

AGENDA SUPPLEMENT

Economy, Place, Access and Transport Scrutiny Committee

To: Councillors K Taylor (Chair), B Burton, J Burton, Fenton, Healey (Vice-Chair), Hook, Whitcroft, Steward, Vassie and Merrett

Date: Tuesday, 25 February 2025

Time: 5.30 pm

Venue: West Offices, Station Rise, York

The Agenda for the above meeting was published on **17 February 2025**. The attached additional documents are now available for the following agenda item:

5. The Gender Pay Gap in York (Pages 3 - 18)

This report summarises key data published on the gender pay gap in York for City of York Council, other large employers in the city, and through pay data for men and women through the Annual Survey of Hours and Earnings (ASHE).

This agenda supplement was published on **18 February 2025**.

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***Economy, Place, Access and Transport
Scrutiny Committee***

25th February 2025

Report of the Director of City Development

The Gender Pay Gap in York

Summary

1. Economy, Place, Access and Transport Scrutiny have asked for a report on the Gender pay gap to inform a discussion at their February 2025 meeting.
2. This report summarises key data published on the gender pay gap in York for City of York Council, other large employers in the city, and through pay data for men and women through the Annual Survey of Hours and Earnings (ASHE).
3. While there is a clear gender pay gap shown in York – the median earnings of women are **£84.90 per week** (or 12.5%) lower than the median earnings of men - City of York Council is shown to have a negative pay gap, with women's average pay being more than that of men in the organisation. Across York's larger employers, there are three other organisations with such a negative pay gap, and the list at Annex 3 demonstrates that many employers in the city have a long way to go if the overall pay gap is to be reduced.

Background

4. The Gender pay gap is clearly demonstrated in statistics, as the Annexes to this report demonstrate. The average man earns more than the average women in almost every part of society. While the reasons behind this pay gap is nuanced and complex, and includes unfair pay practices, the gendered nature of child and elder care in our society, cultural bias, and the uneven distribution of part-time employment in the York economy.

5. Our Economic Strategy 2022-2030 recognises: “....York has a very high economic activity rate, with 5,000 more households than might be expected relying on flexible work through part-time and self-employment, balancing earning with caring to add to household incomes. Two thirds of those in part-time roles in York are female. For this reason, we will focus on supporting the growth of well-paid part-time and flexible employment and supporting small and micro businesses. We will also place particular emphasis on supporting women to make best use of their skills and qualifications, whether that is in employment or through running their own businesses.”
6. This has informed delivery of the York UKSPF fund, which has enabled projects such as “Courageous Females” to support female entrepreneurs and seen more than 100 female-run businesses receive direct support from the Momentic “Start and Grow” initiative. We have also been able support the development of a strong network of York women in business.
7. In the short term, the impacts of such work are impossible to attribute to any particular funder or supporter, particularly when the headline indicators are simply the difference in average pay between the genders. The Gender pay gap will be closed employer by employer, and pay rise by pay rise, not in one fell swoop.
8. Broadening opportunity for women in the York economy, through actions such as supporting more flexible work arrangements and redesigning roles to fit the available talent, can only have a positive impact on the local economy. Around 40% of all female employment in York is for less than 30 hours per week, with that proportion increasing by age. Part time work is clustered in public administration, education, health and social care, together with retail and hospitality.
9. The recently published “¹New Era for female entrepreneurship”, produced by Enterprise Works, the University of York, highlights a range of considerations that can be applied to both sole traders and employees of high growth sectors. In addition, the creation of flexible opportunities for women who are seeking work of less than 30 hours per week would help reduce the gap.
10. In terms of the simple facts of the Gender pay gap, the Office for National Statistics (ONS) publishes its Annual Survey of Hours and Earnings (ASHE) each autumn, with data showing mean and median pay for residents in each local authority area, split by full time and part time work and by male and female workers. Subtracting average female pay

¹ [A New Era for Female Entrepreneurship, University of York](#)

from average male pay allows for the calculation of a city-wide gender pay gap.

