

GENDER ♀ EQUITY

in the **New York City Municipal Workforce**

A SNAPSHOT ANALYSIS



NEW YORK CITY COMPTROLLER
JOHN C. LIU

APRIL 2011

GENDER EQUITY

in the New York City Municipal Workforce

by
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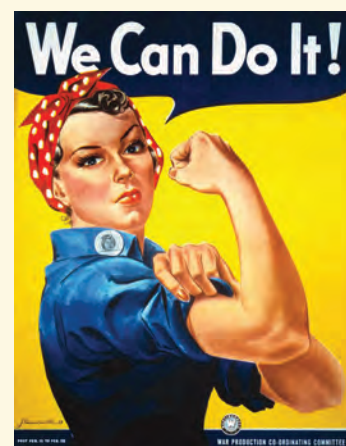
About the New York City Comptroller's Office

The New York City Comptroller, an independently elected official, is the Chief Financial Officer of the City of New York. The mission of the office is to ensure the financial health of New York City by advising the Mayor, the City Council, and the public of the City's financial condition. The Comptroller also makes recommendations on City programs and operations, fiscal policies, and financial transactions. In addition, the Comptroller manages assets of the five New York City Pension Funds, performs budgetary analysis, audits city agencies, and registers proposed contracts. The Comptroller manages a workforce of over 700 professional staff members including accountants, attorneys, computer analysts, economists, engineers, budget, financial and investment analysts, claim specialists and researchers.

About Rosie the Riveter as Inspiration for Cover

Recruitment poster by J. Howard Miller for the Westinghouse Company's War Production Coordinating Committee (National Museum of American History, Smithsonian Institution). This poster urged women to join America's factories, munitions plants, and shipyards during World War II. By 1944, more than six million women answered the call and became factory workers — part of a 57 percent increase in women's workforce participation since 1940. After the war, these women were encouraged to return home.

The name "Rosie the Riveter" originated in popular culture with a 1943 song by Red Evans and John Jacob Loeb as well as a 1944 Republic Studios romantic comedy starring Jane Frazee. In the fight to broaden women's civil rights, "Rosie" became an iconic American image in the late 1960s and 1970s as feminists battled for federal enforcement of the Civil Rights Act of 1964 (Title VII) in the workplace and enactments of the Equal Rights Amendment. Only then did the Miller/Westinghouse poster pictured here become associated with "Rosie the Riveter" and become a symbol of the emerging economic power of women.



SUMMARY

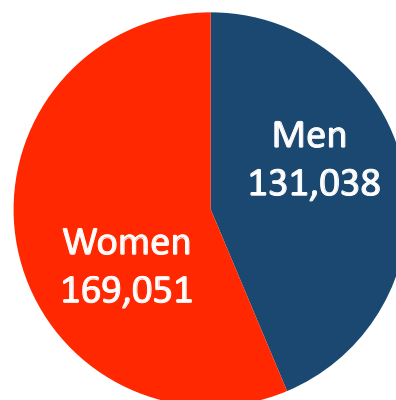
This study provides a statistical snapshot of women's employment and earnings in New York City government and identifies gender disparities that warrant further investigation.

Women, who compose 56 percent of the New York City municipal workforce, still face challenges in achieving pay equity with their male counterparts. An analysis of raw averages indicates that women in the municipal workforce compare favorably to their peers in the for-profit, non-profit, and state/federal sectors – possibly due to the rigid pay structure of the civil service system and the relatively higher wage inequality found throughout the private sector. However, a multivariate analysis (taking into account a range of factors) indicates that City workers – especially those with children at home – experience salary disparities that exceed those found in other sectors. A more comprehensive comparable worth study could provide explanations for these negative wage effects. Our initial review of payroll data suggests a number of factors that could play a role in municipal wage gaps: inflexible City policies and work rules that limit female workforce participation, the distribution of overtime pay in male-dominated agencies, and gender segregation where a disproportionate number of women end up in jobs at the lowest end of the pay scale or in female-dominated jobs that require a higher skill set than male-dominated jobs with similar salaries.

We first outline the history of gender equity legislation, legal cases, and policies affecting the hiring, promotion, and pay of municipal employees. We then use Census data to compare wage gaps in the public sector with those in the private for-profit and private non-profit sectors as well as federal and state government workers in New York City. Using newly-available municipal payroll data, we also provide detailed statistical breakdowns of women and men in the largest agencies and occupational titles. The study concludes with a brief discussion of issues that require further research and investigation.

CHART 1

Women are 56% of City Workforce (All Full-Time Municipal Workers, 2010 Payroll Data)



Source: NYC Office of Payroll Management, records of employees working full-time in 2010

BACKGROUND

Gender equity in New York City’s municipal workforce has been shaped by a range of socioeconomic and political factors, including the ever-growing and critical role of women workers in our economy and the long struggle to establish equal opportunity in our local, state, and federal laws. For the first time in our history, more women now participate in the formal labor market than men – a startling phenomenon that challenges traditional gender norms and antiquated public policy: “As women move into the labor force, their earnings are increasingly important to families and women more and more become the major breadwinner—even though women continue to be paid 23 cents less than men for every dollar earned in our economy.”¹ The benefits and limitations of this labor market transformation are dramatically reflected in the majority status of women workers in our City, who comprise more than 56 percent of our full-time municipal workforce.

While voluntary, the National War Labor Board’s landmark ruling was a turning point in our country’s struggle for workplace equity: it placed the federal government squarely on a path from officially sanctioning discrimination to becoming a champion for women’s rights.

The road toward workplace equity has been a long and bumpy ride, full of detours. Many of the improvements in workplace equity have been in response to women’s growing labor force participation rate, which “increased from 33 percent in 1950 to 61 percent in 1999.”² Like African Americans at the time, early waves of women workers suffered from an explicit “last-hired, first-fired” policy at many companies as well as wage scales that often gave them 40 percent less than their white male counterparts. Labor shortages during wartime provided opportunities for many women to earn a wage in the formal economy. This was especially the case during the Second World War, when large numbers of women worked in vital war industries and the National War Labor Board acknowledged their importance by urging employers to make “adjustments which equalize wage or salary rates paid to females with the rates paid to males for comparable quality and quantity of work on the same or similar operations.”³

While voluntary, the National War Labor Board’s landmark ruling was a turning point in our country’s struggle for workplace equity: it placed the federal government squarely on a path from officially sanctioning discrimination to becoming a champion for women’s rights. Only a decade before, Congress had enacted legislation (the Federal Economic Act of 1932 and the National Recovery Act

1 Maria Shriver, “A Women’s Nation Changes Everything,” Center for American Progress, October 2009.

2 U.S. Department of Commerce (Economic and Statistics Administration), “Women in America: Indicators of Social and Economic Well-Being,” March 2011.

3 Lis W. Wiehl, “The 51% Minority,” Ballantine Books, 2007.



of 1935) that prohibited wives of federal employees from holding government positions, declared women with employed husbands be fired first, and required that women holding government jobs receive 25 percent less pay than men in the same jobs.⁴

Until President John F. Kennedy signed the Equal Pay Act (EPA) in 1963, employers often published separate job listings for men and women – with different pay scales for the same work performed. The EPA, which amended the Fair Labor Standards Act (FLSA) of 1938, outlawed these separate gender-based wage scales if men and women performed equal work in the same workplace:

*no employer who is covered by the FLSA shall discriminate ... between employees on the basis of sex by paying wages to employees in such establishment a rate less than the rate which he pays wages to employees of the opposite sex in such establishment for equal work on jobs the performance of which requires equal skill, effort, and responsibility, and which are performed under similar working conditions.*⁵

A year later, Congress enacted the Civil Rights Act of 1964, which strengthened the federal government’s role in protecting women against gender-based wage discrimination – part of a major expansion of civil rights for all Americans. Specifically, Title VII of the Act states:

*It shall be an unlawful employment practice for an employer (a) to fail or refuse to hire or to discharge any individual, or otherwise to discriminate against any individual with respect to his compensation, terms, conditions, or privileges of employment, because of such individual’s race, color, religion, sex, or national origin, or (b) to limit, segregate, or classify his employees or applicants for employment in any way which would deprive or tend to deprive any individual of employment opportunities or otherwise adversely affect his status as an employee, because of such individual’s race, color, religion, sex or national origin.*⁶

Title VII was amended on January 29, 2009 by the Lilly Ledbetter Fair Pay Act – the first bill to be signed into law by President Barack Obama. The law superseded the U.S. Supreme Court’s *Ledbetter* decision, which fixed the beginning of the statute of limitations “countdown” for equal-pay lawsuits to the date the pay was agreed upon (not the date of the most recent paycheck, as a lower court had ruled). As amended, Title VII now allows the 180-day statute of limitations for filing a pay discrimination lawsuit to reset with each new paycheck.⁷

Local laws have followed and expanded upon the gains made at the federal level.



“Good Work Sister! We Never Figured You Could do a Man-Size Job, America’s Women Have Met the Test” (1941-1945) Poster applauding the working woman, done by Packer for the Office of War Information. [source: National Archives (NWDNS-44-PA-911)]

4 Connie Kopelov, “History of the Struggle for Fair Pay,” National Committee on Pay Equity, August 1999.

5 “Equal Pay Act of 1963” (Pub. L. 88-38) (EPA), Volume 29 of the *United States Code*, Section 206(d).

6 “Equal Pay Act of 1963” (Pub. L. 88-38) (EPA), Volume 29 of the *United States Code*, Section 206(d).

7 *Ledbetter v. Goodyear Tire & Rubber Co.*, 550 U.S. 618 (2007).

