

**MANCHESTER CITY COUNCIL
REPORT FOR RESOLUTION**

COMMITTEE : PERSONNEL COMMITTEE
DATE: 27 MAY 2009
SUBJECT: RESTRUCTURING OF THE PERSONNEL SERVICE
REPORT OF: CITY TREASURER AND HEAD OF PERSONNEL

PURPOSE OF THE REPORT

To set out proposals for the reorganisation of Personnel Services in line with the principles agreed as part of the Personnel Service Improvement Project, and to enable the service to more effectively support delivery of key Council priorities, including the People, Customer and ICT Strategies.

RECOMMENDATIONS

The Committee is asked to:

1. Endorse the overall principles for restructuring as set out in this report to provide for an approach to personnel management that is focused on delivery of key Council priorities, including the People, Customer and ICT strategies.
2. Agree the proposed revised structure, including the following senior posts reporting directly to the Head of Personnel:
 - Personnel Advisory and Resourcing Manager (£50,000 - £55,000)
 - Personnel Strategy and Organisation Manager (£50,000 - £55,000)
 - Health, Safety and Well-being Manager, Grade 10 +10% (£42,417 - £45,312)
 - Personnel Service Centre Manager Grade 10 (£39,460-£41,204)
 - Personnel Projects Manager, Grade 10 +20% (£46,263 - £49,413)
3. Disestablish the following senior posts from the former Corporate Personnel structure:
 - Personnel Manager, Employee Relations, PO6 +10% (£42,417 - £45,312)
 - Personnel Manager, Personnel Strategy, PO6 +10% (£42,417 - £45,312)
 - Personnel Manager, Workforce & Organisation, PO6 +10% (£42,417 - £45,312)

4. Grant delegated authority to the Head of Corporate Personnel acting in consultation with the City Treasurer and the Executive Member for Finance and Human Resources to progress a review and implementation of detailed structures, including number of posts and grading levels within each Grouping and to agree revised job descriptions and application of assimilation/ringfence arrangements.

FINANCIAL CONSEQUENCES FOR THE REVENUE AND CAPITAL BUDGETS

The proposals in this report will result in an immediate reduction in costs of circa £40,000 per annum, inclusive of salary related oncosts. In addition to this immediate reduction in costs, further savings will be achieved as the remainder of the revised structure is progressively implemented under the auspices of the Personnel Service Improvement Project.

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BACKGROUND DOCUMENTS

Personnel Service Improvement Project Mandate, approved by Manchester Improvement Programme Board, February 2008

WARDS AFFECTED: All

IMPLICATIONS FOR:

Anti-poverty	Yes
Equal Opportunities	Yes
Environment	No
Employment	Yes

1. BACKGROUND

- 1.1 The Corporate Personnel Service was last formally restructured in September 2002. At that time, Personnel Committee approved an organisational structure for the service which recognised the expansion in responsibilities to encompass the implementation of the Single Status Agreement, management of the Occupational Health Service and provision of operational personnel support to the Corporate Services and Chief Executive's Departments.
- 1.2 Alongside those extended management responsibilities the revised structure realigned resources within the service to more effectively support the strategic people management agenda facing the City Council at that time.
- 1.3 The structure approved for Corporate Personnel in 2002 consisted of the following functional Groupings:
 - Personnel Strategy and Change Management
 - Employee Relations and Personnel Advisory Services to Chief Executive's and Corporate Services Departments
 - Workforce and Organisation, including recruitment services to Chief Executive's and Corporate Services Departments
 - Health, Safety and Welfare.
- 1.4 In 2005 and 2006, the Committee approved proposals to create new posts of Head of Personnel for the Children's Services and Neighbourhood Services Directorates respectively. These posts are responsible for the provision of day to day professional personnel advisory services and support to managers in Directorates. It was agreed that each of these posts would report direct to the Head of Corporate Personnel.
- 1.5 Over the last six years, the Personnel Service has progressed a wide range of actions and initiatives which have contributed to the achievement of key Council priorities. Most notably, the service has:
 - In partnership with other agencies in the city supported the employability and worklessness agenda by promoting opportunities for Manchester residents to secure employment. This is delivered via employability briefings and participation at a variety of locally based employment events and centrally managed Jobs Fairs. The service also manages a range of initiatives to optimise the Council's role as an employer, including the IRES scheme, work placement, trainee and apprenticeship offers.
 - Developed recruitment strategies which support the achievement of a representative workforce. This has included the establishment of equality targets that have seen a 50% increase in Black Minority Ethnic employees in the City Council since 2002.

