

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City

NINETEENTH CONGRESS
First Regular Session

House Bill No. **1910**



INTRODUCED BY HONORABLE LIANDA B. BOLILIA

EXPLANATORY NOTE

The Community-Driven Development (CDD) institutionalization bill seeks to address the lack of an enabling policy – a national strategy and its mechanisms for community empowerment by enhancing capacities for community participation, especially the poor, vulnerable, disadvantaged, and marginalized, in the local development process.

CDD refers to a development approach that gives control of decisions and resources to community groups.¹ It treats people as assets and partners in development process, building on their institutions and resources.² CDD reinforces the value of participatory governance by complementing the Local Government Code, which mandates Local Government Units, among others, to provide basic services to constituents. CDD projects operate at the lowest layer or sub-national organization because it is working from bottom-up.³ It matches resources to needs, enhances community participation and local governance, builds social capital, and improves community skills and empowerment. With these elements, CDD can play an important role in strategies to poverty reduction.

CDD approaches have been supported as tools for addressing poverty, improving governance, and promoting inclusion. The Philippines has a long history of participatory development, community empowerment, and community-driven initiatives, which was given official support and recognition under the 1991 Local Government Code (LGC). DSWD started to undertake CDD in 2003, building on its experience in community-based participatory development from a previous DSWD local program under President Ramos' Social Reform Agenda, the Comprehensive and Integrated Delivery of Social Services (CIDSS) and also drew inspiration from the Indonesian Kecamatan Development Program (KDP).

A keystone poverty reduction initiative is the Kapit-bisig Laban sa Kahirapan-Comprehensive Delivery of Social Services (KALAHI-CIDSS), a CDD program implemented by the DSWD. After almost fifteen years of implementation, Kalahi-CIDSS (KC) has made concrete positive contributions to the improvement of well-being of the members of its target communities. It has demonstrated success in delivering basic

¹ Alkire, Sabina, et al. 2004. *Community-Driven Development*. CDD Chapter of the PRSP Sourcebook.

² Ibid.

³ http://siteresources.worldbank.org/EXTCDD/Resources/430160-1361480685593/9058621-1366731546330/Session1_IntroductionCDD.pdf

social services, empowerment and governance outcomes which could make significant contribution in poverty alleviation, community empowerment and participatory local governance. KC had financed more than 4,000 small infrastructure projects (including school classrooms, water systems, farm-to-market roads, etc.) and trained community volunteers in more than 3,000 villages.⁴

Several studies have shown that CDD has indeed provided greater access to services. Within one year after construction of projects, access to economic facilities has improved and the rate of change is significantly higher in the Kalahi areas than in non-Kalahi areas as compared to their baselines.⁵ Likewise, in Kalahi CIDSS areas, development funds (including those from non-KC sources) are more closely aligned with residents' preferences because of the project. Residents get to participate in the selection of subprojects based on the development needs of the barangay. These prioritized projects are then proposed for Kalahi-CIDSS funding.⁶

Towards this end, the policy advocacy initiatives are:

- Institutionalization of the CDD approach as a national strategy for inclusive growth and social protection; putting communities at the center of all development plans, budgets and strategies by mandating all national government agencies and departments, including their attached agencies, offices and bureaus, local government units, and other government instrumentalities to adopt the CDD approach in implementing their community-based programs, activities, and projects to promote participation and empowerment of poor, vulnerable, disadvantaged, and marginalized communities and groups within communities;
- Institutionalization of the Kalahi-CIDSS as the national flagship CDD program of the government for community empowerment that invests in providing capacities and opportunities for community members, particularly the poor, vulnerable and disadvantaged, to effectively participate in the planning, budgeting, and implementation of community identified programs, plans, and projects; and
- Creation of a CDD Knowledge and Resource Institute as the center for continuing research and technology development, partnership development, policy advocacy, resource mobilization, capacity-building of communities, community-based organizations (CBOs), local government units (LGUs), national government agencies (NGAs) and other development stakeholders, and monitoring and evaluation, so as to ensure the effective institutionalization and operationalization of the CDD framework as a strategy for inclusive growth and social protection.

⁴ <https://www.mcc.gov/resources/doc/summary-measuring-results-of-the-philippines-community-driven-development-project-kalahi-cidss>

⁵ Tracking Progress Towards Community Empowerment & Welfare: Kalahi-CIDSS Midterm Evaluation Report, 2007.

⁶ Impact Evaluation of Kalahi-CIDSS: Third Round Report, 2017.