New York, which enacted the first state-level civil rights statute in the nation – the 1945 Ives-Quinn Anti-Discrimination Law – incorporated protections against employment discrimination.⁸ Starting in 1968, the Law was renamed the Human Rights Law and protections were expanded to prohibit discrimination based on gender and other criteria.⁹ “The opportunity to obtain employment without discrimination because of age, race, creed, color, national origin, sexual orientation, military status, sex, marital status, or disability,” is now recognized as a civil right under New York law and enforced by the State Division of Human Rights.¹⁰

New York, which enacted the first state-level civil rights statute in the nation – the 1945 Ives-Quinn Anti-Discrimination Law – guarantees equal employment opportunity regardless of age, race, creed, color, national origin, sexual orientation, military status, sex, marital state, or disability.

New York City’s Human Rights Law takes the state law a step further by extending protections to transgender and gender non-conforming employees by including gender identity as a protected class: “The Law prohibits discrimination in hiring and firing as well as work assignments, salary, benefits, promotions, performance evaluations, and discipline based upon race, color, creed, age, national origin, alienage or citizenship status, gender (including gender identity and sexual harassment), sexual orientation, disability, arrest or conviction record, marital status, partnership status, or status as a victim of domestic violence, stalking and sex offenses.”¹¹ Legislation that would have expanded protections against discrimination in employment and housing on the basis of gender identity and expression, the “Gender Expression Non-Discrimination Act” (GENDA), failed to pass the New York Senate last year.¹²

We should note that Congress, in enacting the 1963 Equal Pay Act, found that “wage differentials based on sex” had a negative impact on our economy by:

1. *[Depressing] wages and living standards for employees necessary for their health and efficiency;*
2. *[Preventing] the maximum utilization of the available labor resources;*
3. *[Tending] to cause labor disputes, thereby burdening, affecting, and obstructing commerce;*
4. *[Burdening] commerce and the free flow of goods in commerce; and,*
5. *[Constituting] an unfair method of competition.*¹³

⁸ Nina Mjagkij, *Organizing Black America*, 2001.

⁹ State of New York, Division of Human Rights, *Annual Report*, 2005.

¹⁰ State of New York, *Human Rights Law*, in Executive Law, Article 15, §291 (Equality of opportunity a civil right).

¹¹ City of New York, “Title 8 of the Administrative Code,” *Human Rights Law*, §107 (Unlawful discriminatory practices).

¹² Susan Marie Kovalinsky, “GENDA Fails to Pass in New York State Senate Committee,” *Examiner.com*, June 8, 2010.

¹³ *Equal Pay Act of 1963* (Pub. L. 88-38) (EPA), Volume 29 of the United States Code, Section 206(d).

These findings continue to have relevance today as women become the majority of workers in our formal economy and the typical household is no longer composed of “a breadwinner husband and a stay-at-home wife.”¹⁴ Since enactment, Congress has continued to expand the EPA and the number of cases has grown to include hundreds of thousands of women, many of whom succeeded in gaining back wages. Between 1992 and 2010, \$91 million was generated in equal pay cases brought before the U.S. Equal Employment Opportunity Commission.¹⁵

Two landmark court cases have strengthened and further defined the protections under the Equal Pay Act. In *Schultz v. Wheaton Glass Co.*, the Court of Appeals for the Third Circuit ruled that jobs need to be “substantially equal” but not “identical” to fall under the protection of the EPA. An employer, for example, cannot change job titles for women workers in order to pay them less than their male counterparts.¹⁶ In *Corning Glass Works v. Brennan*, the Supreme Court ruled that employers cannot justify paying women lower wages because that is what they traditionally received under the “going market rate.” A wage differential occurring “simply because men would not work at the low rates paid women” was unacceptable.¹⁷



Fire Captain Brenda Berkman: “Prior to 1977, New York City had a quota for women firefighters. The quota was zero.” After a successful class-action lawsuit against the City for gender discrimination, Brenda Berkman became the first female firefighter in New York history. [photo from “Taking the Heat: The First Women Fire Fighters of New York City,” a 2006 documentary by Anirban Roy and Barbara Multer-Wellin; <http://takingtheheat.com>]

Municipal workers also have won lawsuits based on gender equity protections in local, state, and federal law. For example, a 1977 class-action lawsuit against the City of New York claimed the physical exams for Firefighters were unrelated to the actual tasks required. The lawsuit ultimately led to the hiring of the City’s first female Firefighters.¹⁸ In 1983, municipal workers also successfully pushed to prohibit gender-specific levels for pension contributions and payments in the New York City Employee Retirement System. In *Women in City Government United v. City of New York*,¹⁹ the U.S. Court of Appeals found the City to be in violation of Title VII’s gender discrimination prohibition when using sex-differentiated actuarial tables to compute benefit and contribution rates for employees.²⁰

14 Heather Boushey and Ann O’Leary, “Our Working Nation: How Working Women Are Reshaping America’s Families and Economy and What It Means for Policymakers,” Center for American Progress, March 2010.

15 U.S. Equal Employment Opportunity Commission, “Equal Pay Act Charges,” FY1992-2010.

16 *George P. Shultz, Secretary of Labor, v. Wheaton Glass Company*, U.S. Court of Appeals (Third Circuit), No. 17517 (1970).

17 *Corning Glass Works v. Brennan, Secretary of Labor*, U.S. Supreme Court, 417 U.S. 188 (1974).

18 Anirban Roy, *Taking the Heat: The First Women Fire Fighters of New York City*, 2006 (www.takingtheheat.com).

19 *Women in City Government United v. City of New York*, U.S. Court of Appeals, 515 F. Supp. 295 (S.D.N.Y. 1981), *aff’d* 671 F.2d 330 (9th Circuit 1982), *cert. granted* (Oct 12, 1982).

20 Jeffrey D. Mamorsky, “Employee Benefits Law,” *Law Journal Seminars Press* (December 4, 1980).

In 1991, District Council 37 of the American Federation of State, County, and Municipal Employees (AFSCME) in New York City won a \$7.5 million settlement in a gender discrimination case for 2,000 police communication technicians and supervisors. DC 37 claimed that 911 dispatchers (predominately women and people of color) had been paid considerably less than (the predominately white and male) fire alarm dispatchers – even though their jobs were comparable.²¹

Hiring practices are particularly important to gender equity in municipal employment, insofar as many important occupations in local government have historically been gender-segregated. In 2010, four workers won a million dollar settlement against the City of New York for its failure to hire any female bridge painters.²² The U.S. Department of Justice argued that “by evading the

Although the City strenuously claimed to have a “gender neutral” hiring policy, U.S. District Judge William Pauley found the City’s inability to hire any women for the Department of Transportation’s bridge painting unit to be “unvarnished sex discrimination”

civil service requirements and failing or refusing to hire women for the position of Bridge Painter on the same basis as men, the City has engaged in a pattern or practice of unlawful discrimination on the basis of sex in violation of Title VII of the Civil Rights Act of 1964.”²³ Although the City strenuously claimed to have a “gender neutral” hiring policy, U.S. District Judge William Pauley found the City’s inability to hire any women for the Department of Transportation’s bridge painting unit to be “unvarnished sex discrimination ... [and that the] evidence adduced at trial reveals a municipal division in America’s largest city that refuses to hire women, in spite of societal norms, sound business practice, and city, state, and federal law ... the net result was to exclude qualified and impressive women from pursuing the careers they desired with the City of New York.”²⁴

Some municipal unions have played a significant role in limiting workplace inequities by staunchly defending merit-based hiring, promotion, and pay policies. AFSCME, for example, one of the largest municipal unions, was founded during the Great Depression with the specific purpose of “promoting, defending and enhancing the civil service system” as politicians tried to reintroduce political patronage for their supporters at the expense of civil servants.²⁵

²¹ American Federation of State, County, and Municipal Employees, “What is AFSCME’s Record on Pay Equity?” (www.afscme.org).

²² John Riley, “NYC settles painter sex bias suit,” *New York Newsday*, October 1, 2010.

²³ U.S. Attorney (Southern District of New York), “United States Files Civil Rights Lawsuit against the NYC Transportation Department,” March 12, 2007.

²⁴ *United States of America v. City of New York and NYC Department of Transportation*, U.S. District Court (Southern District of New York), Opinion & Order, 07 Civ. 2083 (WHP), May 13, 2010.

²⁵ American Federation of State, County, and Municipal Employees, “Fighting for Working Families: A Short History of AFSCME,” (www.afscme.org).

The widespread adoption of a civil service system in New York City government, in which more than 90 percent of the municipal workforce participates, creates a distinct difference between the public and private sectors. The era of civil service reform was launched by President Chester A. Arthur, who signed the 1883 Pendleton Act in response to high profile corruption scandals and the assassination of his predecessor by a disappointed office seeker.²⁶ New York was the first state to follow suit and established a civil service system in 1884 when a law sponsored by then-Assemblyman Theodore Roosevelt was signed by reform Governor Grover Cleveland. The New York State Civil Service Commission, appointed by the Governor, oversees all municipal civil service commissions and must approve changes to civil service rules for City workers.²⁷ The strict rigidity of pay scales and promotions as well as the civil service system's emphasis on merit may have had a significant role in limiting wage inequality for women in the public sector.



