



An Roinn Dlí agus Cirt  
Department of Justice

# Report on the Gender Pay Gap

## Department of Justice 2023



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## Abbreviations Used

DoJ: Department of Justice

DCEDIY: Department of Children, Equality, Disability, Integration and Youth

DPENDPDR: Department of Public Expenditure NDP Delivery and Reform

EDI: Equality, Diversity and Inclusion

FTE: Full-Time Equivalent

GPG: Gender Pay Gap

HR: Human Resources unit

PAS: Public Appointments Service

PSD: Public Sector Duty

RDA: Research and Data Analytics unit

SWY: Shorter Working Year

NSSO: National Shared Services Office

## List of Grades

### General Service Grades:

Secretary General

Deputy Secretary

Assistant Secretary

Principal / Principal Higher

Assistant Principal / Assistant Principal

Higher

Senior Researcher

Higher Executive Officer / Higher Executive

Officer Higher

Administrative Officer / Administrative

Officer Higher

Executive Officer / Executive Officer Higher

Clerical Officer / Clerical Officer Higher

Head Services Officer

Services Officer

Services Attendant

Cleaner

### Specialist Grades:

Chief State Pathologist

State Pathologist

Chief Inspector

Engineer Grade I & Professional Accountant  
Grade I

Engineer Grade II & Professional

Accountant Grade II

Engineer Grade III & Professional

Accountant Grade III

Advisory Counsel I

Advisory Counsel II

Advisory Counsel III

State Solicitor and Prosecution Solicitor

Inspector of Explosives

Senior Probation and Welfare Officer

Probation and Welfare Officer

Statistician

Psychologist

Senior Laboratory Analyst

Laboratory Analyst

Civilian Driver

Night-watchman

Non Administrative Post, Non Pay scale Industrial CSGR, Non Pay scales Political Staff are at different grades so are not in the list above.

**Professional / Technical Post (P&T) grades** differ from general civil service grades as they involve specialist work, often with more specific qualification or compliance requirements, and often with different pay scales and conditions of employment.

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## Definitions

**Allowance:** means a sum of money payable to a relevant employee in relation to additional duties of the employee; the location of the employee's place of employment; the purchase, lease or maintenance of a vehicle or item used by the employee for the purposes of his or her employment; or, the recruitment and retention of the employee. It does not include reimbursement of expenditure wholly and necessarily incurred by him or her in the course of his or her employment, for example, reimbursement for travel expenses related to their work<sup>1</sup>.

**Equal pay:** The principle of equal pay does not mean that all workers must be paid equally; it means that any pay differences must be based on objective criteria, not related to gender.

**Department and Agency:** The DOJ provides a HR shared service to some smaller agencies, and recruits and assigns staff to those agencies/offices. These staff are employed by the Department but work under the direction of the relevant CEO/Director/Head of Organisation. References to agency staff are to the staff employed and assigned in this way and do not refer to outsourced resources. References to the Department are to those employees directed by the Secretary General.

**Ordinary pay<sup>2</sup>:** means the following types of remuneration, payable to a relevant employee, before any statutory deductions are made -

- (a) basic pay,
- (b) allowances,
- (c) pay for piece-work,
- (d) shift premium pay, or
- (e) overtime pay,

but does not include -

- (i) remuneration referable to redundancy or termination of employment, or
- (ii) remuneration other than money

**Part-time working:** A part-time employee in Ireland is defined in law as an employee whose normal hours of work are less than the normal hours of work of an employee who is a comparable employee. For this paper anyone whose full-time employment status (FTE) is less than one is assumed to be working part-time. Part time does not include anyone who is on or has taken unpaid leave during the reporting period, for example parental leave.

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<sup>2</sup> The Employment Equality Act 1998 (section 20A)(Gender Pay Gap Information) Regulations 2022, <https://www.irishstatutebook.ie/eli/2022/si/264/made/en/pdf>

**Mean:** Represents the average value of a dataset. The result when a sum of values is divided by the number of values.

**Median:** The middle value when a set of values are ordered from lowest to highest. If there are two middle values then it is the mean of those values.

**Snapshot date:** This is the date that was chosen in June as per The Gender Pay Gap Information Act 2021. For the analysis this is the 1<sup>st</sup> of July 2022, as to capture a complete one year pay cycle for all employees of the department. The reporting deadline is 6 months after that date, the 31<sup>st</sup> of December 2023. The reporting period is the 12-month period immediately preceding and including the snapshot date. Thus the reporting period for this report is the 1st of July 2022 to the 23rd of June 2023.

**Unadjusted Gender Pay Gap:** When the Gender Pay Gap (GPG) is calculated by comparing the pay of all males to that of all females.

**The formula used to calculate the unadjusted GPG is:** The difference between the mean/median hourly remuneration of relevant employees of the male gender and that of relevant employees of the female gender expressed as a percentage of the mean/median hourly remuneration of relevant employees of the male gender.



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## Executive Summary

The provision of equal pay between men and women is an issue of significant policy concern. In response to this the Government passed the Gender Pay Gap Information Act in July 2021. The regulations introduced as part of the Act require organisations with over 250 employees to report on their Gender Pay Gap (GPG) from 2022 and onwards.

The GPG is the difference in the average hourly wage of men and women across a workforce. A GPG which is positive indicates that, on average across the employed population, women are in a less favourable position than men. Where the GPG is negative, this indicates the reverse, that on average, men are in a less favourable position than women.

In March 2022 the Minister for Children, Equality, Disability, Integration and Youth (DCEDIY) provided details on the reporting requirements within the regulations. All organisations with over 250 employees are required to report:

- The mean and median hourly wage gap.
- Data on bonus pay.
- The mean and median pay gaps for part-time employees and temporary employees.
- The proportions of male and female employees in the lower, lower middle, upper middle and upper quartile pay bands.

The Department published its first GPG report in March 2022 based on 2018-2020 data and its second report in December 2022 as required under the Act. However, the methodological approach in the first two reports differed from that prescribed in the legislation which has now been used for this report. Therefore comparisons cannot be drawn between the 2018-2020, 2022 and the 2023 report<sup>3</sup>. This 2023 report will provide the steady baseline for future tracking of the Department's GPG.

### Key Findings from the Research

#### Work Profile 2023

- The headcount used in the analysis supplied by the NSSO was 2,276<sup>4</sup> employees.
- For the Department 58% of employees were female, with 42% of employees being male.

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<sup>3</sup> For the 2023 GPG report, NSSO data was used for the first time, while in previous years Department HR data was used. This required that the data be cleaned due to data quality issues, such as data entry issues, missing information, outliers, blank records etc. and these were excluded from the analysis in previous years. The NSSO dataset is a richer dataset and any data quality issues can be corrected by the NSSO, thus less employees were discounted in the cleaning process as in previous years.

