

*Territory of Guam
Territorio Guam*

OFFICE OF THE GOVERNOR
LEFISINAN UMAGALAHI
AGANA, GUAM 96910 U.S.A.

MAY 13 1990



Recy Jay

The Honorable Joe T. San Agustin
Speaker, Twentieth Guam Legislature
Post Office Box CB-1
Agana, Guam 96910

Dear Mr. Speaker:

Transmitted herewith is Bill No. 1364, which I have signed into law this date as
Public Law No. 20-166.

Sincerely,

Joseph F. Ada
JOSEPH F. ADA
Governor

Attachment

200900

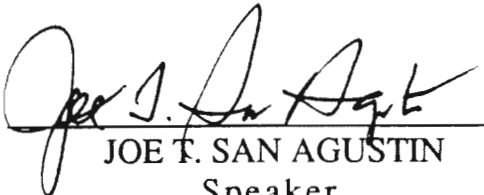


Commonwealth Now!


TWENTIETH GUAM LEGISLATURE
1990 (SECOND) Regular Session

CERTIFICATION OF PASSAGE OF AN ACT TO THE GOVERNOR

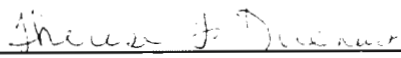
This is to certify that Substitute Bill No. 1364 (LS), "AN ACT TO PROVIDE LIVABLE SALARIES FOR TEACHERS AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN THE GOVERNMENT OF GUAM COMMENSURATE WITH PERSONNEL RECRUITMENT AND RETENTION NEEDS OF THESE VARIOUS PUBLIC AGENCIES AND MAKING AN APPROPRIATION THEREFOR," was on the 1st day of May, 1990, duly and regularly passed.


JOE F. SAN AGUSTIN
Speaker

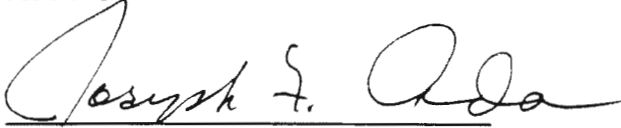
Attested:


PILAR C. LUJAN
Senator and Legislative Secretary

This Act was received by the Governor this 7th day of May,
1990, at 7:40 o'clock P.m.


Assistant Staff Officer
Governor's Office

APPROVED:


JOSEPH F. ADA
Governor of Guam

Date: MAY 11 1990

Public Law No. 20-166

TWENTIETH GUAM LEGISLATURE
1990 (SECOND) Regular Session

Bill No. 1364 (LS)
As substituted by the Committee
on Education and as further
substituted by the Committee
on Rules

Introduced by:

F. J. A. Quitugua
T. S. Nelson
J. P. Aguon
E. R. Duenas
H. D. Dierking
E. P. Arriola
M. Z. Bordallo
C. T. C. Gutierrez
P. C. Lujan
G. Mailloux
D. Parkinson
E. D. Reyes
J. T. San Agustin
F. R. Santos
J. G. Bamba
D. F. Brooks
E. M. Espaldon
M. D. A. Manibusan
M. C. Ruth
T. V. C. Tanaka
A. R. Unpingco

AN ACT TO PROVIDE LIVABLE SALARIES FOR TEACHERS
AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN THE
GOVERNMENT OF GUAM COMMENSURATE WITH
PERSONNEL RECRUITMENT AND RETENTION NEEDS OF
THESE VARIOUS PUBLIC AGENCIES AND MAKING AN
APPROPRIATION THEREFOR.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

2 Section 1. Legislative findings. The Legislature finds that teacher
3 vacancies in Guam's classrooms are increasing at an alarming rate. Urgent
4 measures need to be taken immediately in order to avert a further worsening
5 of this already crisis-level condition. Guam's public educational institutions
6 are unique in that American educational standards have been set in place, as
7 mandated by the people, through the accreditation process with appropriate
8 accrediting agencies in the United States, with the result that the recruitment
9 of teachers to fill vacancies in island schools is often conducted in mainland
10 communities and school districts with which Guam must compete for teachers.
11 Competitive salaries must be immediately put into effect if Guam's schools are
12 to be adequately staffed now and in the immediate future.

13 Based on information made available at the public hearing on this Act
14 regarding expected teacher shortage during the next school year, the students
15 in the public schools of Guam will suffer due to lack of certified teachers if
16 this problem is not resolved in a timely fashion. Having this knowledge, it is
17 imperative that the Legislature act to increase the salary by August 1, 1990
18 to attract more teachers to the system so that the current critical need for
19 teachers can be adequately addressed.

20 Section 2. Authorization to raise teacher salaries. The sum of Five
21 Thousand Four Hundred Forty Dollars (\$5,440) per position per annum is
22 hereby added to each step in each pay range as increases in pay for the
23 following teaching positions in the Department of Education: Teachers I
24 through VI, Teacher Specialists, School Program Consultants, Vocational
25 Instructors, Consulting Resource Teachers, Guidance Counselors, School Health
26 Counselors, Chamorro Language Teachers and Headstart Teachers, and the
27 annual salary for each of these positions is increased accordingly.

28 Section 3. Government of Guam wide salary adjustment. The Civil
29 Service Commission shall pursue a study of the government-wide
30 compensation plan for all positions. Upon completion of the study, the Civil
31 Service Commission, through the Governor, shall submit said study to the
32 Legislature for enactment into law and to appropriate funds for
33 implementation effective August 1, 1990. If the enactment into law of the

1 new compensation schedule occurs after August 1, 1990, the salary
2 adjustment compensation shall be made retroactive to August 1, 1990.

3 Section 4. Appropriation. Eight Million Seven Hundred Four Thousand
4 Dollars (\$8,704,000) are hereby appropriated from the General Fund for Fiscal
5 year 1991 to the Department of Education for the salary increases authorized
6 in Section 2 of this Act for teachers in the public school system.