Efrosini "Efiy" Katanakis, Bridge Painter. On September 7, 2010, Efiy Katanakis, a single mother of two, became the first female bridge painter in New York City, following a successful federal gender-discrimination lawsuit against the City for failing to hire any qualified women during the entire history of the Department of Transportation's all-male bridge-painting unit. (credit: National Organization of Women, NYC Chapter)

Despite significant progress, stumbling blocks remain in the movement to expand gender equity in hiring, promotion, and pay policies. While it has narrowed over time, many women still experience a wage gap: "women's weekly earnings as a percent of men's have increased from 62 percent in 1979 to 80 percent in 2009."²⁸ This disparity persists despite the growth in women's educational attainment and other social indicators that correlate with higher earnings: "Among women age 25-64 in the labor force, 36 percent held college degrees in 2009, compared to 11 percent in 1970."²⁹

On a global scale, we have not advanced to the same degree as other highly-industrialized countries when it comes to gender equity. International studies indicate that "the gender gap is higher in the United States than in most industrialized countries" – reflecting larger patterns of wage inequality in the labor market and the relative decentralization of pay standards and policies.³⁰ The United States, Iran, Nauru, Palau, Somalia, Sudan, and Tonga are also the only members of the United Nations that have refused to ratify the Convention on the Elimination

26 U.S. Office of Personnel Management, "Our History," http://www.opm.gov/about_opm/tr/history.asp

27 New York City Workforce Reform Task Force, "Report and Recommendations," January 7, 2011.

28 U.S. Department of Commerce (Economic and Statistics Administration), "Women in America: Indicators of Social and Economic Well-Being," March 2011.

29 *Ibid.*

30 Francine Blau and Lawrence Kahn, "Wage Structure and Gender Earnings Differentials: An International Comparison," London School of Economics, *Economica* (1996) 63, S29-S62.

of all Forms of Discrimination against Women (CEDAW), which was adopted in 1979 as an “international bill of rights for women” by the U.N. General Assembly.³¹ CEDAW specifically guarantees women the “right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value” and encourages signatories to introduce paid parental leave policies for workers with children and to prohibit discrimination against pregnant workers. Last year, U.S. Ambassador Melanne Verveer urged the U.S. Senate to ratify CEDAW, arguing that gender equality is in line with both our core values as well as national self-interest:

*Women’s equality has rightly been called the moral imperative of the 21st century. Where women cannot participate fully and equally in their societies, democracy is a contradiction in terms, economic prosperity is hampered, and stability is at risk ... Our ratification will send a powerful and unequivocal message about our commitment to equality for women across the globe.*³²

Closer to home, in November 2010, the U.S. Senate failed to approve the Paycheck Fairness Act (HR 12), which would have tightened employer exemptions, increased protections against retaliation, and expanded the enforcement powers currently in the Equal Pay Act.³³ The Senate’s failure to act disappointed many advocates, including Marcia Greenberger, Co-President of the National Women’s Law Center, who stated that “Forty-five years after passage of the Equal Pay Act, it is unacceptable that women still earn, on average, 77 cents to the dollar earned by men ... This persistent pay gap translates to more than \$10,000 in lost wages per year for the average female worker. In this difficult economy, in which nearly 40 percent of mothers are primary breadwinners, women shoulder increased responsibility for supporting their families and cannot afford to have employers discounting their salaries.”³⁴ Celebrating Women’s History Month this year, President Obama pledged to prioritize passage of the Paycheck Fairness Act.³⁵

“Forty-five years after passage of the Equal Pay Act, it is unacceptable that women still earn, on average, 77 cents to the dollar earned by men.”

**— Marcia Greenberger,
Co-President of the National
Women’s Law Center.**

31 United Nations, “*Multilateral Treaties*,” Chapter IV (Human Rights), § 8 (“Convention on the Elimination of all Forms of Discrimination against Women”), 1979.

32 Melanne Verveer, Ambassador-at-Large for Global Women’s Issues, “Testimony before the Senate Judiciary Committee, Subcommittee on Human Rights and the Law,” November 18, 2010.

33 Melanne Verveer, Ambassador-at-Large for Global Women’s Issues, “Testimony before the Senate Judiciary Committee, Subcommittee on Human Rights and the Law,” November 18, 2010.

34 Amanda Terkel, “Republicans Block an Up-Or-Down Vote on the Paycheck Fairness Act,” Huffington Post, November 17, 2010.

35 Jamila Trindle, “Obama Seeks Fair Pay for Women,” Wall Street Journal, March 12, 2011..

CROSS-SECTOR ANALYSIS

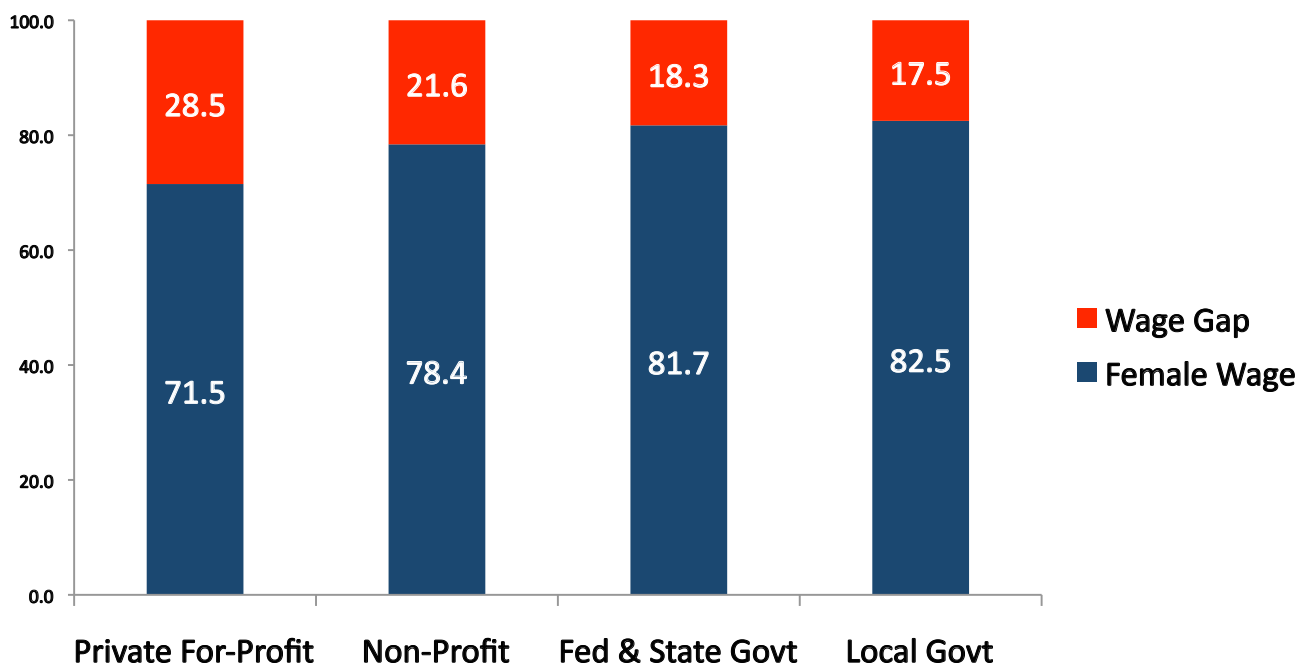
What is the status of gender equity in New York City's municipal workforce? To put this question into context, we compared average salaries between men and women to see if there were any noticeable differences in wage gaps across New York City's private for-profit, private non-profit, state/federal government, and local government sectors.

Using data from the U.S. Census Bureau's 2006-2008 American Community Survey (ACS) for New York City, we found that the aggregate wage gaps between male and female workers appeared to be widest in the private for-profit sector (28.5%) and narrowest in the local government sector (17.5 percent) for those earning a full-time salary (see Chart 2).

When we analyzed the data by ethnicity, we found that White women in the private sector had the widest wage gap and earned, on average, only 66.5 percent of what their White male counterparts earned. Black women in the non-profit sector and Asian women in the federal/state government sector experienced the narrowest wage gap and earned 96.6 percent of what their male counterparts earned.

CHART 2 Wage Gaps in New York City

(average female earnings as % of average male earnings by sector)



(U.S. Census, American Community Survey Data, 2006-2008)

Education levels for women also appeared to have an impact on the average wage gap between men and women. We found the gap decreased in the local government sector for women with more advanced degrees: the wage gap for women with no high school diploma was widest (61.3 percent) and narrowest for those who received a Masters degree (93.2 percent). Almost the reverse is true in the private for-profit sector: the narrowest wage gap appeared for women with a high school diploma (81.7 percent) and widened the most for those with a professional degree (64.9 percent).

Looking at citizenship status, we found that women with U.S. citizenship had the widest wage gaps – starting with for-profit companies (68 percent), followed by non-profit organizations (76.7 percent) and then state and federal agencies (81.6 percent). Only in the municipal workforce did U.S. citizens have a narrower gap (82.9 percent) than those without citizenship (75.6 percent).

Does all of this mean that local government has come further than any other sector in achieving employment and earnings equity for women? Unfortunately, that is not necessarily the case. The simple category averages cited above can be skewed by many factors, perhaps most importantly, by a different mix of occupations and worker characteristics in each sector. In order to adjust for such differences, the Comptroller’s Office estimated a series of wage regressions utilizing available and appropriate measures of worker characteristics.

When controlling for age, education levels, citizenship status, language ability, ethnicity, marital status, and the number of hours worked, we found the wage gaps among the four sectors to be much more similar than our initial analysis of raw averages suggest. When it comes to workers without children, women in the private non-profit sector have the narrowest wage gap (-5.4 percent marginal effect) and local government has the widest wage gap (-15.2 percent marginal effect) when compared to their childless male counterparts. Women with children experience the biggest wage differentials when compared to their male counterparts (with children) across all sectors, with those in the non-profit sector at the low end (-9.3 percent marginal effect) and municipal workers at the high end (-21.4 percent marginal effect) (see Table 1).

