

Annual Compensation Report



COLORADO

FY 2025-26

October 1, 2024

Honorable Jared Polis
Governor of Colorado
136 State Capitol Building
Denver, Colorado 80203

Honorable Representative Shannon Bird
Chair, Joint Budget Committee
Colorado General Assembly
200 East 14th Avenue
Denver, Colorado 80203

Dear Governor Polis and Representative Bird,

In accordance with C.R.S. 24-50-104(4), the State Personnel Director (Director) is required to submit an Annual Compensation Report (report) on October 1. This report provides an analysis of salary survey market data from private and public organizations including recommendations and estimated costs for State employee compensation, covering salaries, and step pay. For FY 2025-26, the State retained Mercer to update market data for employee compensation.

The State's policy is to provide competitive total compensation, including pay and group benefit plans, in order to recruit, reward, and retain a qualified workforce. The Director's priorities are as follows:

- I. Establish overall pay, benefits, retirement benefits, incentives, premium pay practices, and leave that meets or exceeds practices in the market; and
- II. Move employees in the workforce through the pay range over the course of their employment.

For jobs that were analyzed for both FY 2024-25 and FY 2025-26 and whose comparator jobs were substantially similar in both years, Mercer estimated that the State's average base salaries have a variance of -6.8% (below) the labor market for FY 2025-26, compared to -7.9% for FY 2024-25.

The Department worked closely with the Governor's Office of State Planning and Budgeting and Colorado Workers for Innovative and New Solutions (COWINS) to develop recommendations for the appropriate amount of funding for annual salary and benefit increases for FY 2025-26. The final recommendations reflect a consideration of the results of the annual compensation survey, fiscal constraints, the ability to recruit and retain State employees, and adjustments with respect to employee compensation. The recommendations will be submitted for consideration in the Governor's November 1 Budget Request for FY 2025-26.

Respectfully submitted,



Tony Gherardini
Executive Director, Colorado Department of Personnel & Administration and
State Personnel Director

cc: Joint Budget Committee Members, Cabinet Members, Office of State Planning and Budgeting,
Higher Education Presidents, Colorado WINS, Craig Harper, Mitch Burmeister





COLORADO

Department of Personnel & Administration

Tony Gherardini
State Personnel Director & Executive Director

Laura Koeneman
Statewide Chief Human Resources Officer

About This Report

The State of Colorado (State) FY 2025-26 Annual Compensation Report includes study findings prepared by Mercer with assistance from the Department of Personnel & Administration (Department), Division of Human Resources (Division). The purpose of the report is to analyze the competitiveness of the State's compensation and State contributions for benefits plans against market data from private and public organizations.

Adjustments to the State's salary structure or components of total compensation are subject to approval and funding by the Governor and General Assembly. Following the legislative process, the State Personnel Director (Director) will announce the final adjustments to compensation and benefits for implementation on July 1, 2025.

The State's philosophy (see C.R.S. §24-50-104) is to provide competitive and innovative total compensation that meets or exceeds total compensation provided by public or private sector employers or a combination of both, to ensure that the State is able to recruit, motivate, and retain a qualified workforce. Salaries and benefits represent the majority of total compensation and the State should strive to maintain competitiveness with the labor market. The Department always seeks to improve upon the quality of the information and data that is included in the Annual Compensation Report. Therefore, the FY 2025-26 Annual Compensation Report includes a revised and expanded set of benchmark job classes to more accurately reflect the value of State Employee compensation. Where applicable, this report provides additional metrics and context that provide a basis of comparison to the FY 2024-25 Annual Compensation Report.

How to Use This Report

This report serves as a road map to conduct analysis and provide recommendations regarding compensation and reflects the market competitiveness of approximately 19,000 employees in a set group of benchmark jobs. The report contains data that has been aggregated to show overall State competitiveness, as well as data for certain critical roles or other jobs which may not be competitive with the labor market. Typically, some benchmark jobs will be above the market while others will be below.

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FY 2025-26 Annual Compensation Report

Introduction

To ensure the State is able to recruit and retain a strong and diverse workforce, the Director is required by law to provide an annual compensation report reflecting adjustments that may be required to maintain the salary structure, State contributions for group benefit plans, base salary adjustments, step pay, and other components of total compensation to maintain market competitiveness for the upcoming fiscal year. The State evaluates its compensation program to ensure that it is both internally equitable as well as competitive with the external market.

This report is based on an annual review of compensation that evaluates employee compensation practices, levels, and cost. The FY 2025-26 report methodology is based on recent market data from public and private employers, with consistent aging and geographical adjustments that account for differences in cost of labor in different markets. When possible, at least three employer matches are made for each benchmark class.

Philosophy

Total Compensation

The State of Colorado's compensation philosophy is defined in C.R.S. §24-50-104 and requires the State to provide innovative total compensation that meets or exceeds total compensation provided by public or private sector employers or a combination of both, to ensure that the State is able to recruit, motivate, and retain a qualified workforce.

Innovative total compensation that meets or exceeds total compensation provided by competitors reflects the State's commitment to provide direct and indirect compensation that is competitive with its defined labor market, both public and private sector employers, and jobs, including areas outside of the Denver metropolitan area. This methodology is applied for all classified jobs with the exception of the State Patrol Trooper class series, as required by C.R.S. §24-50-104(1)(a)(III)(A).

Total compensation is a combination of base salary, incentives, and all employee benefits. This includes both direct and indirect compensation.

- Direct compensation refers to an employee's annual base salary. It does not include bonuses, shift differential, overtime pay, call-back pay, or critical staffing incentives. In addition to average base salaries, pay ranges are also analyzed for purposes of this report.
- Indirect compensation refers to compensation that is not paid directly to an employee. Indirect compensation includes medical, dental, disability, life insurance, accidental death and dismemberment insurance, and retirement, as well as additional benefits identified for employees.