11. Such data for York, using median full-time pay as the comparator, is published on the York Open Data platform and presented at Annex 1 of this report. The data shows a York gender pay gap of **£84.90** in 2023. The average York male full time employee earned £676.50 per week in 2023 while his female equivalent earned £591.60. This is a pay gap of 12.5%.
12. The national gender pay gap on this measure was £97.80, and across Yorkshire and Humber, the same pay gap was £112.70.
13. Regulations introduced in 2017 require public, private and voluntary sector organisations, with 250 or more employees, to report annually on their gender pay gap using a specified 'snapshot date' relevant to their sector. There are 43 such organisations based in York who publish such data, including City of York Council (CYC). It should be noted that there are large employers with a York presence who are not shown in this data, which is reported at the postcode of a company's head office. For example, Tesco Stores is not included.
14. CYC is one of only 4 employers registered in York and publishing a negative gender pay gap. The Council's 2023 return is shown at Annex 2. This report demonstrates that across the organisation, both mean and median pay is slightly higher for women than for men.
15. Looking at all large employers registered in York, Annex 3 presents published gender pay gap reporting data for 2023. There are four employers with a negative pay gap. These are two of the Nestle group of companies, Britsafe (a contract cleaning and security firm operating across the UK), and City of York Council.

Consultation

16. This report is for information only, and no consultation has taken place.

Options

17. Not applicable.

Implications

18. Not applicable, this is an update report for discussion.

Recommendations

19. Members are asked to note the contents of this report.

Contact Details

Author:

Simon Brereton
Head of Economy

Chief Officer Responsible for the report:

Garry Taylor
Director of City Development

Report
Approved

☐

Date 17/2/2025

Wards Affected: *List wards or tick box to indicate all*

All

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For further information please contact the author of the report

Background Papers:

[York Economic Strategy 2022-32](#)
[Economic Strategy Technical Annex](#)

Annexes

Annex 1: York resident gender pay gap data 2011 to present

Annex 2: CYC Gender pay gap report 2023

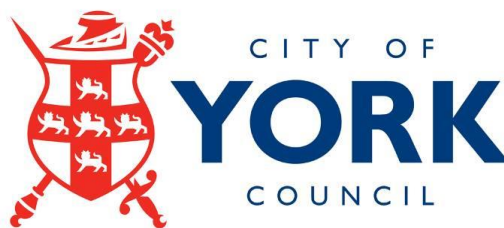
Annex 3: Gender pay gap for York companies 2023

Abbreviations

ASHE	Annual Survey of Hours and Earnings
CYC	City of York Council
ONS	Office for National Statistics

Kpild	KpiName	Value	DataType	Period	StartDate	EndDate	CollectionFrequency
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	53.90 £	Financial	2011/2012	01/04/2011	31/03/2012	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	78.80 £	Financial	2012/2013	01/04/2012	31/03/2013	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	98.50 £	Financial	2013/2014	01/04/2013	31/03/2014	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	98.90 £	Financial	2014/2015	01/04/2014	31/03/2015	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	97.80 £	Financial	2014/2015_Q2	01/07/2014	30/09/2014	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	85.10 £	Financial	2015/2016	01/04/2015	31/03/2016	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	85.10 £	Financial	2015/2016_Q2	01/07/2015	30/09/2015	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	117.00 £	Financial	2016/2017	01/04/2016	31/03/2017	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	117.00 £	Financial	2016/2017_Q2	01/07/2016	30/09/2016	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	117.30 £	Financial	2017/2018	01/04/2017	31/03/2018	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	117.30 £	Financial	2017/2018_Q2	01/07/2017	30/09/2017	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	100.20 £	Financial	2018/2019	01/04/2018	31/03/2019	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	100.20 £	Financial	2018/2019_Q2	01/07/2018	30/09/2018	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	133.80 £	Financial	2019/2020	01/04/2019	31/03/2020	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	133.80 £	Financial	2019/2020_Q2	01/07/2019	30/09/2019	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	54.00 £	Financial	2020/2021	01/04/2020	31/03/2021	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	146.60 £	Financial	2021/2022	01/04/2021	31/03/2022	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	44.70 £	Financial	2022/2023	01/04/2022	31/03/2023	Annual
CJGE68	Median earnings of residents - Gross Weekly Pay (£) - Gender Pay Gap	84.90 £	Financial	2023/2024	01/04/2023	31/03/2024	Annual

