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September 15, 2026

HRD NO.: 26-341A

2026-26535
OFFICE OF THE GOVERNOR
CENTRAL FILES OFFICE
Rec'd By: Moises Gomez
Date: 9-17-26 Time: 4:20

MEMORANDUM

To: Governor of Guam

From: Director of Administration

Subject: Updating of 2021 Law Enforcement Pay Plan Excluding GPD and CQA Positions
RE: Implementation of 2026 Law Enforcement Pay Plan

Buenas yan Hafa Adai! This is to request your approval to update and align the 2021 Law Enforcement Pay Plan (LEPP) salaries with current national mean wages pursuant to the Governor's approval of the Director of Administration's Law Enforcement Pay Plan implementation memorandum, dated January 18, 2022. To remain current with competing public safety priorities and homeland security initiatives both internally and externally, and for purposes of recruitment and retention, it is important that the 2021 Law Enforcement Pay Plan salary schedule be reviewed and updated, either annually or at least every three years.

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). 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 (GPD) (see attachment) to address the attrition of police officers due to the availability of federal jobs. In addition, on June 16, 2026, the Customs and Quarantine officer positions received a 15% market movement pay adjustment also using the 2021 LEPP and adopted a pay plan specific to Customs and Quarantine Agency Guam (CQA) (see attachment). The new 2024 GPD Pay Plan for police officers and the 2026 CQA Pay Plan for custom officers was developed taking into consideration additional COLA and locality pay that federal jobs normally receive and did not include all other law enforcement positions.

In this study, DOA is proposing to update the 2021 LEPP and implement the 2026 Law Enforcement Pay Plan. This plan excludes all GPD Police Officer and CQA Custom Officer

positions and covers all other law enforcement positions as listed under Appendix 1. The proposed 2026 Law Enforcement 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. Three mean wage data tables were prepared for comparison and analysis as described below: Table A: GovGuam Benchmark Employee Per Annum Salaries as of 2026; Table B: 2026 National/Gov't Mean/Median Wage Surveys; and Table C: Comparison of Internal and External Mean Wages and the associated lag difference by percentage.

The employee benchmark positions for the 2026 Law Enforcement Pay Plan are as follows:

Benchmark Position	Description	Base Per Annum
Animal Control Officer I	F-L21, Step 7	$39,331
Commodity Inspector III	K-L21, Step 7	$54,988
Conservation Officer II	J-L21, Step 7	$51,166
Corrections Officer III	J-L21, Step 7	$51,166
Compliance Inspector III	J-L21, Step 7	$51,166
Fire Fighter II	J-L21, Step 7	$51,166
Guard	E-L21, Step 7	$37,147
Investigator III	N-L21, Step 7	$69,278
Parole Officer II	M-L21, Step 7	$63,959
Security Guard (Armed)	F-L21, Step 7	$39,331
Tax Investigator II	N-L21, Step 7	$69,278
Territorial Park Patrol Officer I	H-L21, Step 7	$44,546
Youth Service Worker II	I-L21, Step 7	$47,702

Internal Wage Data:

Table A: GovGuam Benchmark Employee Per Annum Salaries as of 2026

Department/Agency	No. Employees in Benchmark position	Lowest Salary	**Mean Wage**	Highest Salary
AGRICULTURE	6	$29,133	$46,568	$72,564
CORRECTIONS	11	$63,032	$72,129	$87,358
GBHWC	7	$27,516	$33,537	$44,212
GFD	36	$47,376	$56,033	$74,864
GMHA	28	$27,516	$38,235	$56,252
MILITARY AFFAIRS	14	$30,954	$39,120	$55,600
OFFICE OF AG	5	$73,544	$81,114	$94,623
PARKS & REC	2	$35,060	$65,108	$95,156
PUBLIC WORKS	5	$30,955	$36,393	$45,760
YOUTH AFFAIRS	6	$51,235	$57,589	$62,949
Internal - Benchmark Employee Mean Wage			**$52,583**	

External Wage Data:

Table B: Protective Services National and Gov't Mean/Median Wage Surveys

Date	Name	Mean/Median Wage
2026	Salary.com	$55,956
2026	Glassdoor	$52,000
2026	ZipRecruiter	$49,702
2026	FederalPay.org	$81,718 (w/COLA)*
2026 (estimated)	US DOL BLS	$61,261
3rd Qtr 2025	**GIAA**	
	Airport Police Officer (18)	$60,991
	Firefighter (10)	$57,125
	Guard (21)	$34,130
3rd Qtr 2025	**Port Authority of Guam**	
	Port Police (15)	$69,615
	Security Guard (Armed) (11)	$38,078
1st Qtr 2026	**Guam Judiciary**	
	Deputy Marshall (14)	$54,381
	Probation Officer (18)	$63,813
3rd Qtr 2026	**Public Defender Service Corp (2)**	$68,116
External - National Mean Wage		**$57,453**

