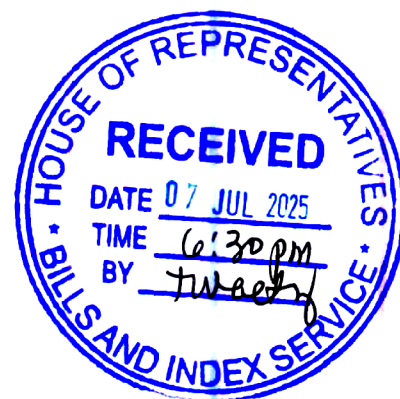




Republic of the Philippines
House of Representatives
Quezon City, Metro Manila

Twentieth Congress
First Regular Session

HOUSE BILL NO. **1530**



INTRODUCED BY HONORABLE AMADO CARLOS BOLILIA IV

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).

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

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 social services, empowerment and governance outcomes which could make significant contributions 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

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

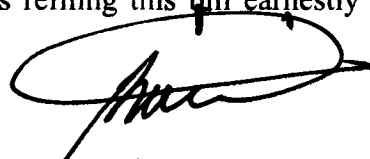
⁵ Tracking Progress Towards Community Empowerment & Welfare: Kalahi-CIDSS Midterm Evaluation Report, 2007.

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

- 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.

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 the 19th Congress, this bill was passed on 2nd reading as Substitute Bill No. 11450. Due to lack of material time, it was not passed into law.

In view of the foregoing, this representation is refiling this bill earnestly seeking the legislation's immediate enactment and approval.



AMADO CARLOS BOLILIA IV
Representative
4th District of Batangas



Republic of the Philippines
House of Representatives
Quezon City, Metro Manila

Twentieth Congress
First Regular Session

HOUSE BILL NO. 1530

INTRODUCED BY HONORABLE AMADO CARLOS BOLILIA IV

AN ACT
INSTITUTIONALIZING THE COMMUNITY-DRIVEN
DEVELOPMENT APPROACH AS A NATIONAL STRATEGY FOR
INCLUSIVE GROWTH AND SOCIAL PROTECTION, 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 “Institutionalization of the Community-Driven Development (CDD) Approach 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 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 facilitate the establishment of adequate consultation mechanisms. To this end, and in pursuit of good governance, 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 capability 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, 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 assets and attributes, partners, networks, and voice.

SEC. 4. Elements of CDD. – The CDD approach, through the principles of participation, transparency, and accountability, 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 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;

(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; and

(f) Operation and Maintenance, and Sustainability wherein the community participates in the operation and maintenance of the community-identified project, ensuring sustainability not only of the project itself but also of the elements and principles of the CDD approach.

SEC. 5. Institutionalization of the CDD Approach. – National government agencies (NGAs) and departments, including their attached agencies, offices, bureaus, other government instrumentalities, and LGUs shall adopt the CDD approach in their community-based programs to promote participation and empowerment of poor, vulnerable, disadvantaged, and marginalized groups within communities.

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

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

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

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

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

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

(f) Ensuring participation of civil society organizations (CSOs) as partners in organizing and strengthening communities, and implementing community-based programs, activities, and projects, and

(g) Creating a Community-Driven Development team that shall ensure full operationalization of the CDD approach within their respective agencies and LGUs.

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

(a) Facilitating the community empowerment processes;

(b) Providing continuous capability building and technology transfer to LGUs and communities;

(c) Conducting third party monitoring and evaluation of capability building and empowerment of LGUs and communities; and

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

For purposes of this section, the CDD community of practice refers to a community of CDD practitioners composed of agencies, Non-Government Organizations (NGOs), academic and research institutions, and individuals, that share the commitment and passion for CDD, and together strive to advance its practice through regular and purposive interaction.

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

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

The Advisory Council is composed of the following:

- (a) Secretary of Social Welfare and Development, as chairperson;
- (b) Secretary of the Interior and Local Government, as co-chairperson;
- (c) Representatives from the National Anti-Poverty Commission (NAPC), National Commission on Indigenous Peoples (NCIP), National Commission on Muslim Filipinos (NCMF), National Economic and Development Authority (NEDA), Department of Budget and Management (DBM), Department of Agriculture (DA), Department of Agrarian Reform (DAR), Department of Environment and Natural Resources (DENR), Department of Health (DOH), Department of Education (DepEd), and Department of Human Settlements and Urban Development (DHSUD);
- (d) National Presidents of the League of Cities of the Philippines (LCP), League of Municipalities of the Philippines (LMP), and Liga ng mga Barangay as members.