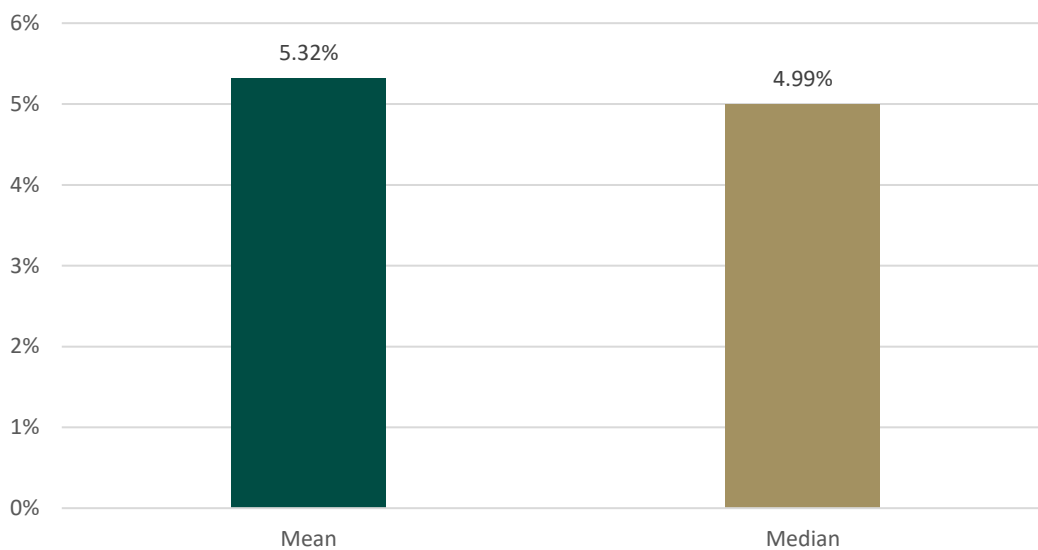
<sup>4</sup> The figure of 2,276 is the total number of employees that got paid by the Department during the reporting period in question and not the total number of employees employed by the Department at any point in time. Thus the figure of 2,276 would include those individuals who no longer are employed by the Department but would have received payment during the reporting period, thus they are included in the analysis as per the guidance set out in the Gender Pay Gap Information Act.

- Men were more likely to work full time, where 95% of male employees report to be working full time versus 81% of female employees.

### Income and Gender Pay Gap

- The GPG is the difference in the average hourly wage of males and females across a workforce. It does not take into account any other factors (for example, years of service, grade or any period of statutory leave).
- **The GPG using the mean hourly rate for the reporting period was 5.32% in favour of male employees.**
- **The GPG using the median hourly rate was 4.99% in favour of male employees.**
- **The GPG using the mean hourly rate for part-time employees is 0.92% in favour of male employees and the median hourly rate is 0.79%.**
- **The GPG using the mean hourly rate for temporary employees is -13.20% in favour of female employees and the median hourly rate is -13.25% in favour of female employees.**
- Analysis by salary pay quartiles ranked from lowest to highest shows that the female employees constituted 55% of the upper hourly pay quartile with males at 45%. This means that of the top 25% of earners (based on hourly remuneration) 55% were female while 45% were male.

### Gender Pay Gap using Mean and Median Hourly Rate (Department)



**Source:** IGEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

## **Gender Equality Measures**

The Department is committed to improving gender equality through building a positive and inclusive workforce promoting flexible working options, training and development and prioritising areas of focus. The Department's Equality, Diversity and Inclusion (EDI) Strategy aims to strengthen the Department's capabilities to promote equality, embrace diversity and foster inclusion, not only in daily interactions and activities between colleagues, but also in the design and delivery of the services provided to the public. A particular area of focus within the strategy is to build and embed a workplace culture which facilitates, supports and encourages contributions from all with a commitment to support the development of a skilled and diverse workplace.

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# 1. Introduction

## 1.1 The Department of Justice

***The Department's mission is to make Ireland a safe, fair and inclusive place to live and work. It is responsible for the security of the State and our communities, oversight and reform of An Garda Síochána, access to justice and providing a Courts Service, management of immigration, updating our criminal and civil laws and a range of other regulatory services.***

Other bodies under the aegis of the Department with over 250 employees will provide their own GPG report.

As a public sector organisation the pay rates and terms and conditions for the Department are set centrally by the Department of Public Expenditure NDP Delivery and Reform (DPENDPDR) with the majority of recruitment being managed by the Public Appointments Service (PAS).

## 1.2 Gender Pay Gap Reporting

The Gender Pay Gap Information Act 2021<sup>5</sup> introduced the legislative basis for GPG reporting in Ireland. The Act requires organisations to report on their hourly GPG across a range of metrics including mean and median gender pay gap and quartiles. For this analysis the date chosen was the 1st of July 2022. The reporting period for the report is the 1<sup>st</sup> of July 2022 – 23<sup>rd</sup> of June 2023. This reporting period was selected as per the payroll pay cycles. The selected period allows the data to capture the complete yearly pay cycle for all employees no matter their pay schedules.

## 1.3 Objectives

The overall aim of this report is to provide an understanding of the pay gap between males and females within the Department. The specific objectives of the report are:

- 1) To estimate the difference between the mean hourly remuneration of employees of the male gender and that of employees of the female gender expressed as a percentage of the mean hourly remuneration of employees of the male gender.
- 2) To estimate the difference between the median hourly remuneration of employees of the male gender and that of employees of the female gender expressed as a percentage of the median hourly remuneration of employees of the male gender.

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<sup>5</sup> <https://www.irishstatutebook.ie/eli/2021/act/20/enacted/en/print>

- 3) To estimate the difference between the mean hourly remuneration of part-time employees of the male gender and that of part-time employees of the female gender expressed as a percentage of the mean hourly remuneration of part-time employees of the male gender.
- 4) To estimate the difference between the median hourly remuneration of part-time employees of the male gender and that of part-time employees of the female gender expressed as a percentage of the median hourly remuneration of part-time employees of the male gender.
- 5) To estimate the respective percentages of all employees who fall within
  - the lower remuneration quartile pay band,
  - the lower middle remuneration quartile pay band,
  - the upper middle remuneration quartile pay band, or
  - the upper remuneration quartile pay band,who are of the male gender and who are of the female gender.

**The Department published its first GPG report in March 2022 based on 2018-2020 data and its second report in December 2022 as required under the Gender Pay Gap Information Act. However, the methodological approach in the first two reports differed from that prescribed in the legislation which has now been used for this report<sup>6</sup>. Therefore comparisons cannot be drawn between the 2018-2020, 2022 and the 2023 report. This 2023 report will provide the steady baseline for future tracking of the Department's GPG.**

## 1.4 Report Overview

This paper is broken into the following sections:

**Section 1** – Introduction

**Section 2** – Methodology

**Section 3** – Organisation Profile of the Department

**Section 4** – Gender Pay Gap for the Department

**Section 5** – Conclusions

**Section 6** – Gender Pay Gap Measures

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<sup>6</sup> For the 2023 GPG report, NSSO data was used for the first time, while in previous years Department HR data was used. This required that the data be cleaned due to data quality issues, such as data entry issues, missing information, outliers, blank records etc. and these were excluded from the analysis in previous years. The NSSO dataset is a richer dataset and any data quality issues can be corrected by the NSSO, thus less employees were lost in the cleaning process as in previous years.

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## 2. Methodology

### 2.1 Introduction

This chapter outlines the methodology and assumptions used in the paper, explains the research approach, the data collected and the techniques used in analysing the data. The methodology used is based on the Gender Pay Gap Information Act 2021, Guidance Note for Employers on Reporting in 2022 published by DCEDIY<sup>7</sup>.

The GPG is the difference in the average hourly wage of males and females across a workforce. The GPG is usually represented as the average difference in gross hourly earnings of males and of females, expressed as a percentage of male's average gross hourly earnings. A GPG which is positive indicates that, on average across the employed population, females are in a less favourable position than males. Where the GPG is negative, this indicates the reverse that, on average, males are in a less favourable position than females financially.

The GPG is not only about equal pay for equal work or work of equal value, which is required under the Employment Equality Acts, but about gender representation. Even if an employer has an effective equal pay policy, it could still have a GPG if, for example, the majority of females are employed in lower-paid jobs<sup>8</sup>.

Many factors can contribute to the existence of a GPG. These include differences between males and females in educational attainment and qualifications, occupations, career progression, prevalence of full-time and part-time working, and responsibility for caring roles etc.

In 2022, the GPG in Ireland was 9.6% in favour of males reported by CSO<sup>9</sup>. One of the reasons this is important is that, over a lifetime, inequalities between male and female salaries can have a significant impact on women's earnings and pensions<sup>10</sup>.