- Led initiatives to recognise and reward the contribution of individuals and teams, including the annual Awards for Excellence Programme and, most recently, the launch of the MCR+ benefits scheme in partnership with other organisations in the city.
- Developed a framework and reached agreement with the Trade Unions on a new City Council pay and grading structure. This work has resulted in the negotiated withdrawal of non-equal pay compliant bonus schemes, and most recently the full implementation of job evaluation across the Green Book workforce.
- Worked collaboratively with the Trade Unions to develop a framework of local agreements as part of the implementation of the national Single Status Scheme and also support the Manchester Agreement.
- Implemented a revised Health and Safety at Work Policy which prescribes clear roles, responsibilities and accountabilities for managers and the workforce.

2 SERVICE AND ORGANISATIONAL CHANGES SINCE PREVIOUS REVIEW

2.1 Since 2002 the remit and responsibilities of Corporate Personnel have expanded in response to broader organisational change and challenges. Key developments have included:

2.1.1 Personnel Advisory Support for the Children's Services and Neighbourhood Services Directorates has been transferred to the line management of the Head of Corporate Personnel. This common line management has contributed to the provision of higher quality, consistent personnel advice and practice across all services, thus reducing risk against damaging litigation.

2.1.2 The Senior Recruitment Service was established in 2003 and co-ordinates permanent and interim appointments for all posts with salary levels above £50,000. Central co-ordination of this activity ensures a consistent brand and approach to recruitment to senior posts across the Council irrespective of service area.

2.1.3 The workforce modernisation and rationalisation programmes within both Children's Services and Adult Social Care have been supported by temporary Personnel Change teams, who, through close working with the Manchester Improvement Programme, have dealt effectively with all personnel and employee relations aspects of new working arrangements.

2.1.4 The Agency Client Group provides in-house management of agency and interim staffing procurement to posts with salary levels up to £50,000. These arrangements support more speedy and effective

deployment of suitably qualified and experienced agency cover and has supported a Council- wide reduction in spend on agency and temporary staffing from £17 million to circa £10 million per annum.

- 2.1.5 The Health and Safety Service has consolidated and aligned health and safety support across the Council to ensure consistency of practice and legally compliant safety arrangements in all services.
- 2.1.6 Following the implementation of SAP the Personnel Shared Service Centre has been established to integrate all personnel administrative and transactional activities into a single organisational structure.
- 2.2 There have also been changes within the broader organisation which impact on how people resources are managed. The Council has progressively moved from an organisational model characterised by individual departments progressing their service objectives, to a 'Team Manchester' focus and a 'one employer' approach. This provides opportunity to achieve greater consistency of management practice and more effective working on key priorities across organisational structures.
- 2.3 The Community Strategy and Local Strategic Partnership create a framework for a much higher degree of collaborative working across other public and private sector organisations in the city. Additionally the introduction of Comprehensive Area Assessment now provides a stimulus to focus on the use of people resources within the organisation, and between public sector partners in the city.
- 2.4 Technological developments, most significantly SAP implementation, have provided significant opportunities to realign resources and to empower managers as the full technological potential of those developments are realised.

3. RATIONALE FOR CHANGE

- 3.1 The recent adoption of new Customer, People and ICT Strategies means that the City Council increasingly behaves as a single entity, rather being a collection of individual services. A single employer approach is also necessary if the Council is to respond effectively to central government expectations which make partnership working the norm rather than the exception.
- 3.2 If the Council is to succeed in delivering modern services in new ways then managers must be empowered to take responsibility for managing people, but underpinned by a framework of consistent, professional support and advice. This also requires an employment framework which has clear principles of organisational design and reward mechanisms that support the achievement of transformational change. For the City Council to succeed in more competitive environments and continue to improve services, it will be

necessary to move away from rigid policies, practices and structures and adopt a much more enabling framework of progressive policies and practices.

