

Closing the Gender Wage Gap in New York State

Pay Equity and Advancement

APRIL 2018



Department
of Labor

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Letter from Study Co-Chairs

Dear Governor Cuomo,

On behalf of the women, men and the future generations of New York State, we are pleased to present you with our report and recommendations for state actions to close the gender pay gap in New York State.

Any gender pay gap, no matter how small, is an injustice impacting not only working women and their families today, but also generations of women that will enter the workforce in the future. You have led by example, hiring and promoting women to the top ranks of your administration and implementing policies that have set the bar for other states to follow. As you announced your Excelsior Agenda of 2017, you declared your intention to investigate why the wage gap exists and, building on the progress made during your administration to date, recommend steps toward closing it.

Today, New York State is uniquely positioned to act. Our state has the narrowest wage gap in the nation with women earning the equivalent of 89 cents to each man's dollar. Nationally, women earn just 80% of what men do overall.

Last spring, we convened a panel and travelled across the state to hear testimony about pay equity from a wide range of experts and stakeholders. We also examined dozens of case studies, articles, opinion pieces, reports and surveys. After extensive research, it is clear that the high-level statistics often touted in the media are merely an indicator – albeit an important one – of numerous intertwined and compounded issues. Therefore, we must adjust both how we discuss and how we measure the gender pay gap.

The causes of the wage gap we set out to examine are rooted in longstanding societal norms that will require multi-faceted intervention. This intervention must take place across the socioeconomic spectrum -- for women in low-paying and entry-level jobs (often referred to as the sticky floor), as they climb the career ladder and as they encounter the glass ceiling.

As we complete this study, the national conversation about gender identity, sexuality and outdated workplace stereotypes has reached a fever pitch, brought on by numerous high-profile and disgraceful sexual harassment cases empowering women to step out of the shadows.

The time for broad-based action, in concert with motivated partners across the state, is now. The nation is at a crossroads of several major societal shifts, including, 1) a massive retirement of Baby Boomers, 2) a broader desire and expectation for workplace diversity, transparency and inclusivity and 3) the entry of younger individuals into the workforce that have workplace expectations that buck many decades-old cultural narratives.

The recommendations in this report are a suite of comprehensive and action-oriented solutions that build on the forward momentum and tremendous accomplishments to date in order to address the root causes of the gender pay gap.

Thank you to the panel members who brought a diverse perspective to our hearings, the dozens of individuals who submitted testimony and met with panel members and to you, Governor Cuomo, for giving us this opportunity to help *all* New Yorkers – men and women, and the generations to come.

Sincerely,

Kathy Hochul
Lieutenant Governor
Study Co-Chair

Roberta Reardon
Labor Commissioner
Study Co-Chair

Executive Summary

New York State has a long and proud tradition of leading on women's rights issues – from the movement's inception in Seneca Falls in 1848, to 1917 when New York women won the right to vote (three years before the 19th Amendment was ratified), to the passage of the historic Women's Equality Agenda in 2015.

But despite significant progress in New York and across the nation, a distinct gender pay gap persists. This is a societal issue. Either directly or indirectly, the gender pay gap affects everyone.

The face value implications of the gender pay gap are clear – women make less than men for equal work. However, the gender pay gap serves also as an indicator of a deeper, more insidious set of issues that affect women and those close to them and compound over the course of their entire life.

Eliminating the wage gap is a family issue. When women are underpaid, their children suffer. The poverty rate for single-mother families is more than 26%, meaning single mothers are significantly more likely than two-parent or single-father families, at 13%, to be living in poverty.¹ There are 11 million single-parent families in the United States and nearly 80%² of them, including 17.2 million children³ they represent, are headed by single mothers. More than a third of New York households with children are single-parent families and more than 500,000 (78%) of single-parent families are headed by single women.⁴ Eliminating the wage gap would especially boost earnings in low-income households.⁵

Eliminating the wage gap will help the economy. A more equitable pay scale between men and women would help families save more for the future and purchase basic goods and services, which helps drive the economy.⁶ Closing the pay gap could also bring more women into the workforce – enhancing one of the influences that lead to growth in the Gross Domestic Product (GDP).⁷ One report estimates that equal pay would add \$4.3 trillion to U.S. GDP by 2025⁸ and New York State's economy could see \$17 billion added each year if women were paid the same as men.⁹

Eliminating the wage gap will help businesses. Not only will eliminating the wage gap help businesses boost profits, it will make them more appealing to a larger talent pool.¹⁰ Having more women in senior leadership roles and a diverse gender workforce is linked to reduced employee turnover and the associated costs.¹¹ In addition, increasing the number of women on corporate boards has been linked to improved financial performance.¹²

¹ Current Population Survey. U.S. Census Bureau, 2017, <https://www.census.gov/cps/data/cpstablecreator.html>.

² "The Majority of Children Live With Two Parents, Census Bureau Reports." *US Census Bureau*, 17 Nov 2016, <https://www.census.gov/newsroom/press-releases/2016/cb16-192.html>.

³ "Living Arrangements of Children Under Age 18." *US Census Bureau*, 17 Nov 2016, https://www.census.gov/library/visualizations/2016/comm/cb16-192_living_arrangements.html.

⁴ US Census Bureau. <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

⁵ Schumaker-Krieg, Diane, et al. "Economics Group Special Commentary: The Girl with the Draggin' W-2." *Wells Fargo Securities*, 27 Feb 2017, http://image.mail1.wf.com/lib/fe8d13727664027a7c/m/1/girl-draggin-w2-FINAL.pdf?_sm_au_=iVVVF4pQjSqNRRS6V.

⁶ "New York Women and the Wage Gap," *National Partnership*, April 2016, http://www.nationalpartnership.org/research-library/workplace-fairness/fair-pay/4-2016-ny-wage-gap.pdf?_sm_au_=iVVMVPfMTf0s2Dgr.

⁷ Schumaker-Krieg, Diane, et al.

⁸ Ellingrud, Kweilin, et al. "How Reducing Gender Inequality Could Boost U.S. GDP by \$2.1 Trillion," *Harvard Business Review*, 12 Apr 2016, <https://hbr.org/2016/04/how-reducing-gender-inequality-could-boost-u-s-gdp-by-2-1-trillion>.

⁹ US Census Bureau <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>.

¹⁰ Schumaker-Krieg, Diane, et al.

¹¹ Schumaker-Krieg, Diane, et al.

¹² "Gender Pay Inequality." *Joint Economic Committee, U.S. Congress*, Apr 2016,

https://www.jec.senate.gov/public/_cache/files/0779dc2f-4a4e-4386-b847-9ae919735acc/gender-pay-inequality---us-congress-joint-economic-committee.pdf.

GIRL—For general office work, no experience necessary. Call for interview 1-6 p. m., 728 S. State st. 2-6958.

GIRL OR WOMAN—Experienced in child care. Live in. References required. 5-4733.

GIRL—To assist with housework and care of 2 children. On bus line. 4-5768.

GIRL—Experienced. General housework. References required. Live in 2705 E. Genesee st. 4-3722.

GIRL—For housework in adult family, private room and bath, liberal free time. Goldberg, 3-2326.

GIRL OR WOMAN—To care for 2 children. Light housework. Connors 348 Baker ave.

GIRLS

With sales background wanted immediately for full time employment. Pleasant working hours, 9.30-5.30. Many opportunities for advancement and special benefits. Must be at least 25 years of age.

Apply in Person at the Personnel Office

Sears, Roebuck & Co.
1300 S. Salina St., Syracuse

GIRLS AND WOMEN

For general kitchen work. Good salary. Meals and uniforms furnished. 44 hour week, no Sunday work.

Apply

SCHRAFFT'S
418 S. Warren St.

position. Excellent opportunity for older person with some experience who does not wish to put in full days. Phone 4-5715 for appointment.

PRESSER—Experienced and experienced dry cleaner. Vitullo Brothers, Saranac Lake, N. Y.

SALESLADY

Experienced
For Lingerie Department
Charge of Stock
Permanent

Apply

Fourth Floor, Personnel
C. E. Chappell
& Sons

SEWING MACHINE OPERATORS

Steady Work—Good Pay
Light Pleasant Work

Apply

LENHERZ MFG. CORP.
134 W. ONONDAGA ST.

Stenographer

Experienced

WORK. ROOM STORE, BOX A-623, POST-Standard.

STENOGRAPHER FOR LAW OFFICE
CALL 2-2462.

STENOGRAPHER—EXPERIENCED
\$40 PER WEEK
518 S. A. & K. BLDG.

SWITCHBOARD OPERATOR—Receptionist. Filing experience necessary. 5-day week, pleasant surroundings, good pay. Mack Miller Candle Co., Wolf and N. Salina.

TYPIST
For Insurance Office
Permanent, Pleasant Working Conditions
Phone 2-0271

TYPIST and general office worker, between the ages 17-30. Permanent position. Opportunity for advancement. 5-day week. Liberty Mutual Insurance Co., 304 Chimes Bldg., 2-8171.

TYPIST—For downtown office. Excellent position for right party who can qualify. 2-1793.

WAITRESS
B. & B. RESTAURANT
801 S. TOWNSEND ST.

Waitress
Steady Employment
In Our Dining Room
Salary and Maintenance
Call
Mr. Kohler, Collect
Colgate Inn
Hamilton, N. Y.

WAITRESS—With soda fountain experience. The Busy Corner, 1306 W. Genesee st. 3-9431.

WAITRESS (EXPERIENCED)
APPLY AFTER 5. HUNTERS CLUB
3500 W. GENESEE ST.

WAITRESS—For ice cream bar, 6-day week, hours 12-5 p. m. Apply 310 S. Salina st.

Male Help Wanted 54

ACCOUNTANT, SENIOR
Public accounting experience preferred. Local CPA firm. Permanent connection. Reply in your own handwriting giving full particulars and salary expected. Box T-344, Post-Standard.

ARAMATURE WINDER—Experienced on 3-phase motors. Good wages. Square Electric Co. 407 Seymour st. 6-7311.

ASSISTANT MANAGER for Ladies' Ready to Wear Store in Utica. Good salary. State experience. Write Box B-563, Post-Standard.

BAKER'S HELPER
SCHUH'S QUALITY BAKERY
1207 S. GEDDES ST.

BARBER—First class, wanted, downtown shop, steady position, good salary. Box C-330, Post-Standard.

BODY AND FENDER MAN—Completely equipped shop. Apply Central Taxi, 534 S. Salina st.

BODY AND FENDER opportunity for right man Glenn's Body Shop, 1200 1/2 Willis ave.

BOOT BLACK—Experienced, willing to work. Good pay, steady work. Apply 203 E. Jefferson st.

BOYS

ALSO WOMEN

Preferably from Fairmount, Camillus or West Solway

Excellent Work

At Drive in Theater
Refreshment Stand, Evenings

APPLY AT STAND, 4.30 to 6 P. M.
ANY EVENING OR DAYS AT

Syracuse Post-Standard, April 24, 1946

FEMALE HELP WANTED

BOOKKEEPER'S assistant wanted; must be good at figures and good penman; one who can use typewriter preferred; steady position. Apply Blue 9-300, 892 Manhattan av., Greenpoint.

COOK for small family and downstairs work; no laundry; good wages. Near New York car. Phone Flushing 1095 or call 6 Cypress av., Flushing. 4-1

DUPE AGENCY, 39 East 42nd st., at subway express station, 154 Nassau st., Tribune Building or 218 Montague st., Mechanics Bank Building, Brooklyn; stenographers, typists, bookkeepers, clerks, switchboard, dictaphone, computer operators placed immediately. an22M

FINISHERS, experienced; work all year; half day Saturday. Mae Pozio, 25 E. 65th st., N. Y. City.

GIRLS AND WOMEN

44 hours a week, \$13.14 per week while learning; light, clean, pleasant work; after learning can earn \$35 a week.

ROSENWASSER BROS., Inc.
Near Bridge Plaza, L. I. City
APPLY ALL WEEK.
7-9-11

GIRLS wanted in a yarn factory; \$13 per week to start; steady work all year; easy work. Apply Manhattan Yarn Co., 820 Green st., Brooklyn. 7-10

GIRLS TO LEARN EMBROIDERY STAMPING AND MAKE THEMSELVES USEFUL IN EMBROIDERY HOUSE, 40 00 ST. ST. DONATH, 225 EAST 69th STREET, NEW YORK CITY. 7-13

GIRLS AND WOMEN

Wanted for our package department; pleasant surroundings; steady work; good pay and chance for advancement. Apply
NATIONAL SUGAR REFINING CO.,
FRONT STREET,
LONG ISLAND CITY. 6-13

GIRLS to pack candies; must be over 18 years of age; Standard Oil Co. of New York, Pratt Works, Bayview av., Bayside, L. I. City. ja84

GIRLS for light factory work; American City Co., Beebe av. and William st., near Plaza. 21-12

GIRLS, steady work; also houseworkers wanted. Rich Garter Co., 418 Broadway, entrance (and) et., N. Y. City. 5-8

COME TO THE DIFF WORK

FEMALE HELP WANTED

ADDRESSOGRAPH operator, L. I. City Corporation. State salary, age and experience. Hours, 9 to 5. Box F. X., Star Office. 7-10

CROCHET READING QUICKLY TAUGHT \$6.50
Complete special guaranteed course by European Teachers. Also Knit-Weaving, Head Embroidering, Bead Knitting etc. Mme. La Mers positively qualifies you after a few lessons to earn big money at home or outside. Manufacturers select our pupils. Diplomas awarded to graduates. Classes, Mornings, Afternoon, Evening. Also private lessons. New York's leading school, (not a factory). La Mers Studio, 343 West 54th st., Teachers 617 Columbus. 4-10

DRAPERS wanted on Misses' and Children's dresses in a first class private dressmaking establishment. Steady work all year. (Hours 8.30 to 5.30—Saturday Half Holiday.)
MRS. MARTINA DOWLING
760 Madison Avenue, corner 85th St.
N. Y. City.

8-5-7-9-10-12-14-15-17-19-21-23-24-26-28-29

GIRL wanted to work in ladies' garment shop. Apply 128 Nassau av., Greenpoint.

GIRLS WANTED

to work on Singer Sewing machines. Also girls for double needle machines. Steady work all year round, half day Saturdays. Good wages.

M. PHILLIPS,
KINGSLAND & JUNCTION AVES.
CORONA. 6-11

GIRLS AND WOMEN

CAN OBTAIN
PART-TIME EMPLOYMENT
8 A. M. to 12 NOON
and from
12:30 P. M. to 5:30 P. M.
IN MODERN, UP-TO-DATE
FACTORY.
GOOD WAGES;
STEADY WORK.
NO EXPERIENCE NECESSARY.
AMERICAN EVER READY WORKS
of the
NATIONAL CARBON COMPANY,
Thomson Ave. and Orton St.,
LONG ISLAND CITY.

MALE HELP WANTED 41

Experienced Auto Line Mechanic
Outstanding opportunity to get ahead with Watertown's fastest growing dealership. Chrysler experience preferred but not absolutely necessary.
Excellent Wages Plus Many Fringe Benefits
Apply in person to
Bob Cooper
Service Manager

LATHAN'S DODGE, INC.
Outer Washington St.
Watertown Ph. 782-2890

YARDMAN for professional building. Must provide own equipment and transportation. Call 788-6415.

MARRIED MAN to work on farm. Good house with oil heat. Year around work. George Cooke, Evans Mills.

EXPERIENCED MARRIED MAN for dairy farm, modern house near city. Charles Ellingworth, 782-4498.

Automobile Service Manager
Career opportunity with one of Northern New York's Leading Auto Dealerships (over 1200 cars sold annually.)

FEMALE HELP WANTED 48

BABYSITTER in our home only. 2 pre-school children, 3 days, \$25 a week. Call after 5. 788-5867.

WOMAN to keep house for elderly man. Live in or part time. Rolfe Van Doren. 849-2424.

BABYSITTER WANTED 4 days weekly in my home. Carthage vicinity. Call after 5:00 493-0948.

WANTED: SALES manager with degree in marketing and sales management or equal experience for the sale and distribution of a name brand snowmobile to be sold throughout New York State. Call 313-644-5081 for appointment.

AVON CALLING continuing demand for Avon's complete line of cosmetics creates additional territories for representatives. You serve customers near home and can earn well. Call now 788-5300 or write Mrs. Gladys Easdel, Avon District Manager at Norfolk, N.Y.

BEAUTICIANS BOOTH for rent. Arcade Barber and Beauty. 782-2790.

GO GO DANCERS over 18, attractive and personable. Apply in person Crest Restaurant, Court Street.

SPRING HAS SPRUNG! You may also spring into action today and earn yourself a high commission. Vanda Beauty Counselor has a few openings. For further information write A-199 Watertown Times.

EXPERIENCED HOUSEKEEPER 2 days a week. References. Call 788-5300.

GIRL to do part time bookkeeping, familiar with government reports and payroll. Please include phone number with resume of experience. Write X-947 Watertown Times.

OPENING for fraternity and society housemother. Small liberal arts campus. For information, write Walter Baumhoff, Dean of Students, St. Lawrence University, Canton, New York, 13617. Phone (315) 379-5951.

