SALT LAKE CITY CITIZENS' COMPENSATION ADVISORY COMMITTEE

2026 Annual Report

Purpose & Introduction

The Citizens' Compensation Advisory Committee (CCAC) was formed for *"…the purpose of evaluating the total compensation levels of the city's elected officials, executives and employees and making recommendations to the human resources department, mayor and the city council…"* (City Code Title 2, Chapter 2.35.050).

Each year the Committee is responsible for preparing and submitting a written report to the mayor and city council containing, among other things, recommendations on the *"appropriate competitive position for the city relative to the compensation practices of comparable employers,"* *"wages and benefits of the city's elected officials, executives and employees"* and *"general recommendations regarding the mix of compensation for the city's employees, e.g., base salary, benefits, incentives*" (City Code Title 2, Chapter 2.35.050.A.6)

To provide city officials with the most valuable and relevant information, this report includes the Committee's recommendations based on review of salary budget forecasts and local area market wage analysis for benchmark jobs differentiated by each one of the city's three primary employee groups including: non-represented employees, AFSCME, and public safety (i.e. firefighters and police officers).

Supplemental information intended to provide greater insight into factors driving compensation and today's labor market are included in the appendix of this report.

We sincerely hope you find this report and the information contained herein to be pragmatic, helpful, and useful for decision making.

Respectfully,

2026 Citizens Compensation Advisory Committee
J. Clair Baldwin, Chair
Leandro Tane, Vice Chair
Brandon Dew
Tia Larsen
Casey Lund
Mike Terry
David Warnock

Section One: 2026 Compensation Review & Outlook

The Citizens' Compensation Advisory Committee (CCAC) is pleased to present its 2026 report to the Mayor and City Council. The sections that follow include Committee updates, as well as summaries of information and data presented to the Committee, which form the basis for our recommendations to city leaders ahead of the coming 2026-27 fiscal year.

- **Outgoing and new members of the Committee**. In January 2025, Tia Larsen was nominated and selected as the Committee's appointee to replace outgoing member Jana Bake through August 31,2026. The Committee also welcomed new city council appointee, David Warnock, whose term began in December 2025 (replacing outgoing member Jeff Worthington) and will extend through December 2, 2029. Committee members Clair Baldwin and Leandro Tane were elected as the Committee's chair and vice-chair, respectively.

- **Economic Uncertainty is pushing employers to keep pay increases flat.**

According to Ben Crabb, chief economist with the Utah Department of Workforce Services, "The state labor market is cooling, marked by an uptick in the unemployment rate and 1% year-over-year job growth. While most sectors continue to add jobs, slight increases in layoffs and a steady hiring rate show employers are in a 'low hiring, low firing' mode, retaining available labor."

Both within and beyond Utah, multiple surveys find that organizations are planning to pull back on salary increases for employees as they grapple with uncertainty over economic conditions.

According to a survey of 1,551 employers by the Seattle-based compensation firm **Payscale**, U.S. employers are planning on an average 3.5% total salary budget increases for 2026, which is down just slightly by 0.1% in 2025. This is the same overall percentage increase predicted by consulting firm **WTW.**

In an article published on August 15, 2025, by the **Society for Human Resource Management (SHRM)**, author Kathryn Mayer states, "Although it's not a big decrease, those figures still indicate that the shifting economic landscape is affecting employers and making them cautious about spending. That's a change from the past few years, when a tight labor market, inflation, and effects from the pandemic caused organizations to rely on competitive pay bumps to keep workers happy and engaged."

Salary.com's Compensation Consulting Team's report on "Industry Salary Budget Insights" reached a similar set of conclusions—namely that "the compensation landscape for 2025-2026 reveals a story of cautious stability amid unprecedented economic uncertainty." In the executive summary of this report, the team characterizes the results of their survey (as shown in the table below) in the following way, "Unlike the dramatic salary budget swings witnessed over the past few years, 2025-2026 data show organizations adopting a "conservative and consistent" approach. Merit increase budgets are holding steady at approximately 3.2%, while companies carefully balance employee retention needs against economic uncertainty stemming from political instability, potential policy changes, and market volatility."

SALARY BUDGET INCREASE BUDGET, BY TYPE OF INCREASE								
	Planned 2026		Actual 2025		Planned 2024		Actual 2023	
Type of Increase	Median	Mean	Median	Mean	Median	Mean	Median	Mean
General Increase	2.0%	1.7	2.0%	1.8%	3.0%	2.2%	3.0%	2.5%
Merit Increase	3.2%	3.3%	3.2%	3.2%	3.5%	3.3%	3.7%	3.4%
Equity/Market Adjustment	0.5%	0.7%	0.5%	0.5%	0.5%	0.8%	0.5%	1.2%
Total Increase	3.5%	3.6%	3.5%	3.6%	4.0%	3.9%	4.0%	4.3%

WorldatWork's *2025-26 Salary Budget Survey* report provides insight into the projected and actual increases reported by participants based on the type of increase (Figures 1.a & 1.b) and other factors including state, industry, and organization (Figure 2).

Figure 1.a – Median Salary Increase Budgets, by Type of Increase for all employees and revenue, industry, and organization sizes (excluding 0% responses)

	Projected 2026	Actual 2025	Projected 2025
General Increase/COLA	3.0%	3.0%	2.0%
Merit Increase	3.0%	3.5%	3.5%
Other Increase	1.0%	1.0%	0.5%
Total Increase	3.5%	3.5%	4.0%
Note: "General Increase/COLA," "Merit," and "Other" do not add to the "Total Increase" because not every organization provides all three types of increases.			

Figure 1.b – Median Salary Increase Budgets, by Type of Increase for Utah employers only including all revenue, industry, and organization sizes (excluding 0% responses)

	Projected 2026	Actual 2025	Projected 2025
General Increase/COLA	3.0%	3.0%	-
Merit Increase	3.0%	3.3%	-
Other Increase	0.7%	0.6%	-
Total Increase	3.5%	3.5%	-
Note: "General Increase/COLA," "Merit," and "Other" do not add to the "Total Increase" because not every organization provides all three types of increases.			

When considering the added perspective of factors including state, industry, and organization size, employers in the Salt Lake City labor market are more likely to see overall salary budget increases around 3.5% (Figure 2).

