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UNITED NATIONS CHILDREN'S FUND Committee on Administration and Finance 1976 session

Strengthening the management of UNICEF

A report by the Executive Director

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Introduction

1. The Executive Board at its session in May 1975 reviewed the results of the management survey 1/ and, more specifically, a note by the Executive Director in which he proposed lines of action to be taken to strengthen further the management of UNICEF (E/ICEF/AB/L.148). The Board endorsed these proposals, which were based on a set of general principles along which UNICEF should work (E/ICEF/639, para. 121). The various measures proposed by the Executive Director were to be completed over a threeyear period, with minimal distraction of UNICEF from the performance of its primary task of delivering assistance to children. The Board also requested the Executive Director to report in 1976 on progress made and on further measures he intended to take in the following year. The present paper is prepared in response to that request.

2. The proposals made by the Executive Director in 1975, as well as a major part of the Board's discussions, concentrated on certain directions in which action was to be pursued. These concerned:

(a) the strengthening of the field organization;

(b) the achievement at headquarters of greater co-ordination and orientation to field requirements; and

(c) improved personnel management.

The actions taken in these directions are intended to be congruent and mutually supporting.

Field organization

Clarification of functions and lines of responsibility

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3. It was generally agreed in the Board's discussion last year that an important step toward improving the efficiency of the organization would be to place the authority for making decisions as close as possible to the point where UNICEF's assistance is actually provided. In pursuit of this goal, the Executive Director in August 1975 issued appropriate guidelines and directives to all field offices.

4. These guidelines clarified the functions and responsibilities of the UNICEF representatives and the regional directors. The main points are summarized below.

^{1/ &}quot;Strengthening the best traditions of UNICEF", report of the Scandinavian Institutes for Administrative Research (SIAR) (E/ICEF/AB/L.147).

UNICEF Representative

5. The UNICEF Representatives are now directly responsible to the Executive Director for the preparation and implementation of assistance in the countries or areas to which they have been assigned, in accordance with the assistance policies laid down, and the commitments approved by the Board. This increased authority also implies the responsibility to request advice and guidance, when necessary, from within UNICEF and elsewhere. A prime resource for such help is the Regional Director, whom the Representatives will keep appropriately informed about the situation of children in the countries they serve, and of the progress of UNICEF assistance. Each Representative is responsible for administering his office in accordance with generally accepted principles of sound management. In supervising the staff of his office, he is to bear in mind the need to provide opportunities for career development through training and diversified work experience. In matters concerning national officers, international staff, etc. related to his office, and of transfer of national staff to international service, he will make appropriate recommendations to headquarters.

Regional Director

6. The Regional Director now functions as a senior professional colleague in relation to the UNICEF Representatives in the region to which he is assigned. However, he is no longer in the operational line of command over area or country offices other than his own, except at the request of the Executive Director. He administers his own office and performs the functions of the UNICEF Representative in countries served directly by his office.

7. In a co-ordinating capacity and in consultation with the UNICEF Representatives, the Regional Director will prepare an annual plan for the use of such specialist staff as are required to provide support to the work of the country and area offices. On request of the Representatives, he will deploy such specialist staff (e.g. in planning, food conservation/applied nutrition, vehicle management, information) for advice to government officials and UNICEF Representatives. In addition to making visits to field offices upon request for support from the UNICEF Representatives, the Regional Director will also in his role as the Executive Director's "alter ego" in his region take the initiative to undertake such visits. He keeps Representatives informed as to the interpretation and adaptation of policies established by the Board, and reports to the annual session of the Board on UNICEF activities in the region.

8. In certain respects, the Regional Director will function as an extension of headquarters, for special assignments and representational functions. In the latter regard, there are tasks required of the organization as a whole which can only be exercised at the regional level, given the present structure of the United Nations system and the various regional groupings of countries with which UNICEF co-operates.

Selected supportive measures to field staff

9. Various other measures for additional support to the field base are being undertaken or are being planned. Some of the principal ones are discussed under the following headings, as well as under subsequent headings.

Increased consultation with headquarters

10. Measures are being taken to offer more opportunity to staff members with current field responsibilities to contribute their thinking to the improvement and more effective implementation of assistance policies and procedures, and to the more efficient and economic operation of the entire organization. Consultations between the Executive Director and the group of Regional Directors had in the past been arranged only once a year, when Regional Directors came to attend the Board session; such consultations are now being arranged more frequently. A main constraint to such consultations is the heavy workload on all concerned in meeting their regular responsibilities in carrying out the work of UNICEF.

