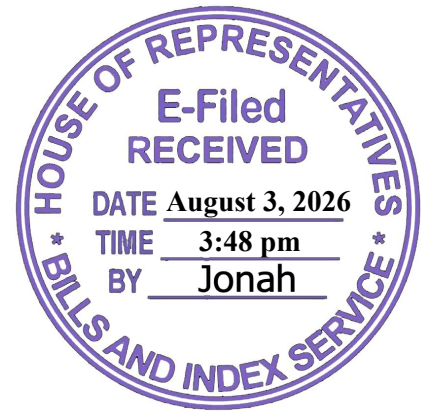


Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila

TWENTIETH CONGRESS
Second Regular Session

HOUSE BILL NO. 10528



Introduced by **ANG PROBINSYANO**
Party-List Representative Alfred Delos Santos

EXPLANATORY NOTE

According to the World Bank, “Community-driven development (CDD) programs operate on the principles of transparency, participation, accountability, and enhanced local capacity. Experience has shown that when given clear and transparent rules, access to information, and appropriate technical and financial support, poor communities can effectively organize to identify community priorities and address local problems by working in partnership with local governments and other institutions to build small-scale infrastructure and deliver basic services.”¹

With community-driven development programs, poverty can be reduced and sustainable development can be attained because the government services reach those in the far-flung areas, and those people groups which are most vulnerable. This is of great development importance in the Philippines, where geographic realities often present challenges to service delivery, hurdles to efficiency, and push ageing infrastructure to its limits.

With this, we can take the first step towards spreading development throughout the country, allowing us to decentralize development and ensure that there is no concentration of socio-economic and political development in the metropolitan areas and ensure that holistic progress is achieved even in the countryside.

Hence, it is for these reasons that this bill is earnestly sought.


ALFRED C. DELOS SANTOS
Representative, Ang Probinsyano Party-List

¹ <https://www.worldbank.org/en/topic/communitydrivendevelopment>

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HOUSE BILL NO. 10528

Introduced by **ANG PROBINSYANO**
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AN ACT
INSTITUTIONALIZING THE COMMUNITY-DRIVEN DEVELOPMENT APPROACH AS
A NATIONAL STRATEGY FOR INCLUSIVE GROWTH AND SOCIAL PROTECTION,
MANDATING ALL NATIONAL GOVERNMENT AGENCIES AND DEPARTMENTS
INCLUDING THEIR ATTACHED AGENCIES, OFFICES, AND BUREAUS, LOCAL
GOVERNMENT UNITS, AND OTHER GOVERNMENT INSTRUMENTALITIES TO
IMPLEMENT THEIR COMMUNITY-BASED PROGRAMS, ACTIVITIES, AND
PROJECTS, APPROPRIATING FUNDS THEREFOR

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

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

SECTION 2. *Declaration of Policies.* – The 1987 Constitution establishes 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 (Article XIII, Section 16). Towards this end, and in the pursuit of inclusive growth, social protection, community empowerment, and poverty reduction, the State shall enact programs that provide capacities and opportunities for community members – particularly the poor, vulnerable, and disadvantaged – to effectively participate in the design, planning, budgeting, and implementation of community identified programs, plans, and projects.

CHAPTER I. GENERAL PROVISIONS

SECTION 3. *Definition of Terms.* – For the purpose of this Act, the following terms are defined, as follows:

- a. “*Ancestral Domain Sustainable Development and Protection Plan (ADSDPP)*” refers to a long-term plan that embodies the goals and objectives, policies and strategies, as well as programs, and projects of Indigenous Cultural Communities (ICCs)/Indigenous Peoples (IPs) for the sustainable development

and management of their ancestral domain and all resources therein including human and cultural resources such as their indigenous knowledge, systems, and practices (NCIP AO No. 1, Series of 2014);