TWENTIETH GUAM LEGISLATURE
1990 (SECOND) Regular Session

ROLL CALL SHEET

Bill No. 1364

Date: 5/1/90

Resolution No. _____

QUESTION: _____

	AYE	NAY	NOT VOTING	ABSENT
J. P. Aguon				<input checked="" type="checkbox"/>
E. P. Arriola	✓			
J. G. Bamba	✓			
M. Z. Bordallo	✓			
D. F. Brooks	✓			
H. D. Dierking	✓			
E. R. Duenas	✓			
E. M. Espaldon	✓			
C. T. C. Gutierrez	✓			
P. C. Lujan	✓			
G. Mailloux	✓			
M. D. A. Manibusan	✓			
T. S. Nelson	✓			
D. Parkinson	✓			
F. J. A. Quitugua	✓			
E. D. Reyes	✓			
M. C. Ruth	✓			
J. T. San Agustin	✓			
F. R. Santos	✓			
T. V. C. Tanaka	✓			
A. R. Unpingco	✓			

20

1

Bill No. 1364 (LS)

Introduced by:

F. J.A. Quitugua *F.J.A.*
J. P. Aguon *J.P.A.*
E. R. Suarez *E.R.S.*

AN ACT TO PROVIDE LIVABLE SALARIES FOR TEACHERS
AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN
THE GOVERNMENT OF GUAM COMMENSURATE WITH
PERSONNEL RECRUITMENT AND RETENTION NEEDS
OF THESE VARIOUS PUBLIC AGENCIES.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

2 Section 1. Legislative findings. The Legislature finds that teacher vacancies
3 in Guam's classrooms are increasing at an alarming rate. Urgent measures need
4 to be taken immediately in order to avert a further worsening of this already
5 crisis-level condition. Guam's public educational institutions are unique in that
6 American educational standards have been set in place, as mandated by the people,
7 through the accreditation process with appropriate accrediting agencies in the United
8 States, with the result that the recruitment of teachers to fill vacancies in island
9 schools is often conducted in mainland communities and school districts with which
10 Guam must compete for teachers. Competitive salaries must be immediately put
11 into effect if Guam's schools are to be adequately staffed now and in the immediate
12 future.

13 Section 2. Authorization to pursue livable salary objectives. The following
14 increases in pay for the following teaching positions in the Department of Education
15 (the "Department") are hereby authorized: Teachers I through VI, Teacher Specialists,
16 Vocational Instructors, Guidance Counselors and School Health Counselors, Five
17 Thousand Four Hundred Forty Dollars (\$5,440) per position per annum (derived from

1 the average salary of American teachers computed with the increases of the consumer
2 price index for the years 1987, 1988 and 1989). Members of the teaching staff at
3 the Guam Community College ("GCC") are authorized a salary increase of Five
4 Thousand Four Hundred Forty Dollars (\$5,440) per teacher per annum and members
5 of the faculty of the University of Guam (the "University") are authorized a salary
6 increase of Five Hundred Twenty-Eight Dollars (\$528) per faculty member per annum.
7 All increases set out in this section shall be effective on August 1, 1990. The Civil
8 Service Commission is hereby directed to provide appropriate levels of increases
9 in salaries for administrators and supervisors at the Department, GCC and the
10 University.

11 Section 3. Future Increases based on cost of living. Future salary raises for
12 critical positions in the government of Guam shall be based on changes in the cost
13 of living in Guam, computed according to the Guam Consumer Price Index as compiled
14 by the Department of Commerce. The percentage data on all items shall be obtained
15 from the fiscal year prior to the fiscal year that raises are to be awarded. This
16 section shall take effect on August 1, 1990. Thereafter, yearly salary computation
17 shall be made during the time in which the agencies of the government of Guam
18 submit their annual budgets to the Legislature.

19 Section 4. Appropriation. Nine Million Dollars (\$9,000,000) are hereby
20 appropriated from the General Fund to the Department, GCC and the University,
21 respectively, for the salary increases authorized in Sections 1 and 2 of this Act for
22 teachers in the public school system, at GCC, and at the University. Additional
23 annual appropriations are authorized for the increases mandated by Section 3 of
24 this Act.



Committee on General Governmental Operations

Twentieth Guam Legislature

TED S. NELSON Chairman

MEMBER

- Committee on Rules
- Committee on Economic Development
- Committee on Energy, Utilities & Consumer Protection
- Committee on Federal, Foreign & Legal Affairs
- Committee on Health, Welfare & Ecology
- Committee on Housing and Community Development
- Committee on Judiciary & Criminal Justice
- Committee on Ways and Means
- Committee on Youth, Senior Citizens, Cultural Affairs & Human Development

April 26, 1990

Honorable Joe T. San Agustin
 Speaker
 Twentieth Guam Legislature
 163 Chalan Santo Papa
 Agana, Guam 96910

Via: Chairperson, Committee on Rules

Dear Mr. Speaker:

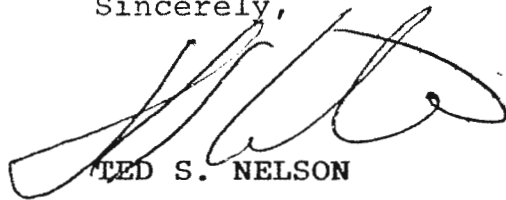
The Committee on General Governmental Operations, to which was referred Bill No. 1364, "An act to provide liveable salaries for teachers and other employees in critical areas within the government of Guam commensurate with personnel recruitment and retention needs of these various public agencies," has had the same under consideration, and now wishes to report back the same with the recommendation to do pass.

The Committee votes are as follows:

TO DO PASS	<u>10</u>
NOT TO PASS	<u>-0-</u>
ABSTAIN	<u>-0-</u>
OTHER	<u>-4-</u>

A copy of the Committee Report and other supporting documents are enclosed for your reference and information.

Sincerely,



TED S. NELSON

Enclosure:

**COMMITTEE ON GENERAL
GOVERNMENTAL OPERATIONS**

Members

- Herminia D. Dierking
Vice-Chairperson
- Elizabeth P. Arriola
- J. George Bamba
- Madeleine Z. Bordallo
- Edward R. Duenas
- Carl T. C. Gutierrez
- Pilar C. Lujan
- Gordon Mailloux
- Don Parkinson
- Edward D. Reyes
- Frank R. Santos
- Tommy V. C. Tanaka
- Ex-Officio Member
- Joe T. San Agustin
Speaker

**COMMITTEE ON GENERAL GOVERNMENTAL OPERATIONS
VOTE SHEET ON BILL 1364**

AN ACT PROVIDE LIVEABLE SALARIES FOR TEACHERS AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN THE GOVERNMENT OF GUAM COMMENSURATE WITH PERSONNEL RECRUITMENT AND RETENTION NEEDS OF THESE VARIOUS PUBLIC AGENCIES.