Figure 2 – Median Total Salary Increase Budgets, by State, Industry, and Organization Size

	Projected 2026	Actual 2025	Projected 2025
By State, Utah	3.5%	3.5%	3.7%
By Industry, Government*	4.0%	4.0%	4.0%
By Organization Size, 2,500 - 9,999	3.5%	3.5%	3.9%
*Includes federal, state, local and tribal entities EXCEPT public schools and universities)			

Finally, when considering the impact on and need for salary structure adjustments, WorldatWork salary budget survey participants are projecting a 2.5% median increase in 2026 to range minimums and maximums for groups of employees (Figure 3).

Figure 3 – Median Salary Structure Increases, by Employee Category

	Projected 2026	Actual 2025	Projected 2025
Non-exempt Hourly	2.5%	2.7%	2.5%
Exempt Salaried	2.5%	2.6%	2.5%
Officers/Executives	2.5%	2.6%	2.5%
All	2.5%	2.7%	2.5%

RECOMMENDATION:

Considering the impact of current market conditions, including labor shortages, increased cost of labor and inflation on employer salary budgets in 2026, the Committee recommends leaders increase the City's overall salary budget by no less than 3.5%. In conjunction with the City's plans to grant actual general and/or merit increases, the Committee recommends an overall increase to the structure of the city's salary ranges of no less than 2.5%.

Section Two: Local Area Market Pay Comparison

Effectively attracting and retaining key talent depends on sound pay structure administration, competitive base wage and salary rates, and the City's ability to adapt to market conditions. The Committee reviewed market pay data obtained primarily from multiple locally based private or public employers with operations along the Wasatch Front. This approach reflects historical recruitment data showing the City primarily draws talent locally and competes with other Wasatch Front employers.

Results of the market pay analysis conducted this year were presented by the city's human resources staff using the compensation management tool offered by Payfactors to aggregate the latest sources of market pay information available.

To facilitate the review, the City organized **88 benchmark groups** from its 1,074 active jobs (roughly 8% of jobs). The Committee reviewed job pricing information obtained for each of the 88 benchmark job titles highlighted in this report. In total, these benchmarks cover **1,546 employees,** which represents **43.5%** of the city's regular, full-time workforce.

Because market data is not available to price all jobs, it is important to note that if a job title is not shown as a benchmark title it is instead tied to a benchmark for pricing purposes. For example, *Accountant III* is designated as the benchmark job for related titles in the same job family, including:

- *Accountant I*
- *Accountant II*
- ***Accountant III*** (benchmark)
- *Accountant IV*

If market pay data indicates a particular benchmark job is significantly below market, then all levels of the job should be reviewed for potential pay adjustments—not just the benchmark job. This way the pay differences between levels of the same or similar jobs are appropriately maintained.

The results of this year's local market pay analysis are displayed in three separate work groups. This is done not only to account for the differences in each group's unique wage structure and pay practices, but to also gauge the City's success more effectively at positioning itself as a pay leader. These three work groups include:

- **Non-Represented Employees**
- **AFSCME**
- **Public Safety** (including Firefighters, and Police Officers)

The Committee continues to follow the guidelines listed below when determining an individual benchmark job's compensation position relative to the market:

- **Significantly lagging** when data indicates the benchmark job's position relative to market is less than or equal to 90%.
- **Slightly lagging** when data indicates the benchmark job's position relative to market is between 90.1% and 98%.
- **Competitive** when data indicates the benchmark job's position relative to market is between 98.1% and 109.9%.
- **Significantly leading** when data indicates the benchmark job's position relative to market is greater than or equal to 110%.

GROUP FINDINGS & OVERALL SUMMARIES:

Among the Non-Represented Employee work group, a total of 42 benchmark jobs, covering 213 employees, were evaluated (representing 48% of the total jobs surveyed). Market pay rates (calculated as the 50th percentile and aged to 07/01/2026) were compared to the non-represented employee current actual median wages/salaries.

Non-Represented Summary	Benchmark Job Count	Overall Average Market Position
Significantly Lagging (Less than or equal to 90% of market)	2	86%
Slightly Lagging (Between 90.1% and 98% of market)	16	95%
Competitive (Between 98.1% and 109.9% of market)	19	104%
Significantly Leading (Greater than or equal to 110% of market)	5	120%
Overall Market Comparison	**42**	**101%**

The following list includes all related benchmark jobs sorted by those which are most lagging to most leading the market in base salary.

Non-Represented Breakout				
Job Title (Job Code)	SLC Median Employee Salary (Eff. 01/2026)	# SLC Incumbents (Eff. 01/2026)	Market Salary (50th Percentile) (Eff. 07/2026)	Market Comparison (SLC Median vs Market Median)
Golf Professional II (002766)	$92,342	3	$108,300	85%
Senior Recruiter (002438)	$91,475	5	$104,300	88%
Forensic Scientist II (001974)	$76,816	3	$83,300	92%
Office Facilitator II (002804)	$70,543	34	$75,700	93%
Golf Course Superintendent - 18 Holes (000936)	$94,808	3	$101,500	93%
Network Engineer II (002789)^	$122,909	0	$131,300	94%
Legal Secretary III (002814)	$73,154	4	$77,900	94%
Financial Business Systems Analyst (3075)*^	$96,289	0	$102,500	94%
Cybersecurity Engineer II (002794)	$141,910	3	$151,000	94%
Licensed Architect (002779)	$119,363	2	$126,800	94%
Financial Analyst III (002773)	$101,269	18	$107,200	94%
Systems Engineer III (002800)	$142,266	2	$149,600	95%
Safety Program Manager (002790)	$118,056	2	$123,700	95%
Principal Planner (001733)**	$92,169	11	$96,500	96%
Accountant III (001666)	$88,525	8	$92,400	96%
Human Resources Business Partner II (002811)	$112,538	7	$116,600	97%
Engineer IV (002198)	$107,722	5	$110,900	97%
Paralegal (002201)	$87,880	6	$89,900	97.8%

