



FY 2024-25 Annual Compensation Report





COLORADO

**Department of Personnel
& Administration**

October 3, 2023

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

Honorable Senator Rachel Zenzinger
Chair, Joint Budget Committee
Colorado General Assembly
200 East 14th Avenue
Denver, Colorado 80203

Dear Governor Polis and Senator Zenzinger,

In accordance with C.R.S. 24-50-104(4), the State Personnel Director (Director) is required to submit an Annual Compensation Report (report) regarding the State of Colorado's (State) total compensation package every four years. 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, state contributions for benefits plans, and merit pay for FY 2024-25.

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 are competitive with practices in the market;
- II. Move efficiently performing employees in the workforce through the pay range over the course of their employment; and
- III. Reward employees in the workforce who are meeting or exceeding performance expectations with recognition for their merit and tenure in service to the State.

In FY 2023-24, the State delivered one of the largest compensation packages ever, and the State will continue to make gains through the current Partnership Agreement with Colorado WINS. The State retained Mercer to update salary survey market data. For FY 2024-25, Mercer estimated that the State's average base salary lags the market median by 7.9%.

The Department worked closely with the Governor's Office of State Planning and Budgeting and the Colorado Workers for Innovative and New Solutions (COWINS), to develop the recommendations for the appropriate amount of funding for salary increases for FY 2024-25. The information in this report reflects a consideration of the results of the annual compensation survey, fiscal constraints, and the ability to recruit and retain State employees.

Respectfully submitted,

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

cc: Joint Budget Committee Members, Cabinet Members, Higher Education Presidents, Colorado WINS, Craig Harper, Mitch Burmeister



Tony Gherardini
State Personnel Director and Executive Director

Laura Koeneman
Statewide Chief Human Resources Officer



COLORADO
Department of Personnel
& Administration

About This Report

The State of Colorado (State) FY 2024-25 Annual Compensation Report includes study findings prepared by Mercer with assistance from the Department of Personnel & Administration (Department), and Division of Human Resources (Division). The purpose of the report is to analyze the competitiveness of the State's salary and pay plans against the 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, 2024.

For FY 2024-25, Mercer estimated that the State's average base salaries show a variance of -7.9% (below) the market. The State's philosophy (see C.R.S. §24-50-104) is 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. Base salaries are a large portion of total compensation and the State should strive to reduce the overall market lag.

How to Use This Report

This report provides a statewide overview of approximately 15,000 employees in a set group of benchmark jobs. The data in this report is aggregated to represent the State's compensation offerings in comparison to the market.

This report serves as a roadmap to conduct analysis and provide recommendations regarding compensation. Market lag is calculated as a composite of all benchmark market lags or leads. Some benchmarks will be above the market, and some will be below the market.

The underlying data that is aggregated in this report allows the State to review individual benchmarks and employee data. For example, if a benchmark job's pay range shows a significant variance with the labor market, several factors should be evaluated before specific recommendations can be made, including:

- Employee data, such as position-in-range
- Benchmark comparisons
- Localized labor market data such as job postings
- Turnover
- Compression
- Supply and demand of talent
- Time to move to midpoint
- The entire class series must be reviewed in addition to the benchmark classifications

Assuming these factors indicate a change should be made, an individualized plan to address the lag may subsequently be implemented. Under the same consideration, if a job's pay range is above the market, it does not mean that base salary increases do not need to be considered if there is difficulty recruiting and retaining employees. For example, localized job postings may show that the labor market for a job is significantly higher or that there are other incentives in the market, such as sign-on bonuses, which may not appear in market data. These factors should all be considered when making recommendations.

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FY 2024-25 Annual Compensation Report

Introduction

State employees are the foundation for ensuring that State government is responsive, relevant, and bold in order to deliver exceptional services to Coloradans. 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, market-competitive State contributions for group benefit plans, base salary adjustments, and merit pay for the upcoming fiscal year. The State benchmarks its compensation program so it is internally equitable, and aligned to be competitive with the external market. In FY 2023-24, the State delivered one of the largest compensation packages ever, and the State will continue to make gains through the current Partnership Agreement with Colorado Workers for Innovative and New Solutions (COWINS).

This report is based on an annual review of compensation that evaluates employee compensation practices, levels, and cost. The FY 2024-25 report methodology is based on:

- Relevant labor market data - public and private employers with consistent aging and geographical adjustments
- Recent market data
- When possible, at least three employer matches 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, or call-back pay. In addition to actual 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, merit 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).