During the Eighteenth Congress, this bill was exhaustively discussed and eventually approved by the Committee on Poverty Alleviation and was referred to the Committee on Appropriations until session was adjourned *sine die*.

In view of the foregoing, the immediate enactment and approval of this bill is earnestly sought.

A handwritten signature in black ink, appearing to read 'Lianda B. Bolilia', is positioned above the printed name.

LIANDA B. BOLILIA
Representative
4th District, Batangas

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INTRODUCED BY HONORABLE LIANDA B. BOLILIA

AN ACT
INSTITUTIONALIZING THE COMMUNITY-DRIVEN DEVELOPMENT APPROACH
AS A NATIONAL STRATEGY FOR INCLUSIVE GROWTH AND SOCIAL
PROTECTION, ESTABLISHING FOR THE PURPOSE THE CDD KNOWLEDGE
AND RESOURCE INSTITUTE, AND APPROPRIATING FUNDS THEREFOR

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

AN ACT
INSTITUTIONALIZING THE COMMUNITY-DRIVEN DEVELOPMENT APPROACH
AS A NATIONAL STRATEGY FOR INCLUSIVE GROWTH AND SOCIAL
PROTECTION, ESTABLISHING FOR THE PURPOSE THE CDD KNOWLEDGE AND
RESOURCE INSTITUTE, AND APPROPRIATING FUNDS THEREFOR*

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

SECTION 1. Short Title. – This Act shall be known as the “*Community-Driven Development (CDD) Approach Institutionalization Act.*”

SEC. 2. Declaration of Policies. – It is the policy of the State to uplift the standard of living and quality of life of the poor and provide them with sustained opportunities for growth and development. The State also recognizes that the right of the people and their organizations to effective and reasonable participation at all levels of social, political, and economic decision-making shall not be abridged. The State shall, by law, facilitate the establishment of adequate consultation mechanisms.

Towards this end, and in pursuit of sustainable and inclusive growth and poverty reduction, the State shall enact programs that provide opportunities for community members particularly the poor, vulnerable, and marginalized to effectively participate in designing, planning, budgeting, implementing, monitoring, and evaluating community programs, activities, and projects.

Further, the State shall provide capacity building opportunities for local government units, civil society organizations, and communities to ensure the proper use of the CDD approach in implementing local programs, projects, and activities.

SEC. 3. Definition of Terms. – As used in this Act:

(a) *Basic sectors* refer to the disadvantaged sectors of Philippine society including farmer-peasants, fisherfolk, workers in the formal sector including migrant workers, workers in the informal sector, indigenous peoples and cultural communities, women, persons with disability, senior citizens, victims of calamities and disasters, youth and students, children, urban poor, and members of cooperatives;

(b) *Community-based programs* refer to programs, activities, or projects that are designed, planned, organized and implemented locally by community members or groups to address community-identified plans and needs;

(c) *Community-driven development (CDD)* refers to an approach that gives control over the development process, decision-making, and resources to community members or groups and treats people as assets and partners in the development process while building on their institutions and resources; and

(d) *Community empowerment* refers to a process of enabling groups to increase control over the factors and decisions that shape their lives, including their assets and attributes, partners, networks, and voice.

SEC. 4. Elements of CDD. – The CDD approach has the following elements:

(a) *Community focus* wherein programs or projects put primacy on a group of people living in a particular locality or geographical area such as a barangay, ancestral domain, or specific subsets thereof, where interventions are implemented;

(b) *Participatory planning* wherein the process directly involves the community members, leaders, and other stakeholders in diagnosing local problems and designing a course of action to resolve those problems, and aims to harmonize views among all of its participants and provide opportunities for the engagement especially of the marginalized groups;

(c) *Community control of resources* wherein the utilization and management of the resources by the community members or groups are based on community-identified plans and needs;

(d) *Community-managed implementation* wherein the execution, monitoring, and contract management of community-identified projects are performed by community members or groups, with assistance from the local government units (LGUs) and other local partners; and

(e) *Participatory monitoring and evaluation* wherein the process through which members at various levels of the community engage in monitoring and evaluating a program or policy, share control over the content, the process and the results of the monitoring and evaluation activity, and participate in identifying and making corrective actions.

SEC. 5. Institutionalization of the CDD Approach. – National government agencies (NGAs) and departments, including their attached agencies, offices, bureaus,

1 other government instrumentalities, and LGUs shall adopt the CDD approach in their
2 community-based programs to promote participation and empowerment of poor,
3 vulnerable, disadvantaged, and marginalized groups within communities.

