

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City
TWENTIETH CONGRESS
Second Regular Session



HOUSE BILL NO. 10671

Introduced by **REP. BERNADETTE "DETTE" G. ESCUDERO**

AN ACT
GRANTING BENEFITS TO CASUAL PERSONNEL, JOB ORDER AND
CONTRACT OF SERVICE WORKERS ENGAGED BY THE GOVERNMENT,
WHETHER DIRECTLY OR THROUGH THIRD-PARTY SERVICE PROVIDERS

EXPLANATORY NOTE

Based on the Civil Service Commission's (CSC) Inventory of Government Human Resources (IGHR), non-regular personnel constitute a significant portion of the Philippine public sector workforce. As of the 2025 data, there are approximately 919,868 Job Order (JO) and Contract of Service (COS) workers nationwide, representing about 30.5% of the total government workforce. Among these, JO workers account for 629,862 personnel, while COS workers comprise 290,006 personnel. Likewise, Casual employees, who hold temporary civil service appointments under the Non-Career Service category, comprise another segment of non-regular government workers. They number 119,476, representing approximately 53.0% of the Non-Career Service workforce. Combined, JO, COS, and Casual personnel account for approximately 35% of the government workforce, highlighting their significant contribution to the delivery of public services. However, despite these, workers continue to face persistent challenges arising from their employment classification and limited access to benefits.¹

Under existing Civil Service Commission (CSC) policies, JO and COS workers lack security of tenure due to the absence of an employer-employee relationship under civil service laws. Their continued employment depends on contract renewal, project requirements, available funding, and changes in administration, while casual employees remain vulnerable due to temporary appointments and budget limitations.

These workers also experience significant disparities in compensation and benefits compared to regular government employees, as JO, Casual, and COS

¹ Civil Service Commission. (2025). *Inventory of government human resource: As of June 30, 2025*.
<https://www.csc.gov.ph/phocadownload/userupload/irmo/ighr/2025/IGHR%20REPORT%20AS%20OF%20JUNE%2030%202025.pdf>

personnel are generally excluded from various employment benefits and privileges. Moreover, their service is not credited for retirement or salary progression purposes.

Considering these circumstances, this bill seeks to provide financial security, health protection, and employment benefits to qualified JO, Casual, and COS employees in the government who have rendered continuous and essential services. It aims to address the lack of benefits experienced by many non-regular government workers who perform critical functions but remain excluded from privileges such as health insurance, government contributions, bonuses, and leave entitlements. Furthermore, this bill provides qualified workers with protection against unlawful termination intended to evade the payment of these benefits and requires contractors and service providers to comply with the benefits mandated under this Act.

By granting these benefits and providing protection against unjust termination, this bill upholds the welfare, dignity, and rights of government workers while recognizing their vital contributions to public service delivery. It also prevents the improper use of contractual arrangements by ensuring that government agencies and service contractors provide appropriate benefits to qualified workers.

In light of the foregoing, support for this bill is earnestly sought.



HON. BERNADETTE "DETTE" G. ESCUDERO

Representative

1st District, Sorsogon

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

1 **SECTION 1. Short Title.** This Act shall be known as "Government JO and COS
2 Workers' Benefits Act."

3
4 **SEC. 2. Declaration of Policy.** To fully utilize its core human resources, the
5 State shall protect the rights of government workers and ensure and promote their
6 welfare.

7
8 **SEC. 3. Definition of Terms.** For the purposes of this Act, the following
9 definitions shall apply:

10
11 a. Casual Appointment - shall refer to an appointment issued to a person to
12 perform essential and necessary services when there are not enough regular
13 staff to meet the demands of the services and for emergency cases and
14 intermittent period not exceeding one (1) year;

15
16 b. Contractual Appointment - shall refer to an appointment issued to a person
17 whose employment in the government is governed by a special contract to
18 undertake a specific work or job requiring special or technical skills not available
19 in the employing agency, to be accomplished within a specified period. Each
20 contractual appointment shall not exceed one (1) year, but may be renewed
21 annually, subject to performance, availability of funds, and completion of the
22 specific work or job.

