

**For discussion
on 18 April 2005**

Legislative Council Panel on Public Service

Employment of Non-Civil Service Contract Staff

PURPOSE

This paper updates Members on the current position on the employment of Non-Civil Service Contract (NCSC) staff and provides supplementary information requested by Members at the meeting held on 17 January 2005.

NON-CIVIL SERVICE CONTRACT STAFF SCHEME

Objective

2. The NCSC staff scheme is a standing scheme introduced in 1999 to enable Heads of Department (HoDs) to employ staff on fixed term contracts outside the civil service establishment to meet service needs in the following circumstances -
 - (a) to meet service need that is short-term or does not require keeping staff on a long-term basis, e.g. temporary staff employed by the Registration and Election Office for the 2004 voter registration drive and Legislative Council Election and statistical assistants and survey interviewers employed by the Census and Statistics Department for ad hoc surveys;
 - (b) to meet service need that requires staff on a part-time basis, e.g. part-time Contract Workers and Contract Sorting Office Assistants employed by the Post Office to meet seasonable demand for postal services; and
 - (c) to meet service need where the mode of delivery of the service is under review or likely to be changed, e.g. Workmen employed by Food and Environmental Hygiene Department pending outsourcing of various cleansing services.

The Scheme supplements the civil service appointments but does not replace the making of civil service appointments.

Guiding Principles

3. HoDs have full discretion to decide on the appropriate employment package for their NCSC staff subject to the guiding principles that the terms and conditions of service for NCSC staff should be no less favourable than those provided for under the Employment Ordinance (EO) and no more favourable than those applicable to civil servants in comparable civil ranks or comparable levels of responsibilities. NCSC staff are provided with benefits including rest days, statutory holidays, annual leave, maternity leave, paid sick leave, etc. as may be provided in line with or above the provisions of the EO.

Policy on Remuneration

4. HoDs have the authority to determine the appropriate pay level of their NCSC staff having regard to the employment market, management and operational considerations of the department, but the pay offered should not exceed the mid-point salaries of comparable civil service ranks or ranks of comparable level of responsibilities. For the employment of non-skilled NCSC staff (e.g. workmen, property attendants, security guards), the pay offered should be no less than the average monthly wages for the relevant industry/occupation as published in the Census and Statistics Department's Quarterly Report of Wage and Payroll Statistics in the corresponding period at the time of appointment.

5. HoDs may offer an end-of-contract gratuity which, together with Government's Mandatory Provident Fund Contributions, should be not more than 15% and 10% of the total basic salary drawn during the contract period for skilled and non-skilled jobs respectively.

Management and Control

6. Given the nature of the NCSC scheme, and in order to maintain flexibility of the scheme, it is our policy not to micro-manage departments in the employment of NCSC staff. However, we have issued detailed guidelines on the scope, terms of employment, remuneration package, recruitment procedures etc. for HoDs to follow in the employment of NCSC staff. At the departmental level, the employment of NCSC staff must be approved by a directorate officer with delegated

authority from HoDs and there should be a directorate officer not below the Directorate pay scale of D2 equivalent to control and monitor the implementation of the NCSC scheme. We have reminded bureaux/departments to take proactive steps to ensure proper usage of the NCSC Scheme, and many of them have introduced various control and monitoring mechanisms such as setting up panels or in-house staff redeployment committees to examine the employment of NCSC staff, to implement internal staff redeployment and to co-ordinate re-deployment of common grade officers. The Civil Service Bureau operates a central clearing house mechanism to re-deploy surplus clerical and secretarial civil service staff to meeting service needs of departments/bureaux (see also paragraph 11 below). We also conduct half-yearly surveys to collect snapshot statistics from departments on the general information of NCSC staff as at 30 June and 31 December each year and additional ad hoc surveys where needed to monitor the NCSC staff situation in general.

Position as at 31 December 2004

7. As at 31.12.2004, there were 14 807 full-time NCSC staff employed in government, of which 2 154 (14.5%) were employed under various job creation initiatives. The breakdown of NCSC staff by department is at **Annex A**. Compared with the position on 30.6.2004 and 31.12.2003, the number of full-time NCSC staff dropped by 1 750 (10.6%) and 1 340 (8.3%) respectively.

8. The majority (92.6%) of the current full-time NCSC contracts were less than two years. The majority (83.4%) of the staff was remunerated at a monthly salary of less than \$16,000. The breakdowns of the number of full-time NCSC staff by salary range and contract duration are provided at **Annex B**.

