

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

EIGHTEENTH CONGRESS
First Regular Session

HOUSE BILL NO. 1261



Introduced by **HONORABLE LUIS RAYMUND F. VILLAFUERTE, JR.**

EXPLANATORY NOTE

Unemployment has remained high in the Philippines, at almost twice the level of neighboring countries, despite relatively fast employment growth in the past decade. Employment growth was not sufficient to reduce unemployment because of rapid population growth and increased labor force participation. In fact, the country's unemployment rate increased from 5.7% in January 2016 to 6.6% in January 2017.¹ Underemployment rate also saw an increase from 16.1% in 2016 to 16.3% this year. Of the more than 2 million Filipinos unemployed roughly half of them are composed of the youth, aged between 15-24 years old. In 2017, they comprised 44.1 percent of the unemployed.² By educational attainment, 16.5% of the unemployed were college graduates, 14.6% were college undergraduates and 31.1% were high school graduates.³

These statistics point to a distinct problem in employment and labor—that of the transition from education to work. Generating jobs are no longer the only qualifying variable. It is now also necessary to address the job-skill mismatch in the country. The *Trabaho* Center in Schools Act can help address the problems of youth unemployment by ensuring that suitable jobs await high school and college graduates alike. Strengthening the link between industries and schools through the *Trabaho* Center could drastically reduce the rate of unemployment and underemployment for fresh graduates. The bill would champion a policy that empowers Philippine youth with gainful employment.

¹ January 2017 labor force survey

² <https://www.psa.gov.ph/content/employment-rate-january-2017-estimated-934-percent>

³ *ibid.*

The bill proposes the establishment of a *Trabaho* Center in every public high school and SUC with services for (1) Industry Matching, (2) Career Counseling, and (3) Employment Facilitation. *Trabaho* Centers shall maintain a database of employer contacts, job opportunities and career guidance material to counsel students on lucrative jobs or higher education they can apply for upon graduation. *Trabaho* Centers will also address job-skills mismatch through feedback on teaching modules and working closely with TESDA.

Concepts similar to the *Trabaho* Center are prevalent in other countries, thus showing that job-skills mismatch problem is not endemic to the Philippines. In Japan, government-directed career guidance has long been the lynchpin for addressing its labor market needs since the 1960s. In the revised "Government Curriculum Guidelines for Career Guidance" (1961), career guidance is integral to Japan's economic prosperity in the post-World War II Era.⁴ Career guidance in Japan has led career development to adapt to Japan's educational climate. For instance, career guidance is chiefly administered through "extra-curricular" classroom activities in junior high school and homeroom activities in senior high school in a "department-store type" format. Teachers generally deal with students' academic, vocational, and school-life problems through classroom management.⁵ Career Guidance also extends far after high school with specific stages of preparation in Japanese Universities.⁶ Japan has also instituted The Japanese Society for the Study of Career Guidance (JSSCG) as the academic research body for career guidance in Japan.⁷ The JSSCG's research remains instrumental in shaping state policy on the labor market.

In comparison, the United States and Canada favor the "professional-type" where trained and qualified counselors address the student's needs individually. Career guidance is performed by guidance counselors (66%) and/or homeroom teachers (54%).⁸ This style of counseling is bolstered by the US emphasis on part-time jobs as preparation for full-time work and independence. In addition,

⁴ Tsukuda, Naoki, "Career Guidance in Japan," *Country Report*, Asian Regional Association for Career Development, (Singapore, March 2001),

⁵ Tatsuno, Ryoji, "Career counseling in Japan: Today and in the future," *Career Development Quarterly*, (2002) retrieved from: <http://www.freepatentsonline.com/article/Career-Development-Quarterly/84558585.html>

⁶ Career guidance is divided into stages: planning, testing, and seminars. In their third year of enrollment, students attend a lecture giving them an overview in the world of labor, the current employment situation, and properly planning their job-hunting activities. In the second stage, students submit registration cards to the job placement department, listen to the senior graduates' job hunting experience, and take aptitude tests. In the first half of the following school year, students attend seminars on the industry and business, learn to write a resume and simulate job interviews. After finishing career guidance, students get unofficial assurance of employment in the first half of their final school year. (Tatsuno, *Career Counseling*, 2002)

⁷ Tsukuda, *Career Guidance*

⁸ Xiao, J. J., & Newman, B. M., "Career Preparations of High School Students in China, Japan, South Korea, and USA," Research Brief. (Kingston, USA: University of Rhode Island, 2014) Retrieved from:

http://digitalcommons.uri.edu/cgi/viewcontent.cgi?article=1012&context=hdf_facpubs

career guidance work effectiveness in US schools increased significantly due to the use of informational network database (Occupational Information Network) abbreviated as O*NET.⁹

Russia is another country looking into career guidance as a solution for job-skills mismatch. A lack of an effective career guidance system in secondary schools in the Trans-Baikal Territory of Russia causes 50% of graduates to leave school with "no specific professional plans."¹⁰ The role of school in the choice of profession by students is substantiated in the research by G. Sinoir who defined the career guidance work as the assistance to adolescents to choose the kind of work according to their interests, knowledge, abilities, considering the labor market state. In terms of new market relations the relevance of career guidance increases as it can proceed from the asymmetry of the preferred humanitarian or technical education and the industrial areas in need of labor.

