

PAY EQUITY IN NYC

New York City Council

I'M WORTH IT!!

Analysis of pay differences in the New York City municipal workforce



NEW YORK CITY COUNCIL
New York City Council Data Operations Unit

SEPTEMBER 2022

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DEAR NEW YORKERS:

As a Council, we are constantly striving towards the ideal of a truly equitable society. We know that achieving that ideal is contingent on valuing all people for their contributions to our great city. Yet, we have long been aware that — even within our municipal workforce — pay disparity persists, particularly along racial and gender lines. We also know that this is especially true for Black, Hispanic, and Asian women.

In passing the Pay Equity Law (Local Law 18 of 2019), the Council took an innovative approach to reach a simple goal: to increase access to City data so that it could understand trends and pay gaps among City workers, and propose solutions to eliminate those disparities. In its first report, in 2021, the Council identified that a major root cause of pay disparity in the City workforce is occupational segregation — that certain demographic groups are over- and under-represented in different City jobs — and that pay disparity often correlates with how those jobs are valued. This report builds on that work, setting forth specific legislation that will work to narrow the pay gap.

The legislative package now being advanced by the Council enhances these efforts by strengthening the existing pay equity law; evaluating recruitment, retention, and upward mobility opportunities within and across City agencies; and analyzing pay so that compensation for City jobs is commensurate with the value they provide.

Those with the authority, power, and voice to make change have the responsibility to help ensure advancements. As the first women-majority Council, we will not rest until women — particularly women of color — are valued equally for their crucial contributions to our City. More than 300,000 New Yorkers serve this city of 8 million residents. Nearly 60% of that dedicated workforce consists of women, and more than half are Black and brown women. They field our 911 emergency calls, they clean our parks, they reintegrate formerly incarcerated persons back into communities, and they provide care for the most vulnerable among us. They keep this City running. The devaluing of work historically done by women must end. We will not stop until we are paid the equitable wages we deserve.

Sincerely,



Speaker Adrienne E. Adams



Introduction

INTRODUCTION

In 2019, the New York City Council (Council) passed Local Law 18, also known as the “Pay Equity Law,” to identify pay disparities among employees of the City of New York (NYC) based on race, ethnicity, gender, and other protected classes. The law requires the Mayor’s Office of Data Analytics (MODA) to report NYC municipal employee pay data publicly and to provide the Council with direct access to the data to facilitate its own annual statistical analysis.

In August 2021, the Council published a report containing its analysis of NYC municipal employee pay data for 2018 (the [2021 Pay Equity Report](#)).¹ In the 2021 Pay Equity Report, the Council concluded that while municipal employees with the same civil service title generally receive equal pay, between civil service titles, employee demographics are often segregated along gender and racial lines. Moreover, the 2021 Pay Equity Report concluded that this segregation results in pay disparity due to significant differences in pay based on civil service titles.

This report builds on the observations and conclusions in the 2021 Pay Equity Report, based on additional data for 2019. The analysis compares the annual datasets provided to ascertain whether any progress is being made by the City towards closing the pay gap. The report includes a series of proposed legislation, intended to enhance the Council’s oversight of the City’s ongoing effort to achieve pay equity across the municipal workforce.

KEY FINDINGS (2019 DATA)

Slight Improvement, but Inequities Remain

The Council’s analysis of the 2019 data largely demonstrates that the pay gap in the NYC

municipal workforce, observed in the 2021 Pay Equity Report, still persists. While the data may show some indication of a slight shift toward equity, because of certain data constraints (e.g., the analysis only covers two years’ worth of data, and the salary amounts reported have not been adjusted for inflation¹) the analysis cannot be conclusive.

Data for 2018 and 2019, do, however, reveal two persistent, large, non-adjusted pay gaps in the NYC municipal workforce—one between Black or African American, Hispanic or Latino, and white employees; and another between male and female employees. Notably, the data confirms that non-white employees and female employees predominantly occupy civil service titles with the lowest median salaries, and the same groups represent a much smaller proportion of employees who occupy civil service titles with the highest median salaries.

Pay gaps observed between white employees and non-white employees and males and females shrink dramatically among individuals in the same civil service title, suggesting that occupational segregation—the over- (or under-) representation of certain demographic categories in specific occupations—remains a driving force of pay inequity among the NYC municipal workforce.

Pay inequity can additionally be observed within civil service titles. Even after adjusting the 2019 data for civil service title and other variables that may affect salary, a small but significant difference in the pay of non-white employees remains. Pay inequity is particularly pronounced for non-white female employees. While Black or African American male employees make 0.9% less than white male employees with the same title, Black or African American female employees and Hispanic or Latina female employees make even less—1.4% and 1.3%, respectively.

¹Adjusting for inflation to account for purchasing power could facilitate a more precise comparison of employee pay. A nominal (i.e., un-adjusted) comparison may be misleading when inflation is high. Cost-of-living adjustments intended to account for the loss of purchasing power that NYC municipal employees may experience over time as a result of inflation are routinely made to employee salaries, typically upon the negotiation of new collective bargaining agreements with municipal labor unions.

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Background

BACKGROUND

THE PAY EQUITY LAW

The Pay Equity Law expanded access to the City’s data to uncover the existence of pay disparities among the municipal workforce, so that the City can develop and implement solutions to achieve pay equity. Under the law, MODA must publicly report aggregated City pay data annually and assess it for disparities based on gender, race, and ethnicity. The Pay Equity Law also entitles the Council to directly access NYC employee pay data via an Application Programming Interface, or API, to facilitate independent verification of MODA’s findings. The Pay Equity Law is the first ever local law that grants the Council direct access to individualized data in this way, making possible the analysis that informs this report.

THE PAY GAP: RACE/ETHNICITY AND GENDER

Disparities in pay equity are most often measured by the racial pay gapⁱⁱ and the gender pay gap.ⁱⁱⁱ Accordingly, the Council’s analysis examines the pay gap among NYC municipal employees along lines of race/ethnicityⁱⁱ and gender.ⁱⁱⁱ See “The Wage Gap: Gender and Race/Ethnicity,” 2021 Pay Equity Report, page 12, for additional detail about these metrics.

TERMINOLOGY AND MODEL RESULTS

With the exception of some changes, such as the expansion of gender categories in the 2019 data noted below, terminology and model results are unchanged from the 2021 Pay Equity Report.

Language Choices

For purposes of this report, the “NYC municipal workforce” refers to employees represented in

the dataset provided to the Council pursuant to the Pay Equity Law. For additional details on included employees, see “Data, Limitations, and Methodology,” 2021 Pay Equity Report, page 16. Although the Pay Equity Law requires the Mayoral Administration (Administration) to provide data on “sex,” the data received was presented as “gender,” and further categorized under the terms “male,” “female,” “non-binary,” and “other gender.” Thus, the Council’s analysis and this report also use these terms to reflect the information as provided. For details on the grouping of race and ethnicity, see Appendix B, 2021 Pay Equity Report, page 67.

Non-Adjusted and Adjusted Pay Gaps

The analysis in this report uses two metrics to understand pay equity in the NYC municipal workforce: the non-adjusted pay gap and the adjusted pay gap.

The **non-adjusted pay gap** is the median pay difference between two demographic groups when not accounting for other demographic categories or variables that may affect salary.^{iv} For example, the non-adjusted pay gap compares the median salary for males to the median salary for females, regardless of their race, age, civil service title, or other known characteristics the individuals in those groups might hold.

The **adjusted pay gap** accounts for other variables that may affect salary. To make the adjustment, the Council’s Data Operations Unit employs a model that evaluates the pay differential between different demographic categories while adjusting for the following variables: the employee’s length of service, civil service title code, civil service title suffix, and civil service title level, agency, and managerial status. This model evaluates the adjusted pay gap between groups identified under a single demographic—e.g., gender, race/ethnicity, or age—when accounting for other variables.

ⁱⁱ See Appendix B, 2021 Pay Equity Report, page 67, for an explanation of why race and ethnicity are considered together.

ⁱⁱⁱ See *infra*, note 5, for information regarding the use of gender versus sex.

^{iv} Variables that may affect salaries include the following factors: length of service, civil service title code, civil service title level, civil service title suffix, agency, date of birth, and managerial status.

Model Results

While large, non-adjusted pay inequities exist across gender and race/ethnicity lines, the pay gap is nearly, although not completely, eliminated after adjusting for variables in the regression model. However, once the civil service title that an individual holds is omitted from the model and no longer adjusted for, large pay inequities across gender and race/ethnicity again become apparent. These results suggest that civil service titles play a strong role in explaining the differences in salary across protected classifications.

For example, the pay difference between male and female employees is small when looking at salaries across protected groups within the same civil service title. The same is true when examining civil service title data for pay disparities between Black or African American employees and white employees. In contrast, the pay gap is large when looking at salaries across different civil service titles. As the percentage of female and non-white employees who share a civil service title increases, the data shows a correlating decrease in the median salary for the civil service title. This suggests that the relationship between gender or racial/ethnic identity and a civil service title can explain the significant difference in pay between demographic groups. In other words, occupational segregation by race and gender is a driving force of the pay gap.

DATA WITH VOLUNTARY FIELDS

Former Employees

The Pay Equity Law requires data to be provided on “each current and former employee.” However, the Administration provided data that included information on each employee in the municipal workforce as of December 31, 2019, as well as active seasonal employees from summer 2019. Therefore, this report only includes a point-in-time analysis of the municipal workforce as it existed in 2019.

Gender

The majority of employees self-identified as “Male” or “Female.”^v Fifty-three employees self-identified as “non-binary” or “other gender.”

Race/Ethnicity

About 2% of employees self-identified as some other race, had an unknown race, or chose not to disclose their race. About 12% of employees had an unknown ethnicity or chose not to disclose their ethnicity. The remaining 86% of employees identified as either Hispanic or Latino (19%), Asian (8%), Black or African American (28%), or white (31%)

Education Level

As seen in 2018, a large percentage of employee data on education level has a value of “Not Indicated,” as many employees did not provide this information to the Administration. In addition, the available data does not always reflect an employee’s highest education level. Due to these limitations, the analysis largely excludes education level.

Despite not having a reliable education variable, many civil service title codes and levels require some form of minimum education level. Therefore, when education level information is not provided, the analysis assumes the minimum education level required for the corresponding title and level.

Agencies

The dataset includes 36 agencies and does not include every employee in those agencies. In particular, the dataset does not include pedagogical employees in the Department of Education (DOE). However, the Fiscal Year 2019 New York City Government Workforce Profile Report from the Department of Citywide Administrative Services (DCAS) includes the entire DOE employee population.^{vi} According to that report, there were 136,131 DOE full-time

^v Local Law 18 required the Administration to provide data on “sex.” In the dataset, the information was presented as “gender,” but used the terms “male” and “female.” Because the data was presented in this way, the Council’s analysis also uses these terms

^{vi} See <https://www1.nyc.gov/site/dcas/reports/workforce-reports.page>.

employees in 2019. Pedagogical employees, like teachers, counselors, and principals, are 68% (93,677) of DOE full-time employees. If the entire DOE employee population were included in the current dataset, the analyzed subset would nearly double in size, bringing it to about 298,000 employees.

For analyses where agencies are compared to one another, five agencies—the Mayor’s Office of Contract Services (MOCS), the Law Department, the Office of the Mayor (MAYOR), the Office of Management and Budget (OMB), and the Office of Emergency Management (OEM)—were excluded. A comparison of these agencies with others is not possible given how few competitive and non-competitive job titles they fill, as shown in the table below. Most of their employees have civil service title classifications excluded from the analysis (i.e., exempt, labor, pending, and unclassified).^{vii}

Uniformed Titles

Uniformed titles were not indicated in the dataset. At the Council’s request, DCAS provided a list of uniformed titles. The full list of uniformed title codes can be found in Appendix B of this report.

^{vii} The data was subset so that it only included employees whose “Title Classification” was competitive or non-competitive.