- 3.3 The introduction of the SAP system in 2007 provided a platform for integrating all personnel management transactional activities and provided an opportunity to achieve efficiencies through the centralisation of these activities.
- 3.4 In conjunction with colleagues from the Manchester Improvement Programme, the Personnel Service Improvement Project has made significant progress to identify opportunities for rationalisation and efficiencies within personnel processes. In turn this will facilitate the adoption of generic job roles and streamlined structures that will support the achievement of service improvement savings.
- 3.5 These key drivers and wider organisational changes mean it is now timely to restructure the Personnel service in order to consolidate the ad hoc structural changes of recent years. This will also provide a stronger foundation to support the required transformational change identified above, whilst realising efficiencies.

4. PROPOSED DELIVERY MODEL

- 4.1 Now that all Personnel Services fall under common line management, it is timely to review structures and reporting arrangements to effectively align support on people management issues to the new organisational context. This will require more effective integration of people and structures to support the adoption of an organisation design and culture that supports upskilling the workforce and facilitates flexibility and movement of individuals within and between services via generic roles and career families. The creation of a culture in which individuals are developed and progress will also open up further recruitment and apprenticeship opportunities for Manchester residents, and support broader approaches to succession planning at all levels in the organisation.
- 4.2 The health, safety and well-being of the workforce and those that are affected by the activities of the City Council is paramount. This will be achieved by the implementation of an approach to health and safety that supports managers in applying the recently approved Corporate Health and Safety Policy.
- 4.3 The professional Personnel Service must be underpinned by sound transactional processes. It will therefore be important to continue to integrate and develop the role of the Personnel Service Centre to realise efficiencies from the integration of personnel transactional activity.
- 4.4 It is also intended to create capacity for senior personnel expertise to support the significant people aspects of transformational change projects being undertaken by the Council. This will ensure that change is underpinned by people strategies that support the Council's values, People Strategy, policies and practices.

- 4.5 With a much broader service remit it will also be necessary to provide for stronger, strategic management support to the Head of Personnel through a reduced number of direct senior manager reports, all of whom are able to represent the Personnel Service in a wide variety of fora, internally and externally.
- 4.6 The proposed areas of responsibility for each of the revised management Groupings within the Personnel Service are therefore as follows:

4.6.1 Personnel Advisory and Resourcing Group

The Personnel Advisory and Resourcing Group will amalgamate the professional advisory aspects of the Personnel Service into a common management Group.

The current arrangement for the Head of Corporate Personnel to directly line manage the Departmental Personnel Advisory functions for Children's Services and Neighbourhood Services is no longer sustainable in terms of demands on the Head of Corporate Personnel's time. Therefore, in order to support the achievement of consistency in advice across all services, it is proposed to create an integrated Personnel Advisory function that takes a lead across all Employee Relations matters, including personnel advice and complex case management. This will support flexibility and the development of an enhanced skills and knowledge base for professional practitioners. The integrated function will also facilitate interchangeability between the currently distinct Directorate advisory roles and corporate employee relations roles.

The Agency Client Group was established to bring together all procurement of agency and interim resources for posts with salaries of less than £50,000 and has been successful in significantly reducing overall agency spend. However, there is still an absence of consistent standards in how different services and managers address their resourcing requirements when vacancies or new service priorities or initiatives arise. The Head of Corporate Personnel is keen to provide stronger consultancy support to managers to help them identify appropriate and cost effective solutions. It is therefore proposed to enhance the role of the Agency Client Group to provide more direct support to assist managers with the identification of more flexible resourcing solutions congruent with the City Council's existing policies and key priorities.

The Personnel Advisory and Resourcing Manager will also lead on all employee relations issues and conduct corporate negotiations with the trade unions on major change and conditions of service issues. The Group will also be responsible for supporting the Employee Appeals Committee and provide a lead role in developing new Council Policies and Procedures.

The postholder will also be required to represent the service at a senior level both within and outside the City Council. In view of the range of responsibilities attached to this post, a salary in the range £50,000 - £55,000 is proposed. This grading level is consistent with comparable posts within other centrally managed professional services.