- b. “*Community*” refers to a group of people living in a particular locality or geographical area, the location in which interventions are implemented. It may be a barangay, ancestral domain, or specific subsets thereof;
- c. “*Community-based financial management*” refers to the management and direct control by the community members or groups of funds associated with a community-identified and managed project;
- d. “*Community-Based Programs*” refer to programs, activities, or projects that are organized and implemented locally, inviting community members or groups to actively design, plan and implement intervention strategies to address community-identified plans and needs;
- e. “*Community control of resources*” refers to the utilization and management of the resources by the community members or groups based on community-identified plans and needs
- f. “*Community Empowerment*” refers to a process of enabling community members and groups to increase control over the factors and decisions that shape local development;
- g. “*Community-managed implementation*” refers to the execution, monitoring, and management of community-based projects by community members or groups, with assistance from the Local Government Units (LGUs) and other local partners;
- h. “*Displaced persons*” refers to people being forcefully moved from their locality or environment and occupational activities. It is a form of social change caused by a number of factors such as armed conflict, natural disaster, famine, development, and economic changes (DSWD MC No. 10., Series of 2017);
- i. “*Geographically Isolated and Disadvantaged Areas*” (GIDAs) refers to communities with marginalized populations physically and socio-economically separated from the mainstream society and characterized by:
 - i. Physical factors - isolated due to distance, weather conditions, and transportation difficulties; and
 - ii. Socio-economic factors - high poverty incidence, presence of vulnerable sector, communities in or recovering from situations of crisis or armed conflict.
- j. “*Participatory Monitoring and Evaluation*” refer to a process through which stakeholders at various levels of the community engage in monitoring and evaluation of a project, program, or policy, and share control over the content, the process, and the results of the monitoring and evaluation activity, and engage in taking or identifying corrective actions;
- k. “*Participatory planning*” refers to a planning process that directly involves the community members, leaders, and other stakeholders in diagnosing local problems and designing a course of action to resolve those problems. The process aims to harmonize views among all its participants and to provide opportunities for participation, especially for the marginalized groups in the community

SECTION 4. *Community Driven Development.* – A Community Driven Development (CDD) approach is a strategy where local communities take control of the planning, implementation, and resource investments for their local development. CDD

ensures that programs integrate the principles of local empowerment, participatory governance, demand-responsiveness, administrative autonomy, greater downward accountability, and enhanced local capacity.

SECTION 5. *Elements of CDD.* - The elements of the CDD process are as follows:

- a) Community focus;
- b) Participatory planning;
- c) Community control of resources;
- d) Community-managed projects; and
- e) Participatory monitoring and evaluation.

CHAPTER II. INSTITUTIONALIZATION OF THE CDD APPROACH IN GOVERNMENT PROGRAMS, ACTIVITIES, AND PROJECTS

SECTION 6. *Institutionalization of the CDD Approach in All Community-Based Programs, Activities, and Projects of the Government.* – All National Government Agencies (NGAs) and Departments, including their Attached Agencies, Offices and Bureaus, Local Government Units, and other government instrumentalities shall 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.

SECTION 7. *Operationalization of the CDD Approach in NGAs.* – The CDD approach shall be operationalized in national government programs and projects (PAPs) using the following methods and strategies, or a combination thereof, but not limited to:

- a. Government agencies shall develop policies and programs, provide information on government intervention, and provide technical assistance and support to the partner local government units and communities for more effective community-driven planning and implementation, in consultation with the Advisory Council;
- b. Government PAPs that have elements of local planning, budgeting, and development process shall ensure that majority of the community members actively participate in the said process;
- c. Government agencies shall ensure that community members are prioritized, to the extent possible, in receiving employment opportunities brought about by the project implementation in the communities;
- d. Government agencies shall include in their annual budget proposals and multi-year plans funds for CDD implementation such as but not limited to capacity-building staffing, and project management; and
- e. Government agencies shall accredit Civil Society Organizations (CSOs) as partners in organizing and strengthening communities, and implementing community-based PAPs.