TABLE 1
Wage Differentials between Men & Women

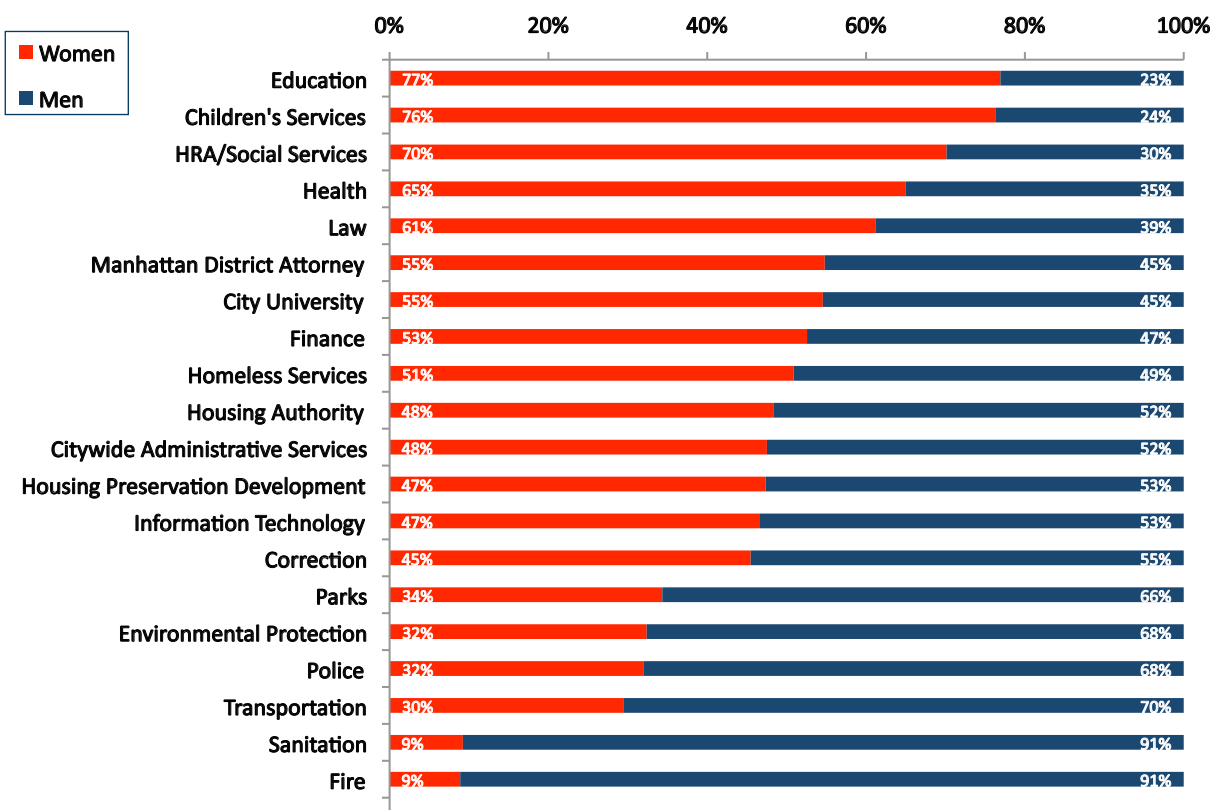
	Women without Children	Women with Children
For-Profit	-14.3	-17.5
Non-Profit	-5.4	-9.3
State/Federal	-14.0	-14.8
Local Govt	-15.2	-21.4

Marginal effect percentages generated from regression analysis of 2006-8 ACS data from the U.S. Census (controlling for education, citizenship, language, ethnicity, marital status, and number of hours worked). All coefficients are statistically significant at the 95% percentile level.



What could account for this convergence of wage gaps for workers in the for-profit and local government sectors? One potential factor that deserves scrutiny is the role of the civil service system. While the strict regulation of civil service pay scales may help to limit wage gaps between men and women in local government for particular occupations (Chart 2), the corresponding rigidity of work rules in municipal government could account for the higher-than-expected wage gap for women with children found in our regression analysis (Table 1). The lack of paid parental leave and flexible work schedules in many City agencies could have a snowball effect on women who have children and have difficulty taking advantage of opportunities for overtime and promotions.

CHART 3
Percentage of Women and Men in Top 20 Municipal Agencies

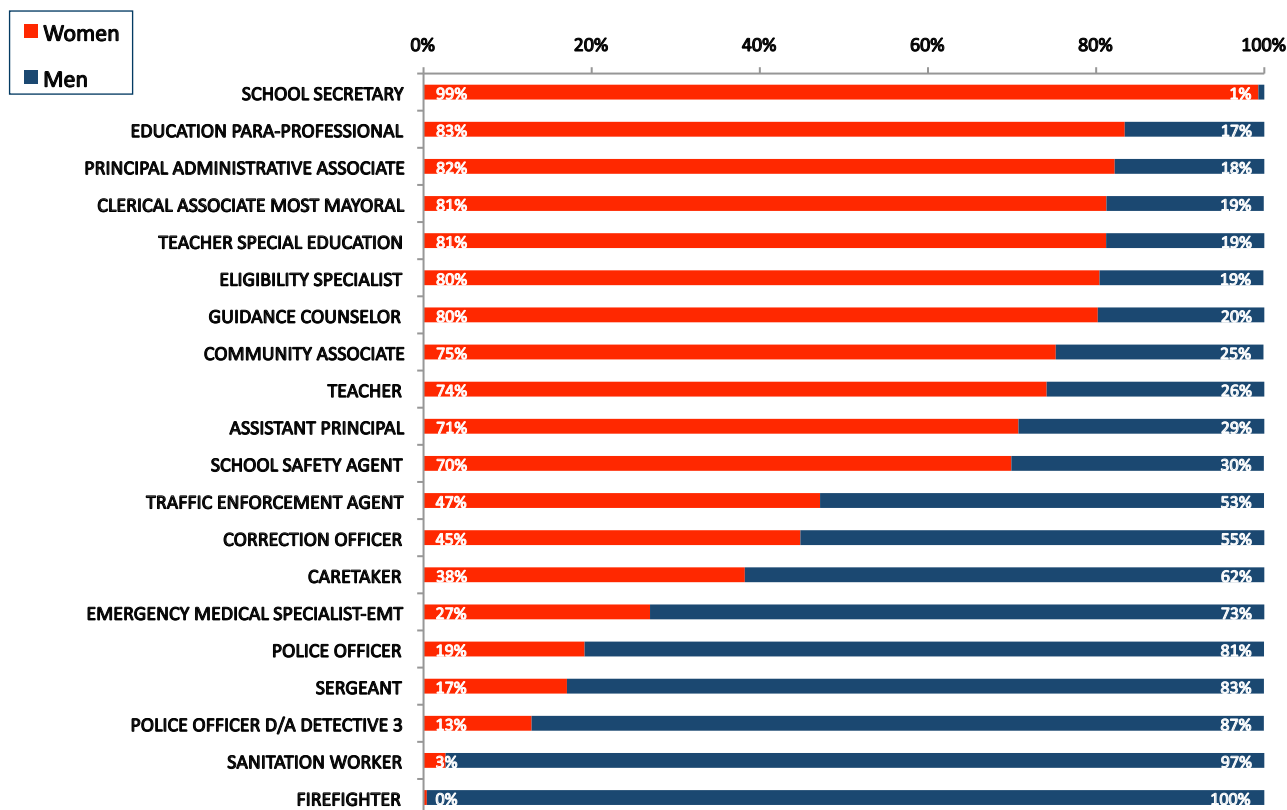


Source: NYC Office of Payroll Management, records of employees working full-time in 2010



Another potential factor could be the existence of segregated hiring patterns in municipal occupations where one gender continues to dominate. Chart 5 indicates that the presence of women in the municipal workforce is heavily weighted towards jobs at the lowest end of the scale. The smaller salaries of some of these female-dominated jobs (Secretary, Administrative Aide, etc.) could be justified by the lower threshold of skills required. However, if we were to compare male and female-dominated occupations with similar salaries, some of the female-dominated jobs may actually require a higher threshold of skills (advanced degrees, certificates, etc.) that are absent in the male-dominated jobs. A comprehensive comparative worth study may be necessary to evaluate the existence of gender segregation and how it relates to the wage disparities observed in our regression analysis.