4.6.2 Personnel Strategy and Organisation Group

The final roll out and implementation of the national job evaluation scheme across all services places the City Council in a more robust position to defend against potential equal pay and equal value challenges. It is however now timely to consider the development of more sophisticated future reward and recognition arrangements which are more aligned to the principles set out in the People Strategy, particularly with regard to achieving flexibility and mobility across the workforce.

In order to facilitate a seamless approach to this issue it is proposed to amalgamate the existing capacity on the Personnel Strategy & Change Management, and Workforce & Organisation Groups respectively under a single manager. This post will be responsible for developing strategic approaches to organisational design and future reward and remuneration strategies within the context of the Council's Scheme of Delegation for Staffing Proposals. An immediate priority will be to develop principles for the adoption of leaner and flatter organisation structures across Council services.

This Group will also continue to be responsible for supporting the worklessness and employability agendas for the city through working closely with the Deputy Chief Executives and external partners to optimise employment opportunities for Manchester residents. Similarly, broader personnel strategies will be developed to ensure the City Council is able to recruit and retain skilled workers through modern recruitment, retention, reward and diversity strategies in order to secure a workforce that is able to meet the challenges of future service delivery.

Within this Grouping the Senior Recruitment Service will continue to coordinate senior management appointments, but with an extended remit to incorporate more in depth research into senior management pay and reward and conditions of service. The Senior Recruitment Service will also be responsible for sourcing interim appointments for posts at salaries of £50,000 and above.

Organisational Consultancy support will be provided to advise on all aspects of organisational design to enable the development of modern and flexible pay and reward structures that support the attraction, retention and development of a skilled and flexible workforce. This will

incorporate support to structural reorganisations previously provided through departmentally based Personnel Advisory Teams. Job families and generic roles will be further developed across the organisation with clear development pathways that will support and complement the skills agenda. Evaluation of roles will be incorporated into the wider organisational design and change process going forward and the threshold for the application of job evaluation will be increased from Grade 10 (£39,460-£41,204) to incorporate posts currently graded up to and including Grade 10 +20% (£49,413).

In order to support the expanded Personnel Service it is intended to integrate existing administrative resources under an enhanced Business Support function to be located with the Personnel Strategy and Organisation Group. This will also be responsible for the provision of accurate and reliable management information and, research and intelligence data. This is critical to underpinning the work of the broader personnel service, and to support workforce planning across the whole organisation. This function will also provide an enhanced approach to personnel communications which will incorporate the review and further development of the existing Personnel intranet site to provide for more ready access to personnel information, and the development of bespoke communication strategies for specific projects and personal development.

The postholder will also be required to represent the service at a senior level both within and outside the City Council. In view of the range of responsibilities attached to this post, a salary in the range £50,000 - £55,000 is proposed. This grading level is consistent with comparable posts within other centrally managed professional services.

4.6.3 Health, Safety and Well-Being Group

Significant work has been undertaken as part of the Personnel Service Improvement Project to review processes and procedures within the Health and Safety Service. This has resulted in a service reorganisation that strengthens the interface with managers - supported by improved performance measures and delivered through streamlined structures. Work is progressing to implement the revised structure which is based on two operational arms - Health and Safety, and the Occupational Health Service, each led by a Team Leader.

The service will provide strategic and professional support to the achievement of a healthy and attending workforce including the provision of proactive interventions to support an employees early return to work. A greater focus will be placed on employee welfare and the well-being agenda though greater joint working with personnel and occupational health professionals – and through close working with the Joint Health Unit. This will provide managers with frameworks and pragmatic solutions to better support City Council employees.

The proposed realignment of the Health and Safety service will enable the Council to promote a 'one employer' approach to the management of health and safety. This will be implemented by standard approaches to risk, manager and employee training, and targeted assurance audits. This in turn will deliver the Governance Framework for Health and Safety recently approved by this Committee.

The service will also build flexibility to enable the deployment of individuals within the service to reinforce civil contingencies and business continuity. The service will also provide professional health and safety support to key corporate projects including the Town Hall Extension Refurbishment Project, particularly in regard to meeting legislative requirements and standards around the allocation of accommodation and design of workspaces.