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Gender Pay Gap Report 2023 - City of York Council

Overview

The gender pay gap report for City of York Council (CYC) continues to show a positive picture of the gap in pay levels between males and females.

Not only is the pay gap small across all measures, the results compare very favourably with both the public and private sector organisations.

Whilst the Council is pleased to see that pay gaps are small, it is interesting to note that the majority of measures now indicate higher average pay rates for females than for males. The Council continues to be committed to remain vigilant of potential gender pay gap issues in either direction, and work at maintaining minimal differentials and the lowest gaps possible.

This is the Council's report for the snapshot date of **31st March 2023**. Figures from the previous year (March 2022) are shown in brackets.

Executive Summary

- Total number of staff analysed has increased since the previous year from 2234 to 2330. This is due to a number of factors including staff transferred to the Council under TUPE, and conversion to CYC employees of agency staff in vacant posts.
- The hourly rates of pay used for these comparisons includes all earnings.
- Females now earn more than males at both the Median and Mean. Last year they earned less than males at the Mean but more at the Median.
- The distribution of grade pay levels within quartiles has remained the same, apart from the straddle point between Lower Quartile (LQ) and Lower Middle Quartile (LMQ) moving down.
- The only place where males earn more than females is in the Upper Quartile for the Mean rates.
- There is no difference in the top two quartiles at the Median level.
- At all other levels the earnings for females is higher than for males, and some of these gaps have increased since last year.

Bonus reporting

No bonus payments are made to either gender, therefore there is **no data** published in relation to the mean and median gender bonus gap, nor the proportion of male and female staff receiving a bonus.

Staff numbers

- This report analyses the pay for **2330 staff**, as the ‘full pay relevant employees’¹
- Overall **39% of the workforce is male, and 61% is female**, unchanged from the previous year.
- Some staff are part time and some are in multiple roles. Where the hourly rates are different, the salaries are combined and adjusted pro-rata to provide one hourly rate. This is the rate used for comparison purposes.

Average Hourly Pay

The mean and median average hourly rates for males and females are close, as shown in Table 1:

	Male	Female	All staff
No of staff	909	1421	2330
Mean Hourly Rate	£17.00	£17.13	£17.08
Median Hourly Rate	£15.48	£15.55	£15.55

Table 1

These hourly rates include all earnings, which for some CYC staff this will mean allowances such as shift or standby payments, overtime etc

Gender pay gap

The gender pay gaps for the two averages are:

- The **MEAN** gender pay gap for the Council is **-0.8%** (0.6%)
- The **MEDIAN** gender pay gap for the Council is **-0.5%** (-0.4%)

Note: The gap for staff in a group is the [average pay for males – average pay for females]
That gap is then expressed as a percentage of the average pay for males.

The mean gap has changed since the previous year to a negative gap. The median gap has increased slightly from the previous year. Both gaps are now in favour of females.

Pay structures

The Council’s pay practice for the majority of staff (2232 out of the 2330 employees included in this report) is based on a 12 grade pay structure running from Grade 2 to Grade 13. Each grade has 4 increment levels. There is a separate structure for the 17 Chief Officers. For each of these structures, the grades are determined by job evaluation.

¹ As on the snapshot date there were 2413 ‘relevant employees’ (excluding school staff and councillors). 83 were removed as they did not meet the criteria for ‘full pay’ relevant employees, leaving 2330 to be analysed.