9. As stated in paragraph 2 above, the general objective of the NCSC scheme is to provide departments with flexibility in sourcing manpower outside the civil service establishment for meeting service needs which are short-term, part-time and under review. For departments operating as trading funds and where business level and staffing requirements may change over time, the scheme provides the much needed flexibility for them to adjust their staffing level quickly to cope with changing business demands whilst ensuring the viability of their operations. For departments such as Invest Hong Kong, Radio Television Hong Kong, Office of the Telecommunications Authority which require the latest expertise in the market to meet the special and rapidly changing business and operational needs in their respective fields, the scheme also offers a flexible means of employing suitable staff for the appropriate duration.

SUPPLEMENTARY INFORMATION REQUESTED

10. When the employment of NCSC staff for clerical and secretarial duties was discussed at the meeting of the Legislative Council Panel on Public Services held on 17.1.2005, Members asked the Administration to provide -

- (a) number of NCSC staff whose jobs are comparable to certain civil service jobs, with a breakdown by bureau/department, and measures that the Administration will take to address the situation; and
- (b) information regarding training for NCSC staff.

NCSC jobs comparable to certain civil service jobs

11. As at 31.12.2004, there were 2 822 NCSC staff performing duties comparable to clerical and secretarial grades, of which 355 were employed under job creation initiatives (12.6%). A breakdown by department is at **Annex C**. As mentioned in paragraph 6 above, in order to optimize the deployment of clerical and secretarial officers, we have strengthened the control on the employment of NCSC staff for clerical and secretarial duties. Effective from June 2004, HoDs are required to seek the assistance of the General Grades Office (GGO) for the deployment of suitable civil servants from other departments to undertake the clerical and secretarial duties and would only be allowed to recruit new NCSC staff for clerical and secretarial duties if the need cannot be met in part or in full by such deployment.

12. Since the implementation of the redeployment arrangement, GGO has successfully redeployed 139 surplus clerical and secretarial staff to various bureaux/departments to take on time-limited projects, which would otherwise be performed by new NCSC staff. In addition, five departments have internally redeployed a total of 111 clerical and secretarial staff within their respective departments. In the next six months, redeployment would be arranged for another 76 surplus staff. GGO would continue with the effort in redeployment to optimize the use of human resources in the civil service.

Training for NCSC Staff

13. NCSC staff are provided with orientation and induction courses to familiarize with the organization, mission and vision of and services provided by

their employing departments. Apart from work-related training courses such as computer operation and customer services provided by departments, they can apply for general training courses like occupation safety, language and communication skills, national studies, basic law and take part in on-line training and e-learning packages provided by the Civil Service Training Institute. The estimated number of NCSC staff who have participated in various training courses in 2004/05 is as follows -

Type of Courses	No. of trainee (places)	No. of trainee (days)
Courses provided by departments	24,800	33,600
Course provided by CSTDI	2,800	3,300
Registered users of Cyber Learning Centre Plus	4,100	-

ADVICE SOUGHT

14. Members are invited to note the above information regarding the employment of NCSC staff.

Civil Service Bureau
April 2005

**Employment of Full Time NCSC Staff in Department/Bureau/Office
(position as at 31.12.2004)**

Department/Bureau/Office	Total no. of NCSC staff employed (Including no. of staff employed under job creation initiatives)	
Agriculture, Fisheries and Conservation Department	593	(325)
Architectural Services Department	24	(0)
Audit Commission	6	(0)
Auxiliary Medical Service	1	(0)
Buildings Department	794	(408)
Census and Statistics Department	150	(0)
Chief Executive's Office	4	(0)
Chief Secretary and Financial Secretary's Office	213	(0)
Civil Aviation Department	19	(0)
Civil Engineering and Development Department	154	(0)
Civil Service Bureau	6	(0)
Commerce, Industry and Technology Bureau	9	(0)
Companies Registry	97	(0)
Constitutional Affairs Bureau	2	(0)
Correctional Services Department	4	(0)
Customs and Excise Department	75	(0)
Department of Health	1 043	(0)
Department of Justice	58	(24)
Drainage Services Department	220	(0)
Economic Development and Labour Bureau	17	(0)
Education and Manpower Bureau	1 150	(0)
Electrical and Mechanical Services Department	856	(0)
Environment, Transport and Works Bureau	14	(4)
Environmental Protection Department	131	(25)
Financial Services and the Treasury Bureau	7	(0)
Fire Services Department	58	(0)
Food and Environmental Hygiene Department	940	(435)
Government Flying Service	8	(0)
Government Laboratory	55	(0)
Government Logistics Department	42	(0)
Government Property Agency	7	(0)
Health, Welfare and Food Bureau	29	(5)
Highways Department	200	(0)
Home Affairs Bureau	32	(0)
Home Affairs Department	351	(122)