The key priority for the Occupational Health Service will be to deliver timely and appropriate management advice to enable managers to effectively improve employee attendance. Running in parallel, the service will strive to support improvements in the health and well-being of Council employees through targeted interventions which promote improved health and improved employee resilience.

The above span of responsibilities represents a significant increase to the existing role of the Personnel Manager, Health, Safety and Well-being and it is therefore recommended that this post be regraded from Grade 10 (£41,204) to Grade 10+10% (£42,294 - £45,180). This grading level is consistent with comparable posts within other services.

4.6.4 Personnel Shared Service Centre

Following the initial establishment of the Personnel Shared Service Centre, located at Pink Bank Lane in November 2008, work is currently being undertaken with Manchester Improvement Programme Business Analysts to identify and realise efficiencies from within transactional processes which will result in cashable savings.

The Shared Service Centre currently operates across three functional activities, Recruitment Services, Personnel Administration and Organisational Management which, prior to the implementation of SAP, had been undertaken in individual departmentally based Personnel teams.

- i. Recruitment Services provide administrative support to managers relating to recruitment episodes for permanent posts below a salary level of £50,000 and deal with associated letters and contracts of employment, Criminal Record Bureau checks, and management of redeployment processes.
- ii. Personnel Administration supports the management of data associated with an individual's employment e.g. post

employment contractual changes, changes to personal details etc.

- iii. Organisational Management develop and maintain the organisational structure which drives and maintains the integrity of the SAP system, including financial management and procurement.

A change programme is now in place as part of the Personnel Service Improvement Project to support the introduction of more generic working across these groupings. This will facilitate greater resource flexibility and to enhance personal development of individuals.

Additionally, following discussion with the Director of Children's Services, from September 2009 the Personnel Shared Service Centre will assume responsibility for providing the transactional personnel services to Manchester Schools, currently undertaken by the Management Support to Schools Team located in the Children's Services Directorate.

Work is progressing on the implementation of Manager and Employee Self Service modules within SAP to provide managers with more immediate access to employee information which will enable them to manage their people resources with less reliance on day to day personnel support.

At an appropriate point in the future it is intended that the Personnel Shared Service Centre move to an amalgamated Council- wide Shared Service Centre which will embrace all back office functions.

It is not proposed to adjust the grade of the Personnel Service Centre Manager at Grade 10 (£39,460-£41,204) at this stage as this is in line with other comparable posts.

4.6.5 Personnel Projects

The Council is increasingly undertaking a wide range of initiatives to modernise and improve services for the future. Many of these initiatives require substantial professional personnel support to ensure the adoption of best people management practice in line with Council values, People Strategy, policies and procedures.

These projects frequently involve thematic and corporate change crossing service and organisational boundaries, and are often delivered in conjunction with partner, and other external organisations.

Such projects frequently require a significant input from the Personnel Service and the subsequent allocation of resources to work on the detailed personnel aspects can be slightly arbitrary, based on availability of resources. Such approaches can also impact adversely

on other ongoing work as issues are reprioritised. It is therefore timely to create a capacity to support personnel work streams arising from such transformational projects within the Personnel Service structure at an appropriately senior level.

Mainstream personnel project work would continue to be located within the appropriate core personnel service area. These would typically, but not exclusively, include professional personnel management issues around recruitment and retention, employee development, changes to management structures, conditions of service changes and the discharge of the Council's legal and statutory responsibilities as an employer.

In the first instance it is intended that this post will be outplaced to the Town Hall Refurbishment Project to provide support to the significant people issues associated with the temporary decant of staff and subsequent return to the refurbished building. Critically the Personnel Project Manager will also play a pivotal role in the creation of workplace cultures in which new and flexible working practices are adopted to deliver services in new ways. This will be both support and complement wider approaches being adopted to allow new, flexible working arrangements across all Council services.

The Personnel Project Manager will be located within the Town Hall Refurbishment Project Team but remain under the line management of the Head of Personnel throughout the duration of the project. This will ensure people issues are developed cognisant of wider City Council personnel management policies and practices. Additionally, it will ensure that the Personnel Project Manager has ready access to professional colleagues and any additional personnel resources that might be required to support the Town Hall Refurbishment Project.