11. A one-week meeting was held at headquarters in October 1975 with a "Field Group" of nine members designated by the Executive Director from among staff (Programme Officers, Representatives, Regional Directors) working in the Americas, Africa, Asia and the Eastern Mediterranean. This was immediately followed by a one-week meeting with the Regional Directors from all the regions. Each group organized its own agenda, so as to include the subjects they felt were most useful. These working sessions proved sufficiently valuable to headquarters and to the staff involved to warrant organizing them on a regular basis. The Executive Director intends to arrange such meetings each autumn in the future.

Increased visits to field offices

In addition to the support that continues to be given to the UNICEF 12. Representatives by the Regional Directors and the specialized resources available through their offices, steps are progressively being taken to increase the supportive role of headquarters through more frequent visits to the field by senior officials. A number of measures are also being taken to provide training in operational matters, and to improve the exchange of experience between headquarters and the field. The efforts in this direction in the past year included, for example, the organization in October and November 1975 of two workshops for UNICEF field staff, in Brazzaville and Nairobi, by a headquarters/field team concerned with supply and logistics. This was supplemented by visits by the team members to other offices in Africa and the Eastern Mediterranean. Three more workshops of this kind are planned for 1976, in Asia, and a further series will be run in subsequent years. This would form part of a more comprehensive programme of task-oriented training, to be developed in the future.

13. Similarly, headquarters staff undertook visits to offices in the Americas to help improve procedures in financial operations, accounting and data processing, and to a number of offices in Asia to assist them in the development of their budget work. The experience of all these exercises has been excellent, providing, at the working level, opportunities for a direct two-way exchange of experience and problems as seen from the perspectives of both the field offices and headquarters. Such visits are planned in 1976 and in the following years, so that gradually offices in all regions can draw benefit from this form of support.

Consolidated budgeting

14. One of the recommendations arising from the management survey was that each field office, in developing its own budget, would do so in a manner which directly and clearly links all cost components together: total programme aid in its various forms, international and national staff, consultant services, local operating expenditures and all other forms of administrative and programme support services. A main purpose of such consolidation is to foster consciousness of the relationship between the volume and nature of assistance and services provided to countries by UNICEF through each of its field offices, and the manpower and administrative resources required to do this job satisfactorily. Related to this are also measures to maintain careful monitoring of the interrelated parts of this system, and to provide all necessary support to ensure that the field offices have both the information and capacity they need to play the important role they have in this system.

15. A move in this direction began when budget proposals were submitted to the Board at the 1975 session. The administrative services and programme support budget estimates now being presented to the Board (E/ICEF/AB/L.162) reflect an improved degree of participation by each office in the preparation of material that relates their budget proposals to the programme workload that they foresee. However, more orientation and training are required to this end, and further measures will be taken in the coming period.

Reporting system

16. As of 1975, UNICEF Representatives began to submit their annual reports on progress on work of their offices directly to the Executive Director. As previously indicated, copies are also provided to the Regional Directors concerned. These reports call for a more systematic planning concept in their format, by requiring the comparison of actual development during the year with the programme or project targets, and by applying the experience thus obtained to the determination of targets and objectives for the 12-month period ahead.

17. One purpose of these internal reports is to provide the Executive Director with a ready-to-hand compendium of information, country by country, to assist him in guiding the global responsibilities of UNICEF. The new approach was also developed as a way of helping the UNICEF Representatives to review and plan their work more systematically while at the same time reinforcing effective management. 18. These changes, first applied in the preparation of the series of reports made ready in the last quarter of 1975, have generally produced positive results in improving the analytical and planning emphases. Each representative receives comments on his report from headquarters.

Sharing knowledge and experience

19. The terms "multicentre principle" and "knowledge networks" used in the management survey and employed in the Board's discussion in 1975, arose from the concept that the organization as a whole would benefit from approaches which would help more fully to draw on the practical experience and knowledge gained by various field offices and staff. Their involvement in project planning, implementation and evaluation and in concrete solutions to problems in one substantive field or another, would provide a body of systematic experience that could become available where it is most needed in other parts of the field, and would contribute to the enhancement of the professional capability of UNICEF's staff.