The Gender Pay Gap Information Act 2021 specified that the GPG should be reported under the following criteria:

- **Quartiles** - Employees were organised into quartiles based on hourly remuneration of all male and female full-time employees and the proportions of male and female employees in each quartile were calculated.
- **Mean Hourly GPG** - The mean hourly rate of pay for male and female employees was calculated, then the GPG in terms of the mean hourly rate of pay of all employees was

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<sup>7</sup> <https://www.gov.ie/en/publication/1abe5-how-to-calculate-the-gender-pay-gap-metrics-guidance-note/>

<sup>8</sup> Gender Pay Gap Information Reporting Information for Employers <https://assets.gov.ie/223360/3a687727-088c-486f-8160-2bd347b802ba.pdf>

<sup>9</sup> [Gender Pay Gap - CSO - Central Statistics Office](#)

<sup>10</sup> *ibid*

then calculated. The same process was carried out for male and female part-time employees and male and female temporary employees.

- **Median Hourly GPG** - The median hourly rate of pay for male and female employees was calculated, then the GPG in terms of the median hourly rate of pay of all employees was then calculated. The same process was carried out for male and female part-time employees and male and female temporary employees.

Before any analysis was undertaken the dataset was examined to check for missing data and outliers. Refer to 2.2 below for an explanation of the methodology used.

## 2.2 Methodology for Combining and Cleaning Data

The data used in the analysis for this report was accessed from the National Shared Services Office (NSSO) who is an Irish Shared Service provider for Human Resources, payroll administration and finance services for Government Departments and Public Service Bodies (PSBs). As outlined above, the reporting period is the 1<sup>st</sup> of July 2022 until the 23<sup>rd</sup> of June 2023.

Once combined and cleaned the final datasets used for the analysis contained 2,276 employees for the Department.

The salary data refers to all Department employees who were on the payroll for the reporting period 1<sup>st</sup> of July 2022 to 23<sup>rd</sup> of June 2023. A potential limitation is outlined below;

- The hourly rate is calculated using the total earnings of the employees, and might not be representative of the current pay scale of the employee as it is based on their total earnings during the reporting period as required by the legislation.

## 2.3 Mean and Median Calculations

The Gender Pay Gap Information Act 2021 requires that the GPG is reported using both the mean and median hourly rate. **The mean** is the result when a sum of values is divided by the number of values (essentially the average) and **the median** is the middle value when a set of values are ordered from lowest to highest. For example, in this sequence: 2, 5, 11, 18, 30 the median would be 11. If there are two middle values then it is the mean of these two values. The mean measure of central tendency is the most commonly used and therefore has its advantages when comparing results against other assessments of the GPG. The up side of using the mean measure is that it provides a summary statistic that considers the earnings of every worker, it takes into consideration the whole of the earnings distribution. The downside is that earnings at the extreme, be that high or low, impact the value of the mean.

The median on the other hand is less affected by those values at the extreme i.e. a small number of high or low earners. Its downsides are that the median value is affected by the number of low earners and high earners as this would affect the middle value of the distribution.

## 2.4 Steps in Calculating the Gender Pay Gap

### **Step 1 – Ordinary Hourly Pay Calculated**

For each person employed in the Department, their total ordinary pay was calculated along with their total hours worked out for the reporting period. Then their hourly remuneration was calculated. Employees were broken down into full-time and part-time employees. The mean hourly earnings are calculated using the mean average formula provided below. This approach aligns with 'Method 2' in the guidance note provided by DCEDIY<sup>11</sup>.

**Total Ordinary Pay** = Ordinary Pay + Overtime + Allowances

**Total Hours Worked** = Ordinary Pay Hours + Overtime Hours

**Hourly Ordinary Pay** = Total Ordinary Pay / Total Hours Worked

**Mean Hourly Earnings:** Sum of all hourly earnings / Total number of employees

All pay related information was adjusted by the NSSO reporting system to reflect changes in grades or points in scales as well as any back pay received by the employees to accurately represent their total ordinary pay and hourly rates.

Ordinary pay is defined as pay before deductions at source, for example income tax is taken into account.

Ordinary pay includes:

- the normal salary paid to the employee;
- allowances\*;
- any overtime payments;
- shift premium pay;
- pay for sick leave;
- any salary top-ups for statutory leaves like maternity leave/paternity leave/parent's leave;

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<sup>11</sup> ibid



- pay for gardening leave.

**Notes:**

\*Allowances includes payments for additional duties; related to location; for the purchase, lease or maintenance of a vehicle or other item; and, for the recruitment or retention of an employee.

For the purposes of calculating hourly pay, redundancy payments were discounted. Reimbursement for expenses, such as travel and subsistence were also discounted<sup>12</sup>.

**Step 2 – Mean and Median GPG Calculated**

The hourly rate calculated in Step 1 above is used for the calculation of the mean and median GPG figures.

The difference between the mean / median hourly remuneration of relevant males employees and that of relevant female employees must be expressed as a percentage of the mean / median hourly remuneration of relevant male employees and is to be determined as follows;

$$\frac{A - B}{A} * 100$$

Where:

A is the mean / median hourly remuneration of all relevant employees of the male gender; and  
B is the mean / median hourly remuneration of all relevant employees of the female gender.

**Step 3 – Analysis of hourly remuneration by quartile**

The proportions of relevant male and female employees in the lower, lower middle, upper middle and upper quartile pay bands was determined as follows.

- 1) Determine the hourly remuneration for each relevant male and female employee and then rank those employees in order from lowest paid to highest paid.
- 2) Divide the employees, when ranked by pay from lowest to highest, into four sections, each comprising (so far as possible) an equal number of employees, to determine the lower, lower middle, upper middle and upper quartile pay bands.
- 3) The proportion of relevant male employees within each quartile pay band must be expressed as a percentage of the relevant employees within that band as follows;

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<sup>12</sup> <https://www.gov.ie/en/publication/1abe5-how-to-calculate-the-gender-pay-gap-metrics-guidance-note/#>

$$\left(\frac{B}{A}\right) * 100$$

Where;

A is the number of relevant employees in a quartile pay band; and

B is the number of relevant employees of the male gender in that quartile pay band.

- 4)** The proportion of relevant female employees within each quartile pay band is then expressed as a percentage of the relevant employees within that band as follows;

$$\left(\frac{B}{A}\right) * 100$$

Where;

A is the number of relevant employees in a quartile pay band; and

B is the number of relevant employees of the female gender in that quartile pay band.

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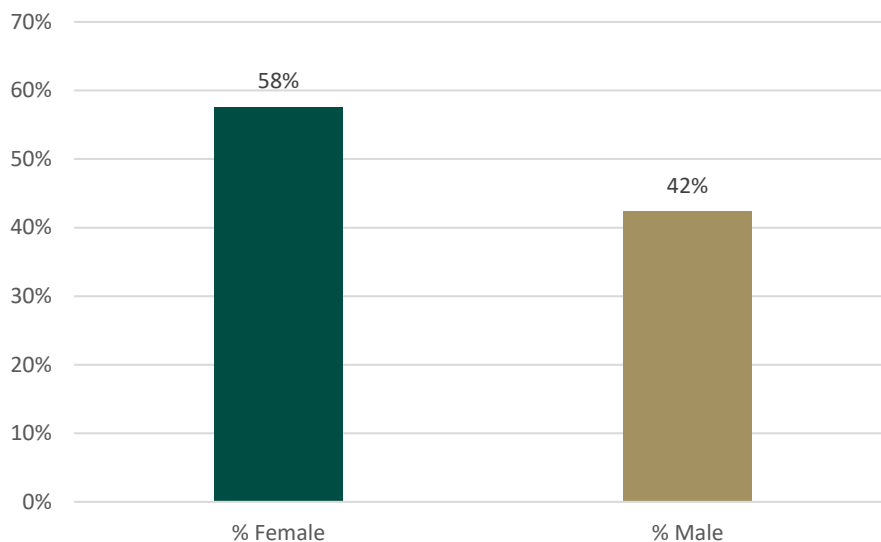
## 3. Organisation Profile - Department

This section provides analysis on the makeup of employees in the Department upon which the GPG calculations have been based. It includes a breakdown of employees by gender, grade, age, part-time status and leave availed off during reporting periods. This is important to help understand the context for the GPG which is reported in chapter 4.