There are a small number of other staff (81, including 21 apprentices) who are employed on different National terms and conditions² or who have joined the Council through a Transfer of Undertaking and Protection of Employment (TUPE) arrangement. These are also included in the calculations for gender pay gaps and rates within quartiles.

The Council's own grading and pay structures set consistent and transparent frameworks for pay which help reduce potential for discrimination and inequality in pay. Within these grade structures the Council can be confident that males and females have access to equal pay.

Apprentices

The Council is a Living Wage (LW) employer but where a lower hourly rate of pay can be seen in the LQ, this relates to apprentice pay. While the Council pays more than the statutory minimum rates for apprentices, this is still less than the Living Wage rate of £10.50 as paid at March 2023.

The Council pays apprentices in year one of their training the equivalent of the National Minimum Wage (NMW) for 18 to 20 year olds. In year two and beyond it is the equivalent of the National Minimum Wage for 21 year olds. Or, where the apprentice is over the age of 23 in their second year, they are paid the National Living Wage (NLW) for 23+.

Further Analysis

For this analysis all employees are divided into four groups of equal numbers in salary order, and the break points found are regardless of grade. However for information, the spread of CYC grades within the quartiles are shown in Table 2. The change in the top of the LQ from G6L3 to G6L1 will mainly be due to a higher of starters at the lower grades in that period.

CYC grades within Quartiles	March 2023	March 2022
Lower Quartile (LQ)	G2L1 to G6L1	G2L1 to G6L3
Lower Middle Quartile (LMQ)	G6L1 to G8L1	G6L3 to G8L1
Upper Middle Quartile (UMQ)	G8L1 to G9L4	G8L1 to G9L4
Upper Quartile (UQ)	G9L4 to COO	G9L4 to COO

Table 2

The quartile comparisons for mean and median look at the workforce in a different way, and do not look across each grade, so provide a snapshot of where males and females sit in a broader context.

² Including Workshop for the Blind, Educational Psychologists, Soulbury, Teachers (non-school based advisors) and Apprentices

Table 3 below shows the pay gaps and pay ranges within quartiles. Within the quartiles there is little variation in pay gaps – the largest gap in favour of males remains the Mean in the UQ, but there are larger gaps in favour of females in the LQ and UMQ. Overall the Mean gaps have had small fluctuations of less than 2%, and the Median gaps are the same or have swung in favour of females since the previous year. All the gap rates remain low.

The data shows that the hourly pay range in the UQ is much larger than the other quartiles with a spread of more than £59 per hour compared to the others which have spreads of only a few pounds per hour. This larger spread in the UQ is due to it covering pay rates for employees between G9L4 to the rate for the highest paid employee which is the COO.

Quartiles	Hourly Pay: range within Quartiles	Total staff	Mean Pay Gap	Median Pay Gap
Lower Quartile (LQ)	£6.82 to £12.61 (£6.55 to £12.32)	582	-3.1% (-1.4%)	-1.9% (0.0%)
Lower Middle Quartile (LMQ)	£12.64 to £15.55 (£12.34 to £14.55)	583	-1.7% (0.2%)	-0.2% (2.0%)
Upper Middle Quartile (UMQ)	£15.55 to £19.84 (£14.55 to £18.84)	582	-3.1% (-2.0%)	0.0% (0.0%)
Upper Quartile (UQ)	£19.84 to £78.86 (£18.84 to £76.79)	583	2.3% (3.4%)	0.0% (0.0%)

Table 3

Note: The figures shown above have been calculated using the standard methodologies used in the Equality Act 2010 (Gender Pay Gap Information) Regulations 2017. (Previous year's figures in brackets)

Hourly pay quartiles by gender

The gender split by staff numbers within the quartiles is relatively consistent with the overall gender split. In many cases the mean and median rates for females is equal to or greater than the rates for males. Those that are higher are highlighted within Table 4 on the next page.

