON GUERRERO, TEACHER, GUAM DEPARTMENT OF EDUCATION:**

All right. Good afternoon, Chairman Borja, Senators Barnett, and Senator Taitague. Thank you for allowing me to be here. My name is Chris Leon Guerrero, and I've been an educator on Guam for 29 years, and I am here to fully support Bill 351-38 and ask you to move forward with meaningful improvements to educator pay without further delay.

I'm going to start by saying I love working with our students, our teachers, and our community. That is why I've stayed in this profession for nearly three decades. I'm in my 30th year now. But from the beginning, supporting a family on an educator's salary has been a struggle. I myself am one of those that when I started this after I got my master's degree, where I actually had three jobs. When my late wife had to take off extra time when she gave birth to our kids, I supported the family. But I needed to have three jobs to support her. I remember pulling over on the side of the road, calling in my third job that I'm going to be running a little late so I could take a nap for like 30 to 40 minutes, and then head to that job and get off at like 10 AM. So I would start my day at 7:45 and end at night at 10 AM, go home, grade papers, try to eat, and then continue my day, right? And I did that for several years.

Under our current pay structure, we receive a 3% raise every two years. That's every two years. I received a 3% raise. It's a standard raise. Meanwhile, inflation and the rising cost of living continue to stretch our household budget. When necessities cost more than our raises can cover, we fall further behind. I think I'm not sure if I'm mistaken, but I believe our gas just went up again, right? I think it's \$6.23 cents for regular. It's hard to keep up with that. For comparison, because I hear this a lot where people ask "how can we keep losing our teachers to DODEA because DODEA is on Guam?" And DODEA's pay structure there, they list someone with my experience, because DODEA opened up my first year teaching in '97. So someone with my credentials, a master's degree plus 30 additional credits and 29 years experience earns \$140,000 a year without the additional stuff. With locality, it comes up to \$163,000. And with COLA, it's over \$180,000.

And Guam has the highest COLA for federal employees because Guam's cost of living is so high. There's a reason for that. And it's disheartening to see that. That is a salary available on a teacher pay scale right here on Guam. And the difference like that is, you know, unacceptable. We routinely lose our educators to DODEA when an opportunity arises. We're not asking to match that. I mean, that's, that's a very high amount, but we are asking you to be reasonable. Let data and the national averages be a reference point in crafting our pay scale.

Over the years, I have watched friends, and it's very disheartening for me to see them leave Guam to teach elsewhere because they could do more. When experienced educators leave, our schools lose their knowledge, their relationships with family and their connection to this community. I love serving our island because I grew up on Guam. This is my family. Everyone on Guam, this is my people. I have also heard people, even more disheartening, discourage their own children from becoming teachers because they fear that their children will end up struggling financially. They will say, "oh, it's a noble profession, but you're going to struggle because they don't get paid that well." We need young people to see teaching as a profession in which they can serve their island and build a stable life.

For me, this became even more difficult after my wife had passed away from illness because then we suddenly became a one income household. And I'm not going to lie. My late wife had a bachelor's degree in accounting and she earned at one point doubles. She literally doubled my pay. I was like, "you double my pay. That's insane." With a bachelor's degree. And when she passed, we became a one income household. And I was, "how am I going to do this? I have two kids to support. My aging parents and family need my support here." I want to remain on Guam because, but I also have to support my family. This is my home. Every year of delay is another year that educators must decide whether they can afford to remain in our classrooms and we need them. Senator Borja, I read your article or your opinion that you wrote, I think it was on a



Kandit, and I didn't even know when you mentioned about UOG not even being able to produce twelve people interested in becoming an educator. I did not know that, that was very disheartening. We can't even have 12 people, and people retire every year. So every time, there's no one to replace them. We got to make it so that it's viable. We wanted to make it an attractive profession, because it's such a good profession. We relate with people. We work with the community. After 29 years, I want to teach here. I still want to continue here.

Please move Bill 351-38 forward and help make it financially possible for experienced educators to stay, and for the next generation to join us. Thank you so much for listening to my testimony.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, sir.

**MR. RENE BALBIN, SENIOR PROBATION OFFICER, JUDICIARY OF GUAM:**

Hello, Senator Borja, Senator Barnett, and Senator Taitague. My name is Rene Balbin. I'm before you today as a proud husband of a GDOE teacher, reading teacher, Norene Cabrera-Balbin, and the proud and grateful son of my parents, Rudy and Yufemi Balbin, both retired DOE teachers, and a proud father of two former GDOE students that gave them the foundation for high school and college.

I am submitting this testimony today to express my strong support for Bill 351-38. This critical piece of legislation is a necessary step toward properly compensating our educators and addressing the severe retention issues plaguing our public school system. Every year, every day, I see firsthand the immense sacrifices my wife makes for her students and our community. She has dedicated over 25 years of her life as a GDOE teacher, giving a quarter century of her loyal service to the children of Guam. Yet, her workday still does not end when the school bell rings. Long after the school hours have passed, our home transforms into an extension of her classroom. I watch her spend evenings reading papers, meticulously preparing lesson plans, and making calls to parents to ensure her students have the support they need to succeed. It has gotten to the point where I repeatedly told her to stop staying back at work to come and stop staying past 4 PM to just come home since she's not getting compensated. But like so many dedicated educators, her love for her students keeps her pushing past exhaustion, trying her best to not come home and bring home her work.

This uncompensated overtime is not a rare exception. It is her daily reality. Such as my wife's dedicated work, advising her school's chess club, and she routinely stays during her personal lunch hour to provide a safe, productive space for her students. We must recognize what fundamentally separates GDOE teachers from the rest of our vital school support staff, while support staff handles essential non-instructional campus operations, and qualify for hourly



overtime protections, our teachers hold a unique instructional legal authority to design curriculum and award academic credit. Their profession requires specialized high-wire licensing from the Guam Commission for Educator Certification, a rigorous credential demanding continuous professional development.

Furthermore, because teachers are certified professionals, again, they are certified professionals. They do not receive standard overtime paid yet. They routinely have the most meaningful contact with GDOE students on a daily basis. With this high level of professional licensing, teachers are stretched far beyond their primary instructional roles. They willingly take on vital secondary responsibilities such as athletic coaches, student mentors, and club advisors to keep communities thriving. The true reward for her dedication comes when we are out in public and she sees the fruits of her labor first-hand. Former students, now grown adults, frequently approach her, just to thank her for being such a great teacher for the long-lasting impact she has made on their lives.

Despite over 25 years of changing lives, strict certification requirements, and extreme dedication, public school educators on Guam are compensated at rates that rank near the bottom nationwide. As the cost of living, housing, and health care on Guam continue to skyrocket, it is becoming increasingly unstable for even our most veteran dedicated teachers to remain in the classroom. We have watched too many of our talented colleagues to remain in the classroom, leave the island, and abandon the profession entirely for jurisdictions that offer competitive pay, aligned with their true worth. When teachers leave, our children suffer from classroom instability and the lack of continuity. Bill 351-38 provides a sensible, collaborative solution by granting the Guam Education Board the autonomy to negotiate a realistic, competitive salary structured along with the Guam Federation of Teachers. Aiming for the 95% of the national average will go a long way in showing educators that their late nights, personal expenses, and emotional investments are truly valued.

We are already paying the price for teacher turnover and classroom vacancies. It is time to invest in those resources into keeping all our best teachers where they belong in Guam's classrooms. I urge our community and the entire 38th Guam Legislature to pass Bill 351-38 swiftly. You must act intelligently to preserve our education system. Remembering a movie quote from the Emperors Club about the education system, "Youth ages immaturity is outgrown. Ignorance can be educated and drunken and sobered, but stupid lasts forever."

Let us not make this foolish mistake by letting our best educators go. Thank you for your time.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. I'm sure we may have some questions. We'll go ahead and dismiss the current panel and welcome anybody who has not yet testified that is here to testify today. Maybe our senators have any questions but we can allow others first to come up and testify.

Anybody else here to testify, if you could come up here to the panel. I think Ms. Mary Ladrado? You can go ahead and begin, sir.

**MR. FRANCIS NOEL-LABRADOR, TEACHER, JOHN F. KENNEDY HIGH SCHOOL:**  
Good afternoon, my name is Francis Labrador. I'm a JFK teacher. I've been teaching for 25 years.

I hope you don't mind if I adlib on everything about me today. I don't really go to these things, but to me this is something personal and I want to share. Hopefully you guys might see my perspective. Don't get me wrong, people might say that there are so few people that come into these hearings from the teacher's side. I'm not speaking for them, but from my perspective, I think my reason is that they're probably just used to it. They're used to not being seen, being underpaid, and they're okay with it because they're passionate about what they do, what they teach, what they always do for the kids. They just need a voice like some of us over here coming out to just help push this bill to make it happen.

I'm pretty much a very active teacher. I've been a head advisor for a class, senior class. I've been a co-advisor for classes. I've been to club advisors. I've done a lot of events for the kids. I've done a lot of community work with the kids outside, doing murals, doing art shows, and all these things. It's just a lot of work that goes behind it that people don't understand. Sometimes when I see comments, there are statements like "you only work six hours in the day during the school time." They don't understand that we do other hours outside of school, which is grading, lesson planning, and all these other things that we do for the kids, extracurricular stuff.

When I graduated 2001, I started teaching. I was happy with my salary. I felt really good. But then I started to realize that because at that time, during my young adulthood, I'd been taking care of my parents. I never had a chance to settle down with a family. And I started to realize that my parents' medical bills and everything, they started to pile up, and it's a little bit hard. I started to realize, if I can't even support my parents at this much, at this rate, at this level, how am I going to support myself if I have a family, or if I have kids? So I started thinking about it, but it didn't really affect me as much. All I cared about was, I just needed to do what I needed to do because I was passionate about it. I did stuff even though my mom was in the hospital. I went to the prom. I was the head advisor. I still went there, and I still did my job, because I'm the only one there. I was the only head advisor.

It's not about the money. It's more like if we're financially secured, then we could do more. If I feel like I can pay my bills, my rent, take care of my family, then I can do what I can do best. I stopped being, after many years, I stopped being passionate, helping kids. You know what's sad? In our school at JFK, it's hard to get teachers to want to be advisors now because it's a lot of work and time-consuming. It is. I was passionate about it. I'm still passionate. I'm doing a huge event coming up in October. It's to help spread mental health awareness and suicide prevention for kids, service learning. It's one of the things that I know that will help benefit them because it affects me too. I used to do cosplay and all these things. I know how much it helps improve my self-esteem and everything, my self-confidence. That's one of the things I want to share with my kids before my year is up. I'm getting to that age already, and I'm soon to retire. I want to leave something behind.

The point is, I just want to say that you guys helped pick up the pay raise. Don't think of it like you're just trying to give us more money. Think of it like it's an investment to people who will inspire people, who will inspire the younger generation. Because if you help them out with that pay raise, teachers can do a lot more than we can do. I buy pizza for my kids after a long hard work of doing stuff. I buy them food. I buy them everything. I don't really care about the cost, how much I get it, how much I'll be short. But I still do it because I want my kids to enjoy their moments in high school.

That's why I want to testify because I felt like I wanted to share my experience. We do a lot of work, and we just want people to know that behind the scenes, we do a lot more than just grading, giving lesson plans, and teaching during the class time. There's a lot more behind teaching. It's building students, building their character, their personality. I have a lot of students who became successful, and I'm so proud of them because they come back and tell me about it, about how I helped shape them. That's all that matters to me.

But teachers don't really mind about that salary because they are passionate about it. But if you guys help us with our salaries, that would make us even more passionate. We'll be more dedicated to wanting to build a stronger generation of kids. It will help motivate us a lot more. So now that our safety net of paying our financial obligations or whatnot is covered because we know that that's not the stress that we're going to have to worry about anymore. Instead, we have to worry only about the stress of getting a successful event for the kids to enjoy. Instead of having to juggle the two stresses of which one should I handle first throughout the day. It's like a mental stress to a lot of people.

I just want to share that testimony to you guys. I hope you guys really are going home and trying to have this bill pass because, again, like I said, you're not trying to just give us a lot of money.

You're just trying to invest into people who will inspire the younger generation. Thank you so much.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you.

**MS. JOY RIVERA-WOODWARD, TEACHER, GEORGE WASHINGTON HIGH SCHOOL:**

Hafa Adai, Senators. My name is Joy Rivera-Woodward. I am a Math SPED teacher at George Washington High School.

Working on a teacher's salary on Guam is a bit of a challenge after teaching in Norfolk, Virginia for 11 years. I left Norfolk, Virginia in 2014 with a master's degree and earned about \$50K. When I returned to Guam to teach, my 11 years of teaching in Virginia was not transferable and I returned to teaching with four years on my belt. In order to catch up to my Virginia salary, I rushed to get a second master's degree. My retirement was also not transferable, and I had to open a separate retirement account at the bank.

I am currently an ED 5-9, which means after teaching more than 20 years on my belt, only nine years counted. Teaching with passion means to contribute about 10% of my salary to the classroom each year. As a math teacher for students with special needs, I purchased class manipulatives such as a magna doodle board and counting blocks to help my students love math and be successful. Also, part of my 10% plus contributions include rainbow class decorations to welcome my students back to school. It's been about 12 years since my return, and I still struggle on two master's degrees to put food on the table for my son and add gas to my truck. My day does not end because when I get home, I provide resources purchased out of pocket for personal Wi-Fi to support my son's research projects.

Why do teachers leave the island and not come back? Our Guam teachers in the mainland are choosing Burger King level burgers over the shrunken Big Mac sandwiches on the island. I still seek my vision to add a doctoral degree on my belt to teach future educators and prepare university students for the classrooms. But at my level of funding, my higher education status, I am unable to afford my vision. Thank you so much.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you.

**MS. MARY S. LADRIDO, TEACHER, TIYAN HIGH SCHOOL:**

Hafa Adai again, senators. I am Mary Ladrido. Thank you for hearing us, seeing us, and for the support expressed for Bill 351-38.

At the previous hearing, I shared my personal story as a teacher of 24 years. Today, I want to focus on why the structure Senator Borja is proposing matters, and how we can make sure it lasts. I have lived through our major pay adjustments in 2003, then 2014, then 2022. That was about 11 years between 2003 and 2014, and another eight years between 2014 and 2022. Now, here we are again. I was also a part of the period when we pushed through the HACE study. I remember the hope that another compensation study would finally bring meaningful change. Yet, as Mr. Sanjay Sharma reminded us in our recent discussion, some employees saw increases of only five to ten cents.