SECTION 8. *Role of Civil Society Organization and the Academe.* – Accredited CSOs and academic institutions with experience in the CDD approach shall be encouraged to participate in community activities, specifically:

- a. Partner with communities/LGUs/NGAs in the facilitation of community empowerment processes;
- b. Provide additional funding or collaborate with partners/donors to implement community-identified projects;
- c. Continuous capacity building and technology transfer to LGUs and communities; and
- d. Conduct third-party monitoring and evaluation together with communities and LGUs

The Department of Social Welfare and Development (DSWD) in coordination with the Department of Budget and Management (DBM) and Commission on Audit (COA), and in consultation with other relevant national government agencies and the local government concerned, shall implement a simplified set of guidelines for CSO accreditation and for providing an enabling environment for communities to participate in CDD implementation.

CHAPTER III. IMPLEMENTING MECHANISMS.

SECTION 9. *Creation of an Inter-Agency Advisory Council.* – An Advisory Council on CDD Institutionalization shall be created at the national level to develop policies relative to the implementation of this Act. It shall be chaired by the DSWD and co-chaired by the DILG.

It shall be composed of representatives from the agency members of the Department of Budget and Management, National Anti-Poverty Commission, National Economic and Development Authority, Department of Agriculture, Department of Agrarian Reform, Department of Environment and Natural Resources, Department of Health, Department of Human Settlements and Urban Development, and Department of Education. Representatives shall include the Secretary of the agencies as the officially designated permanent member and a designated Undersecretary as an alternative representative. Representatives of non-government organizations shall constitute not less than one-fourth (1/4) of the members of the Advisory Council, which shall be appointed by the Council during the first three years of the effectivity of this Act, after which the representatives shall be selected from and appointed by the CDD Community of Practice.

The Advisory Council may create committees and invite other agencies as the need arises. The Advisory Council shall meet at least quarterly. It shall recommend to the President measures and policies for the responsive delivery of commitments under this Act and integration with the general poverty reduction strategy of the Government.

SECTION 10. *Implementing Agencies.* – Various government agencies shall be involved in the implementation of this Act as follows:

- a. The DSWD shall integrate into their regular operations the following functions:
 - i. Provide facilitation support to empower community members to participate in the local development process and to strengthen

- community capabilities to engage LGUs, NGAs, and other stakeholders to support community-identified priorities;
 - ii. Integrate the CDD approach into the local planning and budgeting process for more systematized community participation in the local development processes and activities;
 - iii. Institutionalize capacity-building and learning on CDD for NGAs, Non-Government Organizations (NGOs), CSOs, private sector institutions, and other partners to enable them to do CDD; and
 - iv. Support integration of the role of provincial LGUs in local development planning and budgeting and CDD implementation. Specifically, the provision of technical assistance and resource augmentation by ensuring the integration of municipal development plans to provincial development plans.
- b. The DILG shall be a key partner agency in the development of policies and technologies for LGUs to strengthen participatory local governance, institute policy and structural reforms to ensure horizontal and vertical alignment and linkages of barangay and municipal development plans, and AIP to community-based plans. It shall also initiate the crafting of PAPs aligned with community-identified needs and priorities.
 - c. 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. All relevant bureaus, offices, agencies, and instrumentalities of the government shall render the necessary support to the implementation of this Act.

SECTION 11. *Community Management Implementation as Delivery Mechanism.* – The community members shall, with the assistance of the LGU and other local partners, participate in project implementation, monitoring, and management of community-based projects. Community-based organizations shall be formed to operate, manage, and maintain community projects.

For projects that are employing community-managed implementation, guidelines of the Revised Community Participation in Procurement Manual as approved by the Government Procurement Policy Board (GPBB) shall apply. The community shall be involved as members of the Bids and Awards Committee (BAC), BAC Secretariat, Technical Working Group, and observers of the procurement process.