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Analysis & Conclusions

ANALYSIS & CONCLUSIONS

Analysis of the 2019 dataset largely yields the same conclusions as in the 2021 Pay Equity Report: pay differences still exist for individuals within the same civil service title after accounting for other variables, and occupational segregation appears to be the main driver of pay inequity across the municipal workforce.

SAME CIVIL SERVICE TITLE

Adjusted Pay Gap

The pay gap shrinks dramatically among individuals in the same civil service title. However,

a small but significant pay difference remains for individuals in the same civil service title even after accounting for other employee characteristics.

Race/Ethnicity

When examining the data for differences between racial/ethnic groups, non-white employees make slightly less than white employees. Compared with white employees, Black or African American employees make \$0.989 on the dollar, Hispanic or Latino employees make \$0.990 on the dollar, and Asian workers make \$0.992 on the dollar.

Gender

When examining the data for differences between genders, the adjusted pay gap is extremely small: 0.3%. Female employees make \$0.997 on the dollar compared to male employees.

Race/Ethnicity	Adjusted Cents on the Dollar (Versus White)
White	\$1.000
Black or African American	\$0.989
Hispanic or Latino	\$0.990
Asian	\$0.992
Other	\$0.987
Ethnicity Unknown or Choose Not to Disclose	\$0.993

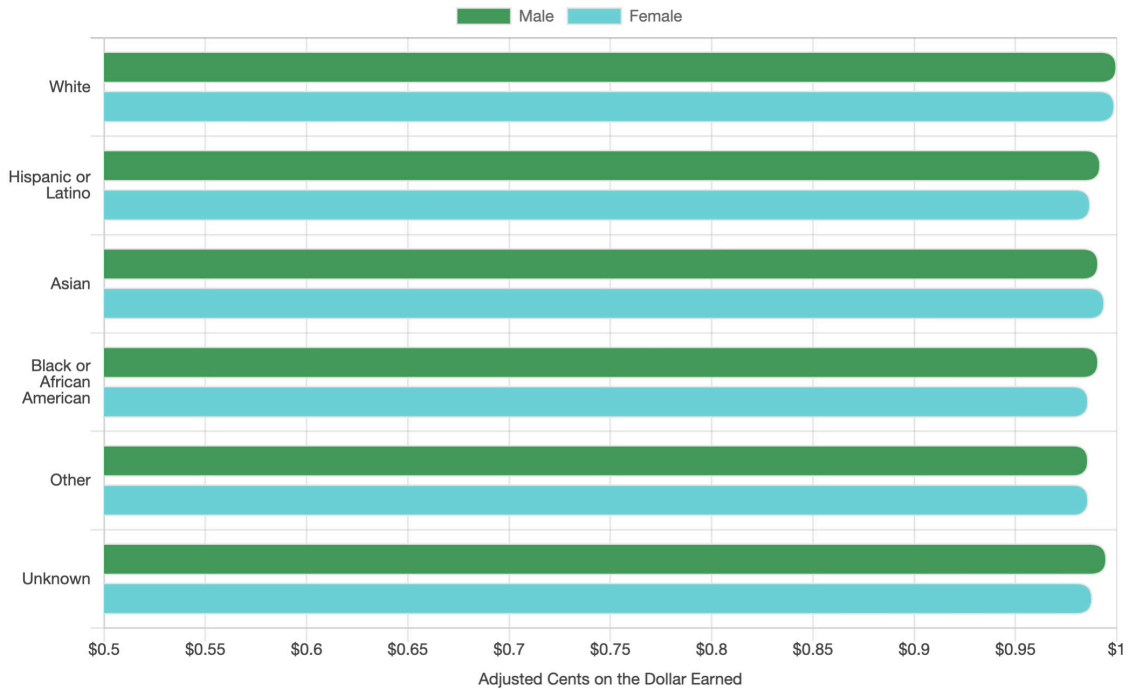
Gender	Adjusted Cents on the Dollar (Versus Male)
Male	\$1.000
Female	\$0.997
Non-binary	\$1.013
Other Gender	\$1.016
Choose not to disclose	\$0.997

Race/Ethnicity & Gender

Considering the intersection between race/ethnicity and gender, a small gap still exists. White white male employees make the most, white female employees earn 0.1% less than white males. Non-white male and non-white female employees make less than white male and white female employees. Black or African American female employees earn \$0.986 on the dollar and Hispanic or Latino^{viii} female employees earn \$0.987 on the dollar, compared to white male employees.

^{viii} The data reported by the Administration pursuant to Local Law 18 was presented as "Hispanic or Latino," regardless of sex or gender. The Council's analysis and this report thus also use that term, to reflect the information exactly as it was provided by the Administration.

Race/Ethnicity & Gender Adjusted Pay Gap



Gender (Male), Race/Ethnicity	2019 #	Adjusted Cents to the Dollar
White	38,597	\$1.000
Black or African American	18,286	\$0.991
Hispanic or Latino	17,732	\$0.992
Asian	9,017	\$0.991
Other	1,165	\$0.986
Race/Ethnicity Unknown or Choose Not to Disclose	12,228	\$0.995

Gender (Female), Race/Ethnicity	2019 #	Adjusted Cents to the Dollar
White	11,600	\$0.999
Black or African American	28,008	\$0.986
Hispanic or Latino	12,680	\$0.987
Asian	4,618	\$0.994
Other	1,347	\$0.986
Race/Ethnicity Unknown or Choose Not to Disclose	6,817	\$0.988

There was no appreciable change in the adjusted pay gap for race/ethnicity and gender from 2018 to 2019.

Gender & Uniformed Employees

As in the 2018 dataset, the median salary for uniformed employees (New York Police Department (NYPD) officer (70210), Department of Corrections (DOC) officer (70410), or Fire Department (FDNY) firefighter (70310)) is \$85,292,^{ix} regardless of gender. The large number of male and female employees in this category who hold these titles with equitable compensation suggests the effectiveness of collective bargaining agreements. Although salaries diverge when promotions and higher titles are considered, those higher-paid titles represent a smaller portion of the overall population of uniformed officers.

OCCUPATIONAL SEGREGATION

Non-Adjusted Pay Gap

Occupational segregation—the over- or under-representation of certain demographic categories of individuals in certain occupations—remains a driving force of pay inequity across the NYC municipal workforce. While different demographic groups (by gender and by race/ethnicity) are generally paid similar salaries for doing the same work (meaning they hold the same civil service title code, level, and suffix), different demographic groups of people tend to be clustered in different civil service titles

within the NYC municipal workforce, leading to a general lack of diversity within some titles and over- and under-representation of certain demographics within titles.

A prominent non-adjusted pay gap exists between Black or African American, Hispanic or Latino, and white employees, as well as between male and female employees, in the NYC municipal workforce. However, the non-adjusted pay gap compares the average median salaries across different protected categories without considering any other employee characteristics.

Gender

Female employees on average make \$.73 to every dollar male employees make. The average cents on the dollar for non-binary employees and employees reporting other genders do not necessarily present strong evidence of pay equity or inequity for these groups, as there were a small number of employees reported under these categories.

Race/Ethnicity

Pay data along racial/ethnic lines shows disparity between each racial/ethnic category. Black or African American employees make \$.71 to every dollar white employees make, Hispanic or Latino employees make \$.75 to every dollar white employees make, and Asian employees make \$.85 to every dollar white employees make.

Gender	Median Salary	Cents on the Dollar (Versus Male)
Male	\$83,201	\$1.00
Female	\$60,327	\$0.73
Non-binary	\$67,844	\$0.82
Other Gender	\$87,211	\$1.05
Choose not to disclose	\$79,859	\$0.96

^{ix} Nominal salary, not adjusted for inflation.

Race/Ethnicity	Median Salary	Cents on the Dollar (Versus White)
White	\$85,292	\$1.00
Black or African American	\$60,327	\$0.71
Hispanic or Latino	\$63,982	\$0.75
Asian	\$72,501	\$0.85
Other	\$63,452	\$0.74
Race/Ethnicity Unknown or Choose Not to Disclose	\$58,883	\$0.69

Race/Ethnicity & Gender

The pay gap is compounded when race/ethnicity and gender are considered together. Black or African American male employees

make \$.792 to every dollar white male employees make, while Black or African American female employees make \$.690 to every dollar white male employees make.

Race/Ethnicity & Gender Non-Adjusted Pay Gap



Gender (Male), Race/Ethnicity	Median Salary	Cents on the Dollar (Versus White, Male)
White	\$85,292	\$1.000
Black or African American	\$67,566	\$0.792
Hispanic or Latino	\$79,058	\$0.927
Asian	\$76,212	\$0.894
Other	\$70,288	\$0.824
Race/Ethnicity Unknown or Choose Not to Disclose	\$60,837	\$0.713

Gender (Female), Race/Ethnicity	Median Salary	Cents on the Dollar (Versus White, Male)
White	\$75,591	\$0.886
Black or African American	\$58,879	\$0.690
Hispanic or Latino	\$58,782	\$0.689
Asian	\$70,008	\$0.821
Other	\$59,973	\$0.703
Race/Ethnicity Unknown or Choose Not to Disclose	\$54,226	\$0.636

There was no appreciable change in the non-adjusted pay gap for race/ethnicity and gender from 2018 to 2019.

Differences in Salary within Civil Service Title Code

When comparing median pay salaries within the same civil service title, the data shows 68% of positions have a less than \$5,000 difference in salary between male and female employees. This finding supports the Council’s general conclusions about occupational segregation driving the non-adjusted pay gap. The remaining 32% of positions have pay differences from anywhere between \$5,000 and \$49,000. Other variables could explain these differences, including years of service and experience.

However, the median salaries of male and female employees differ significantly in some civil service

titles. Listed in the table below are the 10 titles (with the same Title Code, Civil Service Title Level, and Civil Service Title Suffix) with over five employees of each gender that show the largest median salary differences between male and female employees. This data does not account for variables that may differ across gender—such as length of service—so the Council’s analysis cannot illuminate the cause of these differences. Further investigation into the causes of pay differences for these titles is warranted. As with the 2018 data, some of these titles, like Sanitation Worker, General Superintendent (Sanitation), and Director of Correctional Standards Review, showed the biggest median pay differences between males and females.

Civil Service Titles with the Largest Median Salary Difference	
Civil Service Title (Title Code)	Median Salary Difference (Males - Females)
Educational Mgmt Assoc (10245)	\$48,996
Administrative Supervisor of Building Maintenance (10035)	\$30,623
*Attorney At Law (30085)	\$24,448
IT Security Specialist (95622)	\$23,725
General Superintendent (Sanitation): (70196)	\$21,125
Adm Construction Project Mgr (Non Mgr) Formerly M1 (8299A)	\$20,178
Sanitation Worker (70112)	\$19,751
Administrative Architect (10004)	\$17,524
Director of Correctional Stand (52620)	\$18,325
Agency Medical Director (5304A)	\$16,993