Colorado Revised Statute §24-50-104

(1) Total compensation philosophy. (a) (I) It is the policy of the state to provide innovative total compensation that meets or exceeds total compensation provided by public or private sector employers or a combination of both, to officers and employees in the state personnel system to ensure the recruitment, motivation, and retention of a qualified and competent workforce. For purposes of this section, "total compensation" includes, but is not limited to, salary, group benefit plans, retirement benefits, step pay, incentives, premium pay practices, and leave. For purposes of this section, "group benefit plans" means group benefit coverages as described in section 24-50-603 (9).

Methodology & Data Sources

Survey Benchmarks

The annual survey process requires identifying a core group of job classifications within the State's classified personnel system used as benchmarks and retaining them year-over-year to show a consistent trend in the State's market comparison of salary data with other employers. For FY 2025-26, the list of benchmark jobs was updated to include certain jobs which had not been analyzed in recent years to ensure a more accurate understanding of the State's competitiveness with the market. The State identified 367 benchmark job classes for this year's study. They were chosen using the following guidelines for benchmark selection:

- Representation of all occupational groups and levels throughout the organization
- Jobs with recruitment or retention issues
- Certain critical staffing roles identified by the State

The overall result is a comprehensive set of benchmark jobs reflecting the occupational groups and levels that exist within the State's classified structure. As these benchmark jobs may change year-over-year, the analysis may show fluctuations in the market position of certain occupational groups. For the complete list of the 367 benchmark jobs, refer to the Appendix.

Survey Data Collection & Job Matching

The survey process analyzed a group of jobs within the State's personnel system to be used as benchmarks for conducting salary data comparisons with other employers in the market. Benchmark jobs are State jobs that are comparable to those readily identifiable and commonly found in the marketplace. Survey data was collected by reviewing survey jobs and comparing them to the State's official class descriptions to determine accurate comparisons.

In accordance with standard compensation best practices as outlined by WorldatWork, Mercer utilized only those jobs that match at least 80% of the duties, responsibilities, and functions as outlined in each benchmark job summary.

Labor Market

The survey process first identifies a relevant labor market for collecting and comparing salary and benefits data, market trends, and salary budget planning information. The State's primary labor market, as mandated by C.R.S. §24-50-104(4)(a), includes both public and private sector employers and jobs, including areas outside of the Denver metropolitan area. In addition, data is collected from employers outside of Colorado when insufficient data is available within the State for those benchmark jobs specific to State government. Mercer defines the primary labor market for which market data is collected using credible published survey sources.

Survey Sources

Pursuant to C.R.S. §24-50-104 (4)(a), the annual compensation study is based on an analysis of surveys published by public or private organizations that include a sample of public and private sector employers. The following criteria was used to identify and approve survey sources:

- Surveys are conducted by a reputable salary survey firm
- Survey data is not self-reported
- Surveys are conducted on a continual basis instead of a one-time event
- Surveys are less than two years old, unless where necessary to assess a critical job class
- For certain targeted analyses, such as those completed during system maintenance studies, analysis may also include additional market data sources or data gathered directly from publicly available sources, such as government websites

For this report, all market salary data was aged to a common effective date of July 1, 2025, to reflect the standard budget year, using standard aging factors described in the following sections.

Published Surveys Used for the Market Salary Comparison

- CompData Banking and Finance - National - January - US, 2024
- CompData Benchmark Pro - National - January - US, 2024
- CompData Colleges & Universities - National - January - US, 2024
- CompData Health Care - National - January - US, 2024
- CompData Insurance - National - January - US, 2024
- CompData Not-For-Profit - National - January - US, 2024
- Employers Council Benchmark - Arizona, Colorado, Utah & Wyoming, 2022
- Mercer Benchmark - United States 2023
- Mercer IHN Module 5 - Healthcare Individual Contributors, 2023
- Mercer IHN Module 6B - Physician Practices/Outpatient Facilities, 2023
- Mercer IHN Module 7 - Healthcare Middle Management, 2023
- NCASG State Governments, 2023
- WTW General Industry Office and Business Support - Job-Level Report, 2023
- WTW General Industry Professional Administrative & Sales - Job-Level Report, 2023
- WTW General Industry Professional Technical & Operations - Job-Level Report, 2023
- WTW General Industry Supervisory & Middle Management - Job-Level Report, 2023
- WTW Health Care Middle Management, Professional and Support, 2023

Survey Data-Cuts

Job matches from published surveys consist of hundreds to thousands of participating organizations. These organizations are a representative sample across labor markets representing both public and private sectors. Survey participants are known by company or organization name only. It is not known which organizations matched each specific benchmark

job. To ensure a robust sample size and diminish the impact of year-over-year changes to survey data reporting, the State utilized the following approach:

- Reviewed national as well as local and regional data for each survey job and blended public and private data cuts, where available.
- Reviewed geographic differentials, at the employee level, to account for the State of Colorado's labor market.

Geographical Adjustments

Because wage and income levels are different across the nation and even within local (state) labor markets, differentials that factor in economic variations at the national and state level are calculated and considered when making individual pay range recommendations and for system maintenance studies. Geographic differential data provided by both Mercer and Economic Research Institute (ERI), a geographic assessor, are used to identify the appropriate geographic differences.

Aging Adjustments

In order for all survey data to have a common effective date, all market salary data was aged to July 1, 2025, using the Mercer market trend of +4% per year for actual salaries.

Survey Scopes

In accordance with professional standards, appropriate market data for job matches and data-cuts for each benchmark job were collected by Mercer. In order to accurately reflect market rates, the State's methodology utilized a blend of for-profit and public sector/not for profit scopes, where available.

- Market data reflects a common effective date of July 1, 2025.
- Benchmark summary matches were reviewed and data was shared with the State to ensure the appropriate scope and level were represented.

Data Analysis & Acceptable Variance

For each benchmark comparison, the percentage difference (variance) was calculated between:

- The State's average salary for that job class and the market median in terms of actual salary; and
- The State's pay range midpoint for that job class and the average pay range midpoints in the market.

These variances can be utilized for comparing individual benchmark job average base salaries and pay ranges. Factors such as performance, turnover, and longevity will impact actual salaries and may explain some of the differences between the State and the market actual salaries for individual jobs, especially in job classes with relatively few employees. Organizational strategy and compensation philosophy may drive target thresholds for measuring competitiveness with the market.

