

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Batasan Hills, Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL No. 6859



Introduced by
ACT Teachers Party-List Rep. ANTONIO L. TINIO,
Gabriela Women's Party Rep. SARAH JANE I. ELAGO,
and **KABATAAN Party-List Rep. RENEE LOUISE M. CO**

AN ACT
PROVIDING FOR SECURITY OF TENURE AND GRANTING SUBSTITUTE
CIVIL SERVICE ELIGIBILITY FOR ALL NON-REGULAR AND REGULAR
EMPLOYEES OF THE GOVERNMENT WHO HAVE RENDERED AT
LEAST SIX (6) MONTHS OF CONTINUOUS SERVICE

EXPLANATORY NOTE

Social justice demands that the State provide full protection to labor including entitlement to security of tenure. The 1987 Constitution upholds the full protection of labor. Section 3 of Article XIII states that, "the State shall afford full protection to labor, local and overseas, organized and unorganized, and promote full employment and equality of employment opportunities for all." Likewise, all workers "shall be entitled to security of tenure, humane conditions of work, and a living wage."

Former President Rodrigo Duterte vowed to stop the practice of "endo" or labor contractualization. The Duterte presidency has ended, yet labor contractualization has worsened and become even more widespread, both in the private and public sectors. Now, President Marcos, Jr. remains silent regarding workers' call to end contractualization.

The most blatant violations in the public sector are committed against job order (JO) and contract of service (COS) workers who, according to the latest *Inventory of Government Human Resources* of the Civil Service Commission (CSC), have reached 919,868 as of October 10, 2025, out of the 3,018,811¹ personnel in the entire

¹ As of 10 October 2025, there are 629,862 JOs, 290,006 COS personnel, 1,873,505 career service employees and 225,438 non-career service employees.

government. This figure is more than thrice the 282,586 non-regular workers in the public sector in 2008.² Top regions in 2025 with the most number of JOs and COSs include Region IV, NCR, Region VI, and Region III. Collectively, local government units use 679,427 JOCOS workers, but the single biggest “endo agency” is the Department of Public Works and Highways with 41,227.³

JOCOS workers are worse off than other non-regular personnel, the contractuels and casuals, since they are not considered government employees and therefore are not paid the salaries and benefits accorded to such. But JOCOS workers, contractuels, and casuals are all in the same boat of precarious employment—no certainty that they will still have jobs and incomes after six months or in the next year, no social insurance protection, no right to self-organization, near-zero promotion opportunities, and often become targets of discrimination at work.

Contractualization is so prevalent that non-regular workers comprise a significant portion of the government’s workforce. From around 10% non-regular employees in the 1990s, they now comprise more than 30% of the government employees.

In 2016, in the Department of Social Work and Development (DSWD) alone, contractual workers comprise 120,890 out of the total 25,639 employees, or 81.48% of the agency workforce. Meanwhile, in the country’s premier public tertiary school, the University of the Philippines (UP), 26.33% of the 7,813 employees are contractual. In UP-Philippine General Hospital, 661 out of 3,823 health workers or 17.29%, are contractual, job-order, casual, or temporary workers.

Labor contractualization is a blatant violation of the worker’s right to security of tenure. Many of the JOCOS workers, contractuels, and casuals have worked for 20 years or more and were made to perform regular agency functions, yet were never regularized. National government agencies, local government units, and instrumentalities place hundreds of thousands of individuals in precarious work, in blatant violation of regulations like those preventing the hiring of such persons to perform the main, necessary, and desirable functions of the agency, or to perform the tasks done by a regular employee or assigned to a plantilla position that has been rendered vacant.

