

Brighton & Hove City Council Ethnicity Pay Gap Report 2025-26

1. Introduction

1.1. The council is publishing the workforce ethnicity pay gap on a voluntary basis. The report follows the government's ethnicity pay reporting guidance for employers (Appendix A), and the Office of National Statistics (ONS) guidelines for ethnic origin groupings. The government guidance does not recommend looking at the top two measures in isolation, as such the wider Ethnic group reporting measure are also reported. Therefore, this report includes:

- the mean (average) and median ethnicity pay gaps for White and Black and Minority Ethnic (BME) employees*
- the proportions of BME and White employees* in each pay quartile
- the mean (average) and median ethnicity pay gap using hourly pay for Ethnic Groups
- percentage of each Ethnic group in each hourly pay quartile
- percentages of employees in different ethnic groups
- percentage of employees who did not disclose their ethnicity – they either answered 'prefer not to say' or gave no answer when you attempted to collect their ethnicity.
- the percentage of each ethnic group receiving bonus pay
- the mean (average) pay gap for bonus pay
- median ethnicity pay gap for bonus pay
- the proportions of Black and Minority Ethnic (BME) and White employees who received a bonus

*Please see Appendix B for ethnic origin groupings. In line with the ONS ethnicity pay gap reporting, the White binary category includes White British/English/Welsh/Scottish/Northern Irish/White Irish/White-Gypsy/Irish Traveller and Any Other White background groups.

1.2. The reporting data includes council employees who have provided their equalities data and were employed on 31 March 2025. Apprentices, seasonal, temporary or casual employees are included if they fall within the reference period created by the snapshot date. Mirroring the gender pay reporting regulations, the data excludes schools-based staff.

1.3. The council's workforce equalities data is provided confidentially and voluntarily by individuals working for the council. The council encourages its workforce to share their equalities data to understand the workforce profile and plan actions to address inequalities. Not all employees choose to share their details. This report is based on 86.3% of the workforce on the snapshot date who have disclosed their ethnicity data, unless detailed otherwise. The remaining 13.7% either preferred not to say, selected 'not known' or did not provide details, these employees are represented in sections 3.5.2, 4.6, and 4.8 of this report.

1.4. The council publishes this information on its website.

1.5. This report relates to the snapshot date of March 31st 2025.

2. Ethnicity Pay and Equal pay

- 2.1 Pay gap reporting is different to equal pay. Pay gaps measure the difference in average hourly pay between different groups. Unlike equal pay audits, which look at the difference in pay between people with different characteristics doing the same job, pay gap reporting looks at the wider picture across the workforce.
- 2.2 The ethnicity pay gap measures the difference between White and BME employee average ordinary earnings (excluding overtime) across the workforce. It is expressed as a percentage of White employee earnings, with both the mean (average) and median hourly rates are reported. This report also details the ethnicity pay gap as a measure of the difference between Ethnic group employee average ordinary earnings (excluding overtime) across the workforce, this will be expressed as a percentage difference between each Ethnic group employee earnings.
- 2.3 The Equality Act 2010 makes it unlawful to discriminate (both directly and indirectly) against employees (and people seeking work) because of their race or ethnicity. An employer can be equal pay compliant and still have an ethnicity pay gap. The cause of an ethnicity pay gap may not fall within the direct control of the employer and is likely to be due to other factors that impose a disadvantage on people from ethnic minorities without being explicitly discriminatory.
- 2.4 The council supports the fair treatment and reward of all staff irrespective of race or other characteristics. This report sets out the council's ethnicity pay gap including analysis by ethnic origins and links to the council's Fair & Inclusive Action Plan which includes a comprehensive range of outputs to support the recruitment, retention and progression of BME staff.