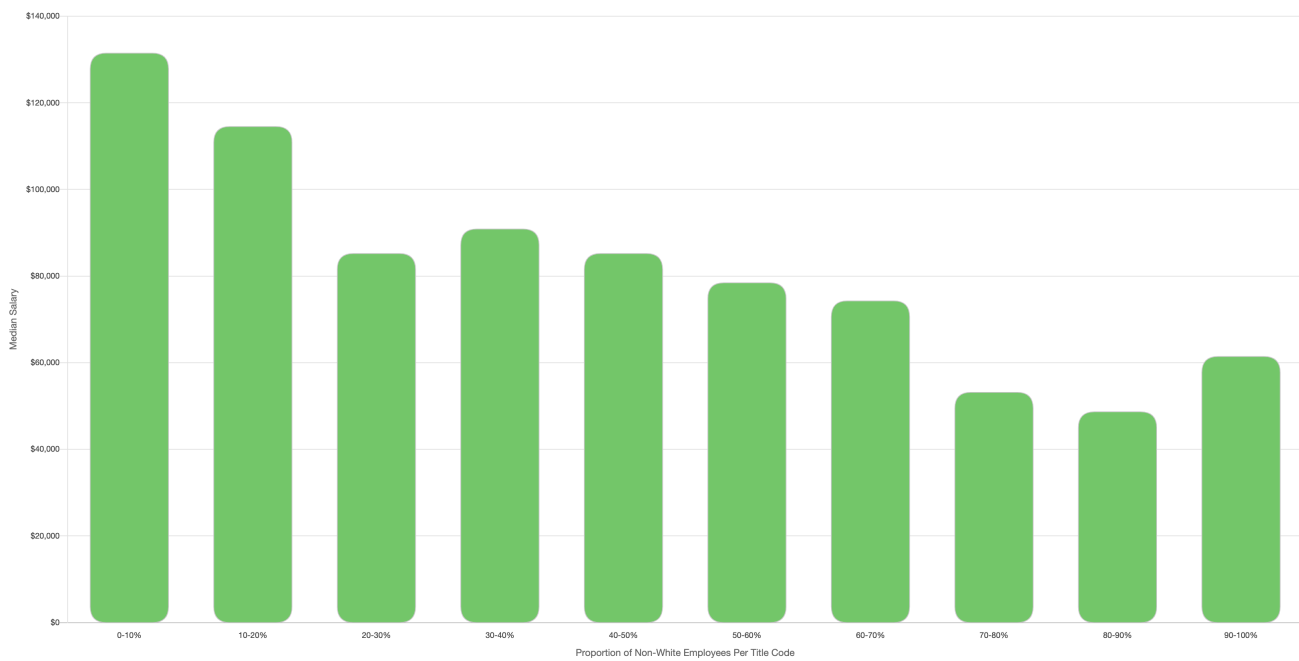
Occupational Segregation across the Municipal Workforce

Overall, the civil service titles with the lowest median salaries have a larger proportion of female and non-white employees. As the proportion of non-white employees increases from one job title to another, there is a marked and nearly linear decline in pay. In titles that have less than 10% non-white employees, the median salary is \$131,564. For titles that are mostly non-white (90-100%), the median salary

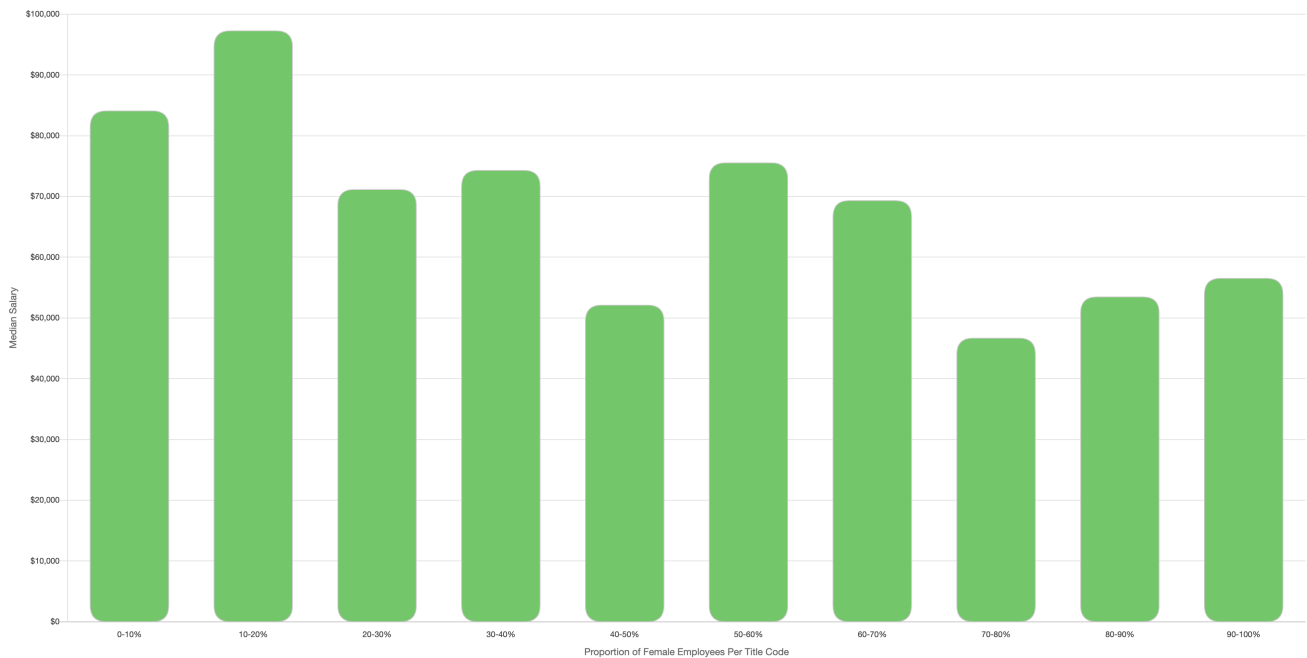
decreases to \$61,520. This is a pay difference of \$70,044.

As the proportion of female employees increases from one civil service title code to another, the median salary generally decreases. Civil service title codes that are less than 10% female still make a median salary of \$85,292, as they did in 2018, while civil service title codes that are 90% to 100% female make a median salary of only \$56,580—a pay difference of \$28,712.

Median Salary for Civil Service Title Codes by Share of Non-White Employees per Title



Median Salary for Civil Service Title Codes by Share of Female Employees per Title



In the most extreme examples, the Council’s analysis of civil service titles held entirely by either male or female employees revealed similar trends. In 2019, Nurse titles remained female-dominated and Auto Mechanics remained male-dominated. Meanwhile, new titles appeared on lists of gender-dominated occupations: Firefighter as one of the top five male-dominated titles in 2019, and Senior Police Admin Assistant as one of the top five female-dominated titles for 2019.

The five most populous titles held by mostly female employees (no fewer than five male employees) and their median salaries are:

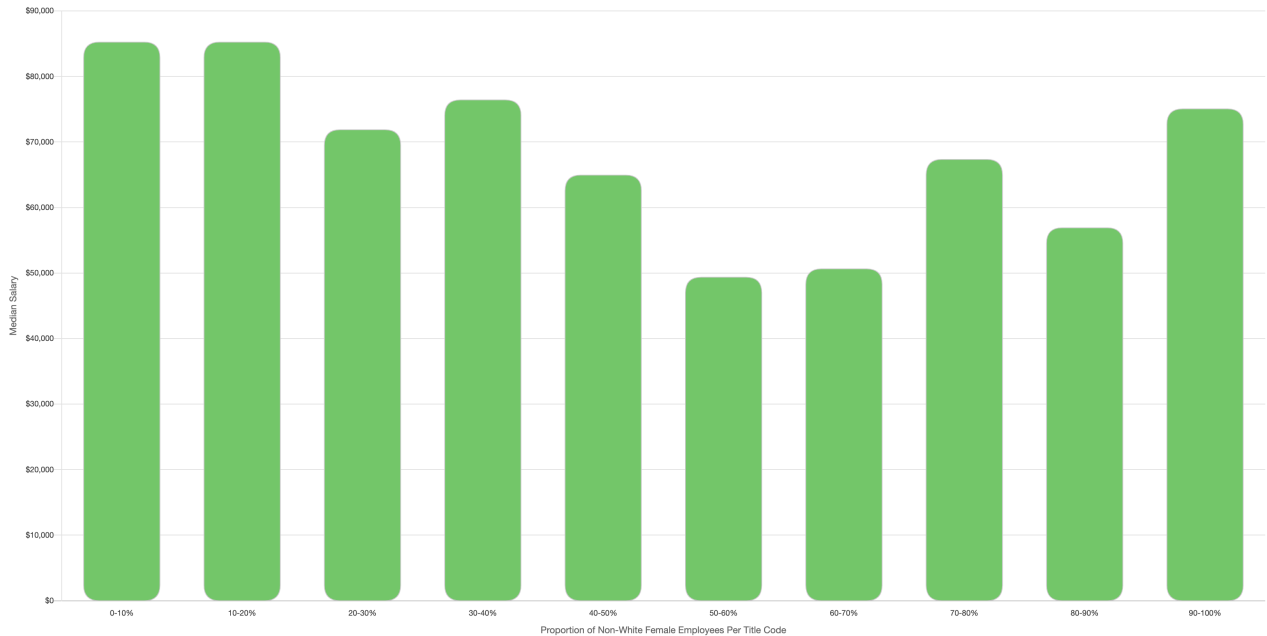
- **Secretary - \$46,673**
- **Senior Police Admin Assistant - \$54,118**
- **Public Health Nurse - \$84,252**
- **JR PHNurse (School Health) - \$63,452**
- **Staff Nurse - \$71,923**

The five most populous titles held by mostly male employees (no fewer than five female employees) and their median salaries are:

- **Auto Mechanic - \$90,620**
- **Lieutenant (Fire) - \$114,617**
- **Firefighter - \$85,292**
- **Traffic Device Maintainer - \$67,044**
- **Maintenance Worker - \$63,162**

When considering race/ethnicity and gender together, the same general trend is observed. As the percentage of non-white female employees within a title increases, the median salary tends to decrease. As an example, the median salary of positions comprised of less than 10% non-white female employees is \$85,292. Unsurprisingly, this is the median salary of uniformed officers—titles predominantly held by white male employees. On the other hand, the median salary of titles comprised of 50% to 70% non-white female employees is about \$50,000, a difference in median salary of about \$35,000.

Median Salary for Civil Service Title Codes by Share of Non-White Female Employees per Title



The data also shows that the median salaries for titles comprised of 90% to 100% non-white female employees is \$75,000. While this does not follow the general trend, the total number of all employees within titles almost exclusively held by non-white female employees is just 118, a much smaller number compared to the 40,800 total employees in positions with less than 10% non-white female employees.

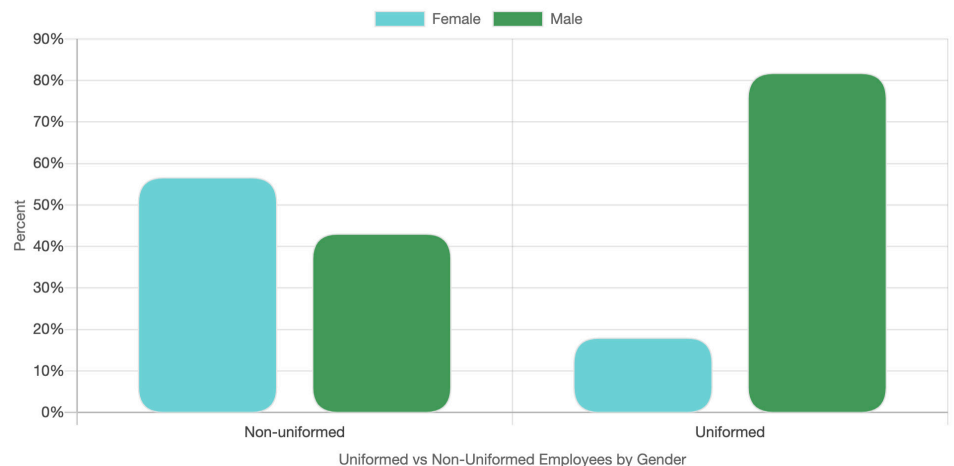
Occupational Segregation in Uniformed versus Non-Uniformed Titles

Among non-uniformed titles, 43% of employees are male and 57% of employees are female. In contrast, 82% of employees in uniformed titles are male. These numbers have not changed from 2018. Uniformed titles are generally better compensated compared to non-uniformed titles. Uniformed employees make up 43% of the NYC municipal workforce. This fact significantly affects the non-adjusted gender pay gap throughout the NYC municipal workforce, as the median salary for a uniformed