23
24 c. Contract of Service (COS) - shall refer to the engagement of the services of
25 an individual, private firm, other government agency, non-government
26 organization, or international organization as a consultant, learning service

1 provider, or technical expert to undertake a special project or job within a
2 specific period.

3
4 d. Contractor or Service Provider - shall refer to an individual, a government
5 agency, or a private or a non-government entity that is duly registered and
6 recognized by authorized agencies to provide services in their respective field
7 of expertise or business; and

8
9 e. Job Order (JO) - shall refer to a piece of work (*pakyaw*) or intermittent or
10 emergency jobs and other manual, trades and crafts services to be performed
11 within a short duration of time and to be paid according to an agreed contract
12 amount for the piece of work or on daily wage basis.

13
14 **SEC. 4. Benefits for Long-Time Casual and Contractual Employees of**
15 **the Government.** It is hereby mandated that all incumbent casual and contractual
16 government employees, who have rendered a minimum of five (5) years of continuous
17 service in government as of the effectivity of this Act shall be entitled to privileges and
18 the benefits namely:

- 19
20 a. 13th Month Pay;
21
22 b. HMO coverage;
23
24 c. Mid-Year Bonus;
25
26 d. Performance Based Bonus;
27
28 e. Productivity Enhancement Incentive;
29
30 f. Sick leave;
31
32 g. PhilHealth coverage;
33
34 h. Pag-IBIG membership;
35
36 i. GSIS contributions; and
37
38 j. Year End Bonus/Cash Gift:

39
40 *Provided, however, that* said continuous service may be waived if the service
41 of the employees concerned prior to the completion of the said years was interrupted
42 for not more than one (1) year taken cumulatively due to office reorganization.

43
44 **SEC. 5. Positions.** Positions held by employees covered by this Act shall be
45 deemed necessary and essential for the efficient and effective operation of the
46 government and shall be marked co-terminus with the incumbent employees. The said
47 positions may not be abolished unless vacated by their incumbents.

1 **SEC. 6. Qualifications.** COS/JO workers in the government shall be entitled
2 to receive health insurance benefits, PhilHealth and Pag-IBIG Contributions, 13th
3 month pay, productivity bonuses and such other privileges mentioned in Section 3 of
4 this Act, provided they meet the following qualifications:

5
6 a. They are directly hired or engaged by the government through a third-party
7 service contractor for a job or task to be performed on a daily basis and has
8 been in service for at least six (6) months or have been performing the job or
9 task satisfactorily;

10
11 b. They are earning monthly pay equivalent to or less than the computed Salary
12 Grade 7 in the government service:

13
14 *Provided, That* such employees shall be accorded adequate protection against
15 unlawful termination to evade payment of the aforementioned benefits. All Contractors
16 or Service Providers are mandated to provide the abovementioned benefits to qualified
17 COS/JO workers. Failure to do so shall result in the cancellation of their accreditation
18 and corresponding fines or penalties.

19
20 **SEC. 7. Appropriations.** The amount necessary to carry out the provisions of
21 this Act shall be charged against the Contingent Fund, the Miscellaneous Personnel
22 Fund, and other applicable current appropriations. Thereafter, the amount needed for
23 the effective implementation of this Act shall be included in the General Appropriations
24 Act and local appropriations ordinance.

25
26 **SEC. 8. Separability Clause.** If any provision or part of this Act is declared
27 invalid or unconstitutional, the remainder thereof not otherwise affected shall remain
28 in full force and effect.

29
30 **SEC. 9. Repealing Clause.** All laws, presidential decrees, executive orders,
31 letters of instructions, proclamations or administrative regulations that are inconsistent
32 with the provisions of this Act are hereby repealed, amended, or modified accordingly.

33
34 **SEC. 10. Effectivity.** This Act shall take effect fifteen (15) days following its
35 publication in the Official Gazette or in a newspaper of general circulation.

Approved,