SECTION 12. *Special Intervention for Indigenous Peoples.* – To address the unique needs of the Indigenous Peoples and to reinforce the state policy recognizing their rights and protecting their ancestral domains, preserving their cultural integrity, and ensuring that they are on equal footing from rights and opportunities, the Local Government Units in coordination with the National Commission on Indigenous Peoples shall ensure the following:

- a. Automatic representation of Indigenous Peoples in decision-making regardless of land tenurial ownership and number of IP population, if it is identified or recognized that IPs are present in the community;
- b. Utilization of the Ancestral Domain Sustainable Development and Protection Plan as the major reference and consideration in addressing needs and

providing interventions in IP areas and integration of the ADSDPP in the Local Development Plan of the LGU/BLGU;

- c. Fund allocation for the conduct of validation in IP areas and implementation of identified needs of IP communities;
- d. IP areas as a priority in terms of the delivery of basic social services as these communities are located in Geographically Isolated and Disadvantaged Areas (GIDA).

SECTION 13. *Consideration for the Needs of Marginalized Sectors.* – CDD implementation shall ensure that marginalized sectors including IP Members of the community, women, children, people of diverse sexual orientation and gender identity and expression (SOGIE), youth, elderly, internally displaced persons, rebel returnees, recovering drug dependents, persons with disability, and other similarly situated persons will be represented in decision-making activities in the community.

SECTION 14. *Incentives.* – The CDD elements or implementation status shall be included as additional criteria for the recognition given to LGUs such as but not limited to the Seal of Good Local Governance (SGLG) and other awards by NGAs.

CHAPTER IV. FINAL PROVISIONS

SECTION 15. *Joint Congressional Oversight Committee.* – Upon effectivity of this Act, a Congressional Oversight Committee, hereafter referred to as CDD Oversight Committee is hereby constituted. The Committee shall set the overall framework to review the implementation of this Act. It shall likewise determine the inherent weaknesses in the law and recommend the necessary remedial legislation or executive measures.

The CDD Oversight Committee shall be composed of twelve (12) members with the chairpersons of the Committee on People's Participation of the House of Representatives, and the Committee on Social Justice, Welfare, and Rural Development of the Senate as Co-Chairpersons, and two members from each house from the Committees on Good Government and Public Accountability, and People's Participation.

The CDD Oversight Committee shall conduct a review of this Act which shall include a systematic evaluation of the impact of this Act, accomplishments of the program, and performance of its implementing agencies every three (3) years. The committee shall also perform such other duties and functions as may be necessary to attain the objectives of this Act.

SECTION 16. *Regular Monitoring and Reporting.* – The Advisory Council on CDD Institutionalization shall monitor the implementation of this Act and submit an annual report of its status to the oversight agencies and the Joint Congressional Oversight Committee. The said report shall be regularly posted 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 the Act by NGOs and CSOs together with community members and LGUs shall also be established.

SECTION 17. *Grievance Mechanism.* – A Grievance Redress Mechanism shall be established to address complaints and concerns raised by any stakeholder or concerned citizen relating to the implementation of this Act, an appointed representative of the DSWD shall head the Grievance Committee present at the regional and national level tasked to accept, investigate, and facilitate resolution of complaints and grievances.

SECTION 18. *Appropriations.* – The amount needed for the implementation of this Act shall be charged against the appropriations of concerned government agencies in the current and subsequent General Appropriations Act. Donations and other forms of assistance may also be accepted in accordance with applicable laws and issuances for purposes relevant to the implementation of this Act.

SECTION 19. *Implementing Rules and Regulations.* – Within six (6) months from the effectivity of this Act, the DSWD shall in coordination with national government agency members of the Human Development and Poverty Reduction Cluster (HDPRC), in consultation with the league of barangays, cities, municipalities, and provinces and relevant stakeholders, promulgate the rules and regulations necessary for the effective implementation of the provisions of this Act.

SECTION 20. *Separability Clause.* - If any provision of this Act or the application of such provision to any instrumentalities or entities or circumstances is declared invalid or unconstitutional, the other provisions not affected thereby shall remain valid and subsisting.

SECTION 21. *Repealing Clause.* – All laws, decrees, executive orders, administrative orders, or parts thereof inconsistent with the provisions of this Act are hereby repealed, amended, or modified accordingly.

SECTION 22. *Effectivity Clause.* – This Act shall take effect fifteen (15) days after its publication in the Official Gazette or in a newspaper of general circulation in the Philippines.

Approved,