After 24 years, I understand Senator Borja's point. We should not need another expensive study simply to tell us what that wage data already shows. And while teachers waited years between adjustments, the cost of living never waited. Gas increased, power increased, groceries increased, housing and the basic costs of supporting our family increased. Our salaries may be adjusted once, but the cost of living does not wait eight years to adjust.

Senator Barnett, you correctly noted that teachers are not the only profession asking for higher wages in this economy. And I agree. Many Guam workers and families are struggling. Supporting teachers does not diminish their needs, but education is part of the foundation of every profession Guam depends on. Before Guam has another nurse, engineer, police officer, electrician, public servant, there is a teacher helping prepare that future worker. I also listened carefully to Department of Administration Director Edward Birn during the September 8 hearing. My understanding from his testimony was that Guam's wage comparisons have traditionally looked towards the lower 25% of the states. And therefore, we should not necessarily expect wages to approach the national average.

I respectfully ask us to reconsider the philosophy of education. If we choose the lower paid portion of the nation as our benchmark, we should not be surprised when our salaries remain near the bottom. The benchmark we choose eventually becomes the standard we accept. That is why I appreciate the direction Senator Borja has taken with Bill 351-38. This is not simply another across-the-board raise. The bill proposes giving GDOE independent authority to establish an educator certification, compensation, and benefit structure, with the Guam Education Board negotiating the salary structure with GFT and building classroom teacher salaries towards at least 95% of the national average.

The bill also recognized that this must be financially planned. It provides for implementation over no more than five fiscal years, requires the board to determine the cost of implementation,

and requires annual reporting on the market gap, recruitment, retention, vacancies, and compensation earned, but unpaid because of the insufficient appropriation.

Those protections matter. I ask you to preserve them and strengthen the funding side of them. Because reporting an unfunded amount tells us there is a problem, it does not solve the problem. If the board and GFT establish the appropriate compensation structure, what will ensure that sufficient appropriations follow? What safeguard will keep the 95% benchmark from becoming a promise on paper rather than a committed teacher can depend on?

We are not asking to be the highest paid teachers in America. We're not even asking for 100% of the national average. We're asking Guam to move us toward 95% a competitive standard that can help recruit and retain qualified educators. Senator Borja has also made an important economic point. Guam is already paying for teacher turnover through vacancies, substitutes, recruitment, training, and the loss of experienced educators. Competitive compensation is therefore not simply an employee expense. It is an investment in stability, our students, and Guam's future workforce.

But once we reach toward 95%, we must protect it, fund it, review it, maintain it. If the national benchmark moves while Guam's structure remains frozen, 95% can eventually become 90, then 85, then 80, and another generation of teachers will be standing here making the same request. I have already lived through 2003, lived through 2014, I lived through 2022. After 24 years as a Guam teacher, I do not want the next chapter to be another 8 or 10 years of waiting. I want Bill 351 to accomplish what Senator Borja is asking us to consider. Stop repeatedly paying to replace good teachers and create a competitive structure that gives them a reason to stay.

So I respectfully ask you to preserve the 95% benchmark. Preserve GFTC as a negotiating table. Preserve the annual accountability measures and strengthen the assurance that the resulting compensation structure will actually be funded and maintained. If we do that, Bill 351 can be more than another teacher pay adjustment. It can finally break a cycle teachers have lived through for decades. For 24 years, I have watched students leave our classrooms and become the adults who keep Guam moving. We have spent our careers preparing Guam's future. Today, I am asking you to protect the profession that prepares that future.

Thank you for listening to us, recognizing the value of Guam's educators, and working towards a solution that can last. Thank you.

**MS. JOY RIVERA-WOODWARD, TEACHER, GEORGE WASHINGTON HIGH SCHOOL:**

Senators, I'm going to add on. I was Mary's master teacher.

**MS. MARY S. LADRIDO, TEACHER, TIYAN HIGH SCHOOL:**

And I get paid more than her now.

**MR. DOMINGO L. OCAMPO, MEMBER (PUBLIC CLASSROOM TEACHER-REPRESENTATIVE), GUAM COMMISSION FOR EDUCATOR CERTIFICATION:**

Hafa Adai, Senator Borja, Senator Barnett, Senator Taitague. Thank you very much for giving me this opportunity to speak in front of you. My name is Domingo Campo, and I am a science teacher, a seventh grade science teacher at Astumbo Middle School, and I am also the teacher representative at the GCEC, the Guam Commission for Educators Certification.

I have had 15 years of teaching at AMS. Also, my wife is a special education teacher, she's a teacher with SPED. And I write to you to respectfully urge you to support Bill 351-38 to pass. And ask that the pay increase take effect October 1st, 2027, as opposed to being delayed to October 1st of 2028.

Guam teachers earn an average of approximately \$61,000 per year, compared to the national average of \$76,500, a gap of about \$15,500 annually. This disparity is made worse by Guam's significantly higher cost of living. Gasoline, utilities, groceries, and housing all cost more here than in most of the mainland United States. Guam teachers are asked to meet the same professional standards as their mainland counterparts, while earning less and paying more for basic necessities. This disparity is directly driving a recruitment and retention crisis with GDOE. My wife and I have watched excellent experienced colleagues leave Guam entirely, or leave the teaching profession, because they could no longer justify the financial sacrifice of staying. Guam competes not only with local industries, but with school districts across the United States that offer higher pay and a lower cost of living.

When teachers leave, Guam loses far more than a position to fill. It loses institutional knowledge, mentorship for newer teachers, and continuity for students, particularly in high need areas such as science. GDOE is left in a constant cycle of recruiting and training replacements, rather than retaining the experienced educators it has already invested in. Competitive compensation is not a line item. It is a statement of what Guam believes its children and its teachers are worth. Every year this gap persists. We tell our most dedicated educators that their years of service, their sacrifice, and their commitment to Guam's students are simply not enough to be worth staying for. This is unacceptable, and it must change. If Guam truly values its teachers, our actions have to match our words. Compensation must be strong enough that remaining in Guam is not an act of financial sacrifice, but a proud and sustainable choice. One that lets educators support their families today and retire with the dignity they have earned.



I respectfully ask you to support Bill 351-38 and its goal of bringing Guam teachers pay closer to national levels, support an effective date of October 1, 2027, not 2028, recognize Guam's higher cost of living when comparing teachers' pay to mainland salaries, and recognize that competitive pay is essential to solving, or being one of the points to solve Guam's teacher recruitment and retention crisis. Delaying meaningful compensation for another year means another year of financial pressure on Guam's teachers, and another year in which experienced educators may decide that remaining in Guam is no longer sustainable.

Thank you for your time, consideration, and service to the people of Guam. I sincerely hope that you will stand with Guam's teachers and support Bill 351-38. Thank you very much.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you.

**MS. VERNA MARIE CHARGUALAF MENDIOLA, TEACHER, HARRY S. TRUMAN ELEMENTARY SCHOOL:**

I have no idea why I'm nervous. Anyway, thank you Senator Borja, Senator Barnett, and Senator Taitague for making time for this. I really appreciate it. My name is Verna Chargualaf Mendiola. I am from Santa Rita, and I am a teacher at Harry S. Truman Elementary School. Thank you for keeping our school open.

Next January, I'll be going to my 30th year of teaching. I am blessed because I have a husband that retired from the army, the National Army Guard, now he's with the federal government. So we figured out our debt-to-income ratio, and now we're able to retire next summer. Basically, this will be my last year of teaching, that's what I'm looking at, so I'm kind of happy and kind of sad at the same time.

But listening to that young man down there, my heart and everything else. But I get what he's saying because while they're talking, I'm texting parents to wear red, white, and blue, we're going to commemorate 9/11, my class is in charge of leading the school, singing "God Bless USA," and all those different things. And then I make a quick trip to national supply on Tuesday after school, getting flags, not realizing how much I was going to spend. There was a discount, so for like 16 flags, I spent \$40 on USA flags, the little ones that you carry. I was like "what was I thinking, I need to tell my husband, because he's going to tell me I'm not supposed to be spending anymore money." But we do it. We teach not for the income but for the outcome, as everybody says.

My degree is actually in criminal justice. I went back to school to become a certified teacher. I joke around people that I am “certifiable,” and figure it out by that. I struggled taking classes while teaching. I started on Mt. Carmel, I taught first grade. Then I went to Rita Elementary because DODEA opened and they needed teachers. I still wasn’t certified, so I was able to do that for 6 months to 1 year. Went to Sta. Rosa, because we maximized and I have to drive to Yigo. And what’s so awesome with the kids is you see them grow up, because I’m still friends with a bunch of students that graduate that are already adults, we still communicate with each other via Facebook and whatnot. I believe out of that class, three of them are public school teachers. And it makes me so proud that they did go to DODEA, because I had opportunities also to go to DODEA, and I’m just going to be honest that I did to see if I could do it. Then I was able to. I got called, they offered me kindergarten level, it was many years ago, and they needed me to hurry up and start teaching. But I felt bad, I was like, “I really can’t do this.” It made me feel good that they chose me, but I said no. And then I found out that my pay from March, April, May was basically the amount I get paid for an entire school year. I had family members thanking me for not leaving, for not going to DODEA, then I had some family members say “Are you kidding me? You should have done it.” I just wanted to mention that.

My letter is really formal, it says we play a vital role, everything that they have been saying and whatnot. I’ve been teaching for almost 30 years, I’ve been given the opportunity to teach student teachers, who, thank God, are still public school teachers, they didn’t go to DODEA. I have no qualms in DODEA or anything, I have a lot of friends that teach there. But sometimes I feel guilty they left GDOE, but you have to go where you’re supposed to go. Again, I’m very blessed with a very supportive husband, we’re going to be okay with my income, but this is really important. I’m fighting for myself and future teachers. Sadly, I have a friend that literally told her son “don’t be a teacher. It’s not what you want to do.” It makes me sad that it came down to that.

I just wanted to say that at the end, we go from “how do you do it all” to “you’re so lucky you have summer off and still get paid.” We’re put on a pedestal only to be knocked down and kicked. And that’s the part I don’t really appreciate. Everything that we do, we go home, we are still thinking about it, even my husband has to tell me to shut it off, that he doesn’t want to hear anything school-related, but that’s all I talk about. It’s my life. So I’m wondering how I’m going to be when I retire. I know I’m going to keep myself busy and whatnot, Mt. Carmel has been asking me now to teach there when I retire. But I’m thinking, I’m not going to do anything that has to do with teaching at all because of all the other stuff that goes with it. I’m going to miss the students. I’m going to miss my friends. Well, I’ll still keep in contact with everything else I’m not going to miss and everything. And we need to get paid what we’re worth literally. So that’s what I’m asking, and thank you for giving me the time.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, ma'am. Is there anybody else here to testify that I didn't call that was on the sign-in sheet? In the meantime, I'll go ahead and open it up if my colleagues have any comments or questions. Senator Taitague.

**SENATOR TELO T. TAITAGUE:**

I so enjoy these stories that you're telling us. that brings us closer to what you really experience. And again, thank you for coming in front of us today and sharing them with not just us, but the people who are listening, so they understand that when this bill goes through, the intent really is to provide funding for it. That's what it boils down to. It's not just, you know, a process that goes through. The real reality is being able to find the funding to fund this and you'll have my commitment, you know, to helping find this funding. Give it to a woman, she'll find a way to squeeze something out, right? That's what we're hoping for, and also to provide a structure doing so and determining this. We've heard from the superintendent, of course, I respect the board of education who's here today. Thank you so much, Mary. This is her second time being here. She was here at 2 o'clock and being here again, it shows her commitment to the teachers and the board to be part of making sure this goes out. Like you said, I keep hearing it's retention, and that's what we need to do. So, I thank you again. And I just canceled my meeting because I told them "no, I can't leave. I really want to hear what everyone has to say. So thank you so much."

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you. Senator Barnett.

**SENATOR CHRIS BARNETT, EX OFFICIO MEMBER:**

Thank you, Mr. Chair, and I just again want to thank all the teachers here for their service. Let's go ahead and give all the teachers a big round of applause. I have three kids with a teacher and let me tell you, when I was in the private sector, there were many a days where KUAM was wondering who's printing out all this stuff in color, because you know how it is right, and what I think the common theme that we're seeing is that the Guam Department of Education doesn't really support the teachers, and I think that's why this conversation is so valid. I also want to just let you know that your pay is not in trouble. I know that there was a notice that had gone out from the GFT, but your pay is not in trouble. I don't know if you watched the hearing on Tuesday, but it's actually looking pretty good, because DOA is ready to release their report and recommendation to the governor for the educator pay plan increase. And it's my understanding this is happening sometime in the next couple days. So that's great news actually.

So the last time you guys received the raise in 2022, that was the process that was followed. And the reason why we follow that process to give out the pay increases is because at this point the Department of Administration has the expertise, the employees, the experience, and the knowledge to conduct the different studies, but more importantly to make the recommendations

for the different increases. And so I was kind of going through the increase that you received in 2022, and at the time DOA had recommended a 16% increase for educator pay plan, with an administrator pay differential of 10% and 15% for assistant principals and school principals. However, the governor took that 16% recommendation and increased it to 20%. And while we definitely support teacher pay increases, absolutely 1 million percent, I think where the discussion gets interesting is the process to do that.

And, you know, if this bill was simply about giving teachers more money, it would be a one-page bill, because when we get the bills for the pay increases, what happens is they come down and they say, "Hey, we want all the teachers to get a 20% pay increase, and this is how much it is." And so we have to find the money then. And that's another interesting part of this is, because my colleagues on the Republican side reduced the BPT by \$80 million. And we have used up just about every dollar of our excess revenues to barely get by on a status quo. So that's going to be a big challenge to find the funding to bring teachers up to 95% of the national average.

And it's also going to be a tough ask, because when we passed the 22% general pay plan increase, only the Democrats voted for that. All of the Republicans voted against the 22% increase. And at the time, the recommendation was 22% for the general pay plan. But the document showed that in order to bring everyone in the GPP up to around the national average, the real number was somewhere like 45 or 50%. And at the time we hadn't rolled back the BPT, but the discussion was still that we just couldn't simply afford that type of increase for the employees in the general pay plan.

