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LOURDES A. LEON GUERRERO
Governor (Maga'håga)
JOSHUA F. TENORIO
Lt. Governor (Sigundo Maga'låhi)

September 15, 2026

HRD NO.: 25-256A

MEMORANDUM

TO: Governor of Guam

FROM: Director of Administration

SUBJECT: **Updating of 2022 Educator Pay Plan**
RE: Implementation of 2026 Educator Pay Plan (EDUPP)

Buenas yan Hafa Adai! This is to request your approval to update and align the 2022 Educator Pay Plan salaries with current national mean wages pursuant to the Governor's approval of the Director of Administration's 2022 Educator Pay plan implementation memorandum, dated May 11, 2022 (Page 10, Paragraph 4.). To remain current with competing education priorities both internally and externally, and for purposes of recruitment and retention, it is important that the 2022 Educator Pay Plan salary schedule be reviewed and updated at least every three years.

Background:

On May 23, 2022, at the recommendation of the Director of Administration, the Governor of Guam approved the plan to update and adjust the 2014 Competitive Wage Act salary schedule for Educators by 20%. The pay adjustments took effect on May 23, 2022, and the subsequent salary schedule established was known as the 2022 Educator Pay Plan.

In this study, DOA is proposing to update the 2022 EPP and implement the 2026 Educator Pay Plan. The proposed 2026 Educator Pay Plan (as with the 2022 EPP) is based on internal and external pay equity comparisons taking into consideration national mean wages as stipulated by statute. Mean wage data tables were prepared for comparison and analysis with the National Mean Wage.

OFFICE OF THE GOVERNOR
GOVERNOR'S CHAMBER
DATE: 9.17.26
TIME: 1:26p
RECEIVED BY: DB

2026-26533
OFFICE OF THE GOVERNOR
CENTRAL FILES OFFICE
Rec'd By: Elaine Tajalle
Date: 9/16/26 Time: 4:30pm

Internal Wage Data:

Table A: 2022 Educator Pay Plan Position Benchmark Mean Salary

Benchmark Position	Description	Base Per Annum
Teacher I-A	Ed-1A, Step 7	$43,001
Teacher I-B	Ed-1B, Step 7	$45,000
Teacher I-C	Ed-1C, Step 7	$47,093
Teacher I-D	Ed-1D, Step 7	$49,283
Teacher II	Ed-2, Step 7	$51,575
Teacher III	Ed-3, Step 7	$54,085
Teacher IV	Ed-4, Step 7	$58,142
Teacher V	Ed-5, Step 7	$61,049
Teacher VI	Ed-6, Step 7	$65,628

Table B1: All GDOE Teacher Levels – Salary Comparison (3rd Qtr 2026 Annual Base Salary)

Position	% of Employees with < 5 years of Service	No. Employees in Benchmark Position	Lowest Salary	Mean Salary	Highest Salary
Teacher I-A	43%	7	$35,703	$44,601	$51,864
Teacher I-B	46%	21	$38,780	$48,104	$61,499
Teacher I-C	22%	19	$37,674	$50,218	$64,358
Teacher I-D	100%	3	$39,426	$39,426	$39,426
Teacher II	49%	298	$41,260	$50,726	$70,484
Teacher III	15%	274	$43,268	$65,502	$88,836
Teacher IV	14%	640	$46,514	$68,317	$95,500
Teacher V	7%	268	$48,839	$78,910	$97,259
Teacher VI	8%	48	$52,502	$81,581	$101,411
Internal Employee Mean Wage				**$58,598**	

Table B2: GDOE School Administrator Levels Salary (Note: Average does not include additional pay or pay differentials) (3rd Qtr 2026 Annual Base Salary

POSITION	No. Employees in Benchmark Position	Mean Salary
Assistant Principal – Elem	6	**$95,365**
Assistant Principal – Secondary	38	**$96,494**

School Principal – Elementary	26	**$119,103**
School Principal – Middle	10	**$127,534**
School Principal – High	6	**$139,380**
Salary Mean		**$115,575**

Table C1: Teacher Level National Mean/Median Wage Surveys

Date	Name	Mean/Median Wage
2026	Salary.com	$53,544
2026	Glassdoor	$65,000
2026	ZipRecruiter	$57,503
2026	DOWEA (Dept of War Education Activity)	$117,138*
2026 (estimated) – current inflation rate @ 3.5%	USDOL – BLS	$72,874
External National Mean Wage		**$73,212**

*Federal base pay $ 90,566
Locality Pay 17.06% $ 15,813
COLA 11.88% $ 10,759
$117,138

Table C2: Administrator Level National Mean/Median Wage

Date	Name	Mean/Median Wage
2026	Salaryoptics.com	$102,000
2026	Teachersalary.org	$120,000
2026	Salarybyrole.com	$112,000
2026	DOWEA (Dept of War Education Activity)	$140,196*
2026 (estimated) – current inflation rate @ 3.5%	USDOL – BLS	$120,164
External National Mean Wage		**$118,872**

*Federal base pay $108,730
Locality Pay 17.06% $ 18,549
COLA 11.88% $ 12,917
$140,196

Educator Average Internal Mean Wage: $58,598
Educator Average External Mean Wage: $73,212

Salary Adjustment Lag (% Difference): -25%

Administrator Average Internal Mean Wage: $115,575
Administrator Average External Mean Wage: $118,872

Salary Adjustment Lag (% Difference): -03%

Analysis:

A comparison of the internal and external mean wages for all Educators (Teacher Levels I through VI) shows an overall market movement lag of 25%. The internal average salary for Teacher Levels IA-ID is $45,587 p/a. However, teachers at this level are mostly temporary hires with a bachelor's degree and an Emergency/Provisional Guam Teaching Certificate, except for Level I-D, which requires a master's

degree. The largest group of educators are teacher levels II through IV with an internal average salary of $65,864 p/a. Teachers at this level require a bachelor's or master's degree plus Guam Teaching Certification. The percentage of teachers with the longest teaching service (teachers with more than 5 years of service) are at level of Teacher V (93%) and VI (92%) respectively. To address compensation-related issues that impact the overall progression of employees through the various levels of educator positions, a 15 percent (15%) market movement recommendation is proposed for the updated 2026 Educator Pay Plan for assigned Pay Grades ED-1A thru ED-7 (see Appendix 1).