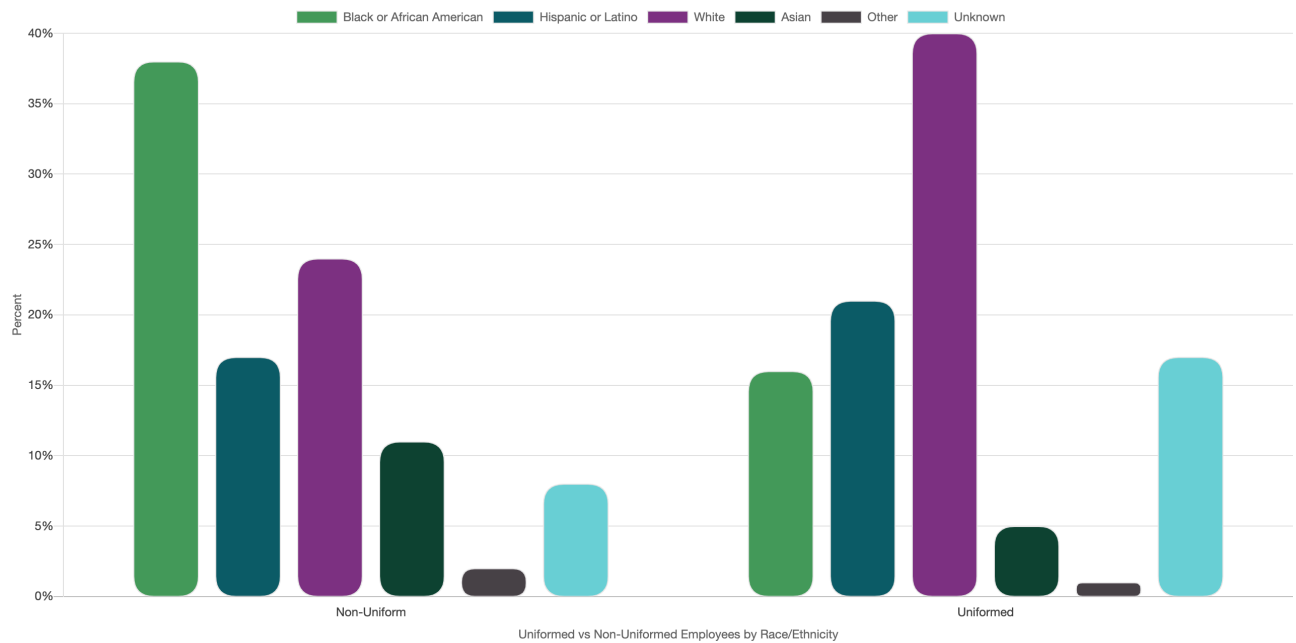
employee is \$85,292—the salary of a police officer or firefighter. As a result, the median salary of male employees in the NYC municipal workforce is significantly higher than the median salary for female employees.

When considering occupational segregation and racial/ethnic pay disparity within the NYC municipal workforce, the high percentage of white uniformed employees stands out, as it did in the 2018 data. Both datasets show 40% of all uniformed employees are white, compared to the NYC municipal workforce as a whole, which is only 31% white. When excluding uniformed officers, the remainder of the NYC municipal workforce is just 24% white.

Uniformed versus Non-Uniformed Employees by Gender



Uniformed versus Non-Uniformed Employees by Race/Ethnicity



Occupational Segregation between Agencies

Many of the top five agencies with the highest percentage of non-white employees from 2018 remain in the top five for 2019, the one exception being that DOC was

replaced by the Human Resources Administration/Department of Social Services. Meanwhile, FDNY and the Department of Sanitation (DSNY) remain in the top five agencies with the lowest percentage of non-white employees in 2019.

Agencies with Highest Percentages of Non-white Employees

Agency	Percent Non-White	Count
Department of Veterans Services	81.3%	32
Department of Probation	81.1%	1,151
Department of Homeless Services	80.4%	2,248
Administration for Children's Services	79.9%	7,199
Human Resources Administration/Department of Social Services	79.6%	12,646

Agencies with Lowest Percentages of Non-white Employees

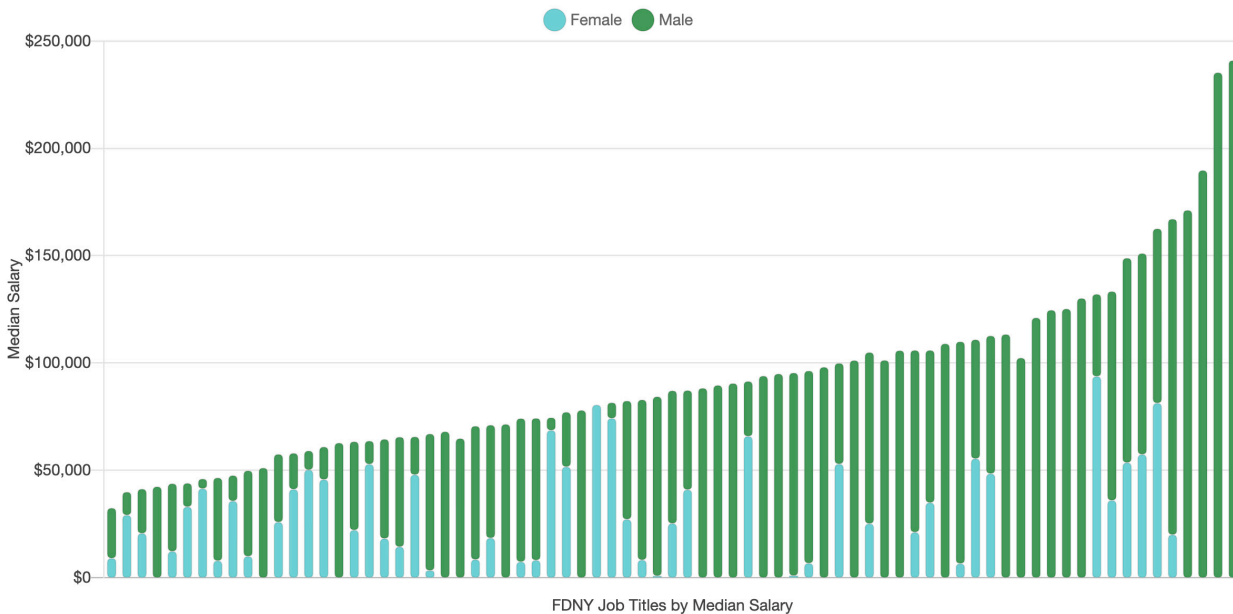
Agency	Percent Non-White	Count
Fire Department	30.8%	17,502
Department of City Planning	45.9%	305
Department of Sanitation	45.8%	9,994
Business Integrity Commission	46.8%	79
Department of Environmental Protection	47.3%	5,983

Occupational Segregation within Agencies

In 2018, the five agencies with the largest difference in median pay between male and female employees were: Department of Information Technology and Telecommunications (DOITT), NYPD, FDNY, DSNY, and Department of Environmental Protection (DEP). Case studies were performed for three of these agencies: DOITT, NYPD, and FDNY. The case studies in the 2021

Pay Equity Report consisted of listing each title in the agency, ascertaining its corresponding gender composition, and identifying its median salary. Similar trends were found across the three agencies, with higher paying titles mostly held by males, and a large proportion of the overall workforce being male, sometimes exclusively within certain titles. This analysis was repeated for the 2019 data and includes a case study for DSNY. There were no appreciable changes from 2018 to 2019.

FDNY Salaries by Gender Composition



FDNY

The Firefighter title is still held almost entirely by male employees (98.7%, versus 98.8% in the 2018 data). Each level above Firefighter is held by an even higher proportion of male employees, and the highest paying roles are all promotions from Firefighter. Since 2018, two new high-earning job titles have been added: Agency Deputy Medical Director (5304B) and Assistant Commissioner (FD) (95039), earning a median salary of \$167,216 and \$162,740, respectively. While few people hold these titles, the former is predominantly male-occupied while the second is occupied by almost equal numbers of males and females.

The gender ratio for the Emergency Medical and Supervising Emergency Medical titles remain the same, with about 24% to 28% female. There is a new high-earning, likely promotional Supervising Emergency Medical title (5305F) with a median salary of \$151,204. The position is 62% male and 38% female—a more equitable ratio, when considered against related titles.

The titles start at a median salary of approximately \$85,300 for a Firefighter and increase to a salary of approximately \$114,600 for a Lieutenant; \$131,600 for a Fire Captain; \$171,300 for a Battalion Chief; \$189,900 for a Deputy Chief; \$235,400 for Deputy Assistant Chief of Department; and \$241,120 for Assistant Chief of Department. Beyond the rank of Fire Captain, there are no female employees in any of these titles.

Meanwhile, the titles within FDNY held mostly by female employees are administrative in nature, such as Clerical Associate (median pay: \$46,000, 90% female) and Administrative Manager Non-Managerial (median pay: \$74,700, 92% female). There was a 3% increase in the number of female employees from 2018 to 2019 for Clerical Associates. Some roles held by roughly an equal number of male and female employees in FDNY, such as Administrative Staff Analyst, are well compensated, but the salaries of their usual career trajectories are unlikely to reach that of a Firefighter.

FDNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Assistant Chief Of Department (7038B)	\$241,119	100%	0%
Deputy Assistant Chief Of Depa (7038A)	\$235,462	100%	0%
Deputy Chief (Fire) (70382)	\$189,879	100%	0%
Battalion Chief (70370)	\$171,310	100%	0%
Agency Deputy Medical Director (5304B)	\$167,216	88%	12%
Assistant Commissioner (Fd) (95039)	\$162,740	50%	50%
Supervising Emergency Medical (5305f)	\$151,204	62%	38%
Fire Medical Officer (53050)	\$149,006	64%	36%
Computer Systems Manager (10050)	\$133,486	73%	27%
Executive Agency Counsel (95005)	\$132,171	29%	71%

FDNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Captain (Fire) (70365)	\$131,564	99%	<1%
Supervising Fire Marshal (Unif (70393)	\$125,344	100%	0%
Oiler (91628)	\$124,758	100%	0%
Supervisor Of Mechanics (Mechan (92575)	\$121,196	100%	0%
Supervising Communication Electrician (91763)	\$115,132	100%	0%
Lieutenant (Fire) (70360)	\$114,617	99%	0%
Administrative Project Manager (83008)	\$112,795	57%	43%
Administrative Staff Analyst (1002D)	\$111,000	50%	50%
Radio Repair Mechanic (90733)	\$110,058	94%	6%
Electrician (91717)	\$109,090	100%	0%
Cert IT Developer (App) (13643)	\$106,023	80%	20%
Computer Specialist (Software) (13632)	\$106,023	67%	33%
Pilot (70312)	\$105,926	100%	0%
Communication Electrician (91762)	\$105,632	96%	0%
Supervising Emergency Medical (5305E)	\$105,041	76%	24%
Administrative Fire Protection (1002H)	\$101,348	100%	0%
City Research Scientist (21744)	\$100,000	47%	53%
Certified IT Administrator (LAN/WAN) (13652)	\$98,177	100%	0%
Plumber (91915)	\$96,447	93%	7%
Fire Marshal (Uniformed) (70392)	\$95,527	99%	1%
Carpenter (92005)	\$95,041	100%	0%
Marine Engineer (With License) (70316)	\$94,065	100%	0%
Agency Attorney (30087)	\$91,563	28.%	72%
Auto Mechanic (92510)	\$90,619	99%	<1%

FDNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Auto Mechanic (Diesel) (92511)	\$90,619	100%	0%
Wiper (Uniformed) (70314)	\$88,400	100%	0%
Administrative Staff Analyst (1002A)	\$87,319	53%	47%
Associate Project Manager (22427)	\$87,221	71%	29%
Firefighter (70310)	\$85,292	99%	1%
Telecommunications Associate ((20246)	\$82,982	90%	10%
Computer Assoc (Software) (13631)	\$82,463	67%	33%
Associate Staff Analyst (12627)	\$81,638	9%	91%
Case - Management Nurse (Fire (50959)	\$80,593	0%	100%
Administrative Inspector (Electrical) (Non Mgrl) Frmrlly M1 (1007B)	\$78,064	100%	0%
Adm Proc Anal-Nm Frm M1-3 (8297A)	\$77,206	33%	67%
Adm Manager-Non-Mgrl Frm M1/M2 (1002C)	\$74,669	8%	92%
Supervising Blasting Inspector (31840)	\$74,362	89%	11%
Supervising Fire Alarm Dispatcher (71060)	\$74,282	90%	10%
Computer Associate (Technical Support) (13611)	\$71,563	100%	0%
Supervising Emergency Medical (53055)	\$71,202	74%	26%
Computer Assoc (Operations) (13621)	\$70,739	88%	12%
Associate Inspector (Electrica (31643)	\$68,366	100%	0%
Marine Maintenance Mechanic (92587)	\$68,126	100%	0%
Associate Fire Protection Insp (31662)	\$67,073	95%	5%
Admin Community Relations Spec (1002F)	\$65,757	27%	73%

FDNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Project Manager (22426)	\$65,640	78%	22%
Emergency Medical Specialist- Paramedic (53054)	\$65,226	71%	28%
Community Coordinator (56058)	\$63,795	17%	83%
Fire Alarm Dispatcher (71010)	\$63,500	65%	35%
Rubber Tire Repairer (90736)	\$62,849	100%	0%
Principal Administrative Assoc (10124)	\$61,011	25%	75%
Employee Assistance Program Specialist (53059)	\$59,180	15%	85%
Procurement Analyst (12158)	\$58,080	29%	71%
Staff Analyst (12626)	\$57,590	55%	45%
Supervisor Of Stock Workers (12202)	\$51,230	100%	0%
Motor Vehicle Operator (91212)	\$49,927	80%	20%
Investigator (31105)	\$47,705	25%	75%
Fire Protection Inspector (31661)	\$46,607	83%	17%
Clerical Associate (10251)	\$46,138	10%	90%
Community Associate (56057)	\$44,083	25%	75%
Emergency Medical Specialist- EMT (53053)	\$43,901	72%	28%
Automotive Service Worker (92508)	\$42,495	100%	0%
Worker's Compensation Benefits (40482)	\$41,389	50%	50%
Public Records Aide (60215)	\$40,000	27%	73%
Emergency Medical Specialist Trainee (53052)	\$32,520	72%	28%

NYPD

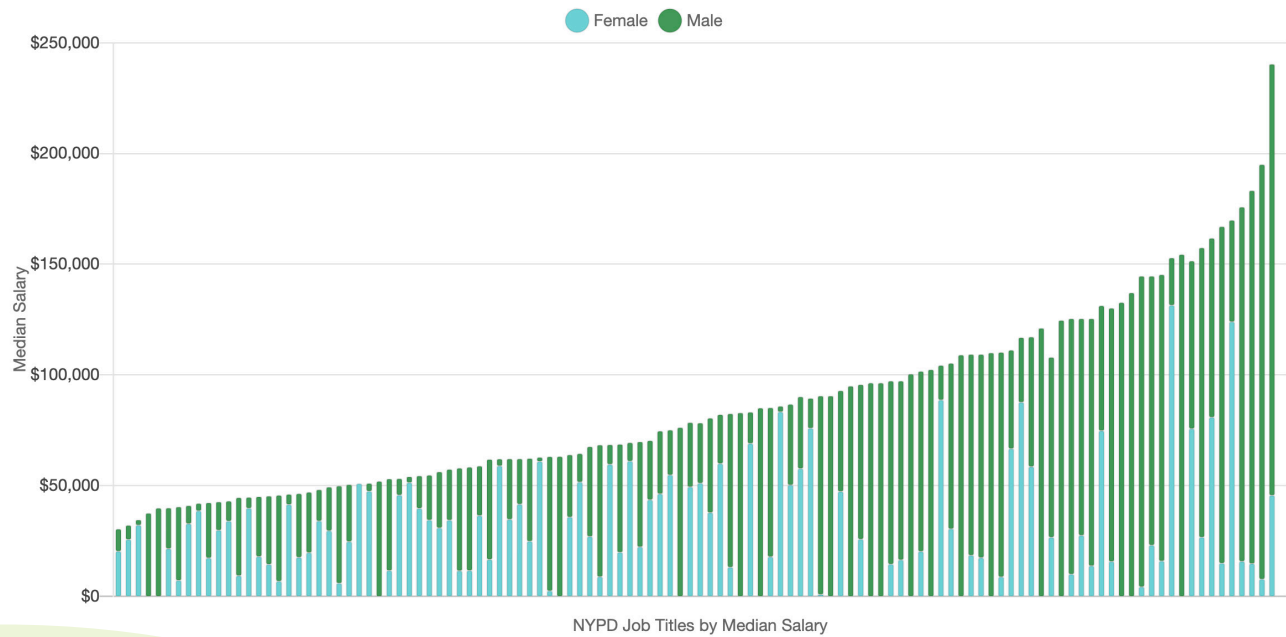
Similarly, NYPD is largely comprised of uniformed officers. There are 37 civil service titles within NYPD with median salaries of over \$100,000. While there are more high-earning non-uniformed titles (62% or 23 titles) compared to uniformed titles (39% or 14 titles), 95% of high earners are uniformed officers. The 14 high-earning uniformed titles are held by 8,351 employees, while only 456 employees have one of the 23 high-earning non-uniformed titles.

Female employees constitute 49% or more in each of the 9 (40%) high-earning non-uniformed

titles, like Executive Agency Counsel (95005), Intelligence Research Manager (82800), and Administrative Staff Analyst (10026). Meanwhile, all high-earning uniformed titles are held by 22% or fewer female employees, like Captain (Police Service) (70265), Police Surgeon (53051), and Captain Detailed As Assistant (7026G).

In contrast, the NYPD has 23 civil service titles with annual salaries less than \$50,000. Of these titles, 43% (10 titles) are at least two-thirds female, like Community Associate (56057), School Safety Agent (60817), and Police Administrative Aide (10144).

NYPD Salaries by Gender Composition



NYPD Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Captain Detailed As Assistant (7026G)	\$240,511	81%	19%
Captain D/A Deputy Chief Inspector (7026f)	\$195,133	96%	4%
Captain D/A Inspector (Rec N/S) (7026E)	\$185,248	91%	8%
Captain D/A Deputy Inspector (7026D)	\$175,929	91%	9%
Administrative Staff Analyst (10026)	\$169,981	27%	73%
Captain (Police Service) (70265)	\$167,132	91%	9%
Intelligence Research Manager- (82800)	\$161,854	50%	50%
Computer Systems Manager (10050)	\$157,503	83%	17%
Executive Agency Counsel (95005)	\$154,218	50%	50%
Computer Operations Manager (10074)	\$154,500	100%	0%
Admin Contract Specialist (10095)	\$152,971	14%	86%
Police Surgeon (53051)	\$145,372	89%	11%
Lieutenant D/A Commander Of De (7026B)	\$144,726	97%	3%
Lieutenant D/A Special Assignm (7026a)	\$144,726	84%	16%
Manager Of Radio Repair Operations (8298e)	\$137,187	100%	0%
Stationary Engineer (91644)	\$132,797	100%	0%
Lieutenant (Police) (Recur Ns) (70260)	\$131,564	88%	12%
Criminalist Assistant Director (2184C)	\$131,368	43%	57%
Police Officer D/A Detective 1 (7021C)	\$125,531	92%	8%
Sergeant D/A Special Assignment (7023A)	\$125,531	78%	22%
Sergeant D/A Supervisor Detect (7023B)	\$125,531	89%	11%

NYPD Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Oiler (91628)	\$124,758	100%	0%
Administrative Project Manager (8300B)	\$127,026	75%	25%
Supervisor Of Mechanics (92575)	\$121,196	100%	0%
Intelligence Research Specialist (3117A)	\$117,257	50%	50%
Assistant Counsel-Pd (30084)	\$116,977	25%	75%
Associate Supervisor of School Security (Mgrl) (6082A)	\$111,283	40%	60%
Certified It Administrator (13652)	\$110,327	92%	8%
Radio Repair Mechanic (90733)	\$110,058	100%	0%
Police Officer D/A Detective 2 (7021B)	\$109,360	83%	17%
Sergeant (Recurring Night Shift) (70235)	\$109,360	84%	16%
Electrician (91717)	\$109,090	100%	0%
Cert It Administrator (Db) (13644)	\$105,332	71%	29%
Administrative Staff Analyst (10020D)	\$104,407	15%	85%
Sheet Metal Worker (92340)	\$102,495	100%	0%
Computer Specialist (Software) (13632)	\$101,722	80%	20%
Steam Fitter (91925)	\$100,485	100%	0%
Police Officer D/A Detective 3 (7021A)	\$97,324	85%	15%
Police Officer, Det. Specialis (70210)	\$97,324	83%	17%
Plumber (91915)	\$96,447	100%	0%
Thermostat Repairer (91940)	\$96,447	100%	0%
Administrative Public Informat (10033)	\$95,729	73%	27%
Carpenter (92005)	\$95,041	100%	0%
Agency Attorney (30087)	\$92,971	49%	51%

NYPD Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Auto Mechanic (92510)	\$90,619	99%	1%
Auto Mechanic (Diesel) (92511)	\$90,619	100%	0%
Administrative Staff Analyst (1002A)	\$90,459	15%	84%
Intelligence Research Specialist (31170)	\$90,236	36%	64%
City Research Scientist (21744)	\$86,830	42%	58%
Adm Manager-Non-Mgrl Frm MI/M2 (1002C)	\$85,961	3%	97%
Police Officer (Recurring Night) (70210)	\$85,292	79%	21%
Printing Press Operator (92123)	\$85,128	100%	0%
Case Management Nurse (50958)	\$83,286	17%	83%
Telecommunications Associate (20246)	\$82,985	100%	0%
Computer Assoc (Software) (13631)	\$82,601	84%	16%
Criminalist (21849)	\$82,196	27%	73%
Adm Proc Anal-Nm Frm MI-3 (8297A)	\$80,565	53%	47%
Associate Staff Analyst (12627)	\$80,063	35%	65%
Management Auditor (40502)	\$78,594	37%	63%
Painter (91830)	\$76,350	100%	0%
Psychologist (52110)	\$75,197	27%	73%
Associate Supervisor of School (60821)	\$74,747	38%	62%
Supervisor Of School Security (60820)	\$70,419	38%	62%
Administrative Traffic Enforce (10042)	\$69,905	68%	32%
Principal Police Communication (71014)	\$69,487	12%	88%
Computer Associate (Technical Support) (13611)	\$68,770	71%	29%
Supervising Police Communications (71013)	\$68,588	13%	87%

NYPD Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Computer Assoc (Operations) (13621)	\$68,457	87%	13%
Graphic Artist (91415)	\$67,665	60%	40%
Procurement Analyst (12158)	\$64,564	20%	80%
Accountant (40510)	\$64,017	44%	56%
Auto Body Worker (92501)	\$63,242	100%	0%
Maintenance Worker (90698)	\$63,162	96%	4%
Associate Investigator (31121)	\$62,858	3%	97%
Agency Attorney Interne (30086)	\$62,397	60%	40%
Community Coordinator (56058)	\$62,215	33%	67%
Staff Analyst (12626)	\$62,197	44%	56%
Principal Administrative Assoc (10124)	\$62,094	5%	95%
Fitness Instructor (51225)	\$61,945	73%	27%
Senior Photographer (90635)	\$58,923	38%	62%
Associate Parking Control Spec (41122)	\$58,428	80%	20%
Motor Vehicle Supervisor (91232)	\$57,976	80%	20%
Principal Fingerprint Technician (71165)	\$57,439	40%	60%
Evidence And Property Control (71022)	\$56,330	45%	55%
Crime Analyst (31175)	\$54,786	37%	63%
Bookkeeper (40526)	\$54,515	27%	73%
Senior Police Administrative Aide (10147)	\$54,118	5%	95%
Police Communications Technician (71012)	\$53,251	14%	86%
Photographer (90610)	\$53,124	78%	22%
Supervisor Of Stock Workers (12202)	\$52,043	100%	0%
Investigator (31105)	\$51,113	7%	93%