CHART 4
Percentage of Women and Men in Top 20 Occupational Titles



Source: NYC Office of Payroll Management, full-time municipal workers in calendar year 2010



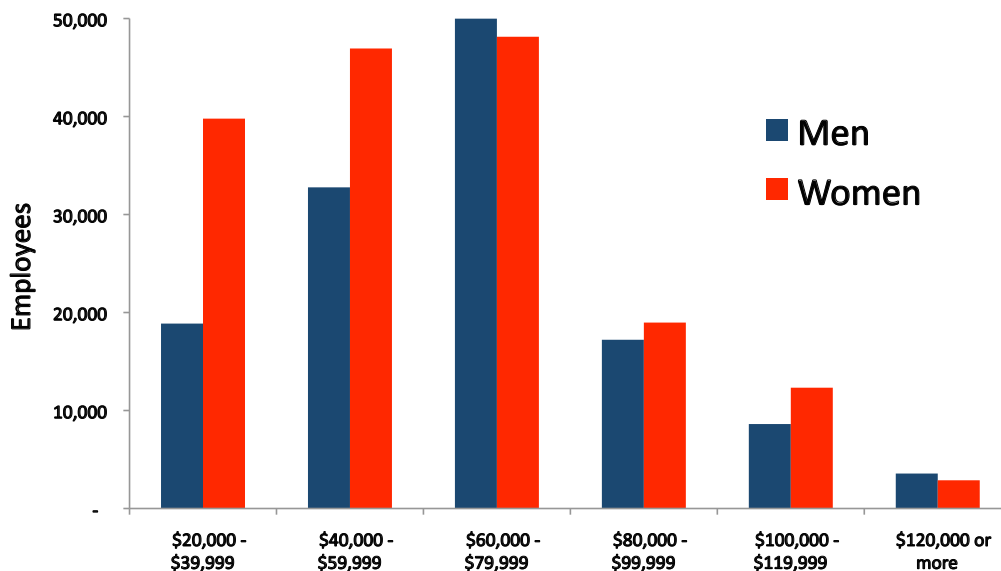
MUNICIPAL PAYROLL DATA

To enhance our snapshot analysis of gender equity in the City’s municipal workforce, we looked at the records of all full-time employees during calendar year 2010. These records came from data submitted by individual municipal agencies to the City’s Office of Payroll Management (OPM), which processes paychecks for every City employee. The 300,162 records we analyzed included municipal employees who worked a full-time schedule, were paid on an annual basis, received more than the minimum wage, and were 18 years of age or older in 2010. Furthermore, our preliminary analysis of these records focused on the base salary – the contractual dollar amount each employee expected to receive regardless of the number of days worked or the additional overtime and other pay earned in 2010.

According to the City’s base salary data, women compose more than 56 percent of our full-time municipal workforce and earn about 92 percent of what men earn on average. However, this nominal 8 percent wage gap in the average base salary between men and women increases to almost 20 percent when gross salary—what is actually earned—is considered (Chart 6).

The potential impact of overtime and other pay in widening gender inequality in our municipal workforce merits further investigation. A review of the largest municipal agencies and occupational titles indicates that men tend to be disproportionately represented in the “uniformed” services, including the Police, Fire, and Sanitation departments (Chart 3).

CHART 5
Number of Men and Women by Pay Band
 (All Full-Time Municipal Workers, 2010 CHRMS Data)



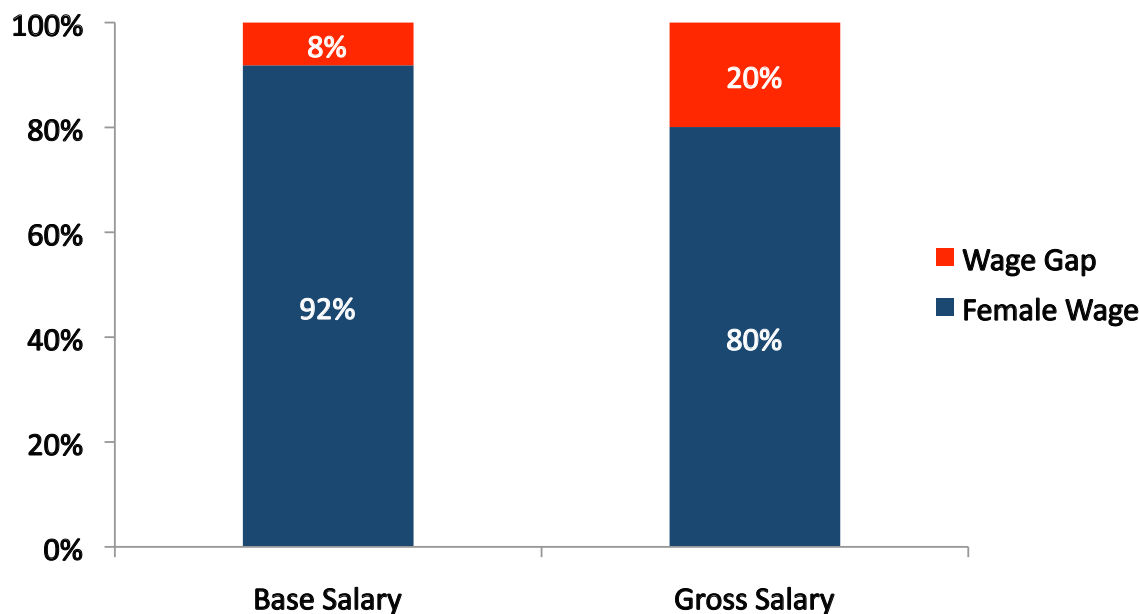
Conversely, women tend to be disproportionately represented in the Department of Education, particularly in teaching professions that may have fewer opportunities for overtime hours and pay. Those occupational frequencies could produce much different gross pay averages even when the base salaries within each occupation are quite comparable.

Additional patterns of gender segregation in the municipal workforce also emerge when analyzing the ratio of men and women by pay band. As can be seen in Chart 5, women tend to dominate jobs that pay at the lowest end of the salary scale (\$20,000 to \$59,999), including many secretarial and administrative aide titles. Whether these patterns reflect existing social norms, individual choices, or discriminatory hiring policies is an area that requires more in-depth research.

The concentration of women in the lowest paying City jobs seems to account for many of the wage gaps found in the largest agencies: on average, women earn 93 percent of what their male colleagues earn in the Department of Education and 73 percent of what men earn in the Police Department. However, if we look at the occupational titles with the most municipal employees in each department – Teacher and Police Officer – women earn the same or a little more, on average, than their male counterparts (\$73,972 and \$65,390 respectively).

CHART 6

Average Female Earnings as Percentage of Average Male Earnings



Source: NYC Office of Payroll Management, full-time municipal workers in calendar year 2010. Note: "Base Salary" is the annual salary employees expect; "Gross Salary" is the actual salary earned that year, including overtime and other pay.

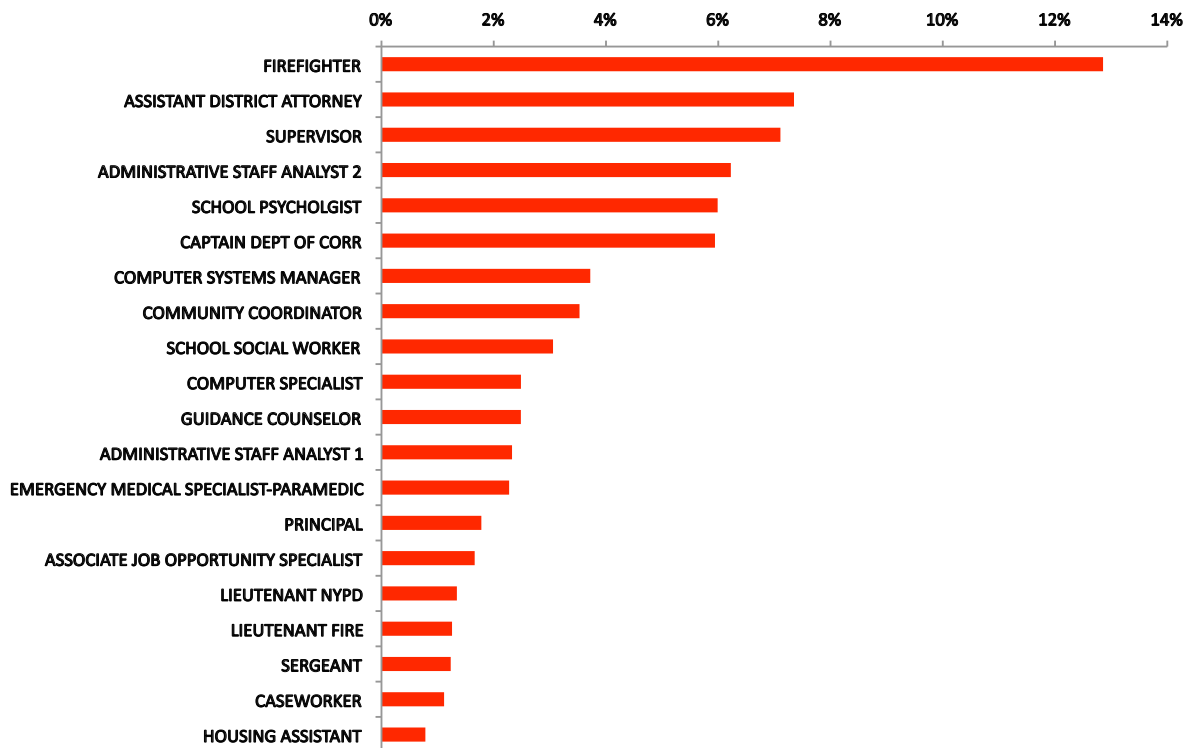
POLICY ISSUES

We conclude with a brief discussion on issues raised in this preliminary review of data from the City’s payroll management system and the U.S. Census.

First, to the extent that gender segregation and pay inequalities exist, we should explore the role played by City policies and work rules that limit the full participation of women workers and impede their ability to keep up with their male colleagues in pay, promotion, and benefits. Inflexible work rules and schedules as well as the lack of paid parental leave, short-term disability insurance, and access to quality, affordable child care for many City workers could be important factors that constrain some women — especially those raising children — from maximizing their potential as productive members of our municipal workforce.

CHART 7

Top 20 Titles with Widest Wage Gaps between Men and Women



Source: NYC Office of Payroll Management, full-time municipal workers in calendar year 2010



Secondly, we need to better understand the role played by overtime and other pay in widening wage gaps. How overtime is managed and distributed should also be a cause of concern given the wider wage gaps we observed when analyzing average gross salaries between men and women. If overtime pay is monopolized by traditionally male-dominated agencies and titles, it seems prudent to reexamine hiring policies that may contribute to continued gender segregation in the municipal workforce. All of this research requires a greater level of transparency and accountability in terms of the quality and quantity of data made available by municipal agencies.