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 $ 73,041
COLA 11.88% $ 8,677
$81,718*

Table C: Comparison of Mean Wages

Benchmark Position	Internal - Benchmark Employee Mean Wage (Table A)	External - National Mean Wage (Table B)	Salary Adjustment Lag (% Difference)
AGRICULTURE	$46,568	**$57,453**	-23%
CORRECTIONS	$72,129	**$57,453**	20%
GBHWC	$33,537	**$57,453**	-71%
GFD	$56,033	**$57,453**	-3%
GMHA	$38,235	**$57,453**	-50%
MILITARY AFFAIRS	$39,120	**$57,453**	-47%
OFFICE OF AG	$81,114	**$57,453**	29%

PARKS & REC	$65,108	$57,453	11%
PUBLIC WORKS	$36,393	$57,453	-58%
YOUTH AFFAIRS	$57,589	$57,453	.2%

Average Internal Mean Wage: **$52,583**
Average External Mean Wage: $57,453
Salary Adjustment Lag (% Difference): -9%

Analysis:

A comparison of the mean wages between our internal benchmark positions versus the external national mean wage places the GovGuam benchmark positions at a 9% salary lag difference. The higher percentage pay adjustment lag by certain departments or agencies such as Military Affairs (52%), GBHWC (77%), DPW (63%), and GMHA (55%) are a result of positions such as the Guard and/or Security Guard (Armed) positions that are graded lower in the range. GMHA Board of Trustees extended the Law Enforcement Officer (LEO) pay plan to include all GMHA Security Guards, Guard Supervisors and the Chief of Security, as approved by Board Resolution No. 2023-04. It is important to note that the Tax Investigator II benchmark position at the Department of Revenue and Taxation is above the median wage by 42%, which is attributed to only one employee occupying the position at a salary of $101,363, therefore skewing the lag difference. For comparison purposes, we did not include the outlier salary of $101,363 in our average internal mean wage data.

The Internal Wage data included guards from GMHA and investigators from the OAG, which are included in the 2021 Law Enforcement Pay Plan. These positions are important, but for purposes of recruitment and retention, the more mission critical police and patrol positions such as Agriculture and Parks & Recreation are highlighted. Although the salary lag for Parks and Recreation is above the median wage by 11%, only 2 employees occupy the benchmark position. Likewise, a few departments are at or above the current national mean wage with no salary lag adjustment necessary, except for the purposes of retention and salary maintenance.

The recommended annual market movement adjustment of two percent (2%) per year from the implementation of the 2021 Law Enforcement Pay Plan on January 18, 2022, which currently stands at 8%, has not been effectuated. Notwithstanding the overall current mean lag of 9% from the national mean, and the 8% recommended market movement adjustment from 2022, our office recommends a market movement of the 2026 Leo Pay Plan at fifteen percent (15%). The recommended 15% pay adjustment will allow the government to remain competitive, attract and retain employees and address the internal and external disparity between law enforcement agencies.

Fiscal:

Associated annual costs for the recommended pay structure increase, including benefits are listed below. These associated costs are based on base salary adjustments only. Estimates do not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay. The Cost impact at **15%** for affected agencies are listed below.

Department of Agriculture:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$2,282,922	
Fringe Benefits	$1,114,918	
Total Annual Gross Salary + Benefits	$3,397,840	Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay
Pay Structure Increase at 15%	**$509,676**	
Total Annual Personnel Costs	**$3,907,516**	

Department of Corrections:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$10,976,665	
Fringe Benefits	$6,369,915	
Total Annual Gross Salary + Benefits	$17,346,580	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$2,601,987**	
Total Annual Personnel Costs	**$19,948,567**	

Guam Behavioral Health and Wellness Center:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$355,154	
Fringe Benefits	$818,690	
Total Annual Gross Salary + Benefits	$1,173,844	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$176,077**	
Total Annual Personnel Costs	**$1,349,921**	

Guam Fire Department:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$14,255,283	
Fringe Benefits	$10,544,408	
Total Annual Gross Salary + Benefits	$24,799,691	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$3,719,954**	
Total Annual Personnel Costs	**$28,519,645**	

Guam Memorial Hospital:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$1,313,289	
Fringe Benefits	$28,358	
Total Annual Gross Salary + Benefits	$1,341,647	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$201,247**	
Total Annual Personnel Costs	**$1,542,894**	

Department of Military Affairs:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$851,106	
Fringe Benefits	$510,586	
Total Annual Gross Salary + Benefits	$1,361,692	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$204,254**	
Total Annual Personnel Costs	**$1,565,946**	

Office of the Attorney General:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$1,219,374	
Fringe Benefits	$511,906	
Total Annual Gross Salary + Benefits	$1,731,280	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$259,692**	
Total Annual Personnel Costs	**$1,990,972**	