Greenpoint Daily Star (Brooklyn), February 7, 1920

Watertown Daily Times, Tuesday, April 20, 1971

Closing the Gender Pay Gap: Progress to Date

A 2016 *New Yorker* article questioning, “Is dating worth the effort?” finds that the history of dating is tied directly to the gender wage gap. As women moved from rural towns and villages to cities around the turn of the last century, the only way they could afford leisure activities outside their home was to have a man pay for them: “The pursuit of leisure cost more than most single working-class women (paid a fraction of what men were) could readily afford.”¹³

In fact, prior to 1964, under the Equal Pay Act, it was still legal in the United States to pay different wages for equal work based on gender. This law was further strengthened by two Supreme Court decisions handed down in the following decade.¹⁴ Classified ads from New York State newspapers spanning the last century reflect the disparity of jobs available to men and women.

Since the mid 1960s, on the national level, the wage gap has narrowed from 59%¹⁵ to 80% today.¹⁶ However, at the current rate of progress, it is estimated that pay equity could only be reached by as soon as 2049¹⁷ or as late as 2119.¹⁸ For women of color, the dates stretch out to 2124 for Black women and 2248 for Hispanic women.¹⁹

A number of landmark initiatives at the federal level shows significant progress in addressing longstanding gender equity issues.

Title IX, in 1972, barred gender discrimination in federally funded education programs and activities, causing a radical shift, particularly in athletics. Since before the law took effect, the number of girls in high school sports, for example, has grown annually from 294,000 in 1971 to 3.4 million in 2016.²⁰

The **Lilly Ledbetter Fair Pay Act of 2009** recognizes that pay discrimination compounds over time with every paycheck if a woman is paid less than a man to begin with. This law restored a protection that had been removed by the Supreme Court’s *Ledbetter v. Goodyear Tire & Rubber Co.* decision.²¹

¹³ Schwartz, Alexandra. “Work It: Is Dating Worth the Effort?” *The New Yorker*, 23 May 2016, <https://www.newyorker.com/magazine/2016/05/23/why-dating-is-drudgery>.

¹⁴ Rowen, Beth. “The Equal Pay Act: A History of Pay Inequity in the U.S.” *Infoplease*, <https://www.infoplease.com/equal-pay-act>.

¹⁵ Rowen, Beth.

¹⁶ “2016 American Community Survey 1-Year Estimates.” *U.S. Census Bureau*, <https://factfinder.census.gov/>

¹⁷ Emeagwali, Camille. *Testimony to the New York State Wage Gap Study Panel*, 26 Jun 2017, <http://www.nywf.org/wp-content/uploads/2017/06/Written-Testimony-NYS-DOL-Gender-Pay-Gap-06-26-2017-FINAL.pdf>.

¹⁸ “The Simple Truth About the Gender Pay Gap.” *American Association of University Women*, Fall 2017, https://www.aauw.org/aauw_check/pdf_download/show_pdf.php?file=The-Simple-Truth.

¹⁹ “Quick Figures: If Current Trends Continue, Hispanic Women Will Wait 232 Years for Equal Pay; Black Women Will Wait 108 Years.” *Institute for Women’s Policy Research*, Nov 2016, https://iwpr.org/wp-content/uploads/wpallimport/files/iwpr-export/publications/Q058_final.pdf.

²⁰ “High School Sports Participation Increases for 28th Straight Year, Nears 8 Million Mark.” *National Federation of State High School Associations*, 6 Sep 2017, <https://www.nfhs.org/articles/high-school-sports-participation-increases-for-28th-straight-year-nears-8-million-mark/>.

²¹ Phillips, Macon. “Now Comes Lilly Ledbetter” *The White House Blog*, 25 January 2009, <https://obamawhitehouse.archives.gov/blog/2009/01/25/now-comes-lilly-ledbetter>.

New York State and Women's Rights

New York State has a long and proud tradition of leading on women's rights issues. In 1910, the first suffrage parade was held in New York City, organized by the Women's Political Union. The 1911 Triangle Shirtwaist factory fire resulted in largest female strike to date and led to groundbreaking workplace safety protective legislation for workers across the country. In 1929, Frances Perkins was appointed Commissioner of the New York State Department of Labor and four years later was sworn in as Secretary of Labor – the first woman in a presidential cabinet. 1968 saw New York's own Shirley Chisholm become the first black woman elected to the House of Representatives.

Today, all three women on the US Supreme Court are from New York State, the leader of New York's highest court is a woman, the chancellor of SUNY is a woman, two borough presidents are women and several major Upstate city mayors are women. Women make up 27.2% of the New York State Legislature, which is higher than the national average. Despite this progress, these examples remain the exception, a fact that Governor Cuomo has already launched initiatives, outlined below, to address.

Women's Equality Legislation: In October 2015, Governor Cuomo signed into law several pieces of legislation to protect and further women's equality in New York State. These new laws are helping to achieve pay equity, strengthen human trafficking laws and protections for domestic violence victims, and end pregnancy discrimination in the workplace. One law eliminated a loophole that allowed employers to prohibit their employees from discussing their salaries under threat of termination or suspension. It also increased the amount of damages available to an employee if an employer willfully violates the law.

“When making hiring decisions, the Governor doesn't consider age or gender, he looks at qualifications and skill. If every CEO hired in the same way as Governor Cuomo — based on talent and competence alone — the gender balance in corporate America, newsrooms, and industries across the country would look a lot more like that of our senior staff.”

Melissa DeRosa
Secretary to Governor Cuomo

Source: State of Politics

Executive Order #161 will help ensure pay equity for job applicants by prohibiting state entities from asking about a prospective employee's salary history. If an individual begins his or her career making a comparably low wage, that earnings gap compounds over time if subsequent wages are based only on previous earnings. This Executive Order precludes the state from requesting an applicant's prior salary, wages, benefits and other forms of payment and aims to break the cycle of unfair compensation.

Executive Order #162 requires state contractors to disclose gender, race, ethnicity and salary of all employees to drive transparency and progress toward wage equity. This applies to all state contracts, agreements and procurements issued and executed on or after June 1, 2017.

Minimum Wage: A higher minimum wage reduces the gender wage gap for lower-income workers and provides economic security to individuals working in low wage jobs.²² In 2016, Governor Cuomo signed into law a phased-in increase to the state's minimum wage to \$15 per hour. It is estimated that more than 2.3 million people will be impacted; this is especially important for women as more than half of the covered workers are women – 54% in New York City and 55% in the rest of the state.

²² Milli, Jessica, et al. “Briefing Paper: The Impact of Equal Pay on Poverty and the Economy.” Institute for Women's Policy Research, April 2017, <https://iwpr.org/wp-content/uploads/2017/04/C455.pdf>.

Paid Family Leave: The United States is the only advanced nation that does not guarantee paid maternity leave. In fact, more than half of all nations – industrialized and emerging economies alike – provide their citizens with some form of parental leave.²³ Today, New York State boasts the nation’s strongest and most comprehensive Paid Family Leave policy. Starting in 2018, the New York State Paid Family Leave Program will provide New Yorkers job-protected, paid leave to bond with a new child, care for a loved one with a serious health condition or to help relieve family pressures when someone is called to active military service. It will provide for 12 weeks of paid leave when fully phased in and has the potential to serve as a great equalizer for women – preventing both female and male caregivers from leaving workforce, forfeiting salaries and diminishing future earnings and career trajectories in order to take care of family matters.

Excelsior Scholarship: The issue of student debt is disproportionately a women’s issue, as women have more student loan debt and it takes women longer to pay off their loans because of the pay gap.²⁴ Under this groundbreaking program, students from more than 940,000 middle-class families and individuals making up to \$125,000 per year will qualify to attend college tuition-free at all CUNY and SUNY two- and four-year colleges in New York State. In 2017, nearly 22,000 students received free tuition under the program.

Council on Women and Girls: In August 2017, Governor Cuomo launched the first-ever New York State Council on Women and Girls to make sure that every policy enacted and each program created takes into account the experiences of women and girls and tries to further advance equality in our state. The Council is chaired by Melissa DeRosa, the first female Secretary to the Governor. It is charged with focusing on nine areas of impact: education, economic opportunity, workforce equity, leadership, health care, child care, safety, STEM and intersectionality. In January 2018, the Council announced the Women’s Opportunity Agenda, a roadmap to progress for women and girls in the state. As part of the agenda, New York’s FY2019 enacted budget includes comprehensive legislation to address sexual harassment in the workplace, an increase in funding for child care, and establishes a working group to create inclusive model computer science standards.

²³ “Gender Pay Inequality.”

²⁴ “Deeper in Debt” American Association of University Women, May 2017, <https://www.aauw.org/research/deeper-in-debt>.

Methodology

In 2017, Governor Andrew M. Cuomo tasked the New York State Department of Labor with investigating where the gender pay gap is most prevalent and identifying best practices to directly address it.

The Governor formally directed the Department of Labor to commence the study on April 4 – Equal Pay Day – announcing study co-chairs Lieutenant Governor Kathy Hochul and State Labor Commissioner Roberta Reardon.

In the following months, the co-chairs assembled a panel of prominent leaders²⁵ with diverse backgrounds from within the Governor’s administration to facilitate a series of hearings, roundtables and meetings.

The panel held four public hearings: in New York City on June 26, in Syracuse on July 11, in Buffalo on July 19 and in Smithtown, Long Island on October 26.

Throughout the course of these hearings, the panel received oral testimony from 59 individuals, including representatives from women’s groups, academic experts, workers and worker advocates, business owners and business advocates, and educators. Panel members also held additional roundtables and meetings with industry leaders, elected officials and subject matter experts. In addition, the Department of Labor reviewed written testimony, studies and surveys produced by outside experts and numerous articles.



Panelists at the gender wage gap hearing in Harlem on June 26, 2017

²⁵ See Appendix K

State of the Gender Pay Gap

The gender pay gap in New York State, mirroring the rest of the nation, is widespread. Though it is larger among women of color and grows as women earn more or seek higher education, it is not confined to any socioeconomic stratum or geographic region.

In New York State, women earn the equivalent of 89 cents to each dollar earned by men, the narrowest wage gap of any state in the nation and higher than the national average of 80 cents.²⁶ The gap in New York State has shrunk over time from 80.2% in 2006 to 83.6% in 2011 to 89.1% in 2016 (the latest comparable data available).²⁷

However, the gap is substantially wider for women of color in New York as compared to White, non-Hispanic men. Today, Black or African American women are paid the equivalent of 64 cents on the dollar and Hispanic and Latina women are paid 55 cents on the dollar.²⁸ It is important to note that population data is only broad-based and limited -- for example, Arab-Americans are classified as Caucasian.²⁹

Workforce Statistics

The number of women and their percentage in the workforce has grown substantially during the latter half of the 20th century, from 29%³⁰ of the workforce in 1950 to almost 47%³¹ today. This was brought on by several factors, most notably the need for women to fill what were traditionally men's jobs during World War II and feminist movements.

In New York State, the labor force participation rate (those age 16 and over who are employed or actively seeking work) is 58.3% among women and 67.8% among men.³² The table below shows the number of women in the labor force, the percentage of women in the labor force, the number of unemployed women and the unemployment rates for both genders in every region of the state.

Region	Total Women in Civilian Labor Force	% of Total Labor Force	Unemployed Women	Female Unemployment	Male Unemployment
New York State	4,875,267	48%	276,526	5.7%	6.2%
Capital Region	279,131	49%	12,348	4.4%	5.4%
Central NY	191,506	48%	10,019	5.2%	5.9%
Finger Lakes	306,301	49%	13,249	4.3%	6.2%
Hudson Valley	558,792	47%	30,687	5.5%	5.8%
Long Island	700,279	47%	30,033	4.3%	4.9%
Mohawk Valley	113,566	49%	6,726	5.9%	6.0%
New York City	2,150,095	49%	147,452	6.9%	6.7%
North Country	90,497	48%	6,274	6.9%	7.4%
Southern Tier	150,286	48%	7,381	4.9%	7.7%
Western NY	334,814	49%	12,357	3.7%	6.1%

²⁶ "2016 American Community Survey 1-Year Estimates." *U.S. Census Bureau*, <https://factfinder.census.gov/>.

²⁷ See Appendix C

²⁸ See Appendix D

²⁹ McIntire, Hannah. *Testimony to the New York State Wage Gap Study Panel*, 26 Jun 2017,

<https://labor.ny.gov/equalpay/testimony/Hannah%20McIntire,%20Arab-American%20Family%20Support%20Center.pdf>.

³⁰ Waite, Linda J. "U.S. Women at Work." *The Rand Corporation*, Dec 1981,

<https://www.rand.org/content/dam/rand/pubs/reports/2008/R2824.pdf>.

³¹ DeWolf, Mark. "12 Stats About Working Women." *U.S. Department of Labor Blog*, 1 Mar 2017, <https://blog.dol.gov/2017/03/01/12-stats-about-working-women>.

³² See Appendix E

Wage Gap Across the Economic Spectrum

The gender wage gap exists across the economic spectrum. For women who make the least amount, the gap is smaller – representing 92% of men’s earnings at the 10th percentile. That falls substantially, however, to 74% for women earning the most. This is outlined in the table below, which shows hourly wages by earning level.

Men’s Versus Women’s Hourly Earnings by Percentile (United States)

Percentile	Men	Women	% of Men
10th	\$9.36	\$8.61	92%
20th	\$11.07	\$9.96	90%
30th	\$13.44	\$11.54	86%
40th	\$15.90	\$13.50	85%
50th	\$18.94	\$15.67	83%
60th	\$22.26	\$18.58	83%
70th	\$26.93	\$22.18	82%
80th	\$33.96	\$27.83	82%
90th	\$47.89	\$37.62	79%
95th	\$65.06	\$48.03	74%

Source: Economic Policy Institute³³

Work Hours

Women work part-time jobs (their lack of choice in the matter is outlined later in this study) at a higher rate than men. The table below shows that women represent nearly two thirds of workers normally working 20 hours per week.

Part-Time, Year-Round Workers (New York State)³⁴

Usual Hours Per Week	Total Number of Workers	Male Workers	Female Workers	Percent Females	Median Earnings for Both Sexes	Male Median Earnings	Female Median Earnings	Female Earnings as % of Male Earnings
30 Hours	278,504	106,213	172,291	61.9%	\$19,771	\$19,853	\$19,771	99.6%
20 Hours	228,004	81,156	146,848	64.4%	\$12,167	\$11,835	\$12,268	103.7%

In addition, the usual number of hours worked each week by each gender – 43 for men and 36 for women – has barely changed in the past 35 years.³⁵

³³ Gould, Elise, et al. “What is the Gender Pay Gap and is it Real?” *Economic Policy Institute*, 20 Oct 2016, <http://www.epi.org/publication/what-is-the-gender-pay-gap-and-is-it-real/>.

³⁴ “American Community Survey 2012-2016 Five-Year Estimates.” *US Census Bureau*, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>.

³⁵ “Usual Hours Worked by Sex: 1975-2010.” *US Census Bureau*, https://www.census.gov/newsroom/pdf/women_workforce_slides_part7.pdf.

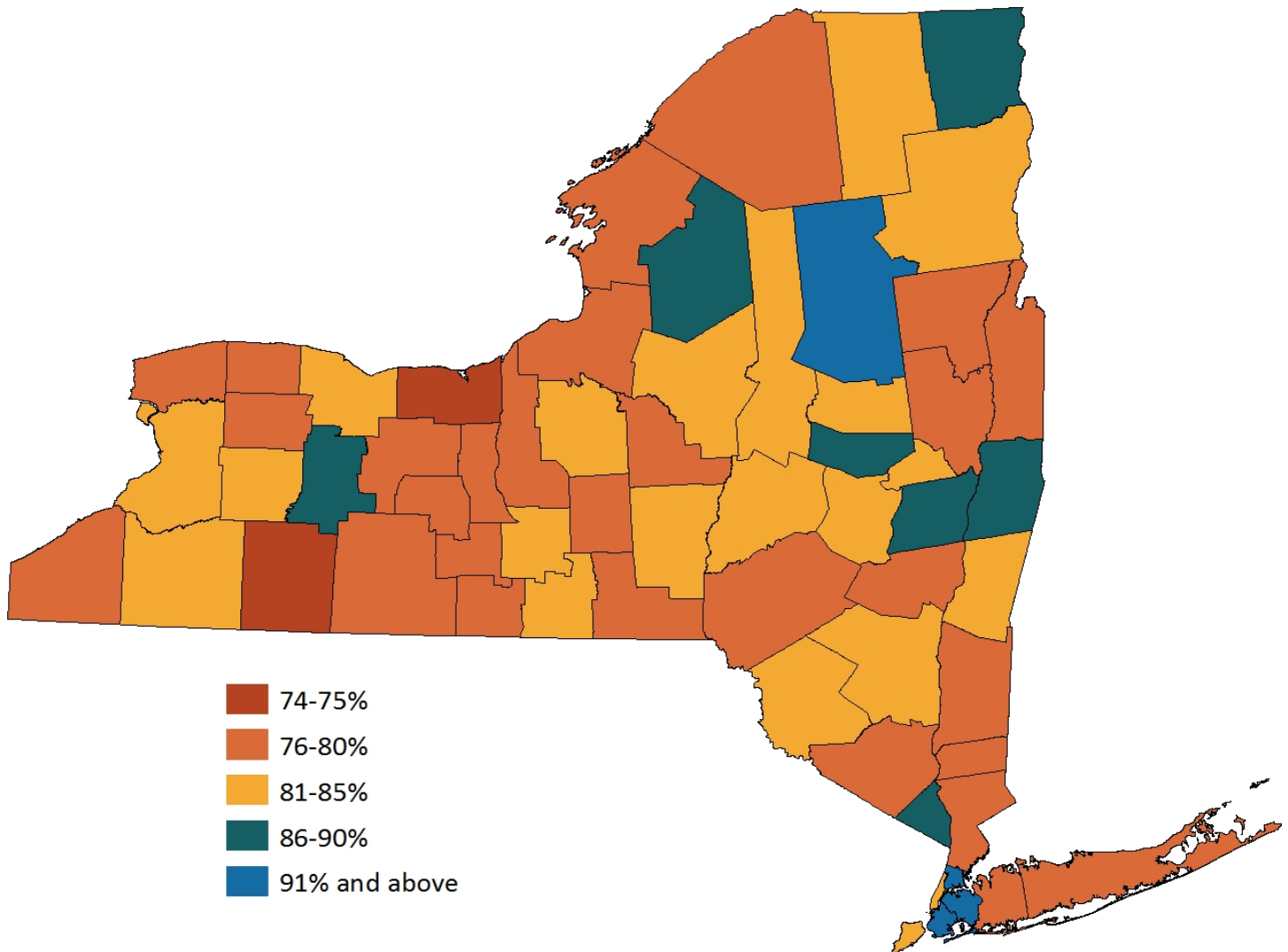
Regional Disparity

The gender wage gap for **residents** of an area is different from the gender wage gap for **workers** in an area because it is not uncommon for individuals to live in one region and commute to work in another. The gender gap tends to vary more by where someone works and less than by where someone lives. A possible reason for this difference is that some people will travel further for higher paying jobs.