A comparison of the internal and external mean wages for School Administrators shows the average market movement lag at 3%. The current mean wage for School Administrators at $115,575 per annum, remains competitive with the national mean wage at $118,872 per annum. A pay adjustment for school administrators, to include Principals and Assistant Principals, is not necessary at this time; however, a five percent (5%) movement in the pay plan for assigned Pay Grades ED-8 thru ED-11, is recommended to attract and address the retention of school administrators and senior educators accordingly. In addition to the five percent recommended base pay adjustment, School Principals and Assistant School Principals should continue to receive a 15% and a 10% incentive pay differential respectively.

Fiscal:

Associated annual costs for the recommended pay structure increase, including benefits are listed below. These associated costs are based on base salary adjustments only. Estimates are approximate and
do not include specialty pay such as Overtime, Night Differential or Incentive Pay.

Cost impact at 15% for Teacher levels I through VI (PG ED-1A through ED-7)

Total Gross Current Base Salary	$104,473,768	
Fringe Benefits	$53,347,620	
Total Annual Gross Salary + Benefits	$157,821,388	Does not include specialty pay such as Overtime, Night Differential or Incentive Pay.
Pay Structure Increase at 15%	**$23,673,208**	

Total Annual Personnel Cost	$181,494,596	

Cost impact at 5% for Principals (PG ED-9 through ED-11)

Total Gross Current Base Salary	$5,222,154	
Fringe Benefits	$2,310,479	
Total Annual Gross Salary + Benefits	$7,532,633	Does not include specialty pay such as Overtime, Night Differential or Incentive Pay.
Pay Structure Increase at 5%	**$376,632**	
Total Annual Personnel Cost	$7,909,265	

Annual Gross Salary + Benefits: $ 7,532,633
Pay Structure Increase at 5%: $ 376,633
Pay Differential at 15%: $1,129,895
Total Annual Personnel Cost: **$9,039,161**

Cost impact at 5% for Assistant Principals (PG ED-8)

Total Gross Current Base Salary	$4,256,494	
Fringe Benefits	$1,862,461	
Total Annual Gross Salary + Benefits	$6,118,955	Does not include specialty pay such as Overtime, Night Differential or Incentive Pay.
Pay Structure Increase at 5%	**$305,948**	
Total Annual Personnel Cost	$6,424,903	

Annual Gross Salary + Benefits: $ 6,118,955
Pay Structure Increase at 5%: $ 305,948
Pay Differential at 10%: $ 611,896
Total Annual Personnel Cost: **$ 7,036,799**

Overall total annual personnel cost to include market movement and recommended pay differentials is **$ 197,570,556.**

Recommendation:

A review of 2026 national mean wages from Teacher and School Administrator salary surveys in comparison to current government of Guam salaries as described in the Tables above were used to prepare the attached 2026 Educator Pay Plan.

The recommended base market movement percentage from the 2022 Edu Pay Plan to create the proposed 2026 Educator Pay Plan is 15% for Educators (PG ED1A-ED7) and 5% for Administrators (PG ED8-ED11).

Pay Differential

PERCENT DIFFERENTIAL	POSITION
10%	Assistant School Principal (ED-8) – All Levels (Elementary, Middle High School)
15%	School Principal (ED-9 through ED-11) – All Levels (Elementary, Middle High School)

Upon approval of the 2026 Educator Pay Plan, the following additional recommendations are being submitted for approval accordingly:

1. Consistent with previous pay updates, the slotting of employee salaries from the 2022 Educator Pay Plan shall be "step-to-step";
2. Current pay differentials for Principal and Assistant Principal shall continue upon implementation of the updated 2026 Educator Pay Plan;
3. Further recommendation of a 2% to 3% annual adjustment with a review to be conducted within the next three years.

Dangkolo na Agradesimento!

EDWARD M. BIRN

Recommended Percentage Market Pay Adjustment

[X] 15% for Educators (PG ED1A-ED7)

[X] 5% for Administrators (PG ED8-ED11)

[ ] Other

LOURDES A. LEON GUERRERO
Governor of Guam

Date: 9/18/2024

The positions covered under the Educator plan are assigned respective pay grades as follows:

Appendix 1

EDU POSITIONS AND ASSIGNED PAY GRADES	
School Principal (Elem and Sec) – High	ED-11
School Principal (Elem and Sec) – Middle	ED-10
School Principal (Elem and Sec) – Elem	ED-9
Assistant School Principal (Elem and Sec)	ED-8
School Program Consultant	ED-7
Teacher VI	ED-6
Teacher V	ED-5
Teacher IV	ED-4
Teacher III	ED-3
Teacher II	ED-2
Teacher I-D	ED-1D
Teacher I-C	ED-1C
Teacher I-B	ED-1B
Teacher I-A	ED-1A
Vocational Instructor	ED-2
Head Start Teacher	ED-1A
Head Start Program Director	ED-9
Head Start Program Assistant Director	ED-7
Chamorro Studies Administrator	ED-10