3. Ethnicity Pay Gap Reporting

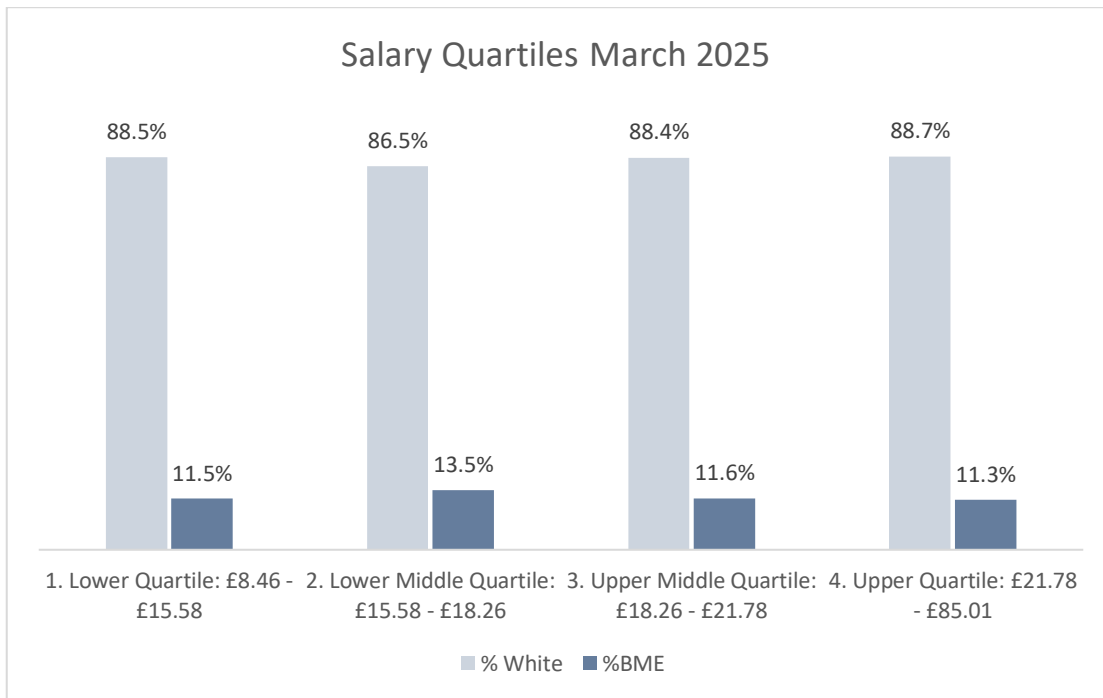
- 3.1 Mean and Median Pay Gap Reporting: Brighton & Hove City Council has no median ethnicity pay gap, and a positive pay gap for the mean gross hourly earnings.
- 3.2 The **Median** (middle) ethnicity pay gap in hourly pay is **0%**. This is a decrease of 2.7% on the previous year.
- 3.3 The **Mean** (average) ethnicity pay gap in hourly pay is **3.1%**. This is a 1.8% decrease on the previous year.
- 3.4 **Mean & Median pay gaps between ethnic binary categories.** The tubular table below shows the mean and median pay gaps between five ethnic categories.

Ethnic group	Mixed, Multiple ethnic groups	Asian, Asian British	Black, Caribbean, African, Black British	Other ethnic group
White	Gap between white and Mixed, Multiple ethnic groups. Mean 0.2% Median -2.5%	Gap between white and Asian, Asian British. Mean 4.9% Median 2.6%	Gap between white and Black, Caribbean, African, Black British 2.9% Median 0.2%	Gap between white and Other ethnic group Mean 7.5% Median 5.3%
Mixed, Multiple ethnic groups		Gap between Mixed, Multiple ethnic groups and Asian ethnic groups. Mean 4.7% Median 5%	Gap between Mixed, Multiple ethnic groups and Black, Caribbean, African, Black British. Mean 2.7% Median 2.6%	Gap between Mixed, Multiple ethnic and other ethnic groups. Mean 7.3 % Median 7.6%
Asian, Asian British			Gap between Asian, Asian British and Black, Caribbean, African, Black British. Mean -2.1% Median -2.5%	Gap between Asian, Asian British and other ethnic groups. Mean 2.7% Median 2.8%
Black, Caribbean, African, Black British				Gap between Black, Caribbean, African, Black British and other ethnic groups. Mean 4.7% Median 5.2%

3.5 **Salary quartile reporting** is calculated by sorting employees by their hourly rate earnings from the lowest to the highest, then splitting them into four equal quartiles to show the proportions of White and BME employees in each group. Definitions of the salary quartile information are shown in Appendix C.