20. A more immediate and informal means to this end has begun to be developed, as another element in the decentralization to the field. UNICEF field offices have been encouraged to initiate "lateral" exchanges with each other. In the past year, such informal exchanges have been increasing. They have taken the form of correspondence as well as, to some degree, intercountry and interregional visits. In some instances, where this has led to the identification of common problems, a UNICEF Representative has participated in programme reviews undertaken by a colleague in another country, together with headquarters and regional staff.

21. A more thorough application of this approach calls for a coordinated system. Given the various budgetary and other constraints, it has been necessary to proceed carefully. In the latter part of 1975, discussions were initiated between headquarters and field offices, to identify which areas in programming required first attention and to review operational questions. A co-ordinating point at headquarters to pursue this further has now been established in the Programme Division, as part of the function of the programme analysis and evaluation services.

Headquarters

22. In consonance with the measures already described, aimed at further decentralization of authority to the field and an increase in the support headquarters can give to the field offices, a follow-up has been made in the implementation of the Executive Director's recommendations bearing on the structure of headquarters. Some of these have been put into effect, while others require further preparation before concrete steps can be taken. A Senior Consultant to the Executive Director on Organization and Management has been engaged in 1976 to assist in these developments, as well as those relating to field organization and personnel administration.

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Executive staff co-ordination

23. In order to enhance the effectiveness and co-ordination of work at headquarters, and between headquarters and the field, initial steps have been taken, with more to follow:

(a) Brief records are now prepared of the executive staff meetings for the information of Regional Directors and UNICEF Representatives, with more detailed reports prepared when necessary. The weekly executive staff meeting of division directors and other senior staff, presided over by the Executive Director, is a principal means for policy formulation, co-ordination of action and sharing of information. A Steering Group defines the key issues that come to the weekly executive staff meetings. Monthly meetings are also planned to draw on the participation of divisional deputies and specialists in order to enhance exchange of information for further analysis of current issues being faced by the organization.

(b) The overview of the administration of the various divisions at hea quarters is the responsibility of the Senior Deputy Executive Director, whose main function will be organization and management (formerly called "operations"). An Associate Director for Organization and Management is to be a new post, with the major function of coordination among the various divisions. The Associate Director will be responsible for identifying issues that cut across two or more divisions and seeing that these issues are appropriately considered and resolved. He thus provides a core staff function for the Executive Director and the Senior Deputy Executive Director, and works closely with the heads of all of the divisions. He will also be responsible for liaison with the Director of the Office for Europe on interdivisional and policy matters arising at headquarters.

(c) The heads of the Programme Funding Unit, Information, Greeting Card Operation, Programme and the Secretary of the Board are to constitute an External Relations group for purposes of co-ordination and exchange of information. The Executive Director will chair the External Relations group.

Programme Division

24. A functional reorganization has been started in order to improve the division's capacity to provide programme policy guidance and service to the field offices. Those aspects of the planning function which more directly bear on support to country planning have been merged with the programme function. The division now comprises these interrelated offices: field services (including the geographical sections through which communications with field offices are co-ordinated, and the Emergency Co-ordination Unit); programme analysis and evaluation; operations and logistics. Advisory services support the activities.

Greeting Card Operation

25. After long and productive years of service in building and directing the Greeting Card Operation, the present Director will retire from her post in the summer of 1976. She has, however, agreed to continue to assist the operation as a Special Consultant. The present Director of the Administrative Division will assume the post as Director of the Greeting Card Operation, following a period of some months of assisting the Executive Director in special administrative assignments beginning in April 1976. He brings to the post extensive administrative skills and managerial abilities.

Personnel Administration Division

26. Beginning 1 April 1976, the present Administrative Division will become the Division of Personnel Administration. At that time, the officer currently directing the Indo-China Peninsula operations at headquarters will assume the post of Director of Personnel Administration, reporting directly to the Executive Director on all issues of personnel policy. The appointment will bring to bear on the post many years of UNICEF field experience. Further information regarding the area of personnel management is given in paragraphs 28 to 37 below.

Internal Audit Service

27. The central function of the Internal Audit Service of UNICEF has been a continuous audit of logistical and fiscal operations, principally in the field offices. Because of increasing recognition of the need for more technical help with a variety of management problems, the provision of certain management services has been added to the functions and practice of this unit. The service is being strengthened to add greater diversity to its staff competence, in order to meet this demand.