Non-Represented Breakout				
Job Title (Job Code)	SLC Median Employee Salary (Eff. 01/2026)	# SLC Incumbents (Eff. 01/2026)	Market Salary (50th Percentile) (Eff. 07/2026)	Market Comparison (SLC Median vs Market Median)
Purchasing Agent II (002926)	$81,110	2	$82,500	98.3%
Management Analyst (002757)	$86,656	6	$86,200	101%
Collections Officer (001376)	$62,920	3	$62,500	101%
Licensed Clinical Social Worker/Clinical Mental Health Counselor (002585)	$89,387	9	$88,700	101%
Senior City Attorney (002319)	$200,493	18	$198,400	101%
Auditor III (002822)	$102,575	1	$101,000	102%
Social Media Specialist II (002603)^	$79,123	0	$77,500	102%
Executive Assistant (001989)	$85,953	11	$84,100	102%
Employee Marketing & Communications Specialist (002225)^	$79,123	0	$77,400	102%
Technical Systems Analyst III (002203)^	$87,277	0	$84,900	103%
Senior HRIS Analyst (002155)	$114,832	1	$110,900	104%
Justice Court Judge (001601)	$200,210	4	$191,300	105%
Principal Software Engineer (002857)	$140,739	2	$133,600	105%
Professional Land Surveyor (001890)	$102,582	1	$97,100	106%
Geographic Information Systems (GIS) Specialist (002154)	$77,963	4	$73,000	107%
Senior Human Resources Technician (001866)	$66,560	1	$62,300	107%
Program Coordinator - Arts Council (001799)	$81,767	3	$75,500	108%
Senior Claims Adjuster (002534)	$94,848	1	$86,700	109%
Learning & Development Specialist (002516)^	$87,285	0	$79,600	110%
Real Estate Project Manager (000370)	$97,288	2	$85,800	113%
Victim Advocate (001765)	$70,741	6	$61,000	116%
City Payroll Administrator (001945)	$88,540	2	$74,000	120%
Software Support Administrator II (001729)	$102,062	5	$81,500	125%
Network Support Administrator II (001396)	$78,707	15	$62,800	125%

*=New Job this year
**= Market salary normalized to Salt Lake City
^ = Comparing against compensation grade midpoint in lieu of median wage as job is currently vacant

Among the AFSCME work group, a total of 37 benchmark jobs, covering 411 employees, were evaluated (representing 42% of the total jobs surveyed). Market median (calculated as the 50th percentile and aged to 07/01/2026) pay rates were compared to the Salt Lake City's wage schedule top rate as negotiated for FY26 per the current AFSCME MOU.

AFSCME Summary	Benchmark Job Count	Overall Average Market Position
Significantly Lagging (Less than or equal to 90% of market)	0	N/A
Slightly Lagging (Between 90.1% and 98% of market)	9	96%
Competitive (Between 98.1% and 109.9% of market)	21	103%
Significantly Leading (Greater than or equal to 110% of market)	7	117%
Overall Market Comparison	**37**	**103%**

The following list includes all related benchmark jobs sorted by those which are most lagging to most leading the market in base salary.

AFSCME Breakout				
Job Title (Job Code)	SLC Top Rate (Union Only) (Eff. 01/2026)	# SLC Incumbents (Eff. 01/2026)	Market Salary (50th Percentile) (Eff. 07/2026)	Market Comparison (SLC Top Rate vs Market Median)
Plumber II (000854)	$70,762	0	$76,300	93%
Asphalt Equipment Operator II (000909)	$62,837	29	$67,100	94%
Building Inspector III (001967)	$95,930	14	$101,800	94%
Water Meter Technician II (002714)	$64,688	4	$67,900	95%
Plans Examiner I (002127)	$92,248	2	$95,900	96%
Maintenance Electrician IV (000168)	$79,789	3	$82,700	96%
Metal Fabrication Technician (001925)	$75,213	5	$77,300	97%
General Maintenance Worker III (002490)	$70,762	27	$72,500	97.6%
Fleet Mechanic (002675)	$72,862	45	$74,600	97.7%
Laboratory Chemist (002743)	$87,838	2	$89,600	98.0%
Business Licensing Processor II (001964)	$66,934	3	$67,600	99%
Water Reclamation Facility Operator IV (002837)*	$77,459	3	$77,700	100%
Crime Scene Investigator II (001779)	$65,499	3	$65,200	100%
Arborist II (001375)	$64,688	2	$64,200	101%
Airport Airfield Operations Specialist (002619)**	$83,678	23	$82,600	101%
Senior Secretary (003030)	$60,736	2	$59,900	101%
Industrial Electrician IV (002658)	$92,248	6	$90,700	102%
Concrete Finisher (001852)	$68,682	11	$67,300	102%
Painter II (001347)	$66,602	0	$65,200	102%
Evidence Technician II (002277)	$62,733	0	$61,300	102%
Waste & Recycling Equipment Operator II (002347)	$62,837	27	$61,300	103%
Custodian II (006090)	$43,930	3	$42,800	103%
HVAC Technician II (006050)	$75,213	2	$73,100	103%
Parks Maintenance Technician II (002848)	$57,387	13	$55,400	104%
Water Plant Operator II (000966)	$75,213	24	$72,200	104%
Water Meter Reader II (006326)	$54,080	4	$51,600	105%
Carpenter II (001349)	$66,602	0	$63,400	105%
Airport Environmental Specialist II (002745)	$92,248	0	$86,900	106%
Senior Utilities Representative - Customer Service (000199)	$60,736	0	$57,200	106%
Water System Maintenance Operator II (000975)	$66,602	13	$60,700	110%
Public Safety Dispatcher (002629)^	$81,037	79	$70,800	114%
Judicial Assistant II (002084)	$66,934	9	$58,100	115%
Engineering Technician IV (000829)	$75,858	6	$65,400	116%
Civil Enforcement Officer I (001893)	$69,222	7	$59,400	117%
Airfield Maintenance Electrician (002746)	$107,952	23	$92,600	117%
Warehouse Support Worker (002022)	$58,656	1	$50,100	117%
Office Technician II (001191)	$60,736	16	$47,900	127%

*=New Job this year

**= Market salary normalized to Salt Lake City

^= Select entities used in comparison. Compared against market median topped out rate

As stated in Resolution No. 20[1] (see Appendix E), as passed in June of 2023 by the City Council, the "policy objective is to ensure that the City's firefighters and police officers are paid wages commensurate with or close to top of the market wages paid by public entities for such occupations in the State of Utah, especially among the State's largest public safety agencies."