On a regional basis, New York City residents had the highest percentage of female to male median earnings at 100%, while North Country residents had the lowest percentage of female to male median earnings at 78.5%,³⁶ though individual counties in other regions were lower.

The wage gap also varies county by county – from a 74.3% gap in Wayne County and 74.7% in Allegany County to 99.3% in Bronx County and 106.2% in Hamilton County.

Female Earnings as a Percentage of Male Earnings by County³⁷



³⁶ See Appendix I

³⁷ Source: "2016 American Community Survey 5-Year Estimates - Table S2414." *US Census Bureau*, Prepared by the New York State Department of Labor, Division of Research and Statistics. See Appendix H.

Industry and Occupation

The wage gap persists at different levels both between industries, which represent the type of company someone works for, and within occupations, meaning the kind of work someone does.

The numbers also vary widely within industry groupings. In New York State **industries**, for example, the largest difference in female and male median earnings is for the finance and insurance industry at 57.1%, yet its broader industry category (shown below) of finance and insurance, and real estate and rental and leasing is 68.6%. Female median earnings are higher than their male counterparts only in construction, at 109.4%.³⁸ The highest and lowest industry categories are outlined below.

Top 3 Industries with the Lowest and Highest Wage Gap (New York State)³⁹

Industry (by rank)	Female Earnings as a Percentage of Male
Full-time, year-round civilian employed population 16 years and over with earnings	88.6%
1. Construction	109.4%
2. Arts, entertainment and recreation, and accommodation and food services	99.9%
3. Transportation and warehousing, and utilities	92.2%
1. Finance and insurance, and real estate and rental and leasing	68.6%
2. Information	77.9%
3. Educational services, and health care and social assistance	78.3%

One important note, which was raised by leaders of the construction industry during the course of this study, is that occupational and industry statistics may not accurately capture the full career trajectory of every individual as she or he advances. For example, an individual in the construction field may start out working on a job site hands-on, but then later choose to work in an office or managerial role. These decisions may skew certain statistics toward one gender or the other.

³⁸ See Appendix G

³⁹ Source: “2016 American Community Survey 1-Year Estimates - Table S2414. Prepared by the New York State Department of Labor, Division of Research and Statistics.” *US Census Bureau*, Prepared by the New York State Department of Labor, Division of Research and Statistics. See Appendix G.

For **occupations** in New York State, the percentage of female to male earnings ranges from 57.9% in the legal occupations subcategory to 105.4% in community and social services occupations.⁴⁰ As the table below highlights, the subcategories within a particular occupation can fluctuate wildly.

Occupation by Gender and Median Earnings (New York State)⁴¹

Occupation	Female Earnings as a Percentage of Male
Full-time, year-round civilian employed population 16 years and over with earnings	88.6%
<u>Management, business, science, and arts occupations</u>	
Management, business, and financial occupations	80.5%
Computer, engineering and science occupations	83.5%
Education, legal, community service, arts, and media occupations	83.0%
Healthcare practitioner and technical occupations	82.4%
<u>Service occupations</u>	
Healthcare support occupations	88.4%
Protective service occupations	78.6%
Food preparation and serving related occupations	87.4%
Building and grounds cleaning and maintenance occupations	78.0%
Personal care and service occupations	74.6%
<u>Sales and office occupations</u>	
Sales and related occupations	72.6%
Office and administrative support occupations	93.6%
<u>Natural resources, construction, and maintenance occupations</u>	
Farming, fishing, and forestry occupations	87.0%
Construction and extraction occupations	98.3%
Installation, maintenance, and repair occupations	102.1%
<u>Production, transportation, and material moving occupations</u>	
Production occupations	69.9%
Transportation occupations	83.6%
Material moving occupations	76.3%

⁴⁰ See Appendix H

⁴¹ Source: "2016 American Community Survey 1-Year Estimates - Table S2414." *US Census Bureau*, Prepared by the New York State Department of Labor, Division of Research and Statistics. See Appendix H.

The percentage of women in the highest paying fields is low, compared to the number of women in the overall workforce at nearly 50%. In the table below, some groups are shown to have a very low female representation, like Architecture and Engineering at 14%, and also have a relatively low number of highly paid workers. Others, like Management at 42.5%, have higher representation and offer a larger high paying job pool of more than 637,000.

Occupations with Median Earnings Greater than \$72,600 (New York State)⁴²

Occupation	Full-Time, Year-Round Workers with Median Earnings Greater than \$72,600	Female Earnings as a % of Male Earnings	% Females of All Full-Time Workers
Architecture and Engineering	85,205	85.4%	14.0%
Arts, Design, Entertainment, Sports and Media	27,174	90.5%	49.3%
Business and Financial Operations	118,997	78.1%	40.3%
Computer and mathematical	116,897	83.1%	25.7%
Education, Training, and Library	68,503	90.3%	47.2%
Healthcare Practitioners and Technical	266,814	71.0%	69.2%
Legal	100,120	75.0%	38.7%
Life, Physical, and Social Science	17,195	85.6%	58.0%
Management	637,675	76.5%	42.5%
Protective Service	95,663	73.8%	14.5%
Sales and Related	35,065	69.3%	20.5%
Transportation and Material Moving	6,205	85.1%	13.6%

⁴² Source: "American Community Survey 2012-2016 Five-Year Estimates." *US Census Bureau*, Prepared by the New York State Department of Labor.

Even when more women join fields and increase their percentage compared to men, the gap remains.⁴³ The table below shows the percentage of women to men in industries and occupations with the largest wage gap.

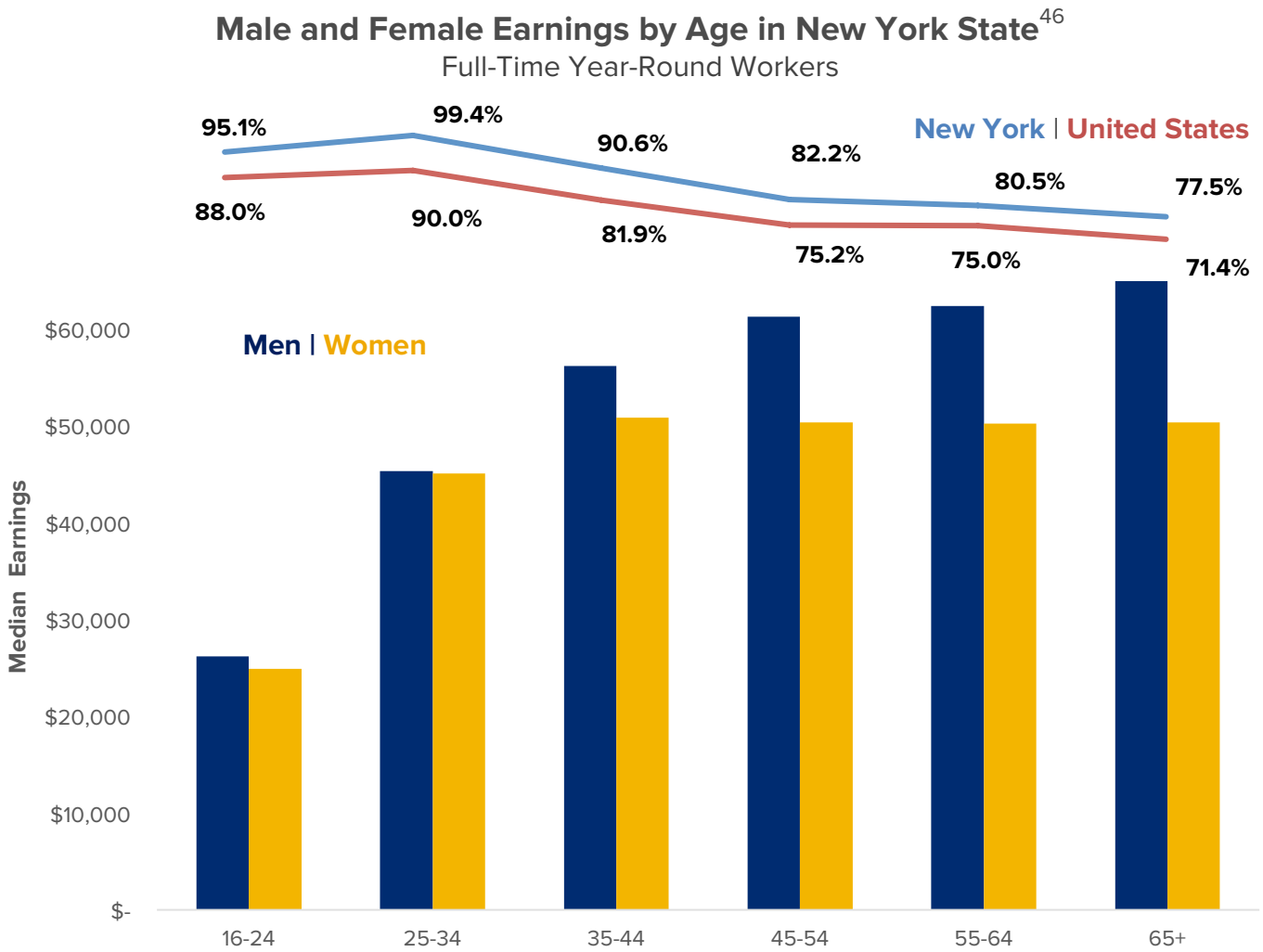
Earnings in Selected Industries and Occupations (New York State)

Occupation / Industry	Female Employed	Male Employed	Female Earnings	Male Earnings	Percent of Female Workers	Female Earnings as a % of Male Earnings
Business and Financial	202,384	199,377	\$60,076	\$84,106	50%	71%
Legal	67,666	70,145	\$80,101	\$140,177	49%	57%
Finance and Insurance	208,773	241,092	\$60,076	\$103,130	46%	58%
Management of Companies and Enterprises	2,485	3,442	\$60,076	\$105,133	42%	57%
Building and Grounds Cleaning and Maintenance	70,184	146,759	\$25,032	\$34,043	32%	74%
Firefighting and Prevention, and Other Protective Service Workers	19,699	71,695	\$36,046	\$47,059	22%	77%
Farming, Fishing, and Forestry	3,017	11,220	\$22,428	\$31,239	21%	72%

⁴³ Miller, Claire Cain. "As Women Take Over a Male-Dominated Field, the Pay Drops." *The New York Times*, 18 Mar 2016, <https://www.nytimes.com/2016/03/20/upshot/as-women-take-over-a-male-dominated-field-the-pay-drops.html>.

Education, Experience and Age

A portion of the wage gap can be attributed to differences in education, experience and age – up to 26% of gap⁴⁴ according to some studies. As workers age, the wage gap grows, correlated to how much they make.⁴⁵ The table below shows what men make versus women at various age brackets in New York State. The lines at the top are the percentage of women’s earnings to men’s -- both nationally and in New York State, where they earn more.



A 2018 study of Uber driving data highlighted experience as a clear factor in causing the gender wage gap among gig economy workers. “Men work more hours per week,” researchers stated, “and thus accumulate experience more quickly.” They concluded that differences in on-the-job learning time may be a more significant cause of the broader gender wage gap than previously thought.⁴⁷

⁴⁴ Chamberlain, Andrew. “Demystifying the Gender Pay Gap.” *Glassdoor*, Mar 2016,

<https://www.glassdoor.com/research/app/uploads/sites/2/2016/03/Glassdoor-Gender-Pay-Gap-Study.pdf>.

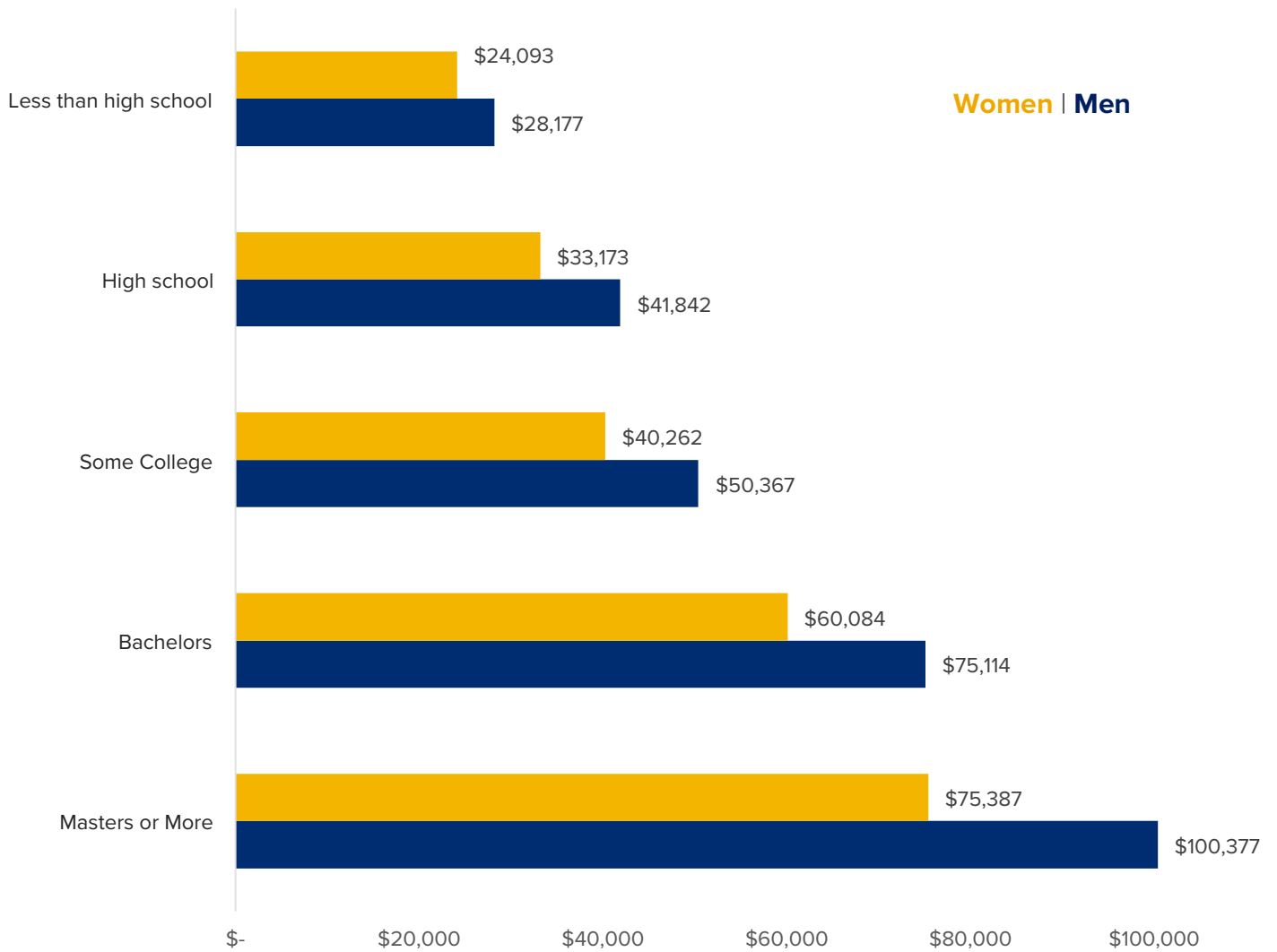
⁴⁵ Kliff, Sarah. “The Truth about the Gender Wage Gap.” *Vox*, 8 Sep 2017, <https://www.vox.com/2017/9/8/16268362/gender-wage-gap-explained>.

⁴⁶ Source: “2016 ACS Public Use Microdata Sample (PUMS) 1-Year Estimates.” US Census Bureau, Prepared by the New York State Department of Labor, Division of Research and Statistics. Note: Medians have been interpolated.