Finally, the current debate over the appropriate size of the public sector should include an impact analysis of continued efforts to outsource and privatize many municipal functions as well as planned layoffs and benefit reductions on a workforce where women are a growing majority. Many of these women are the primary breadwinners for their households and any loss of income on their part could have a disproportionate impact on the economic and social fabric of our metropolitan region. Additional research should also investigate gender equity issues for part-time municipal workers as well as the relationship between gender and ethnicity – two important areas that we were unable to explore in our current study.

ACKNOWLEDGEMENTS

This snapshot analysis could not have been possible without the generous help of many people who provided research suggestions and reviewed early versions of this document. We want to especially thank: Dina Refki and Lois Haignere from the Center for Women in Government & Civil Society at the State University of New York at Albany, Shyama Venkateswar and Kyla Bender-Baird from the National Council for Research on Women, Beverly Cooper Neufeld from New York Women's Agenda, Dina Bakst from A Better Balance, Pamela Stone from the City University of New York, KC Wagner from Cornell University, Françoise Jacobsohn from Legal Momentum, and Galen Sherwin from the American Civil Liberties Union.

Appendix A: Base Salary of All Municipal Employees (2010)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
BASE SALARY	300,162	\$64,123	43.7%	104.8%	131,038	\$67,211	56.3%	96.3%	91.8%	169,051	\$61,732
BY AGE											
18-29	40,423	\$48,359	44.5%	97.4%	17,984	\$47,083	55.5%	102.1%	104.9%	22,434	\$49,382
30-39	78,204	\$62,810	46.2%	103.4%	36,134	\$64,966	53.8%	97.1%	93.8%	42,060	\$60,962
40-49	81,829	\$67,513	47.9%	108.6%	39,198	\$73,342	52.1%	92.1%	84.7%	42,596	\$62,150
50-59	68,175	\$68,488	38.5%	106.3%	26,249	\$72,786	61.5%	96.1%	90.4%	41,911	\$65,803
60+	31,531	\$69,356	36.4%	104.0%	11,473	\$72,136	63.6%	97.7%	94.0%	20,050	\$67,772
BY YEARS OF CITY SERVICE											
0-5	84,654	\$50,430	44.0%	100.1%	37,249	\$50,503	56.0%	99.9%	99.7%	47,381	\$50,374
6-10	60,699	\$63,315	42.9%	106.5%	26,060	\$67,450	57.1%	95.1%	89.3%	34,633	\$60,207
11-15	48,149	\$65,739	41.5%	108.0%	19,994	\$71,000	58.5%	94.3%	87.3%	28,149	\$62,001
16-20	38,807	\$71,836	50.0%	107.0%	19,412	\$76,853	50.0%	93.0%	86.9%	19,387	\$66,818
21-30	55,793	\$74,256	43.1%	105.3%	24,065	\$78,160	56.8%	96.0%	91.2%	31,699	\$71,299
31+	12,040	\$86,232	35.3%	102.4%	4,255	\$88,313	64.7%	98.7%	96.4%	7,785	\$85,094
BY YEARS IN CITY AGENCY											
0-5	86,884	\$50,732	44.6%	100.7%	38,722	\$51,073	55.4%	99.5%	98.8%	48,138	\$50,458
6-10	61,301	\$63,824	43.2%	107.0%	26,507	\$68,281	56.7%	94.7%	88.5%	34,785	\$60,429
11-15	60,909	\$65,476	42.8%	107.9%	26,068	\$70,667	57.2%	94.1%	87.2%	34,832	\$61,595
16-20	35,860	\$71,768	48.1%	107.4%	17,237	\$77,076	51.9%	93.2%	86.7%	18,613	\$66,853
21-30	45,177	\$77,203	42.1%	104.6%	19,037	\$80,720	57.8%	96.7%	92.5%	26,120	\$74,651
31+	9,875	\$88,001	34.8%	102.6%	3,440	\$90,324	65.2%	98.6%	96.0%	6,434	\$86,753
BY PAY BAND											
\$20,000 - \$39,999	58,682	\$33,144	32.2%	101.1%	18,871	\$33,504	67.8%	99.5%	98.4%	39,785	\$32,972
\$40,000 - \$59,999	79,734	\$50,006	41.1%	98.3%	32,773	\$49,172	58.9%	101.2%	102.9%	46,943	\$50,590
\$60,000 - \$79,999	98,142	\$71,479	50.9%	100.8%	49,987	\$72,069	49.1%	99.1%	98.3%	48,141	\$70,866
\$80,000 - \$99,999	36,204	\$88,456	47.6%	100.8%	17,220	\$89,120	52.4%	99.3%	98.6%	18,974	\$87,854
\$100,000 - \$119,999	20,950	\$104,211	41.1%	101.7%	8,619	\$105,935	58.8%	98.8%	97.2%	12,328	\$103,005
\$120,000 or more	6,450	\$141,785	55.3%	101.5%	3,568	\$143,859	44.7%	98.2%	96.8%	2,880	\$139,221



Appendix A: Base Salary of All Municipal Employees (2010) (continued)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
BASE SALARY	300,162	\$64,123	43.7%	104.8%	131,038	\$67,211	56.3%	96.3%	91.8%	169,051	\$61,732
BY TITLE (top 50)*											
TEACHER	64,120	\$73,925	25.9%	100.2%	16,599	\$74,074	74.1%	99.9%	99.7%	47,521	\$73,872
POLICE OFFICER	24,848	\$64,166	80.8%	99.5%	20,080	\$63,870	19.2%	101.9%	102.4%	4,759	\$65,390
TEACHER SPECIAL EDUCATION	19,272	\$72,063	18.8%	100.5%	3,626	\$72,421	81.2%	99.9%	99.4%	15,646	\$71,980
ANNUAL ED PARA	18,975	\$30,685	16.6%	98.7%	3,150	\$30,293	83.4%	100.3%	101.6%	15,825	\$30,763
FIREFIGHTER	8,648	\$69,304	99.6%	100.1%	8,614	\$69,339	0.4%	87.2%	87.1%	34	\$60,425
CORRECTION OFFICER	8,302	\$64,390	55.2%	99.9%	4,581	\$64,300	44.8%	100.2%	100.3%	3,721	\$64,502
PRINCIPAL ADMINISTRATIVE ASSOCIATE - LE	6,327	\$52,190	17.8%	100.4%	1,126	\$52,421	82.2%	99.9%	99.5%	5,201	\$52,140
SANITATION WORKER	6,318	\$59,519	97.4%	100.0%	6,152	\$59,500	2.6%	101.2%	101.2%	166	\$60,209
CLERICAL ASSOCIATE MOST MAYORAL AG	6,023	\$36,095	18.7%	99.6%	1,127	\$35,943	81.2%	100.1%	100.5%	4,892	\$36,133
SCHOOL SAFETY AGENT	5,411	\$34,755	30.0%	99.9%	1,625	\$34,733	69.9%	100.0%	100.1%	3,783	\$34,765
SERGEANT	4,245	\$88,469	82.9%	100.2%	3,519	\$88,653	17.1%	99.0%	98.8%	724	\$87,560
COMMUNITY ASSOCIATE	3,963	\$40,405	24.7%	99.1%	979	\$40,026	75.2%	100.3%	101.3%	2,980	\$40,528
POLICE OFFICER D/A DETECTIVE 3RD GRADE	3,619	\$78,968	87.1%	100.0%	3,152	\$78,939	12.8%	100.2%	100.3%	465	\$79,155
SCHOOL SECRETARY	3,541	\$53,212	0.7%	93.1%	25	\$49,540	99.3%	100.0%	107.5%	3,516	\$53,238
CARETAKER	3,232	\$34,903	61.8%	99.7%	1,997	\$34,801	38.2%	100.5%	100.8%	1,235	\$35,068
GUIDANCE COUNSELOR	3,105	\$81,917	19.8%	102.0%	615	\$83,581	80.2%	99.5%	97.5%	2,490	\$81,506
TRAFFIC ENFORCEMENT AGENT AL 1 & 2 ONLY	2,748	\$33,297	52.8%	99.9%	1,451	\$33,264	47.2%	100.1%	100.2%	1,296	\$33,333
ELIGIBILITY SPECIALIST	2,699	\$35,821	19.5%	99.3%	526	\$35,558	80.4%	100.2%	100.9%	2,170	\$35,891
ASSISTANT PRINCIPAL	2,534	\$103,865	29.2%	99.6%	741	\$103,419	70.8%	100.2%	100.6%	1,793	\$104,050
EMERGENCY MEDICAL SPECIALIST-EMT	2,283	\$41,021	73.1%	99.2%	1,668	\$40,712	26.9%	102.0%	102.8%	615	\$41,857
CHILD PROTECTIVE SPECIALIST	2,240	\$48,524	16.5%	100.1%	370	\$48,585	83.5%	100.0%	99.8%	1,870	\$48,512
CASEWORKER	2,158	\$39,741	33.5%	100.8%	722	\$40,040	66.5%	99.6%	98.9%	1,435	\$39,594
POLICE ADMINISTRATIVE AIDE	1,965	\$34,804	5.9%	99.6%	115	\$34,673	93.9%	100.0%	100.4%	1,846	\$34,810
ASSISTANT DISTRICT ATTORNEY	1,903	\$87,469	45.6%	104.2%	868	\$91,111	54.4%	96.5%	92.7%	1,035	\$84,415
ASSOCIATE STAFF ANALYST	1,882	\$72,302	41.1%	100.2%	773	\$72,454	58.9%	99.9%	99.6%	1,109	\$72,196
PRINCIPAL	1,761	\$136,297	31.6%	101.2%	556	\$137,977	68.4%	99.4%	98.2%	1,205	\$135,522
ADMINISTRATIVE STAFF ANALYST	1,700	\$105,685	45.0%	103.5%	765	\$109,431	55.0%	97.1%	93.8%	935	\$102,620
SECRETARY	1,677	\$36,874	4.4%	96.2%	73	\$35,471	95.6%	100.2%	104.1%	1,604	\$36,937
SCHOOL SOCIAL WORKER	1,605	\$87,094	18.1%	102.6%	290	\$89,331	81.9%	99.4%	96.9%	1,315	\$86,601
JOB OPPORTUNITY SPECIALIST	1,554	\$39,766	25.0%	99.5%	389	\$39,564	74.8%	100.2%	100.7%	1,162	\$39,844

*Top 50 payroll titles calculated by number of employees.