In the instance that a classification's salaries or pay ranges show a variance of +/- 10%, the State may recommend pay grade changes or conduct a system maintenance study to identify trends in the labor market. There are many factors that impact fluctuations in data and values each year, including, but not limited to:

- Market shifts due to low/high unemployment, competition for talent, or cost of labor
- Outdated job classes or misaligned job classes, as well as broad banded classes
- Changes in benchmarks or the addition/removal of benchmarks
- Granting of across-the-board increases and structure adjustments
- Changes in vendor methodology



Findings & Analysis

The State collected market data for 367 benchmark jobs. Data included both public and private sector participants. Due to the professional practice of maintaining survey data confidentiality, it is not possible to verify the number of private and public sector participants for data-cuts.

To provide a more complete picture of the State's competitive market position, benchmark jobs are evaluated every year. For FY 2025-26 133 new benchmark jobs were added and 34 jobs were removed. 129 benchmark jobs were evaluated in both FY 2025-26 and FY 2024-25 to provide a year over year market comparison.

In addition, survey jobs that are identified as market comparators to the State's jobs are reviewed and adjusted to ensure accurate job matches.

In the data that follows, positive (+) figures indicate that the State pays above the market, while negative (-) figures indicate that the State pays below the market.

For FY 2025-26 the base salary market comparison for all 367 benchmarked jobs is -9.1% (below), while the salary range midpoints are -9.8% (below).

Of the 129 benchmark jobs that were evaluated in both FY 2025-26 and FY 2024-25, the base salary market comparison is -6.8% (below), while the salary range midpoints are -2.3% (below).

A number of factors contributed to this variance:

- In FY 2024-25 the State funded a 3% across-the-board increase for all employees; the average market increase was 3.9%.
- In FY 2024-25 the State implemented a Step Pay Program, which resulted in an average increase of 12% for the 8,246 employees who received a step pay increase.

A summary of the full results for all 367 jobs included in the FY 2025-26 analysis, as well as the 129 benchmark jobs included in the year over year analysis is continued on the following pages.

Base Salaries

For each benchmark comparison, the percentage difference was calculated between the State’s average salary for that job class and the market median in terms of actual salary. The table below shows aggregate variances with the market of all benchmark positions within occupational groups:

State Average Base Salary Comparison with Market Median Base Salary

Occupational Group	% Difference from Market Median (FY 2025-26)	% Difference from Market Median (FY 2024-25)	% Difference from Market Median (Common benchmarks FY 2024-25 to FY 2025-26)
Enforcement and Protective Services	-9.6%	-11.5%	-21.8%
Healthcare Services	-2.5%	-4.7%	+1.3%
Labor, Trades, and Crafts	-9.1%	-4.9%	-1.4%
Administrative Support and Related	-16.3%	-13.1%	-0.7%
Professional Services	-11.0%	-8.9%	-7.9%
Physical Science and Engineering	-10.8%	-6.8%	-8.8%
Information Technology	-11.6%	*	*
State of Colorado	-9.1%	-7.9%	-6.8%

*IT positions were undergoing a system maintenance study

Note: FY 2025-26 included 367 benchmark jobs, FY 2024-25 included 268 benchmark jobs, and FY 2025-26 and FY 2024-25 included 129 common benchmark jobs with substantially similar comparators.

Pay Range Midpoints

The State compared the pay range midpoints for all 367 benchmarked jobs with the market’s average pay range midpoints. The table below shows aggregate variances with the market of all benchmark positions within occupational groups:

State Pay Range Midpoints Comparison with Market Pay Range Midpoints

Occupational Group	% Difference from Market Midpoint (FY 2025-26)	% Difference from Market Midpoint (FY 2024-25)	% Difference from Market Midpoint (Common benchmarks FY 2024-25 to FY 2025-26)
Enforcement and Protective Services	-13.4%	-12.4%	N/A
Healthcare Services	+ 6.4%	+10.8%	12.7%
Labor, Trades, and Crafts	-6.6%	+0.6%	-4.0%
Administrative Support and Related	-23.9%	+1.1%	+9.7%
Professional Services	-9.6%	-4.0%	-4.9%
Physical Science and Engineering	-16.1%	-7.0%	-11.2%
Information Technology	-13.7%	*	*
State of Colorado	-9.8%	+0.3%	-2.3%

*IT positions were undergoing a system maintenance study

Note: FY 2025-26 included 367 benchmark jobs, FY 2024-25 included 268 benchmark jobs, and FY 2025-26 and FY 2024-25 included 129 common benchmark jobs with substantially similar comparators.

Range Spread

Next, the State compared the overall range spread of the State’s FY 2024-25 salary structure with the average full market range spread for all benchmark classifications. The average market range spread is wider than the average State range spread. This is consistent with prior findings. Such variation can be attributed to different organizational compensation philosophies that determine the width of the ranges.

	STATE RANGE SPREAD	MARKET RANGE SPREAD
Average Range Spread	51%	60%

When the FY 2023-24 pay plan was implemented, the State implemented more consistent pay range spreads for each occupational group. In most cases, the ranges were narrowed, which has a positive overall effect on minimums but a negative overall effect on maximums.

Maximums for the Physical Science and Engineering occupational group were maintained in FY 2023-24 in order to minimize negative impact to employees who would have been above the new pay range maximum. This resulted in pay ranges where the maximums are set +23% above the “midpoint” of the range, while the minimums are -17% below. The State will continue to monitor and address this over time by reducing the distance of the maximum from the midpoint of the pay ranges for that occupational group.

Employee Salary Distribution FY 2025-26

The tables below shows pay range penetration by occupational group.