⁴⁷ Cook, Cody, et al. “The Gender Earnings Gap in the Gig Economy: Evidence from over a Million Rideshare Drivers.” Jan 2018. <https://web.stanford.edu/~diamondr/UberPayGap.pdf>

Education alone will not close the gender wage gap. In fact, in New York State, more women than men have graduated high school and earned an Associate, Bachelor's or Master's degree. But women earn just 44% of Professional degrees (such as DDS or JD) and 38% of Doctorate degrees (such as PhD or EdD).⁴⁸ And women are paid less at every education level.⁴⁹

Male and Female Earnings by Education Level in New York State⁵⁰ Full-Time Year-Round Workers Age 25 Years and Over



⁴⁸ "Current Population Survey: Annual Social and Economic Supplement." *US Census Bureau*, 2017, <https://www.census.gov/programs-surveys/cps.html>.

⁴⁹ Chamberlain, Andrew.

⁵⁰ Source: "2016 ACS Public Use Microdata Sample (PUMS) 1-Year Estimates." *US Census Bureau*, Prepared by the New York State Department of Labor, Division of Research and Statistics. Note: High School includes GED, Some college includes Associates Degrees. Medians have been interpolated.

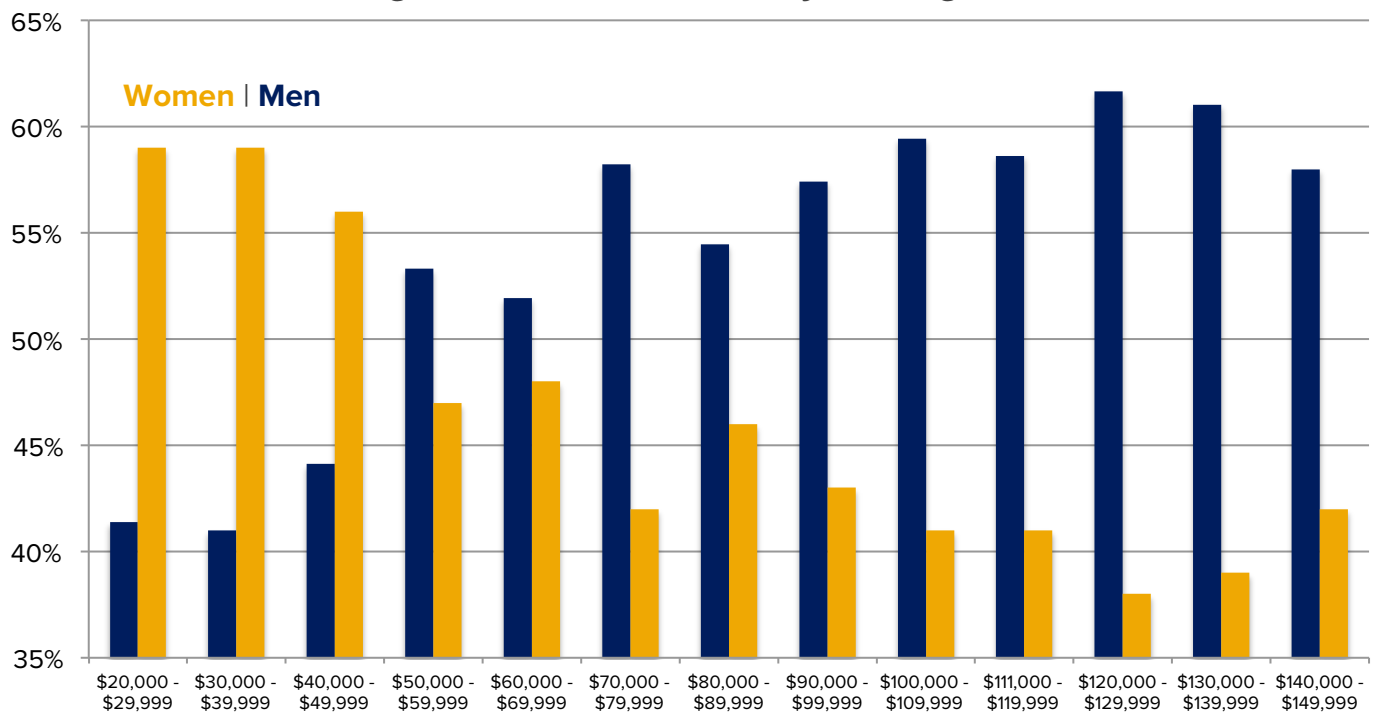
Gender Wage Gap in New York’s Public-Sector State Workforce⁵¹

The public-sector state workforce, while showing a smaller overall gender wage gap, reflects many of the same gender characteristics found in the broader economy. Over the past 10 years, women have overtaken men slightly in overall state employment and have closed the gender wage gap slightly.

	2007		2017	
	Workers	Average Salary	Workers	Average Salary
Male	85,652	\$48,606	74,037	\$57,751
Female	81,636	\$42,064	74,505	\$53,161
Female Workers and Salary as a % of Male	95%	87%	101%	92%

However, women are still confined to lower salary brackets, while men are more likely to make up the majority of higher salary ranges, as the chart below outlines.

Percentage of Women and Men by Earnings Bracket⁵²



Women are more likely to be found in administrative support (80%) and para-professional (69%) titles, compared to protective service (14%), skill crafted (4%) and service/maintenance (35%).

In certain fields, the wage gap is especially prevalent. For example, women represent 15% of all professional engineer titles, but for those earning a salary topping \$100,000, only 4% are women. Or among corrections officers, where women make up 18% of the workforce who make a salary of less than \$70,000, but only 6% of those earning more.

⁵¹ Department of Civil Service data

⁵² Department of Civil Service data

Unionization

New York ranks higher in union membership than all other states, with 25.3% of workers protected by some form of collective bargaining agreement.⁵³

Workers covered by these agreements tend to experience a substantially lower wage gap, a difference of 6% for union members compared to 22% for non-members.⁵⁴

However, while union membership and collective bargaining provide a higher level of pay transparency and standardization and benefits like flexibility and paid leave, they do not fully eliminate the overall gender wage gap. In many cases, the remaining gap can be attributed to outside factors⁵⁵ that are explored in the next section of this study, which impact the number of women who rise to higher-paid and leadership positions.

Apprenticeships

In addition, the number of women in apprenticeships, a key feeder system for many labor unions, remains low, especially compared to the number of women in the workforce overall at approximately 50%.

Apprenticeship is a time-honored approach to training skilled workers through a combination of on-the-job training and classroom instruction. Yet today, 1,766 women represent only 10.5% of all apprentices in the state. The percentage of female apprentices is lowest in the North Country and highest in the Mohawk Valley and New York City. They are also more prevalent in non-traditional industries, as evidenced by women representing just 7% of building and construction trade apprentices and 33% of apprentices in other trades, even though 86% of all apprentices are in building and construction trades.

⁵³ "Union affiliation of employed wage and salary workers by state." US Department of Labor, 2017, <https://www.bls.gov/news.release/union2.t05.htm>.

⁵⁴ Gould, Elise and Celine McNicholas. "Unions Help Narrow the Gender Wage Gap." *Economic Policy Institute*, 3 Apr 2017, <http://www.epi.org/blog/unions-help-narrow-the-gender-wage-gap/>.

⁵⁵ Status of Women in the States, a project of the Institute for Women's Policy Research. Women in Unions. <https://statusofwomendata.org/women-in-unions/>

Impact Over Time

Over time, these differences in pay compound significantly. If a woman starts a job, let alone her career, making less than male counterparts, this not only affects every paycheck, it also means lower raises in the future when companies use those previous salaries as a baseline.

Studies find a wide range of potential losses, up to more than \$400,000 on average nationally (\$237,000 in New York due to its smaller wage gap)⁵⁶ over the course of a lifetime, with the average college-educated woman losing close to \$800,000.⁵⁷

In looking at retirement, the situation is dire, based on three compounding factors. First, as established above, women make less than men over the course of their career, even if they work the same amount, which, second, is not often the case. They are more likely to spend a portion of their career caring for family or working in jobs with limited retirement plans, making them less likely than men to receive a pension or as large of a pension.⁵⁸ And third, women live longer than men.⁵⁹

This perfect storm leads to drastically lower retirement savings and means that women over 75 today are almost twice as likely as men to be living in poverty.⁶⁰

⁵⁶ National Women's Law Center. *Lifetime Wage Gap Losses for Women*. <https://nwlc.org/wp-content/uploads/2017/03/Women-Lifetime-Losses-State-by-State.pdf>

⁵⁷ Status of Women in the States, a project of the Institute for Women's Policy Research. *Lifetime Earnings Lost Due to the Gender Wage Gap*. <https://statusofwomendata.org/quick-figures/lifetime-earnings-lost-due-to-the-gender-wage-gap/>

⁵⁸ Brown, Jennifer Erin, et al. "Shortchanged in Retirement: Continuing Challenges to Women's Financial Future." National Institute on Retirement Security, Mar 2016. <http://laborcenter.berkeley.edu/pdf/2016/NIRS-Women-In-Retirement.pdf>

⁵⁹ National Center for Health Statistics. *Health, United States, 2016: With Chartbook on Long-term Trends in Health*. U.S. Government Printing Office, 2017. <https://www.cdc.gov/nchs/data/hus/hus16.pdf>.

⁶⁰ "Gender Pay Inequality."

Causes of the Pay Gap

Before properly examining the wide-ranging causes of the gender wage gap, it is important to draw a distinction between two often-confused factors that contribute to the gap.

1. Equal pay for equal work: In recent decades, government policies and shifting social standards have aimed primarily at this portion of the wage gap as it is the most blatant and the easiest to identify and address.

2. Other underlying causes: Without understating the importance of ensuring equal pay for equal work, the primary focus of this study and its proposed policies are on the remaining set of causes. These issues are intertwined and many are deeply ingrained in societal norms, what one study called the “implicit and explicit expectations that govern behavior and economic outcomes.”⁶¹ These additional causes include, but are not limited to, demographics, occupation, industry, conventional gender roles, gender identity, hours worked, experience, the presence of children and education.

CASE STUDY: COMBATING SOCIETAL NORMS

“I believe that providing paid maternity and paternity leave and encouraging all eligible employees to take such leave would have exponential consequences on the gender pay gap.

“Being at home on six-month maternity leaves on two occasions made me the default parent, the default housekeeper, the default “home” person. This becomes self-perpetuating because I see the problems, I see the things that need to be done so I am the person who makes the kids’ doctors’ appointments, signs them up for gymnastics and camp, writes the daycare checks and packs the extra diapers and clean clothes, checks the backpacks for dirty clothes, lines up babysitters, notices that it’s time to launder the kids’ sheets, makes presents for teachers, signs permission slips, organizes the neighborhood block parties and takes care of the neighbors’ pets when they go away.

“My husband would say, and I believe him, that he does not realize these things need to be done, so he does not do them...creating a culture where both parents take parental leave would have rippling positive outcomes for parents and children, but particularly for working mothers, who typically shoulder this burden alone.

“Alternating parental leaves would give both parents the opportunity to return to work knowing their child is well cared for at home by a parent, and gives both parents the chance to run the household.”



Bryn Lovejoy-Grinnel

President, Central
New York Women’s
Bar Association

⁶¹ Maxwell, Nan L. and Nathan Wozny. “Gender Gaps in Time Use and Earnings: What’s Norms Got to Do With It?” *Mathematica Policy Research*, 27 Mar 2017, <https://www.mathematica-mpr.com/our-publications-and-findings/publications/gender-gaps-in-time-use-and-earnings-whats-norms-got-to-do-with-it>.

As much research and testimony points out, the choices women make (or are forced to make) throughout their career are very often the result of societal forces, almost always beyond their control. Primary contributing factors include 1) the overreliance on women to provide family care, especially motherhood, and the related need for flexibility, 2) the associations of certain activities or careers to a specific gender, 3) lack of appropriate role models and support networks, 4) work environments that favor one gender and 5) discrimination and bias.

The following pages will dissect these issues in greater detail.

The Socioeconomic Spectrum

It is important to note that while many of these issues impact all women, often the specific nature of the wage gap differs or worsens depending on where women fall on the socioeconomic spectrum.

Sticky Floor: This term refers to the wide range of roadblocks, outlined later in this section, that prevent women from rising beyond the lowest rungs of the career ladder. Women in lower-paying jobs and those living in poverty have an especially difficult time escaping this vicious cycle, which is exacerbated by circumstances like sexual assault or domestic violence and when combined with limited access to healthcare, affordable housing, quality food and reliable transportation to get to work.

Kathleen Granchelli, CEO of YWCA Niagara Frontier said, “the very things that many take for granted: food, shelter, healthcare and transportation are out of reach for Niagara County women living in poverty.” She went on to describe a transportation desert “where only 15% of the population uses public transportation because of the cuts to bus routes” a food desert “where accessible supermarkets are located outside of urban areas,” and an affordable housing desert “where single mothers working full time in the service industry do not even earn enough to afford efficiency apartments at HUD fair market rents.” She added: “navigating the poverty tightrope where just one small misstep can prove catastrophic is a daily reality for Niagara County women, especially single mothers.”⁶²

Career Ladder: Women who are on a career trajectory face a different set of potential roadblocks to equity. Women who are working toward promotions may especially be penalized for their inability to work long or inflexible hours,⁶³ for example, meaning those rewards are disproportionately given to men. Some predict that eliminating this type of imbalanced reward system could significantly decrease the gender wage gap.⁶⁴ In addition, the need for a workplace culture that accepts and values women is key.⁶⁵

Glass Ceiling: The discussion for women in high-level positions is more subtle, yet more pronounced because there are far fewer women in top positions. Here, problems can range from blatant bias to lacking proper access. Dina Dublon, the former JPMorgan Chase Chief Financial Officer, told the New York Time about male colleagues who refused to socialize with female subordinates – “important bonding activities in the corporate world” – in case those actions were viewed as flirtatious.⁶⁶

⁶² Granchelli, Kathy. *Testimony to the New York State Wage Gap Study Panel*, 19 Jul 2017,

<https://labor.ny.gov/equalpay/testimony/Kathy%20Granchelli,%20YWCA%20Niagara%20Frontier.pdf>.

⁶³ Goldin, Claudia. “A Grand Gender Convergence: Its Last Chapter.” *American Economic Review*, 104 (4): 1091-1119, 2014.

http://scholar.harvard.edu/files/goldin/files/goldin_aeapress_2014_1.pdf.

⁶⁴ Kliff, Sarah.

⁶⁵ Zaleski, Katharine. “The Maddeningly Simple Way Tech Companies Can Employ More Women.” *The New York Times*, 15 Aug 2017,

<https://www.nytimes.com/2017/08/15/opinion/silicon-valley-women-hiring-diversity.html>.

⁶⁶ Chira, Susan. “Why Women Aren’t C.E.O.s, According to Women Who Almost Were.” *The New York Times*, 21 Jul 2017,

<https://www.nytimes.com/2017/07/21/sunday-review/women-ceos-glass-ceiling.html>.

Flexibility: Motherhood, Family Care and Unpaid Work

Much has been written about the roles of women in society. And while many are shocked to learn that discrimination based on gender was legal until almost the mid-1960s, so many of the norms of generations past persist today.

In many families, women are the caregivers – either by choice or necessity. And they often choose (or are forced to choose) work based on the need for related flexibility. The fatal flaw is three-fold:

1. Flexible jobs pay less
2. Women are more likely than men to do work that is unpaid
3. Women accumulate fewer hours and gain less experience over time

“Often touted as a cure for poverty reduction, living wage jobs like construction do not translate to women, especially single mothers, because of lack of flexibility.”

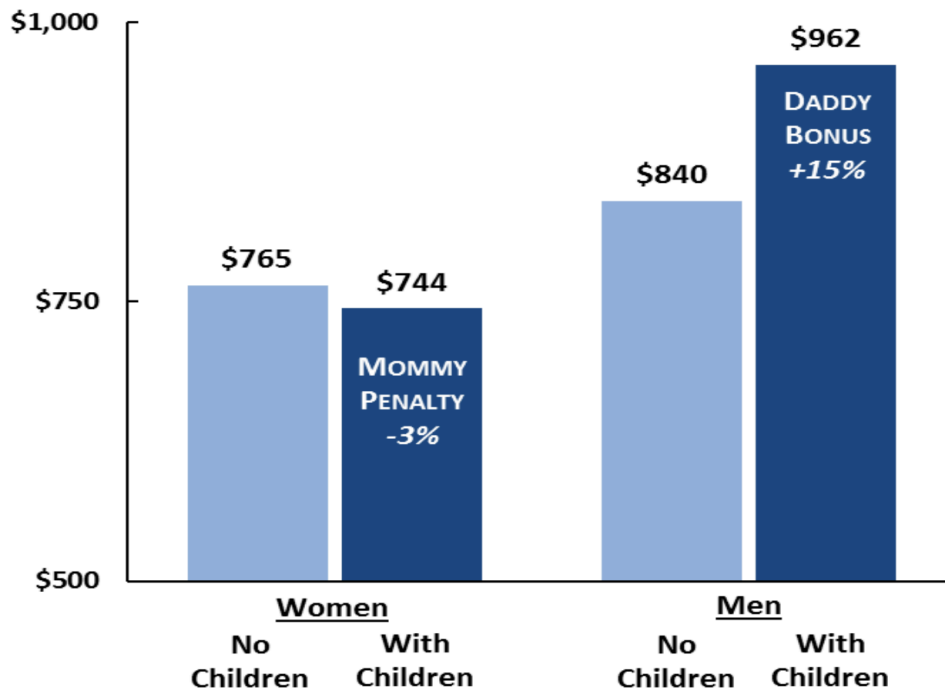
Kathleen Granchelli, CEO
YWCA Niagara Frontier

Motherhood

When a heterosexual couple has a child, the impact on each gender is measurably different. Mothers’ pay drops below that of both the fathers and of other women without any children.⁶⁷ This is referred to as the “motherhood penalty.” And this is something men do not experience.