The only levels where the rates are in favour of males is in the mean pay for UQ. There are proportionately more males in Grades 12 and 13 than females, which sit in the UQ.

Gender details by Quartile	Proportions of staff		Mean hourly pay		Median hourly pay	
	Male	Female	Male	Female	Male	Female
LQ	42.1%	57.9%	£11.42	£11.77	£11.54	£11.76
LMQ	40.3%	59.7%	£14.33	£14.56	£14.42	£14.45
UMQ	34.7%	65.3%	£17.10	£17.63	£17.12	£17.12
UQ	38.9%	61.1%	£25.11	£24.53	£23.04	£23.04
Overall	39.0%	61.0%	£17.00	£17.13	£15.48	£15.55

Table 4

LQ: 1st Quartile includes all employees whose standard hourly rate places them at or below the LQ

LMQ: 2nd Quartile includes all employees whose standard hourly rate places them between the LQ and the median

UMQ: 3rd Quartile includes all employees whose standard hourly rate places them between the median and the UQ

UQ: 4th Quartile includes all employees whose standard hourly rate places them above the UQ

What are the underlying causes of the gender pay gap for CYC?

The data does not indicate any underlying issue of pay bias based on gender.

The gender pay gaps are small at the Council, with the highest gap in favour of males of 2.3% being the mean in the UQ.

This pay gap is significantly influenced by the salary of the incumbent male Chief Operating Officer, and more males in the higher Chief Officer grades.