### 3.1 Employee Summary

There were 2,276<sup>13</sup> employees in the Department who received pay for the reporting period in question following the data cleaning process. When looking at employees in the Department 58% were females and 42% were males.

**Figure 1: Employees by Gender**



**Source:** IGEES Unit, DoJ based on NSSO data for the period 1<sup>st</sup> of July 2022 – 23<sup>rd</sup> of June 2023.

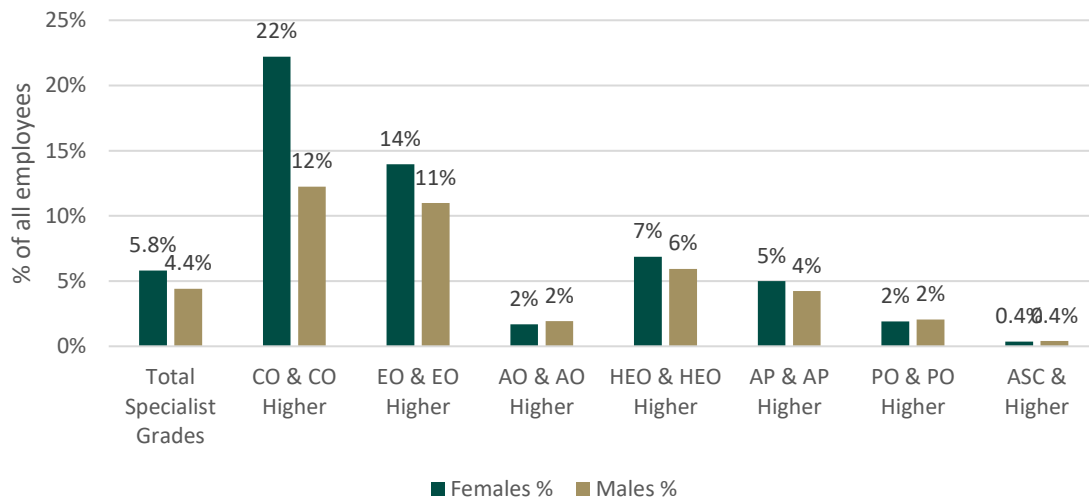
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<sup>13</sup> The figure of 2,276 is the total number of employees that got paid by the Department during the reporting period in question and not the total number of employees employed by the Department at any point in time. Thus the figure of 2,276 would include those individuals who no longer are employed by the Department but would have received payment during the reporting period, thus they are included in the analysis as per the guidance set out in the Gender Pay Gap Information Act.

### 3.2 Grade Breakdown

Figure 2 below shows the percentage breakdown of Department employees by grade 34% of employees were grade CO & CO higher, while 25% were EO & EO higher. The next most common grade was HEO & HEO higher with 13%. AP and AP higher represented 9% of employees and PO & PO higher made up 4%. Specialist grades<sup>14</sup> made up over 10% of employees.

**Figure 2: Breakdown of Employees by Grade & Gender**

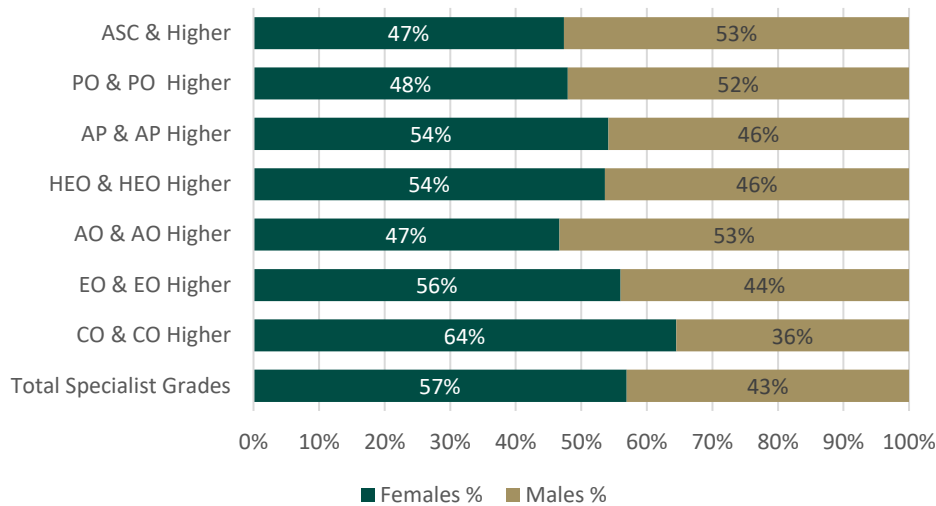


Source: IGEES Unit, DoJ based on NSSO data for the period 1<sup>st</sup> of July 2022 - 23<sup>rd</sup> of June 2023.

<sup>14</sup> **Specialist Grades in the DOJ include the following:** Scientist, Services Officer, Professional Accountant, Laboratory Analyst, Inspector of Explosives, Senior Researcher, Chief Inspector, and State Pathologist.

Looking at the breakdown of grades by gender in Figure 3 below, males outnumbered females in the grades ASC & above, PO & PO higher and AO & AO higher. Females were in the majority in all other grades, as shown in Figure 3 below.

**Figure 3: Breakdown of Grades by Gender**

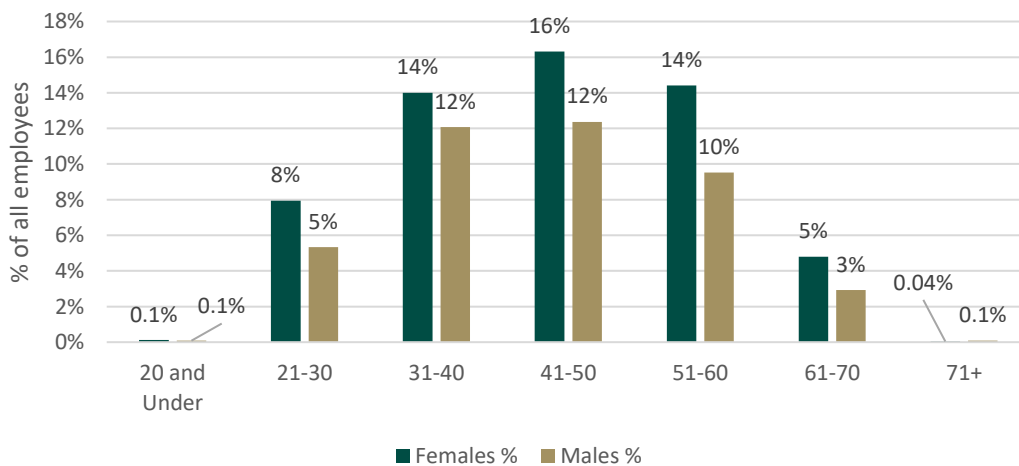


**Source:** IGEES Unit, DoJ based on NSSO data for the period 1<sup>st</sup> of July 2022 - 23rd of June 2023.

### 3.3 Age of Employees

Overall, when looking at the age profiles of all employees, the majority of the employees are in the age groups 31 to 40, 41 to 50 and 51 to 60. Females outnumber males in all age groups except the age group 71+.