The chart below shows the impact of having a child on each gender, compared to members of the same gender with no children, based on weekly earnings. The difference in pay is usually explained by a shift in hours and occupation between mothers and non-mothers.⁶⁸

Median Earnings of Men and Women, With and Without Children (United States)⁶⁹



⁶⁷ Gould, Elise, et al.

⁶⁸ “How Working Mothers Contribute to the Economic Security of American Families.” *Joint Economic Committee, U.S. Congress*, May 2015, https://www.jec.senate.gov/public/?a=Files.Serve&File_id=8DBDEDB8-B41D-484C-B702-9269FCF37C9B.

⁶⁹ “Gender Pay Inequality”

As Claire Cain Miller in the *New York Times* so starkly points out, “one of the worst career moves a woman can make is to have children.”⁷⁰ Mothers are less likely to be hired in the first place, paid less to start and perceived as less competent than non-mothers and men.⁷¹

*It’s important to note here that one survey showed that more than 90% of women who took time off due to motherhood were glad they did it.*⁷²

A Better Balance Co-Founder and Co-President Dina Bakst, said, “We have heard from countless women who have had their hours slashed, or eliminated altogether, because they chose to start a family. Rigid and unpredictable workplace schedules also routinely serve to push women, especially mothers, out of the labor force.”

These problems are exacerbated for low-income and disadvantaged mothers. She went on to describe the impact of motherhood at three differing income levels:

“For higher-earning mothers, long work hours and the stigma associated with flexible or part-time work often shove them into less lucrative jobs or out of the workforce all together.

Middle-income mothers contend with highly supervised schedules, where they might be fired for being a few minutes late, and face mandatory unscheduled overtime that can throw carefully constructed, tag-team childcare plans into disarray.

Lower-income mothers often face the most acute work-family challenges, yet they are least likely to be able to control their work schedules. Approximately half of low-wage hourly workers report having limited control over their work hours. Other women are forced to work part-time, but this flexibility comes at a cost: part-time workers often face an earnings penalty when compared with their full-time counterparts and they are less likely to qualify for benefits such as paid leave, health insurance and employer-sponsored retirement plans.”

Professor Michelle Budig of the University of Massachusetts Amherst found that the penalty for mothers added up to 4% per child.⁷³

“The demands of caregiving push women out of the workforce during their prime earning years,” said Camille Emeagwali, Director of Programs at The New York Women’s Foundation. “In the short-term, it prevents women from meeting their families’ basic needs around shelter, food and healthcare, forcing them to depend on public assistance. In the long run, it jeopardizes their long-term earning potential, asset building, and subsequent social security payments in old age, thus perpetuating the cycle of intergenerational poverty.”

⁷⁰ Miller, Claire Cain. “The Motherhood Penalty vs. the Fatherhood Bonus.” *The New York Times*, 6 Sep 2014. <https://www.nytimes.com/2014/09/07/upshot/a-child-helps-your-career-if-youre-a-man.html>.

⁷¹ Correll, Shelley J, et al. “Getting a Job: Is There a Motherhood Penalty?” *American Journal of Sociology*, 112 (5): 1297-1339, 2007. <http://gender.stanford.edu/sites/default/files/motherhoodpenalty.pdf>.

⁷² Parker, Kim. “Despite Progress, Women Still Bear Heavier Load Than Men in Balancing Work and Family.” *Pew Research Center*, 10 Mar 2015, <http://www.pewresearch.org/fact-tank/2015/03/10/women-still-bear-heavier-load-than-men-balancing-work-family/>.

⁷³ Budig, Michelle J. “The Fatherhood Bonus and The Motherhood Penalty: Parenthood and the Gender Gap in Pay.” *Third Way*, 2 Sep 2014, <http://www.thirdway.org/report/the-fatherhood-bonus-and-the-motherhood-penalty-parenthood-and-the-gender-gap-in-pay>.

Access to Childcare

For parents unable to take time off or who choose to work part-time or full-time before their child is old enough to start school, quality childcare is not always a viable option.

Finding childcare is especially difficult for employees who work evenings, weekend hours or rotating shifts. Consider that those hours usually fall to those who make the least and are the least educated. More than 36% of service workers, for example, work nonstandard shifts.⁷⁴ But this is rarely by choice – 72% of low-income women who are working a non-traditional schedule said they had no other work options.⁷⁵

Still, the need to work has pushed many parents to work quickly after a baby is born. Fifty years ago, 21% of mothers with a child under one year old were working. In 2010, that number was nearly 56%.⁷⁶

This problem is far from new. “Many parents are facing a dilemma: finding suitable and reliable childcare services to accommodate a growing erratic and changing work schedule many parents are having,” writes Lisa Poisso in an article from 2007.⁷⁷

Childcare costs across the nation⁷⁸ have risen at a staggering rate:

- The average annual cost of infant care is \$14,144
- New York State is ranked #4 for most expensive infant care
- Care for just one child would take up more than one fifth of a typical family’s income
- Or, put another way, infant care costs about 6% less than the average rent in New York
- New York is one of 33 states and DC where infant care is more expensive than college

Over time, the availability of quality childcare slots has decreased, according to reports and testimony received. For example, between May 2015 and July 2017, Onondaga County saw a 5% drop in the number of programs, leading to 464 fewer child care slots, while Cayuga County lost a total of 264 child care slots.⁷⁹

“YWCA of Syracuse and Onondaga County was a childcare provider until 2016. We were forced to close our doors and to not provide these needed services because we could not afford to lose \$30,000-\$40,000 a year. The need is there but we couldn’t afford it.”

Fanny Villarreal, Executive Director
YWCA of Syracuse and Onondaga County,
describing the rising costs of childcare

⁷⁴ Dunifon, Rachel, et al. “Mothers’ Night Work and Children’s Behavior Problems.” *Developmental Psychology*, 49 (10): 1874-1885, 2014. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3788844/>.

⁷⁵ Bahney, Anna. “Child Care Elusive for Non-Traditional Workforce.” *Forbes*, 18 Jul 2015, <https://www.forbes.com/sites/annabahney/2015/07/18/child-care-elusive-for-non-traditional-workforce/#4dc69d724310>.

⁷⁶ Dunifon, Rachel, et al.

⁷⁷ Poisso, Lisa. “Non-Traditional Child Care: The 24/7 Solution.” *DallasChild*, 27 Nov 2007, <http://www.dfwchild.com/features/2893/Nontraditional-Child-Care-The-247-Solution>.

⁷⁸ “The Cost of Child Care in New York.” *Economic Policy Institute*, Apr 2016, <http://www.epi.org/child-care-costs-in-the-united-states/#/NY>.

⁷⁹ “Community Assessment: Child Care in Cayuga and Onondaga Counties.” *Child Care Solutions, Inc.*, 2017, <https://bloximages.chicago2.vip.townnews.com/auburnpub.com/content/tncms/assets/v3/editorial/3/c7/3c702da9-e79c-5d9b-8dee-1e5bfd05b3f7/59ad87c13a063.pdf.pdf>.

Unpaid Work

Between motherhood and volunteering, women do more unpaid work, yet they are never credited for those hours worked. This was raised in discussions for this study as leading women to feel that their work is not valued.

Regardless of income level, age or working status, women volunteer more than men. Across the nation, nearly 30% of women volunteer their time, compared to just over 20% of men.⁸⁰ It should also be noted that more than two-thirds of informal (and unpaid) caregivers for seniors are women,⁸¹ usually wives or adult daughters.⁸²

Allowance

The uneven playing field starts at a young age, when children are first beginning to earn their own money through allowances.

A study from the University of Michigan⁸³ found that “boys spend about 30% less time doing household chores than girls and more than twice as much time playing” while boys were about 15% more likely to get an allowance for doing chores. Another survey found that boys earned more money for working fewer hours than girls of the same age.⁸⁴

The same gender roles were found among adults as recent as this year, according to a study by Mathematica Policy Research. In the United States, “women spend 113 minutes more per day than men on household production and 97 minutes less than men in the workplace.”⁸⁵

⁸⁰ “Volunteering in the United States, 2015.” *U.S. Department of Labor, Bureau of Labor Statistics*, 25 Feb 2016, <https://www.bls.gov/news.release/volun.nr0.htm>.

⁸¹ “Caregiving in the U.S.: A Focused Look at Those Caring for Someone Age 50 or Older.” *National Alliance for Caregiving*, Nov 2009, <http://www.caregiving.org/data/FINALRegularExSum50plus.pdf>.

⁸² Sharma, Nidhi, et al. “Gender Differences in Caregiving Among Family – Caregivers of People with Mental Illness.” *World Journal of Psychiatry*, 6 (1): 7-17, 2016. <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4804270/>.

⁸³ “Research Update: Time, Money and Who Does the Laundry.” *University of Michigan Institute for Social Research*, no. 4, Jan 2007. <https://deepblue.lib.umich.edu/bitstream/handle/2027.42/61984/chores.pdf>.

⁸⁴ Dockterman, Eliana. “There’s a Gender Pay Gap in Kids’ Allowances and Parents are to Blame.” *Time*, 24 Apr 2014, <http://time.com/76023/pay-gap-gender-kids-allowances/>.

⁸⁵ Maxwell, Nan L. and Nathan Wozny.

Advancement and Occupation Choices

In addition to flexibility, another leading cause of the gender wage gap relates to gender associations to certain activities or careers.

Career and Occupation Choice

Over the course of a young person's life, many, often immeasurable, factors influence career choice. Parental guidance and expectations, lack of relatable role models, cultural norms, social pressure, perception of available choices or even gender bias among teachers⁸⁶ can, over time, conflate to lead young women down a career path that is less financially viable than that of their male counterparts.

As an example, the 2016 National Science Board report on science and engineering (S&E) paints a picture that, despite progress overall, still requires attention: "Although the number of women in S&E occupations or with S&E degrees doubled over the past two decades, the disparity has narrowed only modestly... In 2013, women constituted only 29% of workers in these occupations, although they accounted for half of the college-educated workforce overall."⁸⁷

"The percentage of women in education and social sciences is much higher than in business, computing and engineering. This is particularly concerning giving the wage difference between these broad career paths."

Heidi MacPherson, President
College at Brockport

Jackie Giovannello, president and co-founder of Women in Science and Engineering at Cold Spring Harbor Laboratory, spoke about the leaky pipeline in science, highlighting how women leave research for lower-level teaching and administrative positions. She said that women are self-selecting out of Science, Technology, Engineering and Math (STEM) due to implicit discrimination, including lower pay rates, less lab and office space, fewer publishing acknowledgements and fewer resources overall. This is the case even when STEM salaries are predetermined by federal agencies, she added.

The "sorting of men and women into jobs and industries that pay differently throughout the economy" helps explain more than half of the pay gap, according to Glassdoor Chief Economist Andrew Chamberlain.⁸⁸

In addition, research finds evidence that when women join some fields, the pay for the entire field decreases. A 2009 study⁸⁹ led by academics from Stanford University and the University of Pennsylvania examined 50 years of wage data between 1950 and 2000. Its authors used comprehensive economic models to show that women don't necessarily seek lower-paying professions, instead, when certain professions turn predominantly female, they are devalued. "We believe this study shows that it is an ongoing important contributor to gender inequality," its authors conclude.

⁸⁶ Chemaly, Soraya. "All Teachers Should be Trained to Overcome Their Hidden Biases." *Time*, 12 Feb 2015, <http://time.com/3705454/teachers-biases-girls-education/>.

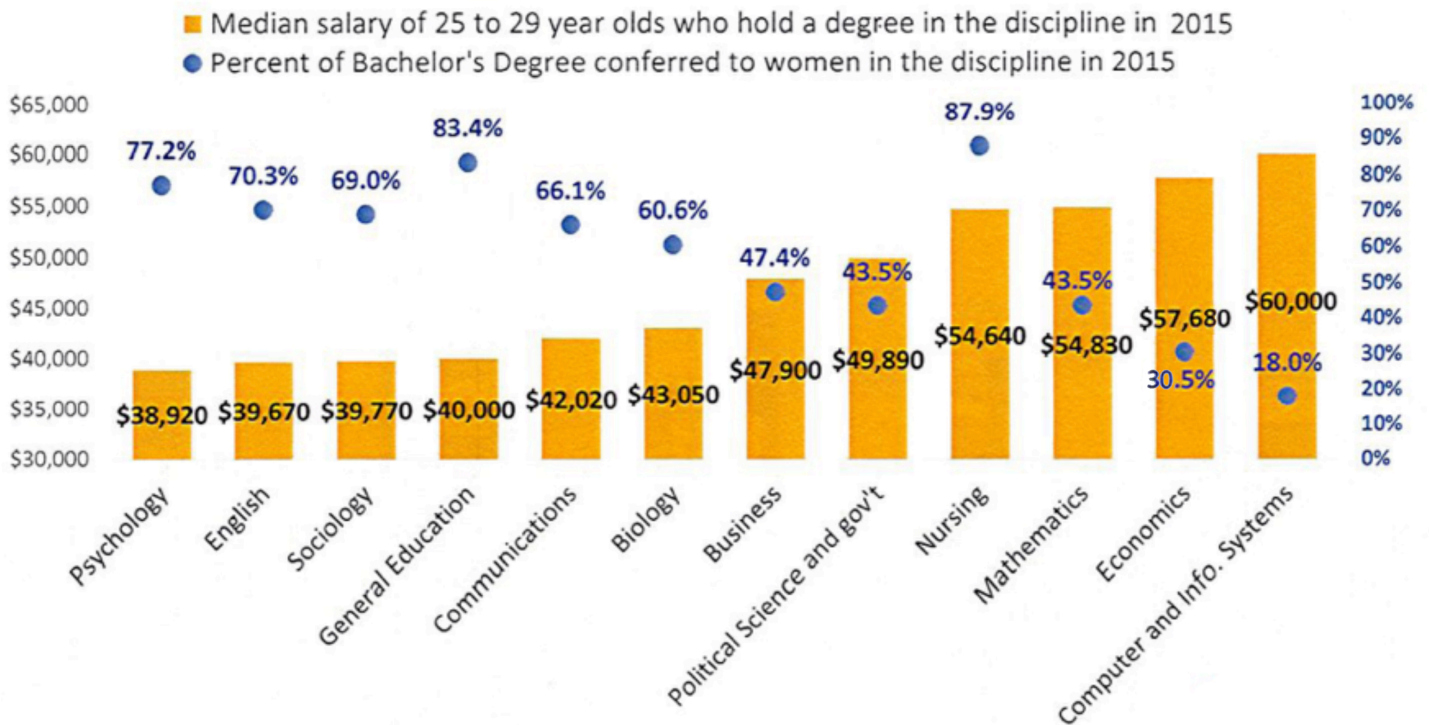
⁸⁷ "Science & Engineering Indicators." *National Science Foundation*, 2016, <https://nsf.gov/statistics/2016/nsb20161/uploads/1/nsb20161.pdf>.

⁸⁸ Chamberlain, Andrew.

⁸⁹ Levanon, Asaf, et al. "Occupational Feminization and Pay: Assessing Causal Dynamics Using 1950-2000 U.S. Census Data." *Social Forces*, 88 (2): 865-892, 2009. <http://www.statisticalhorizons.com/wp-content/uploads/2012/01/88.2.levanon.pdf>.

Linda Barrington, Associate Dean for Outreach and Sponsored Research in the Industrial and Labor Relations School at Cornell University and Executive Director of the Institute for Compensation Studies, pointed out that women earn the majority of degrees in lower-paying fields.

U.S. Median Salary by Degree and Percent of Degree Holders Who are Women⁹⁰



This trend starts before college. Nationwide, more young women take Advanced Placement (AP) courses in high school every year. In 2016, that was 1.4 million women compared to 1.1 million men.⁹¹ But women were more likely to take art, English and foreign language courses at a significantly higher rate than men. And the number of men taking AP courses in Computer Science and Physics outnumbered women three to one.⁹²

Gender differences in many fields, even when the work is not substantively different, have a measurable difference in pay. Take for example housekeepers, who are predominantly women, versus janitors, who are predominantly men. One study found that male janitors made \$12.91 an hour and female janitors earned \$10.25.⁹³ Male housekeepers, on the other hand, earned \$11.27 and female housekeepers earned \$9.84.⁹⁴ Another factor in gendered occupations is the rate of unionization. In this example, it's more likely that male janitors are working in a commercial setting, which is more likely to be unionized, while female housekeepers are more likely to be in residential and not backed by a collective bargaining agreement and related benefits and protections.

⁹⁰ Barrington, Linda. *Testimony to the New York State Wage Gap Study Panel*, 19 Jul 2017, <https://labor.ny.gov/equalpay/testimony/Linda%20Barrington,%20Cornell%20University.pdf>.