Colorado Revised Statute §24-50-104(4)(c)

By September 15, 2017, and by September 15 of each year thereafter through September 15, 2021, and on or before October 1, 2022, and on or before October 1 of each year thereafter, the state personnel director shall submit recommendations and estimated costs for state employee compensation for the next fiscal year, covering salaries, state contributions for group benefit plans, and merit pay, to the governor and the joint budget committee of the general assembly. The recommendations shall reflect a consideration of the results of the quadrennial compensation survey, fiscal constraints, the ability to recruit and retain state employees, appropriate adjustments with respect to state employee compensation, and those costs resulting from implementation of section 24-50-110 (1)(a). The recommendations for state contributions for group benefit plans shall specify the annual group benefit plan year established pursuant to section 24-50-604 (1)(m). The recommendations submitted to the governor and the joint budget committee shall include the results of the surveys of public or private employers and jobs.

Methodology & Data Sources

Survey Benchmarks

The annual survey process requires identifying the core group of jobs within the State’s classified personnel system to be used as benchmarks for conducting salary data comparison with other employers in the market. For this study, the majority of benchmark jobs were retained from the prior study year to ensure consistency in market comparison. For FY 2024-25, the State identified 268 benchmark job classes. They were chosen using the following guidelines for benchmark selection:

- Representation of all occupational groups and levels throughout the organization
- Highly populated jobs
- Jobs found in most organizations
- Jobs with recruitment or retention issues

Data was collected for 268 job classes, including those job classes reviewed as part of ongoing system maintenance studies.

The overall result is a comprehensive set of benchmark jobs reflecting the occupational groups and levels that exist within the State’s classified structure. For the complete list of the 268 benchmark jobs, refer to the Appendix.

Survey Data Collection & Job Matching

The survey process analyzed a core 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 using the following steps:

- Compared benchmark job summaries to comparable job matches from the surveys
- Reviewed State class descriptions and other job documentation to ensure the duties and responsibilities of benchmark jobs, their level of job functioning, and the reporting relationships are understood to make appropriate job matches from published survey sources

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. All data collected was adjusted to the state of Colorado, which means salaries were adjusted to account for the cost of labor in Colorado.

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. For this year’s study, Mercer defined the primary labor market for which market data was 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 this report, all data was aged to a common effective date of July 1, 2024 to reflect the new budget year, using standard aging factors described in the following sections.

PUBLISHED SURVEYS USED FOR MARKET SALARY COMPARISON	
CompData Benchmark Pro - National - January, 2023	2021 Bureau of Labor Statistics Occupational and Wage Statistics
Employers Council Public Employers, 2022	2022 Employers Council Public Employers Compensation Survey
Mercer Benchmark - United States, 2023	2022 Employers Council Information Technology Compensation Survey
WTW General Industry Professional Administrative & Sales - Job-Level Report, 2022	2021 Willis Towers Watson Survey Library
WTW General Industry Supervisory & Middle Management - Job-Level Report, 2022	CompData Banking and Finance - National - January, 2023
NCASG State Governments, 2022	CompData Health Care - National - January, 2023
WTW General Industry Office and Business Support - Job-Level Report, 2022	Mercer IHN Module 5 - Healthcare Individual Contributors, 2023
Bureau of Labor Statistics Occupational Employment and Wage Statistics, 2021	CompData Accounting - January, 2023
WTW Health Care Middle Management, Professional and Support, 2022	Employers Council Public Employers, 2022
WTW General Industry Professional Technical & Operations - Job-Level Report, 2022	WTW General Industry Technical Support & Production - Job-Level Report, 2022
Employers Council Public Employers, 2022	Mercer IHN Module 6B - Physician Practices/Outpatient Facilities, 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 public and private sectors. Survey participants are known by 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 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 labor markets, differentials that factor in economic variations are calculated and applied to data collected from employers outside Colorado. The State applied geographic differentials to ensure that data is reflective of the state's labor market and economic conditions. Both Mercer and Economic Research Institute (ERI), a geographic assessor, are used to identify the appropriate geographic differences. All data was geographically adjusted to the State of Colorado's labor market.

Aging Adjustments

Additionally, not all survey publications utilize the same effective date for their pay rates. In order for all survey data to have a common effective date, all market salary data was aged to July 1, 2024, using the Mercer market trend of 4% per year for actual salaries. The State uses the median value of salary survey data, because outliers, or extreme values on either the high or low end, have a bigger effect on the mean and less on the median.

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 prevailing market rates, the State's methodology utilized a 50/50 blend of for-profit and public sector/not for profit scopes, where available.