And so what this bill seeks to do, and why I think it's more complicated than the process we already use is because it seeks to create a DOA in DOE. And so while we have teachers who have to buy supplies, who are not being supported by the department, this bill will create another level of bureaucracy in DOE, which means less money for school supplies, which means less focus on our schools, less focus on our children's education. That doesn't mean without the bill you don't get an increase. DOA is mandated to review the pay scales every three years, and so they are one year behind. But I think we here in the legislature can do a great job at holding DOA's feet to the fire, to force them to make the recommendations, to give us the increases until we reach a point where you're much closer to the national average.

And as I said before, I support something like an education pay plan, where we put all of the employees, the teachers, the aides, every employee who works in the public school system, we put them under the same pay plan, because this bill says that the positions covered are for the educator pay plan, but there's actually other positions that aren't in the educator pay plan that are added to this bill, and those include school psychologists and school nurses. So I'm trying to struggle and figure out in my mind of why we're marketing this as an EPP pay increase

mechanism, when in fact we're pulling different positions that aren't even in the educator pay plan and including them in the bill, but we're not including the school aides, the one-to-one aides who you all know, we're also having a problem recruiting and retaining because why? Because they also don't get paid enough.

And so we appreciate your service, and I want to congratulate you on the pending increase. Again, it's my understanding that we're going to get the recommendation in the next couple days, and then they'll send the figures down to the legislature, and I hope that we can find an adequate funding source, not just for that increase, but any potential future increase to teachers or any other government employees. Because I said in the first hearing, if we want to bring the teachers to 95% of the national average, then what is the chain reaction going to be after that? Every other government employee is going to want to be brought up to 95% of the national average. And I support that, but I just don't know if we can afford it.

And so that's again the big issue, or those are just some of the issues that I have with the bill. I don't have any issue with increasing teachers' pay. I think the debate and the discussion is how we get there. And I think how we get there is not adding another level of bureaucracy. We just have to put pressure on the DOE or DOA to do the recommendations and to send down the numbers so that we can increase the pay.

So thank you, Mr. Chair.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Senator Barnett.

You know, I'm not going to sit here and talk about what the Democrats did versus what we did. What I will say is I'm new here. This problem, like you said, it's like ten years, eleven years. I'm saying that we need to do something. This is not going to flick, we've all acknowledged this is not going to give you the 95% by October 1, 2026. What I'm saying is that we've sat here. Everybody has avoided it because again, I get it. At the end of the day, we want to ensure that every Government of Guam employee gets paid fairly. We recognize that we can't do that all at once.

I'm saying as the Education Chair, that because as of today, we have a crisis. We need teachers in classrooms. The Department of Education gets sued because the teacher is not in the classroom. I'm not saying that all the other positions are not important. What I'm saying is that we need to address this and we're going to focus on this today. I'm not saying all those other things are not important. So we can sit here, it's like everything is going great, and then you just have that one downer that comes into the room and just kills it. And again, we're not looking to try and create

inequity. What we're saying is that the inequity has existed year after year by the previous leaders before me today. I'm saying we're going to address this because this is important right now, and then we'll focus on all the other things.

I can sit here and go down with all the data and all the bills and all the issues that were brought up before today, but I'll not. So thank you guys for coming. Thank you guys for choosing to stay in the Department of Education despite the lack of value from us, me and the government, the previous leaders before me because we failed, and I'll take the responsibility for all the senators before me who failed to recognize it and do something about it.

Yeah, they're saying we're doing this because it's election time. It's not. It's because of the beginning of the school year and we're seeing the same song year after year. And so that's what we're asking and that's what I'm asking my colleagues to do. I recognize that I'm not the only one that it's going to take to pass this bill. It's going to take them to make that decision as well, and that's on them. But thank you guys for choosing for those who chose not to go to DODEA.

You know when I first moved home 13, 15 years ago, and I met my wife, at the time she was a school counselor, for me back then I got out of the military. I'm like "why don't you go work for DODEA?" And she's like "Why? Why am I not going to work for a system that I'm a part of and I'm proud of?" And she chose her sisters. I don't know if you guys know, her sisters are a principal, her mom's a teacher, but they chose to stay in the system because they want to give back to the community, the community that gives to all of us. And so thank you guys.

Again, funding of course is going to be the problem. But we've seen, you've seen this legislature come in here for other things and find all the money in the world to fund all these other things. So today we're saying, and I'm saying, and Senator Taitague committed to it, that we're gonna find it, and for everybody else, we'll continue to look because that is our job. Our job is to find it. So thank you. Thank you.

With that, this will conclude the testimonials. Anybody else? There's more? Oh, okay. I guess there's some people outside that would like to testify so we could dismiss this panel and then we'll have the others to come up to the panel. Thank you guys.

Again, I recognize there's no hidden pot of money that we have, but it's our job. Our job is to find it and we'll work to find it. Thank you.

**MS. ICHEL PAULINO, TEACHER, ASTUMBO MIDDLE SCHOOL:**

Hafa Adai, and thank you again senators for listening to our cry. So I think much has been said already. I am Icel Paulino. I teach at Astumbo Middle School.



I've been teaching in the education system for almost 30 years, looking towards retirement already. And so I'm here, of course, in support of Bill 351-38. And again, just to allow for greater opportunity for fair compensation to our educators here in our island. And so today I'm gonna actually just turn this over to my son. He is a first-time teacher at Simon Sanchez. And I think, like for us, I'm already retiring soon, but it is really our future educators that we really need to hear from. And so with my experience, as teachers, we don't just teach within the four walls, but also outside of our walls. We do so much more. And again, I think those of our community that recognize that and our senators that recognize that as well.

It will be nice to have an increase in our pay. And at the same time again, Senator Barnett mentioned the effects of this. We're concerned about that as well, because as we know, we do need to grow our economy to be able to do that as well and make it happen. And so we're looking at it in a practical way, that we need to be able to support, of course, our teachers and even the rest of us, the people in our island, the workers, the hardworking community. And so, for now, what are some ways that we can incentivize our teachers? So besides just the pay as well. Though I am looking towards my son to speak for himself and to be aware of what our future educators would like to say.

**MR. ROBIN PAULINO, TEACHER, SIMON SANCHEZ HIGH SCHOOL:**

Hafa Adai, everybody, distinguished senators, and fellow colleagues, new colleagues. I just want to acknowledge my mother real quick who's been teaching for so long. Not only did she make many careers, she literally made a teacher, quite literally, as you can see.

I'm a result of this wonderful system that the education system that we have here in Guam. So my name is Robin Paulino. I'm a first year teacher at Simon Sanchez High School.

Counter intuitively, I did prepare a testimony for today, despite my lack of experience. So I don't bolster a 15 year career, 20 year career, 30 year track record of teaching. But my hope is that my perspective coming right out of the University of Guam could provide some value to the conversation. So in my life, I've grown up in the public school system. I was from Finegayan Elementary School, I was a dragon from Astumbo Middle School where my mother teaches career, education and choir. And I was a bulldog where my aunt teaches Guam history, and she's about to retire this September. So I recently graduated from UOG with a degree in music and education. Currently, I had the wonderful opportunity to teach high school students at Simon Sanchez as a shark.

I come in support of Bill 351 because I believe that it could be a step forward to keeping talented teachers here in our classrooms, in our local community, and deter them from leaving to different



fields, and finally let them focus on building up the future generation of leaders, public servants, entertainers, and entrepreneurs. So I'd like to share, even though it is anecdotal, that I had an exchange with one of my cohorts. So they had just graduated from UOG to Summa Cum Laude and also had a double major, and had passion, like you would not believe, about the success of students on Guam. However, they felt that, even though they had loved it, and they would love to have stayed on Guam, the cost of living on this island is just way too high. And to have a teacher's salary, as a result, they plan on moving to the States and even talked about joining a different field, possibly even in healthcare.

So what we need to understand is that Guam is ripe for big change, and we have a generation of students who are excellent, excellent students, hardworking students and so talented. I come from, I'm just newly there at Simon Sanchez. I actually also did my student teaching there and these are students, like you would not believe, and the resilience that you have, with that word always thrown around a lot with them. But we have teachers who are talented as well, who are compelled to leave because they feel like we're not properly allocating the resources to better support them. And in turn, it affects our students. So many of our teachers just getting to the field share experience, they're born on this island, they're raised on this island, they're ready to give back to the community, but they feel like it cannot be sustained as a lifelong career.

So when I graduated last spring, there were only like 12 people in my cohort. The road to being a teacher, having the practice, doing the student teaching, and the proper certification, it wasn't an easy journey. And even the Yamashita teacher program, that would have been a great thing for us to have as well, to bring more talent into the public school system. So I'm not only just arguing for support for this bill, or more competitive wage, but I'm also pleading for the support for teachers in a growing cost of living crisis. The ability to negotiate for a wage that is fair is not only the step that needs to be taken, but is a big one that could help stabilize this already tumultuous profession that we all know and love. So I teach choir at Simon Sanchez, and I believe the power of music can change the hearts and minds of people.

So granted, I've only been in my school for four days. I love it so far. I'm not in favor of this arbitrary raise in salary since I understand there's a lot of factors that go into making these decisions, but I believe that this is a move forward towards a stronger education system. And if we incentivize teachers to stay and continue to change the hearts and minds of students, we're just asking for a fair shot. Wherever a form that needs to take place, whether it's working with DOA, like Senator Barnett just mentioned, or moving forward with this bill, I'm game.

So thank you for your time. And none of my testimony was written by AI. So that's what I'll be working on. I've got a set example for my students.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you.

**MS. ICEL PAULINO, TEACHER, ASTUMBO MIDDLE SCHOOL:**

Yeah, if I might just say also, I never really encourage my son to be a teacher because of the demand both mentally and also the stress that comes with it. But it is a calling. That's the thing. It is a calling for us teachers. That's why we are here. It's not an easy job.

And so again, thank you to all the teachers, educators who have really made the sacrifice over the years.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, ma'am.

**MS. MAYA OCAMPO, TEACHER, ASTUMBO MIDDLE SCHOOL:**

Good afternoon, Senator Borja, Senator Telo Taitague, and all my colleagues in DOE. I wrote a very long, passionate submission, but a lot of my colleagues have already mirrored what I wrote. So I don't want to be redundant. I wasn't going to testify, but there were a few points I just wanted to bring up, and I apologize if I am being redundant because being based out of Astumbo Middle School as well, go dragons, we get out at about 3:45 PM if we're lucky. So I think what happened on the 8th, it was very saddening to me that only three were able to come. But I think a big part of that is us being able to get off. We're so short staffed and to ask for coverage to get down here in time is a huge problem.

I don't want you to think that "oh, only three showed up, we don't care." It's just really hard for us to finish our duties at school, make sure the kids are off-campus safely so we're able to leave. We work up in Dededo, so we're basically flying down here at 4 o'clock. So we didn't get to hear all of the testimony.

I'm sorry, I apologize, I'm a little bit nervous. My name is Maya Ocampo, and I've been with DOE for, again, I'm afraid to show my age, but pretty much over 30 years.

So I've seen a lot from the '90s to present. I've had, and I wish I planned it better, but basically I have two master's degrees in education, in essence even three to gain certification from my school psychology area. And this is all payment out of my own money. So like I said, if I planned it better, maybe I would be addressing you as Dr. Ocampo right now. We are a two-teacher family. My husband, Domingo Ocampo, testified a little bit earlier.

And so this bill, and just teaching in general, makes a huge impact on our families. It's our only income that we had. And since being a baby, and starting off my first year at DOE to present, I've had to work a lot of part-time jobs even to make ends meet. And what makes it sadder is here I am with two degrees, three certifications, and I made a heck of a lot more as a server at Outback than I do today with 30 years under my belt. So sometimes it's tempting to remember those days of just showing up for work unprepared for four hours and being ranked in the money.

But teaching takes up so much of your time, and I don't have the luxury to be able to pull those kinds of hours anymore. So now I have to budget and make sure that money reaches me. I would love to get my doctorate degree, but then there's that issue with money being able to pay for that schooling. And as well as the time, as teachers, I think people need to come and be a teacher, or shadow a teacher, just to really feel what it's like. It is so draining. The decisions and the things you're doing, the multitasking you have to do every day, that by the time the clock ends at 3.45, you're shell-shocked. And then you still have to go home, cook dinner, take care of your family, and then still prepare for what you're going to do the next day in the classroom.

I've seen so many changes since the '90s. I remember when I was first starting out, there was so much respect for teachers and the school. We didn't see kids vandalizing the school. We saw kids seeing trash on the ground and picking it up and throwing it in the trash can without being told. They didn't want to get out of line because they didn't want to get coke blood from their parents when they got home. I never even had to really correct that much in the '90s. And then it kind of went into the 2000 that it's more of "I will call your mom if you're not behaving," and they would comply. We don't get that anymore. There's so much attitude, and what's even sadder is sometimes when we do call parents for support, they throw it back on us like it's our fault that the child is acting like that. So there's that new stress that teachers have to deal with in trying to do outreach and working with the home community, and gaining that parental support, because it's not just the teachers that are creating our future. It's our collaboration with the parents and the communities. And I'm not really seeing that as much anymore. It's really going down, and that's another pressure and stress that teachers have to go to.

Discipline issues are increasing. We're not just teachers. We're kind of like policemen at times. Assaults have happened to me and many of our colleagues, where we have been physically assaulted and hurt, and had to take leave because that's how badly we've been hurt. So it's also a safety issue that has been really raised for teachers and staff in our education.

And then especially after COVID, I've really noticed the drop in the student's motivation to learn. It's like pulling teeth now. I spend, and a lot of my colleagues spend, so much money on just incentives to just gain their attention. My husband gives out treats and other incentives for kids just to hopefully have perfect attendance because we see truancy rising. So we have to do all

these extra carrots that we never did before, and unfortunately we don't have the resources in the school budget to do that when we're pulling that out of our pockets.

So here we are not being comparable to the pay of the states and having to pull all these extra expenses out. And that's what I really wanted to come and testify that I didn't add in my submission is that how much we have to do, especially since COVID, and the kids have come back after that crazy era of teaching online and sending home packets and all of that. That was a crazy time to live through. But just trying to get their motivation to focus and pay attention and do assignments so that we can get the curriculum out and hopefully get them to learn and maintain that. So that's my big thing that I'm worried about right now, and the thing that causes me a lot of stress, and is one of my primary reasons for exhaustion, is really trying to gain and maintain that student attention, motivation, and retention. That's all I have to say.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Mrs. Ocampo.

**MS. NICOLE PACHECO, TEACHER, WETTENGEL ELEMENTARY SCHOOL:**

Good afternoon. My name is Nicole Pacheco.