The bill seeks to empower the Filipino youth through work and facilitate better employment by institutionalizing job placement offices in public schools and SUCs. Not only will it help create employment opportunities, it will also serve as a crucial link between the job market and graduates and address the problem of job-skills mismatch and youth unemployment.



LUIS RAYMUND "LRAY" F. VILLAFUERTE, JR.

⁹ Kimova, S., Budaeva B., & Dagbaeva S., "On the High School Career Guidance in Secondary Schools in the Trans-Baikal Territory," *Indian Journal of Science and Technology*, Aginskly Institution of Advance Training of Social Sphere Labour of Transbaikali krai & Transbaikali State University (Russia, April 2016), Vol. 9 (14), ISSN (Print): 0974-6846

¹⁰ Kimova, S. et. al., *High School Career Guidance*

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**AN ACT ESTABLISHING JOB PLACEMENT OFFICES IN PUBLIC
HIGH SCHOOLS TO PROVIDE CAREER SERVICES TO THE YOUTH**

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

SECTION 1. *Short Title.* – This Act shall be known as the “*Trabaho Center in
Schools Act.*”

SECTION 2. *Declaration of Policy.* – It is the policy of the State to promote full
employment and equality of employment opportunities for all, and to afford full
protection to the youth entering the labor force. In line with the current reforms in
the education sector, the State recognizes the need to prepare the youth in
choosing the career tracks that they intend to pursue and to aid in matching senior
high school students with career opportunities after graduation.

SECTION 3. *Definition of Terms.* – For the purpose of this Act, the following terms
shall refer to:

- (a) *Career Advocacy Activities* – series of activities intended to prepare
students for productive career decisions that includes but is not limited to
career assessment and coaching, training, and job-matching.
- (b) *Career Development Plan* – annual career development tool that outlines
the intended outcomes and the strategic management of programs/services
to collectively achieve the end goals of the *Trabaho Centers*.

- (c) *Labor Market Information (LMI)* – any information concerning the size, composition, functions, problems or opportunities of the labor market or any other thereof, including but not limited to employment-related intentions or aspirations of the labor market clients.
- (d) *National Career Assessment Examination (NCAE)* – system of assessing or evaluating the potential or aptitude of each and every high school student to guide their decisions in pursuing further education or employment.
- (e) *Skill Registry System (SRS)* – an existing system utilized by the Department of Labor and Employment (DOLE) containing potential applicant and employment information

SECTION 4. *Establishment of Trabaho Center in Schools.* – Job Placement Offices (JPOs), hereinafter referred to as “*Trabaho Centers*,” shall be established in all public high schools. *Trabaho Centers* shall work in coordination with the Provincial, City, or Municipal Public Employment Service Offices (PESOs) and shall be supervised by *Trabaho Center Coordinators* in Department of Education (DepEd) Division Offices. The *Trabaho Center Coordinators* shall encourage partnerships among Educational Institutions (EIs), Non-Government Organizations, Industry Associations and Members, and Local Government Units (LGUs) in the establishment and management of the *Trabaho Centers*. In applicable areas, existing JPOs in educational institutions shall continue to operate as *Trabaho Centers* subject to the provisions of this Act. Schools shall explore new and innovative systems to carry out the provisions of this Act. Schools shall explore new and innovative systems to carry out the provisions of this Act, including partnering with the private sector or NGOs for an online platform. The *Trabaho Centers* shall be responsible for preparing the youth in choosing career tracks fit for their talents, skills and preferences and in matching these to the needs of the current and future labor market.