Quartile & Hourly rate range table White & BME	% White in Quartile	% BME in Quartile
1. Lower Quartile: £8.46 - £15.58	88.5%	11.5%
2. Lower Middle Quartile: £15.58 - £18.26	86.5%	13.5%
3. Upper Middle Quartile: £18.26 - £21.78	88.4%	11.6%
4. Upper Quartile: £21.78 - £85.01	88.7%	11.3%

Quartile & Hourly rate range Graph White & BME

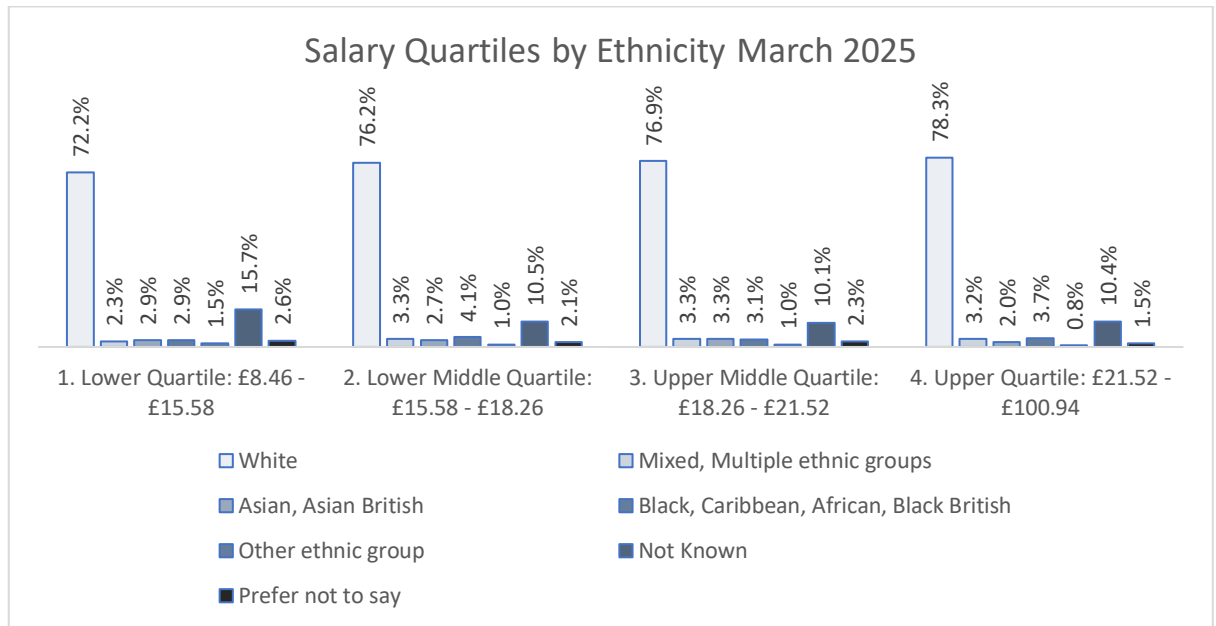


The quartile data table and graph show that in the lower quartile (hourly earning range £8.46 to £15.58), 88.5% are white, and 11.5% BME. In the lower middle quartile (hourly range £15.58 to £18.26), 86.5% are white, 13.5% BME. In the upper middle quartile (hourly earning range £18.26 to £21.78) 88.4% are white, 11.6% are BME. In the upper quartile 88.7% are white, 11.3% are BME.

3.6 **Salary quartile reporting by ethnic binary categories** is measured by sorting employees by their hourly rate earnings from the lowest to the highest, then splitting them into four equal quartiles to show the proportions of the ethnic categories (five), as well as two groups of employees who have reported they Prefer not to say, or do not know their ethnic origin. In total seven categories included in the quartile measure. The below table and graph set out this detail.