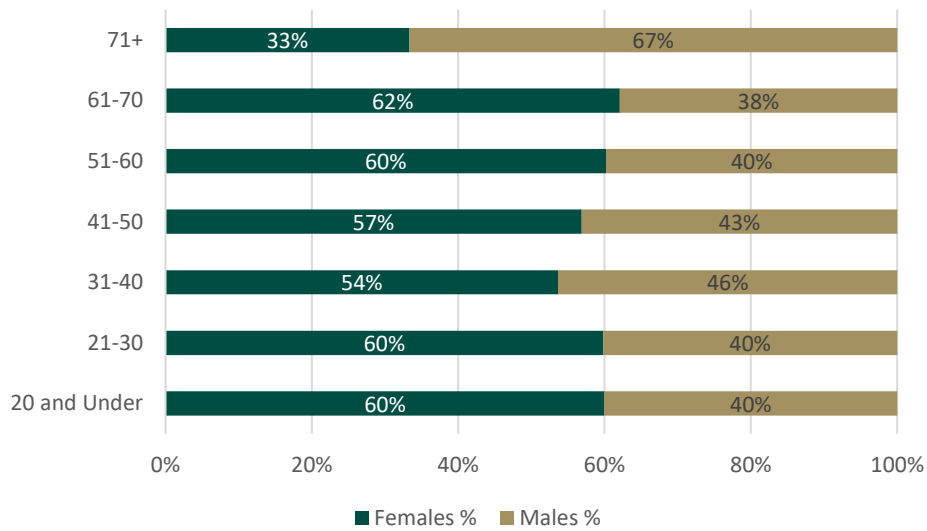
**Figure 4: Employees by Gender and Age**



**Source:** IGEES Unit, DoJ based on NSSO data for the period 1<sup>st</sup> of July 2022- 23rd of June 2023.

The percentage share females and males had within each age group is shown in Figure 5 below. The age group with the most even gender breakdown in 2023 are those aged 41 to 50 years (57% female and 43% male). This differs from 2022 where those aged under 20 had the most even gender breakdown (50% female and 50%) male.

**Figure 5: Percentage Share of Age Groups by Gender**



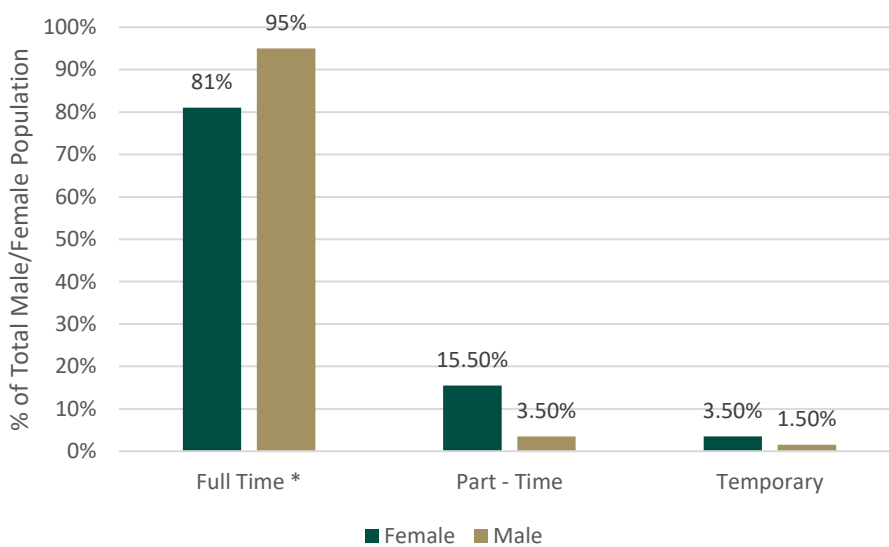
**Source:** IGEES Unit, DoJ based on NSSO data for the period 1<sup>st</sup> of July 2022- 23rd of June 2023.

### 3.4 Part-Time Status

The FTE status shown in Figure 6 is based on an individual’s work schedule. For this analysis anyone whose FTE status was less than one (i.e. working less than 5 days a week) was classified as working part-time. Part-time does not include anyone who is on or has taken unpaid leave during the reporting period, for example parental leave. Overall, 87% of all employees were working under a full-time status.

Figure 6 below presents the distribution of females and males across the various FTE statuses. A higher percentage of all female employees are working part-time or temporary. 3.5% of all male employees and 15.5% of all female employees were working part-time during the reporting period. 1.5% of all male employees and 3.5% of all female employees were working as temporary employees.

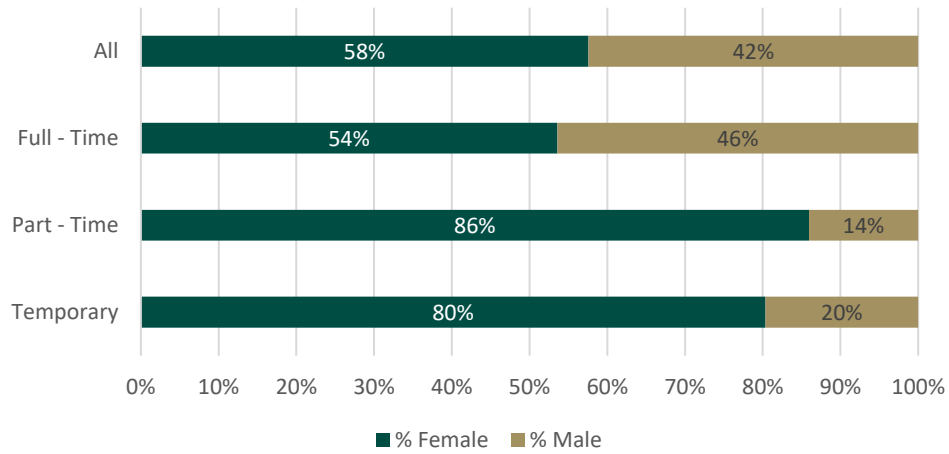
**Figure 6: Percentage of Males and Females by FTE status**



**Source:** IGEEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

As shown in Figure 7 below, female employees make up 86% of all part-time employees and 80% of temporary employees.

**Figure 7: Percentage share of Male and Females by FTE Status**



**Source:** IGEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023



## 3.5 Leave

There are various types of leave available for civil servants, for the purpose of this report parental leave<sup>15</sup>, parents leave<sup>16</sup>, shorter working year (SWY)<sup>17</sup>, maternity<sup>18</sup>, extended maternity, career break, carers leave<sup>19</sup>, appointment with European Commission and Accompanying spouse on EU leave were analysed. During the reporting period approximately 18% of all employees availed of one or more of the aforementioned types of leave. 8% of all female employees and 2% of all male employees availed off parental leave. More females (10%) availed of SWY leave arrangement than males (3%). Both males and females applied for Parents leave at similar rates (3%).

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<sup>15</sup> Parental leave provides unpaid time off work to care for a child or arrange for the child's welfare. As of 1 September 2020, the entitlement is 130 days (26 weeks).