<u>COMMITTEE MEMBERS:</u>	<u>TO DO PASS:</u>	<u>NOT TO PASS:</u>	<u>INACTIVE FILE:</u>	<u>OTHER:</u>
<i>[Signature]</i> T.S. Nelson, Chairman	✓			
<i>[Signature]</i> H. D. Dierking, Vice-Chairperson	✓			
<i>[Signature]</i> J. T. San Agustin, Speaker & Ex-Officio	✓			
<i>[Signature]</i> E. P. Arriola, Senator	✓			
<i>[Signature]</i> M. Z. Bordallo, Senator	✓			
<i>[Signature]</i> C. T.C. Gutierrez, Senator	✓			
<i>[Signature]</i> P. G. Lujan, Senator	✓			
<i>[Signature]</i> G. Mailloux, Senator	✓			
D. Parkinson, Senator				
<i>[Signature]</i> E. D. Reyes, Senator	✓			
<i>[Signature]</i> F. R. Santos, Senator	✓			
J. G. Bamba, Senator				
E. R. Duenas, Senator				
T. V.C. Tanaka, Senator				



SENATOR FRANKLIN J. ARCEO QUITUGUA

CHAIRMAN, COMMITTEE ON EDUCATION
TWENTIETH GUAM LEGISLATURE

Member of the Committees on Ways & Means; Rules; Energy, Utilities & Consumer Protection and Tourism & Transportation

April 24, 1990

The Honorable Joe T. San Agustin
Speaker, Twentieth Guam Legislature
163 Chalan Santo Papa
Agana, Guam 96910

Dear Speaker San Agustin:

The Committee on Education to which was referred **Bill No. 1364, as substituted by the Committee on Education**, "an Act to provide liveable salaries for teachers and other employees in critical areas within the Government of Guam commensurate with personnel recruitment and retention needs of these various public agencies", has had the same under consideration and now wishes to report its findings and recommendations.

The Committee on Education voting record of the bill is as follows:

To Do Pass	<u>8</u>
Not to Pass	<u>0</u>
To Report Out Only	<u>0</u>
To Place in Inactive File	<u>0</u>

A copy of the report and all pertinent documents are enclosed for your information.

Sincerely,


FRANKLIN J.A. QUITUGUA

FJAQ:tpm

Enclosures

**VOTE SHEET
COMMITTEE ON EDUCATION**

Bill No. 1364

AN ACT TO PROVIDE LIVEABLE SALARIES FOR
TEACHERS AND OTHER EMPLOYEES IN CRITICAL
AREAS WITHIN THE GOVERNMENT OF GUAM
COMMENSURATE WITH PERSONNEL RECRUITMENT
AND RETENTION NEEDS OF THESE VARIOUS PUBLIC
AGENCIES.

<u>MEMBERS</u>	<u>TO DO PASS</u>	<u>NOT TO PASS</u>	<u>TO REPORT OUT ONLY</u>	<u>TO PLACE IN INACTIVE FILE</u>
<u><i>F. J. A. Quitugua</i></u> Sen. F. J. A. Quitugua, Chairman	✓			
<i>off-island</i>				
<u>Sen. J. P. Aguon, Vice Chairman</u>				
<u><i>J. G. Bamba</i></u> Sen. J. G. Bamba, Member	✓			
<u><i>H. D. Dierking</i></u> Sen. H. D. Dierking, Member	✓			
<u><i>E. R. Duenas</i></u> Sen. E. R. Duenas, Member	✓			
<u><i>C. F. C. Gutierrez</i></u> Sen. C. F. C. Gutierrez, Member	✓			
<u><i>Marilyn Manibusan</i></u> Sen. M. D. Manibusan, Member	✓ <i>4/25/90</i> <i>man</i>			
<u><i>D</i></u> Sen. D. Parkinson, Member	✓			
<u><i>J. T. San Agustin</i></u> Speaker J. T. San Agustin, Ex-Officio Member	✓			

REPORT OF THE
COMMITTEE ON EDUCATION
ON BILL NO. 1364

Bill No. 1364: AN ACT TO PROVIDE LIVEABLE SALARIES FOR TEACHERS AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN THE GOVERNMENT OF GUAM COMMENSURATE WITH PERSONNEL RECRUITMENT AND RETENTION NEEDS OF THESE VARIOUS PUBLIC AGENCIES.

Introduced by: F. J. A. Quitugua
J. P. Aguon
E. R. Duenas

PREFACE

The Committee on Education conducted a scheduled public hearing on Bill No. 1364. The public hearing was held at 9:30 a.m. on Friday, April 20, 1990 in the Legislative Hearing Hall. Committee members present at the hearing were as follows:

Senator Franklin J. A. Quitugua, Chairman
Speaker Joe T. San Agustin, Member
Senator Eddie R. Duenas, Member
Senator Herminia D. Dierking, Member

BACKGROUND

Testimonies heard on Bill No. 1364 were as follows:

1. Ms. Anita A. Sukola, Director of Education presented testimony read by Leadership Day Director Counterpart Monique Hodgins

Ms. Sukola testified that while the Doe Administration "...supports fully the intent of Bill 1364...", she does not "...favor salary upgrade ... for some and not for all classes of positions within the Government of Guam..." She commented that an "...increase of \$5040 [Bill No. 1364 calls for \$5440]...will not fit into the current Pay Range Salary

Schedule..." She recommends however, "...a pay range reassignment that will provide an increase close to \$5040 [Bill No. 1364 calls for \$5440]."

2. Mr. John Camacho presented testimony in behalf of Mr. John T. Cruz, President, Guam Community College

Mr. Camacho testified also that the GCC administration "... supports the intent of Bill 1364..." However, this administration feel "...strongly that any salary increases be ... governmentwide." He voiced concerned that a selective salary increase will appear discriminatory.

3. Ms. Joanne F. Bonine, President, Guam Federation of Teachers

Ms. Bonine is testifying on behalf of the Guam Federation of Teachers. She emphasizes that teachers deserve a salary increase especially in light of the recent Guam Legislative pay raises. As she quotes from GFT Union Publications and the AFT Action Newsletter, she comments that "teachers are worth it". She asks the support of this legislative body to pass a raise not necessarily equivalent to fifteen thousand dollars (\$15,000) or ten thousand dollars (\$10,000). Teachers are asking instead for five thousand four hundred and forty dollars (\$5440) effective August of 1990.