I was not prepared to speak today because I spent most of my day teaching as one does, as we all have today. And thank you for your time today, senators. But I just wanted to speak in support of the bill.

I am currently a kindergarten teacher at Wettengel Elementary School. I taught at Price for a little bit with Mr. Fedenko and your wife. I just wanted to speak as someone who has left GDOE within my first five years of teaching. So I also was a peer advisor at UOG, so I saw all of the incoming students come into SOB, register, and not as many people graduate with me. A lot of the reason is because, one, the praxis takes money and time to study for and to pass, which a lot of people still have trouble with. And then the second is because we don't make as much. And they are hearing all of the issues, like Ms. Maya was sharing, from our master teachers. They're going into the classrooms, doing their practicum and student teaching, and leaving because they see what the teachers are being put through. I don't know how I made it through. I don't know why I'm still here. I'm lying. I do because of the kids.

I'm so blessed because I live with my in-laws, and my husband is a realtor. I don't want to claim that I am hard on money. So really, I am here for the kids. But I also spend lots of money on my husband's generosity on the kids because I don't see a price tag. As I do with my own kids, I don't see a price tag when it comes to these kids. I've spent hundreds of dollars on my own classroom, on resources, on Temu. But I am also going through my master's right now. The

staffing pattern is public. We can all know what I make. But to Ms. Maya Ocampo, to build off what she was saying, we as teachers go through so much in the classroom. As a kinder teacher, everyone tells me, "I don't know how you do it. I could never be a kinder teacher." I get that all the time.

And when I was being rehired at GDOE, there were no other kinder applicants. And I can testify to this day that we are still also waiting on a kinder teacher, not just at our school, but at other schools. They are over capacity. And in my class, I am over capacity, not just with typical students, but students with special needs. I have also been bit. I've also been kicked. I've also broken my own tendons twice because of these students. But I am still here because I love them. And I think they deserve better. They deserve certified teachers in the classroom who know how to deal with it.

Not only that, I feel like our support staff also deserve that better pay. The staffing pattern is public. And to see teachers who have been teaching as long as I've been alive make less than me is atrocious. So however we come to the decision to support pay for all of our educators, all of our support staff, I support fully. That's all I came here to say. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, ma'am.

**MS. CJ YOUNG, TEACHER, GUAM DEPARTMENT OF EDUCATION:**

Hafa Adai, senators. My name is CJ Young, and I am a special education teacher, and I support this bill. Thank you.

**MR. GLENN LUJAN, TEACHER, GUAM DEPARTMENT OF EDUCATION:**

Buenas and Hafa Adai, senators. My name is Mr. F. Glenn Lujan, and I'm here to support the bill as well.

Walking in, it's awesome to see all of my classmates from UOG and colleagues and friends who I worked with. It's my 29th year with the Department of Education. And I would like to say that I too am a product of our public school education. I went to Ordot Elementary School and I graduated from GW, Biba, Class of '91. I'm also a proud graduate and alumni of the University of Guam. And I did watch the roundtable meeting yesterday that talked about incentives for more programs to provide for our teachers to get to further their education. So I would just like to also say that I'm also a proud graduate from San Jose State, California. In partnership with the University of Guam and Guam Cedars, they had a scholarship program for speech communication disorders. So I was very fortunate and blessed. And in my undergraduate degree

at UOG, I was also a Yamashita Corps recipient. So the government has paid for my education and I'm a product of that.

And it can be done. If you work together with all the agencies, UOG, GCC, I believe that we can offer and provide more services, have more teachers, and we need more occupational therapists, speech therapists. I still work at SPED, and there's about 18 of us still, but we're still short. But you know what? We're trying our best to work with our kids with communication disorders.

So I'm just here to say and show support for this bill and let's do better. Let's do better for our kids. Thank you.

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

Thank you, Mr. Lujan. Is there anybody else here? No? Okay.

Thank you everybody for joining us today. To all our teachers, we want you to know that we have heard you. A lot of you have written testimony to this committee. A lot of you have spoken about the sacrifices that you have made, the extra work you take on, the money you spend out of your own pockets, the difficult choices you have made just to continue doing the work you love.

And the reality is that Guam's teachers have been underpaid for far too long. For years, we've asked you to do more of less. We asked you to cover vacancies, take on additional responsibilities, work beyond the school day, and continue showing up for our children even when your compensation has not reflected the value of the work you do.

You should not have to leave GDOE, leave Guam, or leave the teaching profession altogether just to earn a salary that allows you to support yourself and your family. It's time for our teachers to receive just and competitive compensation for the work you have done and continue to do for our children. This bill will not solve every challenge facing our schools today, but I believe it's an important step towards showing our educators that their service, experience, and sacrifice matter.

We're hopeful that this bill can move forward and be placed on the agenda for consideration during our upcoming session. To every teacher who wrote, who testified, who spoke up, and especially to those who continue showing up in our classrooms, choosing our students and choosing the Department of Education every single day, thank you. You have spent years investing in our children and investing in the future of Guam. Funding, of course, will be the option, but it's our job to find it and we'll work to find it. That is the responsibility of the Guam Legislature. And now it's time to make sure that Guam is invested in you and invested in our children.

**[END OF TESTIMONIES FOR BILL 351-38] [1:41:07]**

**SENATOR VINCENT A.V. BORJA, CHAIRPERSON:**

This will now conclude this afternoon's public hearing on Bill 351-38. The committee will continue to accept written testimony on this bill within seven days from today, which may be addressed to myself, Senator Vincent A.V. Borja, Chairman Committee on Education, Libraries, and Public Broadcasting, or mailed to DNA Building Suite 502, 238 Archbishop Flores Street, Hagatna, Guam 996910. You may also send your testimonies to [contact@senatorvinceborja.com](mailto:contact@senatorvinceborja.com). This afternoon's public hearing is now adjourned, and the time is now **5:41 PM**.

Thank you teachers.

**[END OF PUBLIC HEARING] [1:41:50]**

**III. FINDINGS & RECOMMENDATIONS:**

The Committee on Education, Public Libraries, and Public Broadcasting hereby reports **Bill No. 351-38 (COR) - As Amended** -Vincent A.V. Borja - “AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL.” with the recommendation **TO REPORT OUT ONLY**.



***I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN***  
**2026 (SECOND) Regular Session**

**Bill No. 351-38 (COR)**

Introduced by:

Vincent A.V. Borja   
V. Anthony Ada   
Shelly V. Calvo   
Jesse A. Lujan   
Tina Rose Muña Barnes 

**AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.**

**BE IT ENACTED BY THE PEOPLE OF GUAM:**

**Section 1. Legislative Findings and Intent.** *I Liheslaturan Guåhan* finds that public education is one of the most important constitutional responsibilities of the Government of Guam and serves as the foundation for economic growth, workforce development, civic engagement, and long-term community stability.

*I Liheslaturan Guåhan* further finds that the recruitment and retention of qualified educators is critical to ensuring high-quality instruction, student achievement, and the overall performance of Guam's public school system. However, Guam continues to experience significant challenges in retaining experienced educators and recruiting new teachers, particularly in specialized subject areas.

1        *I Liheslaturan Guåhan* finds that educator compensation in Guam has  
2 historically lagged behind national averages and compensation levels in many U.S.  
3 states and territories. According to the United States Bureau of Labor Statistics,  
4 Occupational Employment and Wage Statistics, May 2025, Guam ranks fifty-third  
5 (53rd) of the fifty-four (54) states and territories reported for the annual median wage  
6 across all occupations, and ranks last among all such areas in education and library  
7 occupations. According to the National Education Association, Rankings and  
8 Estimates, April 2026, table E-6, the national average public school teacher salary  
9 for school year 2025-2026 is Seventy-Six Thousand Five Hundred Fifty-Two  
10 Dollars (\$76,552). As economic activity on Guam continues to expand, and as  
11 federal investments and private sector growth contribute to rising wages in other  
12 sectors, public school educators face increasing disparities in compensation.

13        *I Liheslaturan Guåhan* further finds that rising housing costs, healthcare  
14 expenses, transportation costs, and general cost-of-living increases have  
15 significantly reduced the purchasing power of educator salaries. As a result, many  
16 educators are leaving Guam for higher-paying jurisdictions where compensation is  
17 more competitive and better aligned with living expenses. This outmigration  
18 contributes directly to teacher shortages, classroom instability, increased reliance on  
19 provisional or substitute educators, and diminished continuity of instruction.

20        *I Liheslaturan Guåhan* also finds that when educators leave Guam, the island  
21 loses not only experienced professionals but also community leaders, mentors, and  
22 role models who play an essential role in shaping the next generation. The long-term  
23 impact of educator attrition affects workforce readiness, economic resilience, and  
24 the island's ability to compete in a rapidly evolving regional and global economy.

25        *I Liheslaturan Guåhan* further finds that institutions such as the University of  
26 Guam and the Guam Community College possess independent authority to establish

1 and administer their own compensation systems, allowing flexibility to respond to  
2 market conditions and institutional needs.

3 *I Liheslaturan Guåhan* finds that decisions regarding educator classification  
4 and compensation are best made by the elected Guam Education Board, which is  
5 directly accountable to the parents and taxpayers of Guam, rather than by a central  
6 administrative agency applying a schedule designed for the government at large.

7 *I Liheslaturan Guåhan* further finds that compensation disputes resolved  
8 through litigation, or addressed through episodic retroactive adjustment, impose  
9 avoidable and unpredictable cost upon the taxpayer. A compensation structure  
10 established by written agreement, with implementation phased over a defined period,  
11 and with no retroactive application, affords the government of Guam greater fiscal  
12 predictability than present practice.

13 *I Liheslaturan Guåhan* finds that educator attrition is not a cost-free condition.  
14 Each departure obliges the Guam Department of Education to recruit, relocate,  
15 orient, and train a replacement, and to cover the vacancy in the interim through long-  
16 term substitutes, combined classes, and understaffed courses. These are recurring  
17 expenditures already borne by the taxpayer, and they yield no lasting return.  
18 Compensation sufficient to retain an experienced educator is, in substantial part, a  
19 substitute for money the government is already spending to replace one.

20 *I Liheslaturan Guåhan* further finds that the wage data necessary to establish  
21 competitive compensation levels is published annually, without charge, by the  
22 United States Bureau of Labor Statistics and the National Education Association,  
23 and that the payroll records necessary to determine cost are already maintained by  
24 the Department of Administration and the Guam Department of Education. No  
25 appropriation is required to determine what a competitive educator compensation  
26 structure would cost.

1 It is therefore the intent of *I Liheslaturan Guåhan* to grant similar authority to  
2 the Guam Department of Education (GDOE), to ensure that educator compensation  
3 is responsive, competitive, and sustainable, while providing an orderly transition  
4 from the existing Government of Guam pay plan in alignment with the government's  
5 fiscal cycle.

6 **Section 2.** §6102. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
7 is hereby *amended* to read as follows:

8 **“6102. Purpose.**

9 The purpose of this Chapter is to provide a uniform and unified system  
10 of position classification and compensation for the Executive and Judicial  
11 Branches of the Government of Guam. The provisions of this Chapter shall  
12 not apply to personnel of the Guam Department of Education covered by  
13 §3137 of Article 1, Chapter 3, Title 17, nor to academic personnel of the Guam  
14 Community College and the University of Guam, which, as institutions of  
15 higher education, must adhere to accreditation standards established by their  
16 respective accrediting bodies. ~~The only exception is for academic personnel~~  
17 ~~of the Guam Community College and the University of Guam which as~~  
18 ~~institutions of higher education, must adhere to accreditation standards~~  
19 ~~established by the appropriate accrediting bodies.~~ The term academic  
20 personnel refers to the definitions provided in 17 GCA § 31106 and § 16112,  
21 governing academic personnel of Guam Community College and the  
22 University of Guam.”

23 **Section 3.** §6103. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
24 is hereby *amended* to read as follows:

25 **“6103. Scope.**

26 Unless otherwise specified, this Chapter shall apply to all positions,  
27 officers, and employees, classified and unclassified, as the case may be,

1 inclusive of the Executive and Judicial Branches, autonomous and semi-  
2 autonomous agencies, public corporations, and other public instrumentalities  
3 of the government of Guam. The provisions of this Chapter do not apply to  
4 academic personnel of the Guam Community College and the University of  
5 Guam. The employment and terms and conditions of employment of academic  
6 personnel shall be exclusively governed by provisions of the enabling laws of  
7 Guam Community College and the University of Guam pertaining to  
8 academic personnel, as set forth in Title 17, Guam Code Annotated.

9 The provisions of this Chapter shall not apply to personnel of the Guam  
10 Department of Education covered by §3137 of Article 1, Chapter 3, Title 17.  
11 The employment and terms and conditions of employment for such personnel  
12 shall be governed by the provisions of §3137 of Article 1, Chapter 3, Title 17  
13 and by any compensation structure adopted and executed thereof.”

14 **Section 4.** §3137. is hereby *added* to Article 1, Chapter 3, Title 17, Guam  
15 Code Annotated, to read as follows:

16 **§3137. Guam Department of Education Educator Classification and**  
17 **Compensation Authority.**

18 (a) As used in this Section, the following terms shall mean:

19 (1) “Covered personnel” means instructional and professional  
20 personnel employed by the Guam Department of Education, including  
21 classroom teachers, preschool teachers, instructors, substitute teachers,  
22 counselors, school psychologists, school nurses, librarians and media  
23 specialists, curriculum coordinators, instructional consultants, school  
24 administrators, and program directors. “Covered personnel” does not  
25 include the Superintendent of Education or any Deputy Superintendent,  
26 whose compensation shall be established separately by the Guam  
27 Education Board, and does not include personnel whose classification

1           and compensation are established under a general pay plan  
2           administered by the Department of Administration.

3           (2)   “Recognized representative” means the exclusive  
4           bargaining representative certified to represent covered personnel.

5           (3)   “Adopted structure” means an educator classification,  
6           compensation, and benefit structure approved and executed pursuant to  
7           Subsection (h) of this Section.

8           (b)   Authority. Notwithstanding any other provision of law, rule, or  
9           regulation, the Guam Department of Education is authorized to establish,  
10          administer, and modify for covered personnel its own:

11               (1)   Position classification structures;

12               (2)   Pay grades and salary schedules;

13               (3)   Step progressions;

14               (4)   Recruitment and retention incentives;

15               (5)   Compensation policies; and

16               (6)   Employee benefits programs.