OCCUPATIONAL GROUP	AVERAGE RANGE PROGRESSION (PERCENTAGE IN RANGE)	QUARTILE DISTRIBUTION			
		QUARTILE 1 %	QUARTILE 2 %	QUARTILE 3 %	QUARTILE 4+ %
Enforcement and Protective Services*	26%	52%	24%	22%	1%
Healthcare Services	32%	42%	26%	28%	3%
Labor, Trades, and Crafts	36%	34%	29%	34%	3%
Administrative Support and Related	29%	50%	22%	24%	4%
Professional Services	32%	43%	31%	23%	3%
Physical Sciences and Engineering	38%	30%	42%	25%	3%
Information Technology*	55%	11%	20%	57%	12%

*Does not include State Patrol

**IT positions' pay ranges were evaluated and updated as part of a system maintenance study

Employee Salary Distribution FY 2024-25

OCCUPATIONAL GROUP	AVERAGE RANGE PROGRESSION (PERCENTAGE IN RANGE)	QUARTILE DISTRIBUTION			
		QUARTILE 1 %	QUARTILE 2 %	QUARTILE 3 %	QUARTILE 4+ %
Enforcement and Protective Services*	19%	68%	24%	5%	3%
Healthcare Services	29%	54%	21%	20%	5%
Labor, Trades, and Crafts	16%	74%	15%	8%	3%
Administrative Support and Related	20%	69%	16%	11%	4%
Professional Services	27%	50%	36%	11%	3%
Physical Sciences and Engineering	33%	38%	40%	17%	4%
Information Technology**	32%	48%	21%	19%	11%

*Does not include State Patrol

**IT positions' pay ranges were evaluated and updated as part of a system maintenance study

Employee Salary Distribution Variance: FY 2024-25 to FY 2025-26

OCCUPATIONAL GROUP	AVERAGE RANGE PROGRESSION VARIANCE (PERCENTAGE IN RANGE)	QUARTILE DISTRIBUTION VARIANCE			
		QUARTILE 1 %	QUARTILE 2 %	QUARTILE 3 %	QUARTILE 4+ %
Enforcement and Protective Services*	7%	-16%	0%	17%	-2%
Healthcare Services	3%	-12%	5%	8%	-2%
Labor, Trades, and Crafts	20%	-40%	14%	26%	0%
Administrative Support and Related	9%	-19%	6%	13%	0%
Professional Services	5%	-7%	-5%	12%	0%
Physical Sciences and Engineering	5%	-8%	2%	8%	-1%
Information Technology**	23%	-37%	-1%	18%	1%

*Does not include State Patrol

**IT positions' pay ranges were evaluated and updated as part of a System Maintenance Study

The implementation of the Step Pay Program had a positive effect on the pay range distribution of employee salaries and improved the competitiveness of employee salaries compared to the previous year. Overall, the average range penetration by occupational group last year was 25%, while this year's average range penetration was 35%. Note that pay range midpoints for most job classes are targeted at the market rate for that job.

Projected Pay Increases to Base Salaries

Organizations determine annual salary increase budgets based on merit, cost of living, market adjustments or another mechanism to ensure they are competitive with the market, recognize inflation, reward individual performance, and ensure employee retention.

According to national compensation planning surveys available to the State at the time of this analysis, employers plan to provide the following salary increases in 2025:

2025 Salary Increase Projections in the Market

Survey Source	2025 Base Salary Projections
Gallagher 2024-25 Salary Planning Survey	+3.4%
Payscale 2024-25 Salary Budget Survey	+3.5%
WorldAtWork 2024-25 Salary Budget Survey	+4.0%
2024 Mercer QuickPulse Compensation Planning Survey (August edition)	+4.0%

Per the 2024 Partnership Agreement with COWINS, a +2.5% Cost of Living Adjustment (formerly known as across-the-board increase) has been negotiated for FY 2025-26, subject to funding and approval by the General Assembly. The State will also continue the Step Pay Program in FY 2025-26.

Projected Increases to Overall Salary Structure

Per the 2024 Partnership Agreement with COWINS, the overall pay structure will increase by +2%, subject to funding and approval by the General Assembly.

According to Gallagher's 2024-25 Salary Planning Survey, employers plan to increase their overall pay structures by +3% in 2025.

State Patrol Trooper

Methodology

C.R.S 24.50.104 requires that the compensation methodology for State law enforcement officers employed by the Colorado State Patrol shall be the same as the methodologies established for other classes, except that the amount of the salary shall be at least ninety-nine percent of the actual average salary provided to the top three law enforcement agencies within the State that have both more than 100 commissioned officers and the highest actual average salary.

The agencies that meet these criteria may change from one year to the next. For the State Trooper classes, individual salary data in the market was summarized by calculating the weighted average of actual salaries (by class size) reported.

Data Sources

In compliance with statute, the State reviewed the classification’s job duties and identified comparable matches in the market utilizing published survey sources. Market data was collected for the State Trooper classes directly from the highest-paid law enforcement agencies throughout the State. All participant organizations were ranked within the identified job matches by highest annual actual average salary. Next, the top three law enforcement jurisdictions within Colorado with the highest paid actual average salary having more than 100 commissioned officers were identified in compliance with the prescribed methodology.

Benchmark	Top Three Law Enforcement Jurisdictions
State Patrol Cadet	Lakewood, Fort Collins, Thornton
State Patrol Trooper I	Lakewood, Fort Collins, Thornton
State Patrol Trooper II	Lakewood, Arvada, Aurora
State Patrol Trooper III	Arvada, Boulder, Thornton
State Patrol Supervisor I	Arvada, Denver, Fort Collins
State Patrol Supervisor II	Douglas County, Boulder, Aurora
State Patrol Admin I	Douglas County, Larimer, Aurora
State Patrol Admin II	Douglas County, Larimer, Arvada

Data Adjustments

All market salary data was aged to a common effective date of July 1, 2025, using Mercer's market trend of +4% for salary increases. Market data points have not been adjusted geographically due to the statutorily defined market within Colorado.

Findings & Analysis

Overall, the comparison shows the State is +1.6% above the weighted market average (weighted by class size) for the top three law enforcement jurisdictions within the State of Colorado. However, certain classes are below the market average, and should be adjusted to comply with C.R.S. 24-50-104. The following chart provides the individual State Trooper classification comparison with the market.