4. Roberta Abaday, Teacher, John F. Kennedy High School

Ms. Abaday pointed out the growing concern of a drastic teacher shortage. In spite of an increase in enrollment in the last three (3) years, there has been a decrease in the number of teachers in the Department of Education. Informal surveys in some schools show disproportionate number of marginally qualified teaching personnel in the classroom due to the shortage of certified teachers. The teacher availability survey, taken every year indicates that more teachers are planning to leave the system at the conclusion of this school year. There are currently forty five (45) vacancies and eighty (80) positions which are being filled by limited term teachers. In addition there are fifty three (53) teachers not returning next year, ninety two (92) indicating that they might not return and forty two (42) teachers on special one year contracts. Presently only sixteen (16) teachers have signed recruitment contracts. She feels that the solution for this teacher shortage is to increase the salaries of the department of Education's teaching personnel.

With the impending implementation of the "All Day Kindergarten", an additional burden of recruiting more teachers will be placed on the system. The interest in the teaching profession shown by our young graduates appears to be declining. This can be attributed to the low teacher salary. In the meantime, an increase in student enrollment is being experienced. School system recruiters from all over the country compete for new teachers. The low starting salary is making this difficult for our own Guam Department of Education. Inflation rate is steadily increasing which in the meantime is making the cost of living too great a burden for many new teachers. Teachers have not been granted a pay increase since 1986. The rate of inflation for these past years have been at an average 9% per year. The teachers feel that using this rate of nine percent (9%) and multiplying it by the three years which have elapsed since the last raise, would bring the teachers salary to a competitive level. This would entice more teachers to enter the Department of Education as well as keep those already on board.

5. Mr. Fred San Nicolas, Teacher, John F. Kennedy High School

Testifying in favor of Bill 1364, Mr. San Nicolas states that the teacher pay raise issue is a difficult one. Officials from all echelons of government are having to deal with this important issue. The law of supply and demand is a law of economics which is almost impossible to overlook. There is simply a situation in which the demand exceeds the supply of teachers. Our salaries must be competitive in order to attract teachers, \$5440 would probably give us this competitive edge. He hopes that this bill will be passed in the near future. After this, he hopes that the teacher salary be monitored more closely. The numbers of teachers that show up to support this is overwhelmingly high. This should indicate that teachers are very serious about their plight for a pay raise.

6. Mr. Conrad Stinson, Teacher, John F. Kennedy

Testifying in favor of Bill 1364, Mr. Stinson comments on the impending Civil Service Commission study indication doubts about its timeliness. He hopes that the commission would come up with favorable recommendations for the teachers. He emphasizes that this present bill is a "stop-gap" measure which would address the serious shortage of teachers

for our classrooms and in hopes that this bill will be processed expediently as many teachers are now making decisions as to their employment in the upcoming school year.

7. Mr. Michael J. Reidy, Director, Bureau of Budget and Management Research, as presented by Carlos Bordallo

Testifying in opposition to Bill 1364, Mr. Reidy states that inequities will be created should this bill pass and might be subject to litigation similiar to the option I issue. He is concerned that "By aligning the salary of local teachers against the average salary of American teachers, we may be faced with providing all GovGuam employees with a realignment of salaries based on legal precedent." In addition, Mr. Reidy claims that the fiscal impact of subsequent realignment of salaries could range from \$30.0 to \$50.0 million.

Discussions following the above testimonies were as follows.

a. Senator Quitugua reacted to Mr. Reidy's closing statements alluding to this legislation as irresponsible. The Senator stated his position that "It would be more irresponsible if we do not have enough teachers to take care of our children in September." He further states that this is a very serious issue and that we should all work together in adequately addressing this and other related problems.

b. Senator Duenas directed questions to Mr. Bordallo in line with priorities of BBMR. Mr. Bordallo stated that priorities are set at the management level and that he does not feel qualified to answer questions relating to priorities of BBMR. Senator Duenas commented then that he had understood that education is one of the Governor's priorities and therefore it behooves us to consider the seriousness of this particular issue. After all education has always been placed in top priority of this government. This bill is attempting to address an emergency within our educational system. It should be given a high priority. Senator Duenas explains further that the urgency of this issue calls for immediate action because "...time is

a luxury that we do not have..." as the need for action is eminent. He brought up a question as to when the Civil Service Commission study will be ready. No definite answer was provided.

c. Student leadership day Senator, Rory Respecio, counterpart of Senator Quitugua, commented that he feels very strongly that teachers deserve this salary raise. He believes that, "... in order for students to get a good education, teachers should be paid like teachers and not like teacher helpers." He thanks Senator Quitugua for this fruitful legislation.

d. Senator Quitugua solicited the opinion of Director Sukola regarding the figures presented in previous testimonies pointing out the alarming shortage of certified teaching personnel in our schools. She concurred with the figures presented by Ms. Abaday of JFK High School, and goes on to relate that she is very familiar with the problems that our teacher recruiters are encountering in the various states. One hundred fourteen (114) contracts have been offered to date, approximately thirty five (35) responded affirmatively in accepting this contract, the rest are still pending. We work hard in keeping in constant contact with our prospective teachers. I know that our high cost of living is a deterrent and it becomes even more so with hard to recruit areas of specialty. This problem is nationwide.

e. Senator Quitugua asked Director Sukola if she considers the present recruitment adequate at this point in time? Her response was affirmative. When asked whether she feels that the present condition is urgent, she responded that it is no more urgent than in previous years. The Chairman explains at this point that yes, it has always been urgent in previous years, however, this year we have the means to address the issue properly. At this very moment there is about \$100,000, 000 cash under the control of BBMR. We have to be realistic about what the children deserve and what the government can afford, the Chairman added.

f. Senator Duenas concurred that we are now in a position where we can afford to entertain issues of this nature. It would be disaster to ignore the problem and end up with our children being without enough teachers. He rates the present situation as very urgent.

g. Director Sukola provided explanations the attachment in her testimony. This proposal factors in an amount approximating certain provisions of the bill. When Senator Quitugua asked for reactions from the presentators, Ms. Bonine, President of GFT responded although she has not seen a copy of the proposal, she does not see any difficulty with giving teachers a pay adjustment of \$5440 if that means modifying pay ranges. She goes on to relate teacher proposals to "delink" teacher salaries to avoid situations where teachers wait longer and longer for pay raises as they work up the salary schedules. Director Sukola agrees with Ms. Bonine adding that that "delinking" of teacher salary schedules are occurring nationwide.

h. Further discussions with Mr. Stinson reiterated the urgency of this measure for the recruitment of teachers for next school year. It was further pointed out that teaching personnel at GCC has their own pay schedules.