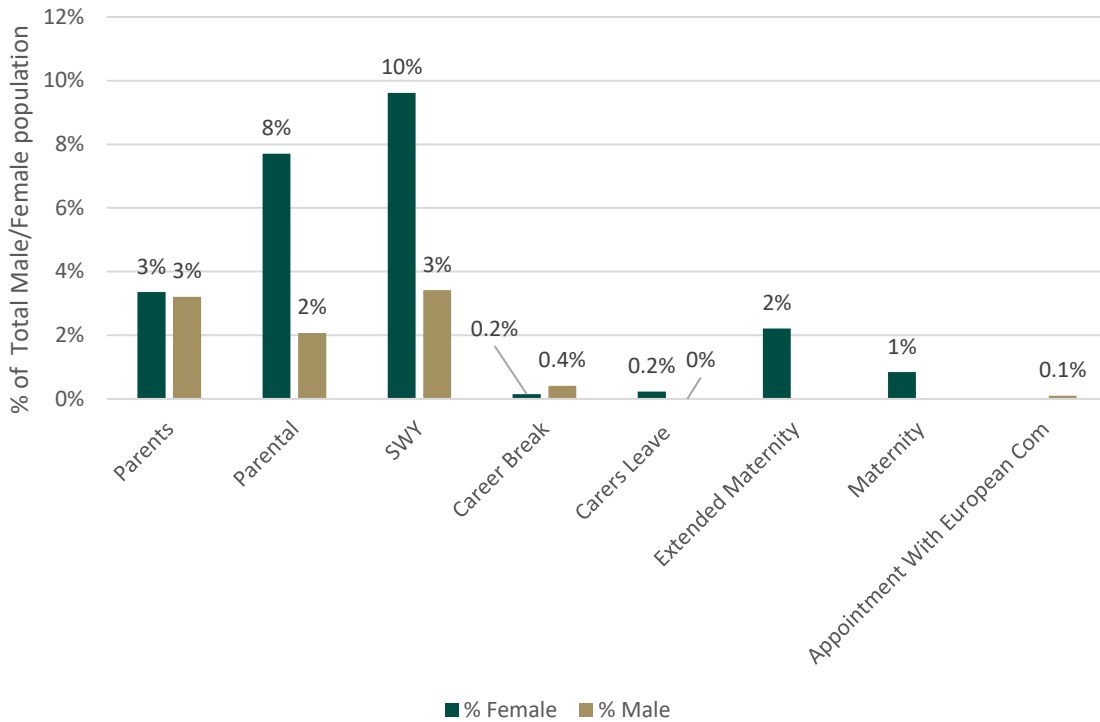
<sup>16</sup> Parent's leave provides time off work for care of children during their first two years. The entitlement is 7 weeks as of July 2022. During this time parents benefit can be applied for from the Department of Social Protection.

<sup>17</sup> The Shorter Working Year Scheme allows Civil Servants to take up to 13 weeks unpaid leave per year to balance work and outside commitments including childcare. The leave may be taken as one continuous period, or as a maximum of 3 separate periods. Those who are unpaid for the weeks they are not working are included for this analysis whilst those who have pro-rated their pay are not included.

<sup>18</sup> Maternity leave is 26 weeks of paid leave with an option to take 16 weeks of unpaid maternity leave starting directly after the paid maternity leave period.

<sup>19</sup> Carer's Leave allows employees take temporary unpaid leave to provide full time care and attention for a person who is in need of such care. The maximum entitlement is 104 weeks per care recipient.

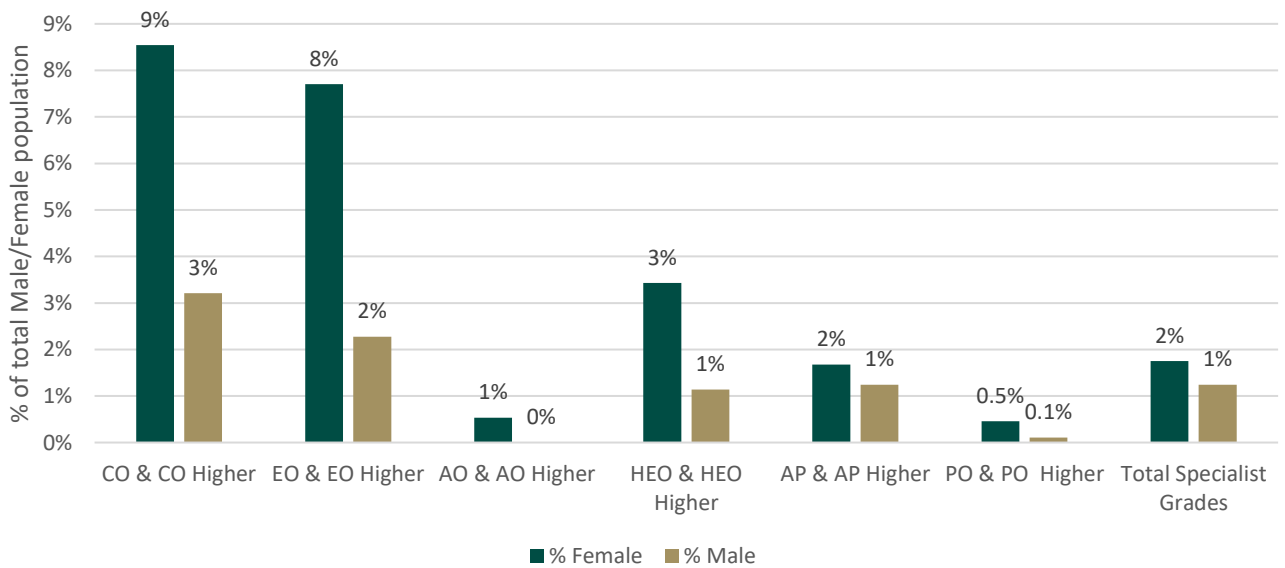
**Figure 8: Percentage Share of leave**



Source: IGees Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

As seen in Figure 9 below, female employees in lower grades are more widely availing of the leave provided, such as CO & CO Higher and EO & EO Higher.

**Figure 9: Percentage Share of Leave Groups by Gender & Grade**



Source: IGees Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023

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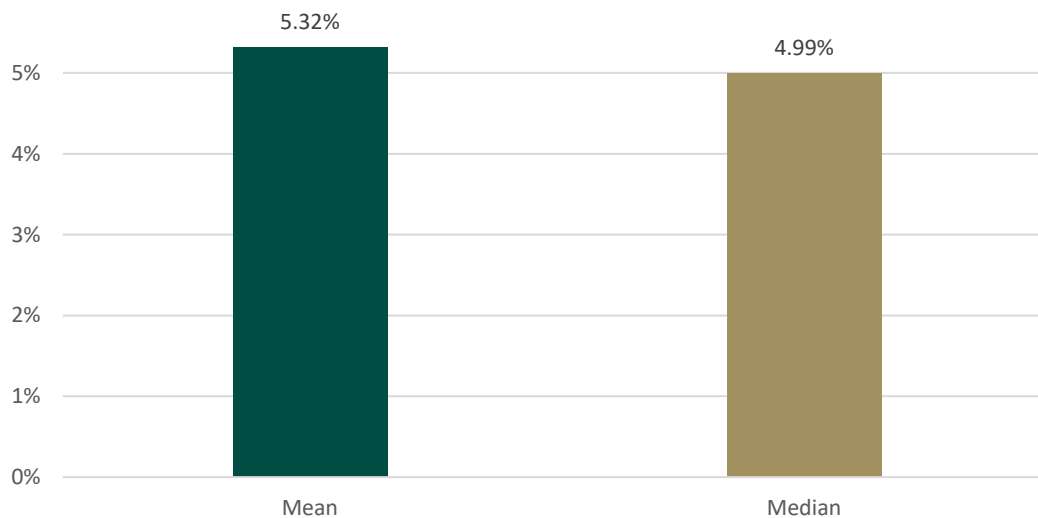
## 4. Gender Pay Gap

This section presents the GPG for the Department using the mean hourly rates and the median hourly rates. The percentage of all employees within each quartile pay band is also reported on. For each person employed in the Department, their total ordinary pay was calculated along with each person's total hours which were recorded as worked for the reporting period. Then their hourly remuneration was calculated. Employees were broken down into full-time and part-time employees.

Using the formula outlined in section 2, the GPG for Department staff for the reporting period using the mean hourly rate calculated as such is:

$$(\text{€}30.05 - \text{€}28.46) / \text{€}30.05 = 5.32\%$$

**Figure 10: GPG for the Department using Mean and Median Hourly Rates (All employees)**



**Source:** IGEEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

### GPG for full-time, part-time, temporary employees

Figure 11 below shows the mean and median GPG for temporary employees in the Department. As can be seen from Figure 12 below, the GPG was at its lowest for part-time employees using both the mean and median hourly rate. This means that part-time female employees earned 0.92% an hour less than their male counterparts.