The responsibilities it is proposed to attach to this post are considered to be commensurate with those of senior project managers elsewhere in the City Council and therefore a salary of Grade 10 + 20% (£46,263 - £49,413) is proposed.

The costs of this post and any other personnel resources which it is subsequently agreed to directly allocate to work on the Town Hall Refurbishment Programme will be recharged to the Programme.

4.7 Arising from these proposals, it is intended to disestablish the three existing senior management posts in Corporate Personnel of:

- Personnel Manager, Employee Relations, PO6 +10% (£42,417 - £45,312)
- Personnel Manager, Personnel Strategy, PO6 +10% (£42,417 - £45,312)
- Personnel Manager, Workforce & Organisation, PO6 +10% (£42,417 - £45,312)

- 4.8 It is proposed that current senior managers in the service graded above Grade 10 will be invited to participate in ringfence interviews for the three new posts of Personnel Advisory and Resourcing Manager, Personnel Strategy and Organisation Manager and Personnel Projects Manager. Arising from the conclusion of this process, those individuals who have not been successful in securing an appointment will be considered for other suitable posts which arise from the consequential rationalisation and review of capacity within the broader service as set out in paragraph 5.3 below.
- 4.9 More detailed structures will be developed and implemented in line with established Council policies and the principles set out in paragraph 5.3 below.

5. JOB EVALUATION

- 5.1 In preparation for the review of the Personnel Service and in order to achieve job evaluation implementation deadlines, the service has established six core generic roles and grading levels across the whole service (three in Corporate Personnel and Personnel Advisory Services and three in the Personnel Shared Service Centre).
- 5.2 Through the development of generic job descriptions and simplified structural hierarchies the service will be able to achieve greater flexibility to support the achievement of changing priorities over time. This flexibility will also support the development of capacity and provide career paths for individuals within the service. A Working Group of staff representatives has also been established to consider options to support career and professional development within the service.
- 5.3 Staff and trade unions have been consulted on these proposals and staff are currently being allocated to the new career structure in line with Council policy. It is intended to determine the numbers of posts within each grade for each area of the service in line with available budgets. This will change in line with ongoing assessment of workload and key priorities.
- 5.4 Where posts are established or regraded at above Grade 10, then it will be intended to undertake formal Job Evaluation of these grades in line with principles currently being discussed with the trade unions.

6. CONCLUSION

- 6.1 Since 2002 the Personnel Service has adapted its structures in response to a range of specific service developments.
- 6.2 As the needs of the broader organisation are changing in response to the need for a one organisation approach to the delivery of the newly approved People, Customer and ICT strategies, there is a need to strategically realign

the personnel services structure to support managers to achieve the required transformational change.

- 6.3 Subject to the Committee approving the proposed management structure for the Personnel Service it is requested that delegated authority be granted to the Head of Corporate Personnel acting in consultation with the City Treasurer and the Executive Member for Finance and Human Resources to progress implementation of the remaining structure in terms of final numbers and grading levels within each grouping, including revised job descriptions and application of assimilation/ringfence arrangements.
- 6.4 Determination of final numbers will be within budget and incorporate the achievement of identified SIP savings.

7. COMMENTS FROM TRADE UNIONS

- 7.1 UNISON note that this restructure is following the Corporate approach throughout the authority.
- 7.2 We note the salaries that are to be attached to these new roles and we feel that job evaluation scheme that is to be introduced for grades over Grade 10 should be achieved as soon as possible so that a transparent Grading system informs the correct monetary value for these roles and ensures that the criteria for equal pay is maintained.
- 7.2 The Head of Corporate Personnel has assured UNISON that he will work closely with the Trade Union's in achieving a negotiated approach to this restructuring, and we believe that were or if such a settlement is not achievable we will raise these matters with the Lead Member for Finance and Human Resources.
- 7.3 Therefore at this stage UNISON has nothing further to add and look forward to our joint working approach with the Department.