The representatives include the secretaries of the agencies as the officially designated permanent members and designated undersecretaries as alternate representatives. The Advisory Council shall have, as additional members, representatives of reputable and accredited CDD NGOs which shall constitute not less than one-fourth ($\frac{1}{4}$) of the members of the Advisory Council, and shall be appointed by the Advisory Council to serve for three (3) years from the date of their appointment. Thereafter, the representatives shall be selected from and appointed by the CDD community of practice. Advisory councils at the regional levels are also established with the regional directors of the Department of Social Welfare and Development (DSWD) and DILG, as chairperson and co-chairperson, respectively, and representatives from the regional offices of NAPC, NCIP, NCMF, NEDA, DBM, DA, DAR, DENR, DOH, DepEd, DHSUD, LMP, LCP, Liga ng mga Barangay, and from accredited NGOs, as members.

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

- (a) Meet regularly to promote coordination among agencies to enhance and promote the use of the CDD approach;
- (b) Formulate and issue relevant policies to ensure the effective and efficient implementation of CDD and its principles;

(c) Implement an incentives program to enhance and promote the use of the CDD approach by NGAs and LGUs;

(d) Implement a grievance redress mechanism that accepts and resolves complaints pertaining to the implementation of this Act;

(e) Provide the monitoring and assessment report on the implementation of this Act, post the same on the DSWD website, and submit an annual report to the Joint Congressional Oversight Committee; and

(f) Recommend to the President of the Philippines measures and policies for the responsive delivery of commitments under this Act and integration into the general poverty reduction strategy of the National Government.

SEC. 11. Implementing Agencies. –

(a) DSWD as lead agency. – As lead agency for the implementation of this Act, the DSWD shall serve as the central coordinating, capability building, technical assistance, and monitoring agency for this Act. The DSWD shall, through the Kapit-bisig Laban sa Kahirapan-Comprehensive and Integrated Delivery of Social Services (KALAHI-CIDSS) National Program Management Office, integrate in their regular operations the following functions:

i) Ensure effective compliance and implementation of this Act;

ii) 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; and

iii) Provide technical assistance and resource augmentation including but not limited to ensuring integration of municipal development plans into provincial development plans.

The DSWD, through its existing facility referred to as the DSWD Social Welfare and Development Learning Institute/DSWD Academy and in coordination with the DSWD KALAHI-CIDSS National Program Management Office, shall:

i) Lead the research, development, and implementation of new and improved CDD mechanisms to adapt to the ever-changing needs of communities;

ii) Institutionalize capability building and learning on CDD for NGAs, CSOs, private sector institutions, and other partners; and

iii) Establish the CDD resource pool, a group of experts on CDD principles and implementation who possess expertise in CDD to co-develop the certification and accreditation programs and other learning and development requirements of the staff, partners, and other stakeholders. Further, the DSWD shall also accredit CSOs to become partners in the use of CDD approach.

(b) DILG as a key partner in capability building. – The DILG shall support the capability building of LGUs and communities. The DILG shall also ensure the horizontal and vertical alignment and linkages of barangay and city or municipal development plans.

(c) NAPC as a 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. 12. Regular Monitoring and Reporting. – The DSWD shall, through the Advisory Council, conduct quarterly monitoring of 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 a dedicated 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.13. 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 with representation from the minority of both Houses, 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. 14. Appropriations. – The amount necessary for the initial implementation of this Act shall be charged against the current year's appropriations of the Departments and agencies concerned. Thereafter, such amount shall be included in the annual General Appropriations Act.

SEC. 15. 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. 16. Separability Clause. – If any provision of this Act is declared invalid or unconstitutional, the other provisions not affected thereby shall remain valid and subsisting.

SEC. 17. Repealing Clause. – All laws, decrees, executive orders, rules and regulations, and other issuances or parts thereof inconsistent with or contrary to the provisions of this Act are repealed, amended, or modified accordingly.

SEC. 18. Effectivity. – This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation.

Approved,