The mean GPG for temporary employees during the reporting period was -13.20% in favour of female hourly earnings, while the median GPG was -13.25% in favour of female hourly earnings. This may be driven by a higher proportion of females in this cohort being at a higher salary point.

**Figure 11: GPG for the Full-time and Part-time Employees Using Mean and Median Hourly**

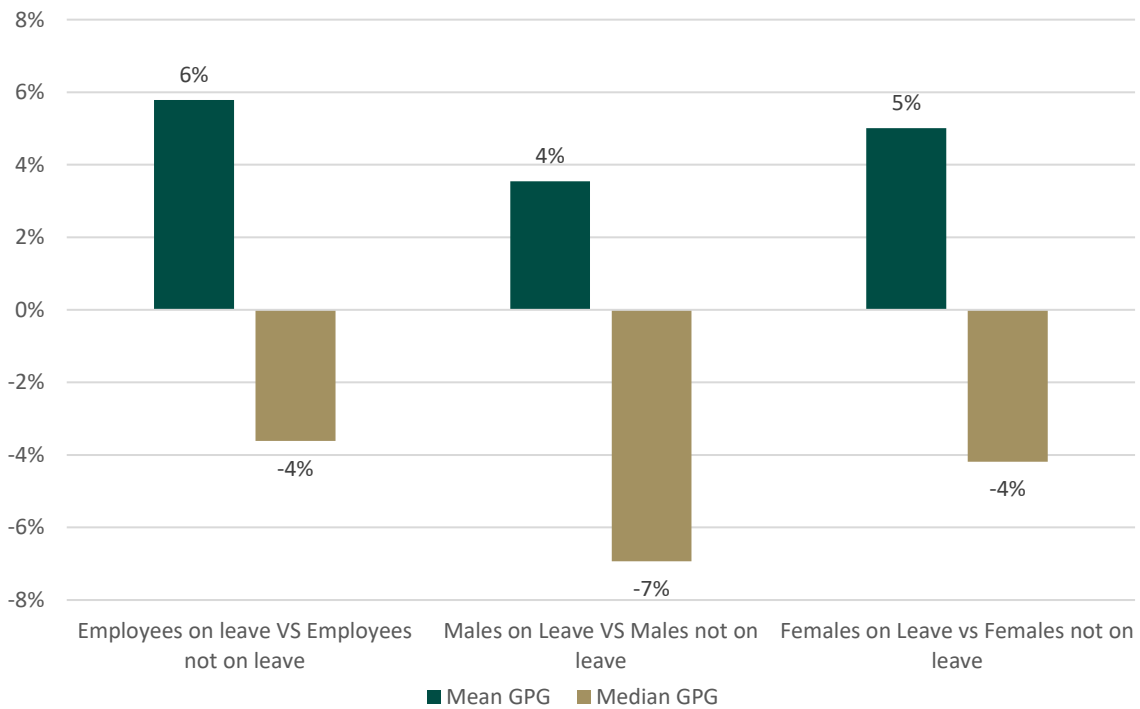


**Source:** IGEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

### GPG for employees availing of certain leave arrangements

Figure 12 below shows the mean and median GPG for Department staff who had taken Carers Leave, Parental Leave, Parents Leave, Maternity, Extended Maternity and SWY. The gender pay gap was calculated for three groups, all employees who availed of leave versus those that did not, all males that availed of leave versus those that did not and all females that availed of leave versus those that did not. Over all those employees that availed of leave are estimated to earn between 4-6% lower than their co-workers who do not avail of such leave. The negative result of the median gender pay gap is a result of the vast difference among the two groups being compared. Given that only 18% of all employees availed of leave this skews disproportionately the earnings of those.

**Figure 12: GPG for Employees Taking Leave using Mean and Median Hourly Rates**

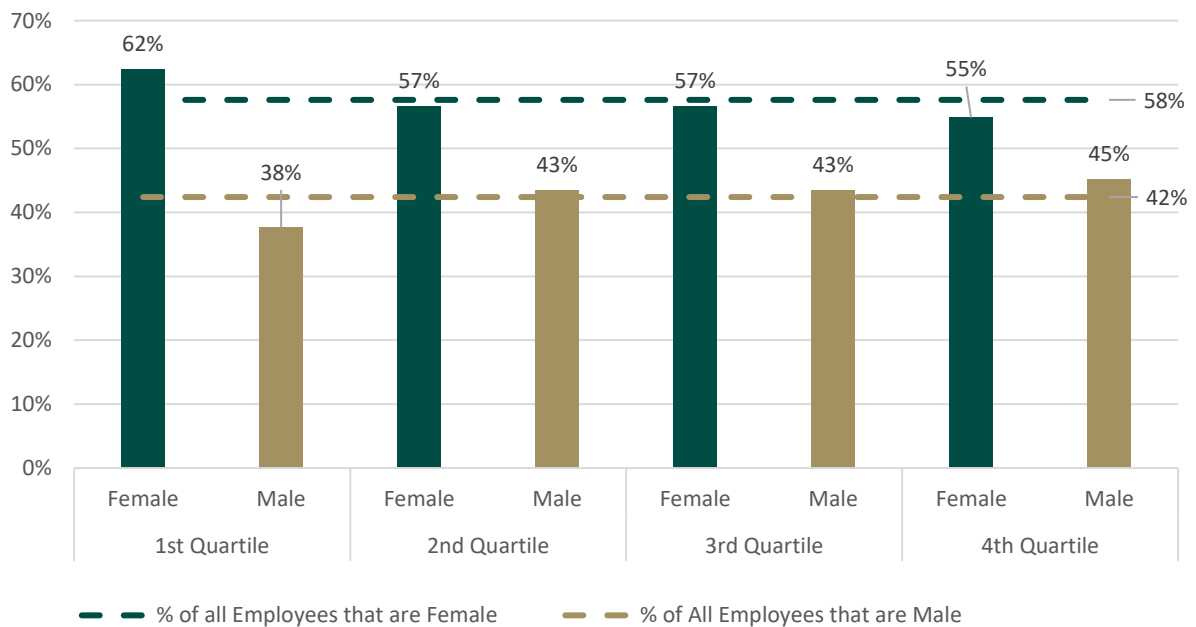


**Source:** IGEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

### Salary pay quartiles

The four quartiles for all employees are presented in Figure 13 below. The hourly rate of all Department employees was sorted from lowest to highest, and then grouped into four quartiles with the lower quartile being the bottom 25% of hourly wage rates and the upper quartile being the top 25% of hourly wage rates. Once each quartile had been established, the percentage of males and females in each was calculated. Figure 14 below shows the percentage of employees in each of the quartile pay band. The lower quartile is made up of 62% females and 38% males. Females constituted 55% of the upper quartile with males at 45%. This means that of the top 25% of earners (based on hourly remuneration) 55% were female while 45% were male.

**Figure 13: Percentages of Employees in each Quartile Pay Band**



**Source:** IGEES Unit, DoJ based on NSSO data for the period July 1st 2022 - June 23rd 2023.

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## 5. Conclusions

The mean and median GPG for the Department for reporting period is 5.32% and 4.99% respectively. The GPG in the Department is significantly lower than the latest available GPG figure for the Republic of Ireland which stood at 9.6% in favour of males as reported by CSO<sup>20</sup> and the latest E.U average of 12.7% in 2021<sup>21</sup>. While this GPG calculation does not explore the factors which can affect the differences in earnings between males and females, inferences can be drawn from the demographics and employee composition of the Department.