⁹¹ "AP Data – Archived Data 2016." *The College Board*, 2016, <https://research.collegeboard.org/programs/ap/data/archived/ap-2016>.

⁹² "AP Data – Archived Data 2016."

⁹³ Levanon, Asef, et al.

⁹⁴ Levanon, Asef, et al.

At the other end of the pay spectrum, in legal professions, for example, female partners at large law firms were found to be making 44% less than their male counterparts.⁹⁵ Last year, 18.1% of equity partners were women and less than 6% were racial or ethnic minorities – an increase from 15.6 and 4.7%, respectively, in 2011.⁹⁶ The number of female non-equity partners was 29.4% in 2016. “Given that equity partners typically earn more than salaried partners, who typically earn more than associates, this translates into a large wage difference between the sexes,” said Elizabeth Kraengel, Co-Chair, Women’s Bar Association of the State of New York.

Bryn Love-Grinnell, President of the Central New York Women’s Bar Association, pointed out that, “in Syracuse, there is only one female managing partner of a large law firm” and that “women are vastly underrepresented on management teams at firms where management is done as part of a collective.”

In the field of medicine, a career-path factor adding to the gender wage gap is the ability for women to complete all the necessary training while raising a family, according to Paula Trief, the senior associate dean for faculty affairs and faculty development and professor of psychiatry and behavioral sciences at SUNY Upstate Medical University. Women entering the medical field often must make a lifestyle choice that puts them on a path to be a pediatrician, for example, versus a surgeon. A pediatrician has office hours that allow flexibility and more of a work-life balance, while a surgeon, who makes substantially more, works longer hours and must be available off-hours for crises.

Gender bias and societal influences also cause women to lack confidence in the interview and negotiation process, an issue Ivy Algazy, founder and CEO of The Ivy Network, describes as “imposter syndrome,” questioning whether they deserve to be where they are.

Tenure Track

The benefits of tenure in a college or university setting are wide-ranging, including longevity, academic freedom and job stability. Yet, some women who seek this security are at a disadvantage due to childbearing and family care, as outlined earlier in this report. SUNY describes its tenure requirements as “rigid” and “based upon rank, length of service and candidate’s qualifications.”

⁹⁵ Kraengel, Elizabeth. “Testimony Presented to Lieutenant Governor Kathy Hochul and New York State Labor Commissioner Roberta Reardon.” *Testimony to the New York State Department of Labor*, 19 Jul 2017, <https://labor.ny.gov/equalpay/testimony/Elizabeth%20Kraengel,%20Women's%20Bar%20Association%20of%20the%20State%20of%20New%20York.pdf>.

⁹⁶ “Representation of Women and Minorities Among Equity Partners Has Increased Only Slightly.” *National Association for Law Placement*, Apr 2017, <https://www.nalp.org/0417research>.

CASE STUDY: THE WOMEN OF DEBEVOISE

Debevoise & Plimpton LLP was raised as an example of a firm bucking the trend for women in law. Their website points to a higher than average percentage of women partners – and that many hold leadership positions at the firm.

They have developed a promotion pipeline for women attorneys, created a website devoted to their accomplishments, created a firm-wide affinity group for women and promoted policies for childcare, part-time schedules and technological solutions for lawyers at all levels.

“Flexibility is the key to our successful part-time program. In 2015, 42 lawyers in our U.S. offices worked part-time or flex-time, or 8.4% of all lawyers and 8.2% of associates, compared to 6.1% of lawyers and 4.7% of associates in major law firms.”

Source: <https://www.debevoise.com/news/the-women-of-debevoise>

Trief discussed the need for work-arounds that SUNY Upstate Medical University has put in place to help faculty members stop the tenure clock, since the years when women are most likely to work toward tenure tend to primarily be childbearing years.

Value of Time at Work

How employers measure the value of an employee is another important factor in the gender wage gap, especially how it impacts women and their career advancement. In some industries, like finance and business, factors that equate to value include 1) how long an employee is willing to work and 2) how available to work unpredictable hours an employee makes him or herself. If a company rewards employees who work long and unpredictable hours, they are more likely to be promoting men.

Role models

In the media and in organizations, the value of relatable role models is heavily documented⁹⁷ -- whether it be famed producer Dick Wolf hiring women and minority actors to play judges on *Law and Order*, instead of defendants, or simply having women in the executive suite of a company to inspire others.

In addition to proper role models and mentors who can provide hands-on guidance, women must have sponsors who advocate on their behalf for advancement. This is not always the case, however, as men are more likely to have this sort of help than women.⁹⁸

A technology industry survey by the Information Systems Audit and Control Association⁹⁹ found that a lack of both female mentors and role models were the biggest barriers holding women back. Another survey by online education provider Coursera found that “female learners were 26 percent more likely to go on to enroll in a STEM course” when an instructor was specifically identified as female.¹⁰⁰

⁹⁷ The Rockefeller Foundation. “Women in Leadership: Why It Matters,” May 12, 2016,

<https://assets.rockefellerfoundation.org/app/uploads/20160512082818/Women-in-Leadership-Why-It-Matters.pdf>

⁹⁸ Ibarra, Herminia, et. al. “Why Men Still Get More Promotions than Women.” *Harvard Business Review*, Sep 2010, <https://hbr.org/2010/09/why-men-still-get-more-promotions-than-women>.

⁹⁹ Information Systems Audit and Control Association. “The Future Tech Workforce: Breaking Gender Barriers,” March 2017, http://www.isaca.org/SiteCollectionDocuments/Breaking-Gender-Barriers_res_eng_0317.PDF

¹⁰⁰ Glassberg Sands, Emily, et. al. “Role models matter: Female instructors can help close the gender gap in STEM,” *Coursera Blog*, March 8, 2017, <https://blog.coursera.org/role-models-matter-female-instructors-can-help-close-gender-gap-stem/>.

Discrimination and Work Environment

Some career choices are made for reasons that, by today's societal standards, are simply unacceptable – factors such as hostile work environments, bias, discrimination or sexual harassment. Economists point to these as “unaccounted for” or “immeasurable” factors that add up to the final contributing factor to the gender wage gap.

And the concept of gender discrimination, even inadvertent discrimination based on perceived gender roles, is highly documented. In fact, researchers at Harvard¹⁰¹ found that most people harbor biases than can impact the hiring process.

CASE STUDY: NEW YORK CITY FIREFIGHTERS

Credit: www.unitedwomenfirefighters.org

Since just 1977, women have been allowed to take the entrance exam to be firefighters in New York City. Since that time, court cases have documented the battle for ending discriminatory practices that prevented equal treatment.

However, out of the more than 11,000 firefighters in the FDNY, only 67 are women – a jaw-dropping .6%.

And it wasn't until December 2016 that all firehouses in New York City had facilities for the women who were willing to put their lives on the line every day. “For decades, women worked in a department where there were no women's bathrooms,” said Sarinya Srisakul, president of the United Women Firefighters Association of New York City.

Today, through hands-on exposure during the Women's Day at the Fire Academy, a year-round training program to help women prepare for the entrance test and advocating for policies that help combat what Srisakul calls a “culture of sexism,” progress is slow but steady.

Age Restrictions

Women in the FDNY also face a barrier if they have or want to have children, as the maximum age to start the FDNY application process is 28, which, Srisakul points out, coincides directly with prime childbearing years. The New York Police Department, in contrast, has a maximum age of 35. And fire departments around the country have higher limits - 37 in Chicago, 31 in Boston - while many other large cities place no maximum age restrictions on applicants.

The United Women Firefighters Association of New York City are now working to study and reduce attrition in the hiring process to grow their ranks even further.



¹⁰¹ Pham, Tiffany. “Think You're Not Biased Against Women at Work? Read This.” *Forbes*, 20 Dec 2016, <https://www.forbes.com/sites/break-the-future/2016/12/20/think-youre-not-biased-against-women-at-work-read-this/#42e8bf2a7e5a>.

The number of female musicians in symphony orchestras, for example, skyrocketed when orchestras adopted “blind” auditions, where musicians played behind a screen.¹⁰² Yet even if employers aren’t actively screening for gender, notable gender characteristics come through in the resume process and have been shown to have a negative impact.¹⁰³

The issue of bias or gender preference can sometimes be much more apparent. Take for example the question of whether male versus female voices are more authoritative.¹⁰⁴

In 2017, Actors Equity released a comprehensive study that investigated hiring bias within the theater industry for the first time in the organization’s history. It found that women were underpaid compared to men, that men received more on-stage contracts – 60% compared to 40% – and that men were able to negotiate an overscale rate more often than women.¹⁰⁵

Language

While less of a direct and measurable factor, the concept of gender-specific language was raised during the study. The use of “old” for women and “experienced” for men, for instance, or the use of the collective “guys,” even referring to a group of mostly women.

Even when women advance in their careers to leadership positions, many complain that they are perceived differently than their male peers. One 2016 study found that “women who negotiated for promotions were 30% more likely than men to be labeled intimidating, bossy or aggressive.”¹⁰⁶

“Depending on where I am, I will say that I am the executive director or the CEO. A bunch of men around, I’m the CEO, because then they pay attention to me. It’s in the titles.”

Fanny Villarreal, Executive Director
YWCA of Syracuse and Onondaga County

Culture

Workplace culture is also a contributing factor to the wage gap, especially when it discourages women from certain jobs or promotions. An equitable workplace culture doesn’t always only rely on employees and management, but also sometimes customers.

In the hospitality industry, for example, “workers experience the highest levels of sexual harassment of any industry, from customers, managers and coworkers,” according to Catherine Barnett, Director of Restaurant Opportunities Center of New York. “These women are trapped in a vicious cycle of being forced to rely on customers for tips, and often choose the night or weekend shifts in order to increase the likelihood of more income. Unfortunately, as many of them are often parents, they then struggle to source adequate childcare during these nontraditional hours.” This example from the hospitality industry demonstrates how so many interconnected factors contribute to the gender wage gap.

¹⁰² Goldin, Claudia and Cecilia Rouse. “Orchestrating Impartiality: The Impact of ‘Blind’ Auditions on Female Musicians.” *The American Economic Review*, 90 (4): 715-741, 2000. <http://gap.hks.harvard.edu/orchestrating-impartiality-impact-%E2%80%99blind%E2%80%99D-auditions-female-musicians>.

¹⁰³ Snyder, Kieran. “The Resume Gap: Are Different Gender Styles Contributing to Tech’s Dismal Diversity?” *Fortune*, 26 Mar 2015. <http://fortune.com/2015/03/26/the-resume-gap-women-tell-stories-men-stick-to-facts-and-get-the-advantage/>.

¹⁰⁴ Parker, Sam. “Voiceover and Gender Bias.” *The Voice Realm*, 6 Oct 2016, <https://www.thevoicerealm.com/blog/voiceover-and-gender-bias/>.

¹⁰⁵ Lehrer, Russell. “Looking at Hiring Biases by the Numbers.” *Actors’ Equity Association*, 27 Jun 2017, <http://www.actorsequity.org/NewsMedia/news2017/DiversityStudyfromEquityNews.asp>.

¹⁰⁶ <https://www.nytimes.com/2017/07/21/sunday-review/women-ceos-glass-ceiling.html>

“Government offices are notorious for enforcing rigid schedules, discouraging telecommuting and are often behind the times on other work rules best practices,” said Letitia James, Public Advocate for the City of New York in her testimony submitted for this study. “These and similar policies and their effect on the pay gap, must be examined closely.”

CASE STUDY: LOCAL 1180

“Local 1180 has been on a journey for justice for women working for the City of New York for over 30 years. Women who demand nothing more than to be paid what their male predecessors earned in real dollars. We fought pervasive institutional discrimination to get women promoted out of the union to managerial positions as Administrative Managers during the Koch administration. But it was only by suing the Koch administration for violating Civil Service law did his successor David Dinkins finally promote the largest group of women of color in the city's history through competitive civil service examinations to the top rank of their occupational series as Administrative Managers.

“Despite their academic credentials and decades of experience in government, despite scoring well on competitive civil service examinations they were not paid as well as white males doing the same or easier work. Previous administrations ignored our demands for equal pay for these women and stonewalled our efforts to gather data at every turn. We spent many days in court forcing city lawyers to give us the information we needed to evaluate the nature and scope of the inequality we perceived anecdotally but could not quantify.

“We then proceeded to the Federal EEOC with our complaint against the Bloomberg administration.... The Federal EEOC determined that over 1,000 Administrative Managers, women and people of color were paid much less than their male predecessors. In 2009 these women were being offered a starting salary of \$53,373 to do the same work their male predecessors had done for over \$90,000 when accounting for inflation. The Federal EEOC recommended front pay and back pay of \$243 million plus damages and referred the matter to the US Department of Justice for prosecution.

“The city administration understood that the bad behavior of previous city administrations had to end and we began to work on reaching a settlement last year. We are glad to report that we have reached a settlement of the Federal EEO case which is now pending approval by the US Department of Justice.”



Arthur Cheliotis

President Emeritus,
CWA Local 1180

Note: President Cheliotis stepped down in early 2018. His successor, Gloria Middleton, is both the union's first African-American president and the first female president.

Policy Recommendations

Throughout the course of this study, it was apparent that addressing the wage gap would mean strategically challenging a number of ingrained societal norms. The following recommendations range from having an immediate impact to strategically setting the stage for long-term impact. They are targeted to help women at all stages of their lives and careers, as well as their children and families, the businesses at which they work and own, and their communities.

Promoting Advancement

Part of the gender wage gap is caused by women choosing careers that pay less compared to careers that are historically dominated by men. We must remove long-standing barriers to allow for greater equality in occupational choices. This starts by nurturing young women to ensure that, for example, “girls are not streamed out of subjects for which they clearly have the aptitude”¹⁰⁷ and continues through each individual’s career.

For Young Women

Launch a statewide education campaign to educate young women about career choices and inform them about the benefits of non-traditional fields. For many, this also means access to higher pay. This promotion of career choices should be executed in conjunction with individuals and organizations across the state, including YWCAs, Boys and Girls clubs, guidance counselors and youth bureaus.

Create a social media and PSA campaign featuring high-profile women leaders encouraging young women to advance. This should include CEOs, politicians, engineers, firefighters, scientists, etc. telling young women that, “you, too, can be a ____.” During a discussion for this study, several Girl Scouts in New York City raised the need to find relatable role models on subway advertisements.

In conjunction with the State Education Department, ensure that **career education courses for middle and high school students include a focus on non-traditional jobs** for men and women. This should also include the need for transferable skills. A report by the Institute for Women’s Policy Research highlights skills like precision, monitoring of operations, manual dexterity and use of software as vital to jobs like mechanic and service technician occupations, which have a low percentage of women. However, because “women and girls are less likely than men to have been given the opportunity to work with tools and to informally learn about engines,” the report states, they “may be less confident than men to apply for training programs in such fields.” The study recommends targeted outreach and pre-training programs.¹⁰⁸ In addition, the state should pilot **coding curriculum** in elementary schools to expose young people to potential career choices in growing technology fields as early as possible.

¹⁰⁷ MacPherson, Heidi. *Testimony to the New York State Wage Gap Study Panel*, 19 Jul 2017, <https://labor.ny.gov/equalpay/testimony/Heidi%20Macpherson,%20College%20at%20Brookport,%20State%20University%20of%20New%20York.pdf>.

¹⁰⁸ Hegewisch, Ariane, et al. “Pathways to Equity: Narrowing the Wage Gap by Improving Women’s Access to Good Middle-Skill Jobs.” *Institute for Women’s Policy Research*, 24 Mar 2016, <https://iwpr.org/publications/pathways-to-equity-narrowing-the-wage-gap-by-improving-womens-access-to-good-middle-skill-jobs/>.

For Women Advancing in a Career

Institute a salary history ban that prohibits all employers, public and private, who do business in New York State from asking prospective employees about their salary history and compensation. In addition, bar employers from searching public records to discover this information. If women are already being paid less for working the same jobs and being just as productive as men, this will halt the compounding nature of the gender wage gap.

However, this practice must be codified in law and not left up to individuals and companies to decide. A study by PayScale found that when individuals were given the choice to disclose past salary during an interview, women who refused were offered 1.8% less than women who did not, while men who refused were offered 1.2% more. The company recommends, “avoiding the question gives a better impression about the way pay is set at the organization.”¹⁰⁹

Create and widely distribute a New York State Guide to Negotiating Your Salary that examines tactics for negotiating salaries during the interview process and raises once an individual is employed. This guide will discuss where to find up-to-date salary scale information, when to approach an employer, proper language to use, how long to consider an offer and more.

Pilot courses on salary negotiation and financial literacy in some of the 98 New York State Career Centers to teach negotiation skills based on the Guide discussed above.

Expand the New York State Mentoring Program to make it more appealing to young women, men and minorities. In addition, ensure that adults, especially those who are disadvantaged, are included as potential program participants. Since the 1980s, the Mrs. Matilda Raffa Cuomo’s one-to-one mentoring program has led the nation in helping to prevent school dropouts. The model of mentorship has proven successful for individuals of all ages.