17           (c)   Development. The Guam Education Board *shall* be responsible  
18           for developing a comprehensive educator pay scale and compensation  
19           structure for covered personnel, through good-faith negotiation with the  
20           recognized representative. The structure shall address classification, salary  
21           schedules, step progression, and benefits. Negotiations shall commence no  
22           later than sixty (60) days after the effective date of this Act.

23           (d)   Market Competitiveness Standard. The adopted structure *shall*  
24           be designed to achieve market competitiveness for covered personnel. For  
25           classroom teachers, market competitiveness means an average salary of not  
26           less than ninety-five percent (95%) of the national average public school  
27           teacher salary most recently published by the National Education Association,

1 to be achieved through phased implementation over a period of not more than  
2 five (5) fiscal years. Any salary increase implemented pursuant to this  
3 Subsection shall not exceed fifteen percent (15%) of an employee's salary  
4 during any single fiscal year. The Guam Education Board *shall* review the  
5 adopted structure not less than once every two (2) years against the most  
6 recent salary data published by the National Education Association and the  
7 United States Bureau of Labor Statistics, and against the cost of living on  
8 Guam.

9 (e) Cost Determination. Prior to approval pursuant to Subsection (h),  
10 the Guam Education Board *shall* determine the total cost to the government  
11 of Guam of the proposed structure in each fiscal year of its phased  
12 implementation. The determination *shall* be made using the existing payroll  
13 and position records of the Guam Department of Education and the  
14 Department of Administration, together with wage data published without  
15 charge by the United States Bureau of Labor Statistics and the National  
16 Education Association.

17 (1) The determination *shall* be transmitted to the Bureau of  
18 Budget and Management Research and to the Office of Finance and  
19 Budget of *I Liheslaturan Guåhan*, each of which shall review it within  
20 its existing appropriation and report its findings to *I Liheslaturan*  
21 *Guåhan*. The determination and both reviews *shall* be made available  
22 to the public. No appropriation is required or authorized by this  
23 Subsection.

24 (2) The Guam Education Board may, but *shall* not be required  
25 to, obtain an independent third-party compensation or cost-of-living  
26 study. The Superintendent of Education may use available federal



1           grants or local funds appropriated to the Guam Department of  
2           Education to fund such study.

3           (f)   No structure shall be approved pursuant to Subsection (h) unless  
4           the Guam Education Board first certifies in writing to *I Liheslaturan Guåhan*  
5           and to *I Maga'hågan Guåhan* the total cost of the proposed structure in each  
6           fiscal year of its implementation, expressed both in dollars and as a percentage  
7           of the appropriation to the Guam Department of Education for the then-current  
8           fiscal year, accompanied by the determination and reviews required by  
9           Subsection (e). Implementation shall be phased over not more than five (5)  
10          fiscal years. No adopted structure shall be applied retroactively. Nothing in  
11          this Section authorizes an increase in the number of positions authorized in  
12          the annual General Appropriations Act.

13          (g)   The Guam Education Board shall complete development of the  
14          proposed educator pay scale and compensation structure no later than January  
15          1, 2027. If the Guam Education Board has not approved a structure by that  
16          date, it shall report in writing to *I Liheslaturan Guåhan* every thirty (30) days  
17          thereafter, stating the reasons for the delay and the expected date of approval,  
18          until approval occurs.

19          (h)   Approval and execution. The proposed educator pay scale and  
20          compensation structure shall be approved by a majority vote of the members  
21          of the Guam Education Board. Upon approval, the structure shall be reduced  
22          to writing and executed by the Guam Education Board and the recognized  
23          representative, and shall be binding upon the parties according to its terms.

24          (i)   Transition. Until a structure is approved and executed pursuant  
25          to Subsection (h), covered personnel shall remain subject to the Government  
26          of Guam Compensation Schedule established pursuant to §6201 of Title 4,  
27          Guam Code Annotated, and the classification system administered by the

1 Department of Administration. Upon the effective date established under  
2 Subsection (k), covered personnel shall be exempt from that Compensation  
3 Schedule, from that classification system, and from the Government of Guam  
4 educator pay plan administered by the Department of Administration, and  
5 such exemption shall remain in effect unless otherwise provided by law.

6 (j) Continuing authority; limitation. Following initial approval of  
7 the educator classification and compensation structure pursuant to this  
8 Section, the Guam Department of Education *shall* retain continuing authority  
9 to amend, revise, or modify its classification structures, salary schedules,  
10 compensation policies, and benefits programs. Any such amendment *shall*  
11 require approval by a majority vote of the Guam Education Board. No  
12 amendment that reduces base salary, step placement, or benefits below the  
13 levels established in the adopted structure then in effect *shall* take effect  
14 without the written concurrence of the recognized representative.

15 (k) Effective Date of Structure. The initial adopted structure *shall*  
16 take effect on October 1, 2027, or on October 1 of the first fiscal year  
17 commencing after approval and execution pursuant to Subsection (h),  
18 whichever is later. Any subsequent amendment shall take effect only at the  
19 commencement of a Government of Guam fiscal year, being October 1, and  
20 shall not take effect at any other time during a fiscal year.

21 (l) Nothing in this Section *shall* be construed to authorize the  
22 expenditure of funds without legislative appropriation as required by law.  
23 Compensation earned by covered personnel for services actually rendered  
24 under an adopted structure in effect pursuant to Subsection (k) *shall* constitute  
25 a valid and subsisting obligation of the government of Guam, and nothing in  
26 this Section shall be construed to impair the obligation of any agreement  
27 executed pursuant to this Section. Where an appropriation in any fiscal year

1 is insufficient to satisfy compensation so earned, the unsatisfied amount shall  
2 remain a valid claim and shall be reported pursuant to Subsection (n).

3 (m) Dispute resolution. If the Guam Education Board and the  
4 recognized representative have not reached agreement within one hundred  
5 twenty (120) days after commencement of negotiations, either party may  
6 declare impasse. Upon declaration of impasse the parties shall proceed to  
7 mediation and, if the matter remains unresolved after thirty (30) days of  
8 mediation, to fact-finding by a neutral third party. The fact-finder shall issue  
9 written findings and non-binding recommendations, which shall be  
10 transmitted to *I Liheslaturan Guåhan* and made available to the public.

11 (n) Budget Transparency and Reporting. Upon approval of a  
12 structure pursuant to Subsection (h), the Guam Education Board shall report  
13 annually to *I Liheslaturan Guåhan*, and shall make available to the public:

14 (1) the status of implementation,

15 (2) any compensation earned and unsatisfied for want of  
16 appropriation,

17 (3) the resulting variance from the market competitiveness  
18 standard established in Subsection (d), and

19 (4) recruitment, retention, and vacancy rates for covered  
20 personnel.

21 (o) Employee protection. No covered employee shall experience a  
22 reduction in base salary, benefits, accrued leave, or step placement, solely as  
23 a result of the transition from the Government of Guam pay plan to a  
24 compensation structure adopted pursuant to this Section. Nothing in this Act  
25 shall be construed to diminish any procedural, grievance, or appeal right held  
26 by covered personnel as of the effective date of this Act.

1           (p) Appeals. The Civil Service Commission shall have jurisdiction to  
2 hear and decide appeals brought by covered personnel from any decision  
3 applying the adopted structure to an individual employee, including  
4 classification, pay grade assignment, step placement, computation of salary,  
5 incentives, bonuses, differentials, and other compensation and benefits. An  
6 employee shall first request written review by the Superintendent of  
7 Education, and may appeal to the Civil Service Commission within thirty (30)  
8 days after the Superintendent's determination or after the failure to issue one  
9 within thirty (30) days of the request.

10           The Civil Service Commission shall determine whether the decision  
11 conforms to the adopted structure and to applicable law, and may order  
12 correction of the employee's classification, step placement, or salary  
13 computation and payment of compensation wrongly withheld. The Civil  
14 Service Commission shall not establish or modify any salary schedule, pay  
15 grade, classification structure, or benefit level contained in the adopted  
16 structure, and shall not exercise jurisdiction over negotiations, impasse,  
17 mediation, or fact-finding conducted pursuant to Subsection (m).

18           The Civil Service Commission shall continue to hear and decide  
19 employee grievances, adverse actions, and all other personnel matters  
20 concerning covered personnel to the same extent as before the effective date  
21 of this Act. The exemption of covered personnel from Chapter 6 of Title 4,  
22 Guam Code Annotated, shall not be construed to divest the Civil Service  
23 Commission of jurisdiction conferred by this Subsection, by Chapter 4 of Title  
24 4, Guam Code Annotated, or by any other provision of law.

25           **Section 5. Severability.** If any provision of this Act or its application to any  
26 person or circumstance is found to be invalid or contrary to law, such invalidity shall

1 not affect other provisions or applications of this Act that can be given effect without  
2 the invalid provision or application, and to this end the provisions of the provisions  
3 of this Act are severable.

4 **Section 6. Effective Date.** This Act shall become effective upon enactment.

***I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN***  
**2026 (SECOND) Regular Session**

**Bill No. 351-38 (COR)**

*As Amended by the Committee on Education,  
Libraries, and Public Broadcasting*

Introduced by:

Vincent A.V. Borja  
V. Anthony Ada  
Shelly V. Calvo  
Jesse A. Lujan  
Tina Rose Muña Barnes

**AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND EVALUATION STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION PERSONNEL.**

**BE IT ENACTED BY THE PEOPLE OF GUAM:**

**Section 1. Legislative Findings and Intent.** *I Liheslaturan Guåhan* finds that public education is one of the most important constitutional responsibilities of the Government of Guam and serves as the foundation for economic growth, workforce development, civic engagement, and long-term community stability.

*I Liheslaturan Guåhan* further finds that the recruitment and retention of qualified educators is critical to ensuring high-quality instruction, student achievement, and the overall performance of Guam's public school system. However, Guam continues to experience significant challenges in retaining

1 experienced educators and recruiting new teachers, particularly in specialized  
2 subject areas.

3 *I Liheslaturan Guåhan* finds that educator compensation in Guam has  
4 historically lagged behind national averages and compensation levels in many U.S.  
5 states and territories. According to the United States Bureau of Labor Statistics,  
6 Occupational Employment and Wage Statistics, May 2025, Guam ranks fifty-third  
7 (53rd) of the fifty-four (54) states and territories reported for the annual median wage  
8 across all occupations, and ranks last among all such areas in education and library  
9 occupations. According to the National Education Association, Rankings and  
10 Estimates, April 2026, table E-6, the national average public school teacher salary  
11 for school year 2025-2026 is Seventy-Six Thousand Five Hundred Fifty-Two  
12 Dollars (\$76,552). As economic activity on Guam continues to expand, and as  
13 federal investments and private sector growth contribute to rising wages in other  
14 sectors, public school educators face increasing disparities in compensation.

15 *I Liheslaturan Guåhan* further finds that rising housing costs, healthcare  
16 expenses, transportation costs, and general cost-of-living increases have  
17 significantly reduced the purchasing power of educator salaries. As a result, many  
18 educators are leaving Guam for higher-paying jurisdictions where compensation is  
19 more competitive and better aligned with living expenses. This outmigration  
20 contributes directly to teacher shortages, classroom instability, increased reliance on  
21 provisional or substitute educators, and diminished continuity of instruction.

22 *I Liheslaturan Guåhan* also finds that when educators leave Guam, the island  
23 loses not only experienced professionals but also community leaders, mentors, and  
24 role models who play an essential role in shaping the next generation. The long-term  
25 impact of educator attrition affects workforce readiness, economic resilience, and  
26 the island's ability to compete in a rapidly evolving regional and global economy.



1           *I Liheslaturan Guåhan* further finds that institutions such as the University of  
2 Guam and the Guam Community College possess independent authority to establish  
3 and administer their own compensation systems, allowing flexibility to respond to  
4 market conditions and institutional needs.

5           *I Liheslaturan Guåhan* finds that decisions regarding educator classification  
6 and compensation are best made by the elected Guam Education Board, which is  
7 directly accountable to the parents and taxpayers of Guam, rather than by a central  
8 administrative agency applying a schedule designed for the government at large.

9           *I Liheslaturan Guåhan* further finds that compensation disputes resolved  
10 through litigation, or addressed through episodic retroactive adjustment, impose  
11 avoidable and unpredictable cost upon the taxpayer. A compensation structure  
12 established by written agreement, with implementation phased over a defined period,  
13 and with no retroactive application, affords the government of Guam greater fiscal  
14 predictability than present practice.

15           *I Liheslaturan Guåhan* finds that educator attrition is not a cost-free condition.  
16 Each departure obliges the Guam Department of Education to recruit, relocate,  
17 orient, and train a replacement, and to cover the vacancy in the interim through long-  
18 term substitutes, combined classes, and understaffed courses. These are recurring  
19 expenditures already borne by the taxpayer, and they yield no lasting return.  
20 Compensation sufficient to retain an experienced educator is, in substantial part, a  
21 substitute for money the government is already spending to replace one.

22           *I Liheslaturan Guåhan* further recognizes testimony provided by the  
23 Department of Administration during the September 8 and September 10, 2026,  
24 public hearings that a new Government of Guam compensation plan is presently  
25 under development.

26           *I Liheslaturan Guåhan* further finds that the development of a new  
27 government-wide compensation plan provides an appropriate opportunity to

1 continue advancing the broader framework of granting the Guam Department of  
2 Education greater authority over the classification, compensation, and pay structure  
3 of its workforce. Rather than creating competing compensation systems while a new  
4 government-wide plan is being developed, the Legislature intends to use this  
5 transition period to establish a clear framework toward greater GDOE autonomy  
6 overcompensation.

7 *I Liheslaturan Guåhan* further finds that greater compensation authority  
8 would allow GDOE to respond more directly to the unique workforce needs of the  
9 public school system, including educator shortages, hard-to-fill positions, changing  
10 labor-market conditions, and competition with federal and private-sector employers.  
11 A compensation system tailored to the needs of public education would provide  
12 GDOE and the Guam Education Board greater flexibility to recruit, retain, and  
13 appropriately compensate the employees necessary to operate Guam's schools.

14 *I Liheslaturan Guåhan* further finds that the forthcoming Government of  
15 Guam pay plan should not prevent the Legislature from establishing the statutory  
16 framework necessary for GDOE to ultimately exercise broader authority over its  
17 own compensation structure. Instead, the new pay plan may serve as a transitional  
18 baseline from which GDOE may develop and administer a compensation system  
19 responsive to the operational and workforce needs of public education.