- ERI was used to geographically adjust the market data to reflect the State's labor market
- Data reflects a common effective date of July 1, 2024
- 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 market median in terms of actual salaries

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 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:

- Market shifts due to low/high unemployment, competition for talent, or cost of labor
- Stagnant employee pay (i.e., no merit, across-the-board increases, no structure adjustments, employees not progressing through the ranges, etc.)
- System maintenance studies which update pay ranges and position classifications
- Outdated job classes or misaligned job classes, as well as broad banded classes
- Changes in benchmarks or the addition/removal of benchmarks
- The number of incumbents in a position and the position in the range at which they were hired
- The effective date of reported data in the salary surveys - some industries award increases in January
- Custom survey data versus published survey data
- Granting of across-the-board increases and structure adjustments
- Changes in vendor methodology
- Changes made due to legislative audit findings

Base Salary

-7.9%
COMPARED TO
MARKET MEDIAN

Findings & Analysis

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:

- Positive (+) figure indicates that the State pays above the market
- Negative (-) figure indicates that the State pays below the market

The State collected market data for 268 benchmark jobs utilizing published survey sources including, but not limited to, CompData Benchmark Pro, Mercer, and Willis Towers Watson. Data included both public and private sector participants. Due to the professional practice of maintaining participant confidentiality, it is not possible to verify the number of private and public sector participants for data-cuts. All salary data (base pay, total cash compensation) was compiled and adjusted for the State of Colorado labor market using the Economic Research Institute's (ERI) Geographic Assessor.

Overall, the State's base salaries show a variance of -7.9% with the 50th percentile, or median, of the full market. For each benchmark comparison, the percentage difference was calculated between the State's average actual (base) salary and the market median. Of the 268 benchmarked classifications, 118 were compensated below the full market median.

Occupational Group Comparison with Market Base Salary

The State's 268 benchmarked classifications represent approximately 39.0% of current classified job classifications and have been categorized into occupational groups defined by the State. The table below represents aggregate comparisons of all benchmark positions within occupational groups compared to market benchmark positions and shows the year-to-year trend.

STATE AVERAGE BASE SALARY COMPARISON WITH MARKET MEDIAN BASE SALARY

Occupational Group	% Difference from Market Median (FY 2024-25)	% Difference from Market Median (FY 2023-24)
Enforcement and Protective Services*	-11.5%	+11.0%
Healthcare Services	-4.7%	-3.7%
Labor, Trades, and Crafts	-4.9%	-5.5%
Administrative Support and Related	-13.1%	-12.3%
Professional Services	-8.9%	-8.8%
Physical Science and Engineering	-6.8%	+0.8%
Information Technology**	**	+7.1%
State of Colorado	-7.9%	-5.2%

*Does not include State Patrol Troopers

**IT positions are currently undergoing a system maintenance study

Note: for the Enforcement and Protective Services occupational group, the data above was driven by a review of several job classifications that were not included last year. These classes were selected as a result of ongoing System Maintenance Studies (Firefighters, Criminal Investigators) and due to concerns regarding retention and recruitment (Police Officers, Correctional Officers).

It is recommended that the State review individual benchmark classifications within the occupational groups with a variance greater than +/- 10 from the market median to ensure an appropriate compensation strategy.

Market Salary Structure

+0.3%
COMPARED TO
MARKET RANGE
MIDPOINT

Findings & Analysis

The State compared the overall classified salary structure for all 268 benchmarked jobs, excluding the State Trooper classification series, with the overall full market pay grade average at range minimum, midpoint, and maximum. The State's pay range midpoints show a variance of +0.3% with the labor market for jobs with similar responsibilities and qualifications.

Next, the State compared the overall range spread of the State's FY 2023-24 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	50%	58%

Occupational Group Comparison with Market Salary Structure

The following table compares salary structures of the State's occupational groups to the market ranges for benchmark jobs. Variations for the specific occupation groups are listed on the following page.

SALARY STRUCTURE MARKET COMPARISON

Occupational Group	% Difference from Market Median (FY 2024-25)	% Difference from Market Median (FY 2023-24)
Enforcement and Protective Services*	-12.4%	+3.3%
Healthcare Services	+10.8%	+0.3%
Labor, Trades, and Crafts	+0.6%	-2.6%
Administrative Support and Related	+1.1%	-9.1%
Professional Services	-4.0%	-11.1%
Physical Science and Engineering	-7.0%	-3.7%
Information Technology**	**	+11.6%
State of Colorado	+0.3%	-6.4%

*Does not include State Patrol Troopers

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

Employees are primarily grouped into the first and second Quartile to ensure hiring rates do not exceed the level at which they are funded by the General Assembly. This impacts overall base salaries and position to market. Ideally employees, where applicable, would be closer to the midpoint and above, depending on experience, time in role, etc.