With the Committee's desire to be consistent year-over-year with certain criteria for comparison, while striving to follow the intent of the resolution, the Committee has again decided that the primary focus should be comparison to the highest rate of pay found among the largest agencies in Utah. The threshold established on what constitutes a large agency was set at 90 or more full-time sworn employees for either Fire or Police. The agencies that participated in the custom salary survey and met this threshold are included in the comparison results below:

FIRE - Salary Survey Participants	
2025	**2026**
Ogden City	Ogden City
Provo City	Orem City
Sandy City	Park City Fire Dept.
South Jordan City	Provo City
Unified Fire Authority	Unified Fire Authority
Weber Fire District	Weber Fire District
West Jordan City	West Jordan City
West Valley City	West Valley City
POLICE - Salary Survey Participants	
2025	**2026**
Ogden City	Ogden City
Orem City	Orem City
Provo City	Provo City
Salt Lake County	Sandy City
Sandy City	State of Utah
State of Utah	Summit County
Unified Police Dept.	Unified Police Dept.
West Jordan City	West Jordan City
West Valley City	West Valley City

[1] Council Formal Meeting, June 13, 2023 - Item 17

A total of 9 benchmark jobs, covering 922 employees, were evaluated (representing 10% of the total jobs surveyed) for the Public Safety work group.

The market comparison for each job for both the Entry Rate and Top Rate breakouts is illustrated below utilizing the same comparison guidelines as was used for the other work groups.

Public Safety Summary
Significantly Lagging (Less than or equal to 90% of market)
Slightly Lagging (Between 90.1% and 98% of market)
Competitive (Between 98.1% and 109.9% of market)
Significantly Leading (Greater than or equal to 110% of market)

Entry Rate breakout:

Public Safety Breakout - Entry Rate Comparison

Job Title (Job Code)	SLC Entry Rate (Eff. 01/2026)	# SLC Incumbents (Eff. 01/2026)	Market Salary (Entry Rate) (Eff. 01/2026)	Market Comparison (SLC Entry Rate vs Market Entry Rate)
Firefighter / Engineer (001485)*	$69,578	53	$86,195	81%
Police Officer (002654)	$76,315	516	$88,712	86%
Firefighter EMT (001461)	$61,349	70	$62,837	97.6%
Firefighter / Paramedic (001481)	$70,797	78	$71,677	99%
Police Commander (3034)	$169,000	8	$165,963	102%
Fire Captain (008040)	$114,640	80	$109,199	105%
Battalion Chief (008030)	$138,498	12	$128,695	108%
Police Sergeant (007008)	$129,147	77	$109,845	118%
Police Lieutenant (000849)	$152,082	28	$127,213	120%

*=Salt Lake City "Entry Rate" reflects the 2-Year rate as negotiated with the Union

Top Rate breakout:

Public Safety Breakout - Top Rate Comparison

Job Title (Job Code)	SLC Top Rate (Eff. 01/2026)	# SLC Incumbents (Eff. 01/2026)	Market Salary (Top Rate) (Eff. 01/2026)	Market Comparison (SLC Top Rate vs Market Top Rate)
Firefighter / Engineer (001485)	$93,695	53	$103,418	91%
Fire Captain (008040)	$114,640	80	$122,834	93%
Battalion Chief (008030)	$144,269	12	$153,278	94%
Firefighter EMT (001461)	$87,565	70	$92,019	95%
Firefighter / Paramedic (001481)	$101,050	78	$105,810	96%
Police Officer (002654)	$108,264	516	$112,341	96%
Police Sergeant (007008)	$129,147	77	$127,379	101%
Police Commander (3034)	$169,000	8	$165,963	102%
Police Lieutenant (000849)	$152,082	28	$144,687	105%

RECOMMENDATION:

The Committee continues to express its support for the City's compensation strategy to position Salt Lake City as an area pay leader for employees. The Committee has long recognized that Salt Lake City employees deal with a volume of diverse situations and problems not seen by most other municipal entities in the state. Therefore, as the capital city it is in the City's best interest to attract the most capable employees to all positions and to encourage them to stay. The Committee believes that compensation should be an important factor in this equation and that this policy will prove beneficial to the City's citizens in the future.

Furthermore, as funds permit, the Committee recommends *the mayor and city council appropriate financial resources necessary to grant market salary adjustments for employees in benchmark jobs identified in this report as lagging market.*

1. *Priority should be given to those lagging significantly; and,*
2. *Second priority should be given to those lagging slightly behind Market.*

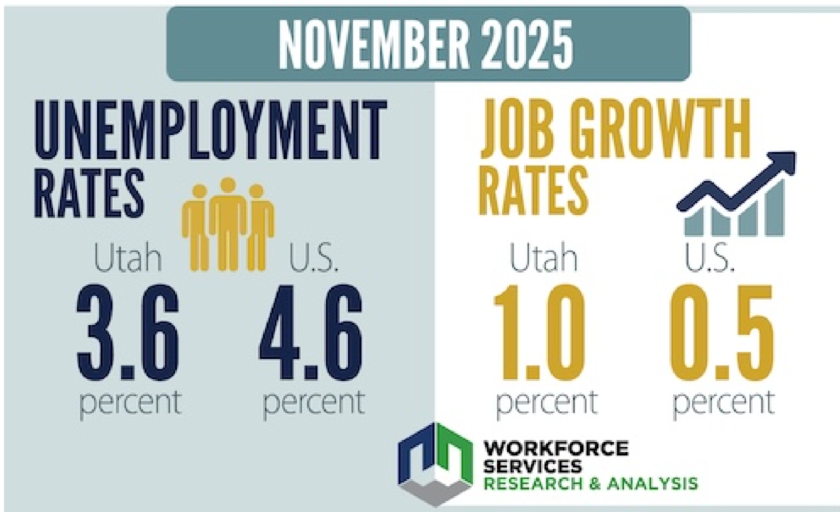
Appendices

Appendix A

Utah’s Unemployment Summary – November 2025

Utah’s Employment Summary: November 2025 (/blog/post/2026/01/07/utah-s-employment-summary-november-2025)

7. January 2026



SALT LAKE CITY (Jan. 7, 2026) — Utah’s nonfarm payroll employment for November 2025 increased an estimated 1.0% across the past 12 months, with the state’s economy adding a cumulative 18,500 jobs since November 2024. Utah’s current job count stands at 1,788,600.

November’s seasonally adjusted unemployment rate is estimated at 3.6%, up two-tenths of a percentage point compared to September. Approximately 66,000 Utahns are unemployed. Utah’s October unemployment rate is unavailable due to the 2025 lapse in federal appropriations. The November national unemployment rate is estimated at 4.6%.

“The state labor market is cooling, marked by an uptick in the unemployment rate and 1% year-over-year job growth,” said Ben Crabb, chief economist with the Department of Workforce Services. “While most sectors continue to add jobs, slight increases in layoffs and a steady hiring rate show employers are in a 'low hiring, low firing' mode, retaining available labor.”