Percentage in Quartile by Ethnic Group	White	Mixed, Multiple ethnic groups	Asian, Asian British	Black, Caribbean, African, Black British	Other ethnic group	Not known	Prefer not to say
	1. Lower Quartile: £8.46- £15.58	72.2%	2.3%	2.9%	2.9%	1.5%	15.7%
2. Lower Middle Quartile: £15.58- £18.26	76.2%	3.3%	2.7%	4.1%	1.0%	10.5%	2.1%
3. Upper Middle Quartile: £18.26- £21.52	76.9%	3.3%	3.3%	3.1%	1.0%	10.1%	2.3%
4. Upper Quartile: £21.52- £100.94	78.3%	3.2%	2.0%	3.7%	0.8%	10.4%	1.5%

Quartile & Hourly rate range Graph by Ethnic Group



White employees are more represented in the Upper Middle and Upper quartiles with 76.9% and 78.3% of employees respectively being white, compared to 72.2% in the Lower quartile. This is a key reason behind the ethnicity pay gap, as it shows a greater proportion of white employees in higher paid roles. These figures are similar to those from the previous reporting period.

- 3.7 Bonus pay reporting. The council does not pay bonuses, as such no figures are reportable.

4. Supporting Narrative & further analysis

- 4.1 The council's overall workforce ethnicity profile based on this reporting data is 3661 White and 495 BME.
- 4.2 4156 employees whose ethnicity is known are included in the reporting data, in addition to 559 employees whose ethnicity is not known. These employees held 4957 job roles in the pay period comprising of 4605 contracted roles and 352 casual roles. As per applied reporting methodology employees on less than full pay have been excluded.
- 4.3 **Pay & Grading** – The council's annual pay policy statement provides details of the council's pay and grading arrangements and can be found here on the link at Appendix C.
- 4.4 The mean hourly earnings for White employees were £20.12. The mean hourly earnings for BME employees were £19.49, this results in the reported 3.1% difference. The median hourly earnings for White employees were £18.26. The median hourly earnings for BME employees were £18.26, this results in the reported 0% difference.

4.5 **White British** - headline ethnicity pay gap figures comparing mean and median earnings for White British with White Irish, White Gypsy/Traveller & BME Binary categories.

Reporting the White ethnic categories individually highlights that on average for both the mean and median measure, White Irish employees earn more than White British, White Other and BME employees.

The median pay gap for BME employees is 0.4% when comparing earnings to White British employees, this is 0.4% higher than reporting represented for the White binary category at 3.3, for which there was no pay gap.

The below table sets out the mean and median pay gaps for the same groupings.

Ethnicity	Mean (Average) Hourly Rate £	Pay Gap	Median Hourly Rate £	Pay Gap	Headcount (Contracts)
White British	20.24		18.33		3282
White Irish	20.51	-1.4%	19.66	-7.3%	91
White Other, White Gypsy/Traveller	19.00	6.1%	17.94	2.1%	389
BME	19.49	3.7%	18.26	0.4%	512
Not Known	19.26	4.9%	17.29	5.6%	578
Prefer not to say	19.36	4.3%	16.96	7.4%	105

4.6 **White British Pay Gap - (18 categories)** mean and median hourly earnings and percentage difference with White British employees. Reporting the pay gaps for all ethnic origin categories provides greater detail, however, it is important to note that the group headcounts are small in size for some ethnic groups which results in volatility of some figures. Due to small sample sizes, figures for White and Black African, Black Other, and White - Gypsy / Irish Traveller, Pakistani and Arab ethnic groups should be treated with caution.