8. IMPLICATIONS FOR KEY COUNCIL POLICIES

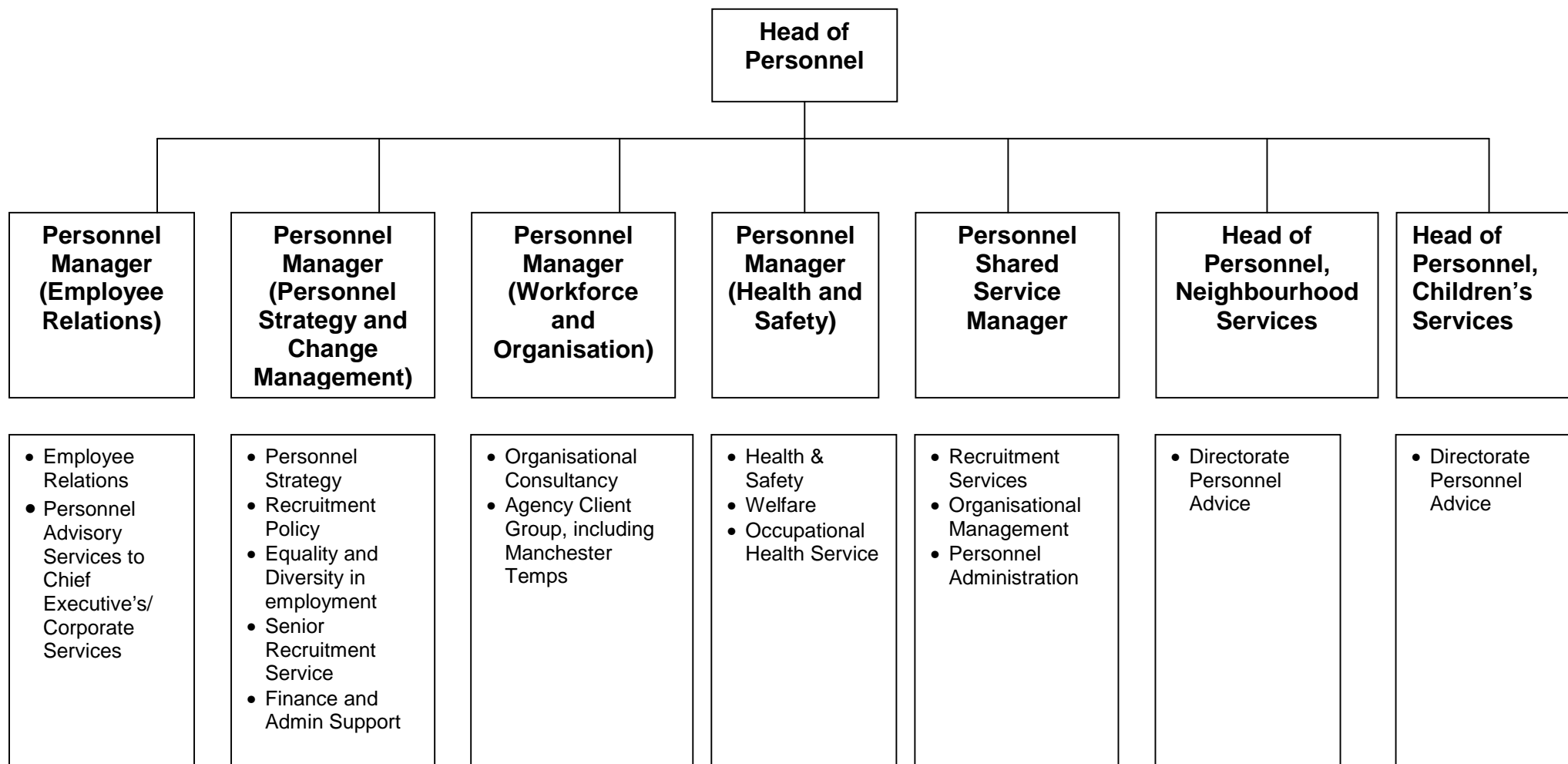
- 8.1 The proposals in this report will create a greater focus around creating employment opportunities for Manchester residents with both the City Council and other public service partners and therefore contribute to the achievement of key Council policies.