NYPD Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Secretary (10252)	\$50,969	0%	100%
Associate Traffic Enforcement (71652)	\$50,573	51%	49%
Motor Vehicle Operator (91212)	\$49,927	88%	12%
Community Associate (56057)	\$49,445	40%	60%
School Safety Agent (60817)	\$48,745	29%	71%
Hostler (81901)	\$47,100	58%	42%
Paralegal Aide (30080)	\$46,465	62%	38%
Clerical Associate (10251)	\$46,141	10%	90%
Parking Control Specialist (41120)	\$45,708	85%	15%
Traffic Enforcement Agent L3&4 (7165A)	\$45,385	68%	32%
Staff Analyst Trainee (12749)	\$45,123	60%	40%
Investigator Trainee (31101)	\$44,778	11%	89%
Media Services Technician (90622)	\$44,668	79%	21%
Associate Fingerprint Technician (71141)	\$43,097	21%	79%
Police Attendant (90202)	\$42,757	30%	70%
Traffic Enforcement Agent LI&2 (71651)	\$42,377	59%	41%
Police Administrative Aide (10144)	\$42,034	8%	92%
Clerical Aide (10250)	\$41,064	20%	80%
Stock Worker (12200)	\$40,483	82%	18%
Custodian (80609)	\$40,007	46%	54%
Automotive Service Worker (92508)	\$39,919	100%	0%
Custodial Assistant (82015)	\$37,623	100%	0%
School Crossing Guard (7020B)	\$34,626	7%	93%
Public Health Assistant (81805)	\$32,135	20%	80%
Fingerprint Technician Trainee (71105)	\$30,459	33%	67%

DOITT

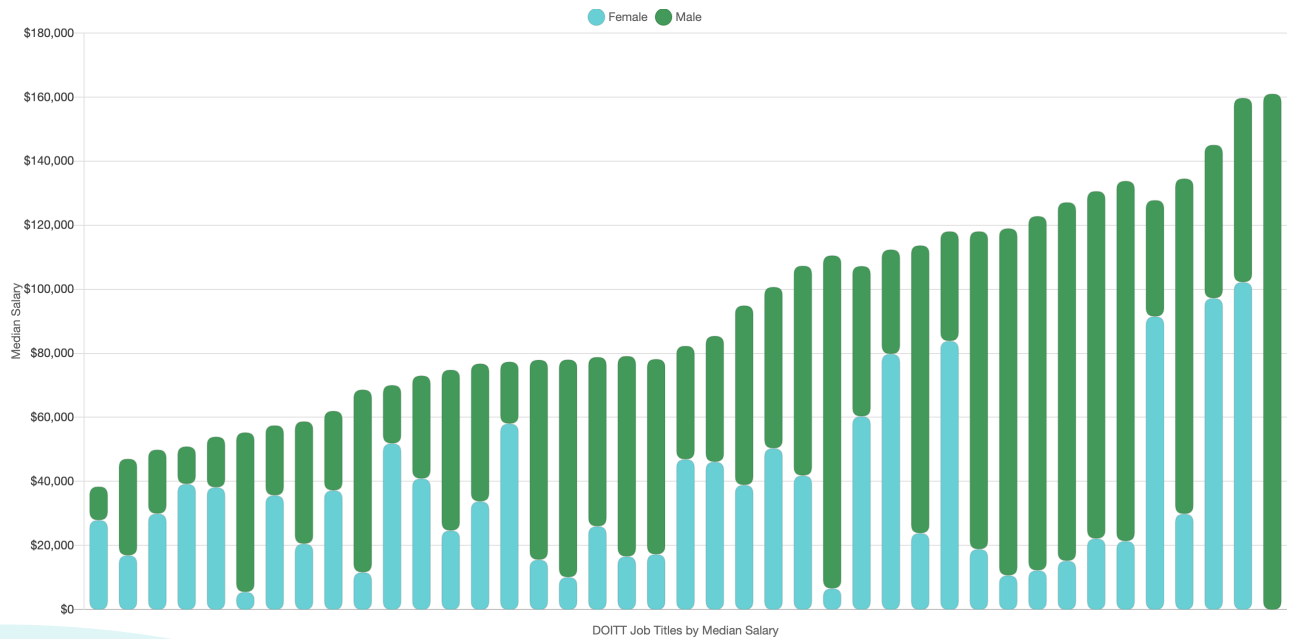
The pattern of many of the highest paying titles being filled primarily by males is repeated at DOITT, which does not have uniformed officers, but instead includes a significant number of technical positions.

At DOITT, civil service title codes with a high base salary, such as Senior IT Architect (95711) and Administrative Staff Analyst (10026), have median salaries of \$161,136 and \$159,821, respectively, while being made up of 100% and 36% male employees, respectively. The Administrative Staff Analyst (10026) title

appears to be an anomaly. There are a larger number of employees within the high-earning titles that are predominantly male; 88% of all high-earning employees are within titles that are mostly held by male employees. This trend was also seen with NYPD.

In contrast, all three low-earning titles (\$50,000 or less) within DOITT are held primarily by female employees, except for one. Call Center Representative (10260) (72% female), Community Associate (56057) (60% female), and Computer Aide (13620) (36% female) make median salaries of \$38,856, \$50,000, and \$47,140, respectively.

DOITT Salaries by Gender Composition



DOITT Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Senior IT Architect (95711)	\$161,136	100%	0%
Administrative Staff Analyst (10026)	\$159,821	36%	64%
Executive Agency Counsel (95005)	\$145,183	33%	67%
Computer Systems Manager (10050)	\$136,013	78%	22%
Administrative Business Promot (10009)	\$134,642	27%	68%
IT Security Specialist (95622)	\$133,900	84%	16%
Telecommunication Manager (82984)	\$130,715	83%	17%
Computer Operations Manager (10074)	\$127,243	88%	12%
Cert IT Administrator (DD) (13644)	\$122,928	90%	10%
Certified IT Administrator (LA (13652)	\$119,083	91%	9%
Administrative Public Informant (10033)	\$118,167	29%	71%
Cert IT Developer (App) (13643)	\$118,167	84%	16%
Computer Specialist (Software) (13632)	\$113,778	79%	21%
Adm Proc Anal-Nm Frm MI-3 (8297A)	\$112,482	29%	71%
Administrative Staff Analyst (10020)	\$112,000	44%	56%
Computer Specialist (Operation (13622)	\$110,647	94%	6%
It Project Specialist (95710)	\$107,424	61%	39%
Agency Attorney (30087)	\$100,806	50%	50%
Computer Assoc (Software) (13631)	\$95,000	59%	41%
Adm Manager-Non-Mgrl Frm MI/M2 (1002C)	\$85,507	46%	54%
Associate Staff Analyst (12627)	\$82,411	43%	57%
Cyber Security Analyst (13633)	\$82,400	74%	21%

DOITT Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Computer Assoc (Operations) (13621)	\$79,240	79%	21%
Administrative Staff Analyst (1002A)	\$78,928	67%	33%
Telecommunications Associate (20246)	\$78,120	87%	13%
Supervisor Of Radio And Televi (90436)	\$78,047	80%	20%
Procurement Analyst (12158)	\$77,455	25%	75%
Telecommunications Associate (20247)	\$76,865	56.0%	44%
Program Producer (60621)	\$74,945	67%	33%
Community Coordinator (56058)	\$73,130	44%	56.0%
Principal Administrative Associate (10124)	\$70,154	26%	74%
Computer Programmer Analyst (13651)	\$68,733	83%	17%
Business Promotion Coordinator (60860)	\$62,092	40%	60%
Computer Assoc (Tech Supp) (13611)	\$58,834	65%	35%
Staff Analyst (12626)	\$57,590	38%	62%
Radio And Television Operator (90411)	\$55,373	90%	10%
Associate Call Center Representative (10271)	\$54,610	29.0%	71%
Clerical Associate (10251)	\$50,990	23%	77%
Community Associate (56057)	\$50,000	40%	60%
Computer Aide (13620)	\$47,139	64%	36%
Call Center Representative (10260)	\$38,856	27%	73%

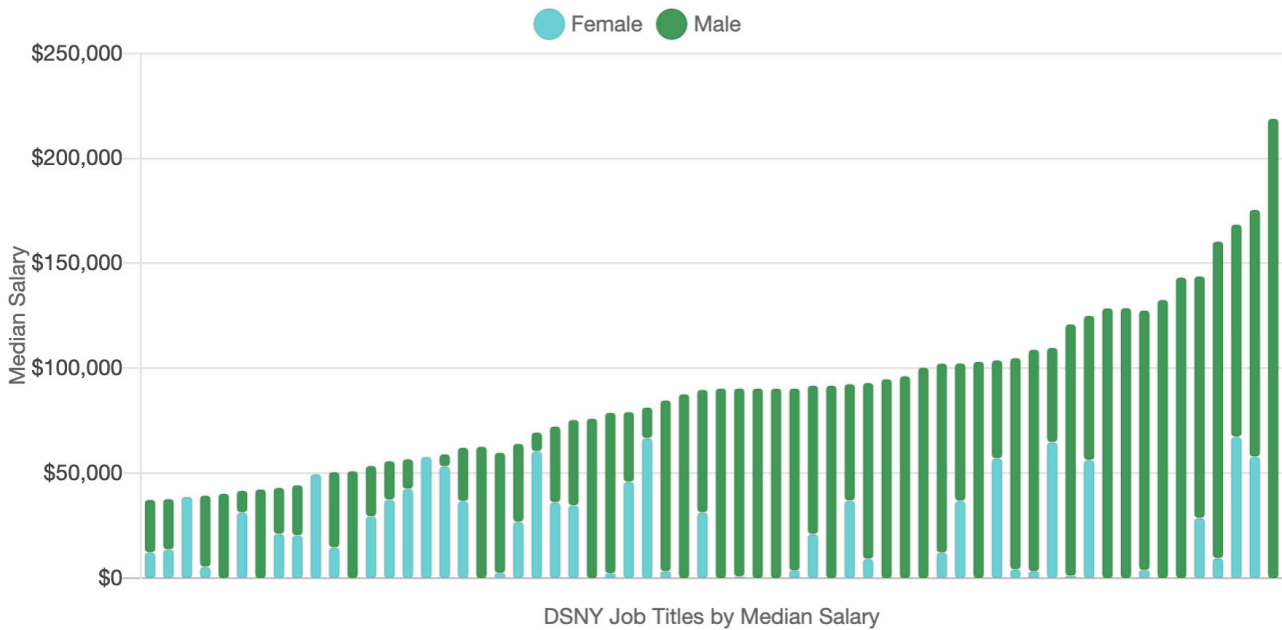
DSNY

DSNY exhibits trends similar to those observed in NYPD and DOITT data. The highest-paying titles have the greatest number of male employees.

Two of the top five highest-paying titles are promotions of Sanitation Workers (median pay: \$79,058, 97% male). Administrative Engineer (10015) and Administrative Staff Analyst

(10026) have median salaries of \$175,745 and \$168,704, respectively, while being made up of 67% and 60% male employees, respectively. In contrast, titles within DSNY held primarily by female employees include Bookkeeper (40526) (median pay: \$53,705, 55% female) and Medical Record Librarian (50811) (median pay: \$55,972, 67% female).