Utah’s November private sector employment recorded a year-over-year expansion of 0.9%, or a 12,700 job increase. Six of the 10 major private-sector industry groups posted net year-over-year job gains. The overall gains are led by education and health services (9,900 jobs), financial activities (2,400 jobs), professional and business services (2,300 jobs) and leisure and hospitality (2,300 jobs). Trade, transportation and utilities (-5,700 jobs), other services (-1,100 jobs), manufacturing (-400 jobs) and natural resources (-200 jobs) experienced year-over-year job losses. Public sector employment grew by 2.1% year-over-year, adding 5,800 jobs, despite federal government employment decreasing by 7% (-2,900 jobs).

- Additional analysis and tables at https://jobs.utah.gov/wi/update/index.html (https://jobs.utah.gov/wi/update/index.html)
- County unemployment rates for November will post on or shortly after Jan. 9, 2026, at https://jobs.utah.gov/wi/update/une/season.pdf (https://jobs.utah.gov/wi/update/une/season.pdf)
- December’s employment information will be released at 7 a.m. on Friday, Jan. 23, 2026.

Largest private sector gains in the past year:

- Education and health services: 9,900 jobs
- Financial activities: 2,400 jobs
- Professional and business services: 2,300 jobs
- Leisure and hospitality: 2,300 jobs

Largest private sector losses in the past year:

- Trade, transportation and utilities: -5,700 jobs

- Other services: -1,100 jobs
- Manufacturing: -400 jobs
- Natural resources: -200 jobs

Statistics generated by the U.S. Bureau of Labor Statistics, Washington, D.C., modeled from monthly employer (employment) and household (unemployment) surveys.

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Utah’s Employment Summary: November 2025 (/blog/post/2026/01/07/utah-s-employment-summary-november-2025)

Appendix B

Society for Human Resource Management (SHRM) Article – August 2025

NEWS

Economic Uncertainty Pushing Employers to Keep Pay Increases Flat

August 15, 2025 | Kathryn Mayer

As employers weigh pay decisions for 2026, another survey finds that organizations are planning to pull back on salary increases for employees as they grapple with economic concerns.

U.S. employers are planning, on average, a 3.5% salary budget increase for 2026, down 0.1% from 2025, according to a new survey of 1,551 employers from Seattle-based compensation firm Payscale. That's the same prediction for next year's average pay increase percentage given by **consulting firm WTW last month - (https://www.shrm.org/topics-tools/news/benefits-compensation/employer-salary-increase-predictions-2026)** .

Although it's not a big decrease, those figures still indicate that the shifting economic landscape is affecting employers and making them cautious about spending. That's a change from the past few years, when a tight labor market, inflation, and effects from the pandemic caused organizations to rely on competitive pay bumps to keep workers happy and engaged.

Indeed, the majority of employers (66%) told Payscale that growing concerns about economic conditions are the reason for the slight decline in planned pay increases — a 17% jump from last year's report.

"Pay increases have been tapering year over year as the surge in wage growth and inflation begins to level off," said Ruth Thomas, chief compensation strategist at Payscale.

Salary increase budgets also vary by industry. For instance, the technology industry is seeing a 0.5% decrease in planned pay increases for 2026 compared to 2025, Payscale noted.

"Uncertainty surrounding future economic conditions and whether broad changes to immigration and trade policies will be implemented have employers feeling anxious regarding the direction of compensation costs this year and beyond," said Sydney Ross, economic researcher at SHRM. "In such an uncertain environment, it is likely that many employers are in wait-and-see mode and will take a more cautious approach as they devise their pay and **compensation strategies - (https://www.shrm.org/topics-tools/news/benefits-compensation/compensation-trends-to-watch-2025)** going forward."

Newsletter: Subscribe to Total Rewards - (https://www.shrm.org/topics-tools/news/hr-newsletters)

Cooling Labor Market

Another factor causing employers to decrease salary increase budgets is a cooling labor market, with employers saying they are less concerned with retaining and attracting employees. Only 34% of employers offering higher raises point to labor shortages as a driving factor — a 19% year-over-year decrease, according to Payscale. That also tracks with WTW analysis, which found that just 30% reported **difficulty attracting or retaining employees - (https://www.shrm.org/topics-tools/news/benefits-compensation/the-surprising-reason-behind-retention-and-attraction-woes-)**, a decrease of 11 percentage points since 2023, according to WTW.

Workers are largely staying put with their employers as they contend with fears over job security and economic impacts. Employee optimism is near a record low, driven by economic and political concerns, according to an April SHRM pulse survey of 1,067 U.S.-based workers and 2,060 HR professionals.

Employers Should Remain Flexible

Although recent estimates regarding 2026 salary increase budgets indicate that employers are pulling back on pay increases, experts caution that employers should remain flexible, as so many things are in flux.

For instance, inflation is starting to creep back up — **the consumer price index for July - (https://www.shrm.org/topics-tools/news/benefits-compensation/cpi-inflation-real-earnings-july-2025)** increased 0.2% on a monthly basis and rose 2.7% for the 12 months ending in July — and the majority of workers (88%) believe that salary should reflect the cost of living, according to previous **Payscale data - (https://www.payscale.com/featured-content/pay-confidence-gap?utm_medium=referral&utm_source=globenewswire&utm_campaign=brd_salary-budget-survey_wv_fls&utm_content=data_rc_salary-budget-survey_prr)**.

How-To Guide: Establishing Salary Ranges - (https://www.shrm.org/topics-tools/tools/how-to-guides/how-to-establish-salary-ranges)

Flexibility is also needed as financial anxiety among employees increases. A **survey from CNBC - (https://www.surveymonkey.com/curiosity/cnbc-your-money-2025/?utm_source=cnbc_2025)** found that 73% of U.S. residents said they are financially stressed.

All this "may mean that pay increase plans will need to be revisited," Thomas said. "HR leaders should be prepared for heightened scrutiny around compensation, particularly as 1 in 3 employees feel their pay does not reflect their performance."

Andrea Medici, labor economist at SHRM, recommended employers closely monitor trends in wage growth and **health care costs - (https://www.shrm.org/topics-tools/news/benefits-compensation/employers-shift-health-care-costs-to-employees)** "to balance competitive compensation packages with long-term cost sustainability."

Appendix C

Salary.com – National Salary Survey Budget Summary 2025

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US and Canada National Salary Budget Survey.