Appendix A: Base Salary of All Municipal Employees (2010) (by title continued)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
BASE SALARY	300,162	\$64,123	43.7%	104.8%	131,038	\$67,211	56.3%	96.3%	91.8%	169,051	\$61,732
BY TITLE (top 50)*											
LIEUTENANT NYPD	1,537	\$105,283	90.8%	100.1%	1,395	\$105,411	9.2%	98.8%	98.7%	141	\$103,995
LIEUTENANT FIRE	1,506	\$88,065	99.7%	100.0%	1,502	\$88,068	0.3%	98.7%	98.7%	4	\$86,961
SCHOOL PSYCHOLOGIST	1,357	\$87,389	25.2%	104.7%	342	\$91,487	74.8%	98.4%	94.0%	1,015	\$86,008
COMMUNITY COORDINATOR	1,317	\$57,257	35.9%	102.3%	473	\$58,581	64.1%	98.7%	96.5%	844	\$56,515
POLICE COMMUNICATIONS TECHNICIAN	1,275	\$41,116	14.0%	96.3%	178	\$39,614	85.6%	100.6%	104.4%	1,091	\$41,352
COMPUTER SPECIALIST	1,218	\$89,017	68.4%	100.8%	833	\$89,711	31.5%	98.3%	97.5%	384	\$87,482
POLICE OFFICER D/A DETECTIVE 2ND GR	1,197	\$90,569	88.1%	100.0%	1,054	\$90,547	11.7%	100.2%	100.2%	140	\$90,725
COMMUNITY ASSISTANT	1,162	\$31,532	43.5%	100.4%	506	\$31,653	56.5%	99.7%	99.3%	656	\$31,439
SUPERVISOR	1,005	\$79,932	96.8%	100.2%	973	\$80,113	3.2%	93.1%	92.9%	32	\$74,419
COMPUTER SYSTEMS MANAGER	964	\$110,183	77.1%	100.9%	743	\$111,130	22.9%	97.1%	96.3%	221	\$106,997
HOUSING ASSISTANT	964	\$48,645	27.1%	100.6%	261	\$48,924	72.9%	99.8%	99.2%	703	\$48,541
ASSISTANT PRINCIPAL	936	\$116,764	43.2%	99.4%	404	\$116,086	56.8%	100.4%	101.0%	532	\$117,279
ADMINISTRATIVE STAFF ANALYST	898	\$76,824	44.1%	101.3%	396	\$77,858	55.8%	99.0%	97.7%	501	\$76,047
ASSOCIATE JOB OPPORTUNITY SPECIALIST	890	\$53,635	22.8%	101.3%	203	\$54,331	77.2%	99.6%	98.3%	687	\$53,429
CAPTAIN DEPT OF CORR	867	\$83,170	49.7%	103.1%	431	\$85,732	50.3%	97.0%	94.1%	436	\$80,638
CITY CUSTODIAL ASSISTANT	862	\$30,489	53.0%	99.5%	457	\$30,328	47.0%	100.6%	101.1%	405	\$30,670
FRAUD INVESTIGATOR	848	\$44,520	42.3%	99.0%	359	\$44,065	57.7%	100.8%	101.8%	489	\$44,855
SENIOR POLICE ADMINISTRATIVE AIDE	827	\$42,764	6.8%	100.7%	56	\$43,053	92.7%	100.0%	99.3%	767	\$42,744
EMERGENCY MEDICAL SPECIALIST-PARAMEDIC	795	\$54,551	78.5%	100.5%	624	\$54,820	21.5%	98.2%	97.7%	171	\$53,573
SENIOR OCCUPATIONAL THERAPIST	793	\$61,553	5.4%	99.2%	43	\$61,041	94.6%	100.0%	100.9%	750	\$61,582

*Top 50 payroll titles calculated by number of employees.

NOTES:

Note 1: After removing the following counts:

112,714 counts who are part-time employees,

12,335 counts whose gross salary is not annual (it is daily or hourly).

29 counts whose base salary is less than \$20,000. 1166 counts who age is less than 18 years old.

Note 2: The removal of the above counts have been done in the above order.

Note 3: There are 73 employees included in the total count for whom gender is undetermined.



Appendix B: Gross Salary of All Municipal Employees (2010) (includes regular gross + overtime + other pay)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
GROSS SALARY	274,322	\$70,807	43.9%	112.6%	120,463	\$79,714	56.1%	90.1%	80.1%	153,802	\$63,830
BY AGE											
18-29	33,299	\$53,554	44.7%	106.6%	14,899	\$57,075	55.3%	94.7%	88.8%	18,398	\$50,701
30-39	72,154	\$70,283	47.0%	112.5%	33,912	\$79,033	53.0%	89.0%	79.1%	38,236	\$62,526
40-49	77,153	\$77,332	47.8%	115.9%	36,897	\$89,648	52.1%	85.4%	73.7%	40,227	\$66,030
50-59	64,323	\$73,158	38.2%	111.8%	24,557	\$81,818	61.8%	92.7%	82.9%	39,752	\$67,811
60+	27,393	\$69,264	37.2%	106.9%	10,198	\$74,048	62.7%	95.9%	89.7%	17,189	\$66,429
BY YEARS OF CITY SERVICE											
0-5	71,378	\$54,906	44.3%	107.3%	31,589	\$58,914	55.7%	94.2%	87.8%	39,779	\$51,727
6-10	57,865	\$69,331	43.5%	114.3%	25,162	\$79,258	56.5%	89.0%	77.8%	32,697	\$61,695
11-15	45,854	\$72,828	41.7%	116.6%	19,141	\$84,899	58.2%	88.1%	75.6%	26,707	\$64,177
16-20	37,366	\$82,711	50.3%	114.1%	18,812	\$94,410	49.6%	85.7%	75.0%	18,548	\$70,847
21-30	51,767	\$81,167	42.6%	112.2%	22,074	\$91,105	57.3%	90.9%	81.0%	29,664	\$73,768
31+	10,079	\$85,393	36.6%	106.5%	3,685	\$90,946	63.4%	96.3%	90.4%	6,394	\$82,192
BY YEARS IN CITY AGENCY											
0-5	73,343	\$55,496	45.0%	107.6%	32,974	\$59,712	55.0%	93.8%	87.2%	40,359	\$52,054
6-10	58,586	\$69,960	43.8%	114.5%	25,645	\$80,071	56.2%	88.7%	77.5%	32,932	\$62,088
11-15	57,903	\$73,311	42.9%	116.2%	24,824	\$85,167	57.1%	87.9%	75.6%	33,070	\$64,414
16-20	34,648	\$81,529	48.2%	115.0%	16,697	\$93,738	51.8%	86.1%	74.8%	17,943	\$70,159
21-30	41,826	\$83,571	41.6%	112.1%	17,413	\$93,690	58.3%	91.4%	81.5%	24,393	\$76,353
31+	8,016	\$86,057	36.3%	107.6%	2,910	\$92,608	63.7%	95.7%	88.9%	5,105	\$82,314
BY PAY BAND											
\$20,000 - \$39,999	40,269	\$32,699	26.5%	101.0%	10,666	\$33,020	73.5%	99.6%	98.7%	29,592	\$32,582
\$40,000 - \$59,999	73,170	\$50,847	36.8%	100.3%	26,943	\$51,017	63.2%	99.8%	99.5%	46,207	\$50,749
\$60,000 - \$79,999	66,069	\$70,291	37.9%	99.6%	25,061	\$69,999	62.1%	100.3%	100.7%	41,003	\$70,470
\$80,000 - \$99,999	50,304	\$89,499	54.3%	101.0%	27,312	\$90,349	45.7%	98.9%	97.9%	22,985	\$88,488
\$100,000 - \$119,999	29,709	\$107,176	63.7%	100.9%	18,938	\$108,102	36.2%	98.5%	97.6%	10,764	\$105,542
\$120,000 or more	14,801	\$138,938	78.0%	100.2%	11,543	\$139,199	22.0%	99.3%	99.2%	3,251	\$138,018



Appendix B: Gross Salary of All Municipal Employees (2010)