State vs. Market Top 3 Law Enforcement Agencies

State FY 2024-25					Market FY 2025-26	
Class Title	Grade	# of EEs	Current Average Salary	Current Average Monthly	Projected Avg @ 99th Percentile	% Diff State From Mkt Avg
State Patrol Cadet	A91	47	\$78,791	\$6,566	\$6,754	-2.8%
State Patrol Trooper I	A92	190	\$93,770	\$7,814	\$7,565	+3.3%
State Patrol Trooper II	A93	99	\$103,460	\$8,622	\$9,026	-4.5%
State Patrol Trooper III	A94	194	\$116,588	\$9,716	\$9,735	-0.2%
State Patrol Supervisor I	A95	52	\$126,528	\$10,544	\$9,747	+8.2%
State Patrol Supervisor II	A96	110	\$144,360	\$12,030	\$11,554	+4.1%
State Patrol Admin I	A97	32	\$165,096	\$13,758	\$13,333	+3.2%
State Patrol Admin II	A98	10	\$178,848	\$14,904	\$14,444	+3.2%
Overall	N/A	734	\$114,320	\$9,527	\$9,381	+1.6%

The proposed FY 2025-26 pay structure minimums for State Patrol Troopers are as follows:

FY 2025-26 State Patrol Minimums

Job Class	FY 2025-26 Minimum
State Patrol Trooper Cadet	\$6,754
State Patrol Trooper I	\$7,635
State Patrol Trooper II	\$9,026
State Patrol Trooper III	\$9,735
State Patrol Supervisor I	\$10,544
State Patrol Supervisor II	\$12,030
State Patrol Admin I	\$13,758
State Patrol Admin II	\$14,904

Pay range minimums which are currently above the 99th percentile of the average salaries for the top three (3) law enforcement agencies will not be adjusted downward for FY 2025-26. Additionally, all State Patrol employees are recommended to receive the +2.5% Cost of Living Adjustment (formerly known as the across-the-board increase) for classified employees.

Critical Staffing Job Market Analysis

For FY 2025-26, the State also reviewed certain critical staffing jobs including Corrections Officers, Nurses, Teachers, Social Workers, Legal Assistants, Client Care Aides, Health Professionals, and Health Care Technicians to ensure that their pay ranges are competitive with the market due to challenges with recruiting and retaining staff. Overall, the State's base salaries and pay range midpoints for these jobs are above the market.

Series	Average Compa-ratio*	Average FY 2025-26 Midpoints Variance with Market Rate	Average Actual Salaries Variance with Market
Corrections Officers	90.7%	+3.1%	-8%
Nurses	86.4%	+14%	-4%
State Teachers	86.5%	+42%	+7%
Social Worker / General Counselors	86.7%	+25%	+7%
Legal Assistants	88.7%	+16%	+1%
Client Care Aides	80.8%	+39%	+11%
Health Professionals	95.0%	**	**
Health Care Technicians	96.3%	+23%	+22%

*Compa-ratio is defined as salary divided by pay range midpoint. This value provides a measurement of an employee's position within their pay range (i.e. a compa-ratio of 100% means the employee is paid at midpoint while a compa-ratio of 90% means the employee is paid 10% below midpoint).

**Accurate comparator jobs for this series are not available in survey data.

FY 2025-26 Cost Projections & Recommendations

The Department used July 2024 salaries for all classified staff to develop the figures presented here. The Department will work with the Office of State Planning & Budgeting to develop the final pay recommendations to be presented in the Governor's November 1 Budget Request for FY 2025-26. Recommendations reflect consideration of the results of the annual compensation survey, fiscal constraints, the ability to recruit and retain State employees, pay adjustments negotiated with COWINS.

Final adjustments to compensation and benefits approved by the Governor and the General Assembly will be announced following the legislative session. The Director then implements these adjustments on July 1, 2025.

Structure Adjustments to the Pay Plan with Steps

The Department recommends the State adjust the pay plan with steps by +2%, inline with the overall pay plan adjustment negotiated with COWINS. To the extent that an individual's salary falls below the minimum step rate for their classification and time-in-job series as a result of this adjustment, the State is required by the Partnership Agreement to make up the difference.

For FY 2025-26, the Department estimates that the upward movement of the pay plan will cost \$38,580,994. However, if a COLA is applied, the overall cost of the structure adjustment is reduced to \$12,499,247.

Cost of Living Adjustments (COLA)

Inline with the updated Statewide Partnership Agreement, the State recommends a +2.5% COLA. The cost to implement a +2.5% COLA for all State classified employees is estimated to be \$64,739,387.

Step Pay Increases

The cost for the Step Pay Program based on time-in-job series for eligible classified employees in the State Personnel System effective July 1, 2025, and the Proposed FY 2025-26 Step Pay Plan is \$21,437,982.

If a +2.5% COLA is implemented, the estimated cost for step pay increases is \$12,044,939 for eligible classified employees.

State Patrol Trooper Minimums

The salaries of State Patrol Troopers who are still below the minimum of their pay range following the Cost of Living Adjustment will be increased to the minimum of their new pay range. For FY 2025-26, the Department estimates that the cost associated solely with the new pay range minimums is \$362,056, while the total cost of all salary increases for State Patrol Troopers is \$2,969,790.

Insurance Benefits

Pursuant to the Partnership Agreement with COWINS, the State shall maintain medical, dental, and vision insurance for employees for the duration of the agreement. In the event that the cost of these benefits increases for FY 2025-26, the State must request 100% of the incremental cost.

The Department will finalize the cost of increases to healthcare, dental and life benefits following the finalization of cost projections in the market. This will be submitted in the Governor's budget request as soon as it is available.

Annual Total Compensation Process

This report fulfills the obligations under CRS 24-50-104 requiring the State Personnel Director to submit recommendations and estimated cost for State employee compensation for the next fiscal year to the Joint Budget Committee of the general assembly by October 1 of every year.

Under CRS 24-50-104, every four years the State Personnel Director is required to submit an expanded compensation report that includes recommendations to maintain the salary structure, benefits, and leave. The next quadrennial compensation report will be published on October 1, 2025.