Department/Bureau/Office	Total no. of NCSC staff employed (Including no. of staff employed under job creation initiatives)	
Hong Kong Observatory	24	(0)
Hong Kong Police Force	172	(0)
Housing, Planning and Lands Bureau	4	(0)
Immigration Department	205	(0)
Information Services Department	32	(4)
Inland Revenue Department	167	(0)
Innovation and Technology Commission	25	(6)
Intellectual Property Department	32	(0)
Invest Hong Kong	46	(0)
Judiciary	91	(0)
Labour Department	207	(0)
Land Registry	80	(0)
Lands Department	150	(0)
Legal Aid Department	14	(0)
Leisure and Cultural Services Department	1 924	(215)
Marine Department	44	(0)
Office of Government Chief Information Officer	32	(0)
Office of the Telecommunications Authority	70	(0)
Official Receiver's Office	28	(7)
Planning Department	22	(6)
Post Office	1 701	(0)
Radio Television Hong Kong	201	(0)
Rating and Valuation Department	61	(0)
Registration and Electoral Office	157	(0)
Security Bureau	22	(0)
Social Welfare Department	931	(293)
Student Financial Assistance Agency	346	(236)
Television and Entertainment Licensing Authority	52	(0)
Trade and Industry Department	68	(39)
Transport Department	172	(0)
Treasury	74	(0)
University Grants Committee Secretariat	15	(0)
Water Supplies Department	269	(0)
Total	14 807	(2 154)

**Employment of Non-Civil Service Contract (NCSC) Staff
(position as at 31.12.2004)****Contract Duration**

Length of current contract	No. of full-time NCSC Staff	% of total full-time NCSC staff
< 1 year	4 028	27.2%
1 - < 2 years	9 681	65.4%
2 - ≤ 3 years	1 098	7.4%
Total	14 807	100%

Salary Range

Monthly Salary	No. of full-time NCSC Staff	% of total full-time NCSC staff
Below \$16,000	12 348	83.4%
\$16,000 - \$49,999	2 322	15.7%
\$50,000 or above	137	0.9%
Total	14 807	100%

**No. of full-time NCSC staff performing duties comparable to
clerical and secretarial grades (position as at 31.12.2004)**

Bureau / Department / Office	No. of full-time NCSC Staff (including no. of staff employed under job creation initiatives)	
Agriculture, Fisheries and Conservation Department	16	(16)
Buildings Department	123	(53)
Census and Statistics Department	34	(0)
Chief Secretary and Financial Secretary's Office	7	(0)
Civil Aviation Department	3	(0)
Civil Engineering and Development Department	10	(0)
Companies Registry	25	(0)
Customs and Excise Department	29	(0)
Department of Health	186	(0)
Department of Justice	18	(6)
Drainage Services Department	6	(0)
Economic Development and Labour Bureau	6	(0)
Education and Manpower Bureau	288	(0)
Environment, Transport and Works Bureau	6	(2)
Financial Services and the Treasury Bureau	1	(0)
Fire Services Department	17	(0)
Food and Environmental Hygiene Department	135	(23)
Government Laboratory	9	(0)
Health, Welfare and Food Bureau	8	(2)
Highways Department	18	(0)
Home Affairs Bureau	2	(0)
Home Affairs Department	77	(1)
Hong Kong Police Force	11	(0)
Immigration Department	175	(0)
Information Services Department	1	(0)
Inland Revenue Department	52	(0)
Intellectual Property Department	9	(0)
Invest Hong Kong	1	(0)
Judiciary	32	(0)
Labour Department	93	(0)
Land Registry	67	(0)
Lands Department	58	(0)
Leisure and Cultural Services Department	651	(1)

Bureau / Department / Office	No. of full-time NCSC Staff (including no. of staff employed under job creation initiatives)	
Marine Department	9	(0)
Office of Government Chief Information Officer	17	(0)
Office of the Telecommunications Authority	27	(0)
Official Receiver's Office	10	(2)
Radio Television Hong Kong	4	(0)
Rating and Valuation Department	17	(0)
Registration and Electoral Office	59	(0)
Security Bureau	7	(0)
Social Welfare Department	103	(0)
Student Financial Assistance Agency	315	(229)
Television and Entertainment Licensing Authority	12	(0)
Trade and Industry Department	25	(20)
Treasury	2	(0)
University Grants Committee Secretariat	7	(0)
Water Supplies Department	34	(0)
Total	2 822	(355)

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