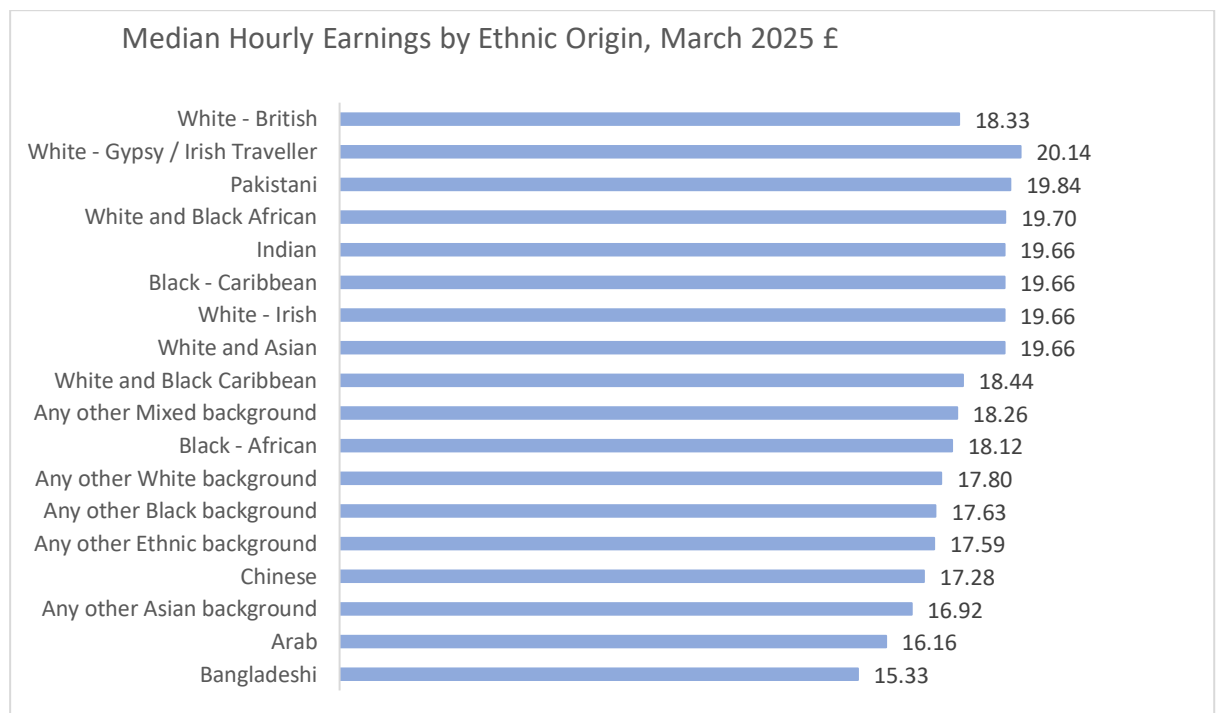
- The data details that on median earnings, employees with the following ethnic origins earn more than White British employees; White - Gypsy / Irish Traveller; Indian, Black – Caribbean; Pakistani; White – Irish; White and Black African; White and Black Caribbean; White and Asian.

	Mean Hourly Rate £	2025 Pay Gap	Median Hourly Rate £	2025 Pay Gap	Headcount	Headcount as % of Data
White - British	20.24	0.0%	18.33	0.0%	3282	66.2%
White - Gypsy / Irish Traveller	20.13	0.5%	20.14	-9.9%	4	0.1%
Indian	21.78	-7.6%	19.66	-7.3%	53	1.1%
Black - Caribbean	22.38	-10.6%	19.66	-7.3%	29	0.6%
Pakistani	19.88	1.8%	19.84	-8.3%	12	0.2%
White - Irish	20.51	-1.4%	19.66	-7.3%	91	1.8%
White and Black African	19.41	4.1%	19.70	-7.5%	14	0.3%
White and Black Caribbean	18.85	6.8%	18.44	-0.6%	30	0.6%
White and Asian	22.66	-12.0%	19.66	-7.3%	44	0.9%
Any other Asian background	17.17	15.2%	16.92	7.7%	30	0.6%

Any other White background	18.99	6.2%	17.80	2.9%	385	7.8%
Any other Mixed background	19.00	6.1%	18.26	0.4%	63	1.3%
Black - African	19.02	6.0%	18.12	1.1%	126	2.5%
Chinese	17.20	15.0%	17.28	5.7%	25	0.5%
Any other Black background	18.48	8.7%	17.63	3.8%	17	0.3%
Any other Ethnic background	18.97	6.3%	17.59	4.0%	42	0.8%
Bangladeshi	16.49	18.5%	15.33	16.3%	16	0.3%
Arab	17.29	14.6%	16.16	11.8%	11	0.2%

- In contrast employees with the following ethnic origins earn less than White British: White and Black Caribbean; Any other Mixed background; Black – African; Any other White background; Any other Black background; Any other Ethnic background; Chinese; Any other Asian background; Arab; Bangladeshi

The below graph shows the median hourly earnings by Ethnic origin compared to White British sorted highest to lowest hourly rate.