20 *I Liheslaturan Guåhan* further finds that this transition must occur in an  
21 orderly and fiscally responsible manner and should include a clear timeline for the  
22 completion and implementation of the Department of Administration's new pay  
23 plan, followed by continued evaluation of the appropriate transfer of compensation  
24 authority to GDOE and the Guam Education Board.

25 It is therefore the intent of *I Liheslaturan Guåhan* to address the immediate  
26 need for competitive educator compensation through this Act while continuing to  
27 advance a broader framework under which the Guam Department of Education and

1 the Guam Education Board may exercise greater authority over the classification and  
2 compensation of the Department's workforce following the implementation of the  
3 forthcoming Government of Guam pay plan.

4 **Section 2.** §6102. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
5 is hereby *amended* to read as follows:

6 **“6102. Purpose.**

7 The purpose of this Chapter is to provide a uniform and unified system  
8 of position classification and compensation for the Executive and Judicial  
9 Branches of the Government of Guam. The provisions of this Chapter shall  
10 not apply to covered personnel of the Guam Department of Education covered  
11 by §3137 of Article 1, Chapter 3, Title 17, nor to academic personnel of the  
12 Guam Community College and the University of Guam, which, as institutions  
13 of higher education, must adhere to accreditation standards established by  
14 their respective accrediting bodies. ~~The only exception is for academic~~  
15 ~~personnel of the Guam Community College and the University of Guam~~  
16 ~~which as institutions of higher education, must adhere to accreditation~~  
17 ~~standards established by the appropriate accrediting bodies.~~ The term  
18 academic personnel refers to the definitions provided in 17 GCA § 31106 and  
19 § 16112, governing academic personnel of Guam Community College and the  
20 University of Guam.”

21 **Section 3.** §6103. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
22 is hereby *amended* to read as follows:

23 **“6103. Scope.**

24 Unless otherwise specified, this Chapter shall apply to all positions,  
25 officers, and employees, classified and unclassified, as the case may be,  
26 inclusive of the Executive and Judicial Branches, autonomous and semi-  
27 autonomous agencies, public corporations, and other public instrumentalities

1 of the government of Guam. The provisions of this Chapter do not apply to  
2 academic personnel of the Guam Community College and the University of  
3 Guam. The employment and terms and conditions of employment of academic  
4 personnel shall be exclusively governed by provisions of the enabling laws of  
5 Guam Community College and the University of Guam pertaining to  
6 academic personnel, as set forth in Title 17, Guam Code Annotated.

7 The provisions of this Chapter *shall* not apply to covered personnel of  
8 the Guam Department of Education covered by §3137 of Article 1, Chapter  
9 3, Title 17. The employment and terms and conditions of employment for such  
10 personnel *shall* be governed by the provisions of §3137 of Article 1, Chapter  
11 3, Title 17 and by any compensation structure adopted and executed thereof.”

12 **Section 4.** §3137. is hereby *added* to Article 1, Chapter 3, Title 17, Guam  
13 Code Annotated, to read as follows:

14 **§3137. Guam Department of Education Educator Classification and**  
15 **Compensation, and Evaluation Authority.**

16 (a) As used in this Section, the following terms shall mean:

17 (1) “Covered personnel” means personnel employed by the  
18 Guam Department of Education, classroom teachers, teacher  
19 specialists, head start teacher, head start program director/assistant  
20 director, multi-media coordinators, vocational instructors, counselors,  
21 school health counselors, educational interpreter, pupil personnel  
22 services administrator, assistant superintendent for special education,  
23 school attendance officer, school attendance officer supervisor, on-call  
24 substitute teacher, school principals, assistant school principals, school  
25 program consultant, Chamorro language specialists/administrator,  
26 Superintendent of Education and any Deputy Superintendent. “Covered  
27 personnel” does not include personnel whose classification and

1        compensation are established under a general pay plan administered by  
2        the Department of Administration.

3            (2)    “Adopted structure” means a Guam Department of  
4        Education classification, compensation, and evaluation structure  
5        approved and executed pursuant to Subsection (h) of this Section.

6            (b)    Authority. Notwithstanding any other provision of law, rule, or  
7        regulation, the Guam Education Board shall adopt, administer, modify and  
8        implement a Guam Department of Education position classification,  
9        compensation, and evaluation structure addressing:

10           (1)    Position classification structures;

11           (2)    Pay grades and salary schedules;

12           (3)    Step progressions;

13           (4)    Recruitment and retention incentives;

14           (5)    Compensation policies; and

15           (6)    Evaluation policies.

16           The Superintendent of Education shall administer and implement  
17        the structure in accordance with policies adopted by the Guam  
18        Education Board.

19           Rules and regulations governing selection, compensation,  
20        promotion, performance evaluation, disciplinary action and other terms  
21        and conditions of employment affecting covered personnel shall be  
22        adopted by the Guam Education Board in accordance with 4 GCA  
23        §4104 and §4105. Such rules and regulations shall provide for the  
24        employment of persons on the basis of merit and shall include an  
25        orderly and systematic method of recruitment and the establishment of  
26        a list of qualified applicants for employment purposes.

1           (c) Development. The Guam Education Board, in consultation with  
2 the Superintendent of Education shall be responsible for developing and  
3 adopting a classification, compensation, and evaluation structure for covered  
4 personnel.

5           (d) Market Competitiveness Standard. The adopted structure *shall*  
6 be designed to achieve market competitiveness for covered personnel. For  
7 classroom teachers, market competitiveness means an average salary of not  
8 less than ninety-five percent (95%) of the national average public school  
9 teacher salary most recently published by the National Education Association,  
10 to be achieved through phased implementation over a period of not more than  
11 five (5) fiscal years. For all other covered personnel, market competitiveness  
12 shall be measured against comparable public-sector and private-sector  
13 occupational compensation data, including data published by the United  
14 States Bureau of Labor Statistics, compensation data from comparable  
15 Government of Guam positions, and compensation offered by comparable  
16 employers on Guam and in other similarly situated jurisdictions. Any salary  
17 increase implemented pursuant to this Subsection shall not exceed fifteen  
18 percent (15%) of an employee's salary during any single fiscal year. The  
19 Guam Education Board shall review the adopted structure not less than once  
20 every two (2) years against the most recent salary data published by the  
21 National Education Association and the United States Bureau of Labor  
22 Statistics.

23           (e) Cost Determination. Prior to approval pursuant to Subsection (h),  
24 the Guam Education Board shall determine the total cost to the government  
25 of Guam of the proposed structure for each fiscal year of its phased  
26 implementation.

1           (1)   The cost determination shall be transmitted to the Bureau  
2           of Budget and Management Research and to the Office of Finance and  
3           Budget of I Liheslaturan Guåhan, each of which shall review it within  
4           its existing appropriation and report its findings to I Liheslaturan  
5           Guåhan. The determination and both reviews shall be made available  
6           to the public.

7           (2)   The Guam Education Board shall procure an independent  
8           classification and compensation study of all covered personnel prior to  
9           adopting the initial structure pursuant to Subsection (h). The study shall  
10          evaluate position classifications, salary compensation, internal equity  
11          market competitiveness, recruitment and retention needs, and the fiscal  
12          impact of the proposed structure. The Guam Department of Education  
13          is authorized to use available funds within its appropriations or prior-  
14          year funds that remain available and unobligated to carry out the  
15          requirements of this Section, including the independent classification  
16          and compensation study, human resource and payroll system  
17          modifications, and other necessary transition expenses.

18          (f)   No structure shall be approved pursuant to Subsection (h) unless  
19          the Guam Education Board first certifies in writing to I Liheslaturan Guåhan  
20          and to I Maga'hågan Guåhan the total cost of the proposed structure in each  
21          fiscal year of its implementation, expressed both in dollars and as a percentage  
22          of the appropriation to the Guam Department of Education for the then-current  
23          fiscal year, accompanied by the determination and reviews required by  
24          Subsection (e). Implementation shall be phased over not more than five (5)  
25          fiscal years, subject to the availability of funds. No adopted structure shall be  
26          applied retroactively.



1           (g) The Guam Education Board and Superintendent of Education  
2 shall transmit to *I Liheslaturan Guåhan* an implementation plan no later than  
3 January 30, 2027, describing the actions necessary to establish Guam  
4 Department of Education Educator Classification, Compensation, and  
5 Evaluation structure required by this Section.

6           The plan shall include:

- 7           (1) Procurement of the independent study;
- 8           (2) Classification Review;
- 9           (3) Compensation Benchmarking;
- 10          (4) HRIS and Payroll Modifications;
- 11          (5) Policies and Standard Operation Procedures; and
- 12          (6) Projected implantation dates.

13          The following milestones shall apply:

- 14          (a) Certification of funds for independent study shall be  
15 certified no later than March 1, 2027;
- 16          (b) Procurement for the independent study shall  
17 commence no later than April 1, 2027;
- 18          (c) The independent study shall be substantially  
19 completed no later than October 1, 2027;
- 20          (d) The Guam Education Board shall approve a proposed  
21 classification and compensation structure no later  
22 than January 31, 2028; and
- 23          (e) The initial structure shall be implemented no later  
24 than October 1, 2028.

25           If any milestone is not met, the Guam shall transmit a written  
26 report to *I Liheslaturan Guåhan* every thirty (30) days explaining:

- 27           (1) The reason for the delay;

1                   (2) The actions to cure the delay; and

2                   (3) The anticipated completion date.

3           (h) Approval and execution. The proposed classification,  
4           compensation, and evaluation structure shall be approved by a majority vote  
5           of the members of the Guam Education Board. Upon approval, the structure  
6           shall be reduced to writing and executed by the Guam Education Board and  
7           Superintendent.

8           (i) Transition. Until a structure is approved and executed pursuant  
9           to Subsection (h), covered personnel shall remain subject to the Government  
10          of Guam Compensation Schedule established pursuant to §6201 of Title 4,  
11          Guam Code Annotated, and the classification system administered by the  
12          Department of Administration. Upon the effective date established under  
13          Subsection (k), covered personnel shall be exempt from that Compensation  
14          Schedule, from that classification system, and from the Government of Guam  
15          educator pay plan administered by the Department of Administration, and  
16          such exemption shall remain in effect unless otherwise provided by law.

17          (j) Continuing authority; limitation. Following initial approval of  
18          the educator classification and compensation structure pursuant to this  
19          Section, the Guam Department of Education shall retain continuing authority  
20          to amend, revise, or modify its classification structures, salary schedules, and  
21          compensation policies. Any such amendment shall require approval by a  
22          majority vote of the Guam Education Board. No amendment that reduces base  
23          salary, or step placement, below the levels established in the adopted structure  
24          then in effect.

25          (k) Effective Date of Structure. The initial adopted structure shall  
26          take effect on October 1, 2028, or on October 1 of the first fiscal year  
27          commencing after approval and execution pursuant to Subsection (h),

1 whichever is later. Any subsequent amendment by the Guam Education Board  
2 shall take effect only at the commencement of a Government of Guam fiscal  
3 year, being October 1, and shall not take effect at any other time during a fiscal  
4 year.

5 (l) Nothing in this Section shall be construed to authorize the  
6 expenditure of funds without legislative appropriation as required by law. The  
7 Guam Education Board may adopt the classification and compensation  
8 structure and establish a phased implementation schedule; provided, however,  
9 that any compensation increase requiring additional expenditures shall be  
10 implemented only to the extent sufficient funds have been appropriated or are  
11 otherwise lawfully available.

12 (m) Budget Transparency and Reporting. Upon approval of a  
13 structure pursuant to Subsection (h), the Guam Education Board shall report  
14 annually to I Liheslaturan Guåhan, and shall make available to the public:

15 (1) the status of implementation,

16 (2) any compensation earned and unsatisfied for want of  
17 appropriation,

18 (3) the resulting variance from the market competitiveness  
19 standard established in Subsection (d), and

20 (4) recruitment, retention, and vacancy rates for covered  
21 personnel.

22 (n) Employee protection. No covered employee shall experience a  
23 reduction in base salary, benefits, accrued leave, or step placement, solely as  
24 a result of the transition from the Government of Guam pay plan to a  
25 compensation structure adopted pursuant to this Section. Nothing in this Act  
26 shall be construed to diminish any procedural, grievance, or appeal right held  
27 by covered personnel as of the effective date of this Act.

1           (o) Appeals. The Guam Education Board *shall* have jurisdiction to hear  
2           and decide appeals brought by covered personnel from any decision applying  
3           the adopted structure to an individual employee, including classification, pay  
4           grade assignment, step placement, computation of salary, incentives, bonuses,  
5           differentials, and other compensation and benefits. An employee shall first  
6           request written review by the Superintendent of Education, and may appeal to  
7           the Guam Education Board within thirty (30) days after the Superintendent's  
8           determination or after the failure to issue one within thirty (30) days of the  
9           request.

10           The Guam Education Board shall determine whether the decision  
11           conforms to the adopted structure and to applicable law, and may order  
12           correction of the employee's classification, step placement, or salary  
13           computation and payment of compensation wrongly withheld.

14           **Section 5. Severability.** If any provision of this Act or its application to any  
15 person or circumstance is found to be invalid or contrary to law, such invalidity shall  
16 not affect other provisions or applications of this Act that can be given effect without  
17 the invalid provision or application, and to this end the provisions of the provisions  
18 of this Act are severable.

19           **Section 6. Effective Date.** This Act shall become effective upon enactment.

***I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN***  
**2026 (SECOND) Regular Session**

**Bill No. 351-38 (COR)**

*As Amended by the Committee on Education, Libraries,  
and Public Broadcasting*

Introduced by:

Vincent A.V. Borja  
V. Anthony Ada  
Shelly V. Calvo  
Jesse A. Lujan  
Tina Rose Muña Barnes

**AN ACT TO *AMEND* §§6102, 6103, ARTICLE 1, CHAPTER 6,  
TITLE 4, GUAM CODE ANNOTATED AND TO *ADD* A NEW  
§3137 TO ARTICLE 1, CHAPTER 3, TITLE 17, GUAM CODE  
ANNOTATED, RELATIVE TO GRANTING THE GUAM  
DEPARTMENT OF EDUCATION INDEPENDENT  
AUTHORITY TO ESTABLISH AN EDUCATOR  
CLASSIFICATION, COMPENSATION, AND EVALUATION  
STRUCTURE FOR GUAM DEPARTMENT OF EDUCATION  
PERSONNEL AND BENEFIT STRUCTURE.**

**BE IT ENACTED BY THE PEOPLE OF GUAM:**

**Section 1. Legislative Findings and Intent.** *I Liheslaturan Guåhan* finds  
that public education is one of the most important constitutional responsibilities of  
the Government of Guam and serves as the foundation for economic growth,  
workforce development, civic engagement, and long-term community stability.