The following table represents how far an average employee (by occupational group) moves through the salary ranges.

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 Troopers

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

Projected Increases to Salary Structure

According to both WorldatWork's 2023-24 Salary Budget Survey and Mercer's 2023 QuickPulse US Compensation Planning Survey, the projected salary structure increase for the market is +3.0% (nationally) for 2024.

Pay Range Midpoints

The State's pay range midpoints show an average variance of +0.3% above the full market average range midpoint. To remain competitive, the State should consider the following practices (note that the following recommendations are separate from salary budget increases):

- Adjust the salary structure, including increasing pay range minimums, for FY 2024-25 by utilizing the projected market trends to ensure the structure continues to remain competitive
- Review individual job classifications within occupational groups where there is misalignment with the market
- Ensure employees move through the ranges to reduce potential salary compression issues

Market Salary Increase Projections

Findings & Analysis

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. Per the Partnership Agreement with COWINS, a +3.0% across-the-board increase has been negotiated for FY 2024-25, subject to funding and approval by the General Assembly.

According to national compensation planning surveys, employers plan to provide the following salary increase budgets in 2024:

FY 2024-25 SALARY INCREASE PROJECTIONS IN THE	
Survey Source	FY 2024-25 Base Salary Projections
2023 Mercer QuickPulse US Compensation Planning Survey (August Edition)	3.8% (median)
WorldatWork 2023-24 Salary Budget Survey (national)	4.0% (median)
WorldatWork 2023-24 Salary Budget Survey (Colorado)	4.0% (median)

Pay Plan

For FY 2023-24, the State implemented a modified pay plan to align pay ranges with a competitive market position to address the State’s recruitment and retention factors. The State plans to implement the Step Pay Program based on time in job series for classified employees in the State Personnel System effective July 1, 2024, subject to funding and approval by the General Assembly. The Step Pay Program addresses pay equity issues, alleviates pay compression, reduces bias, and addresses employee pay progression through the pay range based on time in job series. The proposed FY 2024-25 Pay Plan with Steps is posted online at dhr.colorado.gov/state-hr-professionals/compensation/2024-step-pay-program-for-state-of-colorado-employees.

Recommendations

Part of the State’s compensation philosophy is that the State should provide “total compensation that meets or exceeds total compensation provided by public or private sector employers”. Although the State’s pay ranges show that they are currently competitive, they should be updated in order to remain competitive in 2024. In addition, the State lags the market in terms of actual salaries, and a salary increase budget should be provided to ensure salaries of current employees also remain competitive.

Due to the above factors and the analysis summarized in the preceding sections, the State should consider the following actions for FY 2024-25:

Base Salaries

It is recommended that the State consider providing a +3.0% across-the-board increase for all classified employees. If employees remain below their step following this increase, they would then receive an additional increase to the appropriate step. The +3.0% across-the-board increase recommendation is intended to keep employees’ salaries competitive based on the following:

- Overall, the State’s average base salaries show a variance of -7.9% with the labor market’s average base salaries
- Compensation planning surveys project that US employers will provide total base salary increase budgets of +3.8% to +4.0%
- Employees who will not receive a step increase due to their current salary being above their step may fall behind in their pay range if they do not receive a competitive increase

The State is committed to a +3.0% across-the-board increase, as negotiated with COWINS. In addition, step pay increases will not directly increase market competitiveness for hiring, as pay ranges will not be impacted.

Salary Structure Adjustments

It is recommended that the State consider increasing its pay range structure by +3.0% based on the following:

- WorldatWork’s 2023-24 Salary Budget Survey projects that employers will increase their pay structures by +3.0% nationally (regional information is not available)
- Mercer’s 2023 US Compensation Planning Survey projects salary structure adjustments of +3.0% nationally
- The State has already committed to a minimum of a +3.0% structure adjustment as negotiated with COWINS

Merit Matrix Adjustments to Base Pay

The Department is not recommending merit pay for FY 2024-25, as the State will request funding for the Step Pay Program implementation, as negotiated with COWINS.

State Patrol Trooper

-5.6%
 COMPARED TO
 MARKET
 AVERAGE

Methodology

The methodology used to determine and maintain compensation for the law enforcement officers employed by Colorado State Patrol is provided by C.R.S. 24-50-104, with one exception. The labor market used for adjustments to actual salaries is uniquely defined as the top three law enforcement agencies within Colorado having 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, as required by statute.