4.7 Wider Ethnic binary category - Five ethnic categories.

- The **mean** White employee hourly rate is £20.12 resulting in a 0.2% pay gap for Mixed, Multiple ethnic group employees, a 4.9% gap for Asian, Asian British employees, 2.9% gap for Black, Caribbean, African, Black British employees, and a 7.5% pay gap for Other ethnic group employees.
- The **median** White hourly rate is £18.26, resulting in an -2.5% pay gap for Mixed, Multiple ethnic group employees, 2.6% gap for Asian, Asian British employees, and 0.2% gap for Black, Caribbean, African, Black British ; 5.3% gap for Other ethnic group employees.

Ethnicity	Mean Hourly Rate £	2025 Pay Gap	Median Hourly Rate £	2025 Pay Gap	Headcount (Contracts)
White	20.12		18.26		3762
Mixed, Multiple ethnic groups	20.08	0.2%	18.72	-2.5%	151
Asian, Asian British	19.13	4.9%	17.79	2.6%	136
Black, Caribbean, African, Black British	19.54	2.9%	18.23	0.2%	172
Other ethnic group	18.62	7.5%	17.29	5.3%	53
Not Known	19.26	4.3%	19.26	5.3%	578
Prefer not to say	16.96	3.7%	16.96	7.1%	105

4.8 Salary Quartiles for White & BME measures are shown at section 3.5.1.

The % of BME employees in each quartile is lower than the % of White employees. This reflects the workforce ethnicity profile of 11.9%. The highest % representation of BME employees is at the lower middle quartile (13.5%). There are 11.5% BME workers in the Lower quartile and 11.6% in the upper middle quartile. The upper quartile shows the lowest proportion of BME employees (11.3%).

Analysing the pay gaps within the reported pay quartiles highlights the variance of gaps across the quartiles.

	Mean / Median Hourly rate	White £	BME £	% Pay Gap by quartile	Quartile Hourly rate £
1. Lower Quartile: £8.46 - £15.58	Mean	14.08	14.17	-0.6%	14.03
	Median	14.13	14.34	-1.5%	14.13
2. Lower Middle Quartile: £15.58 - £18.26	Mean	16.76	16.88	-0.7%	16.68
	Median	16.93	16.93	0.0%	16.93
3. Upper Middle Quartile: £18.26 - £21.78	Mean	20.07	20.05	0.1%	19.95
	Median	19.66	19.66	0.0%	19.66
4. Upper Middle Quartile: £21.78 - £85.01	Mean	29.45	27.44	6.8%	29.09
	Median	25.79	24.22	6.1%	25.79

- The median ethnicity pay gap is highest for the upper quartile at 6.1%. The upper middle quartile has a median pay gap of 0%; the lower middle -0.1%, and the lower quartile has a negative pay gap of -1.0%
- The mean ethnicity pay gap is -0.9% for the lower quartile, -0.6% for the lower middle quartile and 0.2% for the upper middle. The upper quartile had the highest pay gap at 6.2%.

4.9 **Salary Sacrifice Schemes** are where an employee gives up the right to receive part of their salary due under their contract of employment, in return for the employer's agreement to provide an equivalent non-cash benefit, the value of which is exempt from tax and national insurance contributions (NICs). For the purposes of pay gap reporting these values must be deducted from relevant employees pay thus reducing the overall reportable pay to include for average earnings. Schemes include:

- Cycle to Work - to help employees save on bikes purchased to commute to work
- Childcare vouchers - to help employees save on childcare costs.
- Additional Voluntary Contribution (AVC) Pension –enables Local Government Pension Scheme (LGPS) members to increase their retirement benefits by saving money alongside their pension pot.

The number of employees in a salary sacrifice scheme within this data report total 557. 8.3% are BME employees (headcount of 46) with an average monthly deduction of £188, and 81.1% are White employees (headcount 452) with an average monthly deduction of £369. The remainder are employees of unknown ethnicity.

5. How figures compare nationally

5.1 The Office of National Statistics last published the UK ethnicity pay gap figures for White (£12.40) & BME (£12.11) employees in 2019, with a gap of 2.3% reported. As this figure is 5 years old, we would caution this figure being used as a comparator. The council's reported median pay gap is 2.3% lower at 0.0%. The ONS no longer publish a White/BME pay gap, choosing to focus on the 5 binary categories. The latest ONS figures published in 2022 are estimates*, these are set out below, with the variance to the council's comparable pay gap figures detailed.