ATTACHED AS APPENDICES

1. Current organisation structure for Personnel Service.
2. Proposed organisation structure for Personnel Service.

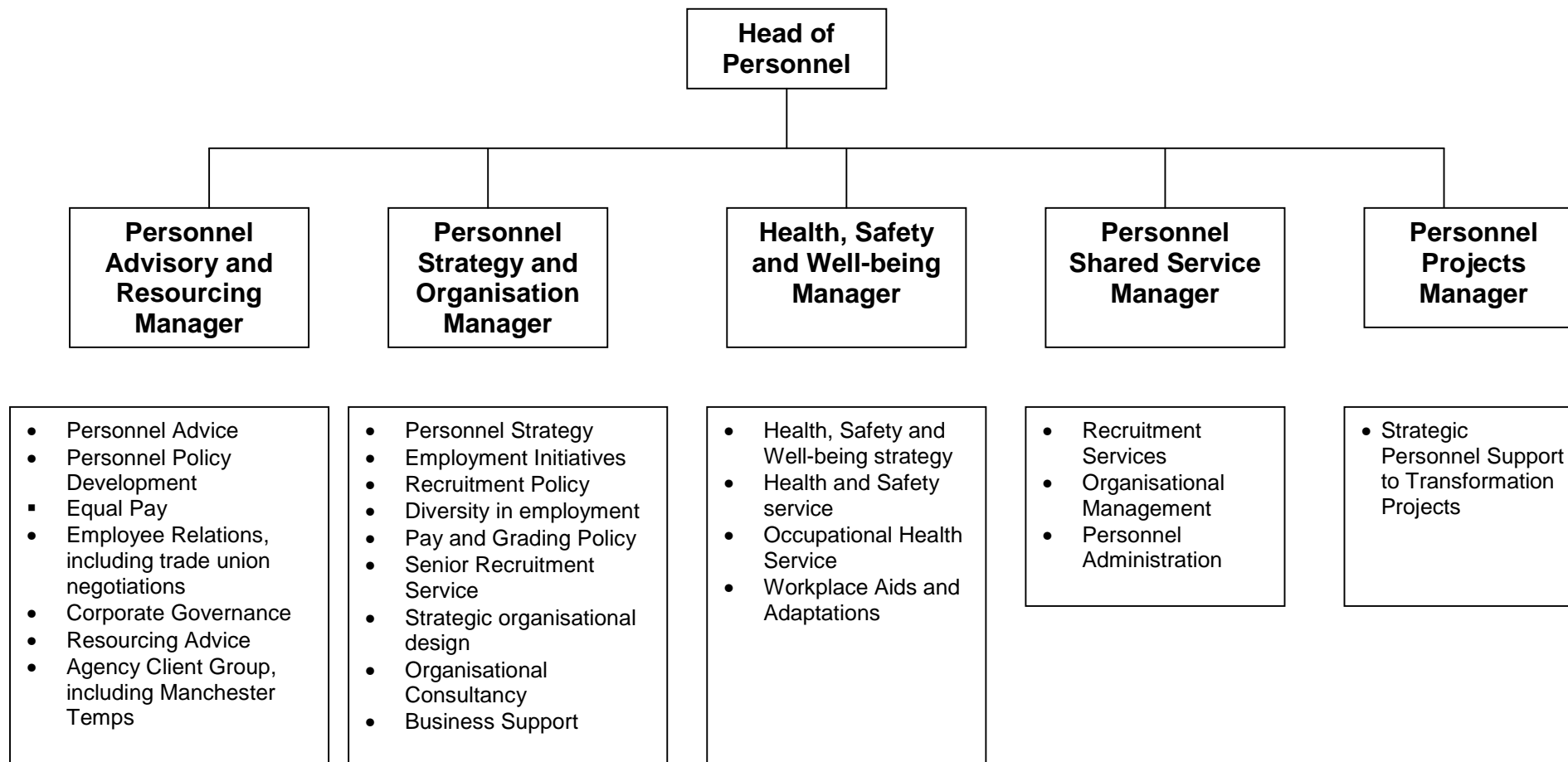
APPENDIX 1

EXISTING PERSONNEL SERVICE MANAGEMENT STRUCTURE



APPENDIX 2

PROPOSED PERSONNEL SERVICE MANAGEMENT STRUCTURE



Detailed structures, including number of posts, grades and reporting arrangements, to be determined by the Head of Personnel in consultation with the City Treasurer and Executive Member for Finance and Human Resources within agreed budget provision for Personnel Service.