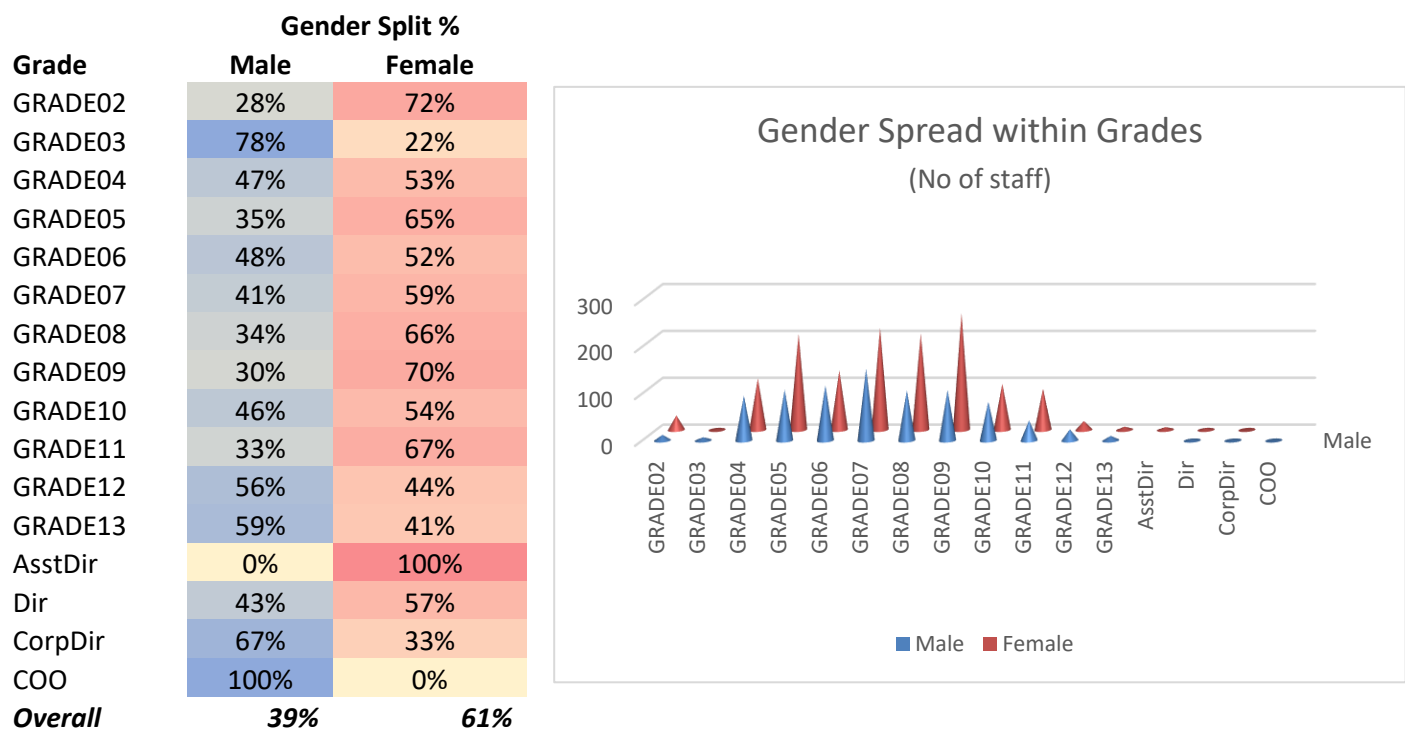
Gender distribution within grades

The analysis within grades looks at those staff in the CYC grade structures: grades 2-13 and the Chief Officer grades.

There are generally more females than males throughout the grades. The greatest difference in this distribution can be found at both the bottom and the top of the grades. Whilst the percentage difference in Grade 3 is large, there are only 9 staff in that grade. The gender split also reverses in grades 12 and 13, and for corporate directors where numbers are very small.

There is also a high proportion (70%) of females in grade 9 which also has the highest actual number of females (see Figure 1 table and graph on the next page). This high number of females in grade 9 is likely to be a factor in the larger gap between the mean pay in favour of females in the UMQ.

Figure 1



The 2249 staff included in the above data are made up of the 2232 staff in the Council's 12 grade structure, and 17 in the Chief Officer posts.

(The remaining 81 staff are not included above as they work under different terms, conditions and grading structures which are not immediately comparable to the above core structures.)

How does the Council's gender pay gap compare?

We have compared our data with that published nationally by the ONS, and York compares very favourably for both the mean and median figures in the sectors, as seen in Table 5.

Description	% Difference in hourly rate (Mean)	% Difference in hourly rate (Median)
Public sector	11.5	14.0
Private sector	15.6	18.9
Non-profit body or mutual association	15.6	17.3
CYC 2023	-0.8	-0.5

Table 5
[ONS - Oct 2023 provisional report Table 13.12]

The pay gaps in the public sector have reduced, in the information reported this year (*last year: mean 13.6%, median 15.9%*) but still remain significantly higher than ours. Private and non-profit sector gaps still remain even higher.

When looking at the reports for other local authorities, it should be noted that the workforce composition within councils will vary. This will depend on type and status of each council, and what services they have retained in house or outsourced. Such differences can affect the numbers of staff at the different pay levels, especially in services where there are traditionally higher numbers of males or females (eg refuse or home care workers).

What is the Council doing to address its gender pay gap?

The Council's gender pay gap is small and compares favourably with that of other public sector authorities. The Council is not complacent, and is committed to continued monitoring across its workforce.

The Council has for many years provided forms of flexible working and continues to. These steps help to promote gender diversity in all areas of its workforce, by providing and including the following. These are particularly beneficial to females who have family and/or caring responsibilities.

- **Flexible working policies:** The Council's policy makes it clear that employees in all areas and levels of the organisation will be considered for flexible working regardless of their role and level of seniority, and that flexible working need not be limited to part-time working or job shares.
- **Hybrid working:** These working arrangements are available for many roles, and will be determined based on the requirements of the role and in collaboration with those employees who wish to work in this way.
- **Supporting parents:** We continue to operate a childcare voucher salary sacrifice scheme for those already on it, which is more generous than the government scheme. We also support employees prior to, during and on return from maternity and other parental leave, with maternity pay based on actual pay rather than statutory minimum.
- **Carers:** Carers have access to dependent care leave in the same way as for parents.
- **Career breaks:** The Council supports career breaks to provide employees with the opportunity to take an extended unpaid break.
- Considering **recruitment** campaigns imagery, to aim towards a wider diversity in staffing to reflect the community.