Department of Parks and Recreation:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$756,941	
Fringe Benefits	$464,435	
Total Annual Gross Salary + Benefits	$1,221,376	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$183,206**	
Total Annual Personnel Costs	**$1,404,582**	

Department of Public Works:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$218,136	
Fringe Benefits	$157,660	
Total Annual Gross Salary + Benefits	$375,796	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$56,369**	
Total Annual Personnel Costs	**$432,165**	

Department of Revenue and Taxation:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$872,389	
Fringe Benefits	$431,573	
Total Annual Gross Salary + Benefits	$1,303,962	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$195,594**	
Total Annual Personnel Costs	**$1,499,556**	

Department of Youth Affairs:

Description	Estimated Cost (s)	Notes
Total Gross Current Base Salary	$2,011,349	
Fringe Benefits	$1,443,668	
Total Annual Gross Salary + Benefits	$3,455,017	**Does not include specialty pay such as Overtime, Night Differential, Hazardous Pay or Differential Pay**
Pay Structure Increase at 15%	**$518,253**	
Total Annual Personnel Costs	**$3,973,270**	

Recommendation:

A review of 2026 national mean wages from law enforcement salary surveys in comparison to current government of Guam salaries as described in the Tables above were used to prepare the 2026 Law Enforcement Pay Plan. The recommended base market movement percentage from the 2021 LEPP to create the proposed 2026 Law Enforcement Pay Plan is 15%.

Upon implementation of the 2026 Law Enforcement 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 Market Pay Adjustment
(Excludes GPD Police Officers and CQA Officers)

15% ☑ Other ___

LOURDES A. LEON GUERRERO
Governor of Guam

Date: 9-21-2026

Appendix #1

GENERAL SECURITY POSITIONS (NON-P.O.S.T)
CHIEF OF SECURITY
GUARD
GUARD SUPERVISOR
SECURITY GUARD (ARMED)
SECURITY GUARD SUPERVISOR
DEPARTMENT OF AGRICULTURE
ANIMAL CONTROL SUPERVISOR
ANIMAL CONTROL OFFICER II
ANIMAL CONTROL OFFICER I
COMMODITY INSPECTOR III
COMMODITY INSPECTOR II
COMMODITY INSPECTOR I
CONSERVATION CAPTAIN
CONSERVATION LIEUTENANT
CONSERVATION SERGEANT
CONSERVATION OFFICER III
CONSERVATION OFFICER II
CONSERVATION OFFICER I
CONSERVATION RECRUIT
ENTOMOLOGIST
DEPARTMENT OF CORRECTIONS
CORRECTIONS FACILITY SUPERINTENDENT
CORRECTIONS FACILITY ASSISTANT SUPERINTENDENT
CORRECTION OFFICER SUPERVISOR II
CORRECTION OFFICER SUPERVISOR I
CORRECTION OFFICER III
CORRECTION OFFICER II
CORRECTION OFFICER I
CORRECTION RECRUIT
CHIEF PAROLE OFFICER
PAROLE OFFICER III
PAROLE OFFICER II
PAROLE OFFICER I
DETENTION FACILITY GUARD LEADER
DETENTION FACILITY GUARD

DEPARTMENT OF PARKS AND RECREATION
TERRITORIAL PARK PATROL SUPERINTENDENT
TERRITORIAL PARK PATROL SUPERVISOR
TERRITORIAL PARK PATROL OFFICER II
TERRITORIAL PARK PATROL OFFICER I
TERRITORIAL PARK PATROL RECRUIT
DEPARTMENT OF REVENUE AND TAXATION
CRIMINAL INVESTIGATION SUPERVISOR (DRT)
TAX INVESTIGATOR II
TAX INVESTIGATOR I
ASSISTANT TAX INVESTIGATOR
COMPLIANCE INSPECTION SUPERVISOR
COMPLIANCE INSPECTOR III
COMPLIANCE INSPECTOR II
COMPLIANCE INSPECTOR I
DEPARTMENT OF YOUTH AFFAIRS
YOUTH CORRECTION SUPERINTENDENT
YOUTH SERVICE SUPERVISOR
YOUTH SERVICE WORKER II
YOUTH SERVICE WORKER I
YOUTH SERVICE WORKER ASSISTANT
GUAM FIRE DEPARTMENT
DEPUTY FIRE CHIEF
ASSISTANT FIRE CHIEF
FIRE BATTALION CHIEF
FIRE CAPTAIN
FIRE SERVICE SPECIALIST
FIRE FIGHTER II
FIRE FIGHTER I
FIRE FIGHTER RECRUIT
FIRE FIGHTER (APPRENTICE)
OFFICE OF THE ATTORNEY GENERAL (OAG)
CHIEF INVESTIGATION AGENT
INVESTIGATOR IV
INVESTIGATOR III
INVESTIGATOR II
INVESTIGATOR I

GUAM POLICE DEPARTMENT
DETENTION FACILITY GUARD LEADER
DETENTION FACILITY GUARD