Appendix

Benchmark Titles

The following table indicates the number of jobs in each occupational group that were included in the market analysis for FY 2024-25 and FY 2025-26:

Occupational Group	# of Benchmarks in FY 2024-25	# of Benchmarks in FY 2025-26
Administrative Support and Related	6	14
Enforcement and Protective Services	15	31
Health Care Services	37	49
Information Technology	86	55
Labor, Trades, and Crafts	25	40
Physical Science and Engineering	12	30
Professional Services	87	148
State of Colorado	268	367

The following list contains the name of each job classification that was included in the FY 2025-26 analysis. The job classifications listed may include a note to indicate the following:

- **Similar:** This indicates that the classification was included in the fiscal years 2024-25 and 2025-26 analysis with substantially similar comparators.
- **New:** These classifications were not included in prior fiscal year's analysis.

Administrative Support & Related

- ADMIN ASSISTANT I (New)
- ADMIN ASSISTANT III (Similar)
- COLLECTIONS REP II
- COMPUTER OPER SUPV I (New)
- COMPUTER OPERATOR II (New)
- DATA ENTRY OPERATOR I (New)
- LIBRARY TECHNICIAN I (New)
- MEDICAL RECORDS TECH II (Similar)
- OFFICE MANAGER I (New)
- OFFICE MANAGER II
- POLICE COMMUNICATION TECH (Similar)
- SALES ASSISTANT III (New)
- SERVICE DISPATCHER
- SYSTEMS MONITORING COORD III (New)
- CORR/YTH/CLN SEC SUPV III
- CORRECTIONS CASE MGR I (New)
- CORRECTIONS CASE MGR II (New)
- CORRECTIONS CASE MGR III (New)
- CRIMINAL INVESTIGATOR I
- CRIMINAL INVESTIGATOR II
- CRIMINAL INVESTIGATOR III
- FIREFIGHTER I (Similar)
- FIREFIGHTER II (Similar)
- FIREFIGHTER III (Similar)
- FIREFIGHTER IV (Similar)
- FIREFIGHTER TRAINEE (New)
- FIREFIGHTER V (Similar)
- FIREFIGHTER VI (Similar)
- FIREFIGHTER VII (Similar)
- POLICE ADMINISTRATOR I
- POLICE OFFICER I (Similar)
- POLICE OFFICER II (New)
- POLICE OFFICER III (Similar)
- SAFETY SECURITY OFF I (New)
- SAFETY SECURITY OFF III (New)

Enforcement & Protection Services

- COMMUNITY PAROLE MGR (New)
- COMMUNITY PAROLE OFF (New)
- COMMUNITY PAROLE SUPV (New)
- COMMUNITY PAROLE TEAM LDR (New)
- CORR SUPP TRADES SUPV I (New)
- CORR/YTH SEC OFF IV (New)
- CORR/YTH SEC OFF V (New)
- CORR/YTH/CLIN SEC OFF I
- CORR/YTH/CLIN SEC OFF II (New)
- CORR/YTH/CLN SEC SPEC III (New)

Healthcare Services

- ADDICTION SPECIALIST I (Similar)
- ADDICTION SPECIALIST II (Similar)
- ANIMAL CARE I (New)
- CLIENT CARE AIDE II (Similar)
- CLINICAL BEHAV SPEC II (Similar)
- CLINICAL TEAM LEADER (Similar)
- CLINICAL THERAPIST I (New)
- CLINICAL THERAPIST II
- CLINICAL THERAPIST IV
- COMMUNITY WORKER I (New)
- DENTAL CARE I (Similar)

- DENTAL CARE IV (Similar)
- DIAG PROCED TECHNOL II
- DIAG PROCED TECHNOL IV
- DIETITIAN II (Similar)
- DIETITIAN III (New)
- HEALTH CARE TECH I (Similar)
- HEALTH CARE TECH III (Similar)
- LABORATORY SUPPORT I (New)
- LABORATORY TECHNOLOGY I
- LABORATORY TECHNOLOGY II (New)
- LABORATORY TECHNOLOGY III
- LPN I (Similar)
- LPN III (Similar)
- MENTAL HLTH CLINICIAN I (New)
- MENTAL HLTH CLINICIAN II (Similar)
- MID-LEVEL PROVIDER (Similar)
- NURSE CONSULTANT (New)
- NURSE I
- NURSE III (Similar)
- NURSE V (New)
- NURSE VI (Similar)
- PARAMEDIC (Similar)
- PHARMACIST III (New)
- PHARMACY TECHNICIAN I (Similar)
- PSYCHOLOGIST I (Similar)
- PSYCHOLOGIST II (New)
- SOCIAL WORK/COUNSELOR I (Similar)
- SOCIAL WORK/COUNSELOR II (Similar)
- SOCIAL WORK/COUNSELOR III (Similar)
- SOCIAL WORK/COUNSELOR IV (Similar)
- THERAPIST II
- THERAPIST III
- THERAPY ASSISTANT I (Similar)
- THERAPY ASSISTANT II (Similar)
- THERAPY ASSISTANT III (Similar)
- THERAPY ASSISTANT IV (New)
- VETERINARIAN I (New)
- VETERINARIAN II (New)

Information Technology

- CYBER SECURITY I
- CYBER SECURITY II
- CYBER SECURITY III
- CYBER SECURITY IV
- CYBER SECURITY V
- CYBER SECURITY VI
- DATABASE SERVICES I
- DATABASE SERVICES II
- DATABASE SERVICES III
- DATABASE SERVICES IV
- DATABASE SERVICES V
- DATABASE SERVICES VI
- GEOGRAPHIC INFORMATION SYSTEMS II
- GEOGRAPHIC INFORMATION SYSTEMS III
- GEOGRAPHIC INFORMATION SYSTEMS IV
- GEOGRAPHIC INFORMATION SYSTEMS V
- GEOGRAPHIC INFORMATION SYSTEMS VI
- INFORMATION TECHNOLOGY I
- INFORMATION TECHNOLOGY II
- INFORMATION TECHNOLOGY III
- INFORMATION TECHNOLOGY IV
- INFORMATION TECHNOLOGY V
- INFORMATION TECHNOLOGY VI
- INFORMATION TECHNOLOGY VII
- IT BUSINESS ANALYST I
- IT BUSINESS ANALYST II
- IT BUSINESS ANALYST III
- IT BUSINESS ANALYST IV
- IT BUSINESS ANALYST V
- IT BUSINESS ANALYST VI
- IT DEVELOPER I
- IT DEVELOPER II
- IT DEVELOPER III
- IT DEVELOPER IV
- IT DEVELOPER V