4 **SEC. 6. Operationalization of the CDD Approach.** – NGAs and LGUs in
5 community-based programs shall be responsible for:

6 (a) Developing policies for enhancing participatory governance practices,
7 tapping community organizations particularly the basic sectors, and responding to
8 community needs;

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10 (b) Providing information on government intervention, technical assistance
11 and support to partner communities for more effective community-driven planning and
12 implementation;

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14 (c) Enabling community members to meaningfully participate in the whole
15 process;

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17 (d) Ensuring that community members are prioritized, to the extent possible,
18 in receiving employment opportunities brought about by project implementation at the
19 communities;

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21 (e) Ensuring that identified community priorities are sufficiently funded; and

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23 (f) Accrediting and ensuring participation of civil society organizations (CSOs)
24 as partners in organizing and strengthening communities, and implementing community-
25 based PAPs.

26 **SEC. 7. Role of Civil Society Organizations and the Academe.** – Accredited
27 CSOs and academic institutions are encouraged to participate in community activities,
28 specifically by:

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30 (a) Facilitating the community empowerment processes;

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32 (b) Providing continuous capacity building and technology transfer to LGUs
33 and communities;

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35 (c) Conducting third party monitoring and evaluation of capacity building and
36 empowerment of LGUs and communities; and

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38 (d) Providing additional funding or collaborating with partners or donors to
39 implement capacity building and empowerment of LGUs and communities.

40 For purposes of this section, the *CDD community of practice* refers to a
41 community of CDD practitioners comprised of agencies, NGOs, academic and research
42 institutions, and individuals, that share the commitment and passion for CDD, and
43 together strive to advance its practice through regular and purposive interaction.

44 **SEC. 8. Incentives.** – The exemplary use of the CDD approach by NGAs and
45 LGUs shall be considered as a significant criterion for the recognition given to LGUs
46 such as the Seal of Good Local Governance by the Department of the Interior and Local
47 Government (DILG) and other awards by NGAs.
48

1 **SEC. 9. Advisory Council.** – An Advisory Council on CDD Institutionalization is
2 created to develop policies relative to the implementation of this Act.

3 The Advisory Council is composed of the following:

- 4 (a) Secretary of Social Welfare and Development, as chairperson;
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6 (b) Secretary of the Interior and Local Government, as co-chairperson; and
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8 (c) Representatives from the National Anti-Poverty Commission (NAPC),
9 National Economic and Development Authority (NEDA), Department of Budget and
10 Management (DBM), Department of Agriculture (DA), Department of Agrarian Reform
11 (DAR), Department of Environment and Natural Resources (DENR), Department of
12 Health (DOH), Department of Education (DepEd), and Department of Human
13 Settlements and Urban Development (DHSUD).

14 The representatives include the secretaries of the agencies as the officially
15 designated permanent members and designated undersecretaries as alternate
16 representatives.

17 The Advisory Council shall have, as additional members, representatives of
18 accredited non-government organizations (NGOs) which shall constitute not less than
19 one-fourth ($\frac{1}{4}$) of the members of the Advisory Council, and shall be appointed by the
20 Advisory Council to serve for three (3) years from the date of their appointment.
21 Thereafter, the representatives shall be selected from and appointed by the CDD
22 community of practice.

23 Advisory councils at the regional levels are also established with the regional
24 directors of the Department of Social Welfare and Development (DSWD) and DILG, as
25 chairperson and co-chairperson, respectively, and representatives from the regional
26 offices of NAPC, NEDA, DBM, DA, DAR, DENR, DOH, DepEd, DHSUD, and from
27 accredited NGOs, as members.

28 **SEC. 10. Functions of Advisory Council.** – The Advisory Council shall have the
29 following functions:

- 30
31 (a) Meet regularly to promote coordination among agencies to enhance and
32 promote the use of the CDD approach;
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34 (b) Implement the incentives program to enhance and promote the use of the
35 CDD approach by NGAs and LGUs;
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37 (c) Implement a grievance redress mechanism that accepts and resolves
38 complaints pertaining to the implementation of this Act;
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40 (d) Provide the monitoring and assessment report on the implementation of
41 this Act, post the same on the DSWD website, and submit an annual report to the Joint
42 Congressional Oversight Committee; and
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44 (e) Recommend to the President of the Philippines measures and policies for
45 the responsive delivery of commitments under this Act and integration into the general
46 poverty reduction strategy of the National Government.

