

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

TWENTIETH CONGRESS
First Regular Session

House Bill No. **3403**



INTRODUCED BY REPRESENTATIVE PM VARGAS

AN ACT
INSTITUTIONALIZING THE COMMUNITY-DRIVEN DEVELOPMENT
APPROACH AS A NATIONAL STRATEGY FOR INCLUSIVE GROWTH AND
SOCIAL PROTECTION AND APPROPRIATING FUNDS THEREFOR

EXPLANATORY NOTE

“Those who have less in life should have more in law.” - President Ramon Magsaysay

Since 2003, the Community-Driven Development (CDD) approach has been implemented and championed by the Kapit-bisig Laban sa Kahirapan - Comprehensive and integrated Delivery of Social Services (KALAHI-CIDSS) Program of the Department of Social Welfare and Development (DSWD).

By institutionalizing the CDD approach, we can give the people more power to chart their own paths, in line with the true intent and spirit of devolution. CDD institutionalization will provide an enabling policy to achieve genuine community empowerment by enhancing capacities for community participation especially in poor, vulnerable, disadvantaged, and marginalized communities.

CDD institutionalization also provides a national strategy and mechanism to ensure inclusive and sustainable growth by increasing community participation and improving government transparency and accountability especially in the implementation of community-based programs, projects, and activities (PPAs).

In the context of devolution, CDD institutionalization reinforces the provisions of the Local Government Code. Currently, community participation

in local government is limited to representation in local development councils and local special bodies. As a consequence, people who are not members of civil society organizations, the academe, or other people's organizations are not given representation.

The CDD approach remedies this by offering ready and available technologies that, through decades of implementation, have proven effective in stirring active and long-lasting citizen participation that leads to local development.

CDD's principles of participation, transparency, and accountability have a positive relationship with poverty alleviation and inclusive and sustainable growth. Through the CDD approach, KALAHY-CIDSS improved access to basic social services in some of the poorest and most marginalized communities in the country. Through community participation, high-quality infrastructures were established within or below planned costs. As an added benefit, CDD also improved the capabilities of community members and volunteers as their involvement required training on sound financial management and procurement.

In the short term, the CDD approach provides short-term employment opportunities to its target communities by prioritizing community members in employment opportunities that arise from the implementation of community subprojects. As of June 15, 2022, KALAHY-CIDSS, through the CDD approach, has completed 35,955 subprojects which has yielded tangible benefits to 11,195,222 poor, vulnerable, marginalized, and disadvantaged households. With CDD, the agency has generated 1,590,412 instances of paid labor, 36% of which employed women while the remaining 64% were occupied by men.

This bill seeks to institutionalize the CDD approach as a national strategy for inclusive growth and social protection. By institutionalizing the CDD approach to ensure inclusive growth and social protection, the government can build on and perpetuate the gains of CDD as implemented by KALAHY-CIDSS.

In view of the foregoing, the immediate passage of this bill is earnestly sought.



REP. PM VARGAS

Fifth District, Quezon City

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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.*”

SECTION 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 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.

SECTION 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.

SECTION 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 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.
- (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

SECTION 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.

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

SECTION 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, 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.

SECTION 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.

SECTION 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); and
- (d) Presidents of the League of Cities of the Philippines (LCP) and League of Municipalities of the Philippines.

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 non-government organizations (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, NEDA, DBM, DA, DAR, DENR, DOH, DepEd, DHSUD, and from accredited NGOs, as members.

SECTION 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) Formulate an incentives program to enhance and promote the use of the CDD approach by NGAs and LGUs;
- (d) Formulate 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.

SECTION 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, through a dedicated office, shall integrate in their regular operations the following functions:

- 1) Ensure effective compliance and implementation of this Act;
- 2) 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;
- 3) Institutionalize capability building and learning on CDD for NGAs, CSOs, private sector institutions, and other partners;
- 4) Lead the research, development, and implementation of new and improved CDD mechanisms to adapt to the ever-changing needs of communities;
- 5) Accredite CSOs to become partners in the use of CDD approach; and
- 6) Provide technical assistance and resource augmentation including but not limited to ensuring integration of municipal development plans into provincial development plans.

(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.

SECTION 12. *Regular Monitoring and Reporting.* – The DSWD, through the Advisory Council, shall 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.

SECTION 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 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.

SECTION 14. *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.

SECTION 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.

SECTION 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.

SECTION 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.

SECTION 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,