The table below shows the ONS & council's 5 category median pay gap % figures.

Binary Category	Median Pay gap % White Employees and BME binary categories		
	ONS UK 2022	Brighton & Hove & City Council 2025	Variance BHCC to ONS
White	N/A Reference level		
Asian or Asian British	-3.3	2.6	5.9
Black, African, Caribbean or Black British	5.7	0.2	-5.5
Mixed or Multiple ethnic groups	-7.2	-2.5	4.7
Other ethnic group	-4.5	5.3	9.8

The comparison of figures show a mixed picture, with some groups earning relatively more and others relatively less at the council compared with national trends.

For Asian or Asian British employees, the council reports a positive median pay gap of 2.6%, compared with a negative -3.3% nationally, creating a 5.9 point

higher gap at BHCC. For Black, African, Caribbean or Black British employees, BHCC's gap is 0.2%, which is 5.5 points lower than the national figure of 5.7%, indicating a smaller gap at the council than at the UK level. For Mixed or Multiple ethnic groups, the council's median gap of -2.5% is 4.7 points higher than the national figure of -7.2%, showing a smaller negative gap locally. For Other ethnic groups, the council shows a positive gap of 5.3%, compared with a -4.5% national figure, resulting in the largest variance at 9.8 points.

5.2 Reasons for the Variances Between ONS and BHCC Ethnicity Pay Gaps

Understanding the differences between our ethnicity pay gap figures and those reported nationally is an important part of how we learn and improve as an organisation. These variances don't sit in isolation; they reflect the shape of our workforce, the roles people hold and the changing context of our city. Progress is complex, and as a council we will continue to carefully assess our data and listen to our colleagues.

Several factors help explain why our figures differ from the ONS picture:

- **The size and makeup of our workforce matters.** Unlike national datasets, our numbers are much smaller, and some ethnic groups are represented by very few colleagues. This means that even small changes in recruitment or progression can shift our pay gap figures more markedly than the national trend.
- **Where colleagues are working across the organisation shapes outcomes.** The distribution of different ethnic groups across grades and professions plays a significant role. In some areas, colleagues from particular ethnic groups are well represented in specialist or senior roles, narrowing the gap. In other areas, historical patterns of progression may still be influencing the data.
- **Our city's diversity looks different to the national picture.** Brighton & Hove has its own demographic profile and recruitment pipelines, which influence who applies for roles and where skills are most needed. These local factors naturally create differences when compared with UK wide averages.
- **Progression, development and retention all contribute.** Where colleagues have had clear pathways to grow and develop, we see this reflected in smaller gaps. Where barriers have existed whether visible or hidden they can appear in the data too. This is why understanding lived experience alongside the numbers is so vital.
- **Our inclusion work is shifting the dial though not always evenly.** Through our Fair and Inclusive Action Plan, we are investing in meaningful change. In some areas we are already seeing positive movement. In others, the data shows us where further focus is needed. This is the nature of long-term work towards a fairer and more inclusive culture.
- **These figures come from different moments in time.** The ONS data is from 2022, while our figures reflect March 2025. Over that period, our workforce has changed through recruitment, turnover and service transformation, all of which naturally influence our pay gap picture.

Together, these factors help the council understand not just why the differences exist, but where we need to take thoughtful, sustained action. As always, the council recognises that data is only one part of the story. It must be held

alongside listening, dialogue and our unwavering commitment to creating a workplace where every colleague can thrive.

- 5.3 Across organisations with comparable ethnicity pay gap reporting, a consistent pattern emerges: many BME colleagues remain concentrated in lower graded roles, with limited representation at senior levels. This reflects longstanding structural inequalities and highlights why focused, sustained action on progression and inclusion remains essential.