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 statute methodology.

Benchmark	Top Three Law Enforcement Jurisdictions
State Patrol Cadet	Fort Collins, Arvada, Thornton
State Patrol Trooper I	Fort Collins, Littleton, Lakewood
State Patrol Trooper II	Colorado Springs, Fort Collins, Littleton
State Patrol Trooper III	Arvada, Lakewood, Thornton
State Patrol Supervisor I	Colorado Springs, Lakewood, Arvada
State Patrol Supervisor II	Colorado Springs, Lakewood, Arvada
State Patrol Admin I	Colorado Springs, Lakewood, Arvada
State Patrol Admin II	Lakewood, Arvada*

*Only two agencies were listed as they are the only ones with comparable positions.

Data Adjustments

All data was aged to a common effective date of July 1, 2024, using Mercer’s market trend of 4% for salary budget increase. Market data points have not been adjusted geographically due to the statutorily defined market within Colorado.

Findings & Analysis

Overall comparison shows the State is -5.6% below the weighted market average (weighted by class size) for the top three law enforcement jurisdictions within the State of Colorado. The following chart provides the individual State Trooper classification comparison with the market.

State vs. Market Top 3 Law Enforcement Agencies						
State FY 2023-24					Market FY 2024-25	
Class Title	Grade	# of EEs	Current Average Salary	Current Average Monthly	Projected Avg @ 99th Percentile	% Diff State From Mkt Avg
State Patrol Cadet	A91	9	\$73,332	\$6,111	\$6,509	-6.1%
State Patrol Trooper I	A92	139	\$90,828	\$7,569	\$7,635	-0.9%
State Patrol Trooper II	A93	109	\$98,280	\$8,190	\$8,553	-4.2%
State Patrol Trooper III	A94	201	\$108,348	\$9,029	\$9,480	-4.8%
State Patrol Supervisor I	A95	57	\$115,416	\$9,618	\$10,544	-8.8%
State Patrol Supervisor II	A96	102	\$129,636	\$10,803	\$12,030	-10.2%
State Patrol Admin I	A97	33	\$153,936	\$12,828	\$13,758	-6.8%
State Patrol Admin II	A98	10	\$172,440	\$14,370	\$14,904	-3.6%
Overall	N/A	660	\$109,669	\$9,139	\$116,153	-5.6%

Market data indicates that ranges for State Patrol Troopers are below weighted market average at 99%. To move to 99% of market compensation, adjustments are necessary. For FY 2024-25, the Department estimates that the incremental impact to raise the benchmarked State Patrol salaries to 99% of weighted market average would cost \$1,652,508.

Recommendation

Given the uniquely defined labor market and results of the labor market data for the State Patrol Trooper series, the Department will work with the Office of State Planning and Budgeting to develop the final pay recommendation to be presented in the Governor’s November 1 Budget Request for FY 2024-25.

FY 2024-25 Cost Projections

The Department used the July 2023 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 2024-25. Recommendations reflect consideration of the results of the annual compensation survey, fiscal constraints, and the ability to recruit and retain State employees, and the 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, 2024.

Salary Structure Adjustments

The Department recommends the State adjust job class pay ranges by +3.0%. To the extent that an individual's salary falls below the range minimum as a result of these adjustments, the State is statutorily required to make up the difference.

For FY 2024-25, the Department estimates that the upward movement of range minimums will cost the State \$15,783,464, which includes all salary related costs for an overall structure adjustment of +3.0%. However, if across-the-board or step pay increases are applied, the overall cost related to a +3.0% structure adjustment drops significantly.

Across-the-Board Adjustments

Per the current Statewide Partnership Agreement, the State recommends a +3.0% across-the-board adjustment.

The cost to implement a +3.0% across-the-board increase as negotiated in the Partnership Agreement is estimated to be \$77,077,450.

Step Pay Increases

The State plans to implement the Step Pay Program based on time in job series for eligible classified employees in the State Personnel System effective July 1, 2024 based on the proposed FY 2024-25 Step Pay Plan located at dhr.colorado.gov/state-hr-professionals/compensation/2024-step-pay-program-for-state-of-colorado-employees.

If a +3.0% ATB is implemented, the estimated cost to implement step pay increases is \$136,010,746 for classified employees, including Troopers.