DSNY Salaries by Gender Composition



DSNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
General Superintendent (Sanitation) (7019A)	\$219,161	100%	0%
Administrative Engineer (10015)	\$175,745	67%	33%
Administrative Staff Analyst (10026)	\$168,704	60%	40%
General Superintendent (Sanitation) (7019B)	\$160,604	94%	6%
Computer Systems Manager (10050)	\$144,021	80%	20%
Administrative Project Manager (83008)	\$143,490	100%	0%
Stationary Engineer (91644)	\$132,797	100%	0%
General Superintendent (Sanitation) (70196)	\$129,082	97%	3%
Adm Engineer (Non Mgrl) (1001A)	\$128,909	100%	0%
Certified It Administrator (13652)	\$128,853	100%	0%
Cert It Developer (App) (13643)	\$125,289	55%	45%
Supervisor Of Mechanics (Mechanical Equipment) (92575)	\$121,196	99%	1%
Administrative Staff Analyst (1002D)	\$110,000	41%	59%
Electrician (91717)	\$109,090	97%	3%
Supervisor (Sanitation) (70150)	\$106,191	95%	4%
Agency Attorney (30087)	\$104,012	45%	55%
Administrative Project Manager (8300B)	\$103,361	100%	0%
Computer Specialist (Software) (13632)	\$102,561	64%	36%
Sheet Metal Worker (92340)	\$102,495	88%	12%
Steam Fitter (91925)	\$100,485	100%	0%
Plumber (91915)	\$96,447	100%	0%
Carpenter (92005)	\$95,041	100%	0%

DSNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Computer Specialist (Operation (13622))	\$93,229	90%	10%
City Research Scientist (21744)	\$92,700	60%	40%
Construction Laborer (90756)	\$91,956	100%	0%
Construction Project Manager (34202)	\$91,949	77%	23%
Auto Machinist (92505)	\$90,619	100%	0%
Auto Mechanic (92510)	\$90,619	99%	1%
Auto Mechanic (Diesel) (92511)	\$90,619	100%	0%
Electrician (Automobile) (91719)	\$90,619	100%	0%
Machinist (92610)	\$90,619	96%	4%
Administrative Staff Analyst (1002A)	\$89,959	65%	35%
Cement Mason (92210)	\$87,879	100%	0%
Metal Work Mechanic (91225)	\$84,906	96%	4%
Adm Manager-Non-Mgrl Frm M1/M2 (1002C)	\$81,559	18%	82%
Adm Proc Anal-Nm Frm M1-3 (8297A)	\$79,353	42%	58%
Sanitation Worker (70112)	\$79,058	97%	3%
High Pressure Plant Tender (91650)	\$76,212	100%	0%
Associate Staff Analyst (12627)	\$75,646	54%	46%
Management Auditor (40502)	\$72,483	50%	50%
Computer Assoc (Tech Supp) (13611)	\$69,611	13%	87%
Staff Analyst (12626)	\$64,241	58%	42%
Maintenance Worker (90698)	\$63,162	91%	4%
Rubber Tire Repairer (90736)	\$62,849	100%	0%
Community Coordinator (56058)	\$62,377	41%	59%
Principal Administrative Associate (10124)	\$59,258	10%	90%
Accountant (40510)	\$58,001	0%	100%

DSNY Title Name & Code	Median Salary	Males in Title Code	Females in Title Code
Procurement Analyst (12158)	\$56,911	25%	75%
Medical Record Librarian (50811)	\$55,972	33%	67%
Bookkeeper (40526)	\$53,705	45%	55%
Supervisor Of Stock Workers (12202)	\$51,214	100%	0%
Investigator (31105)	\$50,808	71%	29%
Secretary (10252)	\$49,694	0%	100%
Community Associate (56057)	\$44,537	54%	46%
Associate Sanitation Enforcement (71682)	\$43,249	51%	49%
Automotive Service Worker (92508)	\$42,495	100%	0%
Clerical Associate (10251)	\$41,907	25%	75%
Stock Worker (12200)	\$40,483	100%	0%
Sanitation Compliance Agent (71685)	\$39,536	86%	14%
Clerical Aide (10250)	\$38,920	0%	100%
Sanitation Enforcement Agent (71681)	\$38,295	64%	36%
Community Assistant (56056)	\$37,520	67%	33%

Occupational Segregation in the Part-Time Workforce

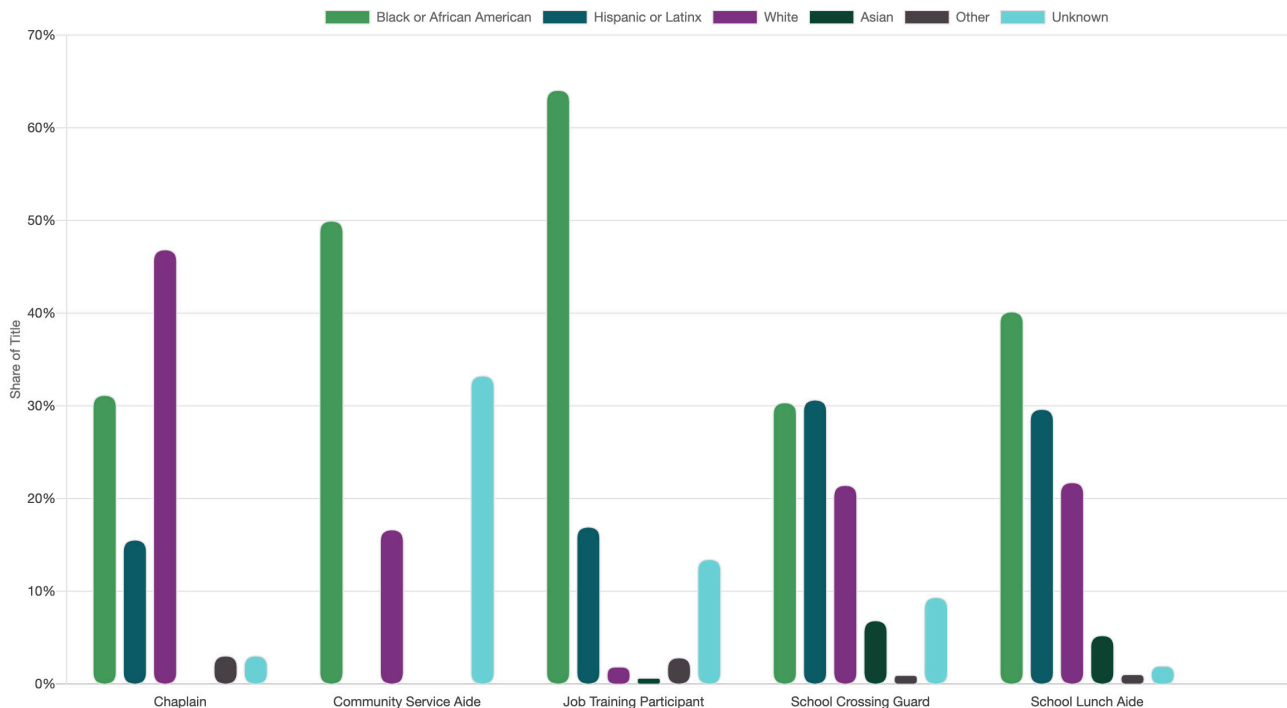
Full-time employees work a standard work week in a full-time title with a regular annual work schedule, while part-time employees are defined as those who work fewer than 35 hours per week or who have titles with no standard hours per week or days per year. As seen in 2018, Black or African American or Hispanic or Latino employees largely occupy the lowest-paying part-time titles, while white

employees largely occupy the highest-paying part-time titles.

The lowest-paying part-time titles are still Job Training Participants (80633), School Crossing Guards (70205), and School Lunch Aides (54503). The employees holding these positions are still majority Black or African American or Hispanic or Latino.^x These positions have a median salary of \$15.40/hour, \$15.40/hour, and \$15.60/hour, respectively.

^x Job Training Participants, School Crossing Guards, and School Lunch Aides are 64%, 30%, and 40% Black or African American, respectively, and are 17%, 31%, and 30% Hispanic or Latino, respectively.

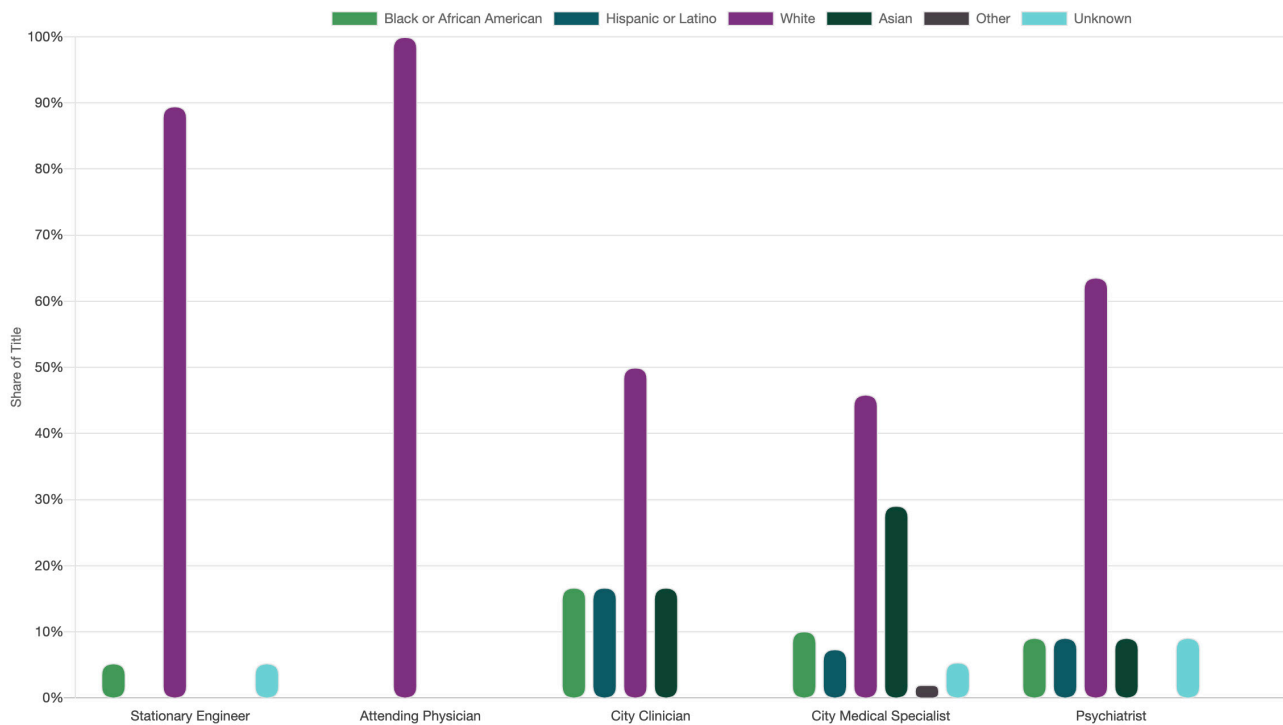
Race/Ethnicity Breakdown for Lowest-Paying Civil Service Titles



The highest-paying part-time titles are Psychiatrist (53211), City Medical Specialist (53040), City Clinician (53036), Attending Physician (97022), and Stationary Engineer (91644). White employees exclusively occupy the Attending Physician title and

comprise the majority of Psychiatrists at 64%. Notably, while the highest-paid part-time titles in 2019 were different than those in 2018, white employees still occupied them at higher rates than non-white employees in both years.

Race/Ethnicity Breakdown for Highest-Paying Civil Service Titles





Recommendations

RECOMMENDATIONS

Based on its analysis of the 2019 data, the Council reaffirms the following recommendations:

- 1. The City should provide improved data so that the Council can conduct a more robust analysis and evaluation of pay gaps within and across agencies;**
- 2. The City should assess and expand the civil service pipeline, and improve hiring and recruitment practices; and**
- 3. The City should conduct a comparable worth analysis to better gauge the value of titles in the NYC municipal workforce.**

In connection with these recommendations, the Council has introduced the following legislative package to improve data transparency and address pay inequities across the municipal workforce.

LEGISLATIVE PACKAGE

Introduction No. 515, sponsored by The Speaker (Council Member Adams):

This bill would require each NYC agency to include in their affirmative employment plans an analysis of compensation data and measures to address pay disparity and occupational segregation, diversity and inclusion training, schedule and workplace accommodations, and access to facilities, including accommodations for individuals with disabilities, gender appropriate bathrooms, and lactation rooms. Each agency head would be required to submit

an annual report on the number of new full-time and part-time employees retained, promoted, terminated, or resigned, and their compensation. Finally, the bill would require the Equal Employment Practices Commission to conduct a comparable worth analysis annually to analyze compensation within agencies and across different agencies.