Personnel management

Personnel Administration Division

28. The Personnel Administration Division, being constituted as of 1 April 1976, will for the present include all functions now performed by the Administrative Division, but with increased capacity and a firmer mandate for professional personnel management, in such areas as staff development, supervision, evaluation and counselling, and in manpower planning.

29. After careful examination of the issue of separating the preparation of administrative and programme support budgets from this Division, the Executive Director has decided that this function should be retained. It is necessary for flexible manpower planning, and thus essential to the proper discharge of the Division's functions, and the general requirements of UNICEF's management. There are adequate safeguards for fiscal control. No major problems have arisen requiring realignment of responsibilities. The sheer burden of the work involved, however, is great, wherever the responsibility is placed. The allocation of another staff officer, proposed in the budget estimates presented to this session of the Board, would help alleviate this one difficulty.

30. The approach for strengthening personnel management within UNICEF is to combine thorough experience of programming and field conditions with professional and realistic experience in contemporary staff management. The appointment of the new Director of Personnel Administration provides the necessary seasoned UNICEF experience and administrative leadership. In filling two other posts, one of them designated as a Deputy Director of Personnel Administration, efforts are now under way to reinforce the professional personnel management dimension. It is expected that these two posts can be filled in the second half of 1976.

31. The process of reinforcing the personnel management function is an evolving one, requiring both time and resources. A more detailed work programme will be prepared in the course of the year, along with such functional adjustments in the use of manpower resources as may be necessary. Staff training is one key area to be addressed with special attention to improvement of managerial capability by UNICEF Representatives in the field office. Meanwhile, progress is being made in improving the capacity of staff in field posts who have direct responsibility for personnel administration and finance. At the present time, only about half of all field offices have administration and finance staff with fully adequate background to handle the increased responsibility of these offices. Efforts will be made to help remedy the situation in the remaining offices.

Staff review

32. The system of Appointment and Promotion Committees at headquarters was improved during 1975. The three committees, each concerned with certain levels and categories of staff, review proposals for appointments and promotions and make recommendations to the Executive Director. Once a year, a full review is undertaken of all staff with whom the committees are concerned (including, among others, all international professional staff in the organization), on the basis of an evaluation of each individual's performance and potential for growth.

33. The main change made in the membership of the two committees which deal with staff deployed globally was to include staff currently working in the field. These field members, take part in the annual staff review. They are backstopped by headquarters staff with field experience at other times of the year, when it is impractical for them to attend. The committees now select their own presiding officer. Consultations between the committees and the Executive Director have led to broader terms of reference. In particular, the committees have been invited to contribute suggestions to the ongoing process of improving the system of staff assessment and, as part of the annual review, to offer recommendations of value to the career development and the improvement of skills and knowledge of individual staff members. 34. In the annual staff review that took place in the last quarter of 1975, very responsible and constructive work was done by the committees. Their work is contributing to a process of establishing clearer standards for staff evaluation, capable of being more uniformly and universally applied. The personnel review process is being kept under continuous examination for further improvements. The volume of work arising from the review process is increasing, calling for an extraordinary effort by the existing limited resources of personnel management.

Women in UNICEF

35. At its 1975 session, the Board asked the Executive Director to report to the session in 1976 on the employment of men and women in UNICEF, seen against the background of the Board's concern that the proportion of women on the professional staff is low (E/ICEF/639, para. 127). Such a report is provided in the annex to this document. It notes the special efforts made to recruit more women as professional positions became vacant, to identify women within the organization capable of assuming larger responsibilities and thus advancing, and of expanding training opportunities for women staff members. The proportion of women in professional positions which was 12.9 per cent in mid 1972 reached 18.7 per cent in March 1976, with most of the increase since the beginning of last year.

36. While this progress has resulted from the more vigorous efforts in recruitment and the broadening of career development opportunities for women, additional and continuous efforts along these lines are needed, not only as a matter of equity for women but as essential to make UNICEF increasingly effective.

Conditions of service

37. There are certain aspects of conditions of service which have for some time been known to require improvement, but where basic solutions need to be found within the system of staff rules and regulations applicable to the United Nations as a whole, rather than solely within UNICEF. In this connexion, it should be noted that the International Civil Service Commission, which was established by the General Assembly and which began to function in April 1975, is at present undertaking a broad review, to which UNICEF contributes, of conditions of service.