8. John Vickery, Teacher

Testifying in favor of Bill 1364, explains that teachers are not really asking for a pay raise, they are just asking for the same amount of money that they had four years ago. It is important for the other Senator to look at this in this light. He added that teachers of Chamorro are hard to find at the present time, without the passage of this bill it will even be harder.

ANALYSIS OF BILL NO.1364

Bill No. 1364 seeks to authorize appropriation to enable a salary increase for teachers in an urgent attempt to staff our public school classrooms properly as many are without qualified teachers at this very moment. This salary increase would provide greatly needed incentives for the recruitment as well as the retention of teaching personnel.

The bill will also provide for yearly increase based on the consumer price index as determined by the Guam Department of Commerce.

COMMITTEE FINDINGS

1. Concurring testimonies were presented showing that the Department of Education is facing an eminent shortage of teachers for the upcoming school year. Figures presented by teachers and acknowledged by the DOE administration show that not only is there an alarming trend of teachers leaving the system but there are difficulties in off-island recruitment as well.

2. The overwhelming show of public support for Bill 1364 show wide acceptance that provisions contained in this bill offer an adequate solution for addressing this urgent call for immediate action on the part of the Government of Guam.

3. Oppositions to Bill 1364 focus on the need for a Government of Guam wide salary adjustment. The same opposition acknowledged however, that although the Civil Service Commission study is underway, n o testimony was given to assure that this study would be completed before August of 1990.

Recommendation

The Committee highly recommends passage.

EXHIBITS

EXHIBIT "A"	Anita Sukola-Testimony and attachment
EXHIBIT "B"	John Camacho-GCC
EXHIBIT "C"	Joanne Bonine-GFT
EXHIBIT "D"	Roberta Abaday-Teacher
EXHIBIT "E"	Micheal Reidy-BBMR
EXHIBIT "F"	J. U. Torres-UOG Regent

TWENTIETH GUAM LEGISLATURE
1990 (SECOND) Regular Session

Bill No. 1364
As Substituted by Committee
on Education

Introduced by:

F.J.A. Quitugua
J.P. Aguon
E.R. Duenas

M. Manibusan

AN ACT TO PROVIDE LIVABLE SALARIES FOR
TEACHERS AND OTHER EMPLOYEES IN CRITICAL
AREAS WITHIN THE GOVERNMENT OF GUAM
COMMENSURATE WITH PERSONNEL RECRUITMENT
AND RETENTION NEEDS OF THESE VARIOUS PUBLIC
AGENCIES.

BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

Section 1. Legislative findings. The Legislature finds that teacher vacancies in Guam's classrooms are increasing at an alarming rate. Urgent measures need to be taken immediately in order to avert a further worsening of this already crisis-level condition. Guam's public educational institutions are unique in that American educational standards have been set in place, as mandated by the people, through the accreditation process with appropriate accrediting agencies in the United States, with the result that the recruitment of teachers to fill vacancies in island schools is often conducted in mainland communities and school districts with which Guam must compete for teachers. Competitive salaries must be immediately put into effect if Guam's schools are to be adequately staffed now and in the immediate future.

Based on information made available at the public hearing on Bill

No. 1364 regarding expected teacher shortage during the next school year, the students in the public schools of Guam will suffer due to lack of certified teachers if this problem is not resolved in a timely fashion. Having this knowledge, it is imperative that the Legislature act on this measure to increase the salary and attract more teachers to the system to be effective on August 1, 1990 so that the critical need for teachers can be adequately addressed.

Section 2. Authorization to raise teacher salaries. The following increases in pay for the following teaching positions in the Department of Education are hereby authorized: Teachers 1 through VI, Teacher Specialists, School Program Consultants, Vocational Instructors, Consulting Resource Teachers, Guidance Counselors, School Health Counselors, Chamorro Language Teachers and Headstart Teachers, Five thousand Four Hundred Forty Dollars (\$5,440) per position per annum.

Section 3. Government of Guam wide salary adjustment. The Civil Service Commission shall pursue its study to include all employees of the Government and upon completion of the study, shall grant salary increases to all other affected employees effective August 1, 1990.

Section 4. Appropriation. Eight Million, Seven Hundred Four Thousand Dollars (\$8,704,000) is hereby appropriated from the General fund for Fiscal Year 1991 to the Department of Education for salary increases authorized in Section 2 of this Act for teachers in the public school system.

TWENTIETH GUAM LEGISLATURE
1990 (SECOND) Regular Session

Bill No. 1364

Introduced by:

F. J.A. Quitugua *FJA*
J. P. Aguon *JA*
E. R. Bueso *EB*

AN ACT TO PROVIDE LIVABLE SALARIES FOR TEACHERS
AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN
THE GOVERNMENT OF GUAM COMMENSURATE WITH
PERSONNEL RECRUITMENT AND RETENTION NEEDS
OF THESE VARIOUS PUBLIC AGENCIES.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

2 Section 1. Legislative findings. The Legislature finds that teacher vacancies
3 in Guam's classrooms are increasing at an alarming rate. Urgent measures need
4 to be taken immediately in order to avert a further worsening of this already
5 crisis-level condition. Guam's public educational institutions are unique in that
6 American educational standards have been set in place, as mandated by the people,
7 through the accreditation process with appropriate accrediting agencies in the United
8 States, with the result that the recruitment of teachers to fill vacancies in island
9 schools is often conducted in mainland communities and school districts with which
10 Guam must compete for teachers. Competitive salaries must be immediately put
11 into effect if Guam's schools are to be adequately staffed now and in the immediate
12 future.

13 Section 2. Authorization to pursue livable salary objectives. The following
14 increases in pay for the following teaching positions in the Department of Education
15 (the "Department") are hereby authorized: Teachers I through VI, Teacher Specialists,
16 Vocational Instructors, Guidance Counselors and School Health Counselors, Five
17 Thousand Four Hundred Forty Dollars (\$5,440) per position per annum (derived from

1 the average salary of American teachers computed with the increases of the consumer
2 price index for the years 1987, 1988 and 1989). Members of the teaching staff at
3 the Guam Community College ("GCC") are authorized a salary increase of Five
4 Thousand Four Hundred Forty Dollars (\$5,440) per teacher per annum and members
5 of the faculty of the University of Guam (the "University") are authorized a salary
6 increase of Five Hundred Twenty-Eight Dollars (\$528) per faculty member per annum.
7 All increases set out in this section shall be effective on August 1, 1990. The Civil
8 Service Commission is hereby directed to provide appropriate levels of increases
9 in salaries for administrators and supervisors at the Department, GCC and the
10 University.