Introduction No. 527, sponsored by Council Members De La Rosa and Louis:

This bill would require each NYC agency or department that requires applicants to take a civil service exam to report on a number of metrics related to those examinations in order to evaluate and expand diverse recruitment and retention within NYC government. The bill would also require reporting on agency or department training academies and programs to evaluate recruitment efforts across NYC government. DCAS would coordinate required data collection and reporting to the Council. Finally, the bill would streamline existing requirements of DOE regarding the dissemination of information on civil service examinations to high school juniors and seniors.

Introduction No. 541, sponsored by Council Member Louis:

This bill would amend the existing Pay Equity Law by requiring DCAS to provide employee pay data under additional categories of information to enhance the identification and analysis of existing pay gaps in the NYC workforce. This bill would expand the definition of agency to capture more of the NYC workforce, including pedagogues of DOE. Finally, this bill would entitle the Council to NYC employee pay data year-round to facilitate independent analysis of employee pay data, enhance oversight of the Administration's actions to address pay inequality, and generate further legislative and policy solutions.



Appendix

APPENDIX

The information in the appendices from the 2021 Pay Equity Report generally apply to this report, with only slight modifications to reflect the 2019 dataset.

As previously stated, the Council's methodology and analysis did not change from the 2021 Pay Equity Report. The regression model used to determine the adjusted pay gap is a mixed effects model. For more details about the model, see Appendix A, [2021 Pay Equity Report](#), page 65, which describes the model and lists the parameters and variables.

The race and ethnicity grouping also have stayed the same, as well as including only employees older than 18 years in the model. For more information about the race, ethnicity, and age variables, see Appendix B, [2021 Pay Equity Report](#), page 67.

DCAS provided a data dictionary^{xi} explaining each variable in the dataset. For the full list of variables and their definitions, see Appendix C, [2021 Pay Equity Report](#), page 68. The 2021 Pay Equity Report used alternative sources to make a list of uniformed titles. For this report, DCAS provided an accurate list of 82 uniformed titles, detailed in Appendix A.

^{xi} A document that helps explain the contents of the data, and defines the terminology used. A similar data dictionary is available to the public on the NYC Open Data Portal in the 'Local Law 18 Pay and Demographics Report - Agency Report Table' dataset, available at [https:// data.cityofnewyork.us/City-Government/Local-Law-18-Pay-and-Demographics-Report-Agency-Re/423i-ukqr](https://data.cityofnewyork.us/City-Government/Local-Law-18-Pay-and-Demographics-Report-Agency-Re/423i-ukqr).

APPENDIX A: DATA, LIMITATIONS, AND METHODOLOGY

The dataset provided includes municipal employees who were either active or on temporary leave as of December 31, 2019. Active seasonal employees from summer 2019 were also included.

The dataset has individual-level data for each worker including age, gender, race, ethnicity, civil service title, and base salary (full list below).

The dataset does not include pedagogical employees from the DOE,^{xiii} elected officials, or agencies with heads appointed by officials other

than the mayor or by multi-member bodies.

^{xiii} After filtering and cleaning, the subset of data analyzed contains 162,148 employees.^{xiv}

The analyses and results presented, including where the report refers to the NYC municipal workforce, are based on and in reference to this subset, unless explicitly stated otherwise.^{xv}

The primary analysis in this report focuses on full-time employees, but the report also includes a discussion on part-time employees. In addition, the analysis focuses on employees with title classifications of “competitive” or “non-competitive,”^{xvi} and removes employees with title classifications of “exempt,” “labor,” “pending classification,” and “unclassified service,” who make up a small percentage of full-time employees.

Variables	
Agency	Salary Pay Band
Start Date	DCAS Occupational Group Code
Civil Service Title Code	DCAS Occupational Group Name
Civil Service Title Name	Managerial
Minimum Salary	Highest Education Level
Maximum Salary	Gender
Business Title	Race
Title Classification	Ethnicity
Job Category	Date of Birth
Career Level: Title Suffix	Provisional Status
Career Level: Title Level	Personnel Status Change Description
Base Salary	Previously Employed

^{xii} See “Data with Voluntary Fields,” supra p. 4 for a description of data that was not provided by the Administration.

^{xiii} See Appendices A-C, 2021 Pay Equity Report, pages 65-70, for more on how the dataset was cleaned, in addition to variable definitions.

^{xiv} Cleaning involved making sure the variables were coded as their correct data types (e.g. “Date of Birth” as a date instead of text), using the “Date of Birth” and “Start Date” variables to create the “Age” and “Length of Service” variables, recoding the “Race” and “Ethnicity” variables into a combined “Race/Ethnicity” variable, and setting the baseline value (ex. Male for the Gender variable) for purposes of running the model. Variables that may affect salaries include the following factors: length of service, civil service title code, civil service title level, civil service title suffix, agency, date of birth, and managerial status.

^{xv} See Appendix A, 2021 Pay Equity Report, page 65, for more information on statistical methods used to perform the analysis.

^{xvi} Full definitions of the classifications in New York State can be found at: New York State Department of Civil Service, Summary of New York State Civil Service Law, (Oct. 2008), available at <https://www.cs.ny.gov/pio/publications/summofofcsl.pdf>.

APPENDIX B: UNIFORM TITLE CODES

Title Code	Title Name
53050	FIRE MEDICAL OFFICER
53051	POLICE SURGEON
53052	EMERGENCY MEDICAL SPECIALIST T
53053	EMERGENCY MEDICAL SPECIALIST-E
53054	EMERGENCY MEDICAL SPECIALIST-P
53055	SUPERVISING EMERGENCY MEDICAL
53056	EMERGENCY MEDICAL SERVICE CADE
53057	AMBULANCE TECHNICIAN
53059	EMPLOYEE ASSISTANCE PROGRAM SP
5305A	DEPUTY CHIEF SURGEON (NON-MANA
5305B	CHIEF SURGEON (NON-MANAGERIAL
5305C	SUPERVISING CHIEF SURGEON (MAN
5305D	ASSISTANT SUPERVISING CHIEF SU
5305E	SUPERVISING EMERGENCY MEDICAL
5305F	SUPERVISING EMERGENCY MEDICAL
5305G	FIRE MEDICAL OFFICER (MGR DET)
70112	SANITATION WORKER
70150	SUPERVISOR (SANITATION)
70196	GENERAL SUPERINTENDENT (SANITA
7019A	GENERAL SUPERINTENDENT (SANITA
7019B	GENERAL SUPERINTENDENT (SANITA
70210	POLICE OFFICER (RECURRING NIGH
7021A	POLICE OFFICER D/A DETECTIVE 3
7021B	POLICE OFFICER D/A DETECTIVE 2
7021C	POLICE OFFICER D/A DETECTIVE 1
7021D	POLICE OFFICER, DET. SPECIALIS
7021E	POLICE OFFICER, SPECIAL ASSIGN
70235	SERGEANT (RECURRING NIGHT SHIF
7023A	SERGEANT D/A SPECIAL ASSIGNMEN

Title Code	Title Name
7023B	SERGEANT D/A SUPERVISOR DETECT
70260	LIEUTENANT (POLICE) (RECUR NS)
70265	CAPTAIN (POLICE SERVICE)(REC N
7026A	LIEUTENANT D/A SPECIAL ASSIGNM
7026B	LIEUTENANT D/A COMMANDER OF DE
7026C	LIEUTENANT D/A DIR LEGAL BUREA
7026D	CAPTAIN D/A DEPUTY INSPECTOR (
7026E	CAPTAIN D/A INSPECTOR (REC N/S
7026F	CAPTAIN D/A DEPUTY CHIEF INSPE
7026G	CAPTAIN DETAILED AS ASSISTANT
7026H	CAPTAIN DETAILED AS CHIEF OF D
7026I	CAPTAIN DETAILED AS CHIEF OF S
7026J	CAPTAIN DETAILED AS CHIEF OF T
7026K	CAPTAIN DETAILED AS CHIEF OF P
7026L	CAPTAIN DETAILED AS CHIEF OF P
7026M	CAPTAIN-MANAGERIAL DETAILS
7026N	CAPTAIN DETAILED AS CHIEF OF C
7026P	CHIEF OF DEPARTMENT
7026Q	CAPT DET CHIEF OF INTERNAL AFF
7026R	CHIEF OF THE HOUSING BUREAU
7026S	CAPT DET CHIEF OF THE TRANSIT
7026U	CAPTAIN: CHIEF OF TRANSPORTATI
7026V	CAPTAIN CHIEF OF COUNTERTERROR
7026W	CAPTAIN-CHIEF OF COMMUNITY AFF
7026Y	CAPTAIN-CHIEF OF INTELLIGENCE
7026Z	CAPTAIN-CHIEF OF STAFF
70270	*SURGEON
7027A	*SURGEON DETAILED AS DEPUTY CH
7027C	SUPERVISING CHIEF SURGEON
70310	FIREFIGHTER

Title Code	Title Name
70312	PILOT
70314	WIPER (UNIFORMED)
70316	MARINE ENGINEER (WITH LICENSE)
70360	LIEUTENANT (FIRE)
70365	CAPTAIN (FIRE)
70370	BATTALION CHIEF
70382	DEPUTY CHIEF(FIRE)
70388	CHIEF OF DEPARTMENT (FDNY)
7038A	DEPUTY ASSISTANT CHIEF OF DEPA
7038B	ASSISTANT CHIEF OF DEPARTMENT
7038C	ASSISTANT CHIEF OF DEPT DESIGN
70392	FIRE MARSHAL (UNIFORMED)
70393	SUPERVISING FIRE MARSHAL (UNIF
7039B	ASSISTANT CHIEF FIRE MARSHAL (
7039C	CHIEF FIRE MARSHAL (UNIFORMED)
7039D	SUPERVISING FM-MGL DET: CHIEF
70410	CORRECTION OFFICER
70467	CAPTAIN (CORRECTION) TED < 11/
70488	WARDEN (CORRECTION)(MGRL ASSIG
7048B	WARDEN-ASSISTANT DEPUTY WARDEN
7048C	WARDEN-DEPUTY WARDEN
7048D	WARDEN-DEPUTY WARDEN IN COMM T

APPENDIX C: ACKNOWLEDGEMENTS

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¹2021 Pay Equity Report, available at http://council.nyc.gov/data/wp-content/uploads/sites/73/2021/08/080221.OC03.PAY-EQUITY-IN-NYC_v8.pdf.

² See, e.g., Valerie Wilson and William M. Rodgers III, Black-white Wage Gaps Expand with Rising Wage Inequality, Economic Policy Institute, (Sept. 20, 2016), available at <https://www.epi.org/publication/blackwhite-wage-gaps-expand-with-rising-wage-inequality/>; Eileen Patten, Racial, Gender Wage Gaps Persist in U.S. Despite Some Progress, Pew Research Center, (July 1, 2016), available at <https://www.pewresearch.org/fact-tank/2016/07/01/racial-gender-wage-gaps-persist-in-u-s-despite-some-progress/>; Stephen Miller, Black Workers Still Earn Less than Their White Counterparts, Society for Human Resources Management, (June 11, 2020), available at <https://www.shrm.org/resourcesandtools/hr-topics/compensation/pages/racial-wage-gaps-persistence-poses-challenge.aspx>; Jonathan Bowles, Eli Dvorkin, and Charles Shaviro, Stark Disparities in Employment and Wages for Black New Yorkers, The Center for an Urban Future, (Aug. 2020), available at <https://nycfuture.org/research/stark-disparities-in-employment-and-wages-for-black-new-yorkers>; Kim A. Weeden, State of the Union: Occupational Segregation, Stanford Center on Poverty & Inequality, (2019), available at https://inequality.stanford.edu/sites/default/files/Pathways_SOTU_2019_OccupSegregation.pdf.

³ Robin Bleiweiss, Quick Facts About the Gender Wage Gap, Center for American Progress, (Mar. 24, 2020), available at <https://www.americanprogress.org/issues/women/reports/2020/03/24/482141/quick-factsgender-wage-gap/>.