- **Grade disposition:** As shown in Figure 3, female employees constitute the largest proportion of the lower grades at 64% of CO & CO-Highers and 56% of EO & EO Highers in the Department. On the other hand, female representation at senior management positions is higher (AP grade and above) which can reduce the overall GPG. The effect of the higher representation of females at lower grades on earnings can be seen in Figure 13 whereby female staff make up 55% of the upper pay quartile, 57% of the upper middle pay quartile, 57% of the lower middle pay quartile and 62% of the lower pay quartile.
- **Leave:** The proportion of males and females that availed of some type of leave for the Department appears to be higher for females than for males. This tendency creates a difference in earnings among males and females as it alters their work patterns. Those that availed of care related leave appear to be earning less than their co-workers who do not avail of such leave (Figure 12).

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<sup>20</sup> [Gender Pay Gap - CSO - Central Statistics Office](#)

<sup>21</sup> [The gender pay gap situation in the EU \(europa.eu\)](#)

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## 6. Gender Equality Measures

The below outlines the Department's response to the Gender Pay Gap which has been detailed within this report.

### 6.1 Data Analysis and Qualitative Research

The pay rates and terms and conditions for civil servants are set centrally by DPENDPDR. This provides for a level of governance and transparency on matters related to pay but also means that no Department has autonomy to change the terms and conditions of its staff. While the Department's unadjusted Gender Pay Gap is low at 5.32% when using the mean hourly rate and 4.99% when using the median hourly rate, the Department is fully committed to continuing to develop and iterate our robust policies and supports, and ensure they promoted, understood and operating effectively.

The Department does control internal assignments and this power is utilised consciously to ensure that no role is the domain of any single gender and that everyone has equal opportunities to grow and develop their skills and knowledge.

The Department will continue to work to understand why differences occur, not just in pay but potentially in career progression and opportunities for challenging work and varied roles within the Department. For example data from internal senior management competitions is analysed to obtain gender data on the numbers of females who applied and were successful as well as to survey eligible women who chose not to apply to understand what perceived barriers may exist. We will also review take up of paternity leave, parental leave, and work life balance opportunities across the genders and other relevant areas.

### 6.2 Inclusive Work Place Culture

While the Gender Pay Gap sets out useful quantitative statistics regarding our female employees in the Department, it does not provide a qualitative narrative of individual experiences of employment nor does it fully capture how gender intersects with other personal characteristics/identities.

The Department published its first Equality, Diversity and Inclusion (EDI) strategy in March 2022, aligned to our vision of a Safe, Fair and Inclusive Ireland. The Strategy aims to strengthen the Department's capabilities to promote equality, embrace diversity and foster inclusion, not only in our daily interactions and activities as colleagues, but also in the design and delivery of the



services that we provide to the public. The EDI Strategy is accompanied by an action plan which prioritises three areas of focus for strategic impact:

- achieve better policy outcomes and improve the accessibility and quality of our services;
- support the development of a skilled and diverse workforce which is reflective of the diversity within our population / country ;
- build and embed a workplace culture which facilitates, supports and encourages contributions from all.

Each of these strategic outcomes is underpinned by a number of actions and the Department's EDI and Public Sector Duty Committee, which is chaired at Deputy Secretary General level, monitors the implementation of the actions contained in the Strategy.

The Department is committed to being an inclusive employer and amongst other initiatives, operates a range of internship and mentoring programmes (e.g. WAM/ OWL / Traveller and Roma internships), embeds EDI training into ongoing staff training (including induction and management training), considers accessibility needs for training, meetings and events, encourages and supports Staff Networks that promote EDI related initiatives (e.g. LGBT+ Network) and has established an Access Team to help both staff and customers with any accessibility issues.

In addition, the Department proactively engages with a diverse range of stakeholders to inform the drafting of policy and legislation and is conducting a number of pilot projects to audit / proof the preparation of policy and legislation to take account of their impacts on EDI and ensure inclusiveness.

In terms of service provision, the Department provides services for a diverse range of customers and is actively engaged in innovation and modernisation programmes to improve accessibility for all users. Examples of such projects include the launch of a new customer focused website and customer service helpdesk for immigration services, along with the provision of information and communications in multiple languages thereby making our services more inclusive and accessible.

### 6.3 Recruitment, Retention and Progression

**Recruitment:** The majority of recruitment for the Department is conducted by the Public Appointments Service (PAS), the centralised provider of recruitment, assessment and selection services across the Civil and Public Service. The PAS statement of strategy NUA 2020-2023 outlines actions aimed at attracting a more diverse candidate pool through targeted marketing and communication strategy as well as implementing demonstrably fair, transparent and accessible routes to recruitment. In addition actions in the PAS Equality, Diversity and Inclusion Strategy 2021 2023 include incorporating an EDI element in training to ensure that all recruitment decision

makers are informed by knowledge and experience of EDI as well as establishing and training a diverse pool of people with EDI expertise that can be drawn on to participate and act effectively on interview boards. The Department has also changed some of its internal practices to permit reduced work patterns for staff that are newly promoted.

**Retention:**

The Department will continue to implement measures to ensure we remain an attractive place to work by highlighting the meaningful and impactful work we undertake, the variety of roles and opportunities available to our staff/talent pool, the learning and development opportunities afforded to us combined with our strong commitment to be a more welcoming and inclusive organisation demonstrated through our organisational values and EDI strategy objectives. The high number of females' at the most senior levels in the organisation also provide a number of role models who can share their experiences and encourage other females.

The Department's Communication team have also implemented the following measures to support this;

- Championing colleagues and staff networks (e.g. LGBT+ Staff network) through Internal Communication channels (Portal, Email, Newsletter)
- Promoting learning & development opportunities e.g. 30% Club masterclasses.
- Highlighting our Onelearning Health & Wellbeing series of webinars, many of which specifically target and promote matters of women & men's health.

**Progression:**

The Department will engage with staff on experiences in the workplace including about decisions on whether to seek out or avail of work opportunities, including competition opportunities for higher positions, or if not the reasons why. This will inform possible measures to address any issues identified and which could support and encourage decisions that could further their development and employment goals, including career progression goals.

The Department is providing leadership development options to staff at all grades and is closely monitoring uptake to ensure gender balance in terms of opportunity, In so doing the Department will explore any issues impacting take up of by female staff including building confidence and leadership skills.

## 6.4 Flexible Working

Based on the uptake of various types of leave, our data shows females are more likely to have dependants than males, which is likely to have led to them taking more leave beyond statutory annual leave (e.g. maternity leave). Traditionally remote and flexible working was seen to have specific benefits for different groups of workers, including carers, parents and people with disabilities. It allows them to manage their time and energy more flexibly and can play an important role in ensuring individuals access and remain in work. Overall the Civil Service has a good track record in flexible working practices and post pandemic hybrid/blended working is now a key part of a suite of flexible working measures such as parental leave, shorter working year (SWY) and part time hours.

The Department launched Blended Working applications in mid-2022. More than one year on from launch, the Department is now undertaking a review of the Blended Working Policy.

The review provides the opportunity to reflect after one year of operation of the Blended Working Policy, take on board experience and insights, consider what has worked and any improvements or changes that are required in ensuring the policy continues to operate effectively. In June 2023, the Department launched a survey to identify the views of staff on their experience of Blended Working and the operation of the flexi accrual system. With a response rate of 61%, the results from the survey are a valuable source of information to understand the experiences of staff in how Blended Working policy and flexi accrual are working in practice and will feed directly into the current review. Furthermore, a staff Consultative Group consisting of representatives from each of the functions across the Department has also been engaged to contribute to this work. It is planned to submit a report to the Management Board in the New Year and any changes arising will be communicated to staff early in 2024.

While blended and flexible work practices are a much stronger norm post Covid-19, the Department recognises the importance that they are regularly monitored to assess any unintended unequal impacts regarding promotion, particularly if there is a gendered pattern to their uptake over time. The Department will continue to monitor all flexible working practices and to promote a supportive environment for work life balance.