Now in its fifteenth year, Salary.com's US and Canada National Salary Budget Survey offers participating organizations information on how their peers are budgeting for salary increases including merit increases, market adjustments, cost-of-living increases, and total increase budgets. The survey also provides data on salary structure increases and current variable pay practices. Final results for 2025-2026 salary increase budgets are shown below:

Salary Increase Budget

Type of Increase

	Type of Increase	Planned 2026 Median	Planned 2026 Mean	Actual 2025 Median	Actual 2025 Mean	Actual 2024 Median	Actual 2024 Mean	Actual 2023 Median	Actual 2023 Mean
United States	General Increase	2.0%	1.7%	2.0%	1.8%	3.0%	2.2%	3.0%	2.5%
	Merit Increase	3.2%	3.3%	3.2%	3.2%	3.5%	3.3%	3.7%	3.4%
	Equity/Market Adjustment	0.5%	0.7%	0.5%	0.7%	0.5%	0.8%	0.5%	1.2%
	Total Increase	**3.5%**	**3.6%**	**3.5%**	**3.6%**	**4.0%**	**3.9%**	**4.0%**	**4.3%**
Canada	General Increase	3.0%	2.7%	2.0%	1.8%	2.3%	2.0%	1.3%	1.8%
	Merit Increase	3.0%	2.8%	3.0%	2.8%	3.5%	3.0%	3.5%	3.4%
	Equity/Market Adjustment	*	*	0.9%	1.3%	0.5%	0.7%	0.5%	0.7%
	Total Increase	**3.5%**	**3.4%**	**3.5%**	**3.4%**	**3.7%**	**3.6%**	**4.0%**	**3.9%**

*insufficient data to publish results

(includes data for all employee categories)

Salary Increase Budget

Employee Category

	Employee Category	Planned 2026 Median	Planned 2026 Mean	Actual 2025 Median	Actual 2025 Mean	Actual 2024 Median	Actual 2024 Mean	Actual 2023 Median	Actual 2023 Mean
United States	Executives	3.5%	3.5%	3.5%	3.5%	4.0%	3.8%	4.0%	4.1%
	Other Managers	3.5%	3.6%	3.5%	3.7%	4.0%	4.0%	4.0%	4.3%
	Exempt Employees	3.5%	3.6%	3.5%	3.7%	4.0%	3.9%	4.0%	4.3%
	Non-Exempt Employees	3.5%	3.6%	3.5%	3.6%	3.8%	3.9%	4.0%	4.3%
Canada	Executives	3.3%	3.4%	3.5%	3.4%	3.6%	3.6%	4.0%	3.8%
	Other Managers	3.5%	3.3%	3.5%	3.6%	3.8%	3.8%	4.0%	4.0%
	Exempt Employees	3.5%	3.4%	3.5%	3.3%	3.7%	3.6%	4.0%	4.0%
	Non-Exempt Employees	3.5%	3.4%	3.5%	3.2%	3.5%	3.5%	4.0%	3.9%

(based on total increase budgets)

SURVEY METHODOLOGY

738 organizations participated in this year's survey, with participants varying in size from small businesses to enterprise organizations, and representing 22 diverse industries, including healthcare, manufacturing, financial services, and education. The survey was conducted in April - May 2025.

salary.com

Salary Structure Movement and Changes in Variable Pay

Along with salary increase budgets, our annual US and Canada National Salary Budget Survey also looks at how organizations are budgeting for annual salary structure increases. These results show salary structure movement across employee categories:

Salary Structure Increase

Employee Category

		Planned 2026		Actual 2025		Actual 2024		Actual 2023	
	Employee Category	Median	Mean	Median	Mean	Median	Mean	Median	Mean
United States	Executives	2.5%	2.3%	2.6%	2.6%	3.0%	2.5%	3.0%	2.5%
	Other Managers	2.5%	2.5%	2.7%	2.6%	3.0%	2.6%	3.0%	2.7%
	Exempt Employees	2.5%	2.5%	2.6%	2.6%	3.0%	2.6%	3.0%	2.7%
	Non-Exempt Employees	2.5%	2.5%	2.8%	2.6%	3.0%	2.6%	3.0%	2.6%
Canada	Executives	2.8%	2.6%	2.6%	2.4%	2.8%	2.2%	2.6%	2.4%
	Other Managers	2.6%	2.5%	2.6%	2.2%	2.5%	2.1%	2.8%	2.7%
	Exempt Employees	2.6%	2.5%	2.6%	2.0%	2.6%	2.1%	2.8%	2.6%
	Non-Exempt Employees	2.6%	2.0%	2.6%	2.2%	3.0%	2.3%	2.8%	2.4%

The survey also tracks changes in variable pay prevalence. These results look at variable pay trends across employee categories:

Variable Pay Prevalence

Variable Pay as a Percentage of Base Pay

		Budgeted 2025		Estimated 2025		Actual 2024		Actual 2023	
	Employee Category	Median	Mean	Median	Mean	Median	Mean	Median	Mean
United States	Executives	30.0%	30.5%	30.0%	30.3%	30.0%	31.4%	33.0%	34.8%
	Other Managers	15.0%	13.4%	15.0%	13.3%	14.0%	13.9%	15.0%	15.7%
	Exempt Employees	8.0%	8.2%	8.0%	7.9%	8.0%	8.8%	10.0%	9.9%
	Non-Exempt Employees	5.0%	5.1%	4.0%	4.7%	4.0%	5.0%	5.0%	6.1%
Canada	Executives	34.5%	32.4%	40.0%	41.8%	37.0%	35.4%	35.0%	35.4%
	Other Managers	15.0%	16.1%	17.5%	16.7%	13.0%	17.2%	13.0%	14.0%
	Exempt Employees	10.0%	9.8%	10.0%	10.0%	6.0%	8.1%	9.0%	9.8%
	Non-Exempt Employees	5.5%	7.9%	6.5%	6.5%	5.5%	6.4%	5.5%	6.9%

Appendix D

WTW – 2025 Salary Budget Planning

ARTICLE (HTTPS://WWW.WTWCO.COM/EN-US/INSIGHTS/ALL-INSIGHTS#SORT=%40FDATE13762%20DESCENDING&F:@ARTICLEZ45XCONTENTZ45XTYPE=[ARTICLE])
|
BEYOND DATA (HTTPS://WWW.WTWCO.COM/EN-US/INSIGHTS/ALL-INSIGHTS#SORT=%40FDATE13762%20DESCENDING&F:@PUBLICATION=[BEYOND%20DATA])

2025 Salary budget planning: Stability on the surface, strategy in the details

By Brittany Innes (https://www.wtwco.com/en-us/insights/all-insights#sort=%40fdate13762%20descending&f:@authors=[Brittany%20Innes]) **| July 8, 2025**

Employers are no longer reacting to economic signals; they're reimagining how to support broader business goals despite uncertainty.