Future directions

38. Further efforts to be taken by the Executive Director in pursuit of the objectives discussed include:

- improving co-ordination and communications further within headquarters and between headquarters and field offices;

- raising the quality of the personnel review process;

- development of more systematic staff orientation and training, with emphasis on upgrading the managerial capacities of UNICEF Representatives and the technical proficiency of finance and administrative staff in field offices;

- management audits of selected field offices;

- improvement in staff rotation system;

- increasing opportunities for exchange of knowledge and expertise among field staff in different regions;

- continuing efforts towards better recruitment and representation of qualified women in the international staff.

39. These efforts are being undertaken with full recognition of UNICEF's core responsibilities and the importance of enabling UNICEF to achieve them most effectively rather than distracting from them; and with recognition as well of the necessity towards these ends to maintain the highest vigilance on budgetary control.

Non

Annex

Providing greater opportunities for women in UNICEF

1. This annex has been prepared in response to the Board's request at its 1975 session for a report on providing greater opportunities for women in UNICEF and achieving a more desirable balance between female and male staff (E/ICEF/639, para. 127).

Efforts in recruitment and career development for women

2. Although much remains to be done to improve the recruitment situation for women in professional posts, progress can be reported and more is expected for the future. This progress is attributable to changes in UNICEF practice and in attitudes within the UNICEF secretariat. It is also being furthered by changes in attitudes and career preparation among the women who prepare themselves to work in international fields and seek careers in UNICEF.

3. Active measures are being taken in both recruitment and career development of women. Although outside recruitment is needed for only a limited number of positions each year, substantial efforts are being made to recruit well-qualified women. Special attention is also being given to the career development potential and the training needs of women staff. A current objective is to have at least one woman programme officer in each field office.

4. High standards remain essential, of course, both in recruitment and promotion. Only among equally qualified candidates would priority consideration be given women. Similar principles have been applied in advancing women within the organization. Promotions of both women and men continue to be reviewed on an individual basis and common criteria for all staff.

5. Efforts in recruitment and career development can be summarized as follows:

(a) A more dynamic approach to recruitment is now being taken. Professional posts are now more broadly advertised. In soliciting applications from world-wide sources, special reference is made to including female candidates. Among the sources are government recruiting agencies, universities and other academic institutions, institutions dealing with bilateral co-operation, foundations, business enterprises with staff having international experience, professional organizations and non-governmental organizations. Field staff are encouraged to participate in this recruitment effort by referring well-qualified candidates.

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(b) The number of requests for training by women staff members that have been made and granted, is increasing. More women are participating in the annual interregional professional training seminar the most significant internal UNICEF training effort. Of the 25 to 30 participants involved in each seminar, only one to three women attended each year, from 1971 to 1975. In 1976 the number is expected to be seven or eight. More women, both in professional and general service posts, are availing themselves of training courses, which are helping their career advancement, with tuition paid for by UNICEF. The directions in personnel administration in UNICEF will include a much stronger emphasis generally on orientation, training and career development of staff, and in this context the training needs of women staff are to be given particular attention.

(c) A special effort, for purposes of career development, is being made to identify women in all staff categories who have the potential for assuming greater responsibilities than their present assignments afford.

Distribution of women in professional posts

Table 1 indicates the distribution of men and women in professional 6. posts over the past two years. Although, as shown in paragraph 7, the percentage of women has increased over the past several years, table 1 illustrates an imbalance that developed over many years in the recruitment of men and women to professional posts, attributable to a combination of factors: (1) fewer women than men pursue international careers; partly because most of UNICEF's professional staff serve in the field and are subject to regular rotation; (2) in the past, certain posts were perceived to be more suitable for men than for women, a view that is changing both within UNICEF and among prospective candidates; and (3) a considerable number of capable applicants could always be found among those who applied for positions; little need was felt to tap additional sources of recruitment, and the majority of those who applied, particularly for the higher positions, were men. (As an illustration of the difficulty in attracting women for the more senior posts, a vacancy at the D-1 level which was recently advertised world-wide resulted in about 20 times as many applications from men as from women. A recent vacancy at the P-3 level, however, received almost equal numbers of applications from men and women.)