6. Summary & Actions

- 6.1 The council is confident that its ethnicity pay gap does not stem from an equal pay issue. In 2010 the council introduced a new pay and grading system to ensure all roles are graded using a recognised job evaluation system to make sure individuals receive equal pay for equal work. In 2013 a new system of allowances and expenses was implemented to ensure consistency across the workforce.
- 6.2 Our ethnicity pay gap shows no difference in median earnings between White and BME colleagues, and a 3.1% mean gap. This reflects the fact that we currently have higher proportions of White colleagues in our more senior and higher paid roles. However, we have seen representation of Black and Racially Minoritised staff in senior roles increase in the last year, which is why our ethnicity pay gap has reduced. In reporting the pay gap for the Binary groups the figures are more mixed, as detailed in the report, with these measures providing a clearer picture. The council's focus on representation, progression and inclusion remains central to our work.
- 6.3 The council is committed to building a workforce that truly reflects the diversity of our city and ethnicity forms part of our wider inclusion agenda. Creating a fair and inclusive place to work is one of the five commitments of 'Our People Promise' made to employees. The work programme to deliver this promise, our co-created 'Fair and Inclusive Action Plan' sets out a comprehensive range of actions designed to strengthen the recruitment, retention and progression of BME staff, ensuring that opportunity is visible, accessible and real.
- . See Appendix E for a link to the Council's Fair & Inclusive Action Plan.

Appendix A

Link to Governments Ethnicity pay reporting guidance for employers:

<https://www.gov.uk/government/publications/ethnicity-pay-reporting-guidance-for-employers>

Appendix B

Ethnic Origin Groupings for reporting purposes. In line with the Office of National Statistics (ONS) ethnicity pay gap reporting.

Ethnicity Binary Category	Ethnicity Group	Ethnic Origin
BME	Asian, Asian British	Any other Asian background Bangladeshi Chinese Indian Pakistani
	Black, Caribbean, African, Black British	Any other Black background Black African Black Caribbean
	Mixed, Multiple ethnic groups	Any other Mixed or Multiple background White and Asian White and Black African White and Black Caribbean
	Other ethnic group	Any other ethnic group Arab
White	White	Any other White background White Irish White British White Gypsy / Irish Traveller

Appendix C

Hourly Pay Definition for the purposes of calculating the mean and median hourly rates.

Pay will include:

- basic pay
- paid leave, including annual leave, sick leave, maternity, paternity, adoption or parental leave (except where an employee is paid less than usual because of being on any such leave)
- area and other allowances
- shift premium pay
- pay for piecework
- bonus pay

It will not include:

- overtime pay
- allowances earned during paid overtime hours
- redundancy pay
- pay related to termination of employment
- pay in lieu of annual leave
- any repayments of authorised expenses
- benefits in kind
- interest-free loans

Where ordinary pay is used to contribute to a salary sacrifice the employee's gross pay after any reduction for a salary sacrifice scheme must be used for the earnings calculation.

Full-pay Relevant Employee Definition

“Full-pay relevant employee” means a relevant employee who is not, during the relevant pay period, being paid at a reduced rate or nil as a result of the employee being on leave. Employees who receive no pay at all during the relevant pay period, whether or not this is as a result of being on leave are excluded from the ethnicity pay gap calculations. “Leave” includes—

- (a) annual leave
- (b) maternity, paternity, adoption, parental or shared parental leave
- (c) sick leave and
- (d) special leave

Pay Quartiles.

This calculation requires an employer to show the proportions of White and BME “full-pay relevant employees” in four quartile pay bands. This is done by dividing the workforce (so far as possible) into four equal sections to determine the lower, lower middle, upper middle and upper quartile pay bands. Where employees receiving the same hourly rate of pay fall within more than one quartile pay band, a relative proportion of BME and White employees receiving that rate of pay was assigned to each of those pay quartiles.

Appendix D: Link to Council's Pay Policy Statement: <https://www.brighton-hove.gov.uk/jobs/pay-policy-statement>.

Appendix E: ONS 2022 UK Ethnicity Report Link
<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinhours/articles/ethnicitypaygapsingreatbritain/2012to2022>

*Please note, the ONS notes that because of the declining sample of the Annual Population Survey (APS) and increased uncertainty since 2020, estimates covering the period 2020 to 2022 should be used with caution.

Appendix F: Link to the Council's Fair and Inclusive Action Plan:
<https://www.brighton-hove.gov.uk/fair-and-inclusive>