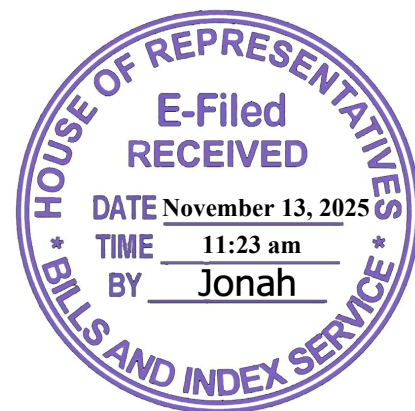


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

TWENTIETH CONGRESS
1st Regular Session

House Bill No. **5954**



**Introduced by Representatives OMAR VINCENT S. DUTERTE and
PAOLO Z. DUTERTE**

EXPLANATORY NOTE

Article XIII, Section 9 of the 1987 Constitution enunciates that the State shall promote a just and dynamic social order that will free the people from poverty through policies that provide adequate social services, promote full employment, a rising standard of living, and an improved quality of life for all.

As of the first half of 2023, the Philippine Statistics Authority reports that the official poverty incidence stood at 22.4%, which corresponds to approximately 25.24 million Filipinos whose income is insufficient to cover their basic food and non-food needs. While this shows a marginal decline from the 23.7% (or 26.14 million poor Filipinos) recorded in the first half of 2021, the numbers remain alarmingly high. This precarious situation is severely compounded by the erosion of purchasing power due to increasing commodity prices. For instance, the Consumer Price Index (CPI) in the Philippines has generally been on an upward trend, hitting high points in recent periods, significantly impacting the cost of living for the poor.

By empowering communities to design and implement responsive, ground-up policies and projects, the proposed measure directly seeks to mitigate the adverse effects of these alarming socioeconomic factors and promote sustainable socio-economic recovery. This proposed bill aims to institutionalize the Community-Driven Development (CDD) strategy as a core mechanism for poverty alleviation across the nation. The CDD approach centers on empowering local communities, specifically barangays and targeted municipalities, by involving them directly in participatory planning, budgeting, and decision-making processes. This strategy recognizes the necessity of tailoring interventions to the unique geographical and socio-economic conditions prevalent within each specific locality.

This proposed measure represents a fundamental and gradual shift in governance dynamics toward a true bottom-up approach. This paradigm prioritizes the enhancement of participatory governance practices, actively seeks to tap into and strengthen community organizations—particularly those representing the basic sectors—and ensures that policies are directly responsive to immediate community needs. The inherent value of this community-focused methodology lies in its ability to facilitate the proper identification of constituent needs, as programs and projects are designed with a primary focus on the specific group of people residing within a particular locality or geographical area, thus ensuring relevance and effectiveness.


HON. OMAR VINCENT S. DUTERTE


HON. PAOLO Z. DUTERTE

Republic of the Philippines
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House Bill No. **5954**

Introduced by Representatives **OMAR VINCENT S. DUTERTE** and
PAOLO Z. DUTERTE

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 of 2025."***

SEC 2. *Declaration 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, 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; and
- (f) Accrediting and ensuring participation of civil society organizations (CSOs) as partners in organizing and strengthening communities, and implementing community-based PAPs

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 capacity building and technology transfer to LGUs and communities;
- (c) Conducting third party monitoring and evaluation of capacity 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 comprised 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.

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 awards 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; and
- (c) Representatives from the National Anti-Poverty Commission (NAPC), 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)

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 accredited non-government organizations (NGOs) which shall constitute not less than one-fourth (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.

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) Implement the incentives program to enhance and promote the use of the CDD approach by NGAs and LGUs;
- (c) Implement a grievance redress mechanism that accepts and resolves complaints pertaining to the implementation of this Act;
- (d) 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
- (e) 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. *Establishment of the CDD Knowledge and Resource Institute.* - The CDD Knowledge and Resource Institute, hereinafter referred to as the Institute, is established as a non-stock, non-profit government-owned and controlled corporation with its own charter, attached to the DSWD. The Institute is a policy, research, and training arm of the Advisory Council, which shall provide support for continuing research and technology development, partnership development, policy advocacy, resource mobilization, capacity-building of communities, monitoring and evaluation to ensure effective institutionalization and operationalization of the CDD framework.

SEC. 12. *Function and Powers of the Institute.* —

- a) The Institute shall have the following functions:
 - 1) Policy advocacy;
 - 2) Learning and development;

- (i) Development of 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;
 - (ii) Certification of CDD organizations, institutions, and individual practitioners who shall either be partners of the program or part of its human resources; and
 - (iii) Continuing professional development through partner academic institutions.
 - 3) Knowledge management and technology development;
 - 4) Regular monitoring and evaluation;
 - (i) Resource mobilization: partnership and linkages; and
 - (ii) Convergence.
 - 5) Secretariat support services to the Advisory Council
- b) The Institute shall exercise the following powers:
- 1) Collect, receive, and maintain funds, donations, and other forms of assistance and apply the income and principal thereof to the promotion of its aims and purposes,
 - 2) Contract any obligation or enter into any agreement necessary or incidental to the proper management of its powers;
 - 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.

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. 23. *Separability Clause.* - If any portion or provision of this Act is declared unconstitutional, the remainder of this Act or any provision not affected thereby shall remain in force and effect.

SEC. 24. *Repealing Clause.* - All laws, executive orders, presidential decrees, presidential proclamations, letters of implementation, rules and regulations or parts thereof inconsistent with the provisions of this Act are hereby repealed or modified accordingly.

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

Approved,