SECTION 5. *Trabaho Center Career Advocates.* – All *Trabaho Centers* shall have at least on (1) *Trabaho Center Career advocate* with the following functions:

- (a) Keep an up-to-date database of job vacancies from employers to facilitate the exchange of labor market information between young job seekers and employers by providing employment information services specific to Senior High School, both for local and overseas employment;

- (b) Provide job linkages and networks to employers in coordination with the provincial, city or municipal PESOs;
- (c) Develop and administer testing and evaluation instruments for effective job selection, training and coaching specific to young jobseekers currently enrolled in educational institutions. *Provided*, that examinations are administered by qualified professionals;
- (d) Organize or coordinate career enhancement trainings or seminars for young job seekers, as well as those who would like to pursue further education, livelihood or self-employment programs;
- (e) Provide career advocacy and coaching, mass motivation and values development activities integrated in career programs specifically designed for Enhanced Basic Education Curriculum students;
- (f) Connect and partner with concerned NGOs to expand opportunities in improving the quality of employment facilitation programs offered in their school;
- (g) Lead the teachers within their school in the administration for the annual National Career Assessment Examination (NCAE) and assist the students in understanding how to use their test results as guide in choosing their career tracks;
- (h) Prepare and submit to the *Trabaho* Center Coordinator a school specific annual career development plan and budget, including other regular funding sources and budgetary support; and
- (i) Prepare and submit a quarterly progress report on students assisted and coached to the *Trabaho* Center Coordinator.

SECTION 6. *Trabaho Center in Division Offices.* – Each DepEd Division Office shall appoint a *Trabaho* Center Coordinator who shall:

- (a) Coordinate with the LGU, PESO, the Local School Board (LSB), and Parent-Teacher Association (PTA) in the creation of the annual key career planning tool for their division, taking into consideration track preferences of students in their respective divisions and the industry most relevant to their area;

- (b) Monitor the planning, implementation and evaluation of career facilitation programs and materials of *Trabaho* Centers in Schools;
- (c) Convene Career Advocates from the different *Trabaho* Centers under their respective divisions for the creation of modules or guides contextualized to cover their local industry;
- (d) Share best practices among divisions and other *Trabaho* Centers in the country in a modality that would be most efficient to the institution;
- (e) Train Career Advocates in the administration of testing and evaluation instruments for effective job selection, counseling, career guidance, mass motivation and values development activities to be implemented for the career programs.
- (f) Utilize the DOLE's Skill Registry System (SRS) to manage the records of transactions in relation to career facilitation and relay information to *Trabaho* Centers in Schools;
- (g) Consolidate necessary information technology structures and systems to improve the collection, processing analysis, report development and dissemination of youth career preferences and existing labor market information; and
- (h) Provide linkages to training providers needed by the schools in relation to local industry.

SECTION 7. *Qualifications of Trabaho Center Career Advocates.* – Notwithstanding the provisions of Section 27 of Republic Act No. 9258, otherwise known as the "Guidance and Counseling Act of 2004," career and employment advocates, who are not registered and licensed guidance counselors, shall be allowed to conduct career advocacy activities for students of the school where they are currently employed: *Provided*, That they undergo training programs related to career advocacy. Career advocates employed shall hold a non-teaching position and shall focus on activities for youth employability programs in coordination with the DOLE and other relevant agencies and partner institutions, both public private.

SECTION 8. *Higher Education Institutions (HEIs) and Technical Vocational Institutions (TVIs).* – Higher Education Institutions (HEIs) and Technical

Vocational Institutions (TVIs) are encouraged to establish *Trabaho* Centers in their schools to prepare their students in choosing career tracks fit for their talents, skills and preferences and in matching these to the needs of the current and future labor market, in accordance with the provisions of this Act.

SECTION 9. *Information Dissemination.* – The Philippine Information Agency, in coordination with the DepEd, DOLE and the DILG, shall ensure proper and adequate information dissemination of the contents and benefits of this Act to pertinent entities in all provinces, cities, municipalities and barangays.

SECTION 10. *Appropriations.* – The amount necessary to implement the provisions of this Act shall be charged against the current year's appropriations of the DepEd. Thereafter, such sums as may be necessary for its continued implementation shall be included in the annual General Appropriations Act.

SECTION 11. *Implementing Rules and Regulations.* – Within ninety (90) days from the effectivity of this Act, the DepEd, in coordination with Department of Labor and Employment (DOLE), Department of Interior and Local Government (DILG), Commission on Higher Education (CHED), Department of Trade and Industry (DTI) and Technical Education and Skills Development Authority (TESDA) and other relevant agencies shall formulate the necessary rules and regulations to implement the provisions of this Act.

SECTION 12. *Separability Clause.* – If any of this Act is held invalid or unconstitutional, the same shall not affect the validity and effectivity of other provisions hereof.

SECTION 13. *Repealing Clause.* – All laws, decrees, executive order, and rules and regulations contrary to or inconsistent with the provisions of this Act are hereby repealed or modified accordingly.

SECTION 14. *Effectivity.* – This Act shall take effect fifteen days from the date of its publication in the Official Gazette or in at least two (2) newspapers of general circulation.

Approved,