- IT DEVELOPER VI
- IT PROJECT MANAGEMENT I
- IT PROJECT MANAGEMENT II
- IT PROJECT MANAGEMENT III
- IT PROJECT MANAGEMENT IV
- IT PROJECT MANAGEMENT V
- IT PROJECT MANAGEMENT VI
- IT SUPPORT SERVICES I
- IT SUPPORT SERVICES II
- IT SUPPORT SERVICES III
- IT SUPPORT SERVICES IV
- IT SUPPORT SERVICES V
- IT SUPPORT SERVICES VI
- IT SUPPORT SERVICES VII
- WEBMASTER I
- WEBMASTER II
- WEBMASTER III
- WEBMASTER IV
- WEBMASTER V
- WEBMASTER VI

- GROUNDS & NURSERY III (Similar)
- INSPECTOR I (New)
- LTC OPERATIONS I (New)
- MACHINING TRADES II (Similar)
- MACHINING TRADES IV (Similar)
- MATERIALS HANDLER I
- MATERIALS SUPERVISOR (Similar)
- PIPE/MECH TRADES II (New)
- PIPE/MECH TRADES III (New)
- PRODUCTION I (New)
- PRODUCTION V (New)
- PROJECT PLANNER I (Similar)
- SCHEDULER (Similar)
- SECURITY I (Similar)
- SECURITY III (Similar)
- STRUCTURAL TRADES I (New)
- STRUCTURAL TRADES II (New)
- TRANSPORTATION MTC I (Similar)
- TRANSPORTATION MTC II (New)
- TRANSPORTATION MTC III (Similar)
- UTILITY PLANT OPER I (New)

Labor, Trades and Crafts

- CUSTODIAN I (Similar)
- CUSTODIAN III (Similar)
- DINING SERVICES I
- DINING SERVICES II
- DINING SERVICES III
- DINING SERVICES IV
- DINING SERVICES V
- ELECTRICAL TRADES I (New)
- ELECTRICAL TRADES II
- ELECTRICAL TRADES III (New)
- ENGR/PHYS SCI ASST II (New)
- ENGR/PHYS SCI ASST III (New)
- EQUIPMENT MECHANIC II (Similar)
- EQUIPMENT MECHANIC IV
- EQUIPMENT OPERATOR II (Similar)
- EQUIPMENT OPERATOR IV (New)
- GENERAL LABOR I
- GENERAL LABOR III (Similar)
- GROUNDS & NURSERY I

Physical Science and Engineering

- ACTUARY I (New)
- ACTUARY IV (New)
- ARCHITECT I (New)
- CIVIL ENG PROJ MANAGER I (New)
- CIVIL ENG PROJ MANAGER II
- DESIGNER/PLANNER (New)
- ELECTRONICS ENGINEER I (New)
- ELECTRONICS ENGINEER III (New)
- ELECTRONICS SPEC I (New)
- ELECTRONICS SPEC II
- ELECTRONICS SPEC IV (Similar)
- ENGINEER-IN-TRAINING I (New)
- ENGR/PHYS SCI TECH I (New)
- ENGR/PHYS SCI TECH III (New)
- ENVIRON PROTECT SPEC II (New)
- ENVIRON PROTECT SPEC V (New)
- LANDSCAPE ARCHITECT I (New)

- PHY SCI RES/SCIENTIST I (New)
- PHY SCI RES/SCIENTIST IV (New)
- PROF LAND SURVEYOR I (New)
- PROFESSIONAL ENGINEER I (Similar)
- PROFESSIONAL ENGINEER II (Similar)
- PROFESSIONAL ENGINEER IV (Similar)
- STATISTICAL ANALYST II (Similar)
- STATISTICAL ANALYST IV
- TELECOMMUNICATIONS ENGINEER I
- TELECOMMUNICATIONS ENGINEER II (New)
- TELECOMMUNICATIONS ENGINEER III
- TELECOMMUNICATIONS SPECIALIST I
- TELECOMMUNICATIONS SPECIALIST III (Similar)

Professional Services

- ACCOUNTANT I (Similar)
- ACCOUNTANT II (Similar)
- ACCOUNTANT III (Similar)
- ACCOUNTANT IV
- ACCOUNTING TECHNICIAN I (Similar)
- ACCOUNTING TECHNICIAN II (Similar)
- ACCOUNTING TECHNICIAN III (Similar)
- ACCOUNTING TECHNICIAN IV (Similar)
- ADMINISTRATOR I (New)
- ADMINISTRATOR IV (New)
- AIRCRAFT PILOT (New)
- ANALYST II (Similar)
- ANALYST III (Similar)
- ANALYST IV (Similar)
- ANALYST V (Similar)
- ANALYST VI (Similar)
- ANALYST VII (Similar)
- APPRAISER II (New)
- ARCHIVIST I (New)
- ARTS PROFESSIONAL I (New)

- ARTS TECHNICIAN II (New)
- AUDITOR I (Similar)
- AUDITOR II (Similar)
- AUDITOR III (Similar)
- AUDITOR IV (Similar)
- AUDITOR V (Similar)
- BUDGET & POLICY ANLST III (Similar)
- BUDGET & POLICY ANLST IV (Similar)
- BUDGET & POLICY ANLST V (Similar)
- BUDGET ANALYST I (Similar)
- BUDGET ANALYST II (Similar)
- BUSINESS APPLICATION SUPPORT SPECIALIST I (New)
- BUSINESS APPLICATION SUPPORT SPECIALIST III (New)
- CHAPLAIN I (New)
- COMMUNITY & ECON DEVT III (New)
- COMMUNITY & ECON DEVT V (New)
- COMMUNITY PROG SPEC III (New)
- COMMUNITY PROG SPEC V (New)
- COMP INSURANCE SPEC II (New)
- COMP INSURANCE SPEC III (New)
- COMPL INVESTIGATOR II (New)
- COMPLIANCE SPECIALIST II (New)
- COMPLIANCE SPECIALIST V (New)
- CONTRACT ADMINISTRATOR II (New)
- CONTRACT ADMINISTRATOR VI (New)
- CONTROLLER I
- CONTROLLER II (Similar)
- CONTROLLER III (Similar)
- CORRL ACCOUNT SALES REP (New)
- DATA MANAGEMENT III (New)
- ECONOMIST I (New)
- ECONOMIST IV (New)
- ELECTIONS SPECIALIST III
- ELECTIONS SPECIALIST V
- EMER PREP & COMM SPEC III (Similar)