1 **SEC. 11. *Establishment of the CDD Knowledge and Resource Institute.* -**

2 The CDD Knowledge and Resource Institute, hereinafter referred to as the *Institute*, is
3 established as a non-stock, non-profit government-owned and controlled corporation
4 with its own charter, attached to the DSWD. The Institute is a policy, research, and
5 training arm of the Advisory Council, which shall provide support for continuing
6 research and technology development, partnership development, policy advocacy,
7 resource mobilization, capacity-building of communities, monitoring and evaluation to
8 ensure effective institutionalization and operationalization of the CDD framework.

9 **SEC. 12. *Functions and Powers of the Institute.* –**

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11 a) The Institute shall have the following functions:

12 1) Policy advocacy;

13
14 2) Learning and development:

15 (i) Development of CDD resource pool, a group of experts on CDD
16 principles and implementation who possess expertise in CDD to co-
17 develop the certification and accreditation programs and other
18 learning and development requirements of the staff, partners, and
19 other stakeholders;

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21 (ii) Certification of CDD organizations, institutions, and individual
22 practitioners who shall either be partners of the program or part of its
23 human resources; and
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25 (iii) Continuing professional development through partner academic
26 institutions.
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29 3) Knowledge management and technology development;

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31 4) Regular monitoring and evaluation;

32 (i) Resource mobilization: partnership and linkages; and

33 (ii) Convergence.
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37 5) Secretariat support services to the Advisory Council

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39 b) The Institute shall exercise the following powers:

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41 1) Collect, receive and maintain funds, donations, and other forms of
42 assistance and apply the income and principal thereof to the promotion of its aims and
43 purposes;
44

45 2) Contract any obligation, or enter into any agreement necessary or
46 incidental to the proper management of its powers;
47

3) Carry on any activity and exercise all of the powers conferred by laws upon private or government-owned or controlled corporations, and do any and all of the acts and things prescribed under this Act.

c) The Institute may charge socialized fees, as determined by the Board, on all applications for certifications, trainings, and other services rendered by the Institute.

SEC 13. Board of Directors. – The Institute shall be under the direct supervision of a Board of Directors, hereinafter referred to as the Board, composed of the Secretary of Social Welfare and Development as chairperson and at least four (4) other members from CSOs and the academe, to be appointed by the President of the Philippines upon the recommendation of the Secretary of Social Welfare and Development.

The appointive members of the Board shall serve for a term of four (4) years. Of those first appointed, one shall serve for four (4) years, one for three (3) years, one for two (2) years and one for one (1) year, respectively. Appointment to any vacancy shall be only for the unexpired term of the predecessor. No appointive member of the Board shall serve for more than two (2) consecutive terms.

A majority of the members of the Board shall constitute a quorum for the transaction of business.

SEC. 14. Functions of the Board. - The Board shall have the following functions:

(a) Formulate and adopt policies and measures for the management and operation of the Institute;

(b) Appoint the president of the Institute who shall come from among the appointive members of the Board;

(c) Approve the staffing pattern of the Institute;

(d) Promulgate rules and regulations for the discharge of its powers and functions and the internal operations of the Institute. The chairperson of the Board shall exercise the power to appoint, promote, discipline or remove the personnel of the Institute;

(e) Manage the financial affairs of the Institute and approve an annual budget of the Institute according to its requirements; and

(f) Monitor and review the programs and projects of the Institute.

SEC. 15. President of the Institute; Powers and Functions. – The president of the Institute is the chief executive officer of the Institute and is entitled to receive such salary and remuneration as may be determined by the Board in accordance with existing laws and rules and regulations.

The president shall exercise the following powers and functions:

(a) Prepare, for the approval of the Board, the staffing pattern of the Institute which includes the determination of the qualifications, the number and compensation of officials and other personnel as may be necessary for the proper discharge of the functions of the Institute;

(b) Exercise control and supervision over the personnel, staff, operations, and internal administration of the Institute in accordance with existing laws and the rules and regulations promulgated by the Board;

(c) Recommend to the Board such policies and measures necessary for the effective exercise and discharge of the powers and functions of the Institute; and

(d) Submit an annual report to the Board on the operations, status of the programs funded by, and financial condition of the Institute, including a recommendation for its budget for the ensuing year.

SEC. 16. Endowment Fund. – There is hereby established an endowment fund which shall consist of voluntary contributions, donations, grants, or loans from domestic or foreign sources, government subsidies and other income accruing from the operations of the Institute.