11 Section 3. Future Increases based on cost of living. Future salary raises for
12 critical positions in the government of Guam shall be based on changes in the cost
13 of living in Guam, computed according to the Guam Consumer Price Index as compiled
14 by the Department of Commerce. The percentage data on all items shall be obtained
15 from the fiscal year prior to the fiscal year that raises are to be awarded. This
16 section shall take effect on August 1, 1990. Thereafter, yearly salary computation
17 shall be made during the time in which the agencies of the government of Guam
18 submit their annual budgets to the Legislature.

19 Section 4. Appropriation. Nine Million Dollars (\$9,000,000) are hereby
20 appropriated from the General Fund to the Department, GCC and the University,
21 respectively, for the salary increases authorized in Sections 1 and 2 of this Act for
22 teachers in the public school system, at GCC, and at the University. Additional
23 annual appropriations are authorized for the increases mandated by Section 3 of
24 this Act.



OFFICE OF THE DIRECTOR

DEPARTMENT OF EDUCATION
GOVERNMENT OF GUAM
P.O. BOX DE
AGANA, GUAM 96910
TEL. (671) 472-8901/2/3/4



ANITA A. SUKOLA
Director of Education

Deputy Director

Bill No. 1364

**Franklin Quitugua
John P. Aguon
Edward R. Duenas**

**AN ACT TO PROVIDE LIVABLE SALARIES FOR
TEACHERS AND OTHER EMPLOYEES IN
CRITICAL AREAS WITHIN THE GOVERNMENT
OF GUAM COMMENSURATE WITH PERSONNEL
RECRUITMENT AND RETENTION NEEDS OF
THESE VARIOUS PUBLIC AGENCIES.**

TESTIMONY Director of Education


The Department of Education supports fully the intent of Bill 1364 which will upgrade the salary of Teachers, Vocational Instructors, Guidance Counselors, and School Librarians, as well as Supervisors and Administrators.

The Department does not favor salary upgrade based on the Consumer Price Index for some and not for all classes of positions within the Government of Guam since all employees are affected by the high cost of living. The Department recommends a salary increase based on the educational requirements and on the prescribed duties and responsibilities of these positions.

The Department cautions this Legislative Body that the proposed across the Board increase of \$5040 for teachers will not fit into the current Pay Range Salary Schedule thus therefore will result in creating a different and separate salary schedule for teachers and all other employees in the position classes listed in Bill No. 1364. Such a salary schedule will be like that on attachment one (1).

Page 2
Testimony on Bill #1364

If however, it is this Legislative Body's intent to continue to compensate teachers on the current Pay Range Salary Schedule, then the Department recommends a pay range reassignment that will provide an increase close to \$5040. Attachment two (2) is the Department's proposal for a Pay Range Reassignment.



ANITA A. SUKOLA
Director of Education

	YEARS OF EXPERIENCE									
	0	1	2	3	4	5	6	7	8	9
	ANNUAL INCREMENT						EIGHTEEN MONTHS INCREMENT			
	STEP 1	STEP 2	STEP 3	STEP 4	STEP 5	STEP 6	STEP 7	STEP 8	STEP 9	STEP 10
CURRENT SALARY	Teacher IA RANGE 22									
	13,081 6.29	13,393 6.44	13,705 6.59	14,017 6.74	14,407 6.93	14,797 7.11	15,187 7.30	15,577 7.49	16,097 7.74	16,617 7.99
PROPOSED SALARY PLUS 5440	18,521 8.90	18,833 9.05	19,145 9.20	19,457 9.35	19,847 9.54	20,237 9.73	20,627 9.92	21,017 10.10	21,537 10.35	22,057 10.60
CURRENT SALARY	Teacher IB RANGE 24									
	13,705 6.59	14,017 6.74	14,407 6.93	14,797 7.11	15,187 7.30	15,577 7.49	16,097 7.74	16,617 7.99	17,137 8.24	17,657 8.49
PROPOSED SALARY PLUS 5440	19,145 9.20	19,457 9.35	19,847 9.54	20,237 9.73	20,627 9.92	21,017 10.10	21,537 10.35	22,057 10.60	22,577 10.85	23,097 11.10
CURRENT SALARY	Teacher IC RANGE 32									
	17,137 8.24	17,657 8.49	18,177 8.74	18,697 8.99	19,217 9.24	19,867 9.55	20,517 9.86	21,167 10.18	21,817 10.49	22,597 10.86
PROPOSED SALARY PLUS 5440	22,577 10.85	23,097 11.10	23,617 11.35	24,137 11.60	24,657 11.85	25,307 12.17	25,957 12.48	26,607 12.79	27,257 13.10	28,037 13.48
CURRENT SALARY	Teacher ID RANGE 34									
	18,177 8.74	18,697 8.99	19,217 9.24	19,867 9.55	20,517 9.86	21,167 10.18	21,817 10.49	22,597 10.86	23,377 11.24	24,157 11.61
PROPOSED SALARY PLUS 5440	23,617 11.35	24,137 11.60	24,657 11.85	25,307 12.17	25,957 12.48	26,607 12.79	27,257 13.10	28,037 13.48	28,817 13.85	29,597 14.23

BILL 1364

(A) TEACHER CLASS	(B) CURRENT PAY RANGE	(C) CURRENT SALARY PLUS \$5440	(D) PROPOSED PAY RANGE	(E) PROPOSED SALARY & AMOUNT (IN EXCESS OF \$
TI-A	R22-1	\$13,081+5440 <u>18,521</u>	R35-1	\$18,697 (\$176.00)
TI-B	R24-1	\$13,705+5440 <u>19,145</u>	R36-1	\$19,217 (\$72.00)
TI-C	R32-1	\$17,137+5440 <u>22,577</u>	R41-1	\$22,597 (\$20.00)
TI-D	R34-1	\$18,177+5440 <u>23,617</u>	43-1	\$24,157 (540.00)
TII	R36-1	\$19,217+5440 <u>24,657</u>	R44-1	\$24,937 (280.00)
TIII	R38-1	\$20,517+5440 <u>25,957</u>	R46-1	\$26,497 (540.00)
TIV	R40-1	\$21,817+5440 <u>27,257</u>	R47-1	\$27,277 (20.00)
TV	R42-1	\$23,377+5440 <u>28,817</u>	R49-1	\$28,837 (20.00)
TVI	R44-1	\$24,937+5440 <u>30,377</u>	R51-1	\$30,397 (20.00)