Launch a marketing campaign to promote resources for women entrepreneurs

including New York State’s Entrepreneurial Assistance Program and Entrepreneurial Assistance Centers located in every region of the state. Entrepreneurship is rebounding in the United States,¹¹⁰ yet the percentage of women entrepreneurs has fallen from 44% in 1997 to just 37% today.¹¹¹ This policy could help reverse this trend.

“Women become entrepreneurs because they

- 1. Want to be challenged.**
- 2. Desire independence**
- 3. Want a flexible work schedule**
- 4. Yearn to balance work and life duties**
- 5. AND Expect higher earnings.”**

-Tracy Higginbotham, Founder and President, Women TIES
(Women Together Inspiring Entrepreneurial Success)

¹⁰⁹ Frank, Lydia. “Why Banning Questions About Salary History May Not Improve Pay Equity.” *Harvard Business Review*, 5 Sep 2017, <https://hbr.org/2017/09/why-banning-questions-about-salary-history-may-not-improve-pay-equity>.

¹¹⁰ “Entrepreneurship is on the Rise but Long-Term Startup Decline Leaves Millions of Americans Behind.” *Kauffman Foundation*, 16 Feb 2017, <http://www.kauffman.org/newsroom/2017/2/entrepreneurship-is-on-the-rise-but-long-term-startup-decline-leaves-millions-of-americans-behind>.

¹¹¹ Russell, Jason. “Entrepreneurship on the Rise in the U.S.” *The Washington Examiner*, 9 Jun 2015, <http://www.washingtonexaminer.com/entrepreneurship-on-the-rise-in-the-us/article/2565872>.

Explore a consolidated online portal for referrals to wrap-around supportive services. This system would target single mothers and other disadvantaged individuals and act as a single point of referral to job training, counseling, self-sufficiency programs and more. It would also identify where additional services are needed, allowing the state to recommend where community school or displaced homemaker programs models could be implemented.

New York State should **commit to double, from 1,750 to 3,500, the number of women apprentices by 2022.** This can be accomplished by:

- Initiating an outreach campaign in partnership with labor unions, non-profit partners and educators.
- Partnering with Regional Economic Development Councils to specifically target candidates for in-demand industries and showcase the benefits of apprenticeship.
- Launching a new apprenticeship website

Apprenticeship is a time-honored approach to training skilled workers through a combination of on-the-job training and classroom instruction. Yet while it sets individuals up for reliable and well-paying jobs, the number of women in apprenticeship programs is still low. A targeted campaign can help increase women apprentices in New York State.

New York State should **investigate ways to effectively gather and publish meaningful and relevant data** about job titles, pay and benefits in each region, county or even zip code to ensure women have an accurate starting point as they look for jobs and negotiate their salary. This will allow New York to access the benefits of the known and widely publicized correlation between pay transparency and a smaller gender pay gap.¹¹²

¹¹² Miller, Claire Cain. "How to Bridge that Stubborn Pay Gap." *The New York Times*, 15 Jan 2016, <https://www.nytimes.com/2016/01/17/upshot/how-to-bridge-that-stubborn-pay-gap.html>.

For Workers

Institute Employee Scheduling Regulations

On November 10, 2017, the Department of Labor advanced regulations on what's known as "just in time," "call-in" or "on-call" scheduling, following a series of public hearings, which included testimony from workers, advocates, industry experts and business owners. These are common practices that allow employers to schedule or cancel workers' shifts just hours before or even after they start. These practices often leave workers scrambling to find child care and force them to miss appointments, classes or important family commitments. And they disproportionately negatively affect women.

The proposed regulations **establish a 14-day advance notice standard for scheduling and provide 2 hours' extra pay for last-minute assignments.** In addition, they expand existing reporting pay of at least four hours to now include last-minute cancellations and assignments and on-call shifts requiring workers to be on stand-by to come into work.

Predictable schedules protect workers, especially women working in retail, food service and health care, and their families. We must also **ensure that workers who ask for a flexible schedule are not victimized by retaliation.**

Eliminate the Subminimum Wage For Tipped Workers

New York State should explore potentially eliminating the subminimum wage for tipped workers, thereby ensuring that women who make the least are paid a predictable wage and that businesses' books are not balanced on the backs of workers, closing the door on centuries-old practices inequitably afforded to only a handful of industries.

In 2015, the Wage Board empaneled to review and recommend changes in the hospitality industry noted that a subminimum wage impacts "especially low-paid employees, women and minorities" and that "a complete elimination and raise to a single minimum wage would simplify a complicated system."

Across the nation, nearly two-thirds of all tipped workers are women and they make substantially less, even when tips are included in their wages.¹¹³ In addition, 40% are mothers¹¹⁴

During the Wage Board hearings, a number of individuals recommended eliminating tipped wages in New York State. Pete Meyers, Coordinator of the Tompkins County Workers' Center, said that "more than 30% of wage theft cases that come to us through our hotline are from the food service industry and two thirds of the victims are women."

"These women are trapped in a vicious cycle of being forced to rely on customers for tips, and often choose the night or weekend shifts to increase the likelihood of more income."

-Catherine Barnett, Director
Restaurant Opportunities Center of New York

¹¹³ Allegretto, Sylvia and David Cooper. "Twenty-three Years and Still Waiting for Change." *Economic Policy Institute*, 10 Jul 2014, <http://www.epi.org/publication/waiting-for-change-tipped-minimum-wage/>.

¹¹⁴ Bakst, Dina. *Testimony to the New York State Wage Gap Study Panel*, 26 Jun 2017, <https://labor.ny.gov/equalpay/testimony/Dina%20Bakst,%20A%20Better%20Balance.pdf>.

Family Care

During the wage gap hearings, one of the most pressing and widely raised concerns was that of childcare. The presence of children¹¹⁵ is a widely publicized contributing factor to the gender wage gap. Childcare is expensive and sometimes cost-prohibitive, and more women stay home to care for children than men. Increasing access to high-quality childcare increases a woman's stability and prosperity in the workplace.¹¹⁶

A common complaint raised during the hearing was a lack of affordable childcare options for parents who work atypical hours. New York should **incentivize providers that offer after-hours and weekend childcare** and **investigate ways to directly incentivize companies that provide or fund childcare options** for their employees.

Through the Child Care Task Force, work with stakeholders to build a long-term plan to address issues of need and access to affordable childcare.

In addition, given the potential under New York's Paid Family Leave program, a **marketing campaign that encourages men to take family leave** should be launched.

Addressing Gender Discrimination

Create a new unit under the Joint Task Force on Employee Misclassification and Worker Exploitation to help **prevent gender pay discrimination** and **investigate claims**. Both the Department of Labor and the Division of Human Rights would oversee this new unit.

Discrimination against women remains a critical problem for society and addressing discrimination in a meaningful way will substantially impact the wage gap. "We believe that the laws on the books already can go a long way to closing the wage gap," said Leslie Wright, Advocacy Chair for the Zonta Club of New York. "Enforcement is critical to making this happen."

Create and highly publicize a workplace gender discrimination guide to ensure everyone who lives or does business in New York State is aware of the law and available resources.

¹¹⁵ Blau, Francine D. and Lawrence Kahn. "The Gender Wage Gap: Extent, Trends, and Explanations." *Journal of Economic Literature*, 55 (3): 789-865, 2016.

¹¹⁶ Emeagwali, Camille.

For Businesses

Create a toolkit for businesses that includes a self-assessment guide for gender bias and a gender pay gap. The toolkit would include information on how to:

- Identify and modify workplace culture, including addressing issues like sexual harassment, family care, gendered language and the need for breast-pumping rooms
- Ensure there are women and minority role models in the room and that they are involved and have a voice throughout the hiring process
- Conduct succession planning to ensure gender equity, like promoting staff in groups instead of one by one
- Evaluate skill-based resumes that value volunteerism and other unpaid work, which are shown to help reduce unintentional gender bias
- Encourage men to take time off for parenting and family care, so the burden on mothers is reduced
- Allow employees to customize their career trajectories based on outside needs. In medical professions, for example, “by moving into and out of the areas, such as research, as needed, without sacrificing opportunities for promotion and advancement.”¹¹⁷
- Offer rewards to all employees, not just those willing to work the longest or be on call the most
- Allow for employee flexibility and value off-hours work
- Institute meaningful salary transparency policies

As this report has already highlighted, while businesses are not wholly responsible for the gender wage gap, common, long-standing and often unintentional practices have perpetuated these problems.

Instituting workplace policies that will reduce the gender wage gap will also help businesses attract talent. In order to attract the best and most diverse talent pool, businesses must ensure that they are highlighting perks that appeal to both genders. Often, companies highlight “Ping-Pong tables, retreats and policies that let employees bring their dogs to work,” wrote Katharine Zaleski in the *New York Times*.¹¹⁸ “We have to tell these companies to talk just as proudly about their parental-leave policies, child-care programs and breast-pumping rooms.”

Institute an annual New York State Gender Index Survey that, when voluntarily completed, gives extra points to businesses on Regional Economic Development Council scoring. This survey would be modeled after the one used in Nevada’s non-binding law that asks questions about gender roles at all levels of a company, how it sets diversity goals, the related trainings and policies for employees and more.

Create a corporate citizenship award for companies with strong gender equity policies.

Require all businesses to have a **gender bias and anti-discrimination policy that highlights an internal and external reporting mechanism** for gender bias, discrimination and related retaliation.

Create a **Governor’s Award for Workplace Diversity** to be presented annually to a business in every region.

¹¹⁷ Laraque-Arena, Dannielle. *Testimony to the New York State Wage Gap Study Panel*, 11 Jul 2017, <https://labor.ny.gov/equalpay/testimony/Danielle%20Laraque-Arena,%20Upstate%20Medical%20University.pdf>.

¹¹⁸ Zaleski, Katharine.

For Public Entities

Since Governor Cuomo took office, he has put forth policies that set an example for the rest of the state and nation. It is with that sentiment that New York State government can lead the way in closing the gender wage gap and set an example for other government entities to follow.

All public employers should continue to **explore and implement effective recruitment and advancement strategies that guarantee a broad pool of diverse applicants.**

New York State should **ensure that all executive boards have a reflective representation of women, men and minorities.**

Paid Family Leave has the potential to be a significant contributor to gender equity and, as such, **all public employees in New York State should be covered by Paid Family Leave.**

The topic of structured mentorship was raised as a successful model in conversations across the state and in every industry. **Create the State Government Mentorship Network**, whereby state agency leaders would commit to mentor individuals within their agency as part of a prescribed program of quarterly meetings.

Investigate remedies for family care that will **allow all SUNY and CUNY faculty to take leave or work a flexible schedule** (including part-time) **without stopping the tenure clock.**

Replace the antiquated title “secretary” within the civil service system with “administrative assistant” or “administrative professional.”

As a lack of flexibility is a leading contributor to the gender wage gap, New York State should set an example for the private sector by piloting and instituting a **standardized system for flex time** and a **telecommuting policy for state employees.** The policy should not prevent individuals from telecommuting while caring for family, a contributing factor to the gender wage gap, as long as agreed-to work is being completed.

In addition, create a **mandatory training about unconscious gender bias** for all managers across state agencies.

Finally, New York State must continue this important conversation. **Commit to an annual gender wage gap review** to highlight progress in closing the gap and addressing the proposals raised by this report.

Create and share a template for regional women’s forums, which includes how to structure a conversation and what questions to ask, and **continue to hold discussions across the state** in concert with groups and lawmakers, including men and women. This template will be an important tool for private, public and non-profit employers to continue this important conversation at every possible level.

“What is measured is valued, and what remains unmeasured does not get resources.”

Dr. Heidi MacPherson, President
College at Brockport

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Appendix B: State by State Median Earnings

For The Full-Time, Year-Round Civilian Employed Population 16 Years and Over

State	Total Median Earnings	Male Median Earnings	Female Median Earnings	Female Earnings as a Percentage of Male
Puerto Rico	\$23,198	\$22,866	\$23,478	102.7%
New York	\$51,223	\$53,576	\$47,442	88.6%
California	\$49,930	\$51,621	\$45,575	88.3%
Florida	\$39,493	\$41,582	\$36,147	86.9%
District of Columbia	\$69,926	\$75,693	\$65,060	86.0%
Vermont	\$44,601	\$48,100	\$41,131	85.5%
Colorado	\$48,690	\$51,619	\$43,454	84.2%
Maine	\$43,990	\$48,012	\$40,251	83.8%
Maryland	\$56,363	\$61,530	\$51,315	83.4%
New Hampshire	\$50,226	\$53,703	\$44,621	83.1%
Minnesota	\$50,226	\$53,457	\$44,225	82.7%
Hawaii	\$45,870	\$50,221	\$41,263	82.2%
New Mexico	\$39,777	\$42,298	\$34,720	82.1%
Tennessee	\$40,260	\$43,761	\$35,936	82.1%
Delaware	\$46,776	\$51,044	\$41,776	81.8%
Massachusetts	\$57,798	\$63,210	\$51,717	81.8%
Arizona	\$41,897	\$46,695	\$38,147	81.7%
Georgia	\$42,128	\$47,013	\$38,407	81.7%
Rhode Island	\$50,432	\$53,578	\$43,670	81.5%
North Carolina	\$41,145	\$45,614	\$37,014	81.1%
Nevada	\$40,879	\$45,361	\$36,695	80.9%
New Jersey	\$56,837	\$62,599	\$50,665	80.9%
Alaska	\$52,669	\$60,426	\$48,283	79.9%
Virginia	\$50,917	\$56,540	\$44,964	79.5%
Kentucky	\$41,203	\$45,801	\$36,329	79.3%
Oregon	\$45,972	\$50,792	\$40,278	79.3%
Pennsylvania	\$47,130	\$51,873	\$41,114	79.3%
Texas	\$42,269	\$47,655	\$37,724	79.2%
Illinois	\$49,504	\$53,462	\$42,128	78.8%
Arkansas	\$36,942	\$41,138	\$32,284	78.5%
Connecticut	\$57,435	\$65,028	\$51,042	78.5%

Michigan	\$45,588	\$51,009	\$39,952	78.3%
Wisconsin	\$45,257	\$50,460	\$39,535	78.3%
Missouri	\$41,402	\$46,741	\$36,544	78.2%
South Carolina	\$40,242	\$45,190	\$35,156	77.8%
South Dakota	\$40,824	\$45,581	\$35,475	77.8%
Nebraska	\$42,275	\$47,463	\$36,706	77.3%
Ohio	\$44,333	\$50,287	\$38,816	77.2%
Wyoming	\$46,187	\$51,485	\$39,613	76.9%
Kansas	\$42,114	\$48,585	\$37,095	76.4%
Iowa	\$43,038	\$49,696	\$37,868	76.2%
Idaho	\$40,538	\$45,339	\$34,435	76.0%
Mississippi	\$36,892	\$42,231	\$31,750	75.2%
Washington	\$51,980	\$60,242	\$45,163	75.0%
Alabama	\$40,757	\$47,127	\$35,065	74.4%
North Dakota	\$45,909	\$52,149	\$38,579	74.0%
Oklahoma	\$40,249	\$46,168	\$34,101	73.9%
Indiana	\$42,038	\$49,502	\$36,479	73.7%
Montana	\$40,496	\$46,826	\$34,218	73.1%
West Virginia	\$40,244	\$46,229	\$33,315	72.1%
Utah	\$44,456	\$51,193	\$36,059	70.4%
Louisiana	\$41,319	\$50,230	\$34,838	69.4%

Source: 2016 American Community Survey 1-Year Estimates - Table S2414

*2016 Inflation-Adjusted Dollars

Appendix C: Earnings by Gender in New York State

For Full-Time, Year Round Workers In New York State

Year	Male	Female	Percentage of Female to Male Earnings
2016	\$53,124	\$47,358	89.1%
2011	\$50,388	\$42,113	83.6%
2006	\$45,833	\$36,769	80.2%

Source: 2006, 2011, 2016 American Community Survey 1-Year Estimates, Table B20017.

Appendix D: Earnings By Race

Share of Female Earnings Compared to Male by Race

Full-Time, Year-Round Workers, Aged 16 Years and Over with Earnings in New York State

	New York State		United States	
	Median Earnings	Median Earnings as a Percentage of the White, Non-Hispanic or Latino Male Median	Median Earnings	Median Earnings as a Percentage of the White, Non-Hispanic or Latino Male Median
White (Non-Hispanic or Latino) Males	\$64,727	100.0%	\$56,386	100.00%
All Females	\$47,358	73.2%	\$40,626	72.0%
White (Non-Hispanic or Latino) Females	\$51,778	80.0%	\$43,346	76.9%
Black or African American Females*	\$41,660	64.4%	\$35,382	62.7%
Asian Females*	\$53,104	82.0%	\$50,831	90.1%
Hispanic or Latino Females	\$35,782	55.3%	\$30,482	54.1%

Source: 2016 ACS 1 Year Estimates Tables B20017, 20017A, 20017B, 20017D, 20017H, 20017I.

Note: These estimates include military and civilian workers.

*Includes Hispanic or Latino.