SEC. 17. Implementing Agencies. –

(a) **DSWD as lead agency.** – As lead agency for the implementation of this Act, the DSWD shall integrate in their regular operations the following functions:

1) Facilitate support to empower community members to participate in the local development processes and to strengthen community capabilities to engage LGUs, NGAs, and other stakeholders to support community-identified priorities;

2) Institutionalize capacity-building and learning on CDD for NGAs, CSOs, private sector institutions, and other partners;

3) Accredite CSOs to become partners in the use of CDD approach; and

4) Provide technical assistance and resource augmentation by ensuring integration of municipal development plans into provincial development plans

(b) **DILG as key partner in capacity building.** – The DILG shall support the CDD Knowledge and Resource Institute in the capacity building of LGUs and communities.

(c) **NAPC as key partner in mobilizing the basic sectors.** – The NAPC shall be a key partner agency in the development of policies and measures to ensure meaningful representation and active participation of the basic sectors in their local development.

(d) **Support from relevant government agencies.** – All relevant bureaus, offices, agencies and instrumentalities of the government shall render the necessary support to the implementation of this Act.

The various government agencies identified under this Act and the concerned LGUs shall implement this Act using the whole-of-government approach, which provides a logical and systematic convergence of efforts of NGAs and LGUs to respond to the identified community needs, issues, concerns, and priorities.

SEC. 18. Regular Monitoring and Reporting. – The Advisory Council shall monitor the implementation of this Act and submit an annual report of its status to the

Office of the President and to the Joint Congressional Oversight Committee. The report must also be regularly posted on the DSWD Website and updated for the public's information. A process assessment shall be conducted by DSWD once every three years, the results of which shall be utilized to stimulate more program lessons exchange, experience sharing, public dialogues, policy discussions and generating inputs for program design works on CDD. Mechanisms for promoting third-party monitoring and evaluation of this Act by NGOs and CSOs, together with community members and LGUs, shall also be established.

SEC. 19. Joint Congressional Oversight Committee. – A Joint Congressional Oversight Committee, hereafter referred to as the Oversight Committee, is hereby constituted. The Oversight Committee shall set the overall framework to review the implementation of this Act. It shall also determine the inherent weaknesses in the law and recommend the necessary remedial legislation or executive measures.

The Oversight Committee is composed of fourteen (14) members, with the chairpersons of the Committee on Poverty Alleviation of the House of Representatives, and the Committee on Social Justice, Welfare and Rural Development of the Senate as co-chairpersons; and six (6) members from each House, to be designated by the Speaker of the House of Representatives and the Senate President, respectively.

The review of the implementation of this Act must include a systematic evaluation of its impact, accomplishments of the program, and performance of its implementing agencies. The Oversight Committee shall conduct the review every three (3) years reckoned from the effectivity of this Act, or whenever deemed necessary by a majority of the members of the Oversight Committee.

SEC. 20. Preferential Option for Basic Sectors in Capacity-Building. – The CDD Knowledge and Resource Institute shall prioritize the capacity building of communities with identified members of basic sectors.

SEC. 21. Appropriations. – The amount needed for the implementation of this Act shall be charged to the current year's appropriations of the Department of Social Welfare and Development. Thereafter, such amount as may be necessary for the continued implementation of this Act shall be included in the annual General Appropriations Act.

The CDD Knowledge and Resource Institute may accept donations and other forms of assistance in accordance with applicable laws and issuances for purposes relevant to the implementation of this Act.

SEC. 22. Implementing Rules and Regulations. – Within six (6) months from the effectivity of this Act, the Secretary of Social Welfare and Development shall, in coordination with national government agency members of the Human Development and Poverty Reduction Cluster, with the participation of the league of barangays, cities, municipalities, and provinces, and relevant stakeholders, promulgate the rules and regulations necessary for the effective implementation of this Act.

SEC. 23. Separability Clause. – If any provision of this Act is declared invalid or unconstitutional, the other provisions not affected thereby shall remain valid and subsisting.

1 **SEC. 24. *Repealing Clause.*** – All laws, decrees, executive orders, rules and
2 regulations, and other issuances or parts thereof inconsistent with or contrary to the
3 provisions of this Act are repealed, amended, or modified accordingly.
4

5 **SEC. 25. *Effectivity.*** – This Act shall take effect fifteen (15) days after its
6 publication in the *Official Gazette* or in a newspaper of general circulation.
7

8 Approved,