The CSC, Commission on Audit (COA), and Department of Budget and Management (DBM) issued Joint Circular (JC) 1, s. 2017 on June 15, 2017, amended by JC No. 1, s. 2018, or the *Rules and Regulations Governing Contract of Service and Job Order Workers in the Government*. In 2020, with the numbers of JOCOS workers still ballooning, COA and DBM issued JC 2, s. 2020 through which the government formalized the “not government employees” stance (CSC was no longer among the agencies that issued the JC). COA and DBM set a limit for the rehiring of JOCOS

² COURAGE, et al, *Praymer Hinggil sa Kontraktwalisasyon Booklet*, July 2017

³ IGHR Job Order and Contract of Service Data as of June 30, 2024

workers and expiration of their contracts, i.e., until yearend 2022. In subsequent years, the government repeatedly extended this time limit—effectively a threat of unemployment hanging above the heads of hundreds of thousands of its workers—with the standing contract termination date, as announced by President Marcos in April 2024, at end-2025, after which agencies can only avail of outsourced services through “institutional contracts,” very much like the “endo” pursuant to agency hiring in the private sector.

Like the Department of Labor and Employment’s issuances authorizing “endo” for the private sector, these guidelines on JOCOS engagement further legitimize labor contractualization and provide no guarantee for the security of tenure for non-regular workers in the public sector. Repeated extensions might give a temporary sigh of relief for JOCOS workers but what really serves their interest is regularization, security of tenure, and just remuneration and benefits for their service.

These are also the demands of casuals and contractuels whose government employment and sources of income are always in danger of being cut short after one year or earlier, if “pulitika” plays a hand.

In their effort to get into the civil service and be promoted into regular plantilla positions, non-regular government workers need to hurdle the civil service eligibility requirement as provided for in Executive Order 292 or the *Revised Administrative Code of 1987*—despite their long years, even decades, of service as JOCOS workers, casuals, and contractuels, meritorious performance, and mastery of the tasks required of them. This results in low morale especially among those who have dedicated their productive years working in the government yet were never qualified for any promotions. This requirement must be lifted to enable the regularization of thousands of non-regular government workers, to address the understaffed condition of agencies especially those having health, education, and social work mandates, to alleviate the overworked state of those currently in the civil service, and to respect the labor rights of those working in the public sector.

Labor contractualization, in all its forms, must be stopped and workers must be regularized in both the private and public sector. The government must set a good example by regularizing all its non-regular workers, prohibiting and penalizing the use of precarious employment, and ensuring the security of tenure of workers in government service. This is not without precedent, as can be shown in the Department of Education and state local universities and colleges’ *en masse* regularization of volunteer and contractual teaching personnel pursuant to General Appropriations Acts—In other words, it *can* be done if only the government is so willing.

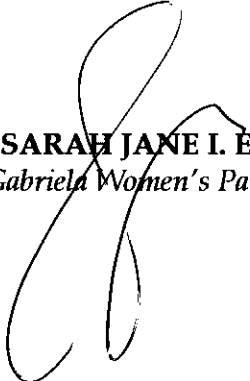
This Bill aims to prohibit all forms of labor contractualization in the public sector. It provides for security of tenure for non-regular employees. Further it grants civil service eligibility for all regular and non-regular employees who have worked continuously in the government for at least six (6) months.

This Bill was first filed as House Bill 7415 in the 17th Congress. It was refiled as one of the priority legislations of the Makabayan Bloc through the 18th to 19th Congresses.

There is an urgent need to correct the long suffering and injury wrought by the government itself to its workers. Passage of this Bill, thus, is earnestly sought.



REP. ANTONIO L. TINIO
ACT Teachers Party-list



REP. SARAH JANE I. ELAGO
Gabriela Women's Party



REP. RENEE LOUISE M. CO
KABATAAN Party-list

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Batasan Hills, Quezon City

TWENTIETH CONGRESS
First Regular Session

HOUSE BILL No. 6859

Introduced by
ACT Teachers Party-List Rep. ANTONIO L. TINIO,
Gabriela Women's Party Rep. SARAH JANE I. ELAGO,
and **KABATAAN Party-List Rep. RENEE LOUISE M. CO**

AN ACT
PROVIDING FOR SECURITY OF TENURE AND GRANTING SUBSTITUTE
CIVIL SERVICE ELIGIBILITY FOR ALL NON-REGULAR AND REGULAR
EMPLOYEES OF THE GOVERNMENT WHO HAVE RENDERED AT
LEAST SIX (6) MONTHS OF CONTINUOUS SERVICE