I, Ian Floyd Chief Operating Officer, and Head of Paid Services confirm that the information in this statement is accurate.



Signed

Date 22 March 2024

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EMPLOYER	Employees	Mean Pay	Median Pay
		Gap %	Gap %
NESTLE WATERS UK LIMITED	250 to 499	-25	-45
NESTLE UK LIMITED	5000 to 19,999	-7	-1
BRITSAFE LIMITED	250 to 499	-2.37	-6.2
City of York Council	1000 to 4999	-0.8	-0.5
CITY OF YORK TRADING LIMITED	Less than 250	0.1	-6.1
COMPASS-SERVICES TO IMPROVE HEALTH AND WELLBEING	250 to 499	2	4
THAI LEISURE GROUP LIMITED	500 to 999	2.23	1.1
JRA FAMILY RESTAURANTS LIMITED	500 to 999	2.25	0.32
Natural England	1000 to 4999	3	0
YORK COMMERCIAL LIMITED	250 to 499	3.09	1.01
ONEBRIGHT LIMITED	250 to 499	4.78	-2.08
Askham Bryan College	250 to 499	4.96	5.61
NESPRESSO UK LTD	500 to 999	5	2
PORTAKABIN LIMITED	1000 to 4999	6.8	7.9
York College	500 to 999	7.7	4.3
NESTLE PURINA UK MANUFACTURING OPERATIONS LIMITED	500 to 999	9	4
NESTEC YORK LTD.	Less than 250	9	11
YORK ST JOHN UNIVERSITY	1000 to 4999	11.4	15.1
REEDS RAINS LIMITED	250 to 499	12.5	14.8
TOTAL SYSTEM SERVICES PROCESSING EUROPE LIMITED	250 to 499	12.9	17.2
YORK TEACHING HOSPITAL FACILITIES MANAGEMENT LLP	500 to 999	14	0
University of York	5000 to 19,999	14.9	11.9
PERSIMMON HOMES LIMITED	1000 to 4999	15	11
SOUTH YORK MULTI ACADEMY TRUST	250 to 499	15	39
QUEEN ETHELBURGA'S SERVICES LIMITED	250 to 499	15.2	15.2
GEAR4MUSIC LIMITED	250 to 499	15.9	5.6
PAVERS LIMITED	1000 to 4999	16.14	0.0009
HOPE SENTAMU LEARNING TRUST	1000 to 4999	16.54	36.02
SOUTH BANK MULTI ACADEMY TRUST	250 to 499	16.6	17.9
ST PETER'S SCHOOL, YORK	250 to 499	17.39	31.58
VETPARTNERS LIMITED	250 to 499	17.67	25.39
EBOR ACADEMY TRUST	1000 to 4999	19.4	37.1
The Benenden Healthcare Society Ltd.	250 to 499	20.3	18.6
NESTLE PURINA UK COMMERCIAL OPERATIONS LIMITED	250 to 499	22	30
WESTWAY VETERINARY CENTRES LIMITED	250 to 499	22.63	32.38
LONDON NORTH EASTERN RAILWAY LIMITED	1000 to 4999	22.73	15.18
York Teaching Hospital Nhs Foundation Trust	5000 to 19,999	26.9	7.4
PATHFINDER MULTI ACADEMY TRUST	500 to 999	27	55
PERSIMMON PUBLIC LIMITED COMPANY	500 to 999	28	24
VETPARTNERS PRACTICES II LIMITED	250 to 499	34.55	47.6
TRUSTMARQUE SOLUTIONS LIMITED	250 to 499	35.01	42.9
GODDARD VETERINARY GROUP LIMITED	500 to 999	35.35	30.49
VETPARTNERS PRACTICES LIMITED	1000 to 4999	40.81	51.83

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