Share of Female Earnings Compared to Male Earnings

Full-Time, Year-Round Workers, Aged 16 Years and Over with Earnings in New York State

	New York State		
	Male Median Earnings	Female Median Earnings	Female Median Earnings as a Percentage of Male
Full-Time, Year-Round Workers, Aged 16 Years and Over with Earnings	\$53,124	\$47,358	89.1%
White (Non-Hispanic or Latino)	\$64,727	\$51,778	80.0%
Black or African American*	\$42,337	\$41,660	98.4%
Asian*	\$51,861	\$53,104	102.4%
Hispanic or Latino	\$36,440	\$35,782	98.2%

	United States		
	Male Median Earnings	Female Median Earnings	Female Median Earnings as a Percentage of Male
Full-Time, Year-Round Workers, Aged 16 Years and Over with Earnings	\$50,586	\$40,626	80.3%
White (Non-Hispanic or Latino)	\$56,386	\$43,346	76.9%
Black or African American*	\$39,431	\$35,382	89.7%
Asian*	\$63,239	\$50,831	80.4%
Hispanic or Latino	\$35,069	\$30,482	86.9%

Source: 2016 ACS 1 Year Estimates Tables B20017, 20017A, 20017B, 20017D, 20017H, 20017I.

*Includes Hispanic or Latino.

Appendix E: Civilian Labor Force Participation Rate in New York State

	2010	2011	2012	2013	2014	2015	2016
Labor Force Participation, 16 years and over	63.3%	63.3%	63.7%	63.4%	63.2%	63.2%	62.9%
Female	58.3%	58.4%	59.1%	58.9%	58.8%	58.7%	58.3%
White (Non-Hispanic or Latino)	58.3%	58.5%	59.1%	59.1%	58.7%	58.8%	58.3%
Black or African American (Non-Hispanic or Latino)	60.7%	60.9%	61.7%	60.1%	61.0%	60.7%	59.4%
Asian (Non-Hispanic or Latino)	56.6%	55.4%	56.5%	57.0%	56.9%	55.8%	55.8%
Other (Non-Hispanic or Latino)	56.6%	55.4%	56.5%	57.0%	56.9%	55.8%	56.4%
Hispanic or Latino	60.8%	57.9%	59.4%	61.1%	62.4%	62.5%	61.1%
Male	68.7%	68.6%	68.7%	68.4%	68.1%	68.1%	67.8%
White (Non-Hispanic or Latino)	68.9%	68.8%	68.9%	68.7%	68.6%	68.1%	67.9%
Black or African American (Non-Hispanic or Latino)	61.3%	62.7%	62.9%	61.3%	61.6%	62.5%	61.3%
Asian (Non-Hispanic or Latino)	72.7%	71.3%	70.4%	71.6%	69.8%	71.1%	69.4%
Other (Non-Hispanic or Latino)	67.9%	66.4%	68.4%	65.2%	67.5%	69.5%	71.7%
Hispanic or Latino	72.2%	71.6%	72.0%	71.7%	70.7%	71.1%	71.1%

Source: 2010 - 2016 ACS 1 Year Public Use Microdata Sample Estimates.

Appendix F: Median Earnings by County

In The Past 12 Months For Full-Time, Year-Round Civilian Employed Population 16 Years And Over

County	Total Median Earnings	Male Median Earnings	Female Median Earnings	Female Earnings as a Percentage of Male Earnings
New York State	\$50,589	\$53,131	\$46,105	86.8%
Albany	\$50,368	\$53,462	\$46,250	86.5%
Allegany	\$39,965	\$43,079	\$32,181	74.7%
Bronx	\$36,912	\$37,040	\$36,796	99.3%
Broome	\$42,075	\$46,400	\$37,097	80.0%
Cattaraugus	\$37,888	\$41,576	\$34,093	82.0%
Cayuga	\$43,739	\$50,241	\$38,207	76.0%
Chautauqua	\$39,141	\$42,607	\$32,371	76.0%
Chemung	\$43,847	\$49,189	\$38,576	78.4%
Chenango	\$38,940	\$42,351	\$34,096	80.5%
Clinton	\$41,978	\$44,871	\$38,477	85.8%
Columbia	\$47,090	\$51,344	\$41,531	80.9%
Cortland	\$40,495	\$45,101	\$35,453	78.6%
Delaware	\$40,080	\$42,950	\$33,904	78.9%
Dutchess	\$54,216	\$61,244	\$48,030	78.4%
Erie	\$46,755	\$51,534	\$41,320	80.2%
Essex	\$40,061	\$43,417	\$35,062	80.8%
Franklin	\$41,045	\$45,645	\$36,898	80.8%
Fulton	\$38,997	\$42,291	\$33,880	80.1%
Genesee	\$41,529	\$45,978	\$36,061	78.4%
Greene	\$42,976	\$49,167	\$38,053	77.4%
Hamilton	\$43,409	\$41,919	\$44,537	106.2%
Herkimer	\$39,147	\$42,897	\$35,311	82.3%
Jefferson	\$39,602	\$44,046	\$33,538	76.1%
Kings	\$46,211	\$47,855	\$44,761	93.5%
Lewis	\$42,177	\$44,633	\$38,387	86.0%
Livingston	\$44,012	\$47,122	\$40,471	85.9%
Madison	\$43,700	\$49,369	\$38,732	78.5%
Monroe	\$46,406	\$51,261	\$41,270	80.5%
Montgomery	\$40,402	\$42,674	\$36,580	85.7%
Nassau	\$64,058	\$72,323	\$55,819	77.2%
New York	\$75,579	\$83,493	\$68,426	82.0%

Niagara	\$44,654	\$50,597	\$38,212	75.5%
Oneida	\$41,246	\$45,275	\$36,803	81.3%
Onondaga	\$47,729	\$52,029	\$42,373	81.4%
Ontario	\$46,061	\$51,139	\$39,769	77.8%
Orange	\$52,431	\$60,445	\$46,099	76.3%
Orleans	\$41,205	\$45,400	\$36,321	80.0%
Oswego	\$41,792	\$46,929	\$36,805	78.4%
Otsego	\$39,032	\$42,612	\$35,171	82.5%
Putnam	\$63,829	\$71,912	\$54,557	75.9%
Queens	\$44,794	\$45,548	\$43,547	95.6%
Rensselaer	\$49,949	\$52,139	\$45,830	87.9%
Richmond	\$58,030	\$63,642	\$51,409	80.8%
Rockland	\$59,203	\$62,914	\$53,651	85.3%
St. Lawrence	\$41,487	\$46,427	\$36,404	78.4%
Saratoga	\$55,023	\$63,470	\$47,906	75.5%
Schenectady	\$45,936	\$50,155	\$41,920	83.6%
Schoharie	\$41,564	\$45,858	\$38,671	84.3%
Schuyler	\$41,339	\$45,947	\$35,984	78.3%
Seneca	\$41,934	\$47,958	\$36,263	75.6%
Steuben	\$42,219	\$47,146	\$36,700	77.8%
Suffolk	\$58,022	\$65,326	\$51,014	78.1%
Sullivan	\$42,174	\$46,793	\$37,583	80.3%
Tioga	\$45,516	\$50,067	\$41,434	82.8%
Tompkins	\$46,908	\$52,119	\$42,382	81.3%
Ulster	\$47,502	\$51,875	\$42,209	81.4%
Warren	\$44,265	\$49,952	\$39,610	79.3%
Washington	\$40,636	\$45,299	\$34,983	77.2%
Wayne	\$41,708	\$48,011	\$35,692	74.3%
Westchester	\$65,381	\$73,884	\$57,853	78.3%
Wyoming	\$40,447	\$43,043	\$35,277	82.0%
Yates	\$38,915	\$42,189	\$32,045	76.0%

Prepared by New York State Department of Labor, Division of Research and Statistics.

Source: 2016 American Community Survey 5-Year Estimates - Table S2414

*2016 Inflation-Adjusted Dollars

Appendix G: Industry Earnings by Gender

For The Full-Time, Year-Round Civilian Employed Population 16 Years and Over in New York State

Industry	Total Median Earnings	Male Median Earnings	Female Median Earnings	Female Earnings as a Percentage of Male Earnings
Full-time, year-round civilian employed population 16 years and over with earnings	\$51,223	\$53,576	\$47,442	88.6%
Agriculture, forestry, fishing and hunting, and mining	\$30,977	\$31,382	\$27,001	86.0%
Agriculture, forestry, fishing and hunting	\$27,827	\$30,093	\$26,202	87.1%
Mining, quarrying, and oil and gas extraction	\$54,677	\$56,741	\$47,064	82.9%
Construction	\$47,767	\$47,194	\$51,617	109.4%
Manufacturing	\$50,910	\$51,846	\$45,807	88.4%
Wholesale trade	\$52,262	\$56,272	\$49,444	87.9%
Retail trade	\$37,030	\$40,153	\$34,930	87.0%
Transportation and warehousing, and utilities	\$50,889	\$51,275	\$47,273	92.2%
Transportation and warehousing	\$47,741	\$48,684	\$45,047	92.5%
Utilities	\$81,185	\$83,698	\$64,233	76.7%
Information	\$72,194	\$80,667	\$62,860	77.9%
Finance and insurance, and real estate and rental and leasing	\$71,094	\$85,411	\$58,560	68.6%
Finance and insurance	\$82,011	\$107,847	\$61,563	57.1%
Real estate and rental and leasing	\$50,334	\$50,631	\$48,497	95.8%
Professional, scientific, and management, and administrative and waste management services	\$65,423	\$71,418	\$58,575	82.0%
Professional, scientific, and technical services	\$77,471	\$87,076	\$66,326	76.2%
Management of companies and enterprises	\$81,013	\$85,629	\$80,477	94.0%
Administrative and support and waste management services	\$38,731	\$41,703	\$35,329	84.7%
Educational services, and health care and social assistance	\$50,932	\$60,479	\$47,337	78.3%
Educational services	\$60,810	\$65,040	\$58,707	90.3%
Health care and social assistance	\$45,380	\$55,358	\$41,752	75.4%
Arts, entertainment, and recreation, and accommodation and food services	\$31,491	\$31,496	\$31,480	99.9%
Arts, entertainment, and recreation	\$46,713	\$49,072	\$44,111	89.9%
Accommodation and food services	\$28,611	\$29,640	\$26,930	90.9%
Other services, except public administration	\$36,403	\$40,561	\$32,336	79.7%
Public administration	\$65,442	\$72,247	\$57,443	79.5%

Source: 2016 American Community Survey 1-Year Estimates - Table S2414

Appendix H: Occupation Earnings by Gender

For the Full-Time, Year-Round Civilian Employed Population 16 Years and Over in New York State

Occupation	Total Median Earnings	Male Median Earnings	Female Median Earnings	Female Earnings as a Percentage of Male Earnings
Full-time, year-round civilian employed population 16 years and over with earnings	\$51,223	\$53,576	\$47,442	88.6%
Management, business, science, and arts occupations	\$71,800	\$81,427	\$65,161	80.0%
<u>Management, business, and financial occupations</u>	\$78,261	\$87,463	\$70,430	80.5%
Management occupations	\$81,264	\$90,378	\$72,924	80.7%
Business and financial operations occupations	\$72,132	\$83,399	\$64,149	76.9%
<u>Computer, engineering, and science occupations</u>	\$77,743	\$81,445	\$68,040	83.5%
Computer and mathematical occupations	\$80,591	\$83,340	\$71,488	85.8%
Architecture and engineering occupations	\$80,260	\$81,291	\$66,025	81.2%
Life, physical, and social science occupations	\$66,535	\$69,004	\$65,191	94.5%
<u>Education, legal, community service, arts, and media occupations</u>	\$62,132	\$71,440	\$59,271	83.0%
Community and social services occupations	\$48,211	\$46,658	\$49,195	105.4%
Legal occupations	\$101,609	\$142,029	\$82,215	57.9%
Education, training, and library occupations	\$61,966	\$70,694	\$59,924	84.8%
Arts, design, entertainment, sports, and media occupations	\$62,211	\$63,609	\$61,775	97.1%
<u>Healthcare practitioner and technical occupations</u>	\$70,627	\$81,705	\$67,356	82.4%
Health diagnosing and treating practitioners and other technical occupations	\$80,758	\$100,819	\$76,065	75.4%
Health technologists and technicians	\$46,482	\$51,273	\$44,976	87.7%
Service occupations	\$31,576	\$36,850	\$27,495	74.6%
<u>Healthcare support occupations</u>	\$30,739	\$34,211	\$30,246	88.4%
<u>Protective service occupations</u>	\$62,332	\$65,425	\$51,439	78.6%
Firefighting and prevention, and other protective service workers including supervisors	\$46,510	\$49,516	\$35,760	72.2%
Law enforcement workers including supervisors	\$75,730	\$78,805	\$63,942	81.1%

Food preparation and serving related occupations	\$25,526	\$26,293	\$22,984	87.4%
Building and grounds cleaning and maintenance occupations	\$32,441	\$36,252	\$28,265	78.0%
Personal care and service occupations	\$27,367	\$33,448	\$24,946	74.6%
Sales and office occupations	\$42,315	\$50,176	\$40,318	80.4%
Sales and related occupations	\$49,044	\$54,617	\$39,641	72.6%
Office and administrative support occupations	\$41,047	\$43,213	\$40,434	93.6%
Natural resources, construction, and maintenance occupations	\$46,603	\$46,708	\$41,781	89.5%
Farming, fishing, and forestry occupations	\$26,458	\$26,908	\$23,401	87.0%
Construction and extraction occupations	\$45,596	\$45,610	\$44,829	98.3%
Installation, maintenance, and repair occupations	\$50,598	\$50,561	\$51,629	102.1%
Production, transportation, and material moving occupations	\$37,521	\$40,404	\$30,031	74.3%
Production occupations	\$39,179	\$42,138	\$29,438	69.9%
Transportation occupations	\$40,043	\$40,292	\$33,665	83.6%
Material moving occupations	\$32,063	\$33,840	\$25,834	76.3%

Source: 2016 American Community Survey 1-Year Estimates Table S2412

Appendix I: Earnings by Gender and Region of Residency

New York State, Full-Time, Year-Round Workers

Region	Male		Female		Percentage of Female to Male Median Earnings
	Employed	Median Earnings	Employed	Median Earnings	
New York State	3,727,903	\$53,228.07	2,996,108	\$48,048.89	90.3%
Capital Region	206,794	\$50,373.93	172,171	\$44,963.73	89.3%
Central New York	142,418	\$50,187.86	117,765	\$40,220.67	80.1%
Finger Lakes	220,538	\$50,363.99	182,091	\$40,221.47	79.9%
Hudson Valley	430,441	\$64,601.05	332,130	\$51,971.23	80.4%
Long Island	601,982	\$68,000.81	431,173	\$54,840.73	80.6%
Mohawk Valley	84,812	\$45,965.08	68,898	\$39,507.10	86.0%
New York City	1,622,887	\$50,321.77	1,350,039	\$50,298.91	100.0%
North Country	68,093	\$45,961.60	52,237	\$36,090.04	78.5%
Southern Tier	106,924	\$46,335.13	84,530	\$40,031.60	86.4%
Western New York	243,014	\$50,367.00	205,074	\$40,240.81	79.9%

Source: American Community Survey 2016 One-Year Public Use Microdata Sample estimates

Note: Data include workers with a job but not at work.

Appendix J: Median Earnings by Gender and Place of Work

Full-Time, Year-Round Workers* in New York State

Region	Male		Female		Percentage of Female to Male Median Earnings
	Employed	Median Earnings	Employed	Median Earnings	
New York State	3,903,208	\$55,388.79	3,070,117	\$49,314.89	89.0%
Capital Region	210,675	\$50,370.13	171,193	\$43,213.88	85.8%
Central New York	139,539	\$50,072.31	113,490	\$40,274.83	80.4%
Finger Lakes	218,607	\$50,363.92	177,385	\$40,241.20	79.9%
Hudson Valley	349,711	\$55,231.56	290,212	\$48,255.31	87.4%
Long Island	481,795	\$59,916.48	373,667	\$50,233.83	83.8%
Mohawk Valley	76,493	\$45,304.62	66,007	\$38,902.34	85.9%
New York City	2,013,196	\$60,161.44	1,539,188	\$53,315.84	88.6%
North Country	66,239	\$47,473.91	50,299	\$35,856.64	75.5%
Southern Tier	106,722	\$46,331.39	86,774	\$39,840.07	86.0%
Western New York	240,231	\$50,638.28	201,902	\$40,223.63	79.4%

Source: American Community Survey 2016 One-Year Public Use Microdata Sample estimates.

Note: Data exclude workers with a job but not at work.

* Includes out-of-state residents working in New York State.

Appendix K: Panel Members

Lieutenant Governor Hochul and Commissioner Reardon would like to thank the following hearing panel members:

Rossana Rosado
Secretary of State

RoAnn Destito
Commissioner, Office of General Services

Rose Harvey
Commissioner, Office of Parks, Recreation and Historic Preservation

Clarissa Rodriguez
Chair, Workers' Compensation Board

Mary Beth Woods
Executive Director, Workers' Compensation Board

Lola Brabham
Acting Commissioner, Department of Civil Service

Kelli Owens
Director of Women's Affairs, Executive Chamber

Melissa Quesada
Director of Latino Affairs, Executive Chamber

Linda Sun
Director of Asian American Affairs, Executive Chamber

Julissa Gutierrez
Deputy Director of Constituency Affairs, Executive Chamber

Karen Coleman
Deputy Commissioner for Workforce Development, Department of Labor

Nathaalie Carey
Deputy Commissioner for Administration and Chief Financial Officer, Department of Labor

Francina Kitchen-Hill
Special Assistant, Department of Labor



**Department
of Labor**