*I Liheslaturan Guåhan* further finds that the recruitment and retention of  
qualified educators is critical to ensuring high-quality instruction, student  
achievement, and the overall performance of Guam's public school system.  
However, Guam continues to experience significant challenges in retaining

1 experienced educators and recruiting new teachers, particularly in specialized  
2 subject areas.

3 *I Liheslaturan Guåhan* finds that educator compensation in Guam has  
4 historically lagged behind national averages and compensation levels in many U.S.  
5 states and territories. According to the United States Bureau of Labor Statistics,  
6 Occupational Employment and Wage Statistics, May 2025, Guam ranks fifty-third  
7 (53rd) of the fifty-four (54) states and territories reported for the annual median wage  
8 across all occupations, and ranks last among all such areas in education and library  
9 occupations. According to the National Education Association, Rankings and  
10 Estimates, April 2026, table E-6, the national average public school teacher salary  
11 for school year 2025-2026 is Seventy-Six Thousand Five Hundred Fifty-Two  
12 Dollars (\$76,552). As economic activity on Guam continues to expand, and as  
13 federal investments and private sector growth contribute to rising wages in other  
14 sectors, public school educators face increasing disparities in compensation.

15 *I Liheslaturan Guåhan* further finds that rising housing costs, healthcare  
16 expenses, transportation costs, and general cost-of-living increases have  
17 significantly reduced the purchasing power of educator salaries. As a result, many  
18 educators are leaving Guam for higher-paying jurisdictions where compensation is  
19 more competitive and better aligned with living expenses. This outmigration  
20 contributes directly to teacher shortages, classroom instability, increased reliance on  
21 provisional or substitute educators, and diminished continuity of instruction.

22 *I Liheslaturan Guåhan* also finds that when educators leave Guam, the island  
23 loses not only experienced professionals but also community leaders, mentors, and  
24 role models who play an essential role in shaping the next generation. The long-term  
25 impact of educator attrition affects workforce readiness, economic resilience, and  
26 the island's ability to compete in a rapidly evolving regional and global economy.

1        *I Liheslaturan Guåhan* further finds that institutions such as the University of  
2 Guam and the Guam Community College possess independent authority to establish  
3 and administer their own compensation systems, allowing flexibility to respond to  
4 market conditions and institutional needs.

5        *I Liheslaturan Guåhan* finds that decisions regarding educator classification  
6 and compensation are best made by the elected Guam Education Board, which is  
7 directly accountable to the parents and taxpayers of Guam, rather than by a central  
8 administrative agency applying a schedule designed for the government at large.

9        *I Liheslaturan Guåhan* further finds that compensation disputes resolved  
10 through litigation, or addressed through episodic retroactive adjustment, impose  
11 avoidable and unpredictable cost upon the taxpayer. A compensation structure  
12 established by written agreement, with implementation phased over a defined period,  
13 and with no retroactive application, affords the government of Guam greater fiscal  
14 predictability than present practice.

15        *I Liheslaturan Guåhan* finds that educator attrition is not a cost-free condition.  
16 Each departure obliges the Guam Department of Education to recruit, relocate,  
17 orient, and train a replacement, and to cover the vacancy in the interim through long-  
18 term substitutes, combined classes, and understaffed courses. These are recurring  
19 expenditures already borne by the taxpayer, and they yield no lasting return.  
20 Compensation sufficient to retain an experienced educator is, in substantial part, a  
21 substitute for money the government is already spending to replace one.

22        ~~*I Liheslaturan Guåhan* further finds that the wage data necessary to establish~~  
23 ~~competitive compensation levels is published annually, without charge, by the~~  
24 ~~United States Bureau of Labor Statistics and the National Education Association,~~  
25 ~~and that the payroll records necessary to determine cost are already maintained by~~  
26 ~~the Department of Administration and the Guam Department of Education. No~~



1 ~~appropriation is required to determine what a competitive educator compensation~~  
2 ~~structure would cost.~~

3 I Liheslaturan Guåhan further recognizes testimony provided by the  
4 Department of Administration during the September 8 and September 10, 2026,  
5 public hearings that a new Government of Guam compensation plan is presently  
6 under development.

7 I Liheslaturan Guåhan further finds that the development of a new  
8 government-wide compensation plan provides an appropriate opportunity to  
9 continue advancing the broader framework of granting the Guam Department of  
10 Education greater authority over the classification, compensation, and pay structure  
11 of its workforce. Rather than creating competing compensation systems while a new  
12 government-wide plan is being developed, the Legislature intends to use this  
13 transition period to establish a clear framework toward greater GDOE autonomy  
14 overcompensation.

15 I Liheslaturan Guåhan further finds that greater compensation authority  
16 would allow GDOE to respond more directly to the unique workforce needs of the  
17 public school system, including educator shortages, hard-to-fill positions, changing  
18 labor-market conditions, and competition with federal and private-sector employers.  
19 A compensation system tailored to the needs of public education would provide  
20 GDOE and the Guam Education Board greater flexibility to recruit, retain, and  
21 appropriately compensate the employees necessary to operate Guam’s schools.

22 I Liheslaturan Guåhan further finds that the forthcoming Government of  
23 Guam pay plan should not prevent the Legislature from establishing the statutory  
24 framework necessary for GDOE to ultimately exercise broader authority over its  
25 own compensation structure. Instead, the new pay plan may serve as a transitional  
26 baseline from which GDOE may develop and administer a compensation system  
27 responsive to the operational and workforce needs of public education.

1 *I Liheslaturan Guåhan* further finds that this transition must occur in an  
2 orderly and fiscally responsible manner and should include a clear timeline for the  
3 completion and implementation of the Department of Administration’s new pay  
4 plan, followed by continued evaluation of the appropriate transfer of compensation  
5 authority to GDOE and the Guam Education Board.

6 It is therefore the intent of *I Liheslaturan Guåhan* to grant similar authority to  
7 the Guam Department of Education (GDOE), to ensure that educator compensation  
8 is responsive, competitive, and sustainable, while providing an orderly transition  
9 from the existing Government of Guam pay plan in alignment with the government’s  
10 fiscal cycle.

11 It is therefore the intent of *I Liheslaturan Guåhan* to address the immediate  
12 need for competitive educator compensation through this Act while continuing to  
13 advance a broader framework under which the Guam Department of Education and  
14 the Guam Education Board may exercise greater authority over the classification and  
15 compensation of the Department’s workforce following the implementation of the  
16 forthcoming Government of Guam pay plan.

17 **Section 2.** §6102. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
18 is hereby *amended* to read as follows:

19 **“6102. Purpose.**

20 The purpose of this Chapter is to provide a uniform and unified system  
21 of position classification and compensation for the Executive and Judicial  
22 Branches of the Government of Guam. The provisions of this Chapter *shall*  
23 not apply to **covered** personnel of the Guam Department of Education covered  
24 by §3137 of Article 1, Chapter 3, Title 17, nor to academic personnel of the  
25 Guam Community College and the University of Guam, which, as institutions  
26 of higher education, must adhere to accreditation standards established by  
27 their respective accrediting bodies. ~~The only exception is for academic~~

1 ~~personnel of the Guam Community College and the University of Guam~~  
2 ~~which as institutions of higher education, must adhere to accreditation~~  
3 ~~standards established by the appropriate accrediting bodies.~~ The term  
4 academic personnel refers to the definitions provided in 17 GCA § 31106 and  
5 § 16112, governing academic personnel of Guam Community College and the  
6 University of Guam.”

7 **Section 3.** §6103. of Article 1, Chapter 6, Title 4, Guam Code Annotated,  
8 is hereby *amended* to read as follows:

9 **“6103. Scope.**

10 Unless otherwise specified, this Chapter shall apply to all positions,  
11 officers, and employees, classified and unclassified, as the case may be,  
12 inclusive of the Executive and Judicial Branches, autonomous and semi-  
13 autonomous agencies, public corporations, and other public instrumentalities  
14 of the government of Guam. The provisions of this Chapter do not apply to  
15 academic personnel of the Guam Community College and the University of  
16 Guam. The employment and terms and conditions of employment of academic  
17 personnel shall be exclusively governed by provisions of the enabling laws of  
18 Guam Community College and the University of Guam pertaining to  
19 academic personnel, as set forth in Title 17, Guam Code Annotated.

20 The provisions of this Chapter *shall* not apply to **covered** personnel of  
21 the Guam Department of Education covered by §3137 of Article 1, Chapter  
22 3, Title 17. The employment and terms and conditions of employment for such  
23 personnel *shall* be governed by the provisions of §3137 of Article 1, Chapter  
24 3, Title 17 and by any compensation structure adopted and executed thereof.”

25 **Section 4.** §3137. is hereby *added* to Article 1, Chapter 3, Title 17, Guam  
26 Code Annotated, to read as follows:

1           **§3137.       Guam Department of Education Educator Classification and**  
2 **Compensation, and Evaluation Authority.**

3           (a)    As used in this Section, the following terms shall mean:

4                   (1)    “Covered personnel” means ~~instructional and professional~~  
5 personnel employed by the Guam Department of Education, ~~classroom~~  
6 ~~teachers, preschool teachers, instructors, substitute teachers,~~  
7 ~~counselors, school psychologists, school nurses, librarians and media~~  
8 ~~specialists, curriculum coordinators, instructional consultants, school~~  
9 ~~administrators, and program directors, classroom teachers, teacher~~  
10 ~~specialists, head start teacher, head start program director/assistant~~  
11 ~~director, multi-media coordinators, vocational instructors, counselors,~~  
12 ~~school health counselors, educational interpreter, pupil personnel~~  
13 ~~services administrator, assistant superintendent for special education,~~  
14 ~~school attendance officer, school attendance officer supervisor, on-call~~  
15 ~~substitute teacher, school principals, assistant school principals, school~~  
16 ~~program consultant, Chamorro language specialists/administrator,~~  
17 ~~Superintendent of Education and any Deputy Superintendent.~~ “Covered  
18 personnel” does ~~not include the Superintendent of Education or any~~  
19 ~~Deputy Superintendent, whose compensation shall be established~~  
20 ~~separately by the Guam Education Board, and does not include~~  
21 personnel whose classification and compensation are established under  
22 a general pay plan administered by the Department of Administration.

23                   (2) — ~~“Recognized representative” means the exclusive~~  
24 ~~bargaining representative certified to represent covered personnel.~~

25                   (3)    (2) “Adopted structure” means ~~an educator~~ a Guam  
26 Department of Education classification, compensation, and ~~evaluation~~

1 benefit structure approved and executed pursuant to Subsection (h) of  
2 this Section.

3 (b) Authority. Notwithstanding any other provision of law, rule, or  
4 regulation, the Guam ~~Department of Education Board~~ shall adopt, administer,  
5 modify and implement a Guam Department of Education position  
6 classification, compensation, and evaluation structure addressing is  
7 authorized to establish, administer, and modify for covered personnel its own:

8 (1) Position classification structures;

9 (2) Pay grades and salary schedules;

10 (3) Step progressions;

11 (4) Recruitment and retention incentives;

12 (5) Compensation policies; and

13 (6) ~~Employee benefits programs~~ Evaluation policies.

14 The Superintendent of Education shall administer and implement  
15 the structure in accordance with policies adopted by the Guam  
16 Education Board.

17 Rules and regulations governing selection, compensation,  
18 promotion, performance evaluation, disciplinary action and other terms  
19 and conditions of employment affecting covered personnel shall be  
20 adopted by the Guam Education Board in accordance with 4 GCA  
21 §4104 and §4105. Such rules and regulations shall provide for the  
22 employment of persons on the basis of merit and shall include an  
23 orderly and systematic method of recruitment and the establishment of  
24 a list of qualified applicants for employment purposes.

25 (c) Development. The Guam Education Board, in consultation with  
26 the Superintendent of Education shall be responsible for developing and  
27 adopting a ~~comprehensive educator pay scale~~ classification, and

1 ~~compensation, and evaluation~~ structure for covered personnel, ~~through good-~~  
2 ~~faith negotiation with the recognized representative. The structure shall~~  
3 ~~address classification, salary schedules, step progression, and benefits.~~  
4 ~~Negotiations shall commence no later than sixty (60) days after the effective~~  
5 ~~date of this Act.~~

6 (d) Market Competitiveness Standard. The adopted structure *shall*  
7 be designed to achieve market competitiveness for covered personnel. For  
8 classroom teachers, market competitiveness means an average salary of not  
9 less than ninety-five percent (95%) of the national average public school  
10 teacher salary most recently published by the National Education Association,  
11 to be achieved through phased implementation over a period of not more than  
12 five (5) fiscal years. For all other covered personnel, market competitiveness  
13 shall be measured against comparable public-sector and private-sector  
14 occupational compensation data, including data published by the United  
15 States Bureau of Labor Statistics, compensation data from comparable  
16 Government of Guam positions, and compensation offered by comparable  
17 employers on Guam and in other similarly situated jurisdictions. Any salary  
18 increase implemented pursuant to this Subsection shall not exceed fifteen  
19 percent (15%) of an employee's salary during any single fiscal year. The  
20 Guam Education Board shall review the adopted structure not less than once  
21 every two (2) years against the most recent salary data published by the  
22 National Education Association and the United States Bureau of Labor  
23 Statistics, and against the cost of living on Guam.

24 (e) Cost Determination. Prior to approval pursuant to Subsection (h),  
25 the Guam Education Board shall determine the total cost to the government  
26 of Guam of the proposed structure in for each fiscal year of its phased  
27 implementation. The determination shall be made using the existing payroll

~~and position records of the Guam Department of Education and the Department of Administration, together with wage data published without charge by the United States Bureau of Labor Statistics and the National Education Association.~~

(1) The ~~cost~~ determination *shall* be transmitted to the Bureau of Budget and Management Research and to the Office of Finance and Budget of *I Liheslaturan Guåhan*, each of which shall review it within its existing appropriation and report its findings to *I Liheslaturan Guåhan*. The determination and both reviews *shall* be made available to the public. ~~No appropriation is required or authorized by this Subsection.~~

(2) The Guam Education Board ~~may, but shall not be required to, obtain an independent third-party compensation or cost-of-living study. The Superintendent of Education may use available federal grants or local funds appropriated to the Guam Department of Education to fund such study~~ *shall* procure an independent classification and compensation study of all covered personnel prior to adopting the initial structure pursuant to Subsection (h). The study shall evaluate position classifications, salary compensation, internal equity market competitiveness, recruitment and retention needs, and the fiscal impact of the proposed structure. The Guam Department of Education is authorized to use available funds within its appropriations or prior-year funds that remain available and unobligated to carry out the requirements of this Section, including the independent classification and compensation study, human resource and payroll system modifications, and other necessary transition expenses.