Guam Community College

"Accredited by the Western Association
of Schools and Colleges"

P. O. Box 23069

Guam Main Facility

Guam, 96921

TESTIMONY

BILL NO. 1364: AN ACT TO PROVIDE LIVABLE SALARIES FOR TEACHERS AND OTHER EMPLOYEES IN CRITICAL AREAS WITHIN THE GOVERNMENT OF GUAM COMMENSURATE WITH PERSONNEL RECRUITMENT AND RETENTION NEEDS OF THESE VARIOUS PUBLIC AGENCIES.

Presented by JOHN C. CAMACHO on behalf of JOHN T. CRUZ, President, Guam Community College, before the Legislative Committee on Education at a Public Hearing April 20, 1990.

Chairman Quitugua and members of the Committee, thank you for the opportunity to provide input on Bill 1364.

Guam Community College supports the intent of Bill No. 1364 to provide livable salaries, however, we feel that singling out teachers and other faculty positions will cause problems in the future. We feel strongly that any salary increases be based on a comprehensive study of salaries governmentwide. We also feel that any increases contemplated should be given simultaneously to avoid the appearance of discrimination as we have seen in our experiences with Option 1.

Again, thank you for the opportunity to provide input on this Bill.

JOHN C. CAMACHO
Vice President, GSSD

EXHIBIT 1



GUAM FEDERATION OF TEACHERS

P.O. Box 2301, Agana, Guam 96910 • Tel: (671) 734-4391/92/93

Local 1581

American Federation of Teachers

April 20, 1990

Members of the legislature:

Thank you for giving me the opportunity to testify in behalf of the Guam Federation of Teachers.

A year ago in our March 1989 GFT union paper (Volume 23 Number 6), I wrote an editorial entitled "We're Worth It", concerning legislative salaries and teaching salaries. I quoted from an AFT Action Newsletter dated February 01, 1989, as to the results of a USA Today poll of the American public. At that time, congressional members were considering big pay raises for themselves, & public opposition to such was vociferously voiced. Public respondents to the poll compared the "value" of congressional members to other occupations. More than 7 in 10 respondents said "teachers are worth more or the same as Congress".

On Guam, our senators increased their pay dramatically, from \$26,000 to \$41,500 effective December 31, 1988, an increase of more than \$15,000 annually. Several former senators serving as consultants earned \$36,000, a \$10,000 annual increase from when they were senators. Yet teachers have not had a pay increase since 1986. Are our Guam teachers as valuable as our Guam legislators? Indeed, are not our teachers even more valuable? Who is entrusted the responsibility of creating the leaders of tomorrow, if it is not the teachers of today?

Today, we stand before this legislative body asking for your support. We ask that you show your value of the teachers of Guam's youth. We ask that you show that "Teachers are Worth It"! Our Guam senators received a \$15,000 raise over a year ago. Today we ask that you share your support by voting in favor of the proposed legislation for a pay increase for teachers. Not \$15,000, or \$10,000, even though plenty of us here think our worth should be that of our senators. We are asking your support of a \$5440 salary increase effective August 1990. Again, I say "We are Worth It."

Sincerely,

Joanne F. Bonine
President

EXHIBIT C



"We're Worth It"
Article from UNION
March 1989, Volume 23, Number 6



Presidential Opinion

by Joanne F. Bonine

From Action Newsletter produced by the Editorial Department of the American Federation of Teachers, Feb. 1, 1989.

WE'RE WORTH IT

School teachers are worth at least as much or more than members of Congress, according to a USA Today poll of the American public. The poll, which reported substantial public opposition to the big pay raises stated for Congress, asked people to compare the "value" of Congressional members to other occupations. More than seven in 10 say teachers are worth more or the same as Congress; half said university presidents are worth the same as members of Congress. The poll results were published in the Jan. 18 issue of USA Today.

Here in Guam, our senators recently voted themselves a salary

increase greater than 50%: from \$26,000 to \$41,500 (Bill #1045) effective December 31, 1988. This now makes our senators the 3rd highest paid legislature body nationwide. Public opposition was minimal and lasted less than a week. In fact, several 19th legislative senators who lost their bids for re-election to the 20th legislature, are now working for their elected colleagues, as consultants, and earning \$36,000 per year, \$10,000 more than when they were senators!

For our teachers on Guam to earn at least an amount equivalent to our senators, teachers need an across-the-board pay raise of \$6,300. Beginning teacher salaries should start at \$25,000 and experienced teachers should be able to earn up to \$50,000 within a reasonable time frame - 15 to 17 years. The longer teachers remain in the system, the more experience and expertise they can bring to the classrooms. Yet Guam suffers from a chronic turnover of teachers - there is a "Brain Drain". Our highly talented experienced educators are lured to other fields where pay is more commensurate with their abilities. A substantial pay increase is necessary to encourage our best and brightest university students to consider the field of education, and to keep them, and our other experienced and valued teachers within the system.

Correct 11/20/90 Roberto Albadan

There is a growing concern that the SY 90-91 will begin with an emergency situation in the form of a drastic teacher shortage. The teacher shortage is very real. Schools are already in an emergency situation in that classrooms are being manned by limited term or retired personnel. Moreover, there are still classrooms where no teacher exists; a substitute, usually a high school graduate, keeps watch without the necessary skills or training to teach. High school enrollment increased by 2,747 in 1988. Next year also promises an increase in the number of students. This increase is accompanied by a decrease in teachers as per Department of Education figures over the past three years. Hence, teachers' salaries need to be upgraded for the following reasons.

First of all we need to avert a drastic teacher shortage forecasted for SY 90-91. Based on DOE statistics of all schools, there are currently

- 45 - vacancies
- 80 - limited term teachers
- 37 - retirees on special contracts
- 162 - positions not filled by ^{long term} certified teachers

How long will this situation exist?