System Maintenance Studies

The Director is statutorily responsible for maintaining and revising the system of classifications covering all

positions in the State Personnel System. Such system maintenance studies include the assignment of appropriate pay grades. For FY 2024-25, the Department completed multiple System Maintenance Studies. System maintenance studies are implemented on a "dollar-for-dollar" basis where an employee's current salary remains unchanged when a class is moved to a new grade. Individual employee salaries that are below the new grade minimum are adjusted upward to the new grade minimum. 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). If current salaries are below the minimum of the new grade, employee salaries are increased to the new minimum, which results in cost.

In accordance with rules regarding the order of multiple actions on the same effective date, system maintenance studies are implemented first. For this reason, these calculations do not include any annual compensation survey adjustments. The implementation date of July 1, 2024 coincides with the presumed implementation of any annual compensation adjustments.

The System Maintenance Studies conducted and estimated costs are summarized below:

Class Series	Summary	# Positions Included in Study	Overall Cost to Min (annual)
Social Worker/Counselor	Review of minimum qualifications; addition of Addiction Specialist series	177	\$628,047
Firefighter	Addition of more levels into the existing Firefighter series; addition of Fire Marshal series	156	\$572,438
Information Technology	Deconsolidation of broad classifications	456	\$313,386
Park Manager & Wildlife Manager	Review of line/staff authority	67	\$0
Criminal Investigators	Addition of Forensic Scientist and Field Agent series	238	\$221,079

The Department is also considering establishing classifications regarding Health Informatics.

Healthcare Cost Adjustments

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 completed in preparation for either the Governor's November 1 Budget Request or as a budget amendment in January for FY 2024-25.

Appendix

Benchmark Titles

1. ACCOUNTANT I
2. ACCOUNTANT II
3. ACCOUNTANT III
4. ACCOUNTANT IV
5. ACCOUNTING TECHNICIAN I
6. ACCOUNTING TECHNICIAN II
7. ACCOUNTING TECHNICIAN III
8. ACCOUNTING TECHNICIAN IV
9. ADMIN ASSISTANT III
10. OFFICE MANAGER II
11. ANALYST I
12. ANALYST II
13. ANALYST III
14. ANALYST IV
15. ANALYST V
16. ANALYST VI
17. ANALYST VII
18. AUDITOR I
19. AUDITOR II
20. AUDITOR III
21. AUDITOR IV
22. AUDITOR V
23. BUDGET ANALYST I
24. BUDGET ANALYST II
25. BUDGET & POLICY ANLST III
26. BUDGET & POLICY ANLST IV
27. BUDGET & POLICY ANLST V
28. CIVIL ENG PROJ MANAGER II
29. CLIENT CARE AIDE II
30. CLINICAL BEHAV SPEC II
31. CLINICAL TEAM LEADER
32. CLINICAL THERAPIST II
33. CLINICAL THERAPIST IV
34. COLLECTIONS REP II
35. CONTROLLER I
36. CONTROLLER II
37. CONTROLLER III
38. CORR/YTH/CLIN SEC OFF I
39. CORR/YTH/CLN SEC SUPV III
40. CRIMINAL INVESTIGATOR I
41. CRIMINAL INVESTIGATOR II
42. CRIMINAL INVESTIGATOR III
43. CUSTODIAN I
44. CUSTODIAN III
45. DENTAL CARE I
46. DENTAL CARE IV
47. DIAG PROCED TECHNOL II
48. DIAG PROCED TECHNOL IV
49. DIETITIAN II
50. DINING SERVICES I
51. DINING SERVICES II
52. DINING SERVICES III
53. DINING SERVICES IV
54. DINING SERVICES V
55. ELECTIONS SPECIALIST III
56. ELECTIONS SPECIALIST V
57. ELECTRICAL TRADES II
58. ELECTRONICS SPEC II
59. ELECTRONICS SPEC IV
60. EMER PREP & COMM SPEC III
61. EMER PREP & COMM SPEC V
62. PROFESSIONAL ENGINEER I
63. PROFESSIONAL ENGINEER II
64. PROFESSIONAL ENGINEER IV
65. EQUIPMENT MECHANIC II
66. EQUIPMENT MECHANIC IV
67. EQUIPMENT OPERATOR II
68. FIN/CREDIT EXAMINER II
69. FIN/CREDIT EXAMINER IV
70. FIREFIGHTER I
71. FIREFIGHTER II
72. FIREFIGHTER III
73. FIREFIGHTER IV
74. FIREFIGHTER V
75. FIREFIGHTER VI
76. FIREFIGHTER VII
77. FOOD SERV MGR I
78. FOOD SERV MGR II
79. FOOD SERV MGR III
80. FOOD SERV MGR IV
81. GENERAL LABOR I
82. GENERAL LABOR III