7. In order to improve UNICEF's capacity to deal with its assistance programme, there has been an increasing proportion of women in professional posts, as shown by the following figures:

	Percentage of professional
	posts held by women
Mid 1972	12.9
End 1974	14.0
End 1975	16.7
31 March 1976	18.7

8. Table 2 indicates the distribution of promotions for men and women in professional positions during 1974, 1975 and 1976. Men tended to be promoted at more senior levels than women. However, a much higher proportion of women than men in the professional categories were promoted in these years. The difference in the level of staff promotions between men and women is due to the fact that there are fewer women than men available at the mid levels to move into senior positions. The higher over-all rate of promotions for women derives to a large extent from the fact that opportunities for advancement for women have not in the past been as open as for men, and we are now in a period in which this situation is being corrected. All promotions will continue to be judged on an individual basis.

9. Table 3 gives a breakdown of the number of male and female staff in the general service category. It indicates that the number of women in this classification is 468, representing 42.5 per cent of all general service staff members in all UNICEF offices. The highest proportions of women are in headquarters and the Geneva offices, and the lowest proportions are in the field offices. There are both men and women in the general service category who can assume greater responsibilities than their present jobs afford. A number have, in fact, already been moved into professional posts.

Conclusion 1/

10. Increasing women's representation at beginning and mid-career levels of the staff is the single most effective way to produce, in future years, the results sought for a more balanced representation of women in senior professional posts. At the same time, there will be a continuous effort to fill more senior posts with able women whenever possible, without waiting for years to go by and the advancement of women through all ranks to become a normal state of affairs.

11. Some positive efforts of the new recruitment practices and the increased emphasis on career development opportunities for women are now becoming apparent. The results are expected to become even more evident in future years as these efforts are pursued and expanded, not only as a matter of equity but as necessary for making the work of UNICEF increasingly effective. The mandate by the Executive Director to strenghten personnel management (see para. 28 of the main body of the report) gives additional impetus to measures to attain these objectives for improving the situation of women within UNICEF.

12. The Executive Director will continue to submit reports to the Board on the situation of women in UNICEF.

1/ See also paragraphs 35-36 of the main body of this report.

<u>Table 1</u>

International professional staff by level and sex

(Levels P and above)

Salary level	End Male	1974 Female	End Male	1975 Female	<u>1970</u> <u>Male</u>	<u>5 a</u> / Female
D-2 and above	12	0	13	0	15	0
D-1	23	1	26	2	27	3
P - 5	51	1	51	2	59	4
P-4	77	8	88	9	84	11
P-3	50	10	46	16	43	17
P-2	21	15	21.	17	22	19
P-1	5	4	9	5	9	6
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TOTAL	239	39	254	51	260	60

a/ As of 31 March 1976; based on 1976 promotion register.

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Table 2							
Promotionsin relation to sex and salary level							
1974-1976							
(Staff at levels P and above)							

		19	74		1975				1976 ^{a/}			
	Male Female			Male Female			Male		Female			
Salary level	Promotions during year	Total staff at end of year	Promotions during year	Total staff at end of March	Promotions during year	Total staff at end of March						
D-2 and above	3	12	0	0	2	13	0	0	3	16	o	0
D-1	9	23	0	1	6	26	0	2	4	27	1	3
P-5	11	51	o	1	9	51	1	2	14	59 ·	3	4
P-4	11	77	2	8	12	88	2	9	9	84	3	11
P-3	ο	50	3	10	9	46	7	16	3	43	2	17
P-2 b/	1	21	2	15	3	21	7	17	2	22	5	19
₽-1 C∕	0	5	0	ų	0	9	1	5	0	9	1	6
Total	35	239	7	39	41	254 ====	18	51	35	260 ****	15	60

a/ 1976 figures are based on the Promotion Register.

b/ Promotions at this level include movements from the General Service category and Junior Professional Officers.

c/ Promotions at this level represent movements from the General Service category.

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<u>Table 3</u>

UNICEF general service staff, by sex

as of 31 December 1975

UNICEF offices	Male	Per cent of total Staff	Female	Per cent of total Staff	Total male and female
New York and Geneva	64	21.4	235	78.6	299
Copenhagen, London, Tokyo, Sydney, Mulhouse	18	40.0	27	60.0	45
Field offices	552	72.8	206	27.2	758
Total general service staff	634 ======	57.5 =====	468 =======	42.5 ======	1,102 ======