- EMER PREP & COMM SPEC V (Similar)
- FIN/CREDIT EXAMINER I (New)
- FIN/CREDIT EXAMINER II
- FIN/CREDIT EXAMINER IV
- FOOD SERV MGR I (Similar)
- FOOD SERV MGR II (Similar)
- FOOD SERV MGR III (Similar)
- FOOD SERV MGR IV (Similar)
- GRANTS SPECIALIST II (New)
- HEARINGS OFFICER II (New)
- HUMAN RESOURCES SPEC II (New)
- HUMAN RESOURCES SPEC III (Similar)
- HUMAN RESOURCES SPEC IV (New)
- HUMAN RESOURCES SPEC V (Similar)
- HUMAN RESOURCES SPEC VI (Similar)
- INVESTMENT OFFICER III (New)
- LABOR/EMPLOYMENT SPEC II (New)
- LABOR/EMPLOYMENT SPEC V (New)
- LEGAL ASSISTANT II (Similar)
- LIBRARIAN I (New)
- LIF/SOC SCI RSRCH/SCI III (New)
- LIF/SOC SCI RSRCH/SCI IV (New)
- MANAGEMENT (New)
- MEDIA SPECIALIST II (New)
- MEDIA SPECIALIST IV (New)
- MKTG & COMM SPEC III (Similar)
- MKTG & COMM SPEC V (Similar)
- PARK MANAGER I (Similar)
- PARK MANAGER II (Similar)
- PARK MANAGER III (Similar)
- PARK MANAGER IV (Similar)
- PARK MANAGER V (Similar)
- PARK MANAGER VI (Similar)
- PLANNING SPECIALIST III (New)
- PLANNING SPECIALIST IV (New)
- POLICY ADVISOR III (New)
- POLICY ADVISOR IV (New)
- PORT OF ENTRY I (Similar)
- PORT OF ENTRY III (Similar)
- PROGRAM ASSISTANT I (Similar)
- PROGRAM ASSISTANT II (New)
- PROGRAM MANAGEMENT I
- PROGRAM MANAGEMENT II (New)
- PROGRAM MANAGEMENT III (Similar)
- PROJECT COORDINATOR (New)
- PROJECT MANAGER I (Similar)
- PROJECT MANAGER II (Similar)
- PROPERTY TAX SPEC II (Similar)
- PROPERTY TAX SPEC IV (Similar)
- PUB HLTH & CMTY OUT III (New)
- PUB HLTH & CMTY OUT V (New)
- PURCHASING AGENT II (New)
- PURCHASING AGENT III (Similar)
- PURCHASING AGENT V (Similar)
- PURCHASING AGENT VI (New)
- RATE/FINANCIAL ANALYST I (Similar)
- RATE/FINANCIAL ANALYST II (Similar)
- RATE/FINANCIAL ANALYST III (Similar)
- RATE/FINANCIAL ANALYST IV (Similar)
- RATE/FINANCIAL ANALYST V (Similar)
- REAL ESTATE SPEC III (Similar)
- REAL ESTATE SPEC IV (New)
- REAL ESTATE SPEC V (Similar)
- REAL ESTATE SPEC VI (New)
- RECORDS ADMINISTRATOR I (New)
- REHABILITATION COUNS I
- REHABILITATION SUPV I (Similar)
- RETAIL BUS REP (New)
- REVENUE AGENT I (Similar)
- REVENUE AGENT II (Similar)
- REVENUE AGENT III (Similar)
- REVENUE AGENT IV (Similar)
- SAFETY SPECIALIST III (Similar)
- SAFETY SPECIALIST IV (New)
- SAFETY SPECIALIST V (Similar)
- SALES MANAGER II (New)

- SCINT PRGMR/ANLST II (New)
- SCINT PRGMR/ANLST IV (New)
- STATE TEACHER I (Similar)
- STATE TEACHER IV
- STUDENT SERVICES SPEC III (Similar)
- STUDENT SERVICES SPEC V (Similar)
- TAX EXAMINER I
- TAX EXAMINER III
- TECHNICIAN II
- TECHNICIAN III (New)
- TECHNICIAN IV
- TRAINING SPECIALIST I
- TRAINING SPECIALIST V
- WILDLIFE MANAGER I
- WILDLIFE MANAGER II
- WILDLIFE MANAGER III
- YOUTH SERV COUNSELOR I (New)



COLORADO

Department of Personnel & Administration

Addendum: FY 2025-26 Annual Compensation Report Rehabilitation Services System Maintenance Study

This addendum to the FY 2025-26 Annual Compensation Report published on October 1, 2024 adds a proposed system maintenance study for the Rehabilitation Services class series. Vacancies in this series are critically impacting the services that the State provides. This system maintenance study updates the class descriptions and pay ranges for the Rehabilitation Services class series to ensure it is competitive with the market.

The Director is statutorily responsible for maintaining and revising the system of classifications covering all positions in the State Personnel System. System maintenance studies include the review of class descriptions, and the assignment of appropriate pay grades. Individual employee salaries that are below the new grade minimum or the pay for their step are adjusted upward to the new grade minimum or the new step pay amount, which results in cost. If current salaries are above the maximum of the new grade, employees maintain their current salaries for up to three years as authorized by C.R.S. 24-50-104(1)(e).

To implement this study, additional funding will be requested through the FY 2025-26 budget amendment process. The proposed updates, if approved, will be implemented on July 1, 2025.