- 83. GROUNDS & NURSERY I
- 84. GROUNDS & NURSERY III
- 85. HEALTH CARE TECH I
- 86. HEALTH CARE TECH III
- 87. HEALTH PROFESSIONAL III
- 88. HEALTH PROFESSIONAL V
- 89. HUMAN RESOURCES SPEC III
- 90. HUMAN RESOURCES SPEC V
- 91. HUMAN RESOURCES SPEC VI
- 92. LABORATORY TECHNOLOGY I
- 93. LABORATORY TECHNOLOGY III
- 94. LEGAL ASSISTANT II
- 95. LPN I
- 96. LPN III
- 97. MACHINING TRADES II
- 98. MACHINING TRADES IV
- 99. MATERIALS HANDLER I
- 100. MATERIALS SUPERVISOR
- 101. MEDICAL RECORDS TECH II
- 102. MENTAL HLTH CLINICIAN II
- 103. MKTG & COMM SPEC III
- 104. MKTG & COMM SPEC V
- 105. NURSE I
- 106. NURSE III
- 107. MID-LEVEL PROVIDER
- 108. NURSE VI
- 109. PARAMEDIC
- 110. PARK MANAGER I
- 111. PARK MANAGER II
- 112. PARK MANAGER III
- 113. PARK MANAGER IV
- 114. PARK MANAGER V
- 115. PARK MANAGER VI
- 116. PHARMACY TECHNICIAN I
- 117. POLICE COMMUNICATION TECH
- 118. POLICE OFFICER I
- 119. POLICE OFFICER III
- 120. POLICE ADMINISTRATOR I
- 121. PORT OF ENTRY I
- 122. PORT OF ENTRY III
- 123. PROGRAM ASSISTANT I
- 124. PROGRAM MANAGEMENT I
- 125. PROGRAM MANAGEMENT III
- 126. PROJECT MANAGER I
- 127. PROJECT MANAGER II
- 128. PROJECT PLANNER I
- 129. PROPERTY TAX SPEC II
- 130. PROPERTY TAX SPEC IV
- 131. PSYCHOLOGIST I
- 132. PURCHASING AGENT III
- 133. PURCHASING AGENT V
- 134. RATE/FINANCIAL ANLYST I
- 135. RATE/FINANCIAL ANLYST II
- 136. RATE/FINANCIAL ANLYST III
- 137. RATE/FINANCIAL ANLYST IV
- 138. RATE/FINANCIAL ANLYST V
- 139. REAL ESTATE SPEC III
- 140. REAL ESTATE SPEC V
- 141. REHABILITATION COUNS I
- 142. REHABILITATION SUPV I
- 143. REVENUE AGENT I
- 144. REVENUE AGENT II
- 145. REVENUE AGENT III
- 146. REVENUE AGENT IV
- 147. SAFETY SPECIALIST III
- 148. SAFETY SPECIALIST V
- 149. SCHEDULER
- 150. SECURITY I
- 151. SECURITY III
- 152. SERVICE DISPATCHER
- 153. SOCIAL WORK/COUNSELOR I
- 154. SOCIAL WORK/COUNSELOR II
- 155. SOCIAL WORK/COUNSELOR III
- 156. SOCIAL WORK/COUNSELOR IV
- 157. STATE TEACHER I
- 158. STATE TEACHER IV
- 159. STATISTICAL ANALYST II
- 160. STATISTICAL ANALYST IV
- 161. STUDENT SERVICES SPEC III
- 162. STUDENT SERVICES SPEC V
- 163. TAX EXAMINER I
- 164. TAX EXAMINER III
- 165. TECHNICIAN II
- 166. TECHNICIAN IV
- 167. TELECOMMUNICATIONS ENGINEER I
- 168. TELECOMMUNICATIONS ENGINEER III
- 169. TELECOMMUNICATIONS SPECIALIST I
- 170. TELECOMMUNICATIONS SPECIALIST III
- 171. THERAPIST II
- 172. THERAPIST III
- 173. THERAPY ASSISTANT I
- 174. THERAPY ASSISTANT II
- 175. THERAPY ASSISTANT III
- 176. TRANSPORTATION MTC I
- 177. TRANSPORTATION MTC III
- 178. WILDLIFE MANAGER I