Potential retirees say they would stay on with the school system if salaries were raised. Elementary teachers gave up prep periods to teach.

The University of Guam will not be able to provide enough education graduates to fill vacancies. Even schools in the United States, source of many of our new teachers, are not graduating teachers. The Higher Education Research Institute of UCLA found that less than 4% of the freshmen entering college in 1985 were interested in a teaching career. These students are now entering the workforce, but not in education.

The all-day kindergarten program will be implemented in September '90. These additional positions must be filled.

The increase in student population alone will require additional teachers.

The declining interest in the teaching profession and the declining number of teachers on Guam can be attributed to the low salaries.

DOE's Availability Survey shows:

Teachers not returning next year

- ~~1733~~ - secondary level
- ~~3317~~ - elementary level
- 3 - special area

53

TEACHERS NOT RETURNING NEXT YEAR

Teachers who are not sure they'll return

53 - secondary level
33 - elementary level
6 - special area

92

Teachers on special contracts

19 - secondary level
17 - elementary level
6 - special area

42

The figures show that students could easily go through an entire school day without having a fully certified, long-term teacher. Over 5,000 students may be affected by this situation. The figures also show the possibility of almost 200 currently employed teachers who may need to be replaced next school year. At the present time only 16 teachers have signed recruitment contracts for SY 90-91 to fill these vacancies.

The second reason salaries need to be upgraded is to compete with salaries stateside, where DOE recruiters are trying to compete for new teachers. The competition for recruiting new teachers in the States is quite fierce. The projected demand for teachers until 1992 ranges from 680,000 to 900,000 with the supply of new teacher graduates at only 250,000. How can Guam possibly recruit new teachers in the states and offer salaries as they currently stand? Bill 1364 requests not only \$5440 to help make the salaries competitive but also requests a yearly adjustment to enable the Department of Education to attract new teachers from this ever dwindling pool. The U.S. Education Department stated that "The current imbalance between the need for additional teachers and the supply of new teacher graduates is projected to continue through 1992."

The competition for recruiting new teachers is ridiculously off-balanced by the low salary Guam offers. The current entry level for a certified teacher is \$19,217 and has been the same since 1986. In the meantime, the rate of inflation has increased steadily by approximately 9% per year. The entry level for a certified teacher in our nearest competitor, Hawaii, is \$23,035 for a bachelor's degree and \$27,106 for a doctorate.

DOE recruitment figures show that 115 teachers have indicated interest in teaching here on Guam. "Interest" does not translate into commitment.

Good teachers will not be willing to sign a contract that offers them a salary insufficient to cover the basic cost of living on Guam for one year. Including only the basic necessities for living on Guam for a year, a new teacher to the island must pay \$1,123 out of his/her own pocket to teach on Guam.

The third reason teachers' salaries need to be upgraded is to keep up with the rate of inflation. In 1988, the overall food costs increased by 11.8%. There was a 49.5% increase in the cost of fresh fruits, a 6.2% increase in medical care costs, and a 4.1% increase in housing costs. There has been a 0% increase in the teachers' pay to cover these increases. December 1989 ended with the purchase power of the dollar at 39 cents.

An increase of approximately 9% per year for the last three years would help to bring the salary of teachers up to a respectable level. With an addition of \$5,440 to the present salary, more teachers may be willing to sign up or remain with the Department of Education.

We need your help to raise the teachers' salaries up to a competitive level to avoid a teacher shortage crisis for the next school year.



BUREAU OF BUDGET & MANAGEMENT RESEARCH
OFFICE OF THE GOVERNOR, Post Office Box 2950, Agaña, Guam 96910



MICHAEL J. REIDY
Director

TESTIMONY
OF
MICHAEL J. REIDY
DIRECTOR
BUREAU OF BUDGET AND MANAGEMENT RESEARCH
ON BILL NO. 1364

April 20, 1990

Thank you for allowing me the opportunity to comment on Bill 1364. I am submitting written testimony in opposition to this bill for two primary concerns.

First, I believe that in only addressing teachers and certain "other" positions deemed critical within the government, this legislation would create inequities that may ultimately involve litigation. This scenario is not unlike the Option 1 salary issue which resulted in retroactive pay increases for the majority of Government of Guam employees. By aligning the salary of local teachers against the average salary of American teachers, we may be faced with providing all GovGuam employees with a realignment of salaries based on legal precedent. The tremendous outlay that this would entail brings me to my next concern.

The bill provides for an appropriation of \$9,000,000. However, this may be just the tip of the iceberg. Should it be determined through judicial or legislative action that inequities created by enactment of this bill compel a government wide "realignment" of salaries, the fiscal impact may range from \$30.0 to \$50.0 million. Needless to say this may just be the bamboo that breaks the caribou's back. It seems almost futile to bring our fiscal house in order if only to accommodate legislation that nullifies our efforts to restore fiscal integrity to this government.

EXHIBIT "E"



Pursuant to P.L. 20-65, the Civil Service Commission currently has out on bid a government wide salary study, inclusive of teachers. This study should be an integral part of analyzing any alignment or reassignment of salaries within the Government of Guam. I think it would be in the best interests of the government to await the findings of this study rather than to proceed hastily disregarding the possible consequences of our actions.



MICHAEL J. REIDY



BOARD OF REGENTS

University of Guam

U.O.G. STATION - MANGILAO, GUAM 96923

April 17, 1990

The Honorable
Franklin J. Quitugua
Chairman, Committee on Education
Twentieth Guam Legislature
P.O. Box CB-1
Agana, Guam 96910

Bill No. 1364

Dear Senator Quitugua:

I appreciate the opportunity to appear before you on behalf of the University to testify on Bill 1364.

While the University is fully supportive of the purpose of the bill to allow for livable salaries for teachers and other employees in critical areas within the Government of Guam, it is nevertheless very mindful of its obligations to ensure that all University personnel are viewed and treated in the same manner.

It is, thus, our position that any salary increase based on cost of living changes should apply to every individual employee in the system. Inflationary factors affect everyone and any attempt to address this issue through salary adjustment should involve all components of the Government in general and of the University in particular. To do it any other way is discriminatory and will only create alienation and dissatisfaction among the employees not singled out by this bill.

We sincerely hope that our suggestion would be incorporated as an amendment to this legislative measure.

Si Yu'os Maase.

Sincerely,



J.V. TORRES
Chairman

EXHIBIT 'E'