With most organizations having closed out their annual salary review cycle, the second quarter is the perfect time to begin thinking about the future. Uncertainties about the global economy are prompting organizations to carefully consider how they approach budgeting and workforce strategies.

WTW's 2025 Salary Budget Planning Report — Global (July edition) (https://www.wtwrewardsdataintel.com/s/salary-budget-planning?t=1725489106064) offers a comprehensive look at how organizations worldwide have responded this year and how they're preparing for what's to come in 2026.

While top-line budgets are generally holding steady, the real shift is happening beneath the surface: Organizations are being more deliberate about how they allocate pay, where they focus investment and what outcomes they expect to drive. Employers are no longer simply reacting to economic signals; they're reimagining how to best support broader business goals despite uncertainty and using this moment to position themselves for what's next.

Global salary budgets hold steady — with key variations

Most countries are forecasting salary increases that are relatively flat compared to the prior year. In the United States, organizations plan to increase salaries by 3.5% in 2026 — nearly identical to 2025 budgets. Canada, France, Germany and the United Kingdom are showing similar trends, with these markets forecasting increases between 3.2% and 3.6% (Table 1).

Table 1. Median salary increase budgets over time

Market	2026 Planned	2025 Actual	2025 Planned	2024 Actual
Brazil	5.8%	6.3%	5.6%	5.8%
Canada	3.5%	3.5%	3.5%	3.8%
China	4.0%	3.8%	5.0%	5.0%
France	3.2%	3.1%	3.5%	3.8%
Germany	3.4%	3.4%	3.8%	4.0%
United Kingdom	3.6%	3.6%	3.8%	4.0%
Saudi Arabia	3.9%	4.1%	4.1%	4.1%
United States	3.5%	3.5%	3.9%	4.0%

Source: WTW 2025 Salary Budget Planning Report — Global (July edition).

A glimpse into the actual and projected salary budget increases for a region or industry is critical to help organizations understand where they fall compared to the benchmark — but context is key. To help organizations make this data actionable, the full Salary Budget Planning Report offers insights into the factors influencing budget decisions and how organizations are addressing their workforce strategy.

Why budgets are being adjusted

When organizations adjust their salary budgets, the reasons are increasingly grounded in macroeconomic caution and consistent in all regions. While concerns about inflation continue to influence spending for many organizations and remains a top factor in influencing budget change, the percentage of survey respondents citing inflation as a cause of budgetary adjustments has, again, dropped notably in the past year.

Even more pervasive are concerns related to cost management, including the rising cost of goods and services, combined with recession fears and weaker financial performance (Table 2). Clearly, even in a competitive labor market, economic pressure and uncertainty are again exerting influence over budget planning.

Table 2. Top budget adjustment catalysts, globally (based on respondents to the question)

Rank	Factor	Percent of organizations (n=3,385)
1	Anticipated recession or weaker financial results (actual or forecast)	38.9%
2	Concerns related to cost management (e.g., rising cost of supplies)	34.4%
3	Inflationary pressures	27.4%

Source: WTW 2025 Salary Budget Planning Report — Global (July edition).

How organizations are responding to market conditions

In a complex labor market marked by global economic challenges, organizations are looking to their total rewards strategies (https://www.wtwco.com/en-us/insights/2025/01/total-rewards-in-2025-finding-the-competitive-edge-and-driving-value) as a tool to engage a productive workforce and align existing people resources to their most critical business objectives.

When asked which actions they've taken or plan to take in response to market conditions, companies pointed to a range of workforce investments. Notably, the most frequently cited actions already taken reflect a growing emphasis on internal culture, development and belonging — elements that play a key role in retention when compensation budgets are tight (Table 3).

Table 3. Top budget adjustment catalysts, globally (based on respondents to the question)

	Action Taken	Action Planned
Improving the employee experience	45.0%	27.7%
Increase/target use of training opportunities	41.4%	20.2%
Broader emphasis on diversity, equity and inclusion	43.4%	16.7%
Changes to health and wellness benefits	40.1%	14.3%
More workplace flexibility	38.3%	4.9%
Changes to compensation programs (e.g., base, STI or LTI)	26.6%	18.5%
Other	6.1%	13.4%

Source: WTW 2025 Salary Budget Planning Report — Global (July edition).

The fact that compensation changes rank third in future planning — despite being one of the less frequently reported actions taken to date — may signal a shift. Organizations could be recognizing that culture and upskilling can go only so far without reinforcing their value proposition through employee pay.

These actions suggest a deliberate rebalancing that is unsurprising given ongoing concerns over financial results and cost management. Many organizations have prioritized initiatives aimed at improving the employee experience, expanding DEI efforts and enhancing wellbeing. These are meaningful investments that will pay dividends in the long term. However, only one-quarter of responding organizations said they have taken deliberate action to adjust compensation programs.

In a competitive labor market, overlooking pay can have real consequences. Annual compensation survey data (https://www.wtwco.com/en-us/solutions/products/salary-surveys) remains a critical resource to ensure decisions are grounded in reliable, representative benchmarks. Skipping a cycle or relying too heavily on highly reactive data sources can leave organizations out of step with the market at a time when alignment matters most.

Responding with intent: Employers invest in multi-pronged approaches

In the face of ongoing economic uncertainty and evolving workforce expectations, organizations that view compensation as a critical tool for improving business outcomes are putting in significant effort to ensure their pay strategies are responsive, equitable and effective. Rather than relying on a single tactic, most are taking a multi-pronged approach — balancing broad-based increases with targeted adjustments and comprehensive reviews.

Many organizations report having already taken action within the past year by conducting comprehensive compensation reviews and relying on data-driven approaches that are both sustainable and effective (Table 4). Notably, 27% of responding organizations reported a concentration on starting salaries. The July edition of the Salary Budget Planning Report now includes a special focus on starting salaries across multiple job families to help organizations understand what it will take to remain competitive.