1           (f) No structure shall be approved pursuant to Subsection (h) unless  
2 the Guam Education Board first certifies in writing to *I Liheslaturan Guåhan*  
3 and to *I Maga'hågan Guåhan* the total cost of the proposed structure in each  
4 fiscal year of its implementation, expressed both in dollars and as a percentage  
5 of the appropriation to the Guam Department of Education for the then-current  
6 fiscal year, accompanied by the determination and reviews required by  
7 Subsection (e). Implementation shall be phased over not more than five (5)  
8 fiscal years, subject to the availability of funds. No adopted structure shall be  
9 applied retroactively. ~~Nothing in this Section authorizes an increase in the~~  
10 ~~number of positions authorized in the annual General Appropriations Act.~~

11           (g) ~~The Guam Education Board shall complete development of the~~  
12 ~~proposed educator pay scale and compensation structure no later than January~~  
13 ~~1, 2027. If the Guam Education Board has not approved a structure by that~~  
14 ~~date, it shall report in writing to *I Liheslaturan Guåhan* every thirty (30) days~~  
15 ~~thereafter, stating the reasons for the delay and the expected date of approval,~~  
16 ~~until approval occurs.~~The Guam Education Board and Superintendent of  
17 Education shall transmit to *I Liheslaturan Guåhan* an implementation plan no  
18 later than January 30, 2027, describing the actions necessary to establish the  
19 Guam Department of Education Educator Classification, Compensation, and  
20 Evaluation structure required by this Section.

21           The plan shall include:

- 22                   (1) Procurement of the independent study;
- 23                   (2) Classification Review;
- 24                   (3) Compensation Benchmarking;
- 25                   (4) HRIS and Payroll Modifications;
- 26                   (5) Policies and Standard Operation Procedures; and
- 27                   (6) Projected implantation dates.

1                   The following milestones shall apply:

- 2                   (a) Certification of funds for independent study shall be  
3                   certified no later than March 1, 2027;  
4                   (b) Procurement for the independent study shall  
5                   commence no later than April 1, 2027;  
6                   (c) The independent study shall be substantially  
7                   completed no later than October 1, 2027;  
8                   (d) The Guam Education Board shall approve a proposed  
9                   classification and compensation structure no later  
10                  than January 31, 2028; and  
11                  (e) The initial structure shall be implemented no later  
12                  than October 1, 2028.

13                  If any milestone is not met, the Guam shall transmit a written  
14                  report to I Liheslaturan Guåhan every thirty (30) days explaining:

- 15                  (1) The reason for the delay;  
16                  (2) The actions to cure the delay; and  
17                  (3) The anticipated completion date.

18                  (h) Approval and execution. The proposed ~~educator pay scale and~~  
19                  ~~classification,~~ compensation, and evaluation structure shall be approved by a  
20                  majority vote of the members of the Guam Education Board. Upon approval,  
21                  the structure shall be reduced to writing and executed by the Guam Education  
22                  Board and ~~Superintendent-the recognized representative, and shall be binding~~  
23                  ~~upon the parties according to its terms.~~

24                  (i) Transition. Until a structure is approved and executed pursuant  
25                  to Subsection (h), covered personnel *shall* remain subject to the Government  
26                  of Guam Compensation Schedule established pursuant to §6201 of Title 4,  
27                  Guam Code Annotated, and the classification system administered by the

1 Department of Administration. Upon the effective date established under  
2 Subsection (k), covered personnel shall be exempt from that Compensation  
3 Schedule, from that classification system, and from the Government of Guam  
4 educator pay plan administered by the Department of Administration, and  
5 such exemption shall remain in effect unless otherwise provided by law.

6 (j) Continuing authority; limitation. Following initial approval of  
7 the educator classification and compensation structure pursuant to this  
8 Section, the Guam Department of Education *shall* retain continuing authority  
9 to amend, revise, or modify its classification structures, salary schedules, and  
10 compensation policies, ~~and benefits programs~~. Any such amendment *shall*  
11 require approval by a majority vote of the Guam Education Board. No  
12 amendment that reduces base salary, or step placement, ~~or benefits~~ below the  
13 levels established in the adopted structure then in effect ~~shall take effect~~  
14 ~~without the written concurrence of the recognized representative.~~

15 (k) Effective Date of Structure. The initial adopted structure *shall*  
16 take effect on October 1, ~~2027~~ 2028, or on October 1 of the first fiscal year  
17 commencing after approval and execution pursuant to Subsection (h),  
18 whichever is later. Any subsequent amendment ~~by the Guam Education Board~~  
19 shall take effect only at the commencement of a Government of Guam fiscal  
20 year, being October 1, and shall not take effect at any other time during a fiscal  
21 year.

22 (l) Nothing in this Section *shall* be construed to authorize the  
23 expenditure of funds without legislative appropriation as required by law.  
24 ~~Compensation earned by covered personnel for services actually rendered~~  
25 ~~under an adopted structure in effect pursuant to Subsection (k) *shall* constitute~~  
26 ~~a valid and subsisting obligation of the government of Guam, and nothing in~~  
27 ~~this Section shall be construed to impair the obligation of any agreement~~

1 ~~executed pursuant to this Section. Where an appropriation in any fiscal year~~  
2 ~~is insufficient to satisfy compensation so earned, the unsatisfied amount shall~~  
3 ~~remain a valid claim and shall be reported pursuant to Subsection (n). The~~  
4 ~~Guam Education Board may adopt the classification and compensation~~  
5 ~~structure and establish a phased implementation schedule; provided, however,~~  
6 ~~that any compensation increase requiring additional expenditures shall be~~  
7 ~~implemented only to the extent sufficient funds have been appropriated or are~~  
8 ~~otherwise lawfully available.~~

9 ~~(m) Dispute resolution. If the Guam Education Board and the~~  
10 ~~recognized representative have not reached agreement within one hundred~~  
11 ~~twenty (120) days after commencement of negotiations, either party may~~  
12 ~~declare impasse. Upon declaration of impasse the parties shall proceed to~~  
13 ~~mediation and, if the matter remains unresolved after thirty (30) days of~~  
14 ~~mediation, to fact finding by a neutral third party. The fact finder shall issue~~  
15 ~~written findings and non-binding recommendations, which shall be~~  
16 ~~transmitted to I Liheslaturan Guåhan and made available to the public.~~

17 ~~(m) (n)~~ Budget Transparency and Reporting. Upon approval of a  
18 structure pursuant to Subsection (h), the Guam Education Board *shall* report  
19 annually to *I Liheslaturan Guåhan*, and shall make available to the public:

20 (1) the status of implementation,

21 (2) any compensation earned and unsatisfied for want of  
22 appropriation,

23 (3) the resulting variance from the market competitiveness  
24 standard established in Subsection (d), and

25 (4) recruitment, retention, and vacancy rates for covered  
26 personnel.

1           ~~(n) (e)~~ Employee protection. No covered employee shall  
2           experience a reduction in base salary, benefits, accrued leave, or step  
3           placement, solely as a result of the transition from the Government of Guam  
4           pay plan to a compensation structure adopted pursuant to this Section.  
5           Nothing in this Act shall be construed to diminish any procedural, grievance,  
6           or appeal right held by covered personnel as of the effective date of this Act.

7           ~~(o) (p)~~ Appeals. The ~~Guam Education Board Civil Service Commission~~  
8           shall have jurisdiction to hear and decide appeals brought by covered  
9           personnel from any decision applying the adopted structure to an individual  
10          employee, including classification, pay grade assignment, step placement,  
11          computation of salary, incentives, bonuses, differentials, and other  
12          compensation and benefits. An employee shall first request written review by  
13          the Superintendent of Education, and may appeal to the ~~Guam Education~~  
14          ~~Board Civil Service Commission~~ within thirty (30) days after the  
15          Superintendent's determination or after the failure to issue one within thirty  
16          (30) days of the request.

17          The ~~Civil Service Commission~~ ~~Guam Education Board~~ shall determine  
18          whether the decision conforms to the adopted structure and to applicable law,  
19          and may order correction of the employee's classification, step placement, or  
20          salary computation and payment of compensation wrongly withheld. ~~The~~  
21          ~~Civil Service Commission shall not establish or modify any salary schedule,~~  
22          ~~pay grade, classification structure, or benefit level contained in the adopted~~  
23          ~~structure, and shall not exercise jurisdiction over negotiations, impasse,~~  
24          ~~mediation, or fact finding conducted pursuant to Subsection (m).~~

25          ~~The Civil Service Commission shall continue to hear and decide~~  
26          ~~employee grievances, adverse actions, and all other personnel matters~~

~~concerning covered personnel to the same extent as before the effective date of this Act. The exemption of covered personnel from Chapter 6 of Title 4, Guam Code Annotated, shall not be construed to divest the Civil Service Commission of jurisdiction conferred by this Subsection, by Chapter 4 of Title 4, Guam Code Annotated, or by any other provision of law.~~

**Section 5. Severability.** If any provision of this Act or its application to any person or circumstance is found to be invalid or contrary to law, such invalidity shall not affect other provisions or applications of this Act that can be given effect without the invalid provision or application, and to this end the provisions of the provisions of this Act are severable.

**Section 6. Effective Date.** This Act shall become effective upon enactment.



# COMMITTEE ON RULES

Vice Speaker V. Anthony Ada, Chairperson  
*I Mina'trentai Ocho Na Liheslaturan Guåhan*  
38<sup>th</sup> Guam Legislature

September 3, 2026

**To:** **Rennae V. C. Meno**  
Clerk of the Legislature

**From:** **Vice Speaker V. Anthony Ada**   
Chairperson, Committee on Rules

**Subject:** **Fiscal Note for Bill No. 351-38 (COR)**

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*Håfa Adai!*

Find the attached, Fiscal Note for the following bill:

**Bill No. 351-38 (COR).**

I also request that the same be sent to the respective Chairperson of the Standing Committee, to which this bill has been referred. Kindly copy the same to Management Information Services (MIS) for posting on our website.





**Bureau of Budget & Management Research**  
**Fiscal Note of Bill No. 351-38 (COR)**

**AN ACT TO AMEND §§6102, 6103, ARTICLE 1, CHAPTER 6, TITLE 4, GUAM CODE ANNOTATED AND TO ADD A NEW §3137 TO ARTICLE 1, CHAPTER 3, TITLE 7, GUAM CODE ANNOTATED, RELATIVE TO GRANTING THE GUAM DEPARTMENT OF EDUCATION INDEPENDENT AUTHORITY TO ESTABLISH AN EDUCATOR CLASSIFICATION, COMPENSATION, AND BENEFIT STRUCTURE.**

| Department/Agency Appropriation Information                                                                                                                                                                                                                                                                 |                                                                             |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------|
| Dept./Agency Affected: Guam Department of Education (GDOE)                                                                                                                                                                                                                                                  | Dept./Agency Head: Judith T. Won Pat, Ed.D.,<br>Superintendent of Education |
| Department's General Fund (GF) appropriation(s) to date:                                                                                                                                                                                                                                                    | \$240,408,136                                                               |
| Department's Other Fund (Specify) appropriation(s) to date: Healthy Futures Fund (\$891,754), Limited Gaming Fund (\$343,564), Public School Library Resources Fund (\$815,331), School Lunch/Child Nutritional Meal Reimbursement Fund (\$12,504,000), and Guam Educational Facilities Fund (\$11,328,487) | \$25,883,136                                                                |
| Total Department/Agency Appropriation(s) to date:                                                                                                                                                                                                                                                           | \$266,291,272                                                               |

| Fund Source Information of Proposed Appropriation |               |                         |        |
|---------------------------------------------------|---------------|-------------------------|--------|
|                                                   | General Fund: | (Specify Special Fund): | Total: |
| FY 2025 Unreserved Fund Balance                   |               | \$0                     | \$0    |
| FY 2026 Adopted Revenues                          | \$0           | \$0                     | \$0    |
| FY 2026 Appro. (P.L. 38-60)                       | \$0           | \$0                     | \$0    |
| Sub-total:                                        | \$0           | \$0                     | \$0    |
| Less appropriation in Bill                        | \$0           | \$0                     | \$0    |
| Total:                                            | \$0           | \$0                     | \$0    |

| Estimated Fiscal Impact of Bill |                      |                                          |         |         |         |         |
|---------------------------------|----------------------|------------------------------------------|---------|---------|---------|---------|
|                                 | One Full Fiscal Year | For Remainder of FY 2026 (if applicable) | FY 2027 | FY 2028 | FY 2029 | FY 2030 |
| General Fund I/                 | \$0                  | \$0                                      | \$0     | \$0     | \$0     | \$0     |
| Special Fund I/                 | \$0                  | \$0                                      | \$0     | \$0     | \$0     | \$0     |
| Total I/                        | \$0                  | \$0                                      | \$0     | \$0     | \$0     | \$0     |

- Does the bill contain "revenue generating" provisions? / / Yes /X/ No  
If Yes, see attachment
- Is amount appropriated adequate to fund the intent of the appropriation? /X/ N/A / / Yes / / No  
If no, what is the additional amount required? \$ /X/ N/A
- Does the Bill establish a new program/agency? / / Yes /X/ No  
If yes, will the program duplicate existing programs/agencies? /X/ N/A / / Yes / / No  
Is there a federal mandate to establish the program/agency? / / Yes /X/ No
- Will the enactment of this Bill require new physical facilities? / / Yes /X/ No
- Was Fiscal Note coordinated with the affected dept./agency? If no, indicate reason: / / Yes /X/ No  
/X/ Requested agency comments not received by due date / / Other:

Analyst: Joaquin A.J. Guerrero II Date: 9/2/26 Director: Lester L. Carlson, Jr. Date: SEP 03 2026

**Comments:**  
 1/ Although the proposed legislation appears administrative in nature, there may be a cost impact should the GDOE decide to contract a third-party consulting firm to conduct the classification, compensation, and benefit structure study. The Bureau is unable to determine any anticipated cost impacts absent information from the GDOE. It should be noted that a request for comments was sent to the GDOE on August 28, 2026, but no responses have been provided as of the preparation of this fiscal note.