(continued – includes regular gross + overtime + other pay)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
GROSS SALARY	274,322	\$70,807	43.9%	112.6%	120,463	\$79,714	56.1%	90.1%	80.1%	153,802	\$63,830
BY TITLE (top 50)*											
TEACHER	58,979	\$71,732	25.7%	101.3%	15,137	\$72,641	74.3%	99.6%	98.3%	43,842	\$71,418
POLICE OFFICER	22,216	\$83,277	80.0%	100.7%	17,777	\$83,889	19.9%	97.0%	96.3%	4,430	\$80,800
ANNUAL ED PARA	17,738	\$32,544	16.5%	101.1%	2,920	\$32,915	83.5%	99.8%	98.6%	14,818	\$32,471
TEACHER SPECIAL EDUCATION	17,179	\$72,955	18.7%	101.7%	3,204	\$74,162	81.3%	99.6%	98.0%	13,975	\$72,678
FIREFIGHTER	8,556	\$90,907	99.6%	100.1%	8,522	\$90,953	0.4%	87.2%	87.2%	34	\$79,284
CORRECTION OFFICER	7,916	\$80,497	55.1%	101.0%	4,365	\$81,337	44.9%	98.7%	97.7%	3,551	\$79,465
SANITATION WORKER	6,123	\$79,710	97.4%	100.1%	5,961	\$79,803	2.6%	95.7%	95.6%	162	\$76,292
PRINCIPAL ADMINISTRATIVE ASSOCIATE - LE	6,095	\$54,599	17.8%	102.0%	1,082	\$55,708	82.2%	99.6%	97.6%	5,013	\$54,360
SCHOOL SAFETY AGENT	4,887	\$43,251	29.8%	105.7%	1,456	\$45,726	70.1%	97.6%	92.3%	3,428	\$42,200
CLERICAL ASSOCIATE MOST MAYORAL AG	4,720	\$39,575	18.2%	100.4%	858	\$39,736	81.8%	99.9%	99.5%	3,860	\$39,537
SERGEANT	4,161	\$112,694	82.8%	101.4%	3,445	\$114,247	17.2%	93.3%	92.1%	714	\$105,180
POLICE OFFICER D/A DETECTIVE 3RD GRADE	3,502	\$112,473	86.9%	101.1%	3,044	\$113,731	13.0%	92.5%	91.5%	456	\$104,028
COMMUNITY ASSOCIATE	3,339	\$41,142	23.7%	100.5%	791	\$41,345	76.2%	99.8%	99.3%	2,545	\$41,074
SCHOOL SECRETARY	3,304	\$52,323	0.7%	94.9%	22	\$49,655	99.3%	100.0%	105.4%	3,282	\$52,341
GUIDANCE COUNSELOR	2,913	\$79,888	19.6%	103.0%	572	\$82,278	80.4%	99.3%	96.4%	2,341	\$79,304
CARETAKER	2,813	\$44,616	62.0%	102.1%	1,744	\$45,540	38.0%	96.6%	94.7%	1,069	\$43,109
ASSISTANT PRINCIPAL	2,482	\$100,457	29.2%	99.5%	725	\$99,927	70.8%	100.2%	100.8%	1,757	\$100,676
ELIGIBILITY SPECIALIST	2,232	\$38,386	18.5%	101.5%	414	\$38,972	81.4%	99.7%	98.2%	1,816	\$38,260
TRAFFIC ENFORCEMENT AGENT AL 1 & 2 ONLY	2,038	\$41,291	53.1%	103.6%	1,082	\$42,795	46.9%	95.9%	92.5%	955	\$39,591
CHILD PROTECTIVE SPECIALIST	1,955	\$53,218	16.4%	102.5%	321	\$54,548	83.6%	99.5%	97.1%	1,634	\$52,957
EMERGENCY MEDICAL SPECIALIST-EMT	1,916	\$51,339	71.8%	100.9%	1,375	\$51,784	28.2%	97.8%	97.0%	541	\$50,207
CASEWORKER	1,867	\$44,750	34.8%	102.6%	649	\$45,929	65.2%	98.6%	96.1%	1,217	\$44,129
ASSOCIATE STAFF ANALYST	1,788	\$75,576	41.2%	101.2%	737	\$76,485	58.8%	99.2%	98.0%	1,051	\$74,939
POLICE ADMINISTRATIVE AIDE	1,752	\$38,068	5.8%	99.8%	101	\$37,993	94.0%	100.0%	100.2%	1,647	\$38,065
PRINCIPAL	1,727	\$132,953	31.7%	101.1%	548	\$134,479	68.3%	99.5%	98.3%	1,179	\$132,243
ASSISTANT DISTRICT ATTORNEY	1,724	\$87,170	45.4%	105.1%	783	\$91,581	54.6%	95.8%	91.2%	941	\$83,500
ADMINISTRATIVE STAFF ANALYST	1,534	\$102,206	45.1%	102.8%	692	\$105,095	54.9%	97.7%	95.0%	842	\$99,832
LIEUTENANT NYPD	1,511	\$133,648	90.6%	100.8%	1,369	\$134,663	9.3%	92.6%	91.9%	141	\$123,770
SCHOOL SOCIAL WORKER	1,500	\$84,927	18.1%	102.5%	271	\$87,069	81.9%	99.4%	97.0%	1,229	\$84,454
LIEUTENANT FIRE	1,497	\$119,178	99.7%	100.0%	1,493	\$119,215	0.3%	88.7%	88.7%	4	\$105,696

*Top 50 payroll titles calculated by number of employees.



Appendix B: Gross Salary of All Municipal Employees (2010)

(by title continued – includes regular gross + overtime + other pay)

	TOTAL		MALES				FEMALES				
	Counts	Avg Salary	% of total Count	% of avg salary	Counts Males	Avg Salary M	% of total Count	% of avg salary	% of Male Salary	Count Fem	Avg Salary F
GROSS SALARY	274,322	\$70,807	43.9%	112.6%	120,463	\$79,714	56.1%	90.1%	80.1%	153,802	\$63,830
BY TITLE (top 50)*											
SECRETARY	1,421	\$39,576	3.9%	98.5%	56	\$39,000	96.1%	100.1%	101.5%	1,365	\$39,599
JOB OPPORTUNITY SPECIALIST	1,329	\$44,271	25.3%	100.9%	336	\$44,673	74.7%	99.7%	98.8%	993	\$44,135
SCHOOL PSYCHOLOGIST	1,250	\$84,285	24.2%	104.1%	302	\$87,720	75.8%	98.7%	94.8%	948	\$83,191
COMMUNITY COORDINATOR	1,192	\$57,640	36.2%	103.2%	431	\$59,486	63.8%	98.2%	95.1%	761	\$56,594
POLICE OFFICER D/A DETECTIVE 2ND GR	1,161	\$128,146	87.9%	100.7%	1,021	\$129,071	11.8%	94.6%	94.0%	137	\$121,275
COMPUTER SPECIALIST	1,142	\$93,384	67.9%	101.3%	775	\$94,613	32.1%	97.2%	96.0%	367	\$90,790
POLICE COMMUNICATIONS TECHNICIAN	1,034	\$49,138	13.0%	103.7%	134	\$50,960	86.6%	99.4%	95.9%	895	\$48,849
SUPERVISOR	992	\$98,555	96.8%	100.3%	960	\$98,853	3.2%	90.9%	90.6%	32	\$89,607
COMMUNITY ASSISTANT	926	\$32,816	43.8%	102.8%	406	\$33,725	56.2%	97.8%	95.2%	520	\$32,106
ASSISTANT PRINCIPAL	920	\$114,618	43.4%	100.0%	399	\$114,630	56.6%	100.0%	100.0%	521	\$114,609
HOUSING ASSISTANT	916	\$51,822	27.3%	99.8%	250	\$51,718	72.7%	100.1%	100.3%	666	\$51,861
ASSOCIATE JOB OPPORTUNITY SPECIALIST	870	\$61,720	22.8%	102.4%	198	\$63,218	77.2%	99.3%	96.9%	672	\$61,278
ADMINISTRATIVE STAFF ANALYST	858	\$79,654	44.5%	102.5%	382	\$81,618	55.5%	98.0%	95.7%	476	\$78,077
COMPUTER SYSTEMS MANAGER	850	\$105,414	76.7%	101.4%	652	\$106,894	23.3%	95.4%	94.1%	198	\$100,539
CAPTAIN DEPT OF CORR	850	\$101,405	49.6%	105.1%	422	\$106,552	50.4%	95.0%	90.4%	428	\$96,331
SENIOR POLICE ADMINISTRATIVE AIDE	807	\$47,071	6.9%	102.0%	56	\$48,012	92.6%	99.8%	97.9%	747	\$47,000
CITY CUSTODIAL ASSISTANT	784	\$35,685	52.7%	103.4%	413	\$36,904	47.3%	96.2%	93.0%	371	\$34,328
FRAUD INVESTIGATOR	782	\$48,022	42.7%	100.8%	334	\$48,410	57.3%	99.4%	98.6%	448	\$47,733
EMERGENCY MEDICAL SPECIALIST- PARAMEDIC	737	\$72,382	78.3%	101.9%	577	\$73,766	21.7%	93.1%	91.4%	160	\$67,391
STAFF ANALYST	722	\$61,108	33.8%	99.4%	244	\$60,721	66.2%	100.3%	101.0%	478	\$61,305

*Top 50 payroll titles calculated by number of employees.

NOTES:

Note 1: After removing the following counts:

112,714 counts who are part-time employees, 12,335 counts whose gross salary is not annual (it is daily or hourly).

23,876 counts whose gross salary is less than \$20,000.

183 counts whose age is less than 18 years old, and 2,976 counts who have worked for the City's agency for less than 1 year.

Note 2: The removal of the above counts have been done in the above order

Note 3: There are 57 employees included in the total count for whom gender is undetermined



We Can Do It!



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