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| 179. | WILDLIFE MANAGER II | 227. | IT ENGINEER II |
| 180. | WILDLIFE MANAGER III | 228. | IT ENGINEER III |
| 181. | ADDICTION SPECIALIST I | 229. | IT ENGINEER IV |
| 182. | ADDICTION SPECIALIST II | 230. | IT ENGINEER V |
| 183. | CYBER SECURITY I | 231. | IT ENGINEER VI |
| 184. | CYBER SECURITY II | 232. | IT PROJECT MANAGEMENT I |
| 185. | CYBER SECURITY III | 233. | IT PROJECT MANAGEMENT II |
| 186. | CYBER SECURITY IV | 234. | IT PROJECT MANAGEMENT III |
| 187. | CYBER SECURITY V | 235. | IT PROJECT MANAGEMENT IV |
| 188. | CYBER SECURITY VI | 236. | IT PROJECT MANAGEMENT V |
| 189. | DATABASE SERVICES I | 237. | IT PROJECT MANAGEMENT VI |
| 190. | DATABASE SERVICES II | 238. | IT SUPPORT SERVICES I |
| 191. | DATABASE SERVICES III | 239. | IT SUPPORT SERVICES II |
| 192. | DATABASE SERVICES IV | 240. | IT SUPPORT SERVICES III |
| 193. | DATABASE SERVICES V | 241. | IT SUPPORT SERVICES IV |
| 194. | DATABASE SERVICES VI | 242. | IT SUPPORT SERVICES V |
| 195. | GEOGRAPHIC INFORMATION SYSTEMS I | 243. | IT SUPPORT SERVICES VI |
| 196. | GEOGRAPHIC INFORMATION SYSTEMS II | 244. | IT SUPPORT SERVICES VII |
| 197. | GEOGRAPHIC INFORMATION SYSTEMS III | 245. | NETWORK SERVICES I |
| 198. | GEOGRAPHIC INFORMATION SYSTEMS IV | 246. | NETWORK SERVICES II |
| 199. | GEOGRAPHIC INFORMATION SYSTEMS V | 247. | NETWORK SERVICES III |
| 200. | GEOGRAPHIC INFORMATION SYSTEMS VI | 248. | NETWORK SERVICES IV |
| 201. | IDENTITY & ACCESS MANAGEMENT I | 249. | NETWORK SERVICES V |
| 202. | IDENTITY & ACCESS MANAGEMENT II | 250. | NETWORK SERVICES VI |
| 203. | IDENTITY & ACCESS MANAGEMENT III | 251. | SOFTWARE QUALITY ASSURANCE I |
| 204. | IDENTITY & ACCESS MANAGEMENT IV | 252. | SOFTWARE QUALITY ASSURANCE II |
| 205. | IDENTITY & ACCESS MANAGEMENT V | 253. | SOFTWARE QUALITY ASSURANCE III |
| 206. | IDENTITY & ACCESS MANAGEMENT VI | 254. | SOFTWARE QUALITY ASSURANCE IV |
| 207. | INFORMATION TECHNOLOGY I | 255. | SOFTWARE QUALITY ASSURANCE V |
| 208. | INFORMATION TECHNOLOGY II | 256. | SOFTWARE QUALITY ASSURANCE VI |
| 209. | INFORMATION TECHNOLOGY III | 257. | SYSTEMS ADMINISTRATION I |
| 210. | INFORMATION TECHNOLOGY IV | 258. | SYSTEMS ADMINISTRATION II |
| 211. | INFORMATION TECHNOLOGY V | 259. | SYSTEMS ADMINISTRATION III |
| 212. | INFORMATION TECHNOLOGY VI | 260. | SYSTEMS ADMINISTRATION IV |
| 213. | INFORMATION TECHNOLOGY VII | 261. | SYSTEMS ADMINISTRATION V |
| 214. | IT BUSINESS ANALYST I | 262. | SYSTEMS ADMINISTRATION VI |
| 215. | IT BUSINESS ANALYST II | 263. | WEBMASTER I |
| 216. | IT BUSINESS ANALYST III | 264. | WEBMASTER II |
| 217. | IT BUSINESS ANALYST IV | 265. | WEBMASTER III |
| 218. | IT BUSINESS ANALYST V | 266. | WEBMASTER IV |
| 219. | IT BUSINESS ANALYST VI | 267. | WEBMASTER V |
| 220. | IT DEVELOPER I | 268. | WEBMASTER VI |
| 221. | IT DEVELOPER II | | |
| 222. | IT DEVELOPER III | | |
| 223. | IT DEVELOPER IV | | |
| 224. | IT DEVELOPER V | | |
| 225. | IT DEVELOPER VI | | |
| 226. | IT ENGINEER I | | |