EDWARD M. BIRN
Director (Direktot)
RENA K. BORJA
Deputy Director (Sigundo Direktot)

DEPARTMENT OF ADMINISTRATION
DIPATTAMENTON ATMENESTRASION
DIRECTOR'S OFFICE
(Ufisinan Direktot)
Telephone (*Telifon*): (671) 475-1101/1250

LOURDES A. LEON GUERRERO
Governor (Maga'hâga)
JOSHUA F. TENORIO
Lt. Governor (Sigundo Maga'lâhi)

June 12, 2026

HRD NO.: 26-282

MEMORANDUM

To: Governor of Guam

From: Director of Administration

Subject: 2026 Customs and Quarantine Agency Pay Plan

Buenas yan Hafa Adai! At the request of the Governor, our office has reviewed the current salaries of CQA in comparison to the current national mean wages of similar positions. To address specific concerns, to remain competitive with competing public safety priorities, biosecurity threats and homeland security initiatives both internally and externally, and for purposes of recruitment and retention, the creation of a separate law enforcement pay plan was requested specifically for the Customs & Quarantine Agency.

Background:

On January 18, 2022, at the recommendation of the Director of Administration, the Governor of Guam approved the plan to update and adjust the 2010 Public Safety and Law Enforcement Compensation Plan (10%-40%) salary schedule by 18%. The pay adjustments took effect on January 30, 2022, and the salary schedule was established as the 2021 Law Enforcement Pay Plan (LEPP). In addition, on June 7, 2024, the Guam Police Department police officer positions received a 25.59% market movement pay adjustment using the 2021 LEPP and adopted a pay plan specific to the Guam Police Department to address the attrition of police officers due to the availability of federal jobs. The new 2024 GPD Pay Plan for police officers was developed taking into consideration additional COLA and locality pay that federal jobs normally receive.

The proposed 2026 Customs and Quarantine Agency Pay Plan (as with the 2021 LEPP) is based on internal and external pay equity comparisons taking into consideration national mean wages as stipulated by statute. The national average of wages for Custom Officers as well as Custom and Border Patrol Officer and Protective Services positions were reviewed. Mean wage data tables were prepared for comparison and analysis.

Internal Wage Data:

The benchmark position used for comparison was the Customs and Quarantine Officer III, Pay Grade KL21, Step 7. The annual mean wage for the benchmark position is $68,868 as of 2026.

External Wage Data:

Table A. Customs Officer/ Customs & Border Patrol Agent/ Protective Services Compensation
Salaries Surveys, Average per Annum

Date	Name	Mean/Median Wage
2026	Salary Solver	$ 81,500
2026	ZipRecruiter	$ 83,196
2026	Indeed.com	$ 82,431
2026	FederalPay.org	$ 79,416 (w/COLA)
2025	Payscale	$ 71,968
2026 (estimated)	USDOL - BLS	$ 61,261
	External - National Mean Wage	**$ 76,629**

Continuing recruitment efforts have not offset the continuing attrition, retirements and/or transfers of officers to federal agencies, which has a direct and compounding impact on the agency's ability to expand or stabilize its mission-critical programs. Federal counterparts receive two geographic adjustments to the annual base pay- COLA (Cost of Living Allowance) and Locality Pay (included in mean wage). As of 2026, the COLA index for Guam is 11.88%.

Federal base pay $ 70,983
COLA 11.88% $ 8433
$ 79,416

Table B. Comparison of Mean Wages:

Benchmark Position	Internal - Benchmark Employee Mean Wage	External - National Mean Wage (Table A)	Salary Adjustment Lag (% Difference)
Customs & Quarantine Officer III	$ 68,868	$76,629 (including 11.88% COLA)	11.5%

Table C. Market Movement Percentage and Mean Salary Comparison w/ National Mean Wage (NMW)

EXTERNAL SURVEY – NATIONAL MEAN WAGE – (Table A)		$76,629
PROPOSED MARKET MOVEMENT PERCENTAGE --		11.5%
CURRENT MEAN WAGES		
Customs & Quarantine	$68,868	$76,788

Analysis:

A comparison of the mean wages between our internal benchmark position versus the external national mean wages (Customs Officer/ Customs & Border Patrol Agent and Protective Services Compensation Salaries Surveys), also considering the COLA adjustment for federal officers, places the GovGuam Customs and Quarantine Officer benchmark position below the national mean wage by 11.5% (Table B).

Fiscal:

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

Cost Impact at 11.5%

Total Gross Current Base Salary	$ 6,719,896.00	
Fringe Benefits	$ 3,295,250.00	
Total Annual Gross Salary+Benefits	$ 10,015,146.00	
Pay Structure Increase 11.5%	$ 1,151,741.00	Does not include specialty pay such as Overtime, Night Differential or Hazardous Pay
Total Annual Personnel Costs	$ 11,166,887.00	

Cost Impact at 15%

Total Gross Current Base Salary	$ 6,719,896.00	
Fringe Benefits	$ 3,295,250.00	
Total Annual Gross Salary+Benefits	$ 10,015,146.00	
Pay Structure Increase 15%	$ 1,502,271.00	Does not include specialty pay such as Overtime, Night Differential or Hazardous Pay
Total Annual Personnel Costs	$ 11,517,417.00	

Recommendation:

The 2021 Law Enforcement Pay Plan (LEPP), which included Customs and Quarantine Agency, was implemented on January 30, 2022, with a recommendation of an annual adjustment of two percent (2%) per year to maintain movement of the pay structure and to establish a more competitive market policy position in terms of compensation. As a result, the recommended base market movement percentage from the 2021 LEPP to create the proposed 2026 Customs and Quarantine Agency Pay Plan is 11.5%. A comparison of market movement impact on per annum starting salaries of each position is included for recruitment purposes.

Upon implementation of the 2026 Customs and Quarantine Agency Pay Plan, the following recommendations are being submitted for approval accordingly:

1. Consistent with previous pay updates, the slotting of employee salaries from the 2021 Law Enforcement Pay Plan shall be "step-to-step";
2. Current pay differentials shall continue and may be assessed accordingly as requested by departments;
3. Further recommendation of a 2% annual adjustment with a review to be conducted within the next three (3) years.

Dangkolo na Agradesimento!

EDWARD M. BIRN

Recommended Percentage:

~~11.5%~~ [✓] Other 15%

LOURDES A. LEON GUERRERO
Governor of Guam

Date: June 16, 2026