Be it enacted by the Senate and House of Representatives of the Republic of the Philippines in Congress assembled:

SECTION 1. *Title.* This Act shall be known and cited as the “**Security of Tenure and Civil Service Eligibility for Non-Regular and Regular Employees in Government Act.**”

SEC. 2. *Declaration of Policy.* Government workers, being vital components of the State's human resources, shall be afforded their constitutional rights to security of tenure, living wage, full employment and employment opportunities. No agency or instrumentality of government shall prevent the acquisition by any government worker of these rights through various short-term but repeated contractual agreements whereby workers are hired for work performed by regular employees. Government workers shall be accorded security of tenure and afforded all opportunities to exercise their constitutionally-guaranteed right to organization and collective bargaining.

SEC. 3. *Prohibition of Contractualization in Government Service.* All forms of labor contractualization including contractual, casual work, job-order, contract of service, subcontracting, outsourcing, labor-only contracting, agency hiring, and similar arrangements, shall be prohibited in all government agencies and instrumentalities. All workers shall be treated as regular employees.

SEC. 4. *Security of Tenure for Non-Regular Government Employees.* All employees and workers covered by this Act are hereby granted security of tenure and may not be separated or terminated from the positions they are currently holding except for just or lawful cause and with due process of law. All positions affected by this Act currently held by the covered employees and workers shall be deemed necessary and desirable for the efficient operation of the government, including all the national government agencies, local government units (LGUs), state and local universities and colleges (SUCs and LUCs), government-owned and controlled corporations (GOCCs), and all other instrumentalities, and shall not be considered as coterminous with the incumbent.

Nothing in this Act shall prevent the creation of a sufficient number of personnel required by the agency or instrumentality. For this purpose, all agencies and instrumentalities shall submit to the Department of Budget and Management (DBM), as part of their annual budget proposals, the number of positions occupied by covered employees and workers in this Act which are required to be created.

SEC. 5. *Substitute Eligibility for Regular and Non-Regular Government Employees.* For those who do not possess civil service eligibility, substitute civil service eligibility is hereby granted to all regular employees and non-regular employees such as casuals and contractuels and all workers under job orders, contracts of service, and emergency and seasonal hiring contracts however designated, who have rendered at least six (6) months of continuous service in the government, including all the national government agencies, LGUs, SUCs and LUCs, GOCCs and all other government instrumentalities.

As used in this Act, substitute civil service eligibility refers to the qualification acquired by an individual after serving for at least six (6) continuous months in any government agency or instrumentality, LGU, SUCs, GOCCs, etc. as a non-regular employee or worker, for entrance into and promotion in the civil service. In the case of substitute civil service eligibles, merit and fitness to perform the duties and to assume the responsibilities of the position are deemed to have been acquired through the individual's daily performance of their work for six (6) months or more, and shall be recognized as such by the government agency or instrumentality which utilized their services for the said period.

SEC. 6. *Appropriations.* The initial funding required for the implementation of this Act shall be sourced from the budget of the agencies concerned. The funds needed in subsequent years shall be included in the General Appropriations Act.

SEC. 7. *Penalty Clause.* Any violation or circumvention of the provisions of this Act shall make the involved officials of the government agency or instrumentality criminally and administratively liable.

SEC. 8. *Implementing Rules and Regulations.* The Civil Service Commission, in consultation with the DBM and representatives of government workers and employees,

shall issue the rules and regulations necessary to implement the provisions of this Act within ninety (90) days after its approval.

SEC. 9. *Separability Clause.* Should any provision herein be declared unconstitutional, the remaining provisions not otherwise affected shall be valid and subsisting.

SEC. 10. *Repealing Clause.* All laws, decrees, orders, rules and regulations or other issuances or parts thereof inconsistent with the provisions of this Act are hereby repealed.

SEC. 11. *Effectivity Clause.* – This Act shall take effect fifteen (15) days after its publication in the Official Gazette or one (1) newspaper of general circulation.

Approved,