Table 4. Actions taken to address competitive labor market and inflationary pressures

Action	Percent of respondents
Full compensation review of all employees	**31.2%**
Compensation review of specific employee groups	**30.1%**
Raise starting salary ranges	**27.0%**
Hire people higher in relevant salary range	21.5%
Enhance use of retention bonuses or spot awards	21.5%
Targeted base salary increases for specific employee groups	20.3%
One-off equity/LTIs payment or grant	16.7%
Adjust salary ranges (minimums, midpoints maximums) more aggressively	16.2%
Discretionary funds for base salary increasing on as needed basis (in additional to original budget)	10.0%
Higher base salary increases for all employee groups	7.5%
More frequent base salary increases or off-cycle adjustments	5.2%
One-off cost-of-living payments	3.7%

Source: WTW 2025 Salary Budget Planning Report — Global (July edition).

Survey participants shared that their compensation strategies and pay practices will continue to see investment over the next year with continued focus on both broad and targeted compensation reviews as well as more aggressive range adjustments (Table 5).

Table 5. Actions planned to address competitive labor market and inflationary pressures

Action	Percent of respondents
Adjust salary ranges (minimums, midpoints maximums) more aggressively	**16.8%**
Full compensation review of all employees	**16.3%**
Compensation review of specific employee groups	**14.0%**
Targeted base salary increases for specific employee groups	11.7%
Hire people higher in relevant salary range	11.5%
Enhance use of retention bonuses or spot awards	10.6%
Raise starting salary ranges	9.3%
Discretionary funds for base salary increasing on as needed basis (in additional to original budget)	5.8%
More frequent base salary increases or off-cycle adjustments	5.0%
Higher base salary increases for all employee groups	3.3%
One-off equity/LTIs payment or grant	1.9%
One-off cost-of-living payments	0.7%

Source: WTW 2025 Salary Budget Planning Report — Global (July edition).

Looking ahead to 2026

As organizations plan for 2026, their focus is shifting from simply responding to market signals to proactively shaping outcomes: driving performance, enabling transformation and retaining the talent that matters most. The path to a more effective workforce in 2026 starts with the decisions leaders make right now.

Here's how your organization can take a more strategic approach to compensation planning:

- **Evaluate and recalibrate your pay structures**: If your organization made rapid compensation changes in recent years, now is the time to assess their effectiveness. Use data to identify where adjustments are needed and ensure your job architecture supports long-term goals.
- **Align compensation with your evolving skills strategy**: According to WTW's 2025 Skills Survey (https://www.wtwco.com/en-us/insights/2025/05/skills-focused-organizations-see-better-performance-across-multiple-key-metrics-of-success), which collected information about the use of skills across more than 1,200 organizations, those that effectively use skills are more likely to report better outcomes related to employee productivity, retention and financial performance. As roles evolve and talent needs shift, compensation planning should be closely aligned with your organization's upskilling, reskilling and workforce transformation priorities (https://www.wtwco.com/en-us/insights/2025/05/transforming-talent-how-a-skills-strategy-drives-business-success).
- **Prioritize roles that drive business impact**: A strategy isn't a strategy without trade-offs, and the rules are no different when it comes to a compensation strategy. Identify the areas within your organization where rewards differentiation can make the most impact and where it could prevent regrettable turnover.
- **Cut through the noise with reliable data**: In a market full of conflicting signals, avoid being swayed by anecdotal trends. Ground your decisions in robust compensation survey data to maintain consistency, defensibility and alignment with business strategy.

The organizations that will lead in the years ahead are the ones using this moment to invest with intention. History has shown that bold, well-informed moves made during periods of uncertainty often define the next generation of industry leaders. This is a moment to lead with confidence — not because conditions are easy, but because the tools, data and insights to make the right calls are in place.

Author

Brittany Innes (https://www.wtwco.com/en-us/insights/all-insights#sort=%40fdate13762%20descending&f:@authors=[Brittany%20Innes])

Director, Rewards Data Intelligence

Email (mailto:Brittany.Innes@wtwco.com)

Salary Budget Trends Report

Access key salary budget data across multiple regions.

First Name: *

First Name

Last Name: *

Last Name

Business Email: *

Business Email

Company Name: *

Company

Job Title: *

Job Title

Country: *

Appendix E

City Resolution No. 20 - 2023

RESOLUTION NO. 20 OF 2023

Declaring Support for Top-of-Market Wages for Firefighters and Police Officers Employed by Salt Lake City Corporation

WHEREAS, Salt Lake City is the capital city of the State of Utah, with growing public safety needs and service requirements.

WHEREAS, Salt Lake City Corporation (the "City") is committed to recruiting and retaining the highest skilled and trained firefighters and police officers to serve Salt Lake City's diverse and growing population.

WHEREAS, pursuant to the Collective Bargaining and Employee Representation Joint Resolution dated March 22, 2011 ("Collective Bargaining Resolution"), the City recognizes and engages in collective bargaining with the International Association of Firefighters Local 81, representing eligible employees ("IAFF") and the Salt Lake Police Association, representing eligible employees ("SLPA").

WHEREAS, pursuant to the Collective Bargaining Resolution, the City periodically negotiates the wages for employees represented by the IAFF and SLPA.

WHEREAS, the Collective Bargaining Resolution establishes a process for negotiating wages for IAFF- and SLPA-represented employees, and any negotiated wages are presented to the City Council as part of the Mayor's annual budget.

WHEREAS, in the fiscal year 2021, 2022 and fiscal year 2023 budgets, the City Council prioritized ensuring that the City's firefighters and police officers were paid wages commensurate with or close to top of the market wages paid by public entities for such occupations in the State of Utah.

WHEREAS, the City Council desires to express the policy objective that for fiscal year 2024 and for future fiscal years, the City's firefighters and police officers be paid wages commensurate with or close to top of the market wages paid by public entities for such occupations in the State of Utah.

NOW THEREFORE, BE IT RESOLVED by the City Council of Salt Lake City, Utah, the following:

1. In recognition of the unique challenges associated with being employed as a firefighter or police officer, especially in the capital city of the State of Utah, the Salt Lake City Council's policy objective is to ensure that the City's firefighters and police officers are paid wages commensurate with or close to top of the market wages paid by public entities for such occupations in the State of Utah, especially among the State's largest public safety agencies.

2. This Resolution shall be effective immediately upon passage.

Passed by the City Council of Salt Lake City, Utah this 13th day of June, 2023.

SALT LAKE CITY COUNCIL

Darin Mano, Chair

ATTEST AND COUNTERSIGN:

Cindy Lou Trishman, City Recorder

Approved as to form:
Salt Lake City Attorney's Office

Katherine Lewis (Jun 17, 2023 12:55 MDT)

Katherine Lewis, City Attorney
Jun 17, 2